

Cooperation between Coastal Protected Areas and Surrounding Societies: from Experiences to Recommendations



Sam Grönholm
Department of Public Administration
Åbo Akademi University
Tavastgatan 13
20500 Turku
Finland
email: sam.gronholm@abo.fi

Jonna Berghäll
Metsähallitus
Natural Heritage Services
P.O. Box 94
01301 Vantaa
Finland
e-mail: jonna.berghall@metsa.fi

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ABSTRACT	<p>Baltic Sea region's coastal areas are facing many challenges, such as decrease of local population while tourists, seasonal settlers, and investors are becoming more common. To avoid the coastal nature or local culture being destroyed as a result of these changes, they need to be preserved. Investing resources in national parks and biosphere reserves might be one solution. However, while national parks and biosphere reserves can help sustain livelihoods and maintain local population, this can only be achieved by the different stakeholders working in close cooperation with each other.</p> <p>Based on this COASTSUST project wanted to know more about the cooperation between national parks/biosphere reserves and their stakeholders. The data for study were gathered during spring 2006 from the Archipelago National Park (Finland), the West Estonian Archipelago Biosphere Reserve, the North Vidzeme Biosphere Reserve (Latvia), and the Curonian Spit National Park (Lithuania). The data were gathered through questionnaires sent to authorities, research institutes, organisations, local inhabitants, entrepreneurs and protected area personnel. The response rate was 46%.</p> <p>The study revealed that cooperation between the coastal protected areas and their stakeholders mainly concentrates on mandatory issues. Consequently, cooperation involves the protected areas' personnel, public authorities and research institutes. Voluntary cooperation, such as cooperation between protected areas' personnel and local people is limited. The main reasons cited for this lack of cooperation are financial and time. There also exists a major information gap between the areas and the local people.</p> <p>With the exception of the Lithuanian respondents, the stakeholders feel that the cooperation with coastal protected areas has become more extensive and efficient over the last ten years. Also, the majority of authorities, NGOs, educational and research institutes, and local entrepreneurs feel that the current cooperation 'is special' and brings additional value. During the last decade, Finnish stakeholders in particular have begun to discover that their cooperation with Archipelago National Park is becoming more and more valuable. In general, there are significant differences in responses between the countries.</p> <p>The majority of the respondents state that there is a need to improve cooperation – especially communication and disseminating information. Recommendations on how to improve cooperation were made from the researcher's viewpoint and from the protected areas' specialists. The researcher argued that in cooperation environmental, social and economic progress need to be considered. Special focus should be on the two latter, which demand cooperation between protected area personnel and local people. The recommendations by protected areas' specialists were more concrete.</p>		
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TIIVISTELMÄ	<p>Itämeren rannikkoalueet ovat monien haasteiden edessä. Yksi niistä on ympärivuotisen asutuksen väheneminen samalla kun matkailijoiden, mökkiläisten ja investoijien määrä kasvaa. Jotta rannikkoluonto ja -kulttuuri eivät tuhoudu tässä myllerryksessä, ne tarvitsevat huolenpitoa. Panostaminen kansallispuistojen ja biosfäärialueiden toimintaan on yksi vaihtoehto. Nämä eivät kuitenkaan voi yksinään ylläpitää kestäviä elinkeinoja ja paikallisväestön toimeentuloa, vaan siihen tarvitaan laajaa ja intensiivistä yhteistyötä eri sidosryhmien välillä.</p> <p>Tätä taustaa vasten COASTSUST-hankkeessa haluttiin tehdä selvitys kansallispuistojen/biosfäärialueiden ja niiden sidosryhmien välisestä yhteistyöstä. Selvityksen aineisto kerättiin keväällä 2006 Saaristomeren kansallispuistosta (Suomi), Länsi-Viron saariston biosfäärialueelta, Pohjois-Vidzemen biosfäärialueelta (Latvia) ja Kuurin kyntään kansallispuistosta (Liettua). Aineiston keräys tehtiin räätälöidyllä kyselylomakkeilla, joita lähetettiin viranomaisille, tutkimuslaitoksille, organisaatioille, paikallisille asukkaille, yrittäjille ja suojelualueiden henkilökunnalle. Vastausprosentti oli 46 %.</p> <p>Tulokset kertovat, että rannikon suojelualueiden yhteistyö liittyy lähinnä pakolliseksi katsottuihin asioihin. Yhteistyötä tehdään yleisimmin suojelualueiden henkilökunnan, viranomaisten, tutkimuslaitosten ja yliopistojen välillä. Ns. vapaaehtoisempi yhteistyö, kuten yhteistyö suojelualueen henkilökunnan ja paikallisten ihmisen välillä, on hyvin rajallista. Pääasiallisiksi syiksi yhteistyön vähyyteen nousivat ajan ja rahoituksen puute. Myös tiedonkulussa tuntuu olevan suuri aukko.</p> <p>Vastaajat olivat liettualaisia lukuun ottamatta sitä mieltä, että viimeisen kymmenen vuoden aikana yhteistyö on muuttunut laaja-alaisemmaksi ja tehokkaammaksi. Pääosa viranomaisista, organisaatioista, tutkimuslaitoksista ja yrittäjistä pitää suojelualueen kanssa tekemäänsä yhteistyötä erityisenä ja lisäarvoa tuottavana. Etenkin Saaristomeren kansallispuiston sidosryhmät ovat alkaneet pitää suojelualueyhteistyötä yhä arvokkaampana asiana. Yleisesti ottaen eri maista saatujen vastausten välillä on suuria eroja.</p> <p>Pääosa vastaajista on sitä mieltä, että yhteistyö vaatii parantamista ja erityisesti tiedonkulkua pitäisi kehittää. Suosituksia siitä, kuinka yhteistyötä voitaisiin parantaa, tehtiin sekä tutkijan että suojelualueiden erikoissuunnittelijoiden näkökulmasta. Tutkijan näkökulma painotti sitä, että yhteistyössä täytyy huomioida ekologinen, sosiaalinen ja taloudellinen kehitys. Erityistä huomiota tulisi kiinnittää kahteen jälkimmäiseen, jotka vaativat yhteistyötä suojelualueiden henkilökunnan ja paikallisten toimijoiden välillä. Suojelualueiden erikoissuunnittelijoiden ehdotukset ovat konkreettisempia toimenpiteitä, joilla yhteistyötä voitaisiin parantaa.</p>		
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SAMMANDRAG	<p>Östersjöns kustområden står inför flera utmaningar. En av dessa är allt färre permanenta invånare och en allt ökande mängd turister, fritidsbosättning och investerare. Naturen och kulturen i kustområden behöver en omtanke så att den inte förstörs i denna villervalla. Ett alternativ är en starkare betoning av nationalparker och biosfärområdets verksamhet. Dessa kan inte trots allt ensam upprätthålla hållbara näringar och lokala invånares utkomst, utan här behövs ett bredare och funktionellt samarbete mellan olika intressegrupper.</p> <p>Med detta som bakgrund avsåg COASTSUST-projektet utföra en utredning om samarbetet mellan nationalparker/biosfärområdets och deras intressegrupper. Data samlades in våren 2006 i Skärgårdshavets nationalpark, Västra Estlands biosfärområde, Norra Vidzemes biosfärområde (Lettland) och Kuriska näsets nationalpark (Litauen). Insamling av data skedde med skraddarsydda enkäter som skickades till myndigheter, forskningsinstitut, organisationer, invånare, företagare och skyddsområdets personal. Svarsprocenten var 46 %.</p> <p>Resultaten visar att man samarbetar i huvudsak i s.k. obligatoriska sammanhang. Man samarbetar mer allmänt mellan skyddsområdets personal, myndigheter, forskningsinstitut och universitet. S.k. mer frivilligt samarbete, som mellan skyddsområdets personal och invånare, är mycket begränsat. De huvudsakliga orsakerna till det obetydliga samarbetet var tid och pengar. Det finns även brister i informationen.</p> <p>Ur svaren framgår, förutom i Litauen, att samarbetet är både mer omfattande och effektivare än för tio år sedan. Majoriteten av myndigheter, organisationer, forskningsinstitut och företagare anser att samarbetet med skyddsområden är speciellt och ger ett mervärde. I synnerhet samarbetspartners med Skärgårdshavets nationalpark anser att samarbetet är allt mer värdefullt. Generellt var det stora variationer mellan ländernas svar.</p> <p>Majoriteten av svaranden var av den åsikten att samarbetet bör förbättras och isynnerhet bättre tillgång på information. Både ur forskarens synvinkel och skyddsområdets personal gav rekommendationer hur man kunde förbättra samarbetet. Forskare betonar att man bör beakta både ekologiska, sociala och den ekonomiska utvecklingen. Speciell uppmärksamhet krävs i de två sistnämnda, som fodrar samarbete mellan lokala aktörer och skyddsområdets personal. Naturskyddsområdets personal har förslag på konkreta åtgärder som kunde förbättra samarbetet.</p>		
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1 Introduction

The Baltic Sea region's coastal rural areas with their valuable natural and cultural heritage are, and will continue to be, under pressure from conflicting interests. Today, tourism, increasing pollution, seasonal residents, investors, and heavily used shipping routes are changing and threatening the environment. The decreasing numbers of permanent inhabitants and ageing are affecting both the livelihoods and local culture. In order to maintain the identity and vitality of the coastal rural areas, protecting the natural and cultural heritage must be combined with developing the local economy and creating competitiveness (VASAB 2001). Coastal national parks, biosphere reserves and their networks may offer the solution.

Biosphere reserves belong to a worldwide network established by UNESCO. They strive to function as model areas for sustainable use in terms of nature, culture and socio-economic conditions (UNESCO 2002). National parks are established mainly to safeguard natural heritage and biodiversity¹ and can form the core areas of the biosphere reserves. Both national parks and biosphere reserves preserve local cultural values and traditions. Biosphere reserves also aim at supporting and maintaining the local economy and introducing new sustainable livelihoods. National parks also create possibilities for recreation, nature interpretation and research (IUCN 1994).

One future demand will be the increase in the recreational use of the coastal areas. While tourism generates profitable income, it can also lay grounds for social and economical conflicts with local landowners and have an impact on the environment. Due to the increasing number of visitors and holiday homes, there is a need to manage visitor flows more effectively. To find and maintain a balance within tourism, closer cooperation between, for example, the protected area's personnel, the authorities, local entrepreneurs and local municipalities is required.

In some cases, cooperation may be difficult as there may be a conflict between the protected area's personnel and the local society. Bureaucracy and restrictions can bring problems for the local people and that is why the national parks and biosphere reserves are not always approved by locals nor are they the resource for local culture and economy as they could be. It is highly important, therefore, that the protected areas' management work closely with local and regional authorities and they get more integrated.

In order for the coastal protected areas to bring benefit to local societies, cooperation is needed at local, regional and international levels. In response to these challenges, the project Coastal Sustainability as a Challenge² (COASTSUST) was launched to increase communication at local and regional levels and to strengthen cooperation between those protected areas facing similar problems on the coasts of the Baltic Sea. The project includes many activities aimed at meeting the challenge of harmonizing the economical, ecological and social aspects of the areas. The project is part financed by the European Union (European Regional Development Fund) as part of the BSR INTERREG III B Neighbourhood Programme.

An indirect response to the coastal protected areas' cooperation challenges was the launch of this empirical study as part of the COASTSUST project. The aim was to make recommendations for improved cooperation between the coastal protected areas and their stakeholders based on an understanding of the current situation.

Four coastal protected areas participated in the empirical study: the Archipelago National Park in Finland, the West Estonian Archipelago Biosphere Reserve, the North Vidzeme Biosphere Reserve in Latvia, and the Curonian Spit National Park in Lithuania. All these areas are judged to be protected areas even though the Biosphere Reserve in Estonia is not legally a protected area.

1 In Lithuania national parks are protected areas which always safeguard also cultural heritage.

2 For more information, visit www.coastsust.eu.

1.1 Methodology

The study was carried out by sending specially designed questionnaires to three target groups. The first group comprised **authorities, institutions and organisations**. The authorities were represented by different administration levels: at state level by, e.g. the Ministry of Environment; regional level by various environmental authorities and the local level mainly by municipalities. Institutions included educational and research institutes such as universities, while the organisations included non-government organisations and village councils. The second target group comprised **local inhabitants and local entrepreneurs**. The third group were the coastal protected areas' **personnel**. As only one part-time specialist was employed by the Biosphere Reserve in Estonia, former employees were included in the study. By targeting these three groups, the study could be approached from several standpoints and include a diverse range of opinions and attitudes.

Although most questionnaires were mailed to the groups, the fear of a low response rate meant that in Lithuania some questionnaires were hand delivered and in Latvia local inhabitants were asked to fill in the questionnaire in local libraries. In total, 1,596 questionnaires were delivered during April-June 2006; the average response rate was 46% (see Chapter 3.1). This report presents the findings of the study.

1.2 Aim of the report

This report has three aims. First, to provide an overview of the current cooperation between the coastal protected areas and their stakeholders; second, to contextualise and gain an understanding of the current cooperation and third to discuss and analyse the future challenges and explore the possibilities to cooperate.

This report is divided into six chapters. Chapter 2, written by the areas' specialists, introduces the coastal protected areas under study and presents an overview of the areas' similarities and differences. Chapters 3, 4 and 5 present the results of the study. Chapter 3 outlines the cooperation between the coastal protected areas and the surrounding societies; Chapter 4 contextualises the current cooperation situation and attempts to explain the differences between the areas and Chapter 5 analyses the future challenges and possibilities to cooperate. Chapter 6 concludes this report by presenting some recommendations on how to improve the current cooperation.

Originally, cooperation in land use and management planning in the protected areas was also to be included in the study. Protected area planning documents (such as management plans) are highly important documents that state the zoning, permitted activities and the future development of the area. As it is important that these plans do not conflict with the land use planning documents or the general interest of the local society, cooperation here is required. Management planning is a participatory process – its importance highlighted, for example, in the Guidelines for Management Planning of Protected Areas (Lee & Middleton 2003). It was impossible to carry out detailed studies and comparisons due to differences in planning practices and planning situations between the target areas; however, some attempt to illustrate these have been made in Chapter 2. Chapter 5 also highlights the possibility for the local people to cooperate through participating in the management planning process.

2 Description of the Study Areas

The target areas for this study were four coastal areas under nature protection (Figure 1). Two are national parks: the Archipelago National Park in Finland, and the Curonian Spit National Park in Lithuania. Two are biosphere reserves: the West Estonian Archipelago Biosphere Reserve and the North Vidzeme Biosphere Reserve in Latvia. In this report, all these areas are referred to as 'coastal protected areas', even though the Biosphere Reserve in Estonia is not considered a protected area according to national legislation or the definition of the World Conservation Union (IUCN), which states that a protected area is '*an area of land and/or sea especially dedicated to the protection and maintenance of biological diversity, and of natural and associated cultural resources, and managed through legal or other effective means*' (IUCN 1994).

National parks, which vary significantly from each other, are protected areas which represent a country's most beautiful and most valuable

nature. IUCN (1994) defines a national park as '*a natural area of land and/or sea, designated to (a) protect the ecological integrity of one or more ecosystems for present and future generations, (b) exclude exploitation or occupation inimical to the purposes of designation of the area and (c) provide a foundation for spiritual, scientific, educational, recreational and visitor opportunities, all of which must be environmentally and culturally compatible*'. Thus, national parks are not only areas designated to protect nature they are also open to visitors who must follow strict guidelines and rules. In total there are over 3,800 national parks in the world today (Chape et al. 2003).

The biosphere reserve concept emerged in the early 1970s when UNESCO's Man and Biosphere (MAB) Programme was initiated. The first biosphere reserves were established in 1976 and today there are close to 400 reserves worldwide. Their main function is to discover how to conserve the biodiversity and biological resources while at the



Figure 1. Areas under study in the Baltic Sea region.

same time utilising them in a sustainable way. In other words, biosphere reserves are model areas for sustainable use regarding nature, culture and socio-economic aspects (UNESCO 2002).

There are differences between the areas under study, such as geographical features, nature, history, ways of managing and planning, and rules and restrictions. These differences also affect local cooperation. Many of the dissimilarities derive from national legislation and from the different ways of working. For this reason, it was important to become familiar with the most significant elements of national protected area management systems and the typical features of the areas before proceeding with the study. The following sections present the areas in geographical order from north to south. In this report, the terms 'coastal protected areas', 'protected areas' and 'areas' are used interchangeably. Similarly, the Archipelago National Park, for example, is referred to as the 'Park' or the 'National Park' and the West Estonian Archipelago Biosphere Reserve as the 'Biosphere Reserve' or the 'Reserve' when reference permits.

2.1 Finland and the Archipelago National Park

Jonna Berghäll, Metsähallitus

2.1.1 Protected area management system

History of nature conservation in Finland

Finland has a long history in nature conservation, with landscape protection and regulations on the use of forests dating back to the 19th century. The first Nature Conservation Act was passed in 1923 (71/1923) under which national parks and strict nature reserves could be established – the first national parks were designated in 1938 (Perttula 2006.) Today, some 9% of Finland's area (over 3 million hectares) is protected either under the Nature Conservation Act (1096/1996) or under the Act of the Protection of Wilderness Reserves (62/1992) which established the 12 wilderness reserves of the northern Lapland. Most of these areas are also part of the European Union's Natura 2000 network.

Administration of nature protection

The Finnish Nature Conservation Act (1096/1996) aims at preserving the diversity of nature in Finland. All protected areas are established under this Act and are classified into three categories:

- national parks
- strict nature reserves
- other nature reserves.

The Ministry of the Environment is responsible for overall administration and control, and provides most of the financing for protected area management. National parks and strict nature reserves are established under their own separate laws and only on state-owned land. They are usually administrated by the Natural Heritage Services in Metsähallitus which takes care of 34 (out of 35) national parks and 17 (19) strict nature reserves.

Other nature reserves are usually established under the Ministry of Environment's habitat-specific national nature conservation programmes (e.g. the Mire Conservation Programme and the Herb-rich Forest Conservation Programme). These are implemented by purchasing the land so they can be established on state-owned land. These other nature reserves vary greatly in area, characteristics, conservation aims and management objectives. There are over 300 of these other nature reserves which are administered, in most of cases, by the Natural Heritage Services, Metsähallitus. Conservation areas, not belonging to the national nature conservation programmes, may also be established on private land by 13 regional environment centres acting under the Ministry of the Environment.

Natura 2000

Regional environment centres are also responsible for the Natura 2000 network in Finland. The network will comprise 1,858 different sites (in total 4.9 million hectares) most of which have already been established by Commission Decisions in 2003 and 2005. Some 97% of the Finnish Natura 2000 sites were already protected at national level (Ympäristöministeriö 2007a). Although Natura 2000 network is well suited to the Finnish protected area network, there have

been some conflicts over the establishment of some sites. Some areas are protected under the Nature Conservation Act. However, favourable conservation status can be also achieved through other legislation (e.g. Land Use and Building Act) or through special contracts (Ympäristöministeriö 2002).

Management planning

Under the Nature Conservation Act (1096/1996), all national parks are required to have their own management plans which define the strategic frames for future activities as described in the goals of the acts of establishment. Management plans can also be made for other protected areas and not only for national parks.

The management plan defines the zoning of the area, as well as providing an overview of its history, current state, future development and challenges, nature and culture values, and its meaning for the users (Metsähallitus 2007). All information is based on inventories and studies. The participation of local stakeholders is also important during the preparation of the plans; Metsähallitus has special guidelines for this (Loikkanen et al. 1999).

Management plans are made by the authority which administers the national park (usually the Natura Heritage Services, Metsähallitus) and they are confirmed by the Ministry of the Environment. A new management plan is prepared whenever the situation in the area has changed significantly or every 10–15 years. Cooperation with other administrative bodies is important as national land use guidelines and regional and local land use plans need to be taken into consideration during the planning. Regional and local authorities should also pay attention to protected areas, especially Natura 2000 sites, while preparing regional and local land use plans (Metsähallitus 2007). The purpose of the management plan is to guide and instruct the activities of the authority which administers the area and although it has no legal jurisdiction over other bodies, it does disseminate information.

2.1.2 Saaristomeren kansallispuisto (The Archipelago National Park)

The Archipelago National Park is the largest of the four coastal national parks in Finland playing an important role in the network of protected areas. According to the Act of Establishment (645/1982), the purpose of the National Park is to preserve the nature and culture, secure traditional livelihoods, maintain vivid archipelago communities, as well as to support environmental research and general interest in nature.

The Archipelago National Park covers an area of some 50,000 hectares (land area 3,300 ha) and is located in the southwest of Finland in the municipalities of Houtskär, Korpo, Nagu and Dragsfjärd. Established in 1983, it is administered by Metsähallitus Natural Heritage Services, with the management mainly funded by the Ministry of the Environment. The National Park also forms the core area of the Archipelago Sea Biosphere Reserve established by UNESCO's Man and Biosphere (MAB) Programme in 1994.

The Archipelago National Park comprises some 2,000 islands and rocky islets located in the outer archipelago (Figure 2). It has an exceptionally high biodiversity compared to other areas in Finland. The area is a 'mosaic-like' combination of pine woods, lush groves, meadows and cliffs. Large areas of open sea, brackish water, bare outer islets and lush herb-rich forests create a habitat for a diversity of plant and animal species. The large littoral areas are important for the marine life, for example as spawning-beds. The influence of human impact can be seen in the number of plants which depend on man and grazing to survive.

The Natura 2000 site, Saaristomeri, is an area of some 49,700 hectares covering almost the whole National Park. It includes some 110 hectares of private land area and boasts some 46 habitats listed in the habitat directive (Ympäristöministeriö 2007b).

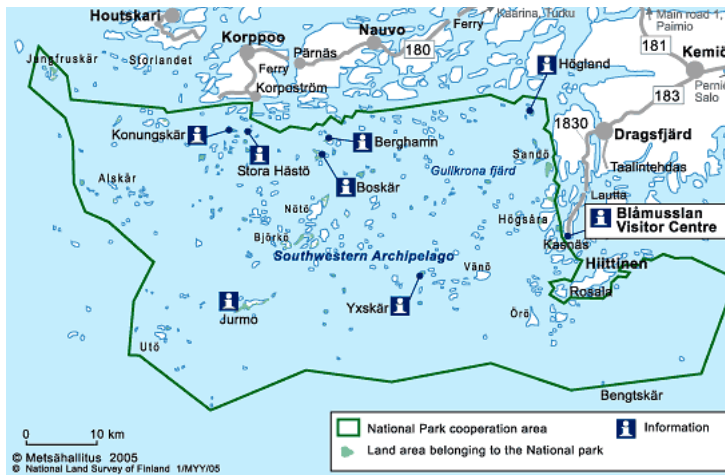


Figure 2. Map of the National Park Cooperation Area and a winter scene from Berghamn Island.

Management planning

The first Management Plan for the Archipelago National Park was approved by the Ministry of the Environment in 1990. It was later revised and the current Management Plan was approved in 1999 where it defined the park's zones. The *recreational zone* includes areas where there are facilities for visitors (the most popular places to visit). In the *wilderness zone*, people are allowed to move freely but there are no facilities. Over one quarter of the water area and five percent of the land area are under the *restricted zone* where movements and boat landings are prohibited either for a period of a few months (birds nesting) or year round (grey seal protection areas).

The general restrictions of activities in the Finnish national parks are defined in the Nature Conservation Act. The specific restrictions for the Archipelago National Park and activities requiring permission are defined in the Decree on the Archipelago National Park (1123/1994) and in the Regulations (16.4.2001) which also designate the restricted zones. For example, it is prohibited to make a fire or a camp in an area which has not been designated for this purpose. It is however, allowed to go angling with a hook and line and pick berries in areas outside the restricted zones. The Regulations are available on the Internet and as a brochure.

Local cooperation

The Archipelago National Park has close cooperation with the Archipelago Sea Biosphere Reserve and the Advisory Committee for the Outer Archipelago which aims at developing the archipelago area and improving both communication and cooperation. The four local municipalities are important cooperation partners, as are regional, game and fishery management and maritime authorities, local universities and research institutes, the Border Guard, Defence Forces, and many others. The Metsähallitus Natural Heritage Services' personnel often have problems in finding enough time and resources for all these stakeholders.

The national park proper is state-owned, whereas the larger surrounding 'Cooperation Area' is privately owned. This generates interaction with the local inhabitants and entrepreneurs. Today, nobody lives in the national park proper; however, there are some 200 permanent inhabitants and many seasonal settlements in the Cooperation Area. After the establishment of the National Park, the permanent and seasonal inhabitants were not fully aware of the meaning of the National Park and whether expropriation would be used to expand it. Some locals were against the idea that the state would buy such large areas from the archipelago. However, expropriation has never been used and the attitudes and the willingness to cooperate with the National Park have slowly improved. Metsähallitus has been able to offer the locals grazing

and fishing grounds, and firewood and hay from the managed cultural landscapes all of which have helped improve the atmosphere. Today, cooperation in nature tourism has also increased.

Most people living in the archipelago area earn their living from the service sector. On average, primary production is more common in the archipelago than in other parts of the country (Statistics Finland 2005). Local livelihoods are taken into consideration in maintenance, management and development. Nature tourism and the activities of local entrepreneurs are supported whenever possible (Metsähallitus 2000). Metsähallitus offers cooperation agreements for those entrepreneurs who commit themselves to the Metsähallitus principles of sustainable nature tourism. The first agreements with entrepreneurs were made in 2004 and today (2007), there are 15 contracted enterprises in Archipelago National Park which may use the national park proper and engage in small-scale marketing with Metsähallitus which also provides information and education.

The southwest Archipelago is popular among tourists during the summer and the Archipelago National Park is one of its main attractions. Some 60,000 visitors per year create work opportunities for the locals especially during the summer season. An estimated 50 people are partially employed by nature tourism in or around the National Park (Berghäll 2005). This is of great importance in an area which has been troubled by a decreasing population since the beginning of the 20th Century. Some 20,000 people per year visit the main information point, the Blåmusslan Visitor Centre, which is located in Kasnäs in the north-eastern part of the park. Another information point, the Archipelago Centre Korpoström in the north-west, attracts some 10,000 visitors annually.

2.2 Estonia and the West Estonian Archipelago Biosphere Reserve

Toomas Kokovkin, NGO Arhipelaag

2.2.1 Protected area management system

History of nature conservation in Estonia

In the early 20th Century in Estonia, the first steps towards nature conservation were taken by protecting the birds nesting on the Vaika islands (which today belong to the Vilsandi National Park). They were proclaimed a strict nature reserve in 1910. The first Nature Protection Act was adopted in 1935 and during 1936–1939 a total of 47 protected areas were established.

The new wave of nature conservation culminated already under the Soviet regime in 1957 when the Law on Nature Protection of the Estonian S.S.R. was adopted, numerous protected areas were established or re-established, and the state authority for nature protection was instituted. The first national park, in Lahemaa, was established in 1971 and the West Estonian Archipelago Biosphere Reserve in 1989. In re-independent Estonia, the Law on Natural Protected Objects was adopted in 1994, with its newest version, the Nature Conservation Act, in 2004.

The purpose of the Estonian Nature Conservation Act is to protect the natural environment by promoting the preservation of biodiversity, protecting natural environments of cultural or esthetical value, and promoting the sustainable use of natural resources. The Act defines the categories for protected areas: national parks, nature conservation areas and landscape conservation areas. All protected areas are established by regulation by the Government of the Republic.

By 1 July 2006 in Estonia, there were: 5 national parks, 95 nature reserves (*looduskaitseala*), 126 landscape reserves (*maastikukaitseala*), and 539 protected parks and wood stands. In addition, there are 172 protected areas where the protection prescriptions have not been yet authorised (Estonian Environment Information Centre 2006). The total area of protected areas in Estonia is 542,446 hectares or some 12% of the country's area (the actual percent is a little lower since the protected areas also include water areas).

Administration of nature protection

In January 2006, a totally new structure of nature conservation was established in Estonia. The new State Nature Conservation Centre (SNCC) is responsible for managing all protected areas. The administration of existing national parks and protected areas is centralised under the General Director of the SNCC (The Statutes of the State Nature Conservation Centre 2005). The SNCC is a government agency operating under the jurisdiction of the Ministry of the Environment and is funded from the state budget. The principal functions performed by the Centre include managing, developing and implementing the protection rules; designs and action plans concerning protected natural objects; counselling the management; evaluating the efficiency of the protection; managing activities in the field of nature education and publicity; managing the cultural heritage of protected natural objects; monitoring protection; participating in the development of the protection of natural objects as well as initiating and cooperating in international projects.

The administrative structure of the Centre is based on regions which are divided into branch offices. The primary responsibility of each region is to implement nature conservation objectives in accordance with the strategy of the Centre. The region has many tasks such as management, coordination, development and planning.

Natura 2000

The Government of Estonia submitted its proposals for the Natura 2000 network in May 2004. In total, 509 natural habitats and 66 bird areas extending to 1.4 million hectares of Estonian territory were proposed to protect 60 different habitat types, 51 animal and plant species, and 136 bird species.

The Natura 2000 territorial areas in Estonia break down to:

- 16% of land areas (mainland) are Natura 2000 sites
- Natura 2000 sites are distributed as 51% sea and islands and 49% mainland
- 67% of Natura 2000 sites are within the existing nature protection areas.

The authority responsible for the administration of the Natura 2000 network is the Ministry of the Environment. As a rule, the County Environmental Services administer the Natura 2000 sites on the spot. The actual managing of the sites is carried out by the branches of the State Nature Conservation Centre.

Management planning

All protected areas have their own protection rules stating the restrictions and zoning and a management plan which includes: significant environmental factors of the area and their impacts, the objectives of the protection and activities required to achieve these objectives, and a budget for accomplishing the plan. Management plans are prepared by sub-contracting research institutions, capable NGOs or teams of specialists. The draft management plans should be approved by a commission appointed by the Ministry of the Environment. The Minister of the Environment confirms the plans.

At present, the relation between the management planning of protected areas and 'normal' land use planning system is rather vague. The legal documents, taken into account in the physical planning of territories, are the protection rules of the protected areas. However, as the management plans have no legal validity, they may be overlooked in the spatial planning process. This gap needs further consideration in the territories' administration.

2.2.2 Lääne-Eesti saarestiku biosfääri kaitseala (The West Estonian Archipelago Biosphere Reserve)

The West Estonian Archipelago Biosphere Reserve comprises the islands of Saaremaa, Hiiumaa, Muhu and Vormsi together with numerous islets and extensive parts of the coastal sea (Figure 3). It represents the ecosystems formed during the different development phases of the Baltic Sea over the last ten thousand years. The area is also influenced by its relatively recent formation, lime-rich soil and centuries of human activity which have formed the mosaic landscape and diverse nature of the islands.

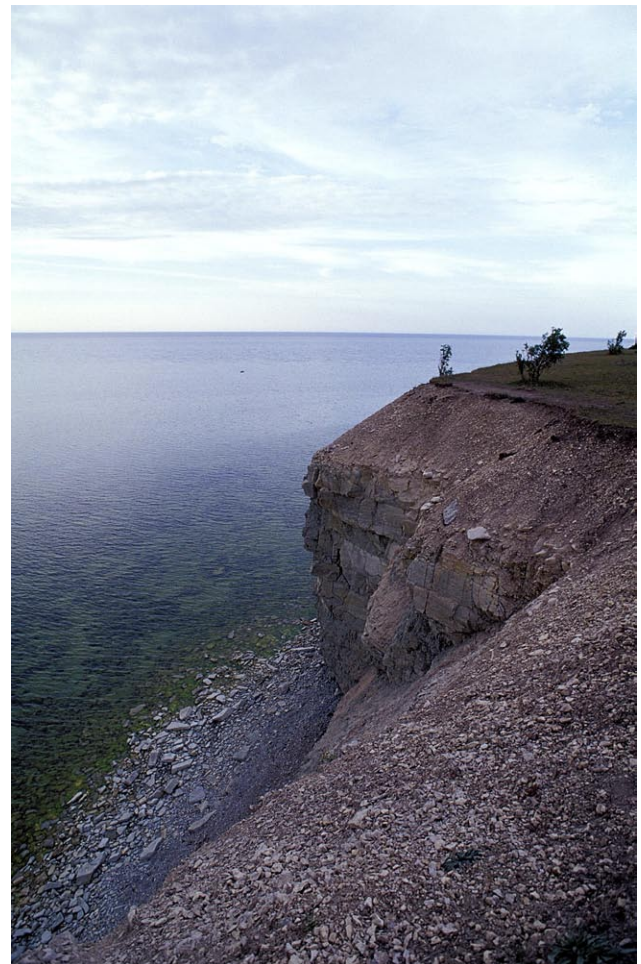
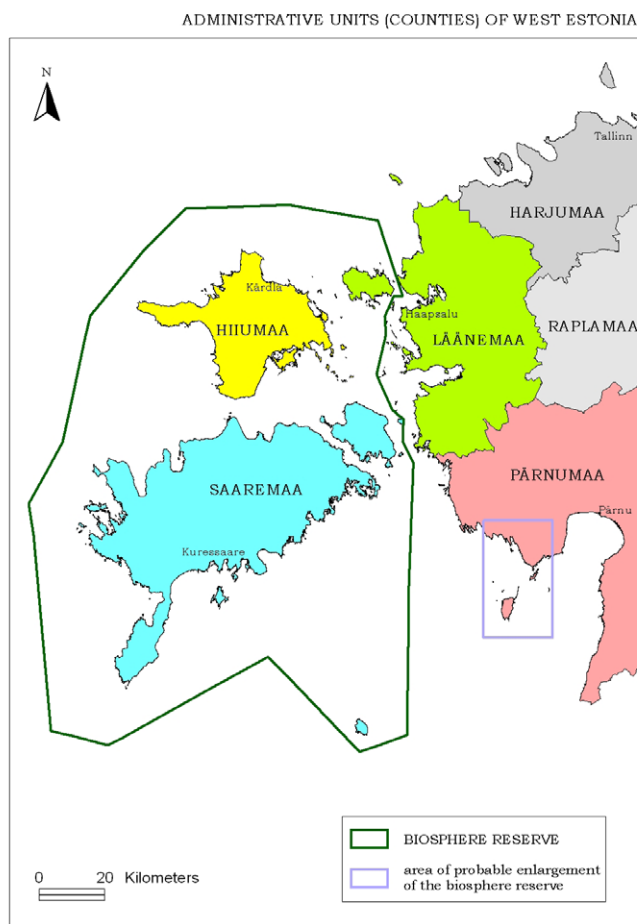


Figure 3. Map of the Biosphere Reserve and a view of a limestone cliff in Hiiumaa. Map is from Kokovkin T. 2005.

The idea of establishing a biosphere reserve in Estonia was formulated at the end of the 1970s and presented to the public at the beginning of the 1980s. However, it was not until 1990 that the West Estonian Archipelago Biosphere Reserve, the only one in Estonia, was finally established by Government Decree by the Estonian Soviet Socialist Republic (27 December 1989). Its total area is 1,560,078 hectares and is located within the counties of Saaremaa, Hiiumaa and Läänemaa (only the parish of Vormsi).

The task of the Biosphere Reserve is to preserve the diversity and characteristics of the landscape, biology, and culture. This is achieved through directing the regional development to a sustainable model within the UNESCO's Man and Biosphere (MAB) Programme. The Biosphere Reserve also takes part in scientific research and innovations in the field of nature conservation, environmental monitoring, regional planning, education and training.

Legal status of the biosphere reserve in Estonia

When the West Estonian Archipelago Biosphere Reserve was established, it was defined as 'a programme area'. This was a special type of protected area with weak legislative meaning but 'concretely related' to the Man and Biosphere Programme. Under the Law on Natural Protected Objects (1994), the programme area was defined as the area of monitoring, research, education and use of local resources in accordance with the programme. Four zones were defined where, in addition to three zones of nature reserves, the transition (development) zone was named. The Biosphere Reserve was removed from the Nature Conservation Act (2004) and thus has no legal status as a protected area. Today, it is considered as a significant international programme rather than a protected area.

Nature conservation within the boundaries of the Biosphere Reserve is carried out, for example, by 'normal' nature reserves, national parks and within the Natura 2000 sites. Land ownership in the Biosphere Reserve does not have any specific character compared to other areas in Estonia. Today, the Biosphere Reserve is defined by its outer border which dates back to 1989. Zoning has not been re-defined in the Biosphere Reserve even though significant changes in the extent of the protected areas have been made since the 1990s. It is feasible to redefine the zoning of the Biosphere Reserve based on the existing nature reserves (Kokovkin 2005).

The Biosphere Reserve was first managed 'governmentally' through three centres (Vormsi, Hiiumaa, Saaremaa) in 1990–2002 before it was transferred to the non-governmental Biosphere Programme Foundation in 2002. Today, the programme is extremely under financed; for example, only one part-time biosphere reserve specialist is employed by the Hiiumaa-Lääne branch of the State Nature Conservation Centre.

Local cooperation

There are some 50,000 people living in the Biosphere Reserve, 38,000 of them on Saaremaa. While the population of the islands has been steadily decreasing over the past decade, the number of seasonal residents has been increasing yearly.

Currently, the link between the Biosphere Reserve and the local inhabitants is ensured by the biosphere reserve specialist and via a number of projects. Although there is no cooperation programme, there are individual projects with various stakeholders. The best example is the ten-year Väinameri project (in close cooperation with WWF Sweden), which ensures the sustainable use of highly valuable coastal grasslands.

The tourist industry is growing in the Estonian archipelago. Hiiumaa, for example, attracts 120,000 visitors annually; Saaremaa 277,000 and Vormsi 10,000. Visitor centres on Saaremaa, and tourist information centres in towns provide information on the areas' nature values.

2.3 Latvia and the North Vidzeme Biosphere Reserve

Andris Urtans, the North Vidzeme Biosphere Reserve Administration

2.3.1 Protected area management system

Nature protection in Latvia has a comparatively long history. It began with attempts by botanists to safeguard the diversity of natural succession on the remote island of Moricsala, located in Lake Usma in the western part of Latvia. Since 1912, this 83-hectare island has been legally protected. One corner stone was establishing the Slitere Nature Monument in 1921. The first official list of protected areas was created in 1923 and by 1936, 978 protected nature objects were listed (protected forest areas, nature monuments, noble trees and avenues, and dendrological parks). A new chapter in nature protection began in 1973 with the establishment of the Gauja National Park. The actual network of protected areas, however, has only been functioning since 1977 when the List of Protected Territories and Objects was issued. Since 2004, Latvia has taken part in the Natura 2000 network. The Latvian network is based on the existing protected areas and an additional 122 new areas. Altogether, 336 territories are designated as Natura 2000 sites covering 11.9% of Latvia's total area.

There are eight categories of protected areas in Latvia. According to the Law on Specially Protected Territories (1993; amendments 2005), these are strict nature reserves, national parks, biosphere reserves, nature parks, nature monuments, nature reserves, protected marine areas and protected landscape areas. Generally, these protected areas are promoted and established by the State Environment Service after notifying local stakeholders and getting the final decision from the Ministry of the Environment. There are four strict nature reserves, three national parks and one biosphere reserve in Latvia. According to the law, nature reserves, national parks and biosphere reserves are designated by the *Saeima* (Latvian Parliament) by adopting a relevant law; protected landscape areas, nature parks and protected marine areas are designated by the Cabinet. In local areas, nature reserves, nature parks and

sites significant for nature protection can be established by local governments.

The protected areas may be established on land owned by the state, local governments or private persons. While establishing a protected area can mean additional responsibilities and restrictions for the land owners, they do have the right to tax relief and other compensations. The protected areas are administered by their own administration (there are five such administrations in Latvia), state institutions or local governments. The Ministry of the Environment coordinates the administration of the whole system of protected areas. The Nature Protection Board, under the Ministry of the Environment, ensures the management of specially protected nature areas which do not have their own administration.

Management planning

According to the Law on Specially Protected Territories (1993), the Cabinet determines the General Regulations on the Protection and Use of Protected Territories. In addition, each protected area develops its own regulations on protection and use which are based on general regulations and goals for establishing a particular protected area. A management plan, which determines administrative, nature protection and other measures such as zoning must be developed and approved by the Minister of the Environment for each protected area. In respect to general land use plan, the protected area management plans are only recommendations and not legally binding.

2.3.2 Ziemeļvidzemes biosferas rezervāts (The North Vidzeme Biosphere Reserve)

The North Vidzeme Biosphere Reserve is the only biosphere reserve in Latvia. According to the Act on the North Vidzeme Biosphere Reserve (1997), the purpose of the Reserve is to reach a balance in protecting natural diversity, promoting economical development and preserving cultural values. The main tasks are to ensure the protection of landscapes, species and biological diversity, promote sustainable economical and social development, restore damaged ecosystems, and ensure information exchange on environmental and nature protection and the sustainable development of the area.

The Reserve lies within the Limbazi, Valmiera and Valka districts in the northern part of Latvia, close to the Estonian border (Figure 4). It was established by law in 1997 and belongs to UNESCO's Man and Biosphere (MAB) Programme. The Reserve is managed by its own administration (the North Vidzeme Biosphere Reserve Administration), and is supervised by the Ministry of the Environment. Financing is from different sources such as fixed state budget resources, various projects and private donations.

The total terrestrial area is 4,567 km² and the marine area 168 km². This amounts to almost 6% of Latvia's total area. The Reserve embraces 27 Natura 2000 sites and includes one Ramsar site and five International Bird Areas (IBA). Most of the strict nature protection areas within the Biosphere Reserve are owned by the state. The

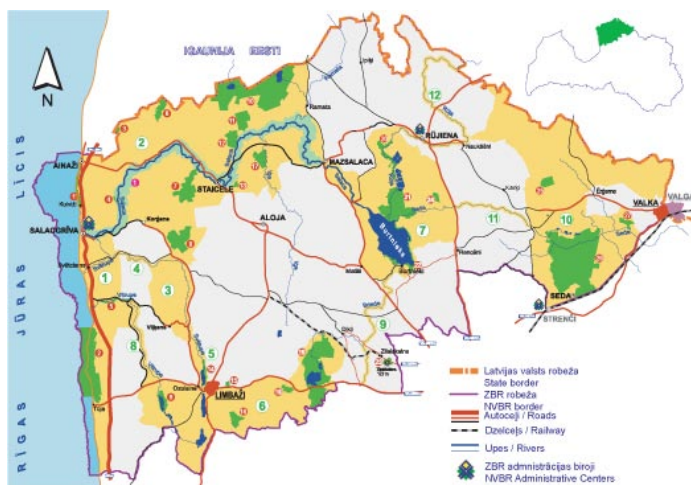


Figure 4. Map of the North Vidzeme Biosphere Reserve and a view of the River Salaca.

nature park, the Valley of the River Salaca, is an exception being mostly privately owned.

The North Vidzeme Biosphere Reserve territory is dominated by gently rolling lowlands with a mosaic of agricultural lands, wetlands, farms and small villages scattered over the landscape. The forested areas account for some 40% of the territory. A particular geo-morphological feature from the glacial times – the biggest drumlin field in the Baltic – is located around Lake Burtnieks in the Reserve. The coastal area is dominated by sandy beaches, with sandstone cliffs in the central part and a coastal meadow complex in the north.

Management planning

The Law on North Vidzeme Biosphere Reserve (1997) regulates the functional zoning of the area. Three zones are distinguished in accordance with Latvian legislation and are tuned to the general concept of the biosphere reserves. The core areas (3) were established to protect the natural ecosystems which are unspoiled or only slightly impacted by human activities. Buffer zones (landscape protection areas) have been established to preserve culture-historical landscapes typical of North Vidzeme. Transition areas (neutral zones which include also towns) have been set up to promote intensive and sustainable nature economy. The limitations on use are presented in the General Regulations adopted by the Cabinet. The land use restrictions of all zones are embedded in territorial local government spatial plans (local general plans) and in building regulations. Due to the size of the Biosphere Reserve and its administrative composition, the General Management Plan for the whole area has not been elaborated on.

Local cooperation

The Biosphere Reserve area is sparsely urbanized and has a population of some 80,000 inhabitants living in 43 municipalities. Most inhabitants reside in nine urban centres, the largest Limbazi (pop. 9,200), while the rest live in smaller rural centres and farms. Ethnically, the majority of the area's population is Latvian (83%); the remainder are Russian (10.2%), Belorussian, Ukrainian and other descents. Since Latvia's re-independence,

the population in the North Vidzeme Biosphere Reserve, as in other rural areas, is decreasing.

More than half of the people work in the private sector, mostly in retail. Other sectors include farming, transportation and real estate. Today, tourism is also important for the local economy with some 100,000 tourists visiting the area annually (excluding boat moorings and anglers on the River Salaca and Lake Burtnieks). Annually, some 25,000 people are reported to visit the Skalnais Kalns area in the Salaca River Valley Nature Park. The administrative centre and tourist information point for the Biosphere Reserve are located in the town of Salacgrīva.

Local cooperation between the administration and local society is mostly centred on joint activities with local schools in environmental education. Local inhabitants are also active in developing the public monitoring scheme. In order to cooperate with NGOs, the Biosphere Reserve organises biannual NGO forums. Cooperation with local entrepreneurs is rather occasional.

2.4 Lithuania and the Curonian Spit National Park

Lina Dikšaitė, the Curonian Spit National Park Administration

2.4.1 Protected area management system

History of nature conservation in Lithuania

The protected areas network in Lithuania has a long and complicated history. One of the most important steps toward territory protection was made in 1946, when first official strict nature reserve, Žuvintas, was established. However, the real turning point in the development of the protected areas network came in 1959 with the passing of the first Nature Protection Law which defined the main protected area categories and how they would be protected. Based on this law, 89 nature and landscape reserves were established covering two percent of Lithuania's total area. These included almost all of the known most valuable territories. At the same time, a system for protecting immovable cultural heritage objects was also formulated (the Cultural Monument Protection Law). Another important period was the appearance of national and regional parks in

Lithuania. After many long and heated discussions, the first Lithuanian national park “Lithuanian SSR National Park” was established in 1974. In 1989, it was re-named the Aukštaitija National Park (Baškytė et al. 2006).

The 1980s were important in the development of the protected area network. During this period, the Land Management Department at Vilnius University prepared a perspective scheme for Lithuania’s Special Protected Areas. Among other issues, this scheme proposed to double the total protected areas. The suggestions were included in Lithuania’s Integrated Nature Protection Scheme and were validated by the Government in 1986. This launched the country’s protected areas long-term development strategy. (Baškytė et al. 2006.)

The years after independence were devoted to carrying out the unfinished work. The Lithuanian national park network was completed and on April 23, 1991 the Kuršių nerija (Curonian Spit), Dzūkija, Žemaitija and Trakai Historical National Parks, and the Viešvilė Strict Nature Reserve were established. The following year brought a unique phenomenon – a regional park system of 29 regional parks and one historical regional park, with a common area of over 360,000 ha, were established. This resolution also allowed the enlargement of the state reserve network by an additional 128 new state reserves; the total area had increased to over 76,500 ha (Baškytė et al. 2006).

In 1993, the Law on Protected Areas was prepared, integrating the process of protecting territories of natural and cultural value. In 1994, it was supplemented by the Law on the Protection of Immovable Cultural Property. This was in preparation for the commencement of land reforms and rapid moves toward the private ownership of the protected areas. At this point, the protected areas network was almost completely formed (occupying about 11% of the total area of country), and plans were underway for new protected areas (Baškytė et al. 2006).

Administration of nature protection

‘Protected areas are established in order to preserve territorial complexes and objects (values) of natural and cultural heritage, landscape variations and biological diversities; ensure the ecological balance of the landscape and the balanced use and restoration of natural resources; establish conditions for cognitive tourism, scientific research and monitoring the environment and propagate territorial complexes and objects (values) of natural and cultural heritage’ (Law on the Protected Areas of the Republic of Lithuania 2001). Protected areas can be established on both state and private land.

There are four main categories of protected areas in Lithuania: areas of conservational protection priority (e.g. strict nature and culture reserves), areas of restorable protection priority, areas of ecological protection priority and protected areas of complex purposes. The last category is of especial interest to this study, as it includes state parks which include regional and national parks.

At present, conservation priority and complex protected areas in Lithuania cover 15% of the total area (983,426 ha). The complete system of protected areas comprise five strict reserves (two of which are cultural), around 300 reserves, 5 national parks (one historical), 30 regional parks (one historical), 1 biosphere reserve, 24 biosphere polygons, 3 recuperative plots and many heritage objects.

In Lithuania, state parks (national and regional parks) have their own administration – an agency financed from the state budget. The established administration works under the guidance and coordination of the State Protected Areas Service (under the Ministry of the Environment) and the Department of Protected Areas (in the Ministry of Culture), and is responsible for the protection, supervision and management of the area. The task of the State Protected Areas Service is to implement the national strategy and policy of the protected areas and to organise the protection and control of the protected areas (Baškytė et al. 2006).

Natura 2000

The system of protected areas grew in 2004–2005 due to the inclusion of territories of European Union interest as part of Natura 2000. In Lithuania, 41 protected areas or their parts were included on the list of territories important to the protection of birds (SPA areas); 32 new SPA territories were established, and boundary plans for another four were prepared. At present, Natura 2000 territory status is usually granted to already existing whole protected areas (strict reserves, reserves, national and regional parks and biosphere reserves) or their parts (Baškytė et al. 2006).

Management planning

There are many regulatory documents for protected areas. State park activities are regulated, for example, in many laws, regulations for national and regional parks, general and specific regulations, and planning documents for the protected areas. While the system coordinating the legal and administrative aspects of protected areas has been created, a significant amount of time and funding is still needed to complete the planning system. In Lithuania, the preparation of planning documents is regulated by corresponding legal acts (the Law on Protected Areas, the Law on Territorial Planning) and post-legislative acts.

Special planning documents (e.g. management plans) are necessary to distinguish landscape management zones and to set specific targets for landscape formations thereby creating a recreational infrastructure and carrying out management actions. Strategic planning documents are also under preparation for the protected areas (programmes, action plans); these are required to determine protection and management priorities across the whole protected area or a group of protected areas (Baškytė et al. 2006).

The most necessary territorial planning documents are protected area and functional zone boundary plans. Other planning documents (territorial or strategic) are necessary for the implementation of almost all protection and management measures. Protected area management plans and nature management plans are the main documents. Management plans establish both

the directions and means for using and protecting the landscape management zones. They also direct the use and protection of the natural and cultural heritage, recreational infrastructure creation and other means of management (Baškytė et al. 2006).

All conservational priority and complex protected areas have plans outlining their boundaries that are authorised by the Government. However, only nine state parks (five national and four regional) have authorised management plans. This raises problems when applying provisions from the Law on Protected Areas to new constructions. Without management plans, many necessary protection and management measures cannot be implemented, activities in protected areas cannot be adequately regulated or the premises for permissible business development created (Baškytė et al. 2006).

2.4.2 Kuršių nerijos nacionalinis parkas (The Curonian Spit National Park)

The purpose of the Curonian Spit National Park is to preserve, for sustainable use, the most valuable complex of Lithuanian coastline with its unique landscape and the dune ridge, natural and ethno-cultural heritage. The National Park aims at preserving natural and cultural heritage and traditional architecture, and promoting the natural and cultural values of the area. It also controls and monitors economic and urban development, carries out scientific research, collects data, and organises environmental education, cognitive tourism and recreation possibilities.

The Curonian Spit National Park is located on the sandy spit close to the cities of Klaipėda and Kaliningrad (Figure 5). It was established in 1991 by the Act of the Supreme Council of the Republic of Lithuania (No. I-1244). The area covers some 265 km² of which 37% is land, 16% Curonian Lagoon, and the rest the Baltic Sea. The Park is an exception, compared to other Lithuanian national parks, as the whole land area is owned by the state. Most of the land area is within the municipality of Neringa, with a small part (Smiltynė) in the municipality of Klaipėda.

The National Park has its own administrative organisation – the Curonian Spit National Park Administration. Although it is mostly financed from the state budget, various programs and

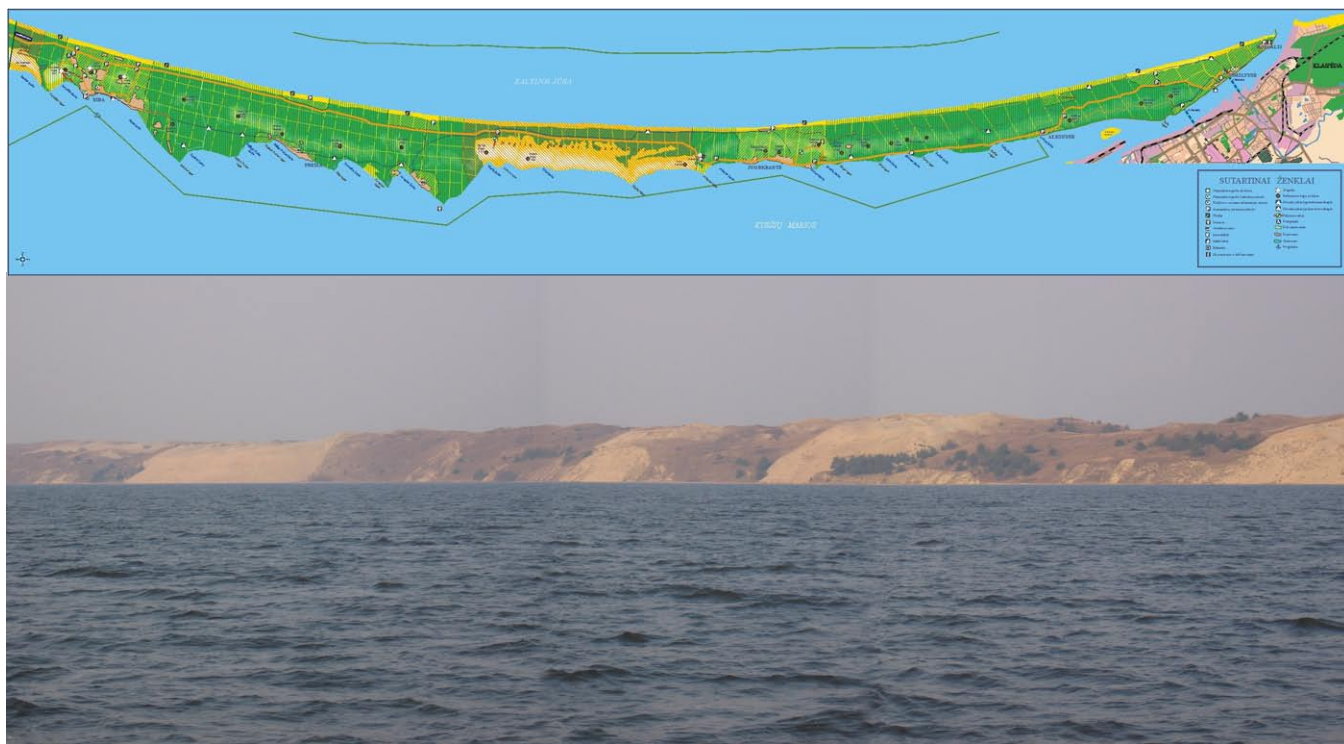


Figure 5. Map and a view of the narrow Curonian Spit.

projects are also important. In 2000, the World Heritage Committee included the Curonian Spit on the World Heritage List. It is also a member of the EUROPARC federation.

The Curonian Spit is among the five longest sandy spits in the world and it is the largest in the Baltic region. Its land area mainly comprises forests; the most dominant are pine stands of which half have been planted. On the Lithuanian part of the spit, treeless dune areas can be found in the Nagliai and Grobštas Strict Nature Reserves and in the Parnidis Landscape Reserve. A wide variety of plant species which have adapted to the salty water, strong winds and drifting sand can also be found. The Curonian Spit is also well known for it being on the bird migrating routes.

The National Park is a part of the Natura 2000 network and boasts ten habitats of EU importance among which are: grey dunes, white dunes, crowberry plots, and the lagoon itself. These features are unique and are only found along the Lithuanian coast.

Management planning

According to the Law on Territorial Planning, all activities in the area can be implemented only after approval of the territorial planning docu-

ments. The main territorial planning document for the Curonian Spit is the Planning Scheme (Management Plan) which covered the period until 2005 (endorsed by the Government in 1994). This scheme was the background for preparing the special territorial planning documents such as the forestry management plan, the recreational development plan, detailed plans for facilitation of the settlements in individual recreational zones and the further development of the infrastructure.

The following provisions are provided by the National Park Management Plan:

- to protect, rationally use and restore the nature and cultural heritage and landscape values, and recreational resources
- to ensure the continuity of architectural traditions in developing settlements, and to provide for the favourable living conditions therein
- to develop the infrastructure
- to develop recreation and traditional economic activities.

Detailed plans for the management of settlements were prepared at the same time with the Planning Scheme in 1993 with exception of Smiltynė.

Some 18.6% of the total land area is occupied by strict reserves, 58.8% by reserves and 19.8% by recreational zones. In accordance with the developed plans, the following zones have been defined:

- The conservation zone that embraces, for example, the Grobštas and Nagliai Strict Nature Reserves and Parnidis, Karvaičiai, Juodkrantė, Lapnugaris Landscape Reserves.
- Landscape reserves which aim at preserving the Curonian Spit's original landscape.
- The protection zone which comprises the Nida wellhead protection area and Smiltynė protective zones.
- The recreational zone which includes the settlements' park woods, coastal dunes and beaches.
- The residential zone which consists of the Nida, Preila, Pervalka, Juodkrantė, Alksnynė and Smiltynė settlements.
- The economic zone which includes the present public utility zones; they cannot expand beyond the limits of the settlements.

Many activities are forbidden in the Park. For example, it is forbidden to camp or make a fire in undesignated places, damage flora, drop litter, or disturb birds during nesting and migration. Off-road driving and parking in undesignated places is also forbidden. Except for special routes, permission is needed to visit the nature reserves. Tourist trips, public events, research and other activities have to be approved by the Park Administration and municipalities.

Local cooperation

According Lithuanian legislation, the settlements (pop. 2,900) are part of the national park and are administrated by two municipalities: Klaipėda City (one settlement) and Neringa (five settlements). In addition, parts of the Lagoon belong to Klaipėda district and Šilutė district. Many municipalities and inhabitants in this small area demand interaction between the municipalities and the National Park.

Fishing has been an important livelihood in the Curonian Spit ever since the 14th Century and remains so even though tourism has been increasing since the middle of the 19th Century. Today, the area is a popular tourist attraction and thus providing accommodation is a major business. There are some fifty hostels and hotels in the area catering to an average 1.8 million tourists annually. The Park Administration has information centres in Smiltynė and in Nida.

The Curonian Spit has had protected area status since 1960 when the landscape reserve was established. During these years until 1996, the Park's Forest Office was an important local employer. There was also cooperation with local schools, institutions and companies which helped cleaning beaches, planting forests etc. When the National Park, and later the National Park Administration was founded, cooperation developed with research institutes (e.g. the Institute of Biology, the Forest Inventory and Management Institute), educational institutes (Klaipėda University) and NGOs (the Ecological club "Žvejone"), and was mostly project-based.

Cooperation with local inhabitants, entrepreneurs and institutions is on an ad hoc basis mainly on getting permits and agreements for various activities. The visitor centres cooperate on distributing information to inhabitants, local entrepreneurs and tourist information centres. There is also cooperation with the Nida and Juodkrante schools and local municipalities (e.g. through events). Cooperation with local inhabitants and entrepreneurs has not been sufficient and its improvement is one of the challenges of the National Park Administration.

2.5 Summary: The study areas

Table 1 presents a summary of the differences and similarities between the study areas. The data have been provided from the area specialists and are from the beginning of 2007. As can be seen, there are many differences between the areas; for example, the numbers of permanent inhabitants and local municipalities are the root of major cooperation challenges for some areas, as are the differences in the numbers of personnel.

Table 1. Comparison of the study areas.

	Archipelago NP	West Estonian Archipelago BR	North Vidzeme BR	Curonian Spit NP
Year of establishment	1983	1990	1997	1991
Legal status	Protected area (Nature Conservation Act)	No legal status as protected area	Protected area (Law on Specially Protected Territories)	Protected area (Law on Protected Areas)
Area	50,000 ha	1,560,078 ha	473,500 ha	26,500 ha
Land ownership	State-owned	Mainly privately owned	Mainly privately owned	State-owned
Number of inhabitants	None inside the park (some 200 people in the Cooperation Area)	50,000	80,000	2,900
Number of municipalities	4	22	43	4
Administration	Metsähallitus, Natural Heritage Services	State Nature Conservation Centre, Hiiu-Lääne region	North Vidzeme Biosphere Reserve Administration	Curonian Spit National Park Administration
Number of permanent personnel	10 ^a	1 ^b	11	65 ^c
Planning	Management plan 1999	No up-to-date plan	No general management plan	Management plan 1994; new plan in progress

a) They work also for other protected areas in Southwest Finland

b) Non-permanent worker

c) Includes foresters and field workers (without them 35 persons)

3 Overview of the Cooperation between Coastal Protected Areas and their Stakeholders

This chapter examines what form the existing cooperation takes, what barriers hinder the cooperation and whether the stakeholders experience additional value from cooperating with the coastal protected areas.

As the aim is to provide an overview on the cooperation between the coastal protected areas and their stakeholders, the term ‘cooperation’ needs to be defined. In this context, cooperation is understood to be collaboration, assistance, teamwork, help, or support between two or more partners with a working dialogue between them. The various forms of cooperation existing between the coastal protected areas and their stakeholders must also be identified. In this study, three different forms of cooperation have been identified. The first is organized cooperation which is understood to be planned and controlled cooperation, and is both structured and prolonged. The second is short-term cooperation. This differs from organized cooperation due to its time span and changing networks. The third form is information-based cooperation, i.e. sending, receiving and disseminating information and is often present in the other two forms.

3.1 Presenting the results

This study relies on the quantitative empirical material collected in the COASTSUST project. Edited tables and figures facilitating comparisons between the participating areas and target groups in each country are included. Detailed tables can be found in Appendix 1.

The areas in the tables and figures are referred by their respective country: Finland for the Archipelago National Park; Estonia for the West Estonian Archipelago Biosphere Reserve; Latvia for the North Vidzeme Biosphere Reserve and Lithuania for the Curonian Spit National Park. The first column in each table is the average for all participating areas. It is also the main focus for the empirical results. ‘N’ = the number of respondents for each question. Each Figure presents the data by country and number of respondents.

In this study, the cooperation partners are represented by target group which are:

- authorities, institutes, organisations (AIO)
- local entrepreneurs (E)
- local inhabitants (I)
- personnel of the protected areas (S).

The first target group (AIO) is a combination of these smaller target groups: public authorities (PUB), non-governmental organisations (NGOs) and educational or research institutes (E&R). The tables in this chapter only represent the opinions of the main target groups (AIO, E, and S). The percentage division of the AIO sub-groups (PUB, NGO, E&R) can be found in Appendix 1.

In Chapter 3, local inhabitants are not placed in their own target group (with the exception of a local entrepreneur); this is because if they have some cooperation with a protected area it is usually through either NGOs, fishery organisations, hunting, agriculture, nature or village boards. Local inhabitants do not usually have direct cooperation with the coastal protected areas.

There are several shortcomings in collecting and collating the responses from four countries. As the study concerned several protected areas, gathering the data with similar questionnaires proved to be difficult as was analysing the results. It was challenging to make comparisons between the large biosphere reserves and smaller national parks; also, the differences in stakeholder structure, ways of management and protection aims have added to the problems of presenting and comparing the results. This report does not present detailed information on single areas – a more detailed analysis would have doubled the size of this report. In consequence, the results of Estonian Biosphere Reserve, for example, are presented as one. It would have been much more interesting, for example, to analyse the data separately for the three islands (Vormsi, Hiiu-maa, Saaremaa) as they have been managed by three different centres with different management methods.

3.2 Background information on the respondents

This section will acquaint the reader with the study data and its limitations. It begins with some background information (gender, age and education level) on the respondents.

The quantitative data have some limitations – the main concern is reliability. As Table 2 illustrates, the average response rate for all the target groups was less than half – only 46%. Moreover, the response rate for some questions is too small, especially among the Latvian and Lithuanian entrepreneurs and protected area personnel (due to the few number of staff employed), to be statistically reliable. Consequently, the findings from the empirical material can only be considered qualitative presumptions and care must be taken when interpreting the results.

As Table 2 shows, there are some clear differences between the countries; the response rates are low in Finland, Estonia and Latvia, but high in Lithuania.

There are also some obvious variations between the response rates of the target groups in each country (Table 3). Of the three main target groups, the areas' personnel is the only group with more than a 50% response rate – the Lithuanian authorities, institutes, organisations, local inhabitants and entrepreneurs being an exception. In Latvia, the authorities, institutes and organisations have an alarmingly low response rate, where only one out of every four responded. Broken down, the response rate among the public authorities (PUB) was 31%; non-governmental organisations (NGOs) 23% and the educational or research institutes (E&R) as low as 13%. The corresponding response rates from the same target groups in the other countries are higher – in some cases even over 50%.

In order to provide the best possible overview on the current cooperation between the coastal protected areas and their stakeholders, it is important to have a general understanding of the respondents' gender, age and education. A brief discussion will thus follow.

Table 2. General response frequencies.

	All countries	Finland	Estonia	Latvia	Lithuania
Answer frequencies	46%	44%	43%	38%	64%
N	732	150	201	184	197

Table 3. Response rates by target group.

	All countries	Finland	Estonia	Latvia	Lithuania
Authorities, institutes and organizations (AIO)	42%	49%	44%	25%	58%
PUB	42%	45%	38%	31%	77%
NGO	38%	48%	41%	23%	43%
E&R	54%	53%	60%	13%	63%
Local inhabitants (I) and entrepreneurs (E)	46%	41%	42%	40%	66%
Personnel of coastal protected areas (S)	68%	75%	55%	100%	56%
N	732	150	201	184	197

A clear distinction existed between the Finnish and the other countries in both the age and gender of the respondents (Figure 6). The majority (60%) of all respondents were female (Estonia 58%; Latvia 68%; Lithuania 74%); only in Finland was the majority male (63%). Also, the typical Finnish respondent was classified under the 'elderly male' age group, while in

the other countries, and in particular Latvia and Lithuania, the respondents were mostly younger females falling in the 31–50 year age group.

One factor common to all respondents is a high level of education (see Figure 7) with over 40% (and the majority in Estonia) holding a university degree.

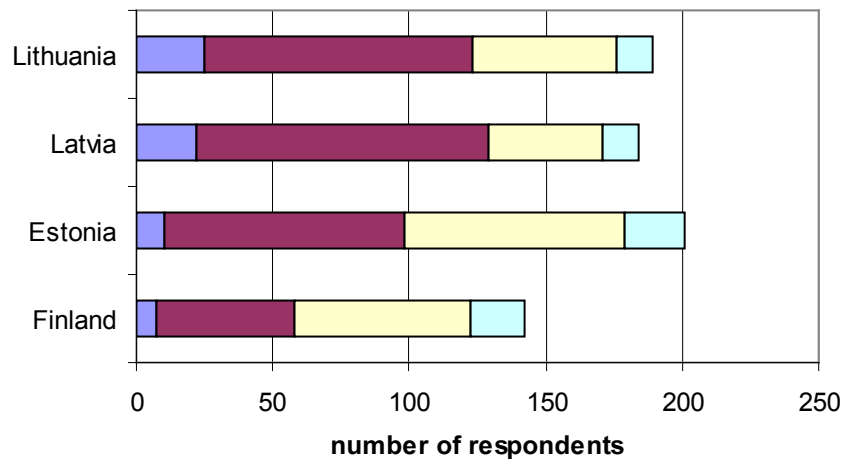


Figure 6. Age structure of the respondents (N=716).

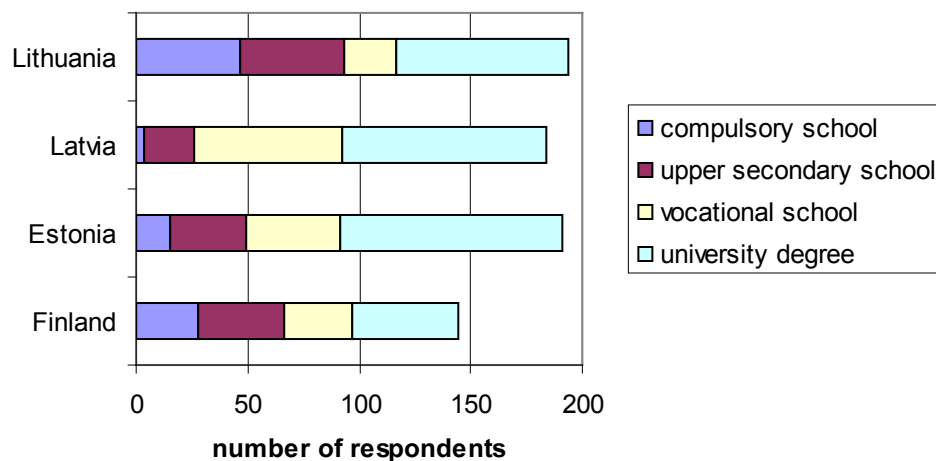


Figure 7. Education level of the respondents (N=713).

3.3 General description of the cooperation and the reasons not to cooperate

This section introduces the overview on cooperation between the coastal protected areas and their stakeholders by analysing what cooperation actually exists, if at all, and what form it takes. The extent of cooperation will be explored first.

The areas' personnel agree to enjoying diverse cooperation with the surrounding societies (Table 4); only a small percentage of the personnel state that they do not have any cooperation.

From the stakeholders' point of view, based on the responses of the two target groups (AIO and E), a clear division is apparent. The majority of the AIO group state that some form of cooperation with the coastal protected areas exists (despite some differences between the participating target group and the coastal protected areas). Conversely, only a minority of the local entrepreneurs (E) state that they have any cooperation with the areas.

A more detailed examination of the first target group (Table 2 in Appendix 1) shows that the majority of both public authorities and educational or research institutes cooperate with the coastal protected areas but only a minority of the NGOs report cooperation. Estonia, however, is the exception where the majority of the public authorities, educational or research institutes and NGOs report that they have no cooperation with the Biosphere Reserve; the most active partners seem to be the local entrepreneurs.

In what form does the cooperation take? As mentioned, the areas' personnel admit to having diverse cooperation with the surrounding societies. The most common form is *organized co-*

operation and the public authorities are the most likely partners followed by a wide range of other target groups. Organized cooperation usually centres on issues dealing with managing, monitoring, developing, and utilizing the area.

The public authorities are also the most likely candidates for *short-term cooperation*. The majority of the personnel have short-term cooperation with educational or research institutes and it is usually ecologically related. Nevertheless, there exist variations among the coastal protected areas; for example, the West Estonian Archipelago Biosphere Reserve's personnel report that their most likely partners for short-term cooperation are the local inhabitants.

The most likely partners for the personnel's *information-based cooperation* are public authorities, educational or research institutes and local inhabitants. Once again, there exist some interesting differences between the areas. For example, compared to the other participating areas, the Finnish Archipelago National Park's personnel appear to have very little information-based cooperation with the local inhabitants.

The following sections analyze the forms of cooperation from the stakeholders' perspective. In contrast to the personnel's diverse cooperation, the stakeholders regard their cooperation with coastal protected areas as less diverse and inactive.

The authorities, institutes and the organisations (AIO) have somewhat varied forms of cooperation with the coastal protected areas. The public authorities have most likely organized cooperation focusing on land-use planning, or legislation and implementation issues dealing with management and monitoring. If the NGOs have cooperation with the coastal protected areas, it is

Table 4. Types of cooperation between coastal protected areas and their stakeholders (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Finland			Estonia			Latvia			Lithuania		
	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S
Organized cooperation	33	30	97	43	34	100	20	41	100	48	25	100	37	4	83
Short-term cooperation	35	19	76	43	17	100	27	29	64	32	6	80	40	7	67
Cooperation based on information	34	12	79	33	14	67	26	10	73	32	13	90	57	11	83
No cooperation	41	61	9	29	63	17	61	48	9	36	69	0	17	82	17
N	174	136	33	49	35	6	70	58	11	25	16	10	30	27	6

generally information-based cooperation on the utilization of the areas. The educational or research institutes typically have short-term cooperation related to ecological issues. The majority of the local entrepreneurs, with the exception of Estonia, have no cooperation; however, if there is any, it is likely to be organized cooperation related to business or ecology.

Since the majority of the local people or the target groups representing the local people (NGOs and local entrepreneurs) have no cooperation with the coastal protected areas, the question that must be addressed is ‘Why?’ As can be seen from Table 5, there appear to be two clear reasons. First, the local people do not feel the need for any cooperation – particularly common among the local entrepreneurs. Second, there exists a communication problem and lack of information.

There is also a less obvious reason. There are misunderstandings between the personnel and the local people (under ‘Other reasons’ in Table 5) which are mainly over the lack of time and restrictions in the areas. Once again there are some interesting variations between the countries; for example, the local entrepreneurs in Lithuania find bureaucratic issues to be problematic in the cooperation with the Curonian Spit National Park.

Public authorities and educational or research institutes state similar reasons for the lack of co-

operation as the local people (Table 3 in Appendix 1) i.e. there is no need for cooperation and there is a lack of communication and information. Only few of the areas’ personnel state reasons for not having any cooperation with their stakeholders. This seems to be the norm as most claim to have very diverse cooperation with their stakeholders. See Figure 8 for the main reasons for the lack of cooperation.

The extent and the form of cooperation have been explored, as was which target groups have less cooperation than others and the why. One issue remains and that is to clarify the level and nature of the barriers to cooperation facing the target groups. This section concludes by addressing the issue.

While the majority of the coastal protected areas’ personnel have faced barriers in their cooperation with the stakeholders, the public authorities, NGOs, educational or research institutes, and local entrepreneurs have experienced easy cooperation with no or only few barriers (Figure 9).

The areas’ personnel, especially in the Baltic countries, mostly face economical and political problems. The time-related (lack of) barrier appears to be common for both the personnel and stakeholder groups. Other barriers are bureaucracy and the lack of communication and information.

Table 5. Reasons why the stakeholders do not cooperate with their coastal protected area and vice versa (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Finland			Estonia			Latvia			Lithuania		
	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S
No need for cooperation	12	35	0	10	34	0	11	29	0	24	19	0	3	56	0
Bureaucratic reasons	2	10	3	6	9	0	0	5	0	0	6	0	3	26	17
Communication / lack of information	16	18	0	14	11	0	21	21	0	16	13	0	3	26	0
Economic reasons	1	2	0	4	0	0	0	2	0	0	0	0	0	7	0
Political reasons	1	1	6	2	3	0	0	0	9	0	0	0	0	0	17
Other reasons	20	12	3	14	14	0	33	5	9	12	31	0	3	11	0
N	174	136	33	49	35	6	70	58	11	25	16	10	30	27	6

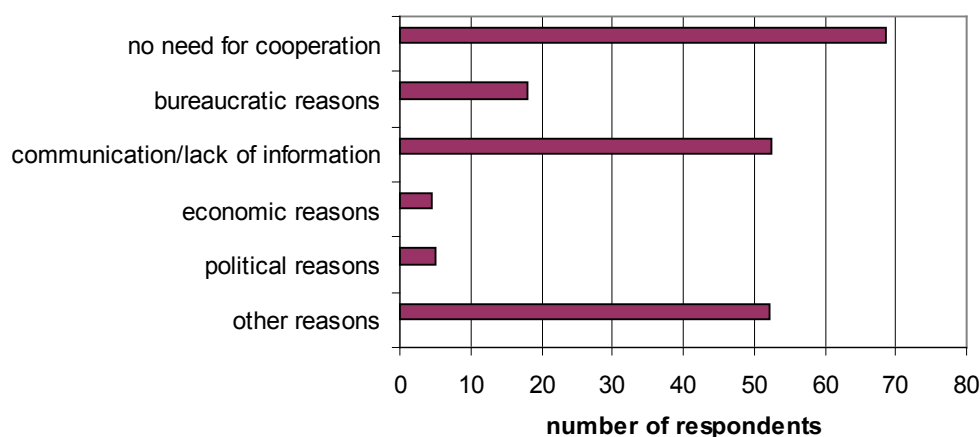


Figure 8. Main reasons for the lack of cooperation (includes all target groups; N=343).

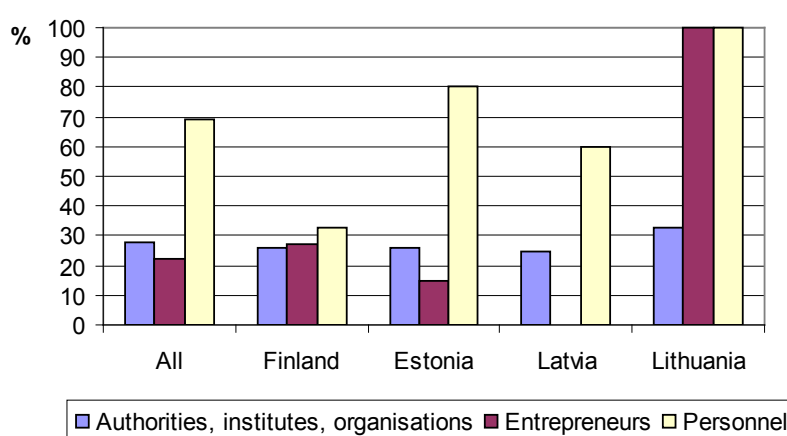


Figure 9. Percentage of different target groups who have faced barriers to cooperation between local coastal protected area and its stakeholders (N=175).

3.4 Opinions on the development of cooperation over the last ten years

This section presents the actual nature of the cooperation between the coastal protected areas and their stakeholders by analysing the different aspects of the cooperation – how extensive and efficient (or active) the cooperation is. The analysis includes a ten-year time-span dimension by which it is possible to draw conclusions on how the cooperation has evolved over the last ten years. However, using this ten-year time span in Estonia proved to be somewhat problematic as the area management has undergone major changes as have the cooperation partners. Ten years ago, there were three well-functioning centres administering the Biosphere Reserve; since 2002, however, there have not been any visible administrative bodies for the area. This

obviously affects the results. This section will conclude by examining if the stakeholders have experienced any additional value from in their cooperation with the coastal protected areas. In other words, do they feel that the cooperation they have with the coastal protected areas is special?

The majority of the coastal protected areas currently have extensive or very extensive cooperation with their stakeholders. The development of cooperation with the surrounding societies has also been positive. Today, only one quarter of the personnel admits that the current cooperation is narrow or very narrow (see Table 6) whereas it was much more five years ago.

The stakeholders, however, have a different view. The majority of the authorities, institutes and the organisations experience the current co-

Table 6. Extent of the cooperation from the stakeholders' and the coastal protected areas' point of view and its development (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Finland			Estonia			Latvia			Lithuania		
	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S
Ten years ago															
Very narrow	22	24	11	26	30	0	29	24	38	27	0	0	8	33	0
Narrow	36	48	27	37	30	25	29	56	12	27	25	44	46	67	20
Extensive	17	19	27	14	40	25	33	12	25	9	25	22	8	0	40
Very extensive	3	0	4	3	0	0	0	0	0	0	0	0	8	0	20
Don't know	22	9	31	20	0	50	9	8	25	37	50	33	29	0	20
N	91	42	26	35	10	4	21	25	8	11	4	9	24	3	5
Five years ago															
Very narrow	7	21	3	6	20	0	15	22	11	42	0	0	4	33	0
Narrow	47	52	43	46	40	25	45	56	44	0	50	22	52	67	83
Extensive	29	21	36	31	30	25	30	18	33	25	25	56	26	0	17
Very extensive	1	2	4	3	10	25	0	0	0	0	0	0	0	0	0
Don't know	16	4	14	14	0	25	10	4	11	33	25	22	17	0	0
N	90	44	28	35	10	4	20	27	9	12	4	9	23	3	6
Today															
Very narrow	14	18	7	8	9	0	23	27	10	8	0	0	17	0	17
Narrow	52	46	19	56	36	20	59	46	30	54	50	0	37	67	33
Extensive	26	25	61	28	36	40	14	15	60	22	50	80	37	33	50
Very extensive	6	9	13	8	18	40	0	8	0	15	0	20	4	0	0
Don't know	2	2	0	0	0	0	4	4	0	0	0	0	4	0	0
N	95	44	31	36	11	5	22	26	10	13	4	10	24	3	6

operation situation as narrow or very narrow. If the time span is included in the equation, then the development of the stakeholders' cooperation with the coastal protected areas has been positive (with the exception Estonia). Most respondents in the authorities, institutes and organisations target groups have found that cooperation has become more extensive over the last ten years mainly due to the more extensive cooperation between the public authorities and educational or research institutes (Table 6 in Appendix 1). In general, the public authorities in Finland have experienced improvements over the last ten years, while in Estonia, however, the opposite can be said.

The development of the extent of the NGOs cooperation with the coastal protected areas has

followed the same pattern (but not the same extent) as the public authorities and the educational or research institutes. Four out of five of the NGOs state that their cooperation with the coastal protected area is still narrow or very narrow.

The local entrepreneurs' opinions are similar to those of the other stakeholders. The majority, with exception of the Finnish entrepreneurs, admit to having narrow or very narrow cooperation. Nonetheless, particularly in Finland, the number of local entrepreneurs experiencing extensive or very extensive cooperation has increased over the last ten years.

The stakeholders' (authorities, institutes, organisations and entrepreneurs) opinions on the extent of cooperation and how it has developed

over the last ten years is presented, by area, in Figure 10.

The following sections analyze the efficiency of the cooperation. While the overall majority of the areas' personnel agree that cooperation with their stakeholders is efficient or very efficient (Table 7), the Curonian Spit National Park's personnel state quite the opposite – cooperation is inefficient or very inefficient. Nevertheless, the efficiency of cooperation has positively developed with the surrounding societies over the last ten years, i.e. the number of people experiencing cooperation as efficient or very efficient has increased.

While half of the authorities, institutes and organisations experience their current cooperation with the coastal protected areas to be efficient or very efficient, there are a significant number of the same target group stating the opposite. Consequently, there is clear difference among the authorities, institutes and the organisations on whether cooperation is efficient or inefficient. Nevertheless, it is generally accepted that development over the last 10 years has been towards more efficient cooperation.

If the opinions of the different target groups that represent authorities, institutes and organisations (Table 7 in Appendix 1) are examined in

more detail, it can be seen that the NGOs' opinions differ at the general level from those of the public authorities and educational and research institutes. The majority of the NGOs experience their current cooperation as being inefficient or very inefficient, whereas the majority of the public authorities or educational or research institutes state the opposite. There also exist differences among the public authorities in the areas. For example, the majority of the Estonian public authorities (and of NGOs and educational or research institutes) consider their cooperation with the coastal protected area as inefficient or very inefficient.

Local entrepreneurs are also divided on their views regarding the efficiency of their cooperation. There are two main factions: the largest faction (49%), many of whom are Estonian, finds cooperation with the areas inefficient or very inefficient. The other main faction, which includes many Finnish entrepreneurs, finds the opposite to be true. However, after bringing the time scale into the equation, the general efficiency development of the local entrepreneurs' cooperation with the areas follows the same trend as the other target groups; in other words, it has become more efficient.

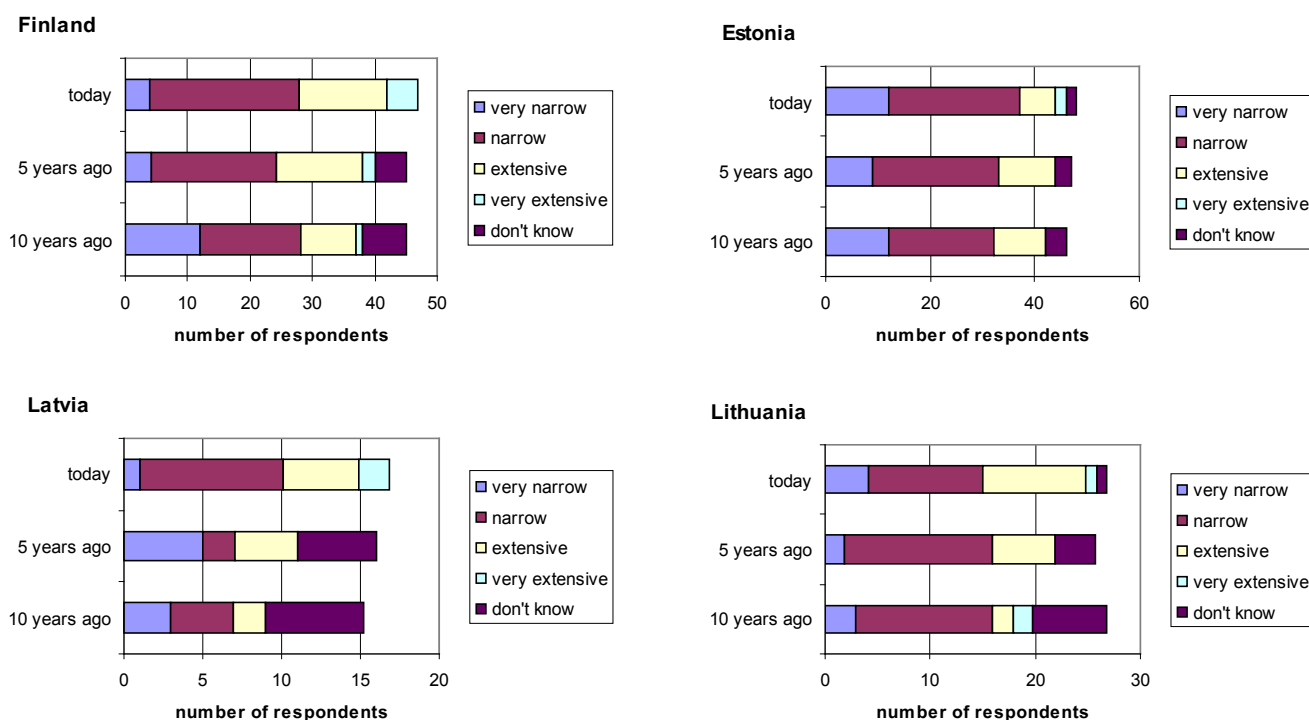


Figure 10. Stakeholders' opinions on the extent of today's cooperation compared to five and ten years ago. The AIO and E groups are combined.

Table 7. Efficiency, activity and the development of cooperation from the stakeholders' and the coastal protected areas' point of view (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Finland			Estonia			Latvia			Lithuania		
	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S
Ten years ago															
Very inefficient	11	17	8	3	38	0	19	14	25	15	0	0	13	0	0
Inefficient	36	37	23	42	12	40	33	43	12	31	33	33	35	67	0
Efficient	25	29	31	26	50	20	29	29	25	8	0	33	30	0	50
Very efficient	1	0	4	0	0	0	5	0	0	0	0	0	0	0	25
Don't know	26	17	34	29	0	40	14	14	38	46	67	33	22	33	25
N	88	35	26	31	8	5	21	21	8	13	3	9	23	3	4
Five years ago															
Very inefficient	2	11	0	3	25	0	5	9	0	0	0	0	0	0	0
Inefficient	36	48	27	28	13	40	48	56	44	21	67	0	44	67	33
Efficient	37	30	52	44	62	40	28	26	22	43	0	78	30	0	67
Very efficient	1	0	0	0	0	0	0	0	0	0	0	0	4	0	0
Don't know	24	11	21	25	0	20	19	9	33	36	33	22	22	33	0
N	90	37	29	32	8	5	21	23	11	14	3	9	23	3	6
Today															
Very inefficient	9	21	0	6	10	0	13	21	0	0	0	0	13	67	0
Inefficient	29	28	29	20	10	40	50	33	20	21	50	10	26	33	67
Efficient	43	33	58	53	60	40	23	25	60	50	50	80	44	0	33
Very efficient	7	10	6	9	20	20	0	8	0	14	0	10	8	0	0
Don't know	12	8	6	11	0	0	13	13	20	14	0	0	8	0	0
N	93	39	31	34	10	5	22	24	10	14	2	10	23	3	6

Figure 11 presents the general opinion of all stakeholders' (authorities, institutes, organisations and entrepreneurs) on the efficiency of cooperation and its development over the last ten years.

This section concludes by looking at how the stakeholders view their cooperation with the coastal protected areas and, in particular, if they feel that the cooperation they have is somewhat special; in other words, do they get any additional value?

The short answer is: yes. The majority of the stakeholders experience that their cooperation with the coastal protected areas brings them at least some additional value (Figure 12). Consequently, the majority of all target groups (public

authorities, non-governmental organisations, educational or research institutes and local entrepreneurs) feel that the current cooperation that they have with the coastal protected areas is somewhat special.

Over the last ten years, the stakeholders, especially in Finland, have begun to experience that the cooperation with the protected areas has become more special. However, although the majority of the stakeholders feel that they get (some) additional value there are significant groups, primarily among the public authorities and the local entrepreneurs, who state that there is very little or no additional value at all (see Tables 8 and 9 in Appendix 1).

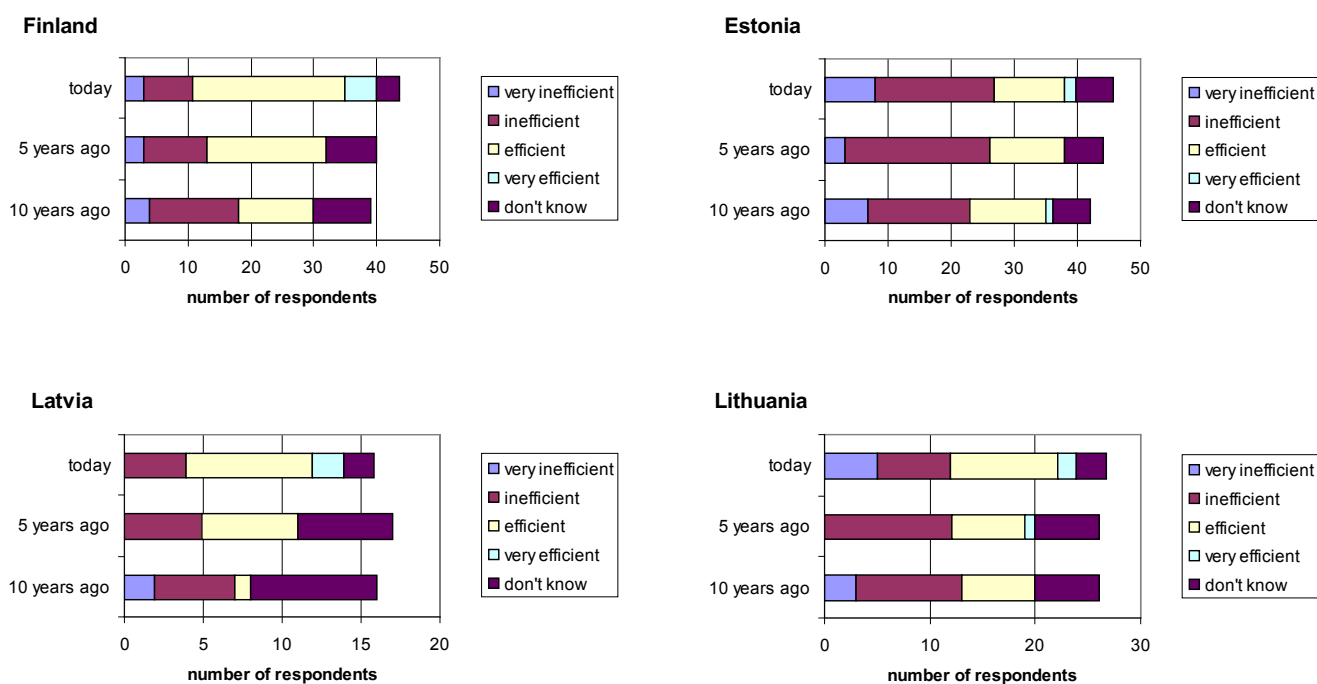


Figure 11. Stakeholders' opinions on the efficiency of today's cooperation compared to five and ten years ago. The AIO and E groups are combined.

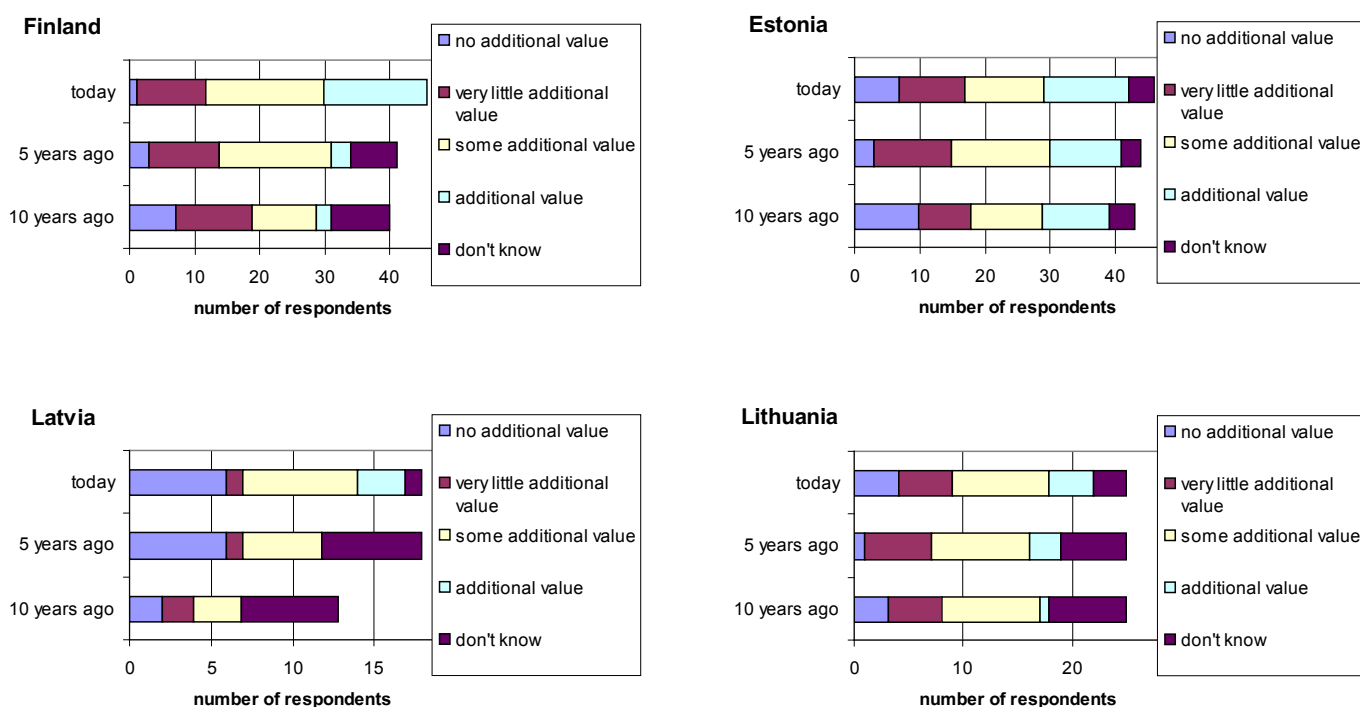


Figure 12. Stakeholders' opinions on additional value gained from their cooperation with their coastal protected area. The AIO and E groups are combined.

3.5 Summary: Cooperation between coastal protected areas and their stakeholders

This section aims at addressing the questions posed at the beginning of this chapter on the current overall state of cooperation between the coastal protected areas and their stakeholders. This will be approached both from the coastal protected areas point of view and from the stakeholders' point of view.

The coastal protected areas have diverse but limited cooperation with their stakeholders

According to the findings, the coastal protected areas have very diverse cooperation with their stakeholders, with only a very small percentage of the personnel stating that no cooperation exists with the surrounding societies. However, this cooperation could be described as somewhat 'limited', as the most likely cooperation partners are the public authorities and educational or research institutes. Cooperation with those groups representing local inhabitants is not frequent.

Cooperation with the public authorities and with the educational or research institutes is usually organized but with many barriers (mostly economical and political but also time-related). Nevertheless, the coastal protected areas cooperation, in particular with the public authorities and educational or research institutes, is rather extensive and efficient, and mostly deals with issues concerning managing, monitoring, developing and utilizing the area.

The majority of the local people have no cooperation with the coastal protected areas

In comparison to the personnel's diverse cooperation with their stakeholders, the stakeholders have less diverse cooperation with the areas. While the majority of both the public authorities and educational or research institutes have some form of cooperation, the majority of the target groups representing the local people, NGOs and the local entrepreneurs have no cooperation at all with the coastal protected areas.

The most common reasons for local people not to have any cooperation are related to the fact that they feel there is no need. Moreover, the dialogue between the coastal protected areas and the local people does not function well enough and, as a result, there are serious communication problems between the partners. There is also a major information gap between the coastal protected areas and the local people.

The majority of public authorities and of educational or research institutes that have some kind of cooperation with the areas, typically describe their cooperation as rather narrow but problem-free. In other words, they do not face any barriers. The public authorities and educational or research institutes experience their narrow cooperation as effective, whereas the NGOs and local entrepreneurs' often described it as inefficient.

Despite the differences in the opinions of the target groups representing the surrounding societies, they all agree on that their cooperation with the areas does bring them some additional value.

Mandatory cooperation is working, whereas more voluntary cooperation is mainly absent

The cooperation between the coastal protected areas and their stakeholders is limited. Mandatory cooperation – usually management and monitoring tasks involving the coastal protected areas, public authorities and partly the educational and research institutes – is working well but with some barriers. Voluntary cooperation between the coastal protected areas and the local people (or the target groups representing the local people), NGOs and local entrepreneurs is, to a large extent, lacking.

4 Contextualising the Current Cooperation

Following on from Chapter 3, this chapter will now contextualise the current cooperation and explain the differences between the areas. The aim is to understand why cooperation is limited and why cooperation between the coastal protected areas and the local people is insufficient.

Placing the cooperation in context provides an overall picture of the environment where it exists and functions. This was done by **studying the local people's opinion on the coastal protected areas** (empirical study data), and **presenting the most essential features of the coastal protected areas** (information from the areas' specialists). Involving the local people provides a broader understanding of the premise for the current cooperation with the main focus on the question of the limited cooperation with the local people.

4.1 Local people's opinion

This section examines the local people's opinions on the coastal protected areas. Opinions were collected during the quantitative empirical study conducted as part of the COASTSUST project. By definition, 'local people' are citizens who permanently live in or close to a national park or biosphere reserve. This means that the opinions of seasonal inhabitants and investors are excluded. The section focuses on a) the local people's view of the restrictions that apply within their coastal protected area and b) the local people's general opinion of their coastal protected area.

The presentation of the opinions follows that of Chapter 3. To gain a deeper understanding of the opinions, the local people were divided into two groups – inhabitants and entrepreneurs. This allowed the possibility to study what, if any, differences there were between the permanent local inhabitants who are not expected to have any direct cooperation with the protected areas, and local entrepreneurs who have better possibilities and more motivation for cooperation.

The local people's opinions on the restrictions that apply in their coastal protected area are rather positive today. As can be seen from Figure 13, the majority consider the restrictions as positive or very positive. The overall development of the

opinions has been good with the positive attitude increasing over the last ten years.

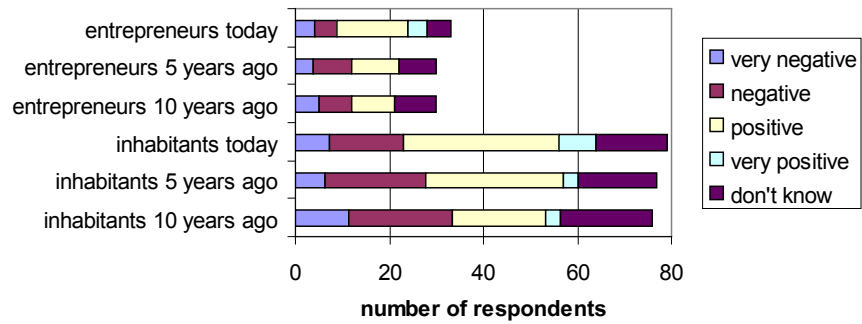
There are, however, some clear variations between the participating coastal protected areas. The most widespread dissatisfaction with the restrictions can be found in the Archipelago National Park in Finland and the Curonian Spit National Park in Lithuania. The reason is rather clear: national parks are far more restricted than biosphere reserves (except in their core areas) and thus the reserves' inhabitants, for example, are less likely to complain. Dissatisfaction is greatest among the local people in the Curonian Spit National Park, where the majority of both the inhabitants and entrepreneurs feel the current restrictions to be negative or very negative.

The local people's general opinions of the coastal protected areas are similar to their opinions of the restrictions – positive or very positive.

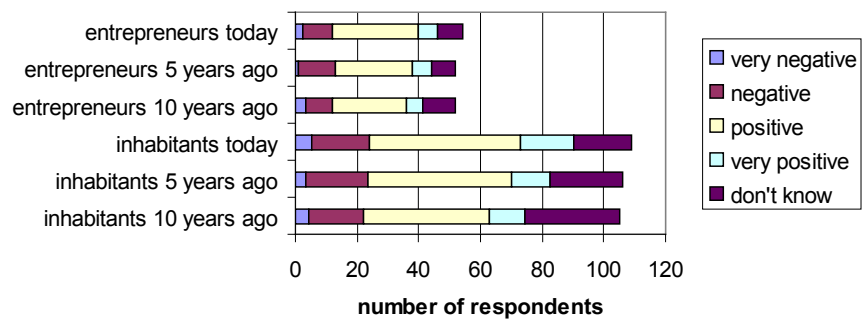
When the areas are analyzed separately, there are notable differences (see Figure 14). The majority of all local people in the Archipelago National Park in Finland and in the Biosphere Reserves in Estonia and Latvia have a positive opinion of their respective protected areas. The situation, however, is opposite in the Curonian Spit National Park, where the majority of the local entrepreneurs and half of the local inhabitants have a negative or very negative general opinion. The responses to open questions indicate that the negative opinion is often the result of the dissatisfaction towards the restrictions applied in the Park. It is important to remember here that there is a high level of tourism in the Curonian Spit and thus there is increasing pressure to open more protected areas for tourists than in the other study areas.

A clear distinction can be made between the local people's opinion in the Baltic countries and the people's opinion in Finland five and ten years ago. In Finland, the local people were fairly negative towards their National Park but only few shared this opinion in the Baltic countries. It must be kept in mind that although the general development has been positive, there are still some strong objectors.

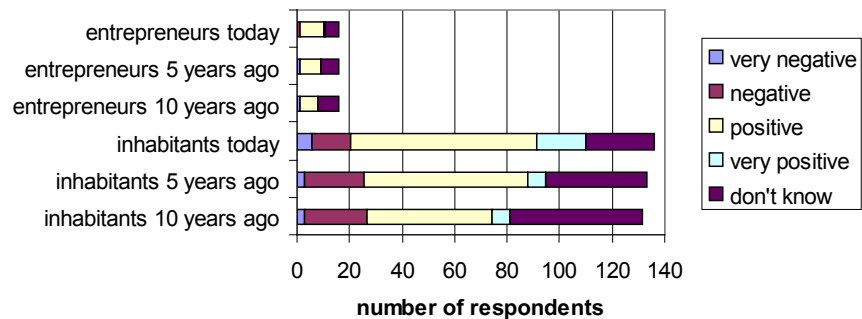
Finland



Estonia



Latvia



Lithuania

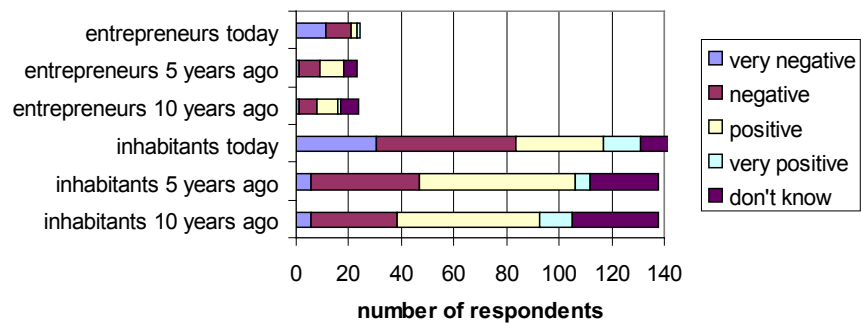


Figure 13. Local inhabitants' and entrepreneurs' opinions on the restrictions in their coastal protected area (more detailed data in Table 10 in Appendix 1).

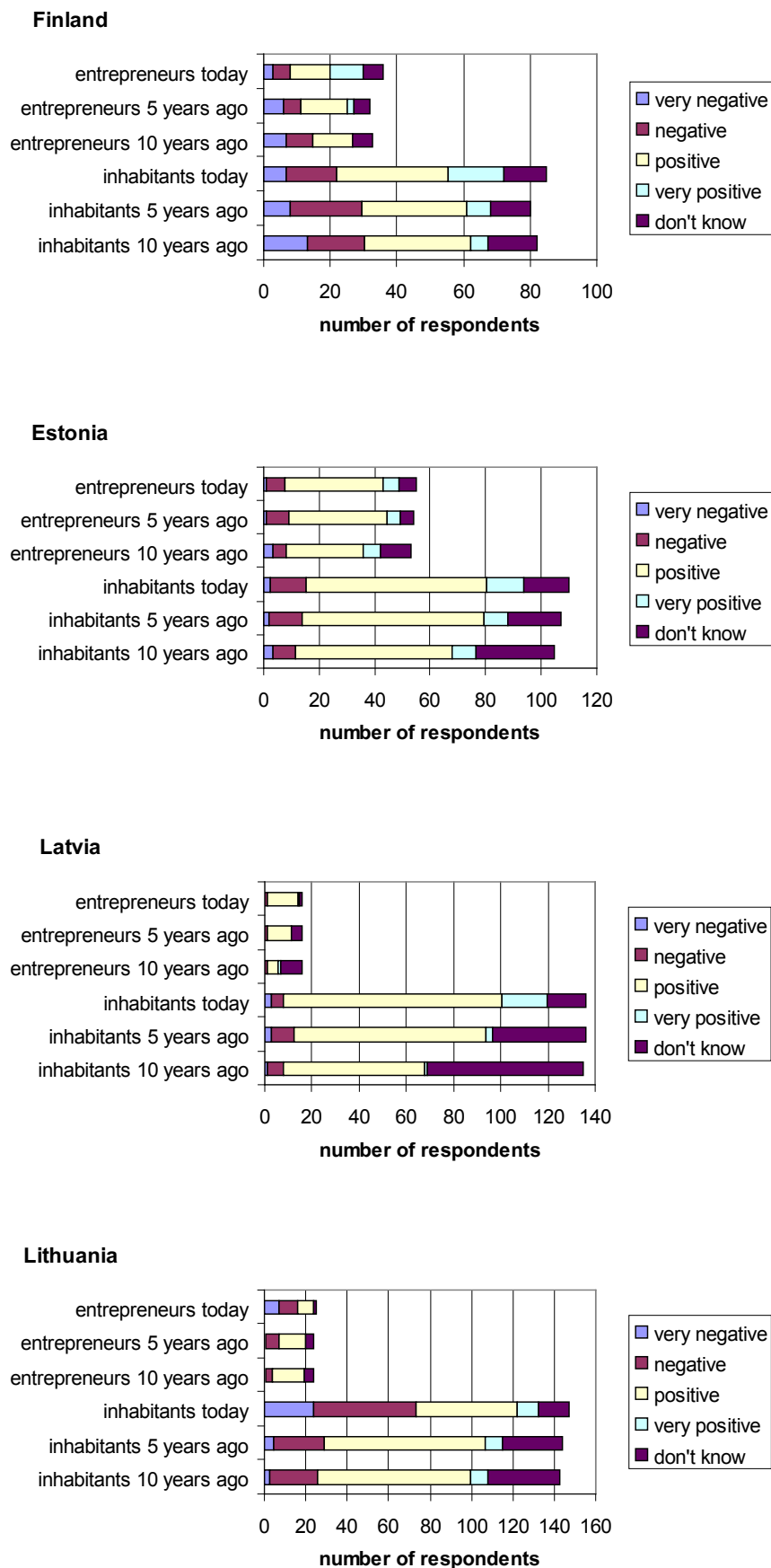


Figure 14. Local inhabitants' and entrepreneurs' general opinions on their coastal protected area (more detailed data in Table 11 in Appendix 1).

4.2 Characteristics of the coastal protected areas

A discussion follows on some of the coastal protected areas' characteristics which may affect the current cooperation with the local people. They include the legal status of the coastal protected areas, administration, land ownership, and the local population in and close to the area (see Chapter 2 for more detailed information).

All areas share the same aim of preserving and protecting nature. In order to do this, restrictions have had to be set in the areas. The restrictions are usually based on legislation and are compiled in a management plan which also defines the strategic frames for the future activities in the area concerned. These restrictions are not always appreciated by the local people. In Finland, for example, some have a negative attitude towards the Archipelago National Park because the possibilities for hunting are highly restricted or even forbidden (Jouko Högmänder personal comment, Oct. 2, 2006). The restrictions are also causing public outcry among the local inhabitants in the Curonian Spit National Park in Lithuania due to stricter monitoring of the restrictions. For example, the construction and renovation work within the Park is strictly regulated and monitored by the National Park (Lina Dikšaitė personal comment, Oct. 2, 2006).

It must be remembered that nature protection is not the only aim of the coastal protected areas. Culture and cultural heritage are also important issues. The protection of local culture suffers from the current lack of communication between the areas and the locals. The premise for protecting the culture or cultural heritage needs dialogue and cooperation as well as recognising the importance of the recreational values in the areas.

One of the most important conditions for the areas to generate successful cooperation with their stakeholders is to have legal recognition and the possibilities for effective administration. All the areas in this study have legal recognition and administration with the exception of the West Estonian Archipelago Biosphere Reserve. It could be argued that this is probably one of the main reasons for the lack of cooperation with the Biosphere Reserve.

The areas are usually managed by their own administration and are supervised and financed

by a state authority. As the state is involved, the local inhabitants, especially in Finland where administration is more centralized, feel that the 'actual decisions are made too far from the local area' (Annastina Sarlin personal comment, Sept. 25, 2006). It could perhaps be viewed that the local inhabitants feel that they have lost connection to the coastal protected areas deeming them to be somewhat 'distant' and 'not anymore local'.

The areas under study are located on both state-owned land (Archipelago National Park and Curonian Spit National Park) and mainly on private land (North Vidzeme Biosphere Reserve and West Estonian Archipelago Biosphere Reserve). In Latvia, while private ownership means some additional responsibilities and restrictions for the land owners, they do have the right to financial assistance (Law on Specially Protected Territories 1993, amended 2005). The establishment of protected areas has not always been without controversy. When, for example, the Archipelago National Park in Finland was founded in 1983, much of the land was bought by the state; this was naturally not appreciated, even if the land purchase was on a voluntary basis (Jouko Högmänder personal comment, Sep. 25, 2006). Obviously, this has also had some effect on local acceptance and cooperation. It should also be remembered that the introduction of the Natura 2000 network is also recent and controversies surrounding this issue have affected all the countries under study.

The main differences between the protected areas can be found in the size of the areas and the numbers of local inhabitants living in or close to the area. In the Estonian Biosphere Reserve, there are some 50,000 inhabitants living in a vast area on three islands (Hiiumaa, Saaremaa, Vormsi). In the North Vidzeme Biosphere Reserve, there are some 80,000 people and 42 municipalities in an area covering almost 6% of Latvia. The number of inhabitants living in the relatively small Curonian Spit National Park is only some 2,900 people. The National Park in Finland differs from their counterparts as nobody lives there. However, some 200 people live in the Cooperation Area of the Archipelago National Park with hundreds of seasonal residents (Annastina Sarlin personal comment, Sep. 25, 2006). Seasonal inhabitants, even more so investors, may cause problems for the area and cooperation. For example, in the

North Vidzeme Biosphere Reserve it has been noticed that they do not have the same bond with the area as the permanent inhabitants and thus do not care too much about the common well-being (Andris Urtans personal comment, Jan. 12, 2007).

Also, communication possibilities affect cooperation. The Archipelago National Park and the West Estonian Archipelago Biosphere Reserve are scattered areas where distances between the islands and the mainland can be great and often at the mercy of the elements. These factors are obvious barriers to cooperation. Today, electronic communications has reduced the 'distance' in many places, but not in the North Vidzeme area. In this mainly rural area, Internet access, for example, is not available to all and thus the only way to communicate with local people is via libraries or face-to-face meetings (Andris Urtans personal comment, Oct. 2, 2006). Even these have their drawbacks as great distances and poor roads make meetings difficult to arrange and can be time consuming.

The premise for good cooperation with the local people varies considerably between the areas. Generally, it could be said that the fewer the locals and the smaller the area, the better the chances to establish good cooperation. Also, the number of personnel working for the coastal protected area compared to the work tasks and responsibilities is also of great importance. Too few personnel are linked to insufficient financing. For example, in the Estonian Biosphere Reserve there is only one part-time specialist employed on project financing. This, if anything, has a negative effect on the development of the cooperation with the local people.

4.3 Summary: Context affects cooperation

The last section discussed, in general terms, the context of the current cooperation between the coastal protected areas and the surrounding societies. This section attempts to establish why the current cooperation is limited and understand why cooperation between the areas and the local people is, to a large extent, missing. The section concludes by analysing the premise for the current cooperation by protected area.

The current cooperation is limited mainly due to the lack of resources

Current cooperation between the coastal protected areas and the surrounding societies primarily deals with the mandatory functions with other public authorities. There are several reasons why cooperation with the local people is thus somewhat neglected. One of the main reasons is the lack of resources – financial, personnel and time – which creates a barrier to effective cooperation with the locals.

Other reasons are also apparent. The lack of legal support and funding for the West Estonian Archipelago Biosphere Reserve is a major problem, as are some historical feuds between the areas and the local people, and the fact that the areas are somewhat detached from the local community. Great distances and the scattered structure of the coastal areas also cause problems. However, the main reason is the lack of funding. In order to have a working dialogue with the local people, the areas need more resources. They need, for example, to employ more personnel because the current numbers of personnel only have the resources to focus on the mandatory cooperation mainly with the public authorities.

In general, local people have positive opinions of the coastal protected areas

In general, the local people have a positive conception of the coastal protected areas. The majority understand the need for the restrictions and the general purpose of the coastal protected areas. Hence, the reason why the coastal protected areas cooperation with the locals is to a large extent missing, cannot be attributed to the local people. As the majority are positive, it is hard to visualize them as difficult cooperation partners and thus it could be assumed that the local people would be more willing to cooperate.

The premise for the current cooperation is far from ideal

Generally, the premise for the current cooperation between the coastal protected areas and the surrounding societies is far from ideal. Furthermore, the possibility to develop the limited cooperation

with the local people varies rather much between the participating coastal protected areas.

The best possibilities to establish effective cooperation with the local people can be found in the Archipelago National Park in Finland as it is surrounded by only some 200 local inhabitants. The main barriers hindering the development of cooperation with the locals appear to be a lack of time and resources, coupled with the fact that the National Park is considered somewhat 'distant' by the locals. The biggest difficulties to establish effective cooperation with the local people can be found in the West Estonian Archipelago Biosphere Reserve. There is a need here for more legal support, personnel and financing. The possi-

bilities for the Biosphere Reserve in Latvia to develop cooperation with the local people are mainly hindered by the vastness of the area – 80,000 people in 42 municipalities live within the Reserve – and only eleven employees in the Reserve Administration. The possibilities for the Curonian Spit National Park to develop the cooperation with the local people are not ideal as they seem to be rather dissatisfied with the National Park in general and the restrictions. The first step could be to improve the general atmosphere and relations between the administration of the National Park and the local municipalities.

5 Future Challenges

The current cooperation between the coastal protected areas and their stakeholders has been presented, as were possible explanations on why it is so today. This chapter continues to evaluate the cooperation by discussing and analyzing the future challenges and the possibilities for cooperation. It will examine, for example, where the main needs for change are, before focusing on how the different target groups are willing to facilitate the development of the future cooperation between the coastal protected areas and the surrounding societies.

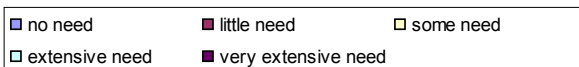
5.1 Future requirements to improve the cooperation

The majority of the target groups agree that there is an extensive or very extensive need to improve cooperation (Figure 15; Table 8; Table 12 in Appendix 1). The public authorities and educational or research institutes, as well as the personnel of the Archipelago National Park differentiate somewhat from the other target groups as they see the need for some improvement but not to

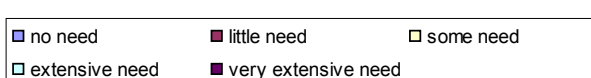
the same extent as the others (it must be kept in mind that only six persons from the Archipelago National Park personnel answered this question). In particular, the Finnish public authorities, educational or research institutes, as well as the personnel of the Archipelago National Park are not eager to develop the cooperation. This is probably a result of the current ‘good’ cooperation. The current Finnish cooperation is limited to the public authorities and the educational or research institutes.

The Estonian public authorities and educational or research institutes have relatively little interest in improving cooperation between the West Estonian Archipelago Biosphere Reserve and the surrounding society. This is rather surprising. The reason may be that the lack of a proper administration is commonly known and thus the stakeholders do not see many possibilities to improve the current situation. For the same reason, the stakeholders’ cooperation with the West Estonian Archipelago Biosphere Reserve is very little. The majority of the public authorities and educational or research institutes

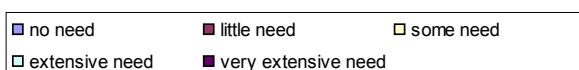
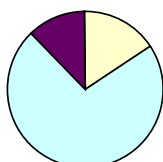
Finland



Estonia



Latvia



Lithuania

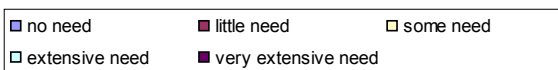
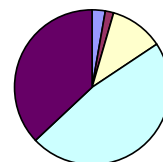


Figure 15. Stakeholders’ and protected area personnel’s opinions on how much cooperation needs to be extensively or very extensively improved.

Table 8. Details on how much improvement is needed by target group (%). AIO = Authorities, institutes and organisations, I = Inhabitants, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries				Finland				Estonia				Latvia				Lithuania			
	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S
No need for improvement	2	3	3	0	3	6	3	0	7	5	4	0	0	0	0	0	0	3	4	0
Little need for improvement	9	1	0	6	19	5	0	0	3	0	0	22	0	0	0	0	8	1	0	0
Some need for improvement	41	22	28	16	53	33	37	67	50	40	38	0	27	14	19	10	25	11	4	0
Extensive need for improvement	35	51	45	56	22	36	37	33	36	36	38	60	69	71	81	80	21	52	44	33
Very extensive need for improvement	13	22	24	22	3	20	22	0	4	19	20	20	5	15	0	10	46	32	48	67
N	110	459	123	32	36	80	32	6	28	102	50	10	22	132	16	10	24	145	25	6

as well as NGOs report that they have no cooperation with the Reserve; cooperation with the vast number of local inhabitants living in the Reserve is also rather undeveloped.

5.2 Main needs for change in the future

It is thought, mainly by the target groups representing the local people (inhabitants, entrepreneurs, NGOs) and the areas' personnel, that in order to improve cooperation major changes need to be made.

The main focus for changes is on the questions of communication and information (see Table 9 and Table 13 in Appendix 1). In general, the inhabitants, entrepreneurs, NGOs and personnel of coastal protected areas (except the personnel of the Archipelago National Park), feel the need to extensively or very extensively improve communication and information between the cooperation partners. The majority of the public authorities and educational or research institutes in Latvia and Lithuania are of the same opinion.

In addition to improvements in communication and information, there is also a common

need for extensive economic improvements. Once again, it is usually the local people and the personnel who feel the need to extensively or very extensively improve the protected areas' economy in order to improve cooperation. A notable reflection is that the personnel of the Archipelago National Park are not so keen on extensive future development; this, however, does not apply to the economic changes for the future.

There are, of course, other needs. Local people, especially in Latvia and Lithuania, state the need for wide-ranging improvements in bureaucracy, while the personnel of the Baltic coastal protected areas experience the need to improve the political situation that affects cooperation extensively or very extensively.

In addition to the above needs, there are also future wishes (under 'Other needs' in the Tables). These comprise mainly of developing cooperation through compromise, changes in attitude, and work and education opportunities for the local people. For example, the local people point out that there should also be a focus on the needs of the local society and not only on protecting and preserving nature.

Table 9. The main issues that need changing in the future (%). AIO = Authorities, institutes and organisations, I = Inhabitants, E = Entrepreneurs, S = Personnel of coastal protected areas. ** = Percentage division is not shown because of only one respondent.

	All countries				Finland				Estonia				Latvia				Lithuania			
	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S
Bureaucracy																				
No need for improvement	12	6	6	0	9	7	4	0	26	11	11	0	11	3	0	0	0	5	0	0
Little need	14	8	6	23	9	15	12	67	22	11	9	30	22	8	0	0	5	4	0	0
Some need	41	28	36	33	53	28	38	16	39	43	43	30	22	26	27	25	40	21	25	67
Extensive need	22	36	32	40	25	34	27	16	13	24	28	30	33	48	64	75	20	35	29	33
Very extensive need	11	21	20	3	3	15	19	0	0	10	9	10	11	15	9	0	35	35	46	0
N	93	415	107	30	32	71	26	6	23	90	46	10	18	119	11	8	20	135	24	6
Communication/ lack of information																				
No need for improvement	6	4	3	0	6	6	4	0	11	7	6	0	4	1	0	0	0	1	0	0
Little need	11	4	4	9	11	6	7	0	15	7	6	20	9	3	0	10	9	1	0	0
Some need	39	28	29	31	53	26	25	83	34	40	38	20	35	32	38	20	26	18	12	16
Extensive need	31	46	42	50	26	46	43	17	31	31	36	50	43	47	56	60	26	55	44	67
Very extensive need	13	18	21	9	3	15	21	0	8	15	14	10	9	17	6	10	39	24	44	16
N	106	452	119	32	34	74	28	6	26	96	50	10	23	139	16	10	23	143	25	6
Economic situation																				
No need for improvement	11	6	9	6	11	13	8	0	19	13	14	10	6	1	0	0	5	4	5	16
Little need	13	5	8	0	18	11	17	0	9	9	7	0	12	2	0	0	11	1	5	0
Some need	39	30	33	37	52	30	33	40	48	39	43	50	29	27	33	33	21	27	13	16
Extensive need	27	44	32	47	18	33	21	40	24	32	29	30	47	54	58	67	26	47	36	50
Very extensive need	10	15	18	10	0	13	21	20	0	7	7	10	6	16	8	0	37	21	41	16
N	84	397	100	30	27	63	24	5	21	82	42	10	17	122	12	9	19	130	22	6
Political situation																				
No need for improvement	21	16	21	6	26	21	22	0	29	33	33	10	11	4	0	0	16	14	9	16
Little need	14	12	11	10	18	10	13	50	9	15	11	0	11	6	0	0	16	17	14	0
Some need	33	30	31	29	41	26	26	33	24	24	28	20	33	35	54	44	31	32	29	16
Extensive need	19	27	23	42	14	19	9	17	29	21	25	60	28	42	46	56	5	19	24	16
Very extensive need	13	15	14	13	0	24	30	0	9	7	3	10	17	13	0	0	31	18	24	50
N	85	373	91	31	27	62	23	6	21	75	36	10	18	115	11	9	19	121	21	6
Other																				
No need for improvement	30	17	24	8	29	22	23	**	33	55	56	25	20	10	17	0	33	5	0	0
Little need	5	5	5	8	0	4	0	**	17	10	22	0	0	2	0	0	0	5	0	0
Some need	27	32	24	33	50	28	18	**	17	15	22	0	40	43	50	50	0	33	22	67
Extensive need	22	28	22	25	14	33	35	**	33	5	0	25	20	35	33	50	22	26	11	0
Very extensive need	15	18	24	25	7	13	23	**	0	15	0	50	20	10	0	0	44	31	67	33
N	40	170	41	12	14	46	17	1	12	20	9	4	5	49	6	4	9	55	9	3

5.3 Facilitating future cooperation

This section explores the interest to facilitate future cooperation development from both top-down (centralised) and bottom-up (decentralised) perspectives. Here the centralised perspective is represented by the opinions of the authorities, institutes, organisations and the personnel; the decentralised perspective by the local people. In order to enjoy full functional cooperation, all stakeholders must be willing to contribute.

The first perspective explores the eagerness to facilitate the development of future cooperation by analysing the future plans to integrate the protected areas with local societies and to see if the authorities, institutes, organisations and the personnel have any interest in doing so. The second perspective examines the local people's willingness to be active in working towards better cooperation. A third perspective, closely linked to the second, focuses on cooperation in management planning, i.e. the local people's possibilities and willingness to participate in preparing a management plan. The management plan is a vital instrument for developing a protected area as it defines the strategic frames for future activities. Therefore, the local people's participation is important as it provides a forum where they can express their opinions. Participation in the planning process also lays solid foundations for future cooperation. Although the possibilities to participate concern, for example, NGOs and the authorities, the main focus is on developing cooperation with the local people.

5.3.1 Authorities, institutes, organisations and the personnel's willingness to be active

In general, the target groups are rather eager to participate in integrating the protected areas with the local societies. As can be seen from Table 10, the majority of authorities, institutes, organisations and personnel have some interest in participating in projects which will bring the coastal protected areas closer to the local societies. Of course, this enthusiasm varies between the target groups. Typically, the target groups have small or few future plans to integrate the coastal protected areas with the local societies – extensive or very extensive future plans are few. However, the majority of the personnel of the Archipelago National Park have extensive or very extensive future plans for participating in the integration. On the whole, the personnel seem more eager than the authorities, institutes and organisations; the least enthusiastic are the public authorities (Table 14: Appendix 1). The Latvian NGOs show very little enthusiasm in participating in the future integration of the North Vidzeme Biosphere Reserve with the local society.

5.3.2 Local people's willingness to be active

In general, the local people have a positive attitude towards working for improved cooperation (Figure 16; Table 15 in Appendix 1). A majority of the local people in all participating coun-

Table 10. Plans to participate in the integration of the coastal protected area with the local society by authorities, institutes and organisations, and by personnel (%). AIO = Authorities, institutes and organisations, S = Personnel of coastal protected areas.

	All countries		Finland		Estonia		Latvia		Lithuania	
	AIO	S	AIO	S	AIO	S	AIO	S	AIO	S
No plans	39	8	38	0	37	0	63	12	31	20
Small plans	18	34	14	0	15	67	26	25	24	20
Some plans	35	27	40	25	42	22	5	25	35	40
Extensive plans	5	27	8	50	6	11	0	37	3	20
Very extensive plans	2	4	0	25	0	0	5	0	7	0
N	137	26	37	4	52	9	19	8	29	5

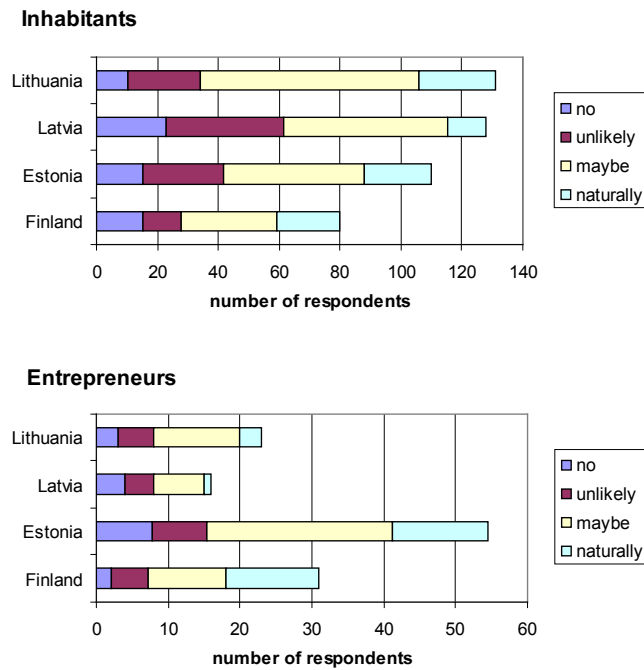


Figure 16. Interest by the local inhabitants and entrepreneurs to be active in working towards better cooperation between the local coastal protected area and the surrounding society (more detailed data in Table 15 in Appendix 1).

tries, both local inhabitants and entrepreneurs, could consider working for a better cooperation. However, local people who state that they would ‘definitely’ work for better cooperation are few. Those who are less enthusiastic to be active are in the minority.

One way to influence future activities is to be involved in deciding on the contents of the management plan. As the current cooperation is usually the strongest between the public authorities or educational or research institutes this could be one cooperation channel for the local people.

The starting point for cooperation in management planning is to make people aware that a management plan actually exists. According to the study data (Table 16 in Appendix 1), only half of the local inhabitants (48%) and little over half of the entrepreneurs (54%) are aware of a management plan for the local national park or the nature protection areas within the local biosphere reserve. The majority of the local people in Finland, Estonia and in Latvia were not aware of these management plans; however, the majority of the Lithuanian local people did know of their existence. The reliability of the analysis is thus in

doubt – if the majority of the local people are not aware of any management plans, how can they have an opinion on the possibilities to participate in preparing a management plan? Some general conclusions can still however be made.

By and large, the local people feel that they lack the possibility to participate in the preparation of a management plan (see Figure 17). This is perhaps an indirect consequence of the fact that only few are aware of the management plans, an issue which is coupled to poor information flow. The majority of the local people in Lithuania, however, were aware of the management plan for the Curonian Spit National Park – perhaps due to high media interest – with almost half having considered participating in the planning process.

While very few of the local people (10%) have actually participated in the preparation of a management plan (Table 17 in Appendix 1), the number that would like to participate is considerably more (Figure 18) especially among the local entrepreneurs. The relatively high number of ‘don’t knows’ is directly related to their not being aware of the existence of a plan.

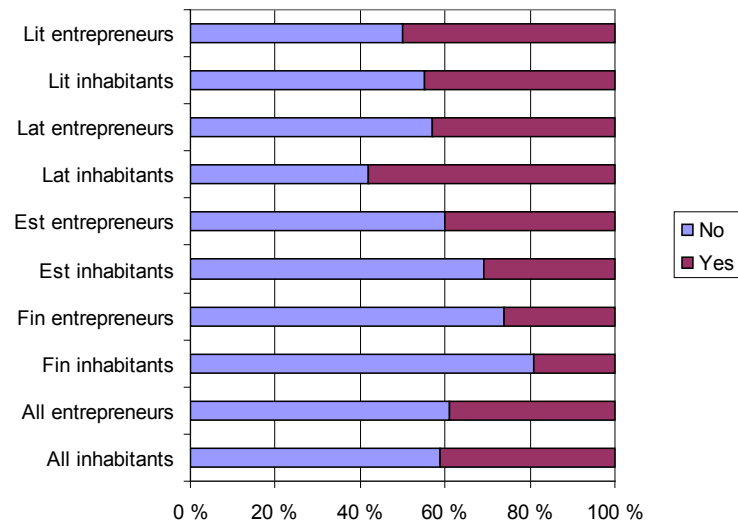


Figure 17. The number of local inhabitants and entrepreneurs who feel they have the possibility to participate in preparing the management plan (%).

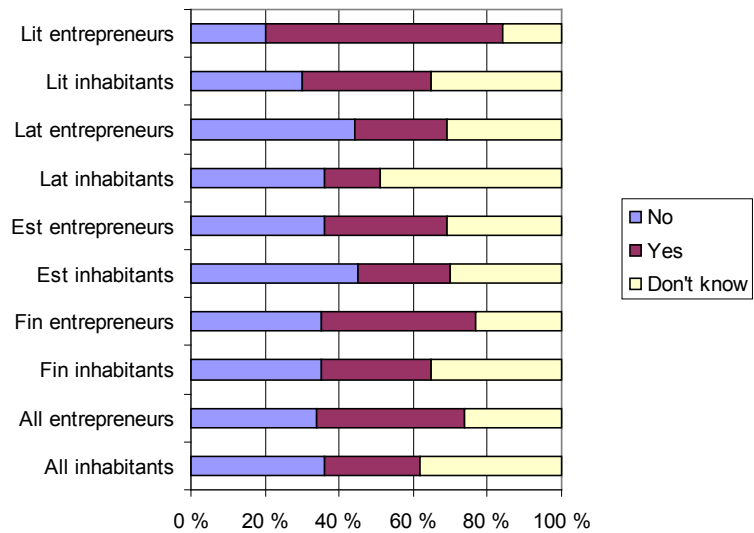


Figure 18. The local inhabitants and entrepreneurs responses on their interest to participate more in the management planning process (%).

5.4 Summary: Extensive need to improve the cooperation

In general, there is an extensive need to improve the possibilities for cooperation. However, the need of improvement varies depending on the current situation. The target groups that currently have relatively diverse cooperation are less eager to develop cooperation compared to those that have less diverse and more inactive cooperation. The target groups with limited cooperation usually demand extensive future improvements.

A general demand for communication and information exchange and funding

In order to improve cooperation, changes need to be made mainly in communication and information exchange. Information exchange, for example, on future activities, studies, planning documents and possibilities should be more efficiently planned between the different stakeholders. However, there is also a common need for extensive financial improvements. It can be argued that the need to improve communication and the flow of information between the cooperation partners is a direct result of the lack of resources. Furthermore, the local people especially emphasise that there should also be more focus on the needs and opinions of the local society and not just on protecting and preserving nature. Supporting local settlements would safeguard both cultural and nature values (such as cultural landscapes).

There is a general will to facilitate future cooperation

To achieve functional cooperation in the future, the partners must be willing contributors. While there is a general will among the stakeholders to facilitate future cooperation, to actually do something is another story. More importantly, the majority of the local people have a positive attitude towards working for better cooperation and would probably be more willing, as would the local entrepreneurs, to be active if there would be better communication. For example, relatively few of the local people are aware of the existence of a management plan and its importance. The problem lies in the fact that people do not know how they could participate or have enough time or interest to find this information by themselves.

6 Discussion and Recommendations

This report has presented the current strengths and shortcomings of the cooperation and how it is influenced by the environment or context. Additionally, the report discussed future challenges and requirements for cooperation. To conclude this report, some recommendations on how to improve the cooperation between the coastal protected areas and their stakeholders will be made, first from the researcher's point of view and then from the protected area specialists' point of view.

The fundamental question is: In which direction should the cooperation be developed? Should it be more nature-protection intensive; developed according to the findings of this study or could it be developed following the concept of sustainable development? Here, the concept of sustainable development is to provide the best for people and the environment both now and in the indefinite future (Wikipedia, the free encyclopaedia 2006). The definition of success in sustainable development includes the three pillars – environmental, social and economic progress – in such a way that achieving progress for one pillar should not harm the others (Evans et al. 2005). Developing the current cooperation according to the principles of sustainable development could facilitate a better premise to address the conflicting future of the coastal protected areas.

Based on this report's findings, the current cooperation that exists between the coastal protected areas and the surrounding societies does not fulfil the requirements of the principles of sustainable development. The main focus point of the cooperation has been, and still is, to preserve and to protect the nature of the area. This is because the main task, especially of national parks, is nature protection and biodiversity conservation although culture protection is also highlighted especially in Lithuania. As the emphasis is mostly on ecological development, the economic and societal development of the areas has been sidelined. Generally, wide economic and societal development cannot be spoken of if the current cooperation is limited to mostly public authorities and educational or research institutes, and cooperation with the NGOs and the local inhabitants is rather undeveloped.

Sustainable management of the coastal protected areas

It would be wise to focus both on ecological and on wider economic and societal management especially in the biosphere reserves and to some extent in the national parks. Stronger focus on the economic and societal issues would also perhaps develop the limited cooperation with the local people and simultaneously facilitate the communication and information difficulties of the current cooperation. However, these management issues should be in harmony with each other, i.e. stronger focus on economic and societal management should not compromise the preservation and protection of nature.

When emphasising the need for economic and societal management, special attention should be paid to the local inhabitants. The starting point for establishing successful economic and societal management is to establish a good relationship with them through dialogue. This means a change in attitude. Local inhabitants should be considered as 'customers' – their opinions and wishes should be heard as the basis for successful economic and societal management is cooperation, which means generating trust between the cooperation stakeholders. Cooperation should be developed according to the basics of private enterprising where the survival of a company is based on the ability to take care of its customers. Taking care of the local people in a similar way is important as they constitute a vast resource for the areas - a resource which must be exploited. Creating interest towards the local protected area also creates acceptance, appreciation and understanding. This helps in managing the areas and also makes the work accepted in financial terms (by using tax payers' money).

Creating a brand of the coastal protected areas together with the local people

A common aim of the economic and societal management could be to create a brand for the areas around a certain image for example: 'pure nature and easy living'. This could generate income through sustainable tourism and attract new residents to the locality.

However, creating positive image for the coastal protected areas with the local people is challenging – a common will to work together must exist. Activating the local people is perhaps the most difficult task but not altogether impossible as proved in this study. It is important, therefore, to emphasise that they too can gain directly, or indirectly, through the creation of a positive image for their protected area, such as seeing an increase in the value of land. Local entrepreneurs can also add to their income through sustainable tourism and by making the entire neighbourhood attractive.

More importantly, however, building a positive image for the coastal protected areas would hopefully create a bond between the areas and the surrounding societies and thus facilitating integration. Creating a bond would benefit the entire coastal area, while strengthening the social bonds will have a positive economic effect. The idea that social networks (or social capital) have value has been argued by Putnam (2000), and social contacts affect the productivity of individuals and groups. For example, attending a club meeting regularly is equivalent doubling one's money. Social capital refers to connections among individuals – social networks and the norms of reciprocity and trustworthiness that arise from them. Social bonds are the most powerful prediction of life satisfaction (Putnam 2000). Consequently, building a bond between the coastal protected areas and the local societies, and the people who live within the societies would be beneficial for the entire area.

Recommendations from the protected area specialists

Based on the findings, the area specialists involved in the study have made recommendations on how to improve cooperation. They recognise and admit that there is a problem in cooperation at a local level and see the need to find solutions. They also agree that the resources for protected area administration are limited and have thus been prioritised. This has meant that the most vital issues for running the protected area activities are being emphasized while local level cooperation are being sidelined.

Below is a list of recommendations compiled by: Lina Dikšaitė (the Curonian Spit National Park Administration, Lithuania); Jouko Högmänder (Metsähallitus, Finland); Toomas Kokovkin (the Biosphere Programme Foundation, Estonia); Lia Rosenberg (the State Nature Conservation Centre – Hiiu-Lääne region, Estonia); Anastina Sarlin (Metsähallitus, Finland) and Andris Urtans (the North Vidzeme Biosphere Reserve Administration, Latvia). These recommendations apply both to this study's four areas and to other protected areas.

- It is highly important to have stable management bodies with sufficient resources.
- In park administration, more attention should be paid to grass-root level cooperation. Contact persons should be obliged to keep active contact with the locals.
- More should be invested in cooperation with entrepreneurs as they provide tourism services that the protected areas cannot offer and can carry out other work such as landscaping. Cooperation thus supports local livelihoods.
- Information on management planning procedures and the plans themselves should be disseminated more effectively to all stakeholders. The use of participatory planning methods is highly important.
- Other relevant material (information brochures, maps, research reports) should be effectively disseminated. Local inhabitants are curious about their own environment and keen to know what the future plans and actions will be. Information on the national parks and biosphere reserves

should also be seen in connection with the municipalities (e.g. on their websites). Currently, these areas are often excluded.

- A system for regularly monitoring the attitudes of local level stakeholders could be developed (it is recommended to make use of the questions in this study).
- Cooperation with schools (both local schools, and schools in cities and towns) should be developed. Children are an effective channel to reach local people, gain a deeper understanding and disseminate information. Nature schools, junior ranger activities etc. should also be utilized.
- A system for round-table discussions between the protected area administration, municipalities, entrepreneurs and other stakeholders should be developed and maintained as a long-term cooperation channel.

Conclusion

The coastal protected areas currently enjoy diverse cooperation with their stakeholders but limited to the public authorities and educational or research institutes. Current cooperation with NGOs and the local inhabitants is not as developed as it could be. Several alternatives exist on how to improve cooperation between the coastal protected areas and their stakeholders. In this report, both general ideas on how to deal with the shortcomings of the current cooperation as well as more specific ideas from the protected area specialists have been presented.

Finally, one shortcoming must be emphasized again and that is a lack of financial and human resources. As these are preventing the establishment of effective cooperation, decision makers need to recognize and address this problem. Resources on their own, however, are not enough. A will and the determination to develop cooperation, particularly from the local people, must also exist. In this respect, the future looks bright for better cooperation in the coastal protected areas.

7 Summaries

7.1 Cooperation between coastal protected areas and surrounding society – from experiences to recommendations

While the local population in the Baltic Sea region's coastal rural areas is decreasing, tourists, seasonal settlers, and investors are becoming more interested in them. To avoid the coastal nature being destroyed or local culture disappearing as a result of these changes, they need to be preserved. One solution to this problem is to invest resources in national parks and biosphere reserves. In addition to safeguarding nature, biodiversity and local culture, they can promote sustainable tourism. However, while national parks and biosphere reserves can help sustain livelihoods and maintain local population, this can only be achieved by the different stakeholders working in close cooperation with each other.

Study aim and method

The aim of this study was to examine the co-operation between coastal protected areas and their stakeholders. Answers to several questions were needed: What form of cooperation is there today? What barriers bar the way for cooperation? Why is the cooperation as it is and how can it be improved? The data were gathered during April–June 2006 from four different areas: the Archipelago National Park (Finland), the West Estonian Archipelago Biosphere Reserve, the North Vidzeme Biosphere Reserve (Latvia), and the Curonian Spit National Park (Lithuania). The data were gathered through tailored questionnaires which were sent to the different target groups:

- authorities, institutes and organisations (e.g. state, regional and local level authorities, research institutes and universities, and NGOs)
- local inhabitants and entrepreneurs
- protected area personnel.

The response rate was 46% (732 answers), a figure that was kept in mind while interpreting the results.

Results and findings

The study revealed that cooperation between the coastal protected areas and their stakeholders mainly concentrates on mandatory issues – usually dealing with managing and monitoring the area. Consequently, cooperation involves the protected areas' personnel, public authorities and, to some degree, educational and research institutes. Voluntary cooperation, such as co-operation between protected areas' personnel and local people (inhabitants, entrepreneurs and local NGOs), is limited. The main reasons cited for this lack of cooperation are financial and time. Lithuania also highlighted political problems. In general, the local inhabitants do not see the need for cooperation and there exists a major information gap between the areas and the local people.

With the exception of the Lithuanian respondents, the stakeholders feel that the co-operation with coastal protected areas has become more extensive and efficient over the last ten years. Also, the majority of authorities – NGOs, educational and research institutes, and local entrepreneurs – feel that the current co-operation 'is special' and brings additional value. During the last decade, Finnish stakeholders in particular have begun to discover that their co-operation with Archipelago National Park is becoming more and more valuable.

There are significant differences in responses between the countries. It was noticed that despite the conflict generated at the start of the Archipelago National Park, its stakeholders have now learned to accept the Park's restrictions and today have rather a positive attitude towards them. The situation in the Curonian Spit National Park, however, is quite the opposite. There is conflict in the area due to the stricter monitoring of restrictions and the preparation of a new management plan. For this reason, cooperation is at a low.

The biosphere reserves in Estonia and Latvia face different problems in local cooperation. Both areas are large thus creating problems for extensive cooperation. For example, in the North Vidzeme Biosphere Reserve, there are 43 municipalities

and some 80,000 inhabitants. In the West Estonian Archipelago Biosphere Reserve, long-term cooperation is practically impossible due to the absence of an administrative body (since 2002) and the fact that only one person is employed part time on a project basis.

The majority of the respondents state that there is either an extensive or very extensive need to improve cooperation. The main improvements are needed in communication and disseminating information. In addition, there is also a common need for financial improvement. In general, there is a will among the stakeholders to facilitate future cooperation and, more importantly, the majority of the local people have a positive attitude in working towards much improved cooperation practices.

One way to cooperate and affect the future activities in the areas is to try to influence the contents of the management plan and 'get heard'. However, only half of the locals are aware of the management plans with others feeling that they do not have the possibility to participate in their preparation.

Recommendations

Recommendations on how to improve cooperation were made from two perspectives: from the researcher's viewpoint and from the protected areas' specialists. The researcher argued that in cooperation, the three pillars of sustainable development should be taken into consideration: environmental, social and economic progress. As cooperation related to ecological issues seemed to be working well, special focus should be on to the two latter pillars. These pillars demand

cooperation between protected area personnel, local inhabitants, entrepreneurs and organisations. Local people should be considered as protected area customers whose opinions and well-being are important. This would increase acceptance, create a positive image, and bring social resources for the management work.

The protected area specialists admitted that there are problems with communication at the local level and criticise the lack of resources. They had, however, some concrete suggestions on how the situation could be improved, for example:

- Regarding park administration, more attention should be paid to grass-root level cooperation. Contact persons could be used.
- More should be invested in cooperation with entrepreneurs as they provide services that the protected areas can not offer.
- Information on management planning should be disseminated more effectively to all stakeholders. A participatory planning method is important. Also other relevant information and material should be effectively disseminated.
- A system for regularly monitoring the attitudes of local level stakeholders could be developed.
- Cooperation with schools should be developed. Children are an effective channel through which to reach local people.
- A system for round-table discussions between the protected area administration, municipalities, entrepreneurs and other stakeholder should be developed as a long-term channel for cooperation.

7.2 Rannikon suojelualueiden ja sidosryhmien välinen yhteistyö – kokemuksista suosituksiin

Samanaikaisesti kun ympärivuotinen asutus Itämeren rannikon maaseuduilla vähenee, matkailijat, mökkiläiset ja investoijat ovat tulleet yhä kiinnostuneemmiksi näistä rannikkoalueista. Jotta rannikkoluonto ja -kulttuuri eivät tuhoudu tässä myllerryksessä, ne tarvitsevat huolenpitoa. Yksi vaihtoehto on panostaa kansallispuistojen ja biosfäärialueiden toimintaan. Sen lisäksi, että ne suojelevat luontoa ja sen monimuotoisuutta ja paikallista kulttuuriperintöä, ne edistävät myös kestävä matkailua. Kansallispuistot ja biosfäärialueet eivät kuitenkaan voi yksinään ylläpitää kestäviä elinkeinoja ja paikallisväestön toimeentuloa. Tähän tarvitaan laajaa ja intensiivistä yhteistyötä eri sidosryhmien välillä.

Selvityksen tavoite ja menetelmät

Tämän selvityksen tavoitteena on perehtyä Itämeren rannikon suojelualueiden ja niiden sidosryhmien väliseen yhteistyöhön. Vastausta haetaan useisiin kysymyksiin: Minkä tyyppistä yhteistyötä tällä hetkellä on? Millaisia yhteistyön esteitä on olemassa? Miksi yhteistyö on sellaista kuin se tällä hetkellä on ja kuinka sitä voitaisiin parantaa? Aineistonkeräys suoritettiin huhti–kesäkuussa 2006 neljällä eri alueella: Saaristomerens kansallispuisto (Suomi), Länsi-Viron saariston biosfäärialue, Pohjois-Vidzemen biosfäärialue (Latvia) ja Kuurin kyntään kansallispuisto (Liettua). Aineisto kerättiin räätälöidyillä kyselylomakkeilla seuraavilta kohderyhmiltä:

- viranomaiset, laitokset ja organisaatiot (esim. valtakunnalliset, alueelliset ja paikalliset viranomaiset, tutkimuslaitokset ja yliopistot sekä järjestöt)
- paikalliset asukkaat ja yrittäjät
- suojelualueiden henkilökunta.

Vastausprosentti oli 46 % (732 vastausta), joka kannattaa pitää mielessä tuloksia tulkittaessa.

Tulokset

Selvitys paljastaa, että rannikon suojelualueiden yhteistyö liittyy lähinnä pakolliseksi katsottuihin asioihin – useimmiten se käsittelee alueen hoitoa ja seuranta. Yhteistyötä tehdään yleisimmin suojelualueiden henkilökunnan, viranomaisten ja (jossain määrin) tutkimuslaitosten ja yliopistojen välillä. Ns. vapaaehtoisempi yhteistyö, kuten yhteistyö suojelualueen henkilökunnan ja paikallisten ihmisen välillä, on hyvin rajallista. Pääasiallisiksi syiksi yhteistyön vähyyteen nousivat ajan ja rahoituksen puute. Kuurin kyntään kansallispuistossa korostettiin myös poliittisten ongelmien merkitystä. Yleisesti ottaen paikalliset asukkaat eivät näe tarvetta yhteistyöhön. Suojelualueiden henkilökunnan ja paikallisten ihmisten välissä tuntuu lisäksi olevan tiedonkulussa suuri aukko.

Lukuun ottamatta liettualaisia vastaajia, vastaajat olivat yleisesti sitä mieltä, että viimeisen kymmenen vuoden aikana yhteistyö on muuttunut laaja-alaisemmaksi ja tehokkaammaksi. Pääosa viranomaisista, järjestöistä, tutkimuslaitoksista ja yrittäjistä pitää suojelualueen kanssa tekemäänsä yhteistyötä erityisenä ja lisäarvoa tuottavana. Viimeisen vuosikymmenen aikana erityisesti Saaristomerens kansallispuiston sidosryhmät ovat alkaneet pitää suojelualueyhteistyötä yhä arvokkaampana asiana.

Eri maista saatujen vastausten välillä on suuria eroja. Vastauksista voitiin havaita, että huolimatta kansallispuiston alkuvaiheen konflikteista Saaristomerens kansallispuiston sidosryhmät ovat oppineet hyväksymään puiston rajoituksineen ja nykyään sidosryhmien asenteet puistoa kohtaan ovat melko myönteisiä. Tilanne Kuurin kyntään kansallispuistossa on lähes päinvastainen. Alueella on ristiriitoja liittyen rajoitusten tarkempaan valvontaan ja uuden hoito- ja käyttösuunnitelman laatimiseen. Tämän takia yhteistyöhalukkuus alueella on heikko.

Biosfäärialueet Virossa ja Latviassa kohtaavat hieman erilaisia ongelmia omassa yhteistyössään. Molemmat alueet ovat hyvin laajoja, jolloin tehokasta ja laaja-alaista yhteistyötä on vaikea toteuttaa. Esimerkiksi Pohjois-Vidzemen biosfäärialueella sijaitsee 43 kuntaa, joissa asuu noin 80 000 asukasta. Länsi-Viron saariston biosfäärialueella pitkän tähtäimen yhteistyö on lähes mahdotonta, koska alueella ei ole ollut hallintoelintä vuoden

2002 jälkeen ja tällä hetkellä alueen hoitoon on palkattu vain yksi osa-aikainen projektityöntekijä.

Pääosa vastaajista on sitä mieltä, että yhteistyö vaatii laajoja tai hyvin laajoja parannuksia. Suurimmat parannustarpeet liittyvät kommunikation ja tiedonkulkuun. Lisäksi vallitsee yleinen tarve saada lisää rahoitusta. Yleisesti ottaen sidosryhmät ovat innokkaita osallistumaan tulevaisuuden yhteistyöhön ja, mikä tärkeintä, pääosalla paikallisista ihmisistä on positiivinen asenne yhteistyön parantamiseen osallistumiseen.

Yksi mahdollisuus tehdä yhteistyötä ja vaikuttaa suojelualueiden toimintaan on yrittää vaikuttaa hoito- ja käyttösuunnitelman sisältöön ja saada äänensä sitä kautta kuulluksi. Kuitenkin vain puolet paikallisista ihmisistä on tietoisia hoito- ja käyttösuunnitelmista ja yleisesti ottaen ei uskota, että suunnitelman valmistelussa on vaikutusmahdollisuuksia.

Suosituksia

Suosituksia siitä, kuinka yhteistyötä voitaisiin parantaa, tehtiin kahdesta näkökulmasta – tutkijan näkökulmasta ja suojelualueiden erikoissuunnittelijoiden näkökulmasta. Tutkijan näkökulma painotti sitä, että yhteistyön tekemisessä täytyy ottaa huomioon kestävä kehitys kolme pilariä: ekologinen, sosiaalinen ja taloudellinen kehitys. Ekologisiin asioihin liittyvä yhteistyö tuntuu olevan järjestyksessä, joten erityistä huomiota tulisi kiinnittää kahteen jälkimmäiseen pilariin. Nämä vaativat yhteistyötä suojelualueiden henkilökunnan, paikallisten asukkaiden ja yrittäjien

sekä paikallisten organisaatioiden välillä. Paikallisia ihmisiä tulisi pitää suojelualueiden asiakkaina. Asiakkaina, joiden mielipiteet ja hyvinvointi ovat tärkeitä. Tämä lisäisi suojelualueiden hyväksyttävyyttä, loisi myönteistä imagoa ja toisi sosiaalisia resursseja alueiden hoitoon.

Suojelualueiden erikoissuunnittelijat myöntävät, että paikallisyhteistyössä on ongelmia ja he kritisoivat resurssien vähyyttä. Heillä oli muutamia konkreettisia ehdotuksia, joilla yhteistyötä voitaisiin parantaa. Tässä esimerkkejä:

- Puistojen hallinnossa tulisi kiinnittää enemmän huomiota ruohonjuuritason yhteistyöhön. Käyttöön voitaisiin ottaa yhteyshenkilöjärjestelmä.
- Yhteistyöhön yrittäjien kanssa tulisi panostaa enemmän, sillä he tarjoavat palveluita, joita suojelualueet eivät itse voi tarjota.
- Tietoa hoidon ja käytön suunnittelusta tulisi levittää tehokkaammin sidosryhmille. Osallistavan suunnittelun menetelmät ovat tärkeitä. Myös muuta tärkeää suojelualueisiin liittyvää materiaalia ja tietoa pitäisi levittää tehokkaammin.
- Paikallisten sidosryhmien mielipiteiden ja asenteiden seurantaan voitaisiin kehittää systemaattisia menetelmiä.
- Yhteistyötä koulujen kanssa tulee kehittää. Lapset ovat tehokas kanava, jonka kautta voidaan vaikuttaa paikallisiin ihmisiin.
- Keskustelurinkejä suojelualueiden hallinnon, kuntien, yrittäjien ja muiden sidosryhmien välillä pitäisi kehittää, sillä nämä voivat tarjota kanavan alueen pitkäjänteiseen kehittämiseen.

7.3 Samarbetet mellan kustnära skyddsområden och dess intressegrupper – från erfarenheter till rekommendationer

Samtidigt som den bofasta befolkningen på landsbygden vid Östersjöns stränder minskar, visar turister, sommargäster och investerare ett allt större intresse för kustregionerna. För att naturen och kulturen vid kusterna inte ska gå under i omvandlingen behöver de vårdas. Ett sätt är att satsa på verksamhet i nationalparker och biosfärområden. Utöver att det skyddar naturen, dess mångfald och det lokala kulturarvet, främjar det även hållbar turism. Nationalparkerna och biosfärområdena kan dock inte ensamma bära upp hållbara näringar och lokalbefolkningens försörjning. Det kräver omfattande och intensivt samarbete mellan olika intressentgrupper.

Mål och metoder för utredningen

Målet för den här utredningen är att ge orientering i samarbetet mellan olika skyddade områden vid Östersjökusten och deras intressentgrupper. Utredningen försöker besvara flera frågor: Vilken typ av samarbete har de för närvarande? Vilka hinder för samarbete finns det? Varför ser samarbetet ut som det gör just nu och hur kan det förbättras? Stoffet för undersökningen samlades in under april–juni 2006 i fyra områden: Skärgårdshavets nationalpark (Finland), biosfärområdet i västra Estlands skärgård, biosfärområdet i norra Vidzeme (Lettland) och nationalparken på Kuriska näset (Litauen). Materialet samlades in genom speciellt utformade enkäter riktade till följande målgrupper:

- myndigheter, institutioner och organisationer, t.ex. nationella, regionala och lokala myndigheter, forskningsinstitut och universitet samt enskilda organisationer (NGO).
- lokalbefolkning och företagare
- personalen för de skyddade områdena.

Andelen som svarade på enkäten var 46 procent (732 svar), vilket man bör hålla i minnet vid tolkning av resultatet.

Resultat

Utredningen visar att samarbetet mellan de skyddade områdena vid kusten i första hand berör saker som betraktas som obligatoriska – oftast handlar det om vård av området och uppföljning. Vanligast är att samarbetet bedrivs mellan områdets personal, myndigheter och (i viss mån) forskningsinstitut och universitet. Det mera frivilliga samarbetet, exempelvis mellan områdets personal och lokalbefolkningen, är mycket begränsat. Det framkom att bristen på tid och finansiering är de viktigaste orsakerna till det begränsade samarbetet. För Kuriska näsets nationalparks del framhölls även betydelsen av politiska svårigheter. Allmänt taget ser befolkningen inget behov av samarbete. Dessutom tycks det finnas stora brister i informationsutbytet mellan personalen vid områdena och lokalbefolkningen.

Med undantag av de litauiska respondenterna ansåg de som svarade på enkäten i allmänhet att samarbetet under de tio senaste åren har blivit mer omfattande och effektivare. Merparten av myndigheterna, de enskilda organisationerna, forskningsinstituten och företagarna betraktar samarbetet med det skyddade området som något viktigt och anser att det ger mervärde. Under det senaste årtiondet har speciellt intressentgrupperna för Skärgårdshavets nationalpark börjat värdera samarbetet kring området allt högre.

Det finns stora skillnader i svaren från olika länder. De gav vid handen att intressentgrupperna för Skärgårdshavets nationalpark, trots konflikterna i initialfasen, har lärt sig att acceptera de begränsningar parken medför och numera har en rätt positiv inställning till parken. Situationen är i det närmaste den motsatta för Kuriska näsets nationalpark. Det har uppstått konflikter om den närmare övervakningen av begränsningarna och uppgörandet av en ny plan för vård och användning av området. Detta gör att samarbetsviljan är skral.

Biosfärområdena i Estland och Lettland möter lite andra problem i samarbetet. Båda områdena är mycket vidsträckta, vilket gör det svårt att etablera ett effektivt och omfattande samarbete. Biosfärområdet i norra Vidzeme omfattar till exempel 43 kommuner med cirka 80 000 invånare. För biosfärområdet i västra Estlands skärgård är ett långsiktigt samarbete nästan omöjligt, eftersom området inte har haft ett sty-

rande organ sedan 2002 och för närvarande sköts av en deltidsanställd projektarbetare.

Större delen av respondenterna anser att samarbetet kräver omfattande eller mycket omfattande förbättringar. Det största behovet av förbättringar gäller kommunikation och informationsutbyte. Dessutom finns ett allmänt behov av ökad finansiering. Allmänt taget är intressentgrupperna entusiastiskt inställda till framtida samarbete och, vilket är viktigast, den större delen av lokalbefolkningen är positivt inställd till att medverka till ett bättre samarbete.

En möjlighet att bedriva samarbete och påverka verksamheten i områdena är att försöka inverka på innehållet i planen för vård och användning av området och därigenom göra sin röst hörd. Det är dock inte mer än hälften av de lokala invånarna som har kännedom om planen och i allmänhet tror folk inte att de har möjligheter att påverka den under beredningen.

Rekommendationer

Rekommendationer om hur samarbetet kan förbättras utarbetades ur två perspektiv – forskarnas och områdenas specialplanerares perspektiv. I forskarnas perspektiv framhålls att samarbetet måste ta hänsyn till de tre pelarna för hållbar utveckling: ekologisk, social och ekonomisk utveckling. Samarbetet kring ekologiska frågor tycks vara i ordning, vilket innebär att särskild uppmärksamhet bör ägnas de två senare pelarna. Dessa kräver samarbete mellan områdets personal, lokala invånare och företagare samt lokala organisationer. Människorna i den närmaste om-

givningen bör betraktas som kunder. Deras åsikter och välfärd är mycket viktiga. En sådan hållning ökar acceptansen för de skyddade områdena, skapar en positiv image och ger sociala resurser för vården av området.

Specialplanerarna för områdena medger att det finns problem i samarbetet på lokal nivå och kritiserar de snålt tilltagna resurserna. De framförde några konkreta förslag på hur samarbetet kunde förbättras. Här följer några exempel:

- Parkförvaltningen borde ägna mer uppmärksamhet åt samarbetet med gräsrötterna. Man kunde införa ett system med kontaktpersoner.
- Man borde satsa mer på samarbetet med företagare, eftersom de erbjuder tjänster som områdena inte själva kan erbjuda.
- Man borde effektivisera informationen om planeringen av vården och användningen, så att den når intressentgrupperna. Metoder för delaktighet i planeringen är mycket viktiga. Man borde även sprida annan viktig information och material om de skyddade områdena på ett effektivare sätt.
- Man kunde utveckla systematiska metoder för uppföljning av åsikter och attityder bland lokala intressentgrupper.
- Man borde utveckla samarbetet med skolorna. Barnen är en effektiv informationskanal för att påverka de lokala invånarna.
- Man borde utveckla diskussionsgrupper mellan intressentgrupper inom förvaltningen, i kommunerna och bland företagarna, då detta kan vara en väg till långsiktig utveckling av området.

7.4 Ranniku kaitsealade ja kohaliku kogukonna vaheline koostöö – kogemused ja soovitused

Püsielanikkond Läänemere ääres väheneb, samal ajal suureneb turistide, hooajakülaliste ning investorite huvi rannaalade vastu. Et ära hoida muutustest tingitud rannikute hävimist ja kohaliku kultuuri hääbumist, tuleb leida uusi teid nende väärtuste säilitamiseks. Üheks võimaluseks oleks panustada ressursse rahvusparkidesse ja biosfääri kaitsealadesse. Lisaks loodusliku mitmekesisuse ja kohaliku kultuuri alal hoidmisele saab siis edendada ka loodussäästlikku turismi. Siiski vaid koostöös erinevate huvirühmadega saavad rahvuspargid ja biosfääri kaitsealad kaasa aidata traditsiooniliste sissetulekute ja püsielanikkonna säilimisele ohustatud ranna-aladel.

Uurimuse eesmärk ja meetod

Uurimuse eesmärgiks oli vaadelda ranniku kaitsealade ja sealsete huvirühmade vahelist koostööd. Mitmed küsimused vajasisid vastamist: Milline koostöövorm valitseb täna? Mis laadi takistusi tuleb ette koostöös? Miks koostöö on just selline ja kuidas saaks olukorda parandada?

Andmeid koguti ajavahemikus aprill kuni juuni 2006 neljast erinevast piirkonnast: Saaristomere Rahvuspark (Soome), Lääne-Eesti Saarestiku Biosfääri Kaitseala (Eesti), Põhja Vidzeme Biosfääri Kaitseala (Läti) ja Kuramaa Rahvuspark (Leedu). Andmed saadi vastavalt koostatud küsimustike põhjal, mis saadeti erinevatele sihtrühmadele:

- võimuesindajad, instituudid ja organisatsioonid (sh riiklikud, regionaalsed ja kohalikud omavalitsused, uurimisinstituudid ja ülikoolid, MTÜ-d)
- kohalikud elanikud ja ettevõtjad
- looduskaitse töötajad.

Vastanute protsent oli 46% (732 vastajat), tulemusi lahti mõtestades tuleb seda numbrit silmas pidades.

Tulemused ja järeldused

Uurimus näitas, et koostöö ranniku kaitsealade ja huvirühmade vahel on peamiselt kohustuslikku laadi – tavaliselt kujutab see endast nende alade majandamist ja seiret. Seega koostöö puudutab kaitsealade töötajaid, avalikku võimu ja mõneti haridus- ning uurimisinsituute. Vabatahtlikku koostööd nagu koostöö kaitsealade töötajate ja kohalikkonna (elanikud, ettevõtjad ja MTÜ-d) vahel esineb harva. Koostöö puudumise peamiseks põhjuseks peetakse raha- ja ajaressursi vähesust. Kuramaal toodi esile ka poliitilised probleemid. Peamiselt puuduliku informatsiooni tõttu kaitseala ja kohalikkonna vahel ei nähta üldiselt vajadust koostöö järele.

Kõik huvirühmad, välja arvatud leedu vastajad, tunnevad et koostöö rannikute kaitsealadega on viimasel aastakümnel muutunud palju ulatuslikumaks ja tõhusamaks. Avaliku sektori suurem osa – MTÜ-d, haridus- ja uurimisinsituudid ning kohalikud ettevõtjad – tunnevad, et praegune koostöö “on erinev” ja loob lisaväärtust. Soomlased on just viimase aastakümne jooksul avastanud, et nende koostöö Saaristomere Rahvuspargiga on üha rohkem väärtustunud.

Vaadeldud nelja maa vastused erinevad üksteisest märkimisväärselt. Vaatamata konfliktidele, mis tekkisid Saaristomere Rahvuspargi algusaegadel, on kogukond täna õppinud aktsepteerima rahvuspargi seatud piiranguid, suhtumine on piirangutesse täna positiivne. Üsna vastupidine on tänane situatsioon Kuramaal. Tekkinud konflikt on tingitud rangemast kontrollist piirangutele ning uute planeeringute ettevalmistamisest. Seetõttu koostöö praktiliselt puudub.

Eesti ja Läti biosfääri kaitsealadel on erinevad probleemid kohaliku koostöö alal. Tõhusat ja ulatuslikku koostööd takistab siin alade suurus. Näiteks Põhja Vidzeme biosfääri kaitsealal on 43 omavalitsust ja umbes 80 000 elanikku. Pikaajaline koostöö on võimatu Lääne-Eesti saarestiku biosfääri kaitsealal kuna aastast 2002 puudub seal administratiivne üksus ja praegu töötab seal vaid üks projektipõhise poole koormusega töötaja.

Suurem osa vastanutest väidab, et koostöö parandamise vajadus on pigem ulatuslik või väga ulatuslik. Peamiselt oleks vaja parandada suhtlust ja teavitustööd. Lisaks on üldine vajadus parandada finantseerimissüsteemi. Üldiselt on hu-

virühmad valmis kaasa aitama tuleviku koostöö täiustamisele. Veelgi enam, suurem osa kohalikust elanikkonnast suhtub positiivselt tegevustesse, mis aitaksid parandada koostöö praktikat.

Üks võimalus teha koostööd ja kujundada tegevusi rannikul on püüda mõjutada planeeringute sisu ja olla “kuuldud”. Siiski vaid pooled kohalikest on teadlikud planeeringutest, kaasa arvatud need, kes ei usu, et nad üldse saavad osaleda planeeringute ettevalmistusprotsessides.

Soovitused

Soovitused, kuidas parandada koostööd on koostatud kahest vaatenurgast – teadurite poolt ja kaitsealade spetsialistide poolt. Teadurid väidavad, et koostöö koosneb kolmest säästva arengu sambast: keskkonnavaline, sotsiaalne ja majanduslik areng. Kuna ökoloogia-alane koostöö toimib, siis tuleks spetsiaalselt keskenduda kahele viimasele sambale. See nõuab koostööd kaitseala töötajate ja kohalike elanike, ettevõtjate ja organisatsioonide vahel. Kohalikkonda tuleks võtta kui tarbijaid, kelle arvamus ning heaolu on tähtis. Selline suhtumine suurendaks rahulolu, looks positiivse kujundi ja tooks kaasa sotsiaalseid ressursse juhtimistöösse.

Kaitseala töötajad tunnistasid, et koostöös kohalikul pinnal eksisteerivad takistused ja kriitiseerisid ressursi vähesust. Neil olid mõned konkreetsed ettepanekud, kuidas olukorda parandada, nt:

- Rahvuspargi administratsiooni meelest võiks olla rohkem koostööd just rohujuure tasandil. Võiks kasutada kontaktisikuid.
- Rohkem peaks panustama koostöösse ettevõtjatega, kuna nemad saavad pakkuda teenuseid, mida kaitsealadel pole võimalik teha.
- Informatsiooni planeeringute kohta peaks avaldama palju tõhusamalt kõikidele huvirühmadele. Planeeringute osalusmeetod on oluline. Ka muu asjasse puutuv informatsioon ja materjalid peaksid olema paremini levitatud.
- Kohaliku tasandi huvirühmade suhtumise jälgimiseks võiks olla välja töötatud korrapärane süsteem.
- Arendada tuleks koostööd koolidega. Lapsed on väga heaks kanaliks jõudmaks kohalike inimesteni.
- Pika-ajalise koostöö arendamiseks tuleb luua ümarlauad, kuhu kutsuda kaitsealade administratsioonide, omavalitsuste, ettevõtjate ja teiste huvirühmade esindajad.

7.5 Sadarbība starp piekrastes aizsargājamām teritorijām un vietējo sabiedrību – no pieredzes apmaiņas uz rekomendācijām

Baltijas jūras piekrastes lauku iedzīvotāju skaits pastāvīgi samazinās, taču tūristu, sezonālo iedzīvotāju un investoru interese par šīm teritorijām pieaug. Lai izvairītos no piekrastes dabas iznīcināšanas vai vietējās kultūras savdabības izzušanas, tās nepieciešams aizsargāt. Viens no risinājumiem ir investēt līdzekļus nacionālajos parkos un biosfēras rezervātos. Papildus dabas, bioloģiskās daudzveidības un vietējās kultūras pasargāšanai, tas var sekmēt ilgtspējīgu tūrismu. Lai arī nacionālie parki un biosfēras rezervāti var palīdzēt uzturēt vietējo apdzīvotību un vietējo dzīves veidu, tas sasniedzams, tikai cieši sadarbojoties un strādājot kopā dažādiem partneriem.

Pētījuma mērķis un metode

Šī pētījuma mērķis bija noskaidrot sadarbības iespējas starp piekrastes aizsargājamām dabas teritorijām un vietējiem sadarbības partneriem. Bija nepieciešamas atbildes uz vairākiem jautājumiem:

- kāda sadarbības forma pastāv šobrīd?
- kādi šķēršļi traucē sadarbību?
- kāpēc sadarbība ir tāda, kāda tā ir, un kā to uzlabot?

No 2006. gada aprīļa līdz jūnijam pētījuma datus ieguva četrās dažādās vietās: Arhipelāga Nacionālajā parkā (Somija), Rietumigaunijas arhipelāga biosfēras rezervātā (Igaunija), Ziemeļvidzemes biosfēras rezervātā (Latvija) un Kuršu kāpu nacionālajā parkā (Lietuva). Datu vākšanai izmantoja aptauju, kas bija sagatavota atbilstoši dažādām mērķgrupām:

- pašvaldības, iestādes un organizācijas (valsts, reģionālās un vietējās);
- vietējie iedzīvotāji un uzņēmēji;
- aizsargājamo dabas teritoriju administrāciju darbinieki.

Atsaucības līmenis bija 46% (732 atbildes). Šis skaitlis jāņem vērā interpretējot/analizējot rezultātus.

Rezultāti un iegūtās ziņas

Pētījumā atklājās, ka sadarbība starp piekrastes aizsargājamo dabas teritoriju administrācijām un sadarbības partneriem balstās uz aizsargājamo teritoriju administrāciju tiešo darba uzdevumu pildīšanu – parasti ar teritoriju apsaimniekošanu un teritorijas stāvokļa apzināšanu. Rezultātā sadarbībā iesaistīti aizsargājamo dabas teritoriju administrāciju darbinieki, valsts iestādes un nedaudzos gadījumos mācību iestādes un pētnieciskie institūti. Brīvprātīgā sadarbība – sadarbība starp aizsargājamo dabas teritoriju administrāciju darbiniekiem un vietējiem cilvēkiem (iedzīvotāji, uzņēmēji un nevalstiskās organizācijas) – ir ierobežota. Galvenie minētie iemesli šādam sadarbības raksturam ir finanšu un laika trūkums. Lietuvas aptaujātie/respondenti izcēlušī arī politiskas problēmas. Kopumā vietējie iedzīvotāji nesaskata nepieciešamību pēc sadarbības. Te veidojas lielākais informācijas pārrāvums starp aizsargājamo dabas teritoriju administrācijām un vietējiem cilvēkiem.

Izņemot Lietuvas respondentus, sadarbības partneri jūt, ka sadarbība ar piekrastes aizsargājamo dabas teritoriju administrācijām pēdējo 10 gadu laikā ir kļuvusi intensīvāka un efektīvāka. Arī vairums institūciju – nevalstiskās organizācijas, mācību iestādes, pētnieciskie institūti un vietējie uzņēmēji – šobrīd sadarbību sāk izjust kā īpašu, kas dod pievienoto vērtību. Pēdējās desmitgades laikā it īpaši somu sadarbības partneri sāk saprast, ka viņu sadarbība ar Arhipelāga nacionālo parku ir kļuvusi daudz nozīmīgāka.

Starp valstu respondentiem ir būtiskas atšķirības. Tika atzīmēts, ka neskatoties uz radušos konfliktu, izveidojot Arhipelāga nacionālo parku, tā sadarbības partneri tagad mēcās pieņemt parka ierobežojumus un ir diezgan pozitīvi noskaņoti pret tiem. Situācija Kuršu nacionālajā parkā ir pretēja. Sakarā ar stingrāku parka noteikumu kontroli un jauna apsaimniekošanas plāna sagatavošanu sadarbība ir ļoti niecīga.

Biosfēras rezervāti Igaunijā un Latvijā saskaras ar dažādām vietējās sadarbības problēmām. Abas teritorijas ir lielas. Tas rada problēmas plašākai sadarbībai. Piemēram, Ziemeļvidzemes biosfēras rezervātā (Latvija) ir 43 vietējās pašvaldības ar vairāk nekā 80 000 iedzīvotāju. Rietumigaunijas arhipelāga biosfēras rezervātā (Igaunija) ilgtermiņa

sadarbība praktiski nav iespējama administrācijas trūkuma dēļ. Kopš 2002. gada šeit strādā viens cilvēks uz pusslodzi. Viņa atalgojums ir atkarīgs no paša sagatavoto un apstiprināto projektu finansējuma.

Vairums respondentu uzsver, ka ir liela līdz ļoti liela nepieciešamība uzlabot sadarbību. Galvenie uzlabojumi nepieciešami saziņas un informācijas izplatīšanas jomā. Papildus jāveic arī finansiāli uzlabojumi. Kopumā sadarbība partneru vidū ir vēlme turpināt sadarbību un, kas ir vēl būtiskāk, lielākai daļai vietējo cilvēku ir pozitīva attieksme pret turpmākajiem sadarbības uzlabojumiem.

Viens veids sadarbībai un turpmāko rīcību ietekmēšanai piekrastē ir mēģināt ietekmēt apsaimniekošanas plānu saturu un „tapt sadzirdētiem”. Taču tikai puse vietējo iedzīvotāju ir informēti par apsaimniekošanas plānu nozīmi. Pārējiem ir sajūta, ka tie nevar piedalīties apsaimniekošanas plānu sagatavošanā.

Ieteikumi

Ieteikumi uzlabojumiem bija sagatavoti, ņemot vērā divus viedokļus: pētnieku un aizsargājamo dabas teritoriju speciālistu. Pētnieki uzskatīja, ka sadarbībai jābalstās un ilgtspējīgās attīstības 3 pamatnosacījumiem: vides, sociālo un ekonomisko progresu. Tā kā izskatās, sadarbība ekoloģisko jautājumu risināšanā šķietami ir labā līmenī, tad īpaša uzmanība būtu jāpievērš diviem pārējiem pamatnosacījumiem. Tie prasa sadarbību starp piekrastes aizsargājamo dabas teritoriju administrācijām, vietējiem iedzīvotājiem, uzņēmē-

jiem un organizācijām. Vietējos iedzīvotājus vajadzētu uzskatīt par aizsargājamo teritoriju klientiem, kuru viedokļi un labklājība ir svarīgi. Tas varētu sekmēt aizsargājamo teritoriju realizētās politikas akceptēšanu/pieņemšanu, veidot to pozitīvu tēlu un vietējos sociālos resursus izmantot pārvaldības darbā.

Aizsargājamo dabas teritoriju speciālisti apstiprina, ka ir saziņas problēmas vietējā līmenī un kritizē resursu trūkumu. Viņiem ir daži konkrēti ieteikumi kā uzlabot situāciju. Piemēram:

- parku administrācijām lielāka uzmanība būtu jāveltī pamatlīmeņa sadarbībai. Būtu jāizmanto kontaktpersonas;
- vairāk vajadzētu investēt sadarbībā ar vietējiem uzņēmējiem, lai viņi varētu piedāvāt pakalpojumus, kurus nespēj sniegt aizsargājamo teritoriju administrācijas;
- vajadzētu efektīvāk izplatīt informāciju par apsaimniekošanas plānošanu visu sadarbības partneru vidū. Svarīga ir līdzdalība plānošanā;
- nepieciešams efektīvāk izplatīt arī citu saistošo informāciju un materiālus;
- varētu tikt attīstīta regulāra vietējā līmeņa sadarbības partneru attieksmes pētīšana;
- vajadzētu attīstīt sadarbību ar vietējām skolām. Bērni ir efektīva iespēja un ceļš, kā uzrunāt pārējos vietējos cilvēkus;
- būtu jāattīsta apaļā galda diskusijas starp aizsargājamo dabas teritoriju administrāciju, pašvaldībām, uzņēmējiem un citiem sadarbības partneriem kā ilgtermiņa sadarbības uzturētāja.

7.6 Saugomų teritorijų administracijų ir vietos bendruomenių bendradarbiavimas Baltijos jūros pakrantėje – nuo patirties iki rekomendacijų

Baltijos jūros regiono pakrančių teritorijose stebimos naujos tendencijos: mažėja vietinių gyventojų skaičius, didėja turistų, lankytojų ir investuotojų susidomėjimas. Minėti pokyčiai kelia pakrančių teritorijų ir gamtos niokojimo bei vietinės kultūros išnykimo pavojų. Šias teritorijas būtina išsaugoti. Vienas galimų problemos sprendimo būdų – investavimas į nacionalinių parkų ir biosferos rezervatų gamtinių bei kultūrinių išteklių išsaugojimą, skatinant darnų turizmo vystymą.

Saugomų teritorijų administracijos gali padėti palaikyti ir skatinti darnų gyvenimo būdą, bei įvairiai paremti vietos gyventojus. Tai pasiekti galima tik įvairioms institucijoms, organizacijoms ir asmenims glaudžiai bendradarbiaujant tarpusavyje.

Tyrimo tikslas ir metodas

Tyrimo tikslas – išanalizuoti esamą bendradarbiavimo lygį tarp saugomų teritorijų administracijų ir kitų suinteresuotų grupių Baltijos jūros pakrantėse. Tyrimo metu iškelti šie klausimai: Kokia yra bendradarbiavimo forma? Kokios iškyla bendradarbiavimo kliūtys? Kokia yra dabartinė bendradarbiavimo situacija ir koku būdu ją galima pagerinti? Duomenys buvo renkami 2006 metų balandžio – birželio mėnesiais šiose saugomose teritorijose: Archipelago nacionaliniame parke (Suomija), Vakarų Estijos Archipelago biosferos rezervate, Šiaurės Vidzeme biosferos rezervate (Latvija) ir Kuršių nerijos nacionaliniame parke (Lietuva).

Tyrimo klausimynas buvo išsiųstas šioms tikslinėms grupėms:

- Valstybės institucijos ir organizacijos (regioninio ir vietinio lygmens valdžios institucijos, tyrimų institutai ir universitetai, nevyriausybinių organizacijų)
- Vietos gyventojai ir verslininkai
- Saugomų teritorijų darbuotojai.

Atsakymų rodiklis – 46 proc. (732 atsakymai). Į tai atsižvelgta analizuojant gautus duomenys.

Rezultatai ir išvados

Studijos metu paaiškėjo, kad bendradarbiavimas tarp saugomų pakrantės teritorijų administracijų ir kt. šių suinteresuotų grupių labiausiai yra sutelktas ties privaloma veikla, kuri paprastai susijusi su teritorijų valdymu, tvarkymu ir stebėseną. Todėl bendradarbiavimas įtraukia saugomų teritorijų darbuotojus, vietos valdžią ir, kai kuriuo lygmeniu, mokymo ir tyrimo institutus. Savanoriškas bendradarbiavimas, bendradarbiavimas tarp saugomų teritorijų darbuotojų ir vietos gyventojų (gyventojai, verslininkai, vietos nevyriausybinių organizacijų) yra ribotas. Pagrindinė to priežastis – finansinių išteklių ir laiko stoka. Kuršių nerijos nacionaliniame parke susiduriama ir su politinėmis problemomis. Bendrai vertinant – vietos gyventojai nemato bendradarbiavimo būtinybės, egzistuoja informacijos sklaidos trūkumas.

Išskyrus Lietuvos respondentus, kitose teritorijose suinteresuotos grupės jaučia, kad bendradarbiavimas su saugomų teritorijų administracijomis per pastarąjį dešimtmetį tapo platesnis ir efektyvesnis. Dauguma NVO, mokymo ir tyrimo institutų, vietos verslininkų mano, kad dabartinis bendradarbiavimas pasižymi “išskirtinumu” ir nauda. Pvz. Suomijos respondentai pažymi, kad per pastarąjį dešimtmetį bendradarbiavimas su Archipelago nacionalinio parko administracija tampa vis vertingesnis.

Šalių atsakymuose stebimi žymūs skirtumai. Pastebėta, kad nepaisant konfliktų Archipelago nacionalinio parko steigimo pradžioje, dabar teritorijos naudotojai susitaikė su įvairiais apribojimais ir šiuo metu gana palankiai į juos žiūri. Situacija Kuršių nerijos nacionaliniame parke visiškai priešinga. Čia kyla konfliktai dėl griežtų taisyklių laikymosi kontrolės bei naujų teritorijų planavimo dokumentų ruošimo. Dėl šios priežasties bendradarbiaujama itin silpnai.

Biosferos rezervatai Estijoje ir Latvijoje vietiniame bendradarbiavimo lygmenyje susiduria su kitomis problemomis. Abi teritorijos yra labai didelės ir tai sukelia apsunkina efektyvų bendradarbiavimą. Pavyzdžiui, Šiaurės Vidzeme biosferos rezervate yra 43 savivaldybės ir 80000 gyventojų. Vakarų Estijos Archipelago biosferos rezervate ilgalaikis bendradarbiavimas yra prak-

tiškai neįmanomas dėl administracinės struktūros nebūvimo nuo 2002 metų.

Dauguma respondentų pažymi bendradarbiavimo gerinimo svarbą. Pagrindiniai patobulinimai reikalingi bendravime ir informacijos sklaidoje. Taip pat reikalinga bendra finansinė parama. Analizuojant tyrimo duomenis, galima pažymėti bendrą visų institucijų norą bendradarbiauti ateityje. O svarbiausia – išskiriamas bendras teigiamas daugumos vietos gyventojų požiūris į bendradarbiavimo praktikos tobulinimą.

Vienas iš būdų bendradarbiauti ir įtakoti ateities veiklas saugomose teritorijose – dalyvauti teritorijų planavimo dokumentų rengime ir „būti išgirstiems“. Tyrimas rodo, kad tik pusė vietinių gyventojų yra susipažinę su teritorijų planavimo dokumentais, tuo tarpu kai kita pusė mano, kad jiems nesuteikta galimybė dalyvauti šių dokumentų rengimo procese.

Rekomendacijos

Rekomendacijos bendradarbiavimui tobulinti pateikiamos dviem aspektais – tyrinėtojų požiūriu ir saugomų teritorijų specialistų požiūriu. Tyrinėtojai teigia, kad bendradarbiavime turi būti laikomasi trijų pagrindinių darnios plėtros principų: ekologinis, socialinis ir ekonominis progresai. Siūloma pagrindinį dėmesį skirti dviem paskutiniams, patiems problematiškiausiems principams, kurie reikalauja bendradarbiavimo tarp saugomų teritorijų darbuotojų, vietos gyventojų,

verslininkų ir organizacijų. Vietos gyventojai turi būti traktuojami kaip saugomos teritorijos naudotojai, kurių nuomonė ir gerovė yra svarbi. Tai skatintų bendradarbiavimą, sukurtų teigiamą saugomos teritorijos įvaizdį.

Saugomų teritorijų specialistai pažymi, kad yra daug bendradarbiavimo problemų vietiniu lygiu ir akcentuoja žmogiškųjų ir finansinių išteklių stoką. Jie turi konkrečius pasiūlymus kaip pagerinti situaciją:

- Saugomų teritorijų administracijose didesnis dėmesys turi būti skiriamas bendradarbiavimui. Siūloma naudoti kontaktinius asmenis.
- Turi būti daugiau investuojama į bendradarbiavimą su verslininkais. Pastarieji teikia paslaugas, kurių saugomų teritorijų administracijos nesiūlo.
- Informacija apie teritorijų planavimą turi būti plačiau skleidžiama visoms suinteresuotoms grupėms. Būtinai dalyvavimas teritorijų planavimo procese.
- Pastoviai vykdomas vietinio lygmens suinteresuotų grupių požiūrio stebėjimas.
- Nuolatinis bendradarbiavimas su mokyklomis. Vaikų ugdymas skatina bendradarbiavimą su vietos gyventojais.
- „Apskrito stalo“ diskusijų sistema tarp saugomų teritorijų administracijos, savivaldybių, verslininkų ir kitų suinteresuotų grupių turi būti vystoma kaip ilgalaikio bendradarbiavimo būdas.

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More detailed tables of study results

Table 1. Background information on the respondents (%). AIO = Authorities, institutes and organisations, I & E = Inhabitants and entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Finland			Estonia			Latvia			Lithuania		
	AIO	I & E	S	AIO	I & E	S	AIO	I & E	S	AIO	I & E	S	AIO	I & E	S
Gender															
Woman	51	64	46	31	39	50	60	58	46	50	72	50	63	77	33
Man	49	36	54	69	61	50	40	42	54	50	28	50	37	23	67
N	173	523	33	49	95	6	70	120	11	24	149	10	30	159	6
Age															
18–30	6	10	9	2	6	–	7	3	9	4	13	20	10	14	–
31–50	53	45	63	46	30	60	47	40	64	60	56	70	73	48	50
51–65	37	33	28	50	43	40	42	40	27	28	24	10	17	29	50
66–	4	12	–	2	21	–	4	17	–	8	7	–	–	9	–
N	171	513	32	46	91	5	70	120	11	25	149	10	30	153	6
Education															
Compulsory school	3	17	–	4	27	–	6	11	–	–	2	–	–	30	–
Upper secondary school	10	24	9	13	34	17	9	25	9	8	13	10	7	28	–
Vocational school	17	25	16	18	23	33	13	27	9	28	38	20	13	12	–
University degree	70	34	75	65	16	50	72	37	82	64	47	70	80	30	100
N	167	514	32	45	93	6	67	113	11	25	149	10	30	159	5

Table 2. Types of cooperation between authorities, institutes and organisations (AIO) and coastal protected areas (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Organized cooperation	50	20	34	72	23	33	19	16	28	73	23	**	50	20	40
Short term cooperation	38	20	58	56	14	89	29	19	39	55	15	**	10	40	70
Cooperation that is based on information	28	32	47	22	36	44	14	23	44	64	8	**	30	80	60
No cooperation	30	55	29	11	50	11	62	68	50	0	69	**	30	10	10
N	60	76	38	18	22	9	21	31	18	11	13	1	10	10	10

Table 3. Reasons why authorities, institutes and organisations (AIO) do not cooperate with their coastal protected area (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
No need for cooperation	5	18	8	11	18	0	5	13	17	0	46	**	10	0	0
Bureaucratic reasons	2	4	0	0	14	0	0	0	0	0	0	**	10	0	0
Communication/lack of information	8	24	11	0	32	0	24	19	22	0	31	**	0	10	0
Economical reasons	2	1	0	11	5	0	0	0	0	0	0	**	0	0	0
Political reasons	0	1	0	0	5	0	0	0	0	0	0	**	0	0	0
Other reasons	15	28	11	0	23	1	33	42	17	0	23	**	10	0	0
N	60	76	38	18	22	9	21	31	18	11	13	1	10	10	10

Table 4. Percentage of different target groups who have faced barriers to cooperation between local coastal protected area and its stakeholders (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs, S = Personnel of coastal protected areas.

	All countries			Estonia			Latvia			Lithuania			Finland		
	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S	AIO	E	S
Barriers to cooperation	28	22	69	26	26	27	33	15	80	25	0	60	33	100	100
N	98	45	32	23	35	11	6	27	10	16	4	10	24	3	6

Table 5. Percentage of authorities, institutes and organisations (AIO) who have faced barriers to cooperation between local coastal protected area and its stakeholders (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Barriers to cooperation	26	30	27	13	46	25	33	22	25	27	25	**	50	22	33
N	39	33	26	16	11	8	6	9	8	11	4	1	6	9	9

Table 6. Extent of the cooperation from the authorities, institutes and organisations (AIO) point of view and its development (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Ten years ago															
Very narrow	17	23	27	7	25	63	33	43	12	43	0	**	0	11	11
Narrow	38	35	35	53	42	0	33	14	38	14	67	**	33	33	67
Extensive	24	10	15	27	8	0	33	14	50	14	0	**	17	11	0
Very extensive	0	0	11	0	0	12	0	0	0	0	0	**	0	0	22
Don't know	21	32	11	13	25	25	0	29	0	29	33	**	50	44	0
N	34	31	26	15	12	8	6	7	8	7	3	1	6	9	9
Five years ago															
Very narrow	3	10	8	0	8	12	0	29	14	0	0	**	17	0	0
Narrow	37	57	48	40	67	25	33	57	43	25	67	**	50	37	67
Extensive	43	13	28	53	8	25	67	0	29	37	0	**	0	37	33
Very extensive	0	0	4	0	0	12	0	0	0	0	0	**	0	0	0
Don't know	17	20	12	7	17	25	0	14	14	37	33	**	33	25	0
N	35	30	25	15	12	8	15	7	7	8	3	1	6	8	9
Today															
Very narrow	19	12	7	0	25	0	50	12	12	11	0	**	50	0	11
Narrow	32	69	58	31	67	88	33	75	63	44	100	**	16	56	33
Extensive	35	16	29	56	8	0	17	12	12	22	0	**	16	33	56
Very extensive	11	3	3	13	0	12	0	0	0	22	0	**	0	11	0
Don't know	3	0	3	0	0	0	0	0	12	0	0	**	16	0	0
N	37	32	26	16	12	8	6	8	8	9	3	1	6	9	9

Table 7. Efficiency, activity and the development of cooperation from authorities, institutes and organisations (AIO) point of view (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Ten years ago															
Very inefficient	14	10	8	0	9	0	50	14	0	22	0	**	0	12	22
Inefficient	29	45	38	43	46	33	17	43	38	22	67	**	17	37	44
Efficient	26	21	29	28	27	17	33	14	38	11	0	**	33	25	33
Very efficient	0	0	4	0	0	0	0	0	12	0	0	**	0	0	0
Don't know	31	24	21	28	18	50	0	29	12	44	33	**	50	25	0
N	35	29	24	14	11	6	6	7	8	9	3	1	6	8	9
Five years ago															
Very inefficient	0	7	0	0	9	0	0	14	0	0	0	**	0	0	0
Inefficient	25	45	40	21	46	14	33	57	50	20	33	**	33	37	56
Efficient	47	24	36	57	27	43	67	0	25	40	33	**	17	37	33
Very efficient	0	0	4	0	0	0	0	0	0	0	0	**	0	0	11
Don't know	28	24	20	21	18	43	0	29	25	40	33	**	50	25	0
N	36	29	25	14	11	7	6	7	8	10	3	1	6	8	9
Today															
Very inefficient	11	6	8	0	18	0	33	0	12	0	0	**	33	0	13
Inefficient	19	45	24	20	36	0	33	63	50	20	33	**	0	44	25
Efficient	38	39	56	47	36	88	33	25	12	40	67	**	17	44	62
Very efficient	16	3	0	20	0	0	0	0	0	20	0	**	17	11	0
Don't know	16	6	12	13	9	12	0	12	25	20	0	**	33	0	0
N	37	31	25	15	11	8	6	8	8	10	3	1	6	9	8

Table 8. Stakeholders' opinions on additional value gained from their cooperation with their coastal protected area (%). AIO = Authorities, institutes and organisations, E = Entrepreneurs.

	All countries		Finland		Estonia		Latvia		Lithuania	
	AIO	E	AIO	E	AIO	E	AIO	E	AIO	E
Ten years ago										
No additional value	15	31	13	33	15	30	0	50	14	0
Very little additional value	23	18	32	22	20	17	16	0	18	33
Some additional value	26	28	19	44	25	26	16	25	41	0
Additional value	12	8	7	0	35	13	0	0	4	0
Don't know	23	15	29	0	5	13	41	25	23	67
N	85	39	31	9	20	23	12	4	22	3
Five years ago										
No additional value	7	17	3	22	5	8	28	50	0	33
Very little additional value	20	29	31	11	10	40	7	0	23	33
Some additional value	37	34	38	56	37	32	28	25	41	0
Additional value	14	12	6	11	37	16	0	0	13	0
Don't know	22	7	22	0	10	4	36	25	23	33
N	87	41	32	9	19	25	14	4	22	3
Today										
No additional value	11	18	3	0	9	20	28	50	14	33
Very little additional value	20	21	25	18	19	24	7	0	18	33
Some additional value	37	28	46	18	24	28	36	50	36	33
Additional value	26	28	25	64	38	20	21	0	18	0
Don't know	6	4	0	0	9	8	7	0	14	0
N	92	43	35	11	21	25	14	4	22	3

Table 9. Authorities', institutes' and organisations' (AIO) opinions on additional value gained from their cooperation with their coastal protected area (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Ten years ago															
No additional value	11	19	16	6	10	33	17	33	0	25	33	**	0	12	22
Very little additional value	35	22	8	47	30	0	50	16	0	25	0	**	0	25	22
Some additional value	21	22	38	20	30	0	0	16	50	12	33	**	60	12	56
Additional value	9	7	21	6	0	17	33	16	50	0	0	**	0	12	0
Don't know	24	30	16	20	30	50	0	16	0	37	33	**	40	37	0
N	34	27	24	15	10	6	6	6	8	8	3	1	5	8	9
Five years ago															
No additional value	8	7	4	7	0	0	0	16	0	20	33	**	0	0	0
Very little additional value	22	19	21	33	30	29	17	0	14	10	0	**	20	25	22
Some additional value	36	41	33	40	50	29	33	50	29	30	33	**	40	25	56
Additional value	11	7	25	7	0	14	50	16	43	0	0	**	0	12	22
Don't know	22	26	17	13	20	43	0	16	14	40	33	**	40	37	0
N	36	27	24	15	10	7	6	6	7	10	3	1	5	8	9
Today															
No additional value	21	0	8	6	0	0	33	0	0	30	0	**	33	0	14
Very little additional value	18	13	29	31	18	25	17	0	37	0	33	**	16	11	29
Some additional value	24	53	38	31	64	50	0	43	25	30	67	**	16	44	43
Additional value	32	27	17	31	18	25	50	43	25	30	0	**	16	33	0
Don't know	5	7	8	0	0	0	0	14	12	10	0	**	16	11	14
N	38	30	24	16	11	8	6	7	8	10	3	1	6	9	7

Table 10. Local inhabitants' and entrepreneurs' opinions on the restrictions in their coastal protected area (%). I = Inhabitants, E = Entrepreneurs.

	All countries		Finland		Estonia		Latvia		Lithuania	
	I	E	I	E	I	E	I	E	I	E
Ten years ago										
Very negative	5	8	15	17	4	6	2	6	4	4
Negative	22	19	29	23	17	17	18	0	24	29
Positive	36	39	26	30	39	46	36	44	39	33
Very positive	7	5	4	0	11	10	5	0	9	4
Don't know	30	29	26	30	29	21	38	50	24	29
N	452	122	76	30	105	52	133	16	138	24
Five years ago										
Very negative	4	6	8	13	3	2	2	6	4	4
Negative	23	23	28	27	19	23	17	0	30	35
Positive	43	43	38	33	44	48	47	50	43	39
Very positive	6	5	4	0	12	12	5	0	4	0
Don't know	23	23	22	27	22	15	29	44	19	22
N	454	121	77	30	106	52	133	16	138	23
Today										
Very negative	10	13	9	12	5	4	4	0	21	46
Negative	22	21	20	15	17	18	11	6	37	42
Positive	40	42	42	46	45	52	52	56	23	8
Very positive	12	9	10	12	16	11	14	6	10	4
Don't know	16	14	19	15	17	15	19	31	9	0
N	468	127	79	33	109	54	136	16	144	24

Table 11. Local inhabitants' and entrepreneurs' general opinions on their coastal protected area (%). I = Inhabitants, E = Entrepreneurs.

	All countries		Finland		Estonia		Latvia		Lithuania	
	I	E	I	E	I	E	I	E	I	E
Ten years ago										
Very negative	4	9	16	21	3	6	1	0	2	4
Negative	12	13	21	24	8	9	5	6	16	12
Positive	48	48	39	36	53	53	44	31	51	63
Very positive	5	5	6	0	8	11	1	6	6	0
Don't know	31	25	18	18	27	21	49	56	24	21
N	467	126	82	33	106	53	135	16	144	24
Five years ago										
Very negative	4	6	10	19	2	2	2	0	3	4
Negative	15	16	27	16	11	15	7	6	17	25
Positive	54	57	39	44	61	65	60	63	54	54
Very positive	6	6	9	6	8	9	2	0	6	0
Don't know	21	15	15	15	18	9	29	31	20	17
N	467	126	80	32	107	54	136	16	144	24
Today										
Very negative	7	8	8	8	2	2	2	0	16	28
Negative	18	17	18	14	12	12	4	6	34	36
Positive	50	51	39	33	59	64	68	81	33	32
Very positive	12	13	20	28	12	11	14	6	7	0
Don't know	13	11	15	17	15	11	12	6	10	4
N	478	132	85	36	110	55	136	16	147	25

Table 12. Details on how much improvement is needed by target group (special focus in AIO group) (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
No need for improvement	2	0	7	0	0	12	14	0	10	0	0	**	0	0	0
Little need for improvement	12	7	7	25	17	12	0	9	0	0	0	**	14	0	12
Some need for improvement	40	37	63	56	42	63	43	45	60	20	36	**	29	22	25
Extensive need for improvement	33	44	22	19	33	12	43	45	20	70	64	**	0	33	25
Very extensive need for improvement	12	12	15	0	8	0	0	0	10	10	0	**	57	44	37
N	40	43	27	16	12	8	14	11	10	10	11	1	7	9	8

Table 13. The main issues that need changing in the future (special focus in AIO group) (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
Bureaucracy															
No need for improvement	15	8	14	6	0	28	50	22	12	12	10	**	0	0	0
Little need	9	11	27	6	0	28	0	22	38	25	20	**	0	0	14
Some need	47	35	41	69	44	28	50	22	50	12	30	**	25	44	43
Extensive need	17	35	9	19	44	14	0	33	0	37	30	**	0	33	14
Very extensive need	12	11	9	0	11	0	0	0	0	12	10	**	75	22	29
N	34	37	22	16	9	7	6	9	8	8	10	1	4	9	7
Communication / lack of information															
No need for improvement	5	7	4	12	0	0	0	18	11	0	8	**	0	0	0
Little need	16	7	12	12	10	12	17	18	11	20	0	**	16	0	12
Some need	31	36	54	50	40	75	33	27	44	20	42	**	0	33	37
Extensive need	31	36	23	25	40	12	33	27	33	50	42	**	16	33	25
Very extensive need	16	14	7	0	10	0	17	9	0	10	8	**	67	33	25
N	38	42	26	16	10	8	6	11	9	10	12	1	6	9	8
Economical															
No need for improvement	12	12	5	14	12	0	16	25	14	12	0	**	0	12	0
Little need	9	15	17	14	12	40	0	12	14	0	22	**	20	12	0
Some need	39	30	55	50	50	60	67	25	57	25	33	**	0	12	50
Extensive need	27	33	17	21	25	0	16	38	14	50	44	**	20	25	33
Very extensive need	12	9	5	0	0	0	0	0	0	12	0	**	60	37	17
N	33	33	18	14	8	5	6	8	7	8	9	1	5	8	6
Political															
No need for improvement	18	23	22	14	25	60	16	50	14	12	10	**	40	12	0
Little need	15	12	17	21	12	20	16	0	14	0	20	**	20	12	17
Some need	36	23	44	50	37	20	33	12	29	37	30	**	0	12	83
Extensive need	15	23	17	14	25	0	16	25	43	25	30	**	0	12	0
Very extensive need	15	18	0	0	0	0	16	12	0	25	10	**	40	50	0
N	33	34	18	14	8	5	6	8	7	8	10	1	5	8	6
Other															
No need for improvement	29	29	33	33	17	50	**	50	20	33	0	**	25	33	50
Little need	0	0	22	0	0	0	**	0	40	0	0	**	0	0	0
Some need	43	24	11	67	33	50	**	17	0	33	50	**	0	0	0
Extensive need	7	35	22	0	33	0	**	33	40	0	50	**	25	33	0
Very extensive need	21	12	11	0	17	0	**	0	0	33	0	**	50	33	50
N	14	17	9	6	6	2	1	6	5	3	2	1	4	3	2

Table 14. Plan to participate in the integration of the coastal protected area with the local society by authorities, institutes and organisations (%). PUB = Public authorities, NGO = Non-governmental organizations, E&R = Educational or research institutes. ** = Percentage division is not shown because of only one respondent.

	All countries			Finland			Estonia			Latvia			Lithuania		
	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R	PUB	NGO	E&R
No plans	46	35	38	44	27	50	57	23	37	29	83	**	44	20	30
Small plans	17	17	22	12	13	16	14	14	19	43	17	**	11	30	30
Some plans	26	44	31	31	60	16	21	59	37	14	0	**	33	40	30
Extensive plans	7	2	9	12	0	16	7	4	6	0	0	**	0	0	10
Very extensive plans	4	2	0	0	0	0	0	0	0	14	0	**	11	10	0
N	46	59	32	16	15	6	14	22	16	7	12	1	9	10	10

Table 15. Interest by the local inhabitants and entrepreneurs to be active in working towards better cooperation between the local coastal protected area and the surrounding society (%). I = Inhabitants, E = Entrepreneurs.

	All countries		Finland		Estonia		Latvia		Lithuania	
	I	E	I	E	I	E	I	E	I	E
No	14	13	19	7	14	14	18	25	8	13
Unlikely	23	18	16	16	24	14	30	25	18	22
Maybe	45	45	39	35	42	47	42	44	55	52
Naturally	18	24	26	42	20	24	10	6	19	13
N	449	125	80	31	110	55	128	16	131	23

Table 16. The target groups' awareness of the following plans (%). AIO = Authorities, institutes and organisations, I = Inhabitants, E = Entrepreneurs, S = Personnel of coastal protected areas. * = No answer, question was not asked.

	All countries				Finland				Estonia				Latvia				Lithuania			
	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S
Regional level land use plan																				
Yes	59	34	42	100	79	62	83	100	40	15	25	100	65	35	25	100	*	*	*	*
No	41	66	58	0	21	38	17	0	60	85	75	0	35	65	75	0	*	*	*	*
N	130	320	99	33	48	76	30	6	62	109	53	9	20	135	16	9	*	*	*	*
Local level land use plan																				
Yes	68	53	65	96	74	71	81	100	62	41	64	90	74	52	33	100	*	*	*	*
No	32	47	35	4	26	29	19	0	38	59	36	10	26	48	67	0	*	*	*	*
N	138	331	103	25	46	82	32	6	69	113	56	10	23	136	15	10	*	*	*	*
Management plan for the protected area																				
Yes	71	48	54	97	78	47	59	100	60	34	51	100	59	40	44	89	90	68	62	100
No	29	52	46	3	22	53	41	0	40	66	49	0	41	60	56	11	10	32	38	0
N	163	467	127	32	46	81	32	6	65	109	53	11	22	135	16	9	30	142	26	6

Table 17. The participation of the target groups in the preparation of the following plans (%). AIO = Authorities, institutes and organisations, I = Inhabitants, E = Entrepreneurs, S = Personnel of coastal protected areas. * = No answer, question was not asked.

	All countries				Finland				Estonia				Latvia				Lithuania			
	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S	AIO	I	E	S
Regional level land use plan																				
Yes	21	5	9	44	26	4	6	0	20	6	12	60	13	4	6	50	*	*	*	*
No	79	95	91	55	74	96	94	100	80	94	88	40	87	96	94	50	*	*	*	*
N	135	324	99	25	47	80	32	5	65	106	51	10	23	138	16	10	*	*	*	*
Local level land use plan																				
Yes	42	18	27	72	28	12	15	60	45	22	37	80	64	17	19	70	*	*	*	*
No	58	82	73	28	72	88	85	40	55	78	63	20	36	83	81	30	*	*	*	*
N	138	329	103	25	47	82	33	5	69	109	54	10	22	138	16	10	*	*	*	*
Management plan for the protected area																				
Yes	15	8	13	76	12	1	0	50	12	13	19	100	29	6	6	70	17	8	19	67
No	85	92	87	24	88	99	100	50	88	87	81	0	71	94	94	30	83	92	81	33
N	164	482	131	33	48	80	32	6	66	112	57	11	21	139	16	10	29	151	26	6

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