

UNIVERZA V LJUBLJANI
BIOTEHNIŠKA FAKULTETA

Mojca NASTRAN

**VKLJUČEVANJE DELEŽNIKOV PRI NASTAJANJU IN
UPRAVLJANJU V ZAVAROVANIH OBMOČJIH NARAVE**

DOKTORSKA DISERTACIJA

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DOKTORSKA DISERTACIJA

**STAKEHOLDER PARTICIPATION IN ESTABLISHMENT AND
MANAGEMENT IN PROTECTED NATURAL AREAS**

DOCTORAL DISSERTATION

Ljubljana, 2015

Doktorska disertacija je zaključek podiplomskega študija Bioznanosti s področja Varstvo naravne dediščine na Biotehniški fakulteti Univerze v Ljubljani.

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Mojca Nastran

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IJ	sl
JI	sl/en
AI	Izhodišče disertacije so zaznane težave ustanavljanja številnih zavarovanih območij (ZO) v zadnjem desetletju v Sloveniji, ki se zaradi nasprotovanj lokalnih deležnikov niso realizirala. Zlasti je očiten razkorak med strokovno retoriko o sodelovanju deležnikov na eni strani in prakso pomanjkljivega vključevanja lokalnih deležnikov v proces ustanavljanja ZO na drugi strani. Namen raziskave je bil s pomočjo identifikacije deležnikov ter analize njihovega odnosa do ZO, na primeru Regijskega parka Kamniško-Savinjske Alpe v ustanavljanju, predlagati izboljšave pri nadalnjem načrtovanju postopkov vključevanja deležnikov v ZO. Preučevanje je temeljilo na kombinaciji kvalitativnih in kvantitativnih metod. Deležnike smo na podlagi njihove izražene moči, interesa in legitimnosti zahtev razvrstili po pomembnosti pri vključevanju v proces nastajanja parka s številčnimi ocenami. Poleg snovalcev parka so se kot ključni deležniki v procesu ustanavljanja ZO pokazali tudi lokalni prebivalci, ki sebe dojemajo kot deležnika, vključenega v vse faze nastajajočega parka. Raziskava je pokazala, da bi se prebivalci žeeli vključevati v nastajanje in upravljanje parka, vendar pa sebe vidijo v pretežno pasivni vlogi. Pol-strukturirani intervjuji s prebivalci parka, lastniki zemljišč in snovalci parka, analizirani v skladu s koncepti utemeljitvene teorije, so pokazali, da na odnos do ZO vpliva več medsebojno povezanih dejavnikov. Zaznavanje koristi v bodočem parku najmočneje vpliva na pozitiven odnos prebivalcev do parka. Ta je odvisen tudi od njihove vključenosti v nastajanje parka, preteklih izkušenj z institucijami, ki so povezane s parkom ter z zaupanjem v snovalce parka. Te izsledke je potrdila tudi diskriminantna analiza, ki je pokazala, da podpornike od nasprotnikov parka najmočneje razločuje njihovo dojemanje parka kot razvojnega potenciala. Podpora parku je močno povezana tudi z zaupanjem v snovalce parka in načinom, kako so lokalni prebivalci izvedeli za nastajanje parka. Temeljna ugotovitev raziskave je, da pozitivna zaznava ZO med lokalnimi prebivalci veča njihovo razvojno in naravovarstveno uspešnost.

KEY WORDS DOCUMENTATION

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AU	NASTRAN, Mojca
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AB	The basis of this dissertation is the observed difficulty in founding several protected areas (PA) in Slovenia in the past decade, which were never actually founded due to opposition from the local stakeholders. There is an especially apparent gap between discourses on stakeholder participation on the one hand and the practice of insufficient inclusion of local stakeholders in PA founding process on the other. The purpose of the study was to provide suggestions on how to improve any future planning of local stakeholder participation in a PA, based on stakeholder identification for the Kamniško-Savinjske Alps Regional Park in designation and the analysis of their perception of the PA. The study was based on a combination of qualitative and quantitative methods. The stakeholders were classified based on their power, interest, and the legitimacy of their demands, in terms of their importance in the inclusion process of park formation, using numbers. As well as the park founders, local inhabitants proved to be key stakeholders in the PA formation process as well, as they perceive themselves as stakeholders involved in all phases of the park in designation. The study showed that the inhabitants would like to be involved in the founding and management of the park, but mostly in a passive manner. Semi-structured interviews with park inhabitants, landowners and park founders were analyzed according to grounded theory concepts. They showed that there are several interconnected factors influencing a stakeholder's perception of a PA. The perception of benefits from a future park has the strongest influence on the inhabitants' positive attitude towards a park. The positive attitude also depends on the extent of their inclusion in the founding process, past experience with institutions relating to the park and their trust towards the park founders. These results were also confirmed by discriminant analysis, which showed that inhabitants who support the founding of the park differ the most from its opponents in perceiving the park as having development potential. Support for the park is closely related to the stakeholders' trust towards the park founders and the way they were informed about their intent to found a park. The main finding of the study was that a positive perception of a PA among local inhabitants results in more successful development and nature conservation.

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OKRAJŠAVE IN SIMBOLI

- RP KSA Regijski park Kamniško-Savinjske Alpe v ustanavljanju
- TNP Triglavski narodni park
- ZO Zavarovano območje; zajema širša zavarovana območja: narodni, regijski in krajinski park

SLOVARČEK

Deležnik V disertaciji uporabljamo izraz deležnik po splošni Freemanovi definiciji deležnika (2010: 53): »... vsaka skupina ali posameznik, ki ima vpliv ali nanj vpliva uresničevanje namenov neke organizacije.«

Snovalci Izraz uporabljamo za administrativna telesa, kot so Ministrstvo za okolje in prostor in občine Solčava, Luče, Kamnik, Preddvor ter Jezersko, ki so podpisali Sporazum o ustanovitvi Regijskega parka Kamniško-Savinjske Alpe.

1 UVOD

1.1 PROBLEMATIKA VKLJUČEVANJA DELEŽNIKOV V ZAVAROVANIH OBMOČJIH

1.1.1 Slovenska situacija

»Varstvo narave je dejavnost, ki se zaradi dejstva, da je človek v bistvu del narave in da skoraj z vsemi svojimi ravnaji nanjo močno vpliva, dotika skoraj vseh delov družbe« (Berginc in sod., 2007: 13). Nastajanje zavarovanih območij (ZO) in varstvo narave v njih ni le problem strok, ki se ukvarjajo s prostorskim načrtovanjem ali ohranjanjem narave. Vedno je tu prisoten še družbeni problem (Kos, 2002b), saj ZO niso izolirana območja neposeljene divjine, ampak prostor, kjer so ljudje z gospodarjenjem skozi čas ustvarjali specifične naravne kot tudi družbene razmere. Od konca 20. stoletja ugotavljamo in odpravljamo napake, ki smo jih naravovarstveni strokovnjaki storili z manj primernimi postopki nevključujočega ustanavljanja ZO (npr. Regijski park Kočevsko-Kolpa) (Erhatič Širnik, 2003). ZO narave so najbolj razširjeno in eno izmed najstarejših orodij varstva narave. Ker zavzemajo določeno večjo površino, so navadno prisotne različne dejavnosti in rabe prostora. Pri načrtovanju in upravljanju ZO se prav zaradi njihove večnamenskosti neizbežno srečamo s številnimi deležniki, ki imajo svoje specifične potrebe in želje. V ZO živi 2% prebivalcev Slovenije (Lešnik Štuhec, 2009). Mnogokrat jih prebivalci dojemajo kot omejitev razvojnih možnosti na račun naravovarstva.

Do sedaj so se z varstvom narave v Sloveniji v največji meri ukvarjali naravoslovno usmerjeni strokovnjaki: biologi, gozdarji, ... Posvečali so se predvsem naravovarstvenim vsebinam, veliko manj pa družbenemu kontekstu, ki je s tem prežet. Fizični prostor vedno nastopa kot družbena kategorija (Kos, 2002b: 16), kar bi morali prostorski načrtovalci upoštevati v načrtovalskem procesu. Ustanavljanje zavarovanih območij je kompleksen proces in še zdaleč ne bi smel zajemati le objektov varovanja narave, temveč bi moral zajemati tudi vse druge entitete, ki so in ki bodo ohranjale oziroma ogrožale objekte varovanja (npr. lastnike zemljišč). S tem seveda načrtovanje in upravljanje zavarovanih območij postane zelo kompleksen in dinamičen načrtovalski projekt, ki mora vključevati interdisciplinarne vsebine. Pri strokovnem pristopu k ohranjanju narave in upravljanju ZO pogosto pozabljamo, da imajo prav lokalne skupnosti ZO tesen preplet načina življenja z naravo in dobro poznavanje naravnih danosti, zato so odličen vir znanja, ki ga potrebujemo (Rodela in sod., 2012). Ne navsezadnje so ravno oni tisti, ki ohranjajo kulturno in naravno krajino v stanju, ki ga želimo zavarovati. Vključevanje deležnikov zahteva sicer več časa, znanja načrtovalcev in drugih sredstev, vendar v ustanavljanje in

delovanje ZO prinaša številne prednosti, ki se pogosto na daljši rok izražajo v samem razvojnem in tudi varstvenem uspehu ZO (Reed in sod., 2009; Neville in sod., 2011).

Širša ZO v Sloveniji trenutno obsegajo 12,6% površine države (ARSO, 2013), vendar sistem ustanavljanja ZO še ni končan. Slovenija si v zadnjih dveh desetletjih prizadeva bistveno povečati obseg širših ZO v obliki krajinskih in regijskih parkov (Resolucija o ..., 2005). V obdobju samostojne države se je začelo vsaj 15 postopkov ustanavljanja naravnih parkov na državni ravni (Ogorelec, 2011). Ustanavljanje ZO poteka veliko počasneje, kot je bilo načrtovano. Eden od vzrokov za počasno nastajanje ali celo prekinitev ustanavljanja je nestrinjanje ali celo nasprotovanje s predlaganim režimom s strani lokalnih deležnikov. Med razlogi za njihovo nasprotovanje je pogosto slaba zaznava ZO in entitet, povezanih z njimi. Literatura ugotavlja, da je vključevanje različnih skupin deležnikov v proces ustanavljanja in upravljanja ključnega pomena za vzpostavitev in delovanje ZO (Erhatič Širnik, 2003; Barbič, 2005; Mikuš, 2006; Grošelj, 2008; Rodela in Udovč, 2008; Rodela 2012).

1.1.1.1 Sistem vključevanja deležnikov

Težnja po vključevanju deležnikov v procesu ustanavljanja in upravljanja ZO v Sloveniji ni novost. že vsaj dve desetletji različni avtorji opozarjajo na prednosti sodelovanja deležnikov v naravovarstvu. V preteklosti smo naravna območja ustanavliali in upravliali po principu od "zgoraj-navzdol". Zavest o pomembnosti vključevanja deležnikov se vsekakor vztrajno veča. Na področju prostorskega načrtovanja smo sprejeli dva pomembna mednarodna dokumenta: Aarhuško konvencijo in Evropsko konvencijo o krajini, ki kažeta in večata našo odgovornost do problematike, vendar še vedno ostaja močan razkorak med prakso in razpravljanjem. Konvencija je podlaga za splošno institucionalno preoblikovanje vse manj legitimnih in zato tudi vse bolj neučinkovitih odločevalskih postopkov o okoljskih projektih, ki temeljijo zgolj na formalno legalni državni avtoriteti (Oršanič, 2005). Kljub temu da mora pristojni organ zagotoviti sodelovanje javnosti pri načrtih dovolj zgodaj, ko so še vse možnosti odprte, je to določilo Aarhuške konvencije slabše implementirano.

V Sloveniji primanjkuje resno mišljenega vključevanja deležnikov v začetnih fazah procesa ustanavljanj, na kar opozarja že Erhatič Širnik (2003). Grošelj (2008) v magistrskem delu ugotavlja, da dosedanjega uveljavljenega postopka ustanavljanja parkov ne sestavlja sistematično vključevanje deležnikov. Togi, delni poskusi pristopov ustanavljanja ZO z vključevanjem deležnikov so se v začetkih samostojne države zaključevali z zaostanki ali prekinivami (Elliott in Udovč, 2005). V praksi je večina vključevanja deležnikov omejena na obveščanje in informiranje, ki je sicer pomembno, vendar nezadostno. Tudi besede

Berginca in sod. (2007: 74), ki pri ustanavljanju parkov sicer poudarjajo pomembnost komunikacije z vsemi deležniki na območju, kažejo na namen vključevanja deležnikov zgolj s predstavitevijo ZO in informiranja o režimu ter usmeritvah ZO: »Komunikacijske aktivnosti so praviloma v začetnih fazah ustanavljanja splošne in naravnane v predstavljanje vsebine in vrednosti območja, v zaključnih fazah pa so konkretnе in naravnane v informiranje o podrobnostih varstvenih režimov ter varstvenih in razvojnih usmeritev, pri čemer je poseben poudarek na komunikaciji z lokalnim prebivalstvom.« Zakon o varstvu okolja (2006) predvideva načelo javnosti in sodelovanja. Zakon o ohranjanju narave (2004) in Zakon o prostorskem načrtovanju (2007), ki pokrivata posege in spremembe v prostoru, predvidevata dejansko vključitev javnosti šele v izvedbeni fazi z razgrnitvijo prostorskih načrtov in podajanjem pripomb. Vključevanje javnosti, zlasti na višjih stopnjah, kjer imajo sodelujoči dejansko moč odločanja, še ni postala splošna praksa v vseh fazah načrtovalskih postopkov. Medtem ko lahko opazimo napredek v interdisciplinarnem in medinstitucionalnem sodelovanju na strateški ravni, je vključevanje neinstituciliziranih deležnikov manj prisotno predvsem v začetni načrtovalski fazni, ki pa močno oblikuje javno mnenje.

1.1.1.2 Primeri vključevanj deležnikov v slovenskih zavarovanih območjih

Nekaj ustanavljanj ZO se je v Sloveniji prekinilo zaradi nasprotovanj različnih skupin deležnikov novemu režimu. Lokalni prebivalci, ki so prepoznani kot eden ključnih deležnikov v ZO, večkrat izpostavijo omejitve bivanja v njih, vendar so take situacije redko podprte s podatki, še manj pa je raziskav o potrebah in željah lokalnega prebivalstva (Rodela in sod., 2012). Potrebnih je več podrobnih analiz neuspehov kot tudi uspešnih postopkov ustanavljanj, saj bi pridobili dragocene izkušnje in ideje za nadaljnje procese ustanavljanja in tudi upravljanja ZO (Grošelj, 2008; Ogorelec, 2011). V Sloveniji so nekateri neuspešni poskusi ustanavljanj vsaj delno analizirani, manj pa je analiz uspešnih primerov. Kljub dobremu komunikacijskemu načrtu, rezultat ni vedno predvidljiv zaradi različnih dejavnikov. Zato so potrebne analize primerov in njihova primerjava. V nalogi analiziramo tri primere ustanavljanj oziroma oblikovanj (za)varovanih območij s stališča vključevanja deležnikov: Regijski park Snežnik, območja Natura 2000 in Regijski park Kamniško-Savinjske Alpe v ustanavljanju. Pri vseh primerih se je komunikaciji in vključevanju deležnikov namenilo veliko pozornosti, vendar so bili rezultati na nekaterih področjih kljub načrtovanju drugačni od pričakovanih.

Erhatič Širnik (2003) je v magistrskem delu analizirala ustanavljanje Regijskega parka Kočevsko-Kolpa, ki se ni uresničilo. Ugotavlja, da lokalni prebivalci v ustanavljanje niso bili vključeni, niti pravočasno informirani, kar je povzročilo nasprotovanje ustanovitvi parka.

Prizadevanja za ustanovitev parka so temeljila predvsem na naravovarstvenih interesih, pre malo pa na socialnem in ekonomskem področju. Udovč in Barbič (2003) na primeru ustanavljanja Regijskega parka Trnovski gozd ugotavljata prevladujoč pristop od "zgoraj-nazzdol". Negativne učinke izključevanja domačinov iz procesa ustanavljanja regijskih parkov je v povezavi s turizmom ugotovila Zurc v svoji doktorski nalogi (2009). Prebivalci Triglavskega naravnega parka (TNP) želijo boljšo komunikacijo in sodelovanje pri odločanju z upravo parka (Zurc in Udovč, 2009). Prav tako na sodelovanje z domačini v razvojno-varstvenih projektih na primeru Kraškega regijskega parka v nastajanju opozarja Fakin Bajec (2009, 2011).

Seveda ne smemo pozabiti na uspešna ustanavljanja in zadovoljstvo lokalnih deležnikov v teh primerih. Primer dobre prakse je Krajinski park Goričko, ki je nastal iz lokalne iniciative in potreb (Grošelj 2008; Rodela 2010, 2012), čeprav so po nekaj letih delovanja parka prebivalci izrazili neizpolnitev nekaterih pričakovanj in delno razočaranje (Rodela in Torkar, 2011). Izpostavimo lahko tudi Krajinski park Ljubljansko barje, kjer so deležniki lahko prispevali svoje znanje pri ustanavljanju, vendar pa manjka uradna sistematična analiza dejavnikov, ki so botrovali uspehu (Ogorelec, 2011). V zadnjih letih se pozornost pri ustanavljanju ZO bolj usmerja v vključevanje deležnikov. Na to kaže tudi Regijski park Pohorje v nastajanju, ki je vključen v več projektov, pri katerih posebno pozornost namenjajo analizi in vključevanju deležnikov v nastajanje parka (Škrl Marega in Uratarič, 2011). Dobri zgledi so najučinkovitejši način komuniciranja (Erhatič Širnik, 2003: 159), zato potrebujemo raziskave in analize uspešnih primerov, analiza neuspešnih pa spodbuja izboljšave na področju vključevanja deležnikov.

1.1.2 Načrtovanje vključevanja

Literatura ponuja širok in dober teoretični okvir o analizi deležnikov (SA) na različnih področjih, primanjkuje pa praktičnih napotkov o njihovi izdelavi in informacij kako, kdaj in zakaj so uporabne (Reed, 2008; Reed in sod., 2009). S pregledom literature smo ugotovili, da je pri načrtovanju ZO v preteklosti primanjkovalo strateškega načrtovanja vključevanja deležnikov od začetnih faz ustanavljanja ZO dalje in nadaljevanje sodelovanja po ustanovitvi. Analiza deležnikov in kasnejše upravljanje deležnikov še ni sistematično vpeljano v načrtovalske postopke ZO. Golobič (2002: 34) v svoji disertaciji povzema tri glavne skupine pomanjkljivosti postopkov vključevanja deležnikov:

1. omejitev sodelujočih na posamezne, vnaprej samovoljno izbrane predstavnike interesnih skupin ali celo zgolj predstavnike različnih strok,
2. omejitev vsebine na ozko področje v prostorskem ali vsebinskem smislu,
3. izključevanje prebivalcev iz nekaterih ključnih korakov planerskega postopka.

Prvo pomanjkljivost predstavlja pomanjkanje preglednih analiz deležnikov s strani ustanoviteljev ZO. Druga in tretja pomanjkljivost pa sta prisotna zaradi nepoznavanja pozitivnih učinkov vključevanja deležnikov in njihovega potenciala. Deležniki v načrtovalski proces prinašajo več alternativnih idej in tudi znanja za rešitve v prostoru, ki morajo biti seveda kasneje strokovno ovrednotene. V kateri fazi načrtovalskega postopka in katere deležnike vključujemo, je odvisno od tega, kaj želimo z vključitvijo doseči. Vključitev deležnikov v projekt ne prinaša le večje sprejetosti projekta in zaupanja, temveč vsebinsko obogati rešitve.

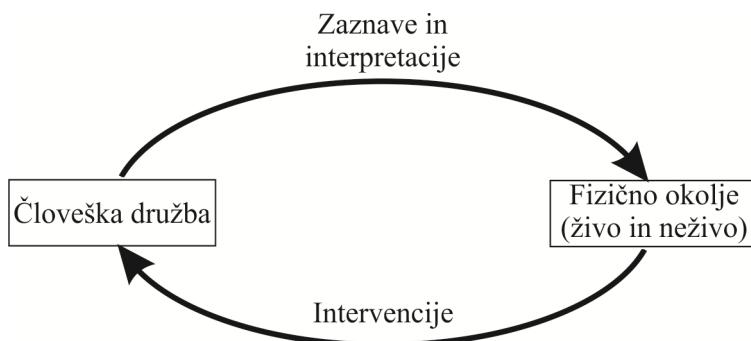
Vključenost deležnikov v procese ustanavljanja in upravljanja ZO sama po sebi še ne prinese nujno pozitivnih učinkov. Kakovost odločitev, sprejetih z vključenostjo deležnikov, je močno odvisna od narave procesa, ki je vodil do teh odločitev (Reed, 2008). Zakaj naj bi sploh analizirali deležnike, saj to zahteva kar nekaj znanja, časa ter finančnih sredstev? Da bi sodelovanje prineslo kar najboljše rezultate, je potrebno načrtovati koga, kdaj in kako vključiti v načrtovalske procese. Potrebno je najti odgovore na vprašanja kot: kdo so deležniki v ZO, kakšno je njihovo mnenje o ZO, kdo bo oškodovan in kdo bo kaj pridobil z ukrepi zavarovanja oziroma upravljanja, kakšne so želje po sodelovanju in kdo bo izvajal posamezne ukrepe zavarovanja. Število lokalnih deležnikov je lahko relativno veliko, zato je njihovo neposredno vključevanje oteženo ali pa je zmanjšano le na najnižje stopnje vključevanja. Ker pri ustanavljanjih ZO navadno finančna sredstva in čas postavljajo vrsto omejitev, nam analiza deležnikov lahko pomaga pri identifikaciji ključnih deležnikov, katere intenzivneje vključimo v načrtovalski proces. Poleg tega, da na ta način deležnike lažje prepoznamo, jih tudi kategoriziramo po določeni, izbrani lastnosti. Poznavanje njihovih pozicij, medsebojnih povezav, odnosa in zaznav do ZO in vseh entitet povezanih z njegovim ustanavljanjem in delovanjem, nam je v pomoč pri načrtovanju njihovega vključevanja, kakor tudi kasneje pri reševanju morebitnih konfliktov (Vodouhê in sod., 2010).

Prepoznavanje deležnikov, analiza njihovih lastnosti in nadaljnje kategoriziranje opisujemo pod skupnim imenom "analize deležnikov". So ključni korak za začetek uspešnega načrtovanja vključevanja deležnikov, vendar so redko vključene v formalni ali neformalni proces ustanavljanja in upravljanja ZO v Sloveniji. Pogosto je ta korak izpuščen ali pa je bil narejen *ad hoc*. V dosedanjih ustanavljanjih ZO ne najdemo primera analize deležnikov, ki bi bila opravljena skupaj s ključnimi deležniki. Analize deležnikov so v stroki široko poznane in teoretično podprte, vendar opazimo pomanjkanje konsenza o uporabi različnih metod in natančnejših informacij kako, kdaj in zakaj so analize uporabne v realnih ustanavljanjih in upravljanjih ZO. Pri vse večjem poudarku na sodelovanju z javnostjo v okoljskih odločitvah, je zelo pomembna preglednost odločitev, tudi odločitve o

sodelovanju s ključnimi deležniki. Pri tem se je pokazala potreba po prilagodljivi metodi za ocenjevanje lastnosti deležnikov pri hitri analizi deležnikov.

1.1.3 Zaznave deležnikov do zavarovanih območij

Po identifikaciji in analizi deležnikov sledi prepoznavanje pozicije, odnosa in zaznav ključnih deležnikov do ZO. Kot ključni deležniki so pogosto prepoznani lokalni prebivalci, ki gospodarijo s krajino. Zaznava in interpretacija okolja vplivata na človekovo delovanje v njem (Tellegen in Wolsink, 1998; Trakolis, 2001) (Slika 1). Pozitiven odnos lokalnih prebivalcev do ZO ima močan vpliv na njegov uspeh (Arnberger in sod., 2012). Izboljšanje vpogleda v negativne zaznave deležnikov bi olajšalo ustanavljanje ZO in izboljšalo njegovo uspešnost po ustanovitvi.



Slika 1: Interakcija med človekom in okoljem (povzeto in prirejeno po Udo de Haes, 1991: 22)

Figure 1: The interaction between man and the environment (adapted after Udo de Haes, 1991: 22)

Navadno so študije zaznav deležnikov do ZO narejene *post festum*, po ustanovitvi oziroma med upravljanjem ZO, redke pa se raziskav lotijo pred samo ustanovitvijo, ko je poznavanje deležnikov in njihovih razmišljanj posebno dragoceno za načrtovanje njihovega vključevanja v postopke ustanavljanja. Primer take raziskave je preučitev stališč lokalne in državne elite do ustanovitve Regijskega parka Trnovski gozd (Udovč in Barbič, 2003; Barbič, 2005). O odnosu in zaznavi lokalnega prebivalstva do režima v ZO se je že raziskovalo (npr. Pimbert in Pretty, 1995; Trakolis, 2001; Allendorf in sod., 2007; Kideghesho in sod., 2007; King in Peralvo, 2010; Tomićević in sod., 2010; Macura in sod., 2011). Raziskave so se ukvarjale z odnosom prebivalcev do ZO, z namenom zmanjšanja konfliktov in izboljšanja odnosa med ljudmi in že ustanovljenim parkom. Vendar pa je bila večina raziskav narejenih v državah v razvoju, kjer postopki ustanovitve in upravljanja parkov potekajo večinoma nevključujoče. Raziskave so bile večinoma kvantitativne narave, kjer so kot metodo za zbiranje podatkov uporabljali ankete. Kvalitativno obdelanih intervjujev o tej temi je malo (npr. Allendorf in sod., 2007; Stoll-Kleemann,

2001). Literatura ni povsem enotna kaj vse, kako in v kakšni meri vpliva na odnos deležnikov do ZO (Triguero-Mas in sod., 2009). Malo je znanega o medsebojnih povezavah med dejavniki, ki vplivajo na zaznavo. Potreben je boljši raziskovalni okvir za razumevanje mehanizmov zaznava-odnos-delovanje (Allendorf, 2010), da bi našli učinkovite načine vključevanja deležnikov v ZO.

Zaznava prebivalcev o prednostih in slabostih življenja ali gospodarjenja v ZO se pogosto razlikuje od zaznave ustanoviteljev (Trakolis, 2001; Berkes, 2004). Ravno ta nasprotja pogosto otežujejo medsebojno sodelovanje in zahtevajo analizo vzrokov za nastanek določene zaznave. Vsaj osnovna raziskava zaznav in odnosa ključnih deležnikov do ZO bi morala postati pogostejša praksa pri začetnem naravovarstvenem načrtovanju, da bi lažje in učinkovitejše organizirali sodelovanje z različnimi deležniki (Reed, 2008; King in Peralvo, 2010).

1.2 CILJI

Na podlagi aktualnih problemov vključevanja deležnikov v ZO smo si zadali naslednje cilje, ki smo jih v raziskavi uresničevali na primeru Regijskega parka Kamniško-Savinjske Alpe v ustanavljanju (RP KSA):

1. Pokazati (povečati interes in znanje), da je analiza deležnikov kljub potrebнемu dodatnemu znanju, času in finančnim sredstvom vir potrebnih informacij, ki močno vplivajo na kvaliteto vključevanja deležnikov in posredno s tem tudi na uspeh ZO.
2. Predstaviti prilagojeno metodo določanja pomembnosti deležnikov z numeričnimi ocenami in na primeru RP KSA identificirati in analizirati različne skupine deležnikov.
3. Ugotoviti, v kakšnih dejavnostih in katerih fazah ustanavljanja in delovanja RP KSA bi posamezni deležniki žeeli sodelovati in kje mislijo, da bi drugi deležniki morali sodelovati.
4. Odkriti dejavnike, ki vplivajo na zaznave lokalnih prebivalcev do RP KSA in ugotoviti njihov vpliv na podporo parku.
5. S pomočjo identifikacije, analize atributov in zaznav deležnikov v RP KSA predlagati izboljšave pri načinu vključevanja deležnikov v ZO.

Pričakovani rezultati raziskave je glede na zaznavo prebivalcev ugotoviti, čemu je bilo pri ustanavljanju parka RP KSA namenjeno premalo poudarka in kaj lahko pri vključevanju (ali nasploh pri sodelovanju s prebivalci) v bodoče pri ustanavljanju ZO in kasnejšemu upravljanju spremenimo. Z razumevanjem, kateri dejavniki vplivajo na zaznavo prebivalcev do zavarovanega območja, kako so med seboj povezani, kakšna je ta zaznava in kako se razlikuje od zaznave ustanoviteljev, bomo pridobili uporabne informacije, ki jih lahko vključimo v nadaljnje načrtovanje vključevanja pri ustanavljanju ali pri upravljanju parka ter reševanju morebitnih konfliktov med deležniki.

1.3 HIPOTEZE

Po pregledu strokovne literature smo z ozirom na zastavljene cilje razvili več hipotez, ki jih bomo v nadaljevanju preverjali z našo raziskavo:

1. Pravočasno, vsebinsko temeljito in predvsem resno mišljeno sodelovanje vseh vpletenih interesnih skupin močno zmanjšuje stopnjo konfliktnosti pri ustanavljanju in upravljanju ZO. Na zaznavo prebivalcev o parku vpliva način in stopnja njihovega vključevanja pri ustanavljanju parka.
2. Vloga in pomembnost različnih skupin deležnikov pri vključevanju, njihov interes in njihova ocena o nujnosti vključevanja posameznih deležnikov se razlikuje v posameznih fazah procesa ustanavljanja in upravljanja zavarovanega območja.
3. Prebivalci imajo željo sodelovati pri ustanavljanju in upravljanju parka, vendar pretežno na pasiven način.
4. Na zaznavo lokalnih deležnikov do ZO ne vpliva le posamezen dejavnik, temveč več, med seboj povezanih entitet.
5. Prebivalci v parku, ki vidijo zase več koristi od ZO, imajo pozitivnejši odnos do parka, kot tisti prebivalci, ki teh koristi ne vidijo.

1.4 ZGRADBA DISERTACIJE

Jedro disertacije sestavlja štirje znanstveni članki, ki se vsebinsko dopolnjujejo. S prvim člankom (Vključevanje deležnikov v načrtovanje zavarovanih naravnih območij: Slovenija) smo oblikovali uvod v tematiko disertacije. Predstavili smo pomembne korake načrtovanega vključevanja deležnikov in analizirali dva slovenska primera vključevanja deležnikov v ZO. Vsebina članka je lahko dobra podlaga za nadaljnje raziskovanje

problemov, ki nastanejo pri vključevanju deležnikov. V drugem članku (Analiza deležnikov v zavarovanem naravnem parku: študija primera iz Slovenije) podrobnejše analiziramo identificirane deležnike, s čimer izpolnimo prve tri cilje disertacije: pokažemo potrebo in doprinos analize deležnikov, predstavimo prilagojeno metodo za odkrivanje pomembnosti deležnikov in odkrijemo želje po sodelovanju ključnih deležnikov. Rezultati analize kažejo, da se vloga in pomembnost različnih deležnikov razlikuje v posameznih fazah procesa ustanavljanja in upravljanja parka in da bi se pri tem prebivalci žeeli vključevati pretežno na pasiven način. S smo potrdili drugo in tretjo hipotezo. Tretji članek (Zakaj nas nihče ne vpraša? Vplivi na lokalno zaznavo zavarovanega območja v nastajanju, Slovenija) in četrти članek (Kdo je za ali proti parku? Dejavniki vpliva na zaznavo javnosti regijskega parka: slovenski študijski primer) odkrivata dejavnike, ki vplivajo na zaznavo ZO in na njegovo podporo (4. cilj) – prvi na kvalitativen način, preko analize intervjujev, drugi pa kvantitativno, s statistično analizo anketnih podatkov. V obeh člankih predstavimo med seboj povezane rezultate, s katerimi lahko potrdimo tretjo, četrtto in peto hipotezo. Rezultati kažejo, da na zaznavo in podporo parku vpliva predvsem začetna vključenost deležnikov in sam način ustanavljanja parka oziroma zaznava postopkovne pravičnosti, s čimer lahko potrdimo prvo hipotezo. S pomočjo rezultatov predlagamo izboljšave v načinu vključevanja deležnikov v proces nastajanja ZO in izpolnimo peti cilj disertacije.

2 ZNANSTVENA DELA

2.1 OBJAVLJENA ZNANSTVENA DELA

2.1.1 Vključevanje deležnikov v načrtovanje zavarovanih naravnih območij: Slovenija

Stakeholder participation in planning of the protected natural areas: Slovenia

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Vključevanje deležnikov v ustanavljanje zavarovanih naravnih območij postaja vse bolj pomembno politično in raziskovalno vprašanje. Z vključevanjem deležnikov se poveča njihovo zaupanje v varstvene cilje in upravljaške ukrepe. Časovne in finančne omejitve velikokrat zmanjšajo vlogo vključevanja deležnikov in vplivajo na njihovo slabšo obveščenost in seznanjenost s postopki ustanavljanja ZO, kar navadno ni dovolj za dobro implementacijo naravovarstvenih odločitev.

V članku so predstavljeni glavni pomembni koraki načrtovanja vključevanja deležnikov, s katerimi določamo kdo so ključni deležniki, kakšno stopnjo njihovega vključevanja načrtujemo in s kakšnimi metodami ga dosegamo. Posebej podrobno sta analizirana dva primera sodelovanja deležnikov in javnosti pri načrtovanju v zavarovanih območjih v Sloveniji: ustanavljanje Regijskega parka Snežnik in oblikovanje območij Natura 2000. Pri ustanavljanju Regijskega parka Snežnik je bila komunikacija in sodelovanje deležnikov načrtovano, vendar se je ustanavljanje še pred koncem prekinilo tudi zaradi vse slabše javne podpore parku. Oblikovanje omrežja Natura 2000 je spremeljal obsežen in uspešen komunikacijski projekt, ki se je spopadal s časovnimi težavami pri pristopanju k številnim deležnikom. Predstavljeni so vzroki, zakaj udejanjanje Nature 2000 v Sloveniji poteka počasi in smernice za njegovo izboljšanje.

Stakeholder Participation in Planning of the Protected Natural Areas: Slovenia

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ABSTRACT The participation of stakeholders in the planning of protected natural areas is growing significantly. It enhances their trust in protection aims and management measures. Limited time and finances, however, often reduce the impact of stakeholder participation on the level of information and education, thus usually resulting in insufficient implementation of choices regarding nature conservation.

The article describes the main stages of stakeholder participation planning, thus enabling us to determine the identity of key stakeholders, the planned participation level and the methods used to achieve it. Furthermore, a detailed analysis of the participation of stakeholders and the public in the planning of protected areas in Slovenia is carried out using two examples: the founding of the Regional Park Snežnik and the shaping of the Natura 2000 areas. Stakeholder participation and communication while founding the Regional Park Snežnik was a planned one. However, the foundation was terminated before it was accomplished and one of the reasons was a decreasing public support of the park. The shaping of the Natura 2000 network was accompanied by a vast communicative project dealing with the problem of how to approach numerous stakeholders in a short period of time given. The article presents the reasons why the implementation of Natura 2000 in Slovenia progresses slowly and the guidelines for its improvement.

Key words: the Aarhus convention, Forest service, Matra, Natura 2000, participation methodology, regional park Snežnik-Slovenia, stakeholder analysis, stakeholder involvement.

1. Introduction

It is impossible for any governmental or non-governmental organization to permanently and successfully protect the naturally preserved parts of an area by itself. The success of the protection and management of the protected areas depends on numerous stakeholders whose actions are connected to nature (Rientjes, 2000.). Be-

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cause of the increased public interest in questions concerning nature conservation, a need for participative public involvement in managing nature conservation areas grows stronger. The participation of key stakeholders in the planning of natural areas is of vital importance, since their interests concerning these areas as well as their ideas of how and why natural values are worth preserving can differ considerably. Legal support of the protection measures taken on protected areas results in certain limits regarding these areas, all the sectors must pay regard to while planning and intervening. This fact leads to a question, whether it would not be more reasonable for these areas to be founded with an agreement, or even better, with participation of all their stakeholders. The most common excuses for avoiding stakeholder participation are prolonged time periods and higher costs. The most dangerous is the belief of experts, that it is best, if the area is defined and managed exclusively by the professionals with their scientific approach and knowledge. However, even the opinions of the professionals may differ and their decisions are not always directly based on their profession, hence the public may participate the planning of the protected areas in early stages of the process already (Rowe and Frewer, 2000.). Given the fact that nature conservation faces interdisciplinary questions, a transparent process of choice-making is necessary. The counterargument to the participation of stakeholders at certain decisions concerning nature conservation is the NIMBY (Not In My Back Yard) syndrome; the insufficient representation of persons involved and their lack of interest in the subject matter (Ogorelec, 1995.).

The public participation in the process has many advantages. The most important of them is the increased trust in the purpose of a protected area, which leads to a higher possibility for the protective measures to be successful and to an efficient implementation of the management plans. With public participation, it is easier to legitimize a protected area or its management plan and to reduce the conflicts between various interest groups. Additionally, the knowledge of locals they can fully express only if given a chance of an actual participation is not to be ignored (Raymond et al., 2010.).

The success of participation is not always the same. There is no ideal way of integrating stakeholders in the process. We are always faced with question when, whom and how to involve them in the process. Despite the well-planned strategy, success is not always guaranteed. Each case is unique because of the specific social and natural context, therefore, the results of the process of participation vary.

By presenting examples of the planned involvement of stakeholders in the planning of protected areas and their outcomes, we contribute to a wide range of knowledge about different ways of participation of different stakeholders in different situations. Analyses of such cases contribute to improvement of the participation process. In this article we analyze two examples of public participation in the process of establishment of protected areas in Slovenia.

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2. The Legal Participation Basis

The participation in environmental issues is increasing with institutionalized legal rights of the stakeholders or interested public. In the last decades, the participation is limited to a few international documents forming an important basis for the development of the participation in environmental decisions. In the article Our Common Future, better known as Brundtland report (World Commission on Environment and Development, 1987.), saving the question of sustainable development, the public participation is emphasized using the following words: "Most important, effective participation in decision-making processes by local communities can help them articulate and effectively enforce their common interest and "The law" alone cannot enforce the common interest. It principally needs community knowledge and support, which entails greater public participation in the decisions that affect the environment". This work is the foundation for the convening of the Earth Summit and the adoption of the Rio Declaration and Agenda 21, which also include and encourage participation. The Principle 10 of the Rio Declaration (The United Nations Conference on Environment and Development, 1992.) is wholly dedicated to public participation, stating that the best way of managing the environmental issues is with the participation of interested stakeholders at the relevant level. In order to achieve this, it is necessary to provide the access to environmental information. Additionally, this principle refers to Aarhus Convention - The United Nations Economic Commission for Europe [UNECE] Convention on Access to Information, Public Participation in Decision-making and Access to Justice in Environmental Matters (UNECE, 1998), which definitely resulted in the greatest step towards active environmental democracy and the possibility of public cooperation in environmental issues. It consists of three pillars: the right to access the environmental information, the right of public participation in environmental decision - law- and policy-making and the right of the legal protection of the first two rights. Last but not least is important to mention The European Landscape Convention, known as Florence Convention (Council of Europe, ETS No. 176, 2000.) which establish procedures for the participation of the general public, local and regional authorities, and other parties with an interest in the definition and implementation of the landscape policies. The legal protection of rights concerning involvement in decision-making processes institutionalizes the participation (Reed, 2008.), thus forming the foundation for improvement of planning conditions in the protected areas.

In the legislation of the European states, the participation in environmental decisions is more or less regulated. Slovenia is ratified Aarhus Convention in 2004. and the European Landscape Convention in 2003. In the Slovene spatial legislation, the Principle of Freedom of Information ensures an open access to environmental data, the right to participate in the processes concerned with changing of regulations, policies, strategies, programmes, plans and projects referring to the protection of environment and the right to participate in the processes of issuing concrete legal acts concerning the activities affecting the environment (Environment Protection Act, Ur.l. RS 39/06). The public has the right of information on the preparation processes of spatial acts and the right of participation in these processes. The access to spatial acts and the public information on the issues concerning spatial planning have to be

ensured. The spatial act has to be publicly accessible and discussed for at least 30 days. The authorities have to consider public comments and suggestions and take a position on them (Spatial Planning Act, Ur.l. RS 33/07). Unfortunately, participation has not yet become common practice in the early stages of the planning process and is not encouraged in legal definitions in legislation.

3. Whom, How and How Much to Involve in the Planning Process?

Stakeholder participation can be defined as involvement of individuals and groups in the process of decision-making or planning, enabling them to influence decisions. Since the participation in itself does not lead to results, it is necessary to carefully plan it beforehand. The key question in participatory planning is the selection and the manner of including stakeholders (Kapoor, 2001., O'Rourke, 2005.). The stakeholders in planning of protected areas are, generally speaking, all the people with a common interest in a certain problem in whichever period of time, because it concerns and affects them or because they exert influence upon it directly or indirectly. The stakeholders can be individuals or groups active in all the levels from local to global (Freeman, 1984., Clarkson, 1995., Gass, Biggs and Kelly, 1997., Grimble and Wellard, 1997., Chevalier, 2001., Buanes et al., 2004.).

Before deciding on what methods to use to regulate stakeholder participation, we must therefore make a research on who are the key stakeholders in the protected area, who will be affected by the measures determined in the management plan and who will carry out these measures. The public participants should comprise a broadly representative sample of the population of the affected public (Rowe and Frewer, 2000.:13). In order to get the best results from experts as well as from the public, the participation levels and methods must be adapted according to the purpose we want to achieve with the structure of stakeholders. In many areas, numerous methods under the common name stakeholder analysis are widely used. Nowadays, they are one of the most common tools in natural resource management (Chevalier, 2001., Billgren and Holmén, 2008.). They help us identify the stakeholders and the connections between them, categorize them, understand their views on the problems, find out what conflicts exist between individuals or groups, find the key stakeholders and estimate their influence. With help of stakeholder analysis, it is easier for the planners to decide who to include in the planning process and at what level and how to do it, which has the most significant influence on the process of cooperating with stakeholders and possibly on its result as well (Grimble and Wellard, 1997., Billgren and Holmén, 2008., Reed et al., 2009.). The methods are based on identification, categorization and analysis of the relations between stakeholders (Reed et al., 2009.).

The transparency and independency of the decision of who and for what reasons has been included in the decision-making process in planning is of vital importance (European Communities [EC], 2003.). When the key stakeholders have been chosen, we decide what methods we will use to cooperate with them and when to use them in order to come closer to consensus-based decisions and plans, which are the prerequisite for a sustainable management of protected areas.

Before deciding on the method of stakeholder participation or before planning of participation in a protected area, it is recommended to answer a question asked by Creighton (2005.: 11): "What kind of participation is required for the decision to have the legitimacy it needs so that once an agency reaches a decision, it is able to implement that decision?" The answer will help us choose the participation level and, consequently, the methods to be used (Höppner, Frick and Bucheker, 2008.). Participatory methodologies are often characterized as being reflexive, flexible and iterative, in contrast with the rigid linear designs of most of the conventional science (Cornwall and Jewkes, 1995.). According to the relevant literature, there are several methods for participation of stakeholders in the planning process. Their classification can be difficult, since the methods intertwine and complete each other. The most logical division is the grouping of participatory methods according to the level of public inclusion in the decision-making process.

Naturally, there are several levels of how strong the public influence is in the decision-making process. When public involvement has reached the level of true participation, it is already very high on the ladder. There are many authors of participation ladders concerned mostly with participation in planning and urbanism, however, these ladders are so generic they can apply to participation levels in any field. The number of levels the ladders consist of differs, but they are similarly structured as regard the content. One of the first such ladders is "A Ladder of Citizen Participation" (Arnstein, 1969.). The ladder extends from the state of no participation to absolute participation. Arnstein names its levels from "non-participation" to "citizen-power", while Pretty (Pretty et al., 1995.) in "A Typology of Participation" defines the levels from "Passive Participation" to "Self-Mobilization". Cornwall (2003.) mentions four modes of participation: functional, instrumental, consultative and transformative, each with a higher level of participation. At the first levels, the participation is limited only to informing people of coming events or sometimes even of the events that have already taken place. The communication is one-sided; it is usually held by experts or persons in any way affected by the change. Subsequent ladder levels can already be defined as partially participatory, since they introduce two-sided communication. People are listened to or involved in the process in some other way (e.g. via polls and questionnaires). These levels involve the consultation of experts with people. The experts define problems and solutions, which can be slightly modified according to peoples' responses. At these levels, the experts do listen to people, but they are still the only ones who decide whether or not the suggestions and opinions will be taken into account and to what extend. The following levels aspire to absolute participation or sometimes even to absolute decision-making power of the people involved. On the Pretty's ladder, this participation stage is preceded by an also relevant 5th level, nowadays strongly present in Slovenia, regarding the founding of protected areas. At this level, people try to influence decisions by gathering in civil groups usually formed when the plan is in the final stages of adoption or even after the plan has already been adopted. The highest levels assign the decision-making power to the people who actively involve themselves in the process and see to its implementation. At this highest stage, the experts only "serve" public interests. In the similar manner, the participation is divided into co-knowing, co-thinking and co-operating (EC, 2003.).

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Unfortunately, the public is still only informed or educated about a certain matter in the protected area. The use of these tools cannot be classified as an actual participation, their selection, however, is vast. In most cases, these methods apply to a large number of people according to the principle 'to inform a large number of people with one single message' (Rientjes, 2000.). Public participation in planning is passive or limited to minimum. The participants are usually the people already motivated to change their opinion or behaviour, because of which the experts have already been questioning the efficiency of these methods. The most commonly used methods in this category are: news releases, brochures, posters, open houses, different events, websites, open telephones, public education meetings, public hearings etc. A higher cooperation level can be expected from another group of methods of more interpersonal nature the planners use in order to acquire information, knowledge, advice and suggestions on alternative solutions. This group of methods is useful in strategic planning, during which various opinions on problems and possible solutions are gathered. Here, the communication and cooperation are already two-sided. In order to gather information and opinions with the planner having a complete authority to decide what to take into consideration and to what extend, questionnaires and opinion surveys, interviews and focus groups are used. A special form of participation is referendum, giving the participants only the authority to decide between alternative options without having an influence on them. Higher participation levels introduce the third group of methods, which can still be of consultative nature, passing, however, a certain amount of decision-making power on the participants (Chess and Purcell, 1999., Buchy and Hoverman, 2000., Rowe and Frewer, 2000.). These methods include interactive workshops, roundtables, advisory and planning committees, citizen's jury and panels, consensus conferences, negotiation, mediation, etc. Some of the methods forming the second and third group can be used as soon as at the very beginning of the planning process, since the participants can help us determine how and where they see the advantages and disadvantages of the plan and gather ideas, solution possibilities and alternatives for further planning.

The participation in planning in natural areas is usually not limited to only one method, but includes a rather vast selection of them. The selection varies according to at what level in the planning process we apply them and to who are the stakeholders we cooperate with. The best results can be gained by including the public in the planning process as soon as possible, ideally before the official drawing of the border and protecting of the natural area. In this manner, the people will be more interested in the cooperation in drawing of the management plan.

The selection of the participation manner does not necessarily affect the result. The use of various participation manners can have similar effects while the same participation manners can lead to different results. The success of the participation can be estimated in two ways: according to the success of the participation process alone or to the success of its result (Chess and Purcell, 1999.). According to Reed (2008.), the quality of decisions made through stakeholder participation is strongly dependant on the nature of the process leading to them.

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Before arranging the involvement of public or stakeholders in planning of protected areas, the reasons for participation have to be considered. The ideal level of public involvement in the process is, of course, relative. It depends on the results we expect or on the problem we want to solve.

4. The Participation in Planning in Protected Areas in Slovenia

In Slovenia, Stakeholder Involvement in the Planning Processes of the protected areas is nowadays given more attention. The largest improvement can be observed in the interdisciplinary and inter-institutional cooperation at the strategic level, while the participation of non-institutionalized stakeholders (local inhabitants, users etc.) remains less present at least in the first planning stages. A considerable problem arises from the lack of strategic plan of stakeholder cooperation from earlier planning phases onward and of the continued cooperation with stakeholders even after the one-time task has been accomplished. For sustainable management to be successful, the participation of these stakeholders is important especially in those categories of the protected natural area, in which one of the reasons for the qualities contributing to the protection of the area were obtained is a good management of it by the people living in balance with their natural environment (especially the International Union for Conservation of Nature [IUCN] categories II - National Park and V - Protected Landscape). In the field of stakeholder cooperation in protected areas in Slovenia, a good practice is indicated by the projects carried out in various protected areas (e.g. Krajinski park Goričko, Kozjanski park). The participation first reaches its peak as late as when it comes to drawing of management plans. Individual examples of good participation practice include various workshops, mediations, group discussions and roundtables in landscape- and regional parks involving land owners. The participation possibility and, consequently, its legal protection are defined in recent legal acts regulating different protected areas. The Triglav National Park [TNP] is ensuring and implementing public participation via forum of interested public of TNP. The forum consists of periodical public meetings regulating the management of the park. In the following part of the article, we specified stakeholder participation in two areas where in the recent years, a lot of attention and means has been dedicated to stakeholder and public cooperation.

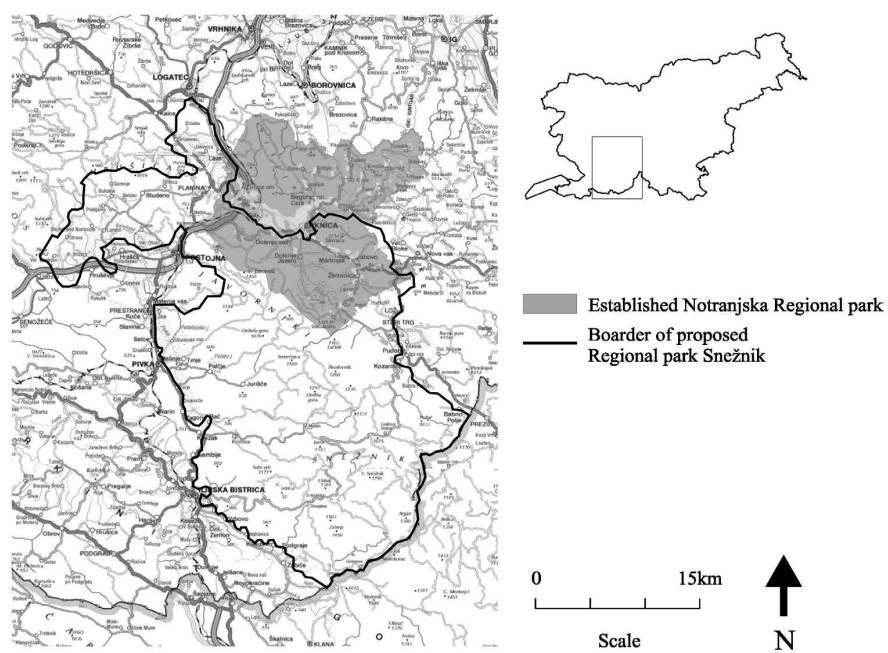
4.1. The Regional Park Snežnik

Despite of planned stakeholder communication and participation, the outcome is not always predictable. It is namely influenced by various factors and interactions between them, making it impossible to wholly anticipate it. The founding of the Regional Park Snežnik was terminated before it was accomplished. The planned borders of the park comprised approximately 1000 km² (Figure 1), and would, if founded, be the largest protected area in Slovenia. The Slovene regional parks belong in the category V with minor areas being a part of categories I - Strict Nature Reserve and II according to IUCN categorization.

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The idea of a park was first introduced in 1967. Based on the fact that Cerknica and Planina flooding plains were endangered due to planned hydroelectric power stations, the government proposed an act on Notranjsko karst park as soon as in 1986. However, the act was neither discussed nor adopted. The park was intended to protect the karst system of Ljubljanica River and should comprise 150 km². Later on, the Slovene National Institute for Protection of Natural and Cultural Heritage suggested quite a few expansions of the park and a change of its name. In the following years, the idea of the future park developed on a local level and was supported by regional non-governmental organization the Notranjsko Ecology Centre [NEC]. The knowledge and awareness of the inhabitants concerning natural and cultural values of the area improved due to numerous activities, workshops and the inclusion in the project LIFE (1995.-1997.). The local initiators financed their activities by engaging in projects. The involvement in the project "Designing a model of local support of the Regional Park Snežnik" was supported by the Dutch governmental programme MATRA (Programme Social Transformation - project programme aims on the support of the transition into a democratic constitutional state in countries in Middle and East Europe and selected neighbour countries south of the European Union) during the years 1996. and 1999., which played an important role during the foundation of the park. Since the year 2000, the formal establishment process of the park is being led by the Institut of the RS for Nature Conservation at the Ministry of Environment and Spatial Planning [MOP].

Figure 1
Proposed Regional park Snežnik and established Notranjska Regional park



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4.1.1. Designing a Model of Local Support of the Regional Park Snežnik - MATRA

The project executor was NEC in cooperation with Royal Dutch Society for Nature Conservation [KNKV]. It consisted of two parts: the preparation of the management and development plan for the park and the preparation of educational material concerning nature and its protection in favour of the park. The project encouraged the public consultation and cooperation in all the project phases. The approach to the planning of the park used in the project was concerned not only with nature conservation, but also with area's development. Its great advantage was that 80% of the experts involved in the process of preparing professional basis for the management plan were locals. In addition, the council of the project was founded, consisting of all the mayors of the communities involved as well as of the representatives of a few ministries and of qualified experts. In this way, the representatives of the communities were informed about the advancements in planning of the park from the very beginning onward and were thus able to express their comments and views at the same time. In 1999., the park was presented at the sessions of community councils of the communities within the park. The communities saw the park not only as a contribution to nature conservation, but also as a development opportunity. However, they pointed out that the locals should be informed about it as soon as possible (Ogorelec and Mastnak, 1999.).

Each phase of work done by the experts was discussed at workshops to which individuals, the representatives of local communities, management, non-governmental organizations, societies, institutes and ministries were invited. Additionally, the managers of existing Slovene parks and of Croatia National Park Risnjak were invited to cooperation. The participants of workshops commented on the inventarisation work of experts in various ways, supplemented to it with their own suggestions and helped determining aims and measures resulting from the cooperation between working groups of experts and interest holders. A positive indicator of interest and content of the participants was their number getting higher with each of the following workshops. The participants cooperated actively (Ogorelec, 2010.). The wider public, especially the inhabitants of the park, were informed about their activities through mass media. Numerous media activities concerning the project have been carried out through radio, press, television and internet.

The planning methods in the MATRA project were based on the bottom-up principle including numerous key stakeholders and their interactive cooperation. Various interests were represented by a vast selection of people involved, trying to reach a consensus between them. The cooperation with KNNV in the MATRA project resulted in the material entitled as Starting points of a management plan (Ogorelec and Mastnak, 1999.).

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4.1.2. The Formal Establishment Process - MOP

After the MATRA project was finished, MOP the official founding procedure of the Regional Park Snežnik in the year 2000. by preparing a draft regulation. The professional basis of the draft was prepared by the Environmental Agency of the Republic of Slovenia based on the materials from the MATRA project resulting from the cooperation with various stakeholders. Even before the interdisciplinary consensus was reached, the communities gave suggestions and comments on the draft regulation. MOP considered them and included some of them in a new version of the draft regulation, which was discussed by community councils. Community councils did not oppose the foundation of the park; however, they observed a growing scepticism among the community members, mistrusting in the country leading the planning increasingly centralistic. They were worried about the development component of the park being too small, thus hindering the development of the communities. In their opinion, the communities should have more influence on the founding process and the community members should decide in a referendum whether they want the park to be founded or no (Ogorelec, 2010.).

During the foundation of the park, the inhabitants were not actively included in the communicative process. However, they were regularly informed about it from the beginning onward through various communication channels: news, press conferences, local and national newspaper articles, internet pages and through the bulletin Park Snežnik being published between August 2000. and March 2003. (21 numbers total). It was dispatched to all the households in the park and to all the significant stakeholders in its area (bigger companies, governmental and non-governmental organizations, libraries, journalists, researchers...). To the bulletin's disadvantage, the locals saw it as a free national advertisement. The bulletin directly informed the public about the park, thus reducing the number of "false rumours"; however, it was a rather passive way of passing information. Therefore, the bulletin kept changing the whole time long: the number of articles written by locals grew and it was supplemented by the articles promoting local tourism. Additionally, the bulletin included readers' letters, answers to the questions concerning the park, most frequently asked by locals, descriptions of natural phenomena of the park and the examples of a good practice in it. Interested public had a possibility to ask questions and express comments and concerns regarding the park, being given a telephone number and internet address. These are relatively fast and easily accessible ways of gathering required information; however, they exclude certain groups of people. The inhabitants used them but rarely (Ogorelec, 2002.).

4.1.3. What Goes Wrong?

In 2002., the inhabitants of a few villages in the park sent their collected signatures to the community mayors, expressing a wish to not be included in the park. The opposition grew even stronger due to the local industry (its employees being mostly the local inhabitants), disagreeing with the inclusion of certain areas in the park.

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The opponents did not use the offered communication channels, preferring to communicate with mayors, with whom regular coordination meetings were held in the process of writing the draft regulation. According to the estimations of the mayors, the country did not allocate enough resources for the park, which made them sceptical and decreased their support of the park (Ogorelec, 2010.).

Even in the process of founding the park, the inhabitants were not given any direct possibility of an active cooperation. Already in the MATRA project, where the cooperation was interactive, the workshops were not open to general public. The opposition of various groups of people was therefore more decisive in the official founding process.

During the project and the official founding process, no public opinion polling was carried out. Thus, "quiet" wishes and certain groups of people who did not express their opinion through the offered communication channels were overlooked. In the year 2002., the founding process was terminated even before inter-ministerial coordination of draft regulation was reached. The reason for that was the opposition of some of the inhabitants, industries and communities of the future park, unfavourable local pre-election atmosphere and the allocation of most of the MOP staff resources to priority Natura 2000 areas (Ogorelec, 2010.). The planning of the park was based on a different principle than the MATRA project. It was planned mostly in a top-down manner and reactively to the stakeholder initiatives, while the communication process of MATRA was proactive.

Because of the decreasing public support given to the foundation of the Regional Park Snežnik, the community Cerknica founded in 2002. the Notranjska Regional Park with the surface of 222 km² (Figure 1) within its area. Additionally, it left open the possibility for the neighbouring communities to join the park and founded a public institute to manage it.

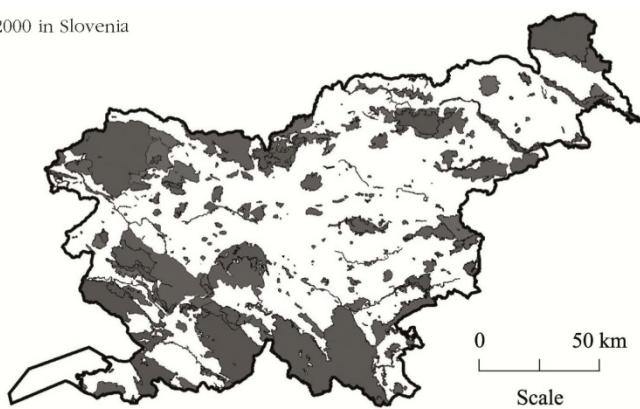
4.2. The Shaping of Natura 2000 Areas in Slovenia

4.2.1. Advantages of the Communication Strategy

Slovenia committed to submit a list of potential proposed Sites of Community Importance [pSCI] and a list of legally defined Special Protected Areas [SPA] to the European Commission until its entry into the European Community on 1st May 2004. Slovenia was given only 2 years for the whole project of defining the areas and communication, so a vast communicative project was carried out. The ministry strongly supported the communication planning, following the example of the communication model of pilot projects "Nature Management in Partnership" (project IUCN-CEC, 2002.-2003.) emphasizing strategic communication planning, problem- and key stakeholder analysis and the determination of the concrete aims and communication strategy. In Slovenia, the share of Natura 2000 areas comprises 35.5% of the national territory (Slovenian Environment Agency, 2010.) (Figure 2), which is the most of all

the European Member States. Forests cover 71% of the Natura 2000 (Government of the Republic of Slovenia, 2007.), so we would like to present an example of good practice by the Organization of the Forest Service in Slovenia below. The list of pSCI areas was made based on professional criteria. The challenge the communication group had to face was the planning of communication with numerous stakeholders in a very limited period of time. The main aims of communication strategy were informing the key stakeholders and increasing the concept of acceptance at the national as well as at the regional level (Hlad, 2004.), providing information, awareness raising and better understanding of Natura 2000: where and why the sites are being designated and the concerned implications (constraints and opportunities), indicating that the main aim of the first project phase was to inform and to raise the awareness of what Natura 2000 is with the intention to reduce possible negative public reactions. One of the expected results of the communication strategy is "a snapshot of stakeholders' attitude towards nature protection contents, issues and reasons for or against Natura 2000 in individual sites within the local communities". According to Hlad (2004.), the participation of higher levels was planned for the second phase of the project Natura 2000 – while forming management plans after accepting the areas. The project contributed to quite well-defined starting points for future Natura 2000 management and communications, giving a greater emphasize to active stakeholder participation in preparing and carrying out the management measures situation changes (Hlad and Kline, 2004.).

Figure 2
Natura 2000 in Slovenia



The producers estimate the communication plan and its execution to be very successful despite difficult circumstances, which became even an advantage. The determination of Natura 2000 areas was one of the conditions for acceptance in the European Community, which contributed to the political support of the project. The short period of time given urged a project-based approach resulting in a higher level of effectiveness and performance, while the lack of staff encouraged the cooperation with external contractors – communication experts (Ogorelec, 2010.). Positive communication results were a consequence of close interinstitutional cooperation and internal communication between the Ministry of the Environment and Spatial

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Planning and the Ministry of Agriculture, Forestry and Food (between ministries and governmental organizations), which decided for a strategic project partnership. A great advantage of the communicative project strategy was a much earlier approach to public than in the case of other nature conservation areas founded by then. Minor communication groups consisting of staff members of Institute of the Republic Slovenia for Nature Conservation [IRSNC], Slovenian Forest Service [SFS] and Chamber of Agriculture and Forestry of Slovenia [CAFS] prepared communication plans for the selected areas with help of the council provided by external communication experts and professional moderators of collective processes. The communication groups approached key stakeholders even at the local level before the final shaping of the areas and all the final expert-contributed data.

Communication was adapted for each individual area by smaller communication groups. Its basis was direct, personal communication with stakeholders; indirect communication had only a supportive role. Thus, the possibility of misunderstanding and misinterpretation is diminished at the very beginning. In the personal communication, the greatest attention was given to the stakeholders having the strongest influence on the changing of behaviour patterns and, consequently, on broader social changes. The communicative groups communicated mostly with communities, but also with key stakeholders: foresters, agronomic consultants, veterinaries, water industry representatives, regional development agencies, land owners, inhabitants, tourist-, mountaineering-, and with fishing- and hunting societies (Hlad and Kline, 2004.). Based on the reports of the communication groups, stakeholder responses were gathered in order to use them for further cooperation with them, solving of possible conflicts, increasing local interests for the identification and formation of partnerships. Aside the direct communication, a net of communicators intended for on-field communication and help was formed alongside with the complete graphic design for Natura 2000 including leaflets and other media releases.

4.2.2. Weaknesses of this Approach

Because of the short amount of time the project Natura 2000 was given and because of the pressure Slovenia was facing due to its acceptance in the European Community, the communication groups could focus only on one part of the areas and communicate only with selected, in their opinion the most important stakeholders in these areas. The shortage of time in comparison with the vastness of the project caused the mobilization of the majority of nature conservation staff. Only a small share of staff and finances was assigned to stakeholder and public communication and cooperation. On one hand, personal approach and early communication with selected stakeholders contributed to a better understanding of the network function and to the reduction of opposition, while on the other hand, the lack of early communication in some areas caused mistrust and bigger problems with implementation of Natura 2000 (Hlad and Kline, 2004.). Despite the fact that public participation in Natura 2000 is not specified in the national legal order, there was a 6-day period before the final admission of the areas intended for communities to express their opinion about it. Consequently, some of the communities expressed complaint.

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The areas were not formed publicly. The mistrust grew stronger due to later non-transparent changes of the areas. The initial top-down forming of areas, based solely on the professional criteria, causes disagreements, especially in case of spatial planners and communities. The professional determination of the areas according to the principle of "the best available data" causes mistrust; according to the reproaches, the habitat types are not mapped for all the areas, the data are insufficient and the local knowledge has not been regarded enough.

4.2.3. Good Practice with Stakeholders at the Forest Service in Slovenia

In Slovenia, where there is a high degree of forest cover, forestry is one of the activities that manages natural ecosystems and is with its long tradition, one of the key factors of management of the protected areas. Forest management plans are also management plans for forest part of Natura 2000. Most regulations from society to maintain the environment in countryside landscapes are nowadays defined in central administration, either at European or national level. They are based on the identification of absolute values, best methods and categories, making control possible but without the flexibility to adapt to different local contexts. It may also happen that in their essence, the top-down perspectives are not really understood, or accepted, by those who have to implement them locally. Developed as scientific solutions, they often lead to standardisation, simplification resulting in a weakening of the local cultural identity (Pinto-Correia, Gustavsson and Pirnat, 2006.).

The organization of the SFS can be regarded as a good example how two different hierarchical levels, from the national down to the landowner level, are mixed and interconnected within the same institution. The Forest Act prescribes operational plans for 10-year management periods, integrating both natural and social aspects all forests. Because natural attributes of different forest types in forested landscapes are combined with the interests of forest owners and general public, the strategic long-term oriented goal for forest and nature protection management is met with local and far shorter-term goals of forest owners. We may regard such management plan as a meeting point of top-down and bottom up approach. On a strategic level, natural givens are evaluated through engineering methods in a scientific manner while social attributes are incorporated into forest management plans in local level. In this way local foresters are faced with forest owners, their wishes and expectations and practical goals, their feelings for local needs identity and history. In this way a specific participatory approach is established as local foresters, knowing their forest owners and often their uneasiness concerning the future can adopt their management plans according to local society.

In this way a new type of communication is established. According with new recommendations based on integration of contextual knowledge into management of landscape level it is expected that with more communicative approaches by advisors and administrators, stakeholder involvement should become easier and thus reinforced (Pinto-Correia, Gustavsson and Pirnat, 2006.).

4.2.4. Discussion and Suggestions

Despite quality communication planning within Natura 2000 in Slovenia, problems considering the implementation of the network at the local level arise (World Wildlife Fund [WWF], 2003., WWF, 2004., WWF, 2006., IUCN, 2005.). Situation in Slovenia is not an exception. Also other associated EU member states have similar problems with implementation of Natura 2000 (eg. WWF, 2003., WWF 2004., IUCN, 2005., WWF, 2006., Suškevičs and Külvik, 2011.). The circumstances causing a slow implementation of Natura 2000 in Slovenia could be summarized in 3 main intertwining groups of problem-causing factors:

- Natura 2000 not being accepted by communities and spatial planners,
- the lack of information, understanding and knowledge of the Natura 2000 contents of key stakeholders and general public,
- negative experiences with a few illogical examples.

The discontent is the strongest on the communities encompassing a large share of the Natura 2000 areas. In almost 7% of the communities (from 210 included), more than 90% of the area is included in Natura 2000 (Skoberne, 2007.), which influences the community spatial planning, increases the costs due to evaluation of influences on the environment and prolongs the appointed time limits.

Most of the problems and misunderstandings arise from insufficient and incomplete knowledge of the Natura 2000. Even though compared to the EU average, the Slovene public is more highly aware of the Natura 2000, some of the key stakeholders remain insufficiently informed about the consequences and opportunities of the Natura 2000 network. In the year 2010., as many as 55% of the Slovenes included in the research *Attitudes of Europeans towards the issue of biodiversity - Analytical Report* (Flash Eurobarometer, 2010.) lead by Gallup Organization already heard for Natura 2000. 26% of them knew even what Natura 2000 means, which is 18 % more than the European average. However, many people still believe that on the areas of Natura 2000, all the activities are forbidden (Ogorelec and Pristop d.o.o, 2007.). The lack of knowledge increases the fear of limitations and causes stereotypes. For a wider spatial insight and right information on Natura 2000 areas, a free internet spatial data base Nature Conservation Atlas in Slovenia or Europe-wide EU European protected areas – Natura 2000 interactive map are recommended.

To a small extend, one of the reasons for a negative public image of Natura 2000 areas are negative experiences of individuals or organizations with management measures. Many land users expressed mistrust in the professional judgement and unnecessary measures or restrictions of certain interventions in Natura, especially if such areas were created based on insufficient science information (Hlad and Kline, 2004.). People are afraid that Natura will have a restrictive influence on their private interests and well-being. Additionally, illogical situations appear, with restrictions in the Natura 2000 areas, which were in the past established anthropogenically and want to be renewed. One of the problems is also a sudden end of Natura 2000 areas due to the national border with Austria despite of relatively unchanged natural conditions. Such situations deepen the mistrust in the professionals as well as in the network.

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The lack of time for communication in all the Natura 2000 areas and all the difficulties connected with the implementation led to logical continuation of communication after the areas had officially been formed. Between the years 2006. and 2007., a project called "The communication support of Natura 2000 in Slovenia" was carried out and later rewarded as the best Slovene communicative project in the year 2008. The project offered a reliable support to the management programme. The project included various activities contributing to the improvement of media recognition and general knowledge of Natura 2000. An important part of the project was the estimation of communication efficiency and monitoring as well as the evaluation of communicative activities through the analysis of media reports, measuring the success of the workshops for communicators, prize games, the analysis of comments given by the visitors of internet pages and the analysis of public opinion before the beginning and after the implementation of the project (Ogorelec and Pristop d.o.o., 2007.). Further communication strategy for the period between 2007. and 2012. focuses mostly on permanent continuative stakeholder communication as well as on reaching a better understanding and inclination to Natura 2000 and on the activities of some of the target groups in support of Natura.

The objective of Natura 2000 sites cannot be to conserve values in landscapes by preservation of objects or patterns but to understand the ever-going landscape dynamics not just in a purely scientific way but combined with a contextual way, i.e. how multifunctionality is affected and supported by different landscape users. Through such knowledge both parties land owners and outsiders may become able to develop visions for the future landscape functioning.

In order to achieve a better understanding of the network and active cooperation of stakeholders in the process of implementing the Natura 2000 measures, it is highly necessary for the stakeholders to be aware that one of the reasons the parts of nature included in Natura were preserved is a long-lasting good managing by the people living in these areas a close-to-nature life. With the implementation of Natura, this condition only stays preserved and protected against future devaluations. But unfortunately, many people still believe Natura to be just another set of restrictions of their management and nature intervention. Public information alone reduces the fear of the unknown and, consequently, the stereotypes of nature conservation areas serving only as a "reservation protection" of natural values. But most of all, it is important for the people to get to know the possibilities and values of Natura 2000 and not understanding them just as a restraint. The involvement and mobilization of local stakeholders in active preparation and implementation of measures are of key importance, since only in this way, the stakeholders can come to understand their role in preserving the contents of Nature and to feel responsible for their actions (Höppner, Frick and Buchecker, 2008.).

In addition, the overview of the measures taken in various Natura areas and information on different sources for financing measures and development project in the Natura 2000 areas should be enabled. A large part of Natura 2000 is privately owned and used also in economic purposes. Therefore, the involvement of owners in the future management is necessary (European Commission, 2004.). The examples of

good praxis in Slovenia and other countries encourage landowners to proactive measure implementation, forming of partnerships and applying for financial help regarding measure implementation. The management plans unite all the information on protection in one place where everyone has the access to it. In this way, a discussion and cooperation with stakeholders can be formed.

Only by constant communication with stakeholders and bottom-up participation in planning and carrying out management and sector plans, the stakeholders will be motivated to understand the value and the possibilities of the Natura 2000 network and will be ready to contribute to its preservation. For an easier Natura management- and continued cooperation planning, not only a monitoring enabling a continued following of the condition for the preserved species would be welcome, but also a continued following of social support and understanding if the wider concept of the Natura 2000 network, indirectly indicated by the nature condition as well. The communication and cooperation must be adapted to each area of the network separately. Considering the vastness of the network and the number of different stakeholders, it is difficult to unify the cooperation in the process of preparing and implementing the management measures, except from general directives and frames.

5. Conclusion

With two high-profile cases on protected area designation in Slovenia, we have represented the importance of planning and implementing the communication and participation with stakeholders. The summary of advantages, disadvantages of the cases and some proposed guidelines for future work are shown in the Table 1 and Table 2. Experiences gained in this way may be an inspiration for future implementation of protected areas i.e. NATURA 2000 which will need an integration of multifunctionality. Solutions should become flexible and create the conditions for the identification and application of specific solutions to specific places. Thus, the general knowledge and requirements of society could be integrated with the more contextual knowledge, aimed at discussing and formulating what could be considered realistic and concrete in each landscape (Pinto-Correia, Gustavsson and Pirnat, 2006.). In this way a new authenticity may be developed. Authenticity represent deep human need for recognition of owners roles in landscape management, which today are too often missing or marginalized in landscape policy contexts. They are part of the landscape experience and are linked to important feelings such as identity, responsibility, engagement and belonging, in relation to local territories (Pinto-Correia, Gustavsson and Pirnat, 2006.).

Despite numerous advantages of the participatory planning, it is necessary to be aware that this approach is not an absolute solution and a basis for conflict-free and long-lasting functioning of multifunctional natural environments. From numerous projects including public, we expect too much and, what is more, too fast. For a successful participation, the planning process must be open to possible changes of final decisions as of planning at the strategic level. According to Cornwall and Jewkes (1995.: 1673) the participatory research is certainly not a simple alternative. One has

to be aware of numerous variables influencing the planning result: the representativeness and time of stakeholder involvement, the use of various methods and last, but not least the uniqueness and individuality of each situation. The generalization of rules in such planning usually cannot be applied; after all, the planning is set in a natural environment and includes working with people, none of which is entirely predictable, since both include a considerable number of unknown features. The success depends on the implementation of the whole participation process. The individual cases increasingly show that the key to a permanent and a successful functioning of the protected area is trust of the stakeholders in the protection aims, manners of their achievement and in the consensus between them.

Table 1
Advantages and disadvantages of the designation process of Regional Park Snežnik with some proposed guidelines.

	Advantages	Disadvantages	Guidelines
FORMAL PROCESS (2000 - 2002)	<ul style="list-style-type: none">• Implemented by non-governmental regional organization (NEC)• preparation of educational material• project included the area development• involvement of local experts• series of interactive workshops with the representatives of local communities, the management, non-governmental organizations, societies, institutes and ministries• informing local population through mass media• bottom-up principle planning• proactive attitude to stakeholders	<ul style="list-style-type: none">• Excluding of non-institutionalized stakeholders (inhabitants, users, etc)• No public opinion research during the project	<ul style="list-style-type: none">• The idea of the park and the most of early stages of designation should be held at the local and regional level with the key local stakeholders• for improved communication and participation a stakeholder analysis needs to be done in order to find the key stakeholders and their position toward the subject• strategic plan of stakeholder cooperation from early on and continued cooperation with stakeholders after designation

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	Advantages	Disadvantages	Guidelines
FORMAL PROCESS (2000 – 2002)	<ul style="list-style-type: none"> • Directly informing local population through mass media • info telephone, e-mail, website, bulletin • contributions from local inhabitants in the bulletin – two-way communication • cooperation with communities 	<ul style="list-style-type: none"> • Top-down principle planning • rare use of info telephone and e-mail by inhabitants • perception of the bulletin as a free national advertisement • no direct communication with some of key local stakeholders (landowners, industry, etc) • distrust of the state and the centralized procedure, lack of financial funding for the park • reactive attitude to stakeholders • no public opinion research during the formal process of establishment 	<ul style="list-style-type: none"> • directly informing the population before formal process of designation and draft regulation • non-institutionalized stakeholders should have a chance to be actively involved

Table 2
Advantages and disadvantages of the designation process and operation of the Natura 2000 sites with some proposed guidelines.

	Advantages	Disadvantages	Guidelines
DESIGNATION	<ul style="list-style-type: none"> • Interdisciplinary and inter-institutional cooperation at the strategic level; • project-based approach; • strong political support; 	<ul style="list-style-type: none"> • Initial top-down forming of areas; • communication groups could focus only on one part of the areas and communicate only with selected stakeholders; 	<ul style="list-style-type: none"> • Integration of multi-functionality; • flexibility to adapt to different local contexts;

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	Advantages	Disadvantages	Guidelines
DESIGNATION	<ul style="list-style-type: none"> • cooperation with external contractors - communication experts; • vast and well planned communication project; • earlier approach to public than in the cases of other previously founded nature conservation areas. The communication groups approached key stakeholders even at the local level before the final shaping of the areas and all the final experts contributed data; • communication was adapted for each individual area; • direct, personal communication with key stakeholders; • stakeholder responses were gathered in order to use them in further cooperation 	<ul style="list-style-type: none"> • the main aim of the 1st project phase was to inform and to raise the awareness and reduce possible negative public reactions. The participation of higher levels was planned only for the second phase of the project- after forming management plans and accepting the areas; • public participation in Natura 2000 is not specified in the national legal order; • communities expressed complaint to the only 6-day period to express their opinion; • the areas were not formed publicly. The mistrust grew stronger due to later non-transparent changes of the areas; • the data for some Natura 2000 areas are insufficient and the local knowledge has not been regarded 	<ul style="list-style-type: none"> • inclusion and mobilization of local stakeholders in the preparation and implementation of active measures; • inclusion of local knowledge; • permanent continuative stakeholder communication as well as on reaching a better understanding and inclination to Natura 2000; • overview of measures in Natura areas and information on the various sources of funding of the measures and development projects on Natura 2000 sites. Information about protection in a place everyone has the access to; • forming of partnerships and applying for financial help; • continuity of social support and understanding (monitoring); • examples of good practices
IMPLEMENTATION	<ul style="list-style-type: none"> • Continued communication after the designation; • Website: Nature Conservation Atlas; • the Forest Service in Slovenia is a good example how two different hierarchical levels, from the national down to the landowner level, are mixed and interconnected within the same institution 	<ul style="list-style-type: none"> • Natura 2000 not being accepted by communities and spatial planners; • a lack of information, understanding and knowledge of the Natura 2000 contents. Knowledge of the key stakeholders and general public is still not sufficient; • negative experiences with few illogical examples; • distrust of the owners of the Natura 2000 toward non-cooperation in the designation process 	

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Učešće dionika u planiranju zaštićenih prirodnih područja: Slovenija

Sažetak

Učešće dionika u planiranju zaštićenih prirodnih područja sve više dobiva na značaju. Participacija pridonosi povjerenju dionika u ciljeve zaštite i mjere upravljanja. Ograničeno vrijeme i finansijska sredstva često svode utjecaj participacije dionika na razinu informacije i edukacije, što najčešće rezultira nedovoljnom primjenom izbora koji se odnose na zaštitu prirode. Članak opisuje glavne faze prostornog planiranja uz participaciju dionika, čime nam omogućava da odredimo identitet ključnih dionika, planirani stupanj participacije i metode koje treba koristiti za postizanje istih. Detaljna analiza participacije dionika i javnosti prilikom planiranja zaštićenih prostora u Sloveniji je izvedena na dva primjera: osnivanju Regionalnog parka Snežnik i oblikovanju područja Natura 2000. Participacija dionika i komunikacija prilikom osnivanja Regionalnog parka Snežnik bila je planska, međutim jedan od razloga zašto je osnivanje prekinuto prije nego je proces završen je opadanje javne potpore za park. Oblikovanje mreže Natura 2000 bilo je popraćeno opsežnim komunikacijskim pothvatom koji se bavio problemom kako pristupiti što većem broju dionika u kratkom zadанom vremenskom periodu. Članak pokazuje zašto primjena Nature 2000 u Sloveniji napreduje sporo i smjernice za njezinu poboljšanje.

Ključne riječi: Arhuška konvencija, Zavod za šumarstvo, Matra, Natura 2000, metodologija participacije, regionalni park Snežnik – Slovenija, analiza dionika, participacija dionika.

2.1.2 Analiza deležnikov v zavarovanem naravnem parku: študija primera iz Slovenije

Stakeholder analysis in a protected natural park: case study from Slovenia

NASTRAN Mojca

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Analiza deležnikov je ključni korak za uspešno vključujoče prostorsko načrtovanje. Na primeru zavarovanega območja v nastajanju je bila uporabljena analiza deležnikov kot orodja za določevanje njihove pomembnosti pri nastajanju in delovanju Regijskega parka Kamniško-Savinjske Alpe v Sloveniji. Deležnikovo pomembnost smo določili s prilagodljivo metodo, pri kateri smo z numerično oceno določili tri deležnikove attribute: moč, legitimnost in interes. Pokazalo se je, da so lokalni kmetje in prebivalci ključni deležniki na preučevanem območju. S pomočjo ankete smo od njih pridobili tudi informacijo o deležnikih, katerih vključitev je po njihovem mnenju nujna v posameznih fazah ustanavljanja zavarovanega območja. Na podlagi ankete smo tudi ugotovili, da se želja in s tem tudi pomembnost vključevanja različnih skupin deležnikov med posameznimi fazami ustanavljanja razlikuje, kar pogojuje tudi raznolikost načinov in stopnje predlaganega vključevanja navedenih deležnikov.

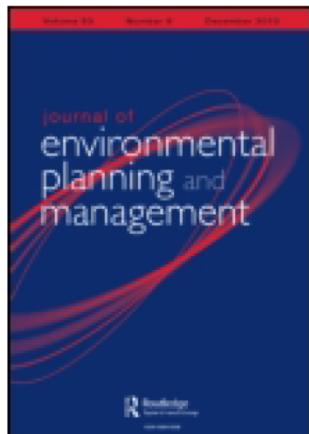
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Stakeholder analysis in a protected natural park: case study from Slovenia

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Stakeholder analysis in a protected natural park: case study from Slovenia

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Stakeholder analysis is the key step towards a successful participatory spatial planning. The case study of the protected area in designation features stakeholder analysis as a tool in defining the salience of the stakeholders' involvement in the designation and the operations of the Kamniško-Savinjske Alps Regional Park in Slovenia. The salience of a stakeholder was determined using a flexible method using numerical evaluations of three stakeholder attributes: power, legitimacy and interest. Local farmers and residents are the key stakeholders in the research area. The survey explored which stakeholders they believe are necessary in individual phases of the protected area and how they would participate. The salience of different stakeholder groups varies during various project stages. Consequently, the perception of how and to what extent those stakeholders should participate also varies.

Keywords: Kamniško-Savinjske Alps Regional Park; participatory planning; salience; stakeholder attributes; stakeholder management

1. Introduction

During the last few decades, it has become evident that collaboration with different stakeholders in spatial planning is essential (Luz 2000; Muro and Jeffrey 2008; Prell, Reed, and Hubacek 2009; Jones-Walters and Çil 2011; Nastran and Pirmat 2012). There are usually several stakeholders involved in spatial planning. Their positions and interests can be completely contradictory. For this reason, stakeholder analysis represents one of the most important initial steps which can greatly influence the success of the project (Agle *et al.* 2008; Jepsen and Eskerod 2009; Reed *et al.* 2009; Neville, Bell, and Whitwell 2011). Stakeholder analysis allows us to identify the key stakeholders and reveal their roles, intentions, connections, interests, behaviour, influence, power and the positions they have in the planning process (Brugha and Varvasovszky 2000; Reed *et al.* 2009).

In this paper, the term ‘stakeholder’ is derived from Freeman’s (1984, 46) well-known, general, and often quoted definition of a stakeholder as being “... any group or individual who can affect or is affected by the achievement of the organisation’s objectives ...”. The protection and the later success of natural park management often depend on well-co-ordinated collaboration between the stakeholders and swift conflict solving (Rastogi *et al.* 2010). Due to limited funds and time, it is important to establish who the key stakeholders are in the initial planning phases and what their positions, interests and influences are (Grimble and Wellard 1997) in the planning and managing of a natural park, so that we can focus on them when planning the participation and choose

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the appropriate strategy and collaboration method. The literature on this topic offers a solid theoretical frame for stakeholder analysis (SA) in different areas; however, it lacks agreement about the usage of different methods and precise information on how, when and why the analysis is applicable in actual protected area management (Billgren and Holmén 2008; Reed 2008; Reed *et al.* 2009; Jepsen and Eskerod 2009; Hage, Leroy, and Petersen 2010; Rastogi *et al.* 2010).

The methods used for stakeholder classification often do not include all the stakeholder attributes important for specific research or they have insufficient attribute definitions. For this reason, a method combining three stakeholder attributes will be used for this practical example of the Kamniško-Savinjske Alps Regional Park (KSA RP) in designation. Stakeholder salience is measured using a co-ordinate system in a 3D space delineated by three axes, each axis representing one of the selected attributes: stakeholder power, legitimacy of the stakeholder's demands, and their interest to influence the project. Choosing the key stakeholders and understanding their positions could assist KSA RP managers and will build a foundation for further co-operation with them. Their involvement is essential for the park designation and its planning a prerequisite for success. However, SA has rarely been incorporated into the formal or informal processes of designation and management of protected areas in Slovenia.

The main objective of this study is to present the method used for the estimation of stakeholder attributes and to apply it to the KSA RP study case. We identified and ranked KSA RP stakeholders using numerical values. The second objective was to determine which activities and in which phases of KSA RP the key stakeholders want to participate in and where they think other stakeholders should participate. Their wishes and positions (support towards the park) will set the groundwork for further stakeholder participation planning in the different phases of the park. These study results will be a useful tool for future stakeholder analysis and management research both in theory and practice.

2. Stakeholder analysis

SA includes many different perceptions and combines a wide number of methods used in different areas with various purposes (Brugha and Varvasovszky 2000; Chevalier 2001; Reed *et al.* 2009; Elias 2012). Reed *et al.* (2009, 1933) defined SA as a

process that: a) defines aspects of a social and natural phenomenon affected by a decision or action; b) identifies individuals, groups or organisations who are affected by or can affect those parts of the phenomenon; and c) prioritises these individuals and groups for involvement in the decision-making process.

SA can therefore help us plan stakeholder participation (ODA 1995).

SA includes different processes or activities. Stakeholder identification must first be established by making a stakeholder list. The next step is to classify, characterise (Jepsen and Eskerod 2009) or evaluate them (Pan 2005). It is during this step we determine and evaluate their effects, interests, expectations and power in the various project stages. We are thus able to prioritise some of the stakeholder groups. The final step is to decide on future work with the key stakeholders based on the conclusions and to create a participation plan for the different project phases. Some authors consider this classification a part of stakeholder identification, as it allows us to determine the key stakeholders (Achterkamp and Vos 2008).

The pertinent literature states several methods that may be used for stakeholder identification and classification. All the methods can be executed with or without the stakeholders' active participation (Reed *et al.* 2009). The stakeholders are identified by creating lists of all potential stakeholders (ODA 1995). This can be accomplished through brainstorming or by asking the other stakeholders through interviews, a focus group, snowball sampling (Reed *et al.* 2009), etc. As a mere list of potential stakeholders is of no great use, it is important to classify them, usually by classifying the stakeholders according to their attributes or attribute combinations in the form of matrices. Some attributes are similar to each other and are interconnected. Some authors even consider them to be interchangeable (e.g. power and influence). The most common attributes used to classify stakeholders are presented in Table 1.

2.1. Attribute combinations

Classifications using attribute combinations allow us to determine the key stakeholders and to suggest how to collaborate with them in the planning process. A well-known framework for stakeholder classification is based on whether they possess the attributes of power, legitimacy and urgency (Mitchell, Agle, and Wood 1997). Interestingly, a lesser known combination of three attributes is the combination of knowledge, power and leadership (Rastogi *et al.* 2010). Other common stakeholder attribute combinations can be found in the form of matrices. The power or influence attribute mostly appears in matrices in combination with interest (Reed *et al.* 2009), position (Scmeer 1999; Varvasovszky and Brugha 2000) or importance (ODA 1995). All the classifications have some disadvantages due to insufficient attribute definitions (Reed *et al.* 2009; Neville, Bell, and Whitwell 2011) or because one of the important attributes is excluded.

3. Methods

3.1. Study area

Like other European countries, Slovenia has established and managed natural areas in a predominantly centralised way during the last few decades, applying the top down principle. When planning protected natural areas, the stakeholders' conflicts of interest prove to be problematic in populated areas. Approximately 13% of Slovenia is covered by protected areas. The percentage of protected areas is relatively large and is still increasing. Protected natural parks are to span up to a third of the country's area (Government of the RS 2006b), so successful management of these areas is extremely important for environmental protection and poses a great challenge to Slovenia. Stakeholder management has still not been systematically introduced into the planning phases and the natural park management in Slovenia. Slovenia ratified the Aarhus Convention (1998) in 2004 and the European Landscape Convention (2000) in 2003. Both conventions regulate public participation in decision making in environmental matters. In Slovenian spatial legislation, the Principle of Freedom of Information ensures that all residents have open access to environmental data. Everyone also has the legal right to participate in the processes dealing with changes in regulations, policies, strategies, programmes, plans and projects regarding environment protection. In addition, every resident has the right to take part in the process of issuing legal acts concerning the activities affecting the environment (Government of RS 2006a). The public has the right to be informed about spatial act preparation processes and the right to participate in these

Table 1. The most common attributes to classify stakeholders, as reported in literature.

Attribute	Question	Categories	References
Influence, Power	What is the stakeholder's influence on the project?	low – high indirect/direct yes/no	Jepsen and Eskerod (2009); Varvasovszky and Brugha (2000); Neville, Bell, and Whitwell (2011) Grimble and Wellard (1997) Mitchell, Agle, and Wood (1997)
	Do the stakeholders influence the project?	affect/affected	Grimble and Wellard (1997); Chevalier and Buckles (2008); Eden and Ackermann (1998)
	Do the stakeholders influence the project or does the project influence the stakeholders?	yes/no	Mitchell, Agle, and Wood (1997) Neville, Bell, and Whitwell (2011)
Legitimacy	Do the stakeholders have legitimate demands?	low – high yes/no low – high low – high	Mitchell, Agle, and Wood (1997) Neville, Bell, and Whitwell (2011) ODA (1995)
Urgency	How legitimate are the demands? Do stakeholder's claims call for immediate attention?	different classifications: e. g. client, decision maker, designer, passively involved	Achterkamp and Vos (2008)
Importance	Are the stakeholder's needs and interests a priority?	necessary/contingent	Archer (1995)
Role	What is the stakeholder's role in the project?	support/opposition	Varvasovszky and Brugha (2000); Jepsen and Eskerod (2009)
Position, compatibility	Are relationships between groups necessary or contingent? What is the stakeholder's position toward the project/in the project?	co-operative/competitive compatible/incompatible	Freeman (1984) Archer (1995)
	Are relationships between stakeholders compatible or incompatible in terms of sets of ideas and material interests?		

(Continued)

Table 1. (Continued)

Attribute	Question	Categories	References
Project location	What is the project location of stakeholders according to their operation?	internal/external	Brugha and Varvasovsky (2000)
Activity	How is the stakeholder involved in the project? Do the stakeholders affect the project or does the project affect them?	passive/active affect/affected	Grimble and Wellard (1997) Grimble and Wellard (1997); Chevalier and Buckles (2008) ODA (1995)
	Do the stakeholders have an indispensable role for the project/organisation survival?	primary/secondary/external stakeholders primary/secondary	Freeman (1984); Clarkson (1995)
Institutional level	On what level are the stakeholders connected with the project?	international, national, regional, local off-site, local on-site	Grimble and Wellard (1997)
Interest	What is the level of the stakeholder's interest to influence on the project? What are the advantages perceived by the stakeholders?	low – high descriptive	Varvasovsky and Brugha (2000); Eden and Ackermann (1998); Schmeer (1999)
Expectations, Contributions	What are the stakeholder's interests, expectations and contributions within the project?	descriptive	Andersen, Grude and Haug (2004)
Knowledge	How much do the stakeholders know about the project?	low – high	Schmeer (1999)
Leadership	Is the stakeholder any kind of a leader?	yes/no	Schmeer (1999)

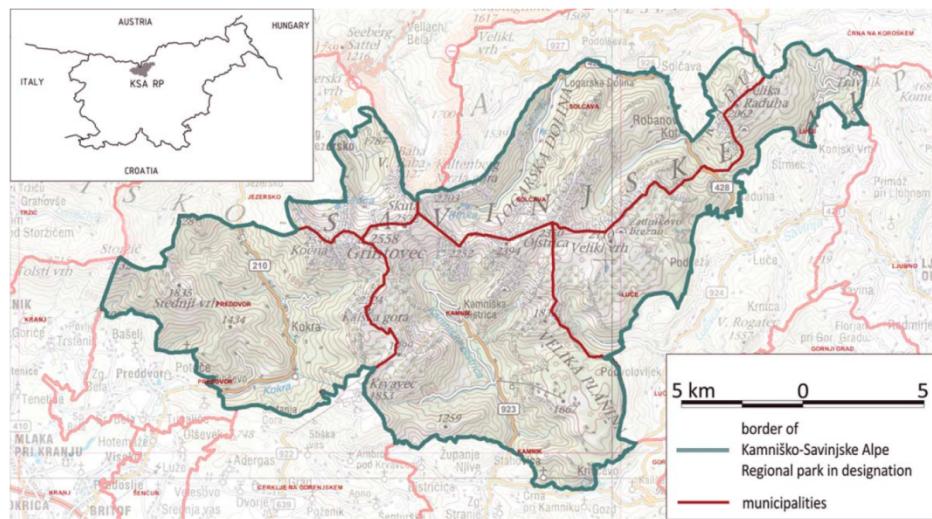


Figure 1. Location of the suggested Kamniško-Savinjske Alps Regional Park.

processes. Access to spatial acts and to public information regarding spatial planning has to be ensured. Spatial acts have to be publicly accessible and discussed for at least 30 days. All public comments and suggestions have to be considered and decisions about them must be made by the authorities (Government of RS 2007). Unfortunately, higher participation levels (where stakeholders actually have decision-making powers) have not yet become common practice in the early stages of the planning process and have not been encouraged by the legislation (Nastran and Pirnat 2012).

We therefore carried out a stakeholder analysis and made recommendations regarding stakeholder participation for KSA RP project in designation (Figure 1). If properly applied, the results contribute to more efficient stakeholder management in the park and other similar areas. In addition, the methods will be a useful tool for stakeholder analysis in other environmental management decisions. Slovenian regional parks belong to the category V (protected landscape) with minor areas being a part of categories I and II according to IUCN categorisation (Ogorelec and Mastnak 1999). The park has been in the formation process since 2005, when five municipalities and the Ministry of the Environment and Spatial Planning signed an agreement on the designation of the park. The manager of the Logarska Valley Nature Park was appointed co-ordinator among several stakeholders and founders. During this time, the park founders compiled some expert reports, informed the residents and spoke to some stakeholders. The park designation has been at a standstill since 2010.

The planned regional park encompasses the Kamniško-Savinjske Alps (KSA) mountain range and its valley edges, where a majority of the park area population is concentrated. KSA is an extensive mountain range connected to the Southern Limestone Alps. Together with the Karawanks, it forms the mountain range between Slovenia and Austria. It is interspersed with valleys in the north-south direction (Tomažič 2006). The surface formations are a result of glacial activity, water flow and karst corrosion. Typical alpine karst formations have developed on the limestone surface. The relative altitude of the area is about 1500 m. The geographical conditions have created diverse ecosystems. KSA is among the most densely forested areas in Slovenia. Forests cover two-thirds of the surface. The tree line reaches an altitude of approximately 1600 m (absolute). It has

been affected by man, as the line lowered with the cultivation of alpine meadows. In the past, people cleared forests to form a cultural landscape. The main sectors in the area are forestry, animal husbandry and tourism, which have developed in recent history ([Logarska dolina d.o.o. n.d.](#)).

The protected area is planned to encompass 264 km². Due to its great significance to the EU, a large portion of KSA falls within the Natura 2000 project. Smaller individual parts of the area have already been protected as extensive protected areas (Logarska Valley Nature Park, 24 km² and Robanov kot, 14 km²). Approximately 650 people live in the area, which includes 30 farms. The state's ownership is only about 15% of the planned park area; the rest is privately owned. In addition to reaching environmental protection objectives, nature parks are also established in order to ensure quality living conditions for the residents, to preserve the settlements through sustainable development, and to preserve the natural heritage and cultural landscape ([Tomažič 2006](#)). For this reason, a good implementation of a new protected area plan is especially important.

3.2. Research methods

The stakeholder identification list and the assessment of some attributes (position, activity and impact) are based on semi-structured, open-ended personal interviews with the inhabitants (11), landowners (8) and establishers (4) of the park; on past experience with nature conservation institutions in other Slovenian protected areas (PA); on analyses of articles on the park; on public presentations of the draft regulation of the park; and on the stakeholders' comments on it. The list of stakeholders was only an initial phase in choosing the stakeholders. The stakeholders were then classified according to attributes deemed to be the most important (Table 2). Whenever stakeholders are classified and attributes are estimated, there is a potential risk of an inaccurate classification of 'borderline' stakeholders. Based on past experience in Slovenian PA establishments, most of the stakeholder group members support the ideology and activities of their own group (e.g. Nastran and Pirnat [2012](#)), even though individual opinions within group differ in certain points. Stoll-Kleemann ([2001](#)), who researched German protected area management, explained this phenomenon with the help of the Social Identity Theory ([Tajfel 1978](#)). Based on these findings, we decided to evaluate attributes for the entire stakeholder group. It is necessary to bear in mind that small differences in opinion within the group can increase and change the assessment of attributes in the later stages of park establishment or management. Although the stakeholder classification method is rigid in some aspects, it is a helpful tool in making transparent stakeholder management decisions.

3.2.1. Expert stakeholder analysis

We used a stakeholder classification method for the study case based on a combination of three important attributes which comprehensively demonstrate the stakeholder's salience. We selected the attributes of power, legitimacy and interest. These are some of the most important, representative and common stakeholder attributes both in literature and in practice. The redefined Mitchell, Agle, and Wood ([1997](#)) definition of a stakeholder's importance ([Neville, Bell, and Whitwell 2011](#), 369) includes all three attributes, and their combinations, as well as a good description of the stakeholder's salience: "Salience is the prioritization of stakeholder claims by managers based on their perception of the degree of power of the stakeholder and the degree of moral legitimacy and urgency of the claim". We substituted the urgency attribute in the method with the interest attribute.

Table 2. The stakeholder attribute estimates and their salience in the Kamniško-Savinjske Alps Regional Park.

Stakeholder	Attribute	Salience
	Legitimacy	
	Influence,	
	Power,	
	Interest,	
	Compatibility	
	Position,	
	Activity	
	Impact	
	Expectations	
		$D = \sqrt{a^2 + b^2 + c^2}$
Ministry of Spatial Planning	3	3
Municipalities	2	2
Logarska Valley Nature Park manager	2	2
NGOs ^a	1	2
Local crafts and industry	1	1
Tourists	0	1
Farmers (on-site)	2	3
Residents (on-site)	1	3
Landowners (off-site)	2	2
Population (off-site)	0	1
GOS ^b	1	2
Tourism service providers	1	1

Notes: ^aNGOs – non-governmental organisations; Hunting Association of Slovenia, Fishing Association of Slovenia, Slovenian Mountaineering Federation.

^bGOS – governmental organisations: Slovenia Forest Service, Chamber of Agriculture and Forestry of Slovenia, Institute of the Republic of Slovenia for Nature Conservation.

1 = low, 2 = medium, 3 = high;

+ = support, compatible, 0 = neutral, - = opposition, incompatible;

A = active, P = passive; T = affect, D = affected.

Interest can be recognised as the stakeholder's wish to participate in the project and to influence project decisions. Urgency can be of help only when prioritising stakeholder demands, but not in identifying the stakeholders themselves (Neville, Bell, and Whitwell 2011). Increasing salience due to the time pressure caused by the stakeholder's demand can thus be misleading in long-term projects (Driscoll and Starik 2004). Interest is connected with urgency but is easier to recognise. As with urgency, the stakeholder's interest can also vary according to the project phase. When evaluating the attribute level, we can summarise the Mitchell, Agle, and Wood (1997) definition of power, after Etzioni (1964): a stakeholder may have coercive power based on force or threat, utilitarian power (material/incentives), and/or normative power (symbolic influences). The legitimacy attribute considered the moral legitimacy of the stakeholder's demands, but not the pragmatic and cognitive ones. It was evaluated according to the Neville, Bell, and Whitwell (2011, 369) redefined definition:

The moral legitimacy of a stakeholder's claim is an assessment by managers of the degree to which a claim exceeds a threshold of desirability or appropriateness within some personally, organisationally, and socially constructed system of ethical norms, values, beliefs and definitions.

Each of the three attributes (power, interest, and legitimacy) was assigned an axis in 3D space. The stakeholders farthest from the starting point of the co-ordinate system are essential, as the individual stakeholder's attribute evaluations increase with distance (S) (Figure 2). When planning the co-operation, it is necessary to place special emphasis on the key stakeholders. The attribute estimation values can be continuous and not discrete, as in the Mitchell, Agle, and Wood (1997) bubble diagram, which was reproached by Neville, Bell, and Whitwell (2011). The salience of stakeholders which have the same attributes differs according to the estimates of the individual attribute. Stakeholder salience is evaluated using this equation:

$$S = \sqrt{ia^2 + jb^2 + kc^2} \quad (1)$$

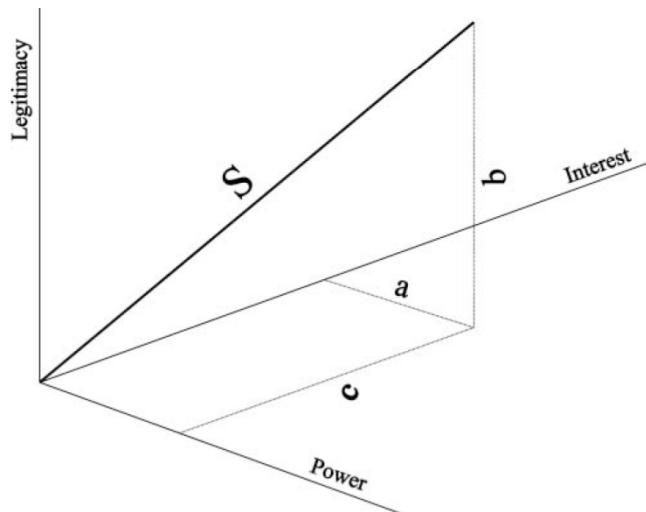


Figure 2. Method used for estimating stakeholder salience.

S is the stakeholder salience, a, b, c the selected attribute estimates, and i, j, k the weights of the selected attributes. For the purpose of this study, the simplified attributes are graded on a four-level scale (0, 1, 2, 3). The attributes in the studied case are not weighed, so we used the equation:

$$S = \sqrt{a^2 + b^2 + c^2} \quad (2)$$

In order to apply this method of salience assessment to our case study, attributes of the stakeholders in KSA RP were assessed. To ensure objectivity and more consistency in the assessment, estimates were discussed with two independent experts in the field of nature and landscape planning and management with experience in park management (e.g. Reed *et al.* 2009; Rastogi *et al.* 2010). The stakeholder attribute estimates are presented in Table 2. Some planners deem certain attributes to be more important than others. In that case, a certain attribute can be weighed, which lengthens the distance from the starting point on the axis marking the chosen attribute. The three attributes chosen for the diagram (Figure 2) are very representative and efficient in determining a stakeholder's importance. Along with our selection, the method allows for the selection or substitution of other attributes. This can be an advantage if the method is used in a completely different natural or cultural area (e.g. Rastogi *et al.* 2010).

3.2.2. Participative stakeholder analysis

Based on the classification of stakeholders (Table 2) in the first phase of the study, key stakeholders were determined as the top two stakeholders with the highest score alongside the founders of the park (the Ministry, municipalities and manager of the Logarska Valley Nature Park). Due to our desire to simplify the study and the legal and financial limitations of the research, only the first two groups of stakeholders were analysed, despite small score differences between further stakeholder groups. The key stakeholder groups were identified as farmers (on-site) and residents (on-site). We executed a household survey among them in order to find out their willingness to participate and their position regarding the park. As a comparison group, we included the population that does not live in the park but in the municipalities founding the park. We asked them which stakeholders they believe should participate in the individual phases of the KSA RP designation and management (Table 3), how they would like to participate (Table 4), and what their view on the planned park is (Table 6). The survey was carried out between August and October 2011, after public debate on the planned park regulation had come to an end. At the time of the survey, no activities with the stakeholders were taking place. The park designation process is still at a standstill. Every household within the planned park received the survey via mail with the instruction that a person over 18 should fill it out. The response rate among the population within the park was 29% ($n = 69$). However, six questionnaires were not included in the further analysis because of missing data. The final response rate thus fell to 26.5% and is comparable to other mail surveys in Europe (Arnberger and Schoissengeier 2012). The online survey was filled out by 45 anonymous residents who live outside the park limits, but within the municipalities in which the park is being planned (up to approximately 10 km outside of the park limits). They represented our 'off-site population' comparison group. The response rate for this group could not be calculated because the link to the survey webpage was spread using the snowball technique.

Table 3. Key stakeholders' assessment of the necessity for different stakeholder groups to participate in different phases of the Kamniško-Savinjske Alps Regional Park project. The off-site population is added as a comparison group. Numbers are expressed in percentages.

Marked as essential stakeholder in different KSA RP phases	Respondents	Designation			Management			Monitoring		
		Incentive or idea about designating a protected area	Designation process including marking the borders, contents, and area goals	Preparation of the management plan	Execution of the management plan	Monitoring the execution of the management plan				
		Population off-site (n = 45)	Farmers on-site (n = 17)	Residents on-site (n = 45)	Population off-site (n = 45)	Farmers on-site (n = 17)	Residents on-site (n = 45)	Population off-site (n = 45)	Farmers on-site (n = 17)	Residents on-site (n = 45)
Population on-site	82.2 64.7 80.0 80.0	51.1 29.4 37.8 53.3	29.4 26.7 46.7 29.4	13.3 40.0 29.4 20.0	68.9 64.7 48.9 46.7	68.9 64.7 48.9 46.7	68.9 64.7 48.9 46.7	68.9 64.7 48.9 46.7	70.6 57.8 26.7 20.0	48.9 17.8 29.4 17.8
Landowners off-site	53.3 23.5 40.0 44.4	17.6 31.1 40.0 17.6	28.9 31.1 28.9 22.2	35.6 0.0 35.6 0.0	40.0 48.9 47.1 47.1	40.0 48.9 47.1 47.1	40.0 48.9 47.1 47.1	40.0 48.9 47.1 47.1	55.6 51.1 51.1 51.1	22.2 22.2 22.2 22.2
Population off-site	44.4 29.4 44.4 48.9	35.3 44.4 57.8 47.1	42.2 42.2 48.9 48.9	47.1 47.1 47.1 47.1	40.0 40.0 40.0 40.0	40.0 40.0 40.0 40.0	40.0 40.0 40.0 40.0	40.0 40.0 40.0 40.0	55.6 47.1 47.1 47.1	51.1 51.1 51.1 51.1
Ministry of Spatial Planning	64.4 47.1 55.6 60.0	41.2 60.0 68.9 53.3	57.8 57.8 66.7 57.8	42.2 42.2 47.1 51.1	41.2 41.2 40.0 53.3	41.2 41.2 40.0 53.3	41.2 41.2 40.0 53.3	41.2 41.2 40.0 53.3	41.2 41.2 40.0 53.3	41.2 51.1 51.1 51.1
Municipalities	24.4 17.6 40.0 15.6	5.9 8.9 4.4 5.9	4.4 4.4 22.2 11.8	4.4 4.4 11.8 11.8	22.2 22.2 11.8 11.8	22.2 22.2 11.8 11.8	22.2 22.2 11.8 11.8	22.2 22.2 11.8 11.8	22.2 22.2 11.8 11.8	22.2 22.2 11.8 11.8
Tourists	64.4 29.4 64.4 62.2	29.4 37.8 57.8 35.3	35.3 31.1 75.6 41.2	31.1 31.1 41.2 40.0	35.3 35.3 40.0 40.0	35.3 35.3 40.0 40.0	35.3 35.3 40.0 40.0	35.3 35.3 40.0 40.0	41.2 41.2 40.0 40.0	35.6 41.2 41.2 41.2
NGOs	73.3 41.2 57.8 75.6	47.1 57.8 80.0 52.9	84.4 84.4 84.4 84.4	47.1 47.1 47.1 47.1	44.4 44.4 44.4 44.4	44.4 44.4 44.4 44.4	44.4 44.4 44.4 44.4	44.4 44.4 44.4 44.4	52.9 52.9 52.9 52.9	64.4 64.4 64.4 64.4
GOs										

Notes: n = no. of respondents.

Survey question: Please mark which stakeholder groups you think need to participate in the process of designating and managing the Kamniško-Savinjske Alps Regional Park in designation and in which phases. One stakeholder group can participate in several phases of the process.

4. Results

4.1. Identification and classification

Twelve main stakeholder groups were identified. They were all assessed in accordance with the selected attributes (Table 2). One of the park's founders, the Ministry of the Environment and Spatial Planning, has the highest salience score, because they direct and influence the process of the park's establishment. In reality, the founders of the park (the Ministry, municipalities, and the manager of the Logarska Valley Nature Park as co-ordinator) were the ones who should have executed stakeholder analysis and not to be a prior subject of this analysis in the first phase of establishing the park. Therefore, and in order to soften the state's influence which tends to be too strong in park establishment in Slovenia, the founders were excluded from second phase analysis. The remaining

Table 4. The stakeholders' participation in different activities in different phases of the Kamniško-Savinjske Alps Regional Park.

		Population off-site (n = 45)		Farmers on-site (n = 15)		Residents on-site (n = 45)	
		n	%	n	%	n	%
Passive	I would not want to participate in the planning of the park	9	20.0	7	46.7	7	15.6
	I would advise the municipality or the state to establish a park in the area of the Kamniško-Savinjske Alps	10	22.2	2	13.3	5	11.1
	I would participate in choosing the name and symbol (logo) of the regional park	10	22.2	0	0.0	3	6.7
	I would attend the public presentation of the park	20	44.4	4	26.7	19	42.2
	I would help co-ordinate the park contents with the locals	13	28.9	5	33.3	13	28.9
Active	I would help the planners determine the area of the park (boundaries)	6	13.3	3	20.0	3	6.7
	I would participate in the formation of development policies and measures in the park	10	22.2	4	26.7	10	22.2
	I would help prepare a management plan after the designation of the park	5	11.1	1	6.7	5	11.1
	I would participate in the management of the park (as a board member, executing the necessary measures)	13	28.9	3	20.0	9	20.0
	I would participate in the monitoring of the park management, the implementation of the management plan, as supervision	9	20.0	2	13.3	14	31.1
	Other	0	0.0	0	0.0	0	0.0

Notes: n = no. of respondents.

Survey question: If you had the opportunity to participate in the designation, planning, and managing of KSA RP, which activities would you participate in?

foremost stakeholder group was the on-site population which was identified as the key stakeholder in the park designation process. This group is the largest but is not homogenous. Due to varying influences on the landscape and other differently evaluated attributes, we divided them into two large groups: farmers who manage their land within the park and residents who do not own extensive land, but reside within the park. The

Table 5. Stakeholders' willingness to participate in the active and passive park activities.

	Active activities %	Passive activities %
Population off-site (n = 45)	45.5	54.5
Farmers on-site (n = 15)	40.0	60.0
Residents on-site (n = 45)	43.2	56.8

Notes: n = no. of respondents.

Table 6. The general opinions of stakeholders about the park.

		Population off-site (n = 45)		Farmers on-site (n = 18)		Residents on-site (n = 45)	
		n	%	n	%	n	%
Support the park	I support the idea of a park	24	53.3	3	16.7	16	35.6
	I support the park establishment, but with a few changes	10	22.2	5	27.8	11	24.4
Oppose the park	Nature needs to be preserved but not through a regional park	8	17.8	6	33.3	12	26.7
	I am against any nature conservation in the area (I am against the establishment of the park)	0	0.0	3	16.7	3	6.7
	I have no opinion	3	6.7	1	5.6	0	0.0
	Other (descriptive)	0	0.0	0	0.0	3	6.7

legitimacy of claims of the on-site population is the second highest, following the Ministry. The worst evaluated attributes were assigned to tourists and the off-site population, which has a passive and supportive role in the establishment of the park.

4.2. Dynamics of the stakeholders in different process phases of the park designation and management

In addition to the manager's perspective on the importance of the stakeholders to be included in the project, the stakeholders' perspective on where their participation is essential and how they wish to participate is also important. The project cycle was divided into five detailed (a–e) or three main (1–3) phases:

- (1) Designation includes (a) the incentive or the idea about designating a protected area, and (b) the designation process including marking the borders, contents and area goals;
- (2) Management after the designation with (c) a preparation, and (d) execution of the management plan;
- (3) (e) Monitoring the execution of the management plan in the park.

The farmers (n = 18), the residents (n = 51) within the park and the comparison group outside the park (n = 45) were asked which stakeholders should absolutely participate in the different phases of the KSA RP project. Several stakeholders were suggested for each phase. Table 3 presents the key stakeholders' assessment of how necessary the participation of different stakeholder groups is in different phases of the project KSA RP. Figure 3 shows the same shares graphically represented for the main three phases. Upon analysing the answers, we merged the non-governmental organisations (NGOs) into one

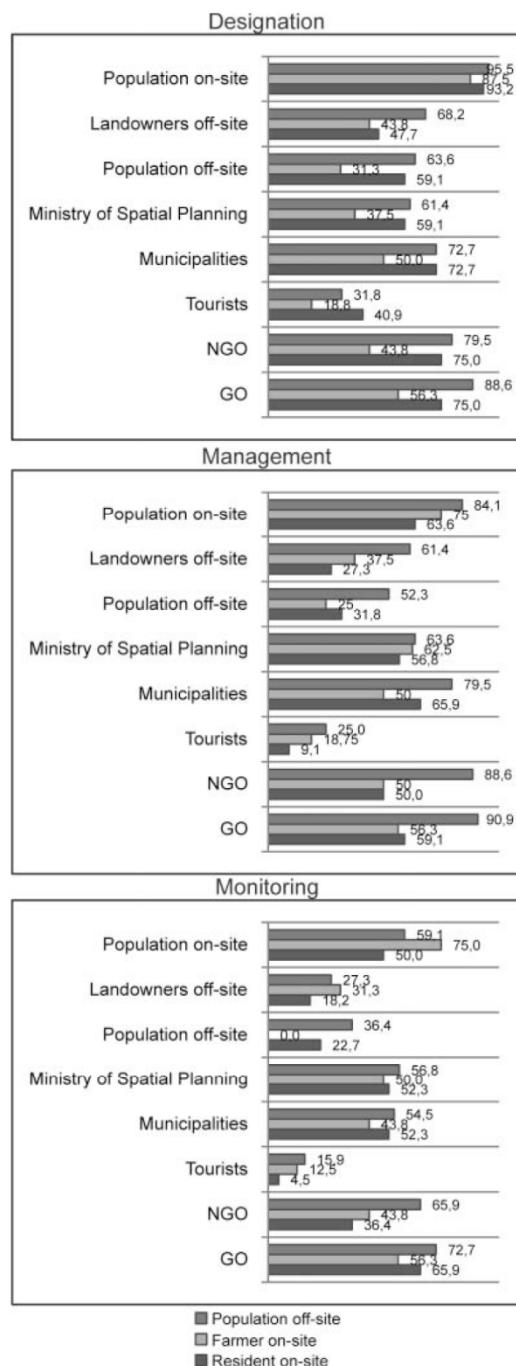


Figure 3. Key stakeholders' assessment of the necessity for different stakeholder groups to participate in the three main phases of the Kamniško-Savinjske Alps Regional Park.

group and the governmental organisations (GOs) into another group because of similar attitudes in their answers. NGOs in the researched areas include: the Hunting Association of Slovenia, the Fishing Association of Slovenia, and the Slovenian Mountaineering Federation. The GOs include: the Slovenia Forest Service, the Chamber of Agriculture and Forestry of Slovenia, and the Institute of the Republic of Slovenia for Nature Conservation. If a survey participant marked any of the organisations, the entire group received one vote. The stakeholder categories 'local crafts and industry' and 'tourism service providers' were not an option in the survey, because the majority of tourism providers and local crafts are included in the stakeholder categories 'farmers' and 'NGOs', who performed some tourism and crafts as additional activity. As expected, the majority of farmers included themselves in all five phases of the park (Table 3). All three stakeholder groups marked themselves most frequently in the designation process (Table 3 and Figure 3). Opinions about necessary stakeholders differ mostly in the management phase. Most farmers marked national institutions (the Ministry and GOs) as necessary stakeholders in this phase. In the management phase, the off-site population marked GOs, NGOs and municipalities much more frequently than farmers and residents. The residents would leave the park management to the municipalities. Farmers mostly suggested themselves for the monitoring phase (70.6%). They also marked the GOs as the second necessary stakeholders in this phase; the off-site population and residents found them to be the most necessary stakeholder in this phase. The biggest difference between the on-site and off-site populations involves NGOs and GOs. The off-site population would trust them with the park management as well as the control (Figure 3 and Table 3).

4.3. Key stakeholder activeness and support for the planned park

Survey participants were asked how they would be willing to co-operate in the preparation, planning or operations of KSA RP if they had the opportunity. Against our expectations, 46.7% of the farmers did not want to participate in the planning of the park (Table 4). As many as 60% of the farmers, 57% park residents and only 55% of the off-site population said they would only participate in passive activities (Table 5). Passive activities include the proposal of the protected area designation, choosing the name and logo, participation in the public presentation, co-ordinating the park contents with the local residents and non-co-operation in the park planning. The active activities include determining the park area, shaping the developmental orientation and measures, preparing the management plan, helping with the management, following the park management and control.

A total of 50% of the farmers and 33.3% of the residents opposed the designation of the regional park (Table 6). In total, 38.1% of the on-site population opposed the park, while the share of opposition among the off-site population was 18%. Among the off-site population and the on-site residents who opposed the park, only a few would want to actively participate in the project (five on-site and three off-site residents) (Table 7).

5. Discussion

5.1. Identified stakeholders and their attributes

As expected, the Ministry has the highest salience. The Ministry is the stakeholder who can regulate all other stakeholders by means of legislation. More surprising is the

Table 7. Number and percentage of the respondents according to their activity and support towards the park.

	Willingness to participate in active activities				Willingness to participate in passive activities			
	+		-		+		-	
	n	%	n	%	n	%	n	%
Population off-site (n = 41)	17	41.5	3	7.3	16	39.0	5	12.2
Farmers on-site (n = 18)	5	27.8	5	27.8	3	16.7	5	27.8
Residents on-site (n = 41)	13	31.7	5	12.2	14	34.1	9	22.0

Notes: + support the park; - oppose the park.

evaluation of the other founders, e.g. the municipalities and the manager of the Logarska Valley Nature Park, who do not have the highest scores (Table 2). This can be a result of the founders' unequal roles, which were detected in the interviews:

The ministry is in fact the one who leads and co-ordinates the entire thing. (Interviewee 13, municipality on the designation)

The municipalities themselves have not had the resources to start the designation. Moreover, they did not know what to do. Contact with the ministry has been established. The ministry did sense some interest, at least when it came to the municipalities. (Interviewee 11, Logarska Valley Nature Park manager)

Tourists and the off-site population have the lowest salience. They have been passive in the process of the establishment, will be affected in case of the park designation and are relatively in favour of the park. The on-site population has the highest level of legitimacy in the project (Table 2). They contribute the most to the preservation of nature with their management and are most affected by the establishment of the park. Stakeholders in this group are also members of other stakeholder groups (local crafts and tourism providers) (e.g. Rastogi *et al.* 2010), so their role in the project has become more important. Compared to Rastogi *et al.* (2010), where the method of attribute assessment is similar, NGOs are not one of the most important stakeholder groups.

The method proved to be simple and fast for ranking stakeholders with the numerical estimates. It facilitates the managers' decisions, legitimises them (Reed *et al.* 2009), and is helpful in further stakeholder management.

5.2. Stakeholder participation in different phases of the park designation and operation

The fact that the local residents were identified as key stakeholders in KSA RP using our method is not surprising, as this has already been confirmed by other studies in the field of participatory planning (Ericson 2006; Pinto-Correia, Gustavsson, and Pirnat 2006; Valencia-Sandoval, Flanders, and Kozak 2010). Stakeholders, who are essential for preserving a high-quality cultural and natural landscape in the planned park, received the most votes in the survey in most phases of the project. The farmers in the study area have

managed their lands very well and in a sustainable manner. They are aware of the following:

Generations have lived here for centuries and if we had been doing something wrong, things would not be as they are. (Interviewee 5, farmer)

They want to have control over what is happening on their lands and in their living environment. The farmers have therefore mostly suggested the on-site population as essential stakeholders in all the phases of KSA RP in formation. In addition, they also do not place special emphasis on the necessity of other stakeholders participating in all the phases. It is interesting that many of the survey participants suggested GOs as key stakeholders in all the phases. The confidence in them perhaps stems from their neutral position during the designation process and their expertise. Based on our interviews, the farmers who own forests have good experience with collaborating with the Slovenia Forest Service, the GOs representative. The trust in participating with GOs in the planned park may originate from this very fact. The survey participants suggested the external stakeholders (tourists, off-site population and off-site landowners) participated in the park the least number of times. The landowners (off-site) received a relatively small number of votes from local residents, which is surprising as they have a good understanding of the concept of ownership and a new institution being introduced on their land. The reason for this may be the attitude of these landowners towards the property within the planned park. Smaller landowners (off-site) who own forest land manage their land poorly or not at all due to insufficiently sized plots, while, according to local residents, bigger landowners (off-site) exploit the forest and see only material gain in the forests.

... Owner is not the right word. A lot of owners live outside the park area and have quite different interests. The most important are the ones who live here and do something with this cultural landscape, an active population, shaping the image this landscape. (Interviewee 18, farmer on who should actively participate in the park)

In the park designation and management process, the founders' role is highly important. First and foremost, the park is of common and not of private interest. Key stakeholder identification is a useful tool for founders in stakeholder management planning.

5.3. Desired participation level

The farmers' non-participation share of 46.7% stands out and is comparable to findings by Pavlikakis and Tsirhrintzis (2006) that 45.3% of the local population did not want to participate in the management and protection of the Trace National Park in Greece. A visible gap exists between the local residents' wish to participate in the KSA RP designation and operation and their prevailing intent to participate passively. They wish to have some influence on all the process phases (Table 3), yet most of them would not wish to actively participate (Table 5). Based on the interviews, the on-site population wants to have an overview of what is going on in the park and the option to decide whether a park could even exist in the first place. They expressed their desire for a transparent designation process and park operation, but what they mostly mean by this is discussion, information about the park, and their permission for its establishment:

There is this idea of some kind of referendum being held among the locals so that we could express whether we are in favour of the park or against it. Nobody asks us anything. (Interviewee 7, farmer on park designation)

If the state really wanted to establish the park, a couple of people from the ministry should have come here and said: "We want to establish the park here and there. What do you think about it?" Cooperation and dialogue with the locals should take place from the very beginning. (Interviewee 15, farmer on park designation)

Things should really be defined as much as possible before any decisions are made. The plan of the park should be presented in detail so that we could talk about it. (Interviewee 11, resident on park management)

The desires to be asked to participate and to have improved communication with park managers are very similar to the study in the Tara National Park (Tomićević, Shannon, and Milovanović 2010). In that study, 78.5% of local people wanted to participate but they listed mostly passive activities. In terms of park implementation, it would be best if the idea about protecting the area came from the local residents using the bottom-up principle (Ericson 2006). The majority of the on-site population suggested that there should be a designated protected area because they would see the benefits it would present to nature, but mostly benefits to themselves, so their willingness for active participation would be greater in the later park management.

If we do have a park, it really should be from the bottom-up. This would mean that it would be founded by the residents living in it, who would sense an opportunity in the park. (Interviewee 15, farmer)

The wish and the accompanying salience (Neville, Bell, and Whitwell 2011) of the different stakeholders in the various designation phases and management of KSA RP vary. Their contribution to the process also varies. The local residents are key in the initial process level, e.g. in the formation of the idea about a protected area, the goals and partly the contents. The methods of including all the key stakeholders in the management would be too time-consuming and too demanding. The local population wants to influence the park designation and management, but mainly in a passive manner, and therefore direct participation is not the best option (Van Assche *et al.* 2011). An alternative is collaboration with representatives of the local population, especially in the later management stages. When controlling or monitoring the park, the local residents' role is two-fold: they are ideal indicators of change in their living environment and at the same time their management is a matter of the park management. The participation type and level can consequently differ during the various project phases and between the stakeholders (Table 8).

5.4. Stakeholders' support

As almost 40% of the on-site population in the park do not support the designation of the planned park, it is essential to plan their inclusion for the designation and the later park existence. Opposition among farmers is stronger than among residents. Other similar studies also identified farmers as the main PA opponents (Stoll-Kleemann 2001; Aramberger and Schoissengeier 2012). However, inactive opponents can also spread informal information that influences public opinion. The findings show that the on-site

Table 8. Summary participation matrix.

	Designation	Management	Monitoring
Inform	Population off-site, Tourists		
Consult	Landowners off-site, NGOs	NGOs, Residents on-site, Farmers on-site, Landowners off-site	NGOs, Residents on-site, Farmers on-site, Landowners off-site
Partnership	Ministry of Spatial Planning, Municipalities, Logarska Valley Nature Park manager, Residents on-site, Farmers on-site, GOs	Manager of the Park with representatives of farmers, Residents, landowners, municipalities and Ministry	Manager of the Park
Control, Monitor		Municipalities, Ministry, GO	Local Crafts and Industry, Tourists, Population on-site

Source: Adopted by ODA (1995).

population opinion is divided into two relatively equal sides in the very first stage of park designation. The proportion of the supporters will depend on further participation planning and establishment procedures. Supportive stakeholders are ideal allies and partners (Varvasovszky and Brugha 2000) in the PA initial dissemination of ideas. It is necessary to include the stakeholders with the highest possible level of participation at the very beginning of the PA planning. This way they can easily identify themselves with the park later, perceive it, and benefit from it. The support of the key stakeholders is essential for its success.

5.4. Research limitations

The selected method causes the determination and evaluation of an individual stakeholder attribute to be difficult and relative at times (Varvasovszky and Brugha 2000; Billgren and Holmén 2008). Stakeholder dynamics must not be neglected (Billgren and Holmén 2008; Reed *et al.* 2009; Neville, Bell, and Whitwell 2011; Van Assche *et al.* 2011). The estimates of their attributes may change with time if the project circumstances change. The stakeholders' opinions and interests may change, depending on the social situation and the timeframe. Stakeholder groups should be divided if the evaluations of the attributes change. Despite all efforts and extensive analyses, it is not possible to predict all the dynamics, so it is necessary to reassess the stakeholder characteristics with new information and update the analysis (Varvasovszky and Brugha 2000).

The survey results are based on a 26.5% response rate among the on-site population. Since no non-response bias test was carried out, there is a possibility that some measured variables are skewed, especially the park support result. There is a tendency for antagonistic participants to respond more actively in comparison to supportive and non-interested participants (Rastogi *et al.* 2010).

Stakeholder analyses are a powerful tool, so they must be transparent and well-planned, as they could be used to manipulate and prioritise certain stakeholders (Billgren and Holmén 2008; Reed *et al.* 2009).

6. Conclusion

SA has rarely been incorporated into the formal or informal processes of designation and PA management in Slovenia. The main objective of this study was to present the adapted method for estimating stakeholder attributes and put it into practice in the KSA RP case study. This way we identified and ranked the stakeholders of KSA RP with numerical values. The second objective was to determine in which activities and in which phases of KSA RP the key stakeholders want to participate alone and where they think other stakeholders should participate. Their wishes and position will provide groundwork for further stakeholder participation planning in the different phases of the park.

Despite the fact that good co-operation of stakeholders is responsible for the success in planning PAs, stakeholders are still often selected *ad hoc* (Reed *et al.* 2009). This paper presents an adjustable method for determining the stakeholder salience based on the estimates of three stakeholder attributes: power, legitimacy and interest. The presented method is applied to our case study of KSA RP in designation. The method is flexible, simple to use and is a good foundation for further stakeholder management. It provides numerical values for each individual stakeholder ranked according to the importance of designation and management of the park. This is how the key stakeholder groups were identified and analysed. The local farmers and residents as key stakeholders wish to participate in all the phases of the planned park. They want to have the option of deciding on the park designation and an overview of the operations in it, despite the fact that most would not wish to actively participate during the processes. The level of private ownership in the planned park is extremely high, with the majority of the owners represented by the on-site population, so active co-operation with them is important, especially in the initial phases of the park designation. Despite some limitations and a prolonged process, it is important to include the local residents in order to ensure successful park implementation (Rastogi *et al.* 2010; Evely *et al.* 2011; Cumming and Norwood 2012); these are the people who take care of the majority of the park and manage it in a sustainable manner.

By establishing the selected stakeholder attributes, the key stakeholders, their perception of themselves, and the other stakeholders in the planned park, we proposed a level and way to include them in the project. In order to choose the methods for including the stakeholders and to collaborate well with them, it is necessary to be familiar with the reasons for their perceptions (Vodouhê *et al.* 2010) and their attitude towards the planned park. Questions regarding the reasons for disappointing support for the park among the key stakeholders and regarding the connections between the stakeholders represent further research possibilities. Defining the attributes and their selection also provides much room for research.

The essence of SA is a transparent, repeatable and well-argued process for identifying and selecting the key stakeholders and for further findings about their interests and connections. Such a well-planned initial part of any participatory planning will lead to better implementation of the project and its goals.

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2.1.3 Zakaj nas nihče ne vpraša? Vplivi na lokalno zaznavo zavarovanega območja v nastajanju, Slovenija

Why does nobody ask us? Impacts on local perception of a protected area in designation, Slovenia

NASTRAN Mojca

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Zaznava in odnos lokalnih prebivalcev do zavarovanega območja so v literaturi ugotovljeni kot ključni dejavnik za njegov uspeh, saj zaznave vplivajo na delovanje prebivalcev v okolju. Raziskava identificira in analizira zaznave lokalnih deležnikov v Regijskem parku Kamniško-Savinjske Alpe v ustanavljanju, z namenom izboljšanja nadaljnjega načrtovanja vključevanja deležnikov v postopek ustanavljanja in upravljanja parka. Z razliko od drugih sorodnih preučevanj predstavljena raziskava obravnava primer parka v ustanavljanju, kjer lokalni deležniki močno vplivajo na postopek ustanavljanja. Izsledki temeljijo na utemeljitveni teoriji, s katero smo na podlagi pol-strukturiranih intervjujev z lokalnimi deležniki in snovalci parka ugotavljali povezave med glavnimi dejavniki, ki vplivajo na zaznave deležnikov o parku in podaja popolnejši opis vzrokov in ozadja njihovega nastanka. Rezultati kažejo, da je oblikovanje odnosa lokalnih deležnikov do parka v največji meri povezan z njihovim zaznavanjem koristi, z vključenostjo v nastajanje parka in s preteklimi izkušnjami z institucijami, ki jih zastopajo snovalci.

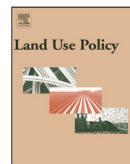


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Why does nobody ask us? Impacts on local perception of a protected area in designation, Slovenia



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ABSTRACT

The perceptions and attitude of local people towards a protected area have been identified in literature as a key factor for its success, since perceptions affect operations within the environment. The study identifies and analyses the perceptions of local stakeholders in the Slovenian Kamniško-Savinjske Alps Regional Park in designation in order to improve further stakeholder participation planning in the establishment and management of the park. Contrary to similar studies, the study is carried out on the case of the park in designation where the attitudes of local stakeholders strongly influence the process of establishment. The qualitative method of the grounded theory is used to inductively develop the theory from in-depth, semi-structured, and open-ended interviews with local stakeholders and park founders. The article discovers links between main entities influencing the perception and provides a more comprehensive description of the reasons and the background of their formation. The perception of benefits, the inclusion in the park establishment and past experiences with institutions represented by founders have the most influence on the local stakeholders' attitudes towards the park.

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Introduction

Shift in conceiving of participation in protected areas

There has been a shift in the last decades from perceiving protected areas (PAs) as patches of unspoiled nature towards them being perceived as sustainable human living spaces (Stringer and Paavola, 2013). Due to their multifunctionality, they bring together different interests and affect many stakeholders. One of the most important groups of stakeholders in PAs is the local residents and landowners, who often do not get enough attention from the planners and managers of these areas (Hirschmuth-Garbers and Stoll-Kleemann, 2011) due to a lack of funds, time, interest, or knowledge. Earlier, the processes of PA establishment and management were implemented in centralized, and an ad hoc principle where local population is excluded, opposes the fundamental objectives of nature conservation (Pimbert and Pretty, 1997). Conventional nature conservation projects are mainly focused on natural heritage and resources, thus completely excluding the locals, their perceptions, and their experience, even though they are the ones that are the most connected with the natural environment

which is maintained through their activities. Protection concepts, based on park–people relations, have recently been the focus of nature conservation.

Slovenia is part of Central and Eastern European Countries (CEEC) and can be compared to some other new EU member states in its development and the current state of PA governance and local participation efforts. On the other hand, Slovenia as former socialist country with communism experience has some peculiarities in the development of participatory decision-making in environmental matters (Elliott and Udovč, 2005). The once socialist country with a self-management system was based on decentralized powers of local authorities but the true decision-making power was never given to the local people in the areas of nature conservation and PAs. After becoming independent in 1991, Slovenia started to implement EU policies, the concept of participation changed and PAs started being treated differently. The transition from socialism to democracy awakened both the wish and need to participate in environmental matters. After the land was denationalized, people became sensitive to what happens on their land and who has the decision-making power regarding the land. There has been a shift from the “traditional paradigm”, where PAs were established and managed centrally, to the “new paradigm”, where the cooperation in PA governance with local stakeholders, NGOs, private companies, regional and local authorities is encouraged and wanted (Niedzialkowski et al., 2012). The problem is that there was no tradition of participating and there was poor knowledge

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on how to include local stakeholders and cooperate with them in nature conservation. Problems with conceiving participation and gaps between practice and discourse are also reported by other new EU member states. In the case of expanding the Białowieża National Park in Poland, Niedzialek et al. (2012) find that participation is used more as a pragmatic tool to achieve governmental objectives and locals do not really get included. A similar problem with low levels of involvement is also present in Romania due to the lack of previous experience with participatory processes (Stringer and Paavola, 2013).

The need to know the people's perceptions

Perceptions and attitudes of local people to PAs are, as identified in numerous studies, the key factor for the success of PAs (e.g. Stoll-Kleemann, 2001; Arnberger et al., 2012; Arnberger and Schoissengeier, 2012). Perception is man's primary form of cognitive contact with the world around him. As all conceptual knowledge is based upon or derived from this primary form of awareness, the study of perception has always had unique significance for philosophy and science (Efron, 1969). An attitude can be described as a negative or positive evaluation of an object or quality (Ajzen and Fishbein, 1980). Positive perception of the park is not necessarily related to the intention, followed by the positive behaviour (Ajzen and Fishbein, 1980) but is certainly a very good starting point for positive action (Trakolis, 2001; Allendorf, 2010). The process of establishing and operating a protected natural area needs to include society, especially local residents, whose perception of the PA influences the attitude, actions, and interactions that people have with the park. Perceiving PAs as institutions that bring more costs or restrictions than benefits leads to rejection of the PA, conflicts between various stakeholders, and a worse implementation of the PA. The lack of knowledge and understanding of perceptions and attitudes of the key stakeholders before participation planning with various stakeholders can lead to a wrong choice of methods for the participation and poor planning (Allendorf et al., 2007; Reed, 2008; King and Peralvo, 2010). The establishment and quality of PA management are called into question as well.

Nevertheless, it is known that positive attitude towards a PA has a strong influence on the success of the PA, little is known how this attitude is developed (Struhsaker et al., 2005). There is a need for a better understanding of perception-attitude-operating mechanisms and their comparison between PAs (Struhsaker et al., 2005; Allendorf, 2010), in order to find effective ways of involving stakeholders in the process of PA planning and management. Stakeholders are frequently selected for participation in terms of interests rather than values (Hovardas and Poirazidis, 2007). Social-psychological approaches to integrating methodology and theory can help enormously to clarify the motivations underlying the management of nature conservation (Stoll-Kleemann, 2001). Research of stakeholder perceptions and attitudes is one of the ways of making stakeholder participation planning more effective and successful but research is mostly not implemented by planners in practice due to their lack of knowledge, time, and finances. There are not many qualitative researches of PA perception, where stakeholders express their views freely (e.g. Stoll-Kleemann, 2001; Allendorf et al., 2007; Wallner et al., 2007). This could greatly complement the in-depth understanding of the causes of the detected perception.

Study objectives and questions

Most studies of perceptions and attitudes of local stakeholders are carried out in PAs in developing countries, where the gap between the so-called fortress conservation and win-win situations is larger because of fewer opportunities for stakeholders'

participations. There has been great progress in the field of stakeholder participation in the last decade in Slovenia and other CEEC (Nastran and Pirnat, 2012), but very few studies have been driven regarding local opinions. The adoption of an appropriate legal basis, such as the Aarhus Convention, and the European Landscape Convention, increases opportunities and legal means for a more systematic form of participation to be implemented into spatial planning. Nevertheless, Slovenia do not have precise models for stakeholder involvement in the establishment of PAs, therefore stakeholder studies are important for further systematization of stakeholders analysis in the establishment and management of the PAs.

There are numerous studies of park-people relations that take into consideration also the perception and attitude of local stakeholders. Mainly socio-economic impacts (age, gender, education, group belonging, ethnicity, place of living, etc.) on the perception are studied. Most studies are quantitative and focus on finding the variables which influence the perception of a PA.

The perception of a PA in designation could differ from the perception of a PA which has been operating for years, where perception is influenced by experiences with management. Only a few studies actually explored perceptions before the establishment of PAs (e.g. Barbič et al., 2004; Winter et al., 2005), when knowledge about them is actually most important for the success of PA establishment. Most perception studies occur during PA management or when park-people conflicts arise and they become the subject of research. The perceptions of a PA before its establishment are usually not taken into account in studies, although they can influence the perceptions and attitudes towards the PA after its establishment.

The main goal of the study is a qualitative analysis of causes for the perceptions of residents and landowners in the Kamniško-Savinjske Alps Regional Park in establishment (KSA RP). The article contributes towards addressing the gap between differences in locals' and founders' park perception. To achieve this objective, an initial identification of perception is also required. Since we used a qualitative approach with the grounded theory method (Glaser and Strauss, 1999) in our research, we want to find the main influences on perception with the inductive approach based on an analysis of interviews with individual KSA RP stakeholders first and then compare it with the observations from literature.

Based on the results, we reveal what or who has been among the main blockers of the establishment process and how to overcome this. We provide some answers on how the viewpoints of the founders and local stakeholders could be brought together since there is a gap between their perception of the park's establishment process and management: its costs, benefits, the participation process, the park's objectives and the need for it. Finding areas of common interest and positions, improving their cooperation and positive experience are some of the possible ways to move towards the park being established. The study complements the findings of influences on the development of perception from known researches and might serve as a further comparison with the other case studies (Fig. 1).

Methods

Political background of nature park establishment in Slovenia and the study area

PAs in Slovenia cover about 13% of the country's surface, and the establishment of large protected areas on up to 22% of the country's surface is planned in strategic documents (Government of Republika Slovenija, 2006) to ensure ecosystem preservation, biodiversity conservation and setting up sustainable development

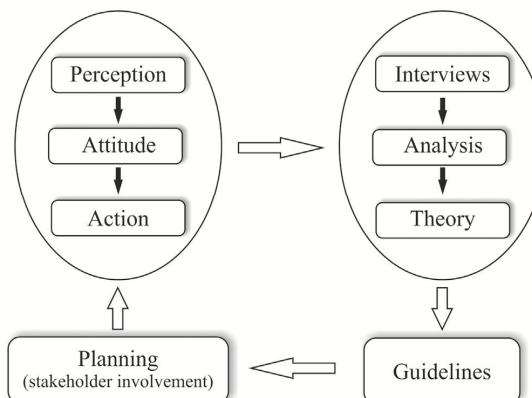


Fig. 1. Study framework.

models. State PAs are regarded as a nature conservation instrument of the highest priority. From 1920 five regional parks have been included into national conservation programmes but none of them have been established yet (Ogorelec, 2011). The causes as to why parks have not been established in accordance with the programme have not been analyzed by government organizations, but the individual cases attract the attention of researchers. The indicated causes repeatedly include inadequate and rigid legislation on early stakeholder involvement, a lack of finances (Erhatič Širnik, 2003; Elliott and Udovč, 2005), local politics, ignoring the social context and the lack of professionalism in local communities (Elliott and Udovč, 2005). A major problem is the gap between the perception of the parks by the state and the local population. The state was establishing PAs primarily as a tool for nature conservation (Mikuš, 2006). The move towards this mentality and the park management's move from exclusive protection to sustainable development areas is slow, especially in the minds of people.

The focus of our study is KSA RP, one of the frequently proposed regional parks (Fig. 2) which has officially been in the process of establishment since 2005, when five municipalities and the Ministry of Agriculture and the Environment signed an agreement on the establishment of the park. The role of coordinator between local stakeholders and founders was assigned to the manager of the Logarska Valley Nature Park. The planned regional park encompasses the Kamniško-Savinjske Alps (KSA) mountain range and its valley edges, where a majority of the park area population is concentrated. Together with the Karawanks, it forms the mountain range between Slovenia and Austria. Forests cover two thirds of the area. In the

past, people cleared forests to form a cultural landscape. The main sectors in the area are forestry, animal husbandry, and tourism which has developed in recent history.

The protected area is planned to encompass 264 km². A large portion of this area is part of Natura 2000.¹ Smaller individual parts of the area have already been protected as extensive protected areas (Logarska Valley Nature Park, 24 km² and Robanov kot, 14 km²). Approximately 650 people live in this area which includes 30 farms. The state owns only about 15% of the planned park area, the rest is private property. The area is owned by 109 individuals who own more than 20 ha and numerous others with smaller plots. Farmers with larger land holdings own up to 500 ha of land, which is a phenomenon compared to the Slovenian average of 6.4 ha sized agricultural holdings. Their lands are large but mostly covered with steep forests which are difficult to access and rocks above the tree line. The agrarian reform in 1946 took land away from farmers, and after 1991 they got it back with the denationalization process.

The regional parks cover an extensive area of landscapes which are typical of the region with large parts of unspoiled nature and nature value areas, interwoven with parts of nature where the human influence is larger but in balance with nature. Slovenian regional parks belong to the category V (protected landscape) with minor areas being parts of categories I (strict nature reserve/wilderness area) according to IUCN categorization. The park's objectives (according to the draft regulation) are **conservation** (the preservation of unspoiled nature, natural heritage, Natura2000 sites, biodiversity, a favourable status of protected flora and fauna, landscape diversity and sustainable use of natural resources) and **development** (the residents' quality of life and preserving the population numbers by encouraging sustainable development which is consistent with the local tradition). The conservation aims will be highlighted in the central area of the park but agricultural and forestry use will be allowed which is consistent with conservation. In the peripheral area of the park agriculture, forestry, tourism and recreation will be encouraged which is consistent with the conservation objectives. The aim is to preserve landscape diversity and nature, at least in its present condition, and to prevent the introduction of new activities posing a threat to the environment. The majority of populated areas are located in the peripheral area.

From 2010 until today (2014), the designation of the park has been at a standstill. Before that the founders of the park compiled expert reports, informed the park population, and established communication with some of the stakeholders. At the public presentations of the draft regulation for the park, some expressed strong opposition towards the establishment of the park. The standstill period of the establishing process began after receiving comments on the draft regulation. The reason lies partly in the financial shortages and partly in the stakeholders' furious responses.

Interviews

To achieve the objectives of our research we chose to apply qualitative methods. In quantitative stakeholder perception studies, the

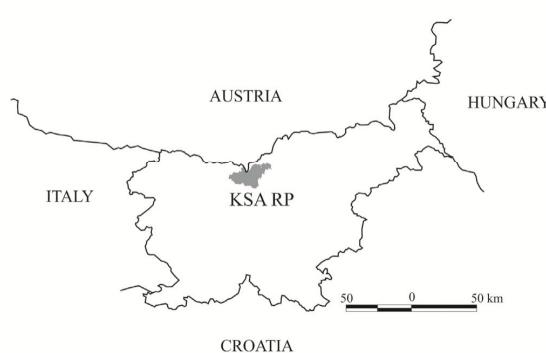


Fig. 2. Location of the Kamniško-Savinjske Alps Regional Park in designation.

¹ Natura 2000 is the centrepiece of the EU's nature & biodiversity policy. It is a EU wide network of nature protection areas established under the 1992 Habitats Directive. The aim of the network is to assure the long-term survival of Europe's most valuable and threatened species and habitats. Natura 2000 is not a system of strict nature reserves where all human activities are excluded. Whereas the network will certainly include nature reserves, most of the land is likely to continue to be privately owned and the emphasis will be on ensuring that future management is sustainable, both ecologically and economically. Natura 2000 occupies almost one third of Slovenia's land, which brings certain supplementary measures and limits at the discretion.

stakeholder is not allowed to provide a free definition of their perception, which constitutes a limitation (Allendorf, 2007). Methods of qualitative research enable detailed insight into local stakeholders' perceptions and their causes in the park in designation, not only measurements of certain entities. We carried out 22 in-depth, semi-structured, open-ended interviews. We interviewed all the key stakeholders which were identified in the stakeholder analysis in KSA RP in designation (Nastran, 2013): residents in the park (12, ten of them have a farm), representatives of the founders (4): the ministry (1), Logarska Valley Nature Park manager (2 – one of them is also a resident), municipality (1); and people owning land in the park but living outside the park boundaries (7). Residents and landowners in the park are named "local stakeholders" throughout the article. Of the local stakeholders, we interviewed two women and seventeen men. The reason for the gender imbalance lays in the fact that a majority of farm holders and landowners are men. For eleven interviewees, their farm is their main source of income. For the other interviewees, landholding presents an additional income or partial self-sufficiency in food or wood. Four stakeholders are involved in tourism as a secondary source of income on the farm.

All interviews were conducted from June to September 2011, audio-taped, and transcribed. The average individual interview lasted one hour. To choose our interviewees, we used theoretical sampling (Glaser and Strauss, 1999) and the snow-ball technique. Theoretical sampling ensured an evenly spatial distribution of interviewees and the inclusion of different stakeholders groups. Interviewees were evenly selected from all major settlement areas. The chosen interviewees provided us with contacts for further possible interviews. Only one adult per household was interviewed.

Interviewees were asked the main questions. The order of questions and additional questions was adjusted according to the flow of each individual conversation. The interviewees were thus able to express their views on the park, its establishment, nature conservation, their involvement, etc. in their own words. Local residents and landowners showed great willingness to talk about the park and most of them were direct in expressing their attitude towards it. They mostly expressed criticism regarding the establishment process and their participation (or non-participation) in it. The majority was clear in establishing which limits or disadvantages they fear regarding the establishment of the park.

Grounded theory

By applying the grounded theory approach, introduced by Glaser and Strauss (1999), we inductively generate a theory with constant data comparison. It is a well-known and frequently used method in the field of perception discovery for systematically obtained data from social research and then illustrated by characteristic data examples (Glaser and Strauss, 1999). For similar research purposes Stoll-Kleemann (2001) used this method for explaining opposition to PAs in Germany, Kerselaers et al. (2013) used this method for analyzing perception of rural planning processes in Flanders, and Rogge et al. (2011) used it for discovering the perception of greenhouse clusters, also in Flanders. When analysing the interviews, we used main elements of the grounded theory to discover the perception and hidden causes for it among residents and landowners in KSA RP. All interviews are coded and analyzed with the qualitative data analysis software named Atlas.ti, a tool for systematically analysing complex unstructured data. Urbanc (2008) confirms the suitability and effectiveness of the grounded theory method and Atlas.ti software in social geography and anthropology. All interviews were coded by the same person. For open-coding, each line, sentence or paragraph is analyzed, and concepts and categories are built. Axial coding is used later on and it refers to the study of initial codes and the discovery of core categories. Selective coding is used to search for cases that best present the main themes. Categories

Table 1
Overview of the categories and concepts about stakeholders' perception towards the Kamniško-Savinjske Alps Regional Park in designation and influences on it.

Categories	Concepts	Example
Cost-benefit perception	Expected benefits Desired benefits Costs, weaknesses	Touristic visibility, project money Compensations More restrictions, bureaucracy
Trust in founders	Direct experiences	Experiences with founders from a beginning of establishment, experiences with existing nature parks in the area Natura2000, denationalization
	Indirect experiences	Benefits only for founders, financial independency
	Stereotypes	
	Trust in inhabitants	
Participation	1st information about the park Process of participation	Direct, indirect, initiative for the park Too late, too formal, not direct, no feedback to comments, top-down/bottom-up discrepancy
	Public presentations	Jargon, change in strategy
	Conflicts solutions	Timely informing, to have a voice, no paternalization
Future development of the park	Management Networking	Future manager, headquarter location Common branding, horizontal chain of local producers and consumers Social capital Involvement in management

are the basis of an emerging theory, they are more abstract and on a higher level compared to concepts represented by categories (Strauss and Corbin, 1990). The theory is formed through codes, categories, memos, and their interconnections. Connections develop during coding and taking notes. Similar or repeating phenomena that were related to perceiving the park were defined as a concept. Concepts were later grouped into several categories which were starting point for explanation of impacts on perception towards the park (Table 1).

Results and discussion

Before analyzing the causes and impacts on the perception, it is necessary to know how the KSA RP is perceived. Interviews of the area indicate a primarily negative perceptions of the KSA RP. Most of the opposition stems from the locals' fear of change, barriers or by costs that would result from the new institution. Due to the lack of trust in the country, with previous bad experience and little support from the local authorities, they do not see the opportunities and benefits of the new park, despite its clearly stated objective to move in this direction.

Local stakeholders expect that additional restrictions in the park will have a negative impact on forestry, agriculture, small crafts, construction, and lifestyle. They worry that the park will introduce a lot more bureaucracy regarding usual operations and procedures in land management. They are afraid that additional restrictions in

Table 2

Expected costs in the Kamniško-Savinjske Alps Regional Park from the local stakeholders' point of view.

Expected costs
More restrictions regarding forestry, agronomy, crafts, building and lifestyle
More licenses, more bureaucracy for interventions in the land
Greater environmental damage due to tourism
A slow end to land management
Additional costs for the state
Yet another institution
Entrance and parking fees
Cover nationalization
Inflexibility of the park area
Price decrease of non-buildable plots
Conflicts between the residents and the park

Note: the costs are listed from the most mentioned to the least.

park management will result in a decline of agriculture, forestry and small crafts. In particular, local residents perceive the park in designation as an additional institution with additional restrictions (Table 2). Especially those who are already engaged in tourism perceive the park as an opportunity to increase tourist visits. Some see the park as an opportunity to improve their quality of life in economic and social terms (Table 3).

The methodology used contributed to unveiling several issues related to the perception of local KSA RP stakeholders. The perception of local stakeholders is influenced not only by single events or phenomena but several entities that are interconnected as is shown in a theoretical scheme (Fig. 3). While analysing the interviews, the main theme that affect the stakeholders' perception of

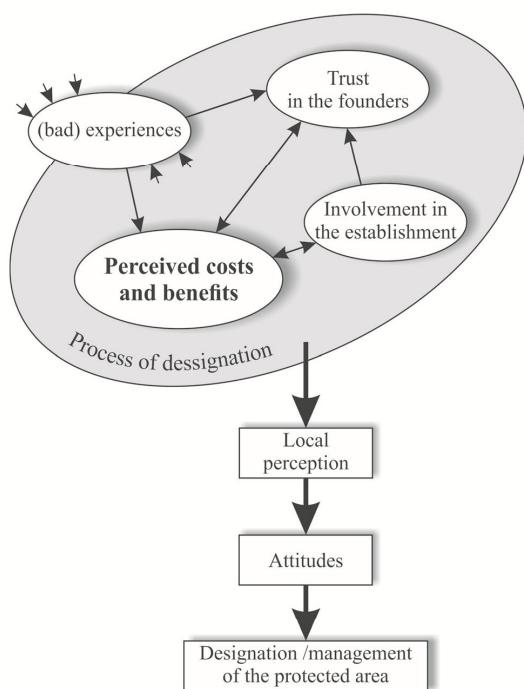


Fig. 3. Theoretical scheme of the relationships between factors influencing the local perception of the protected areas. Note: perceiving the costs and benefits of the park has the most powerful effect on stakeholder perception of the KSA RP. A strong influence is stakeholder involvement in the park establishment and the stakeholders' previous experience with institutions associated with the park, its founders, and other entities associated with the park. This experience has an influence on the trust in the park founders as well.

Table 3

Expected benefits in the Kamniško-Savinjske Alps Regional Park by the local stakeholders and the founders.

Benefit type	Expected benefits by residents and landowners in KSA RP	Expected benefits by founders
Economic	Touristic visibility, improvement of touristic infrastructure New jobs Supports for agriculture and forestry Higher subsidies for farming Calls Higher value of housing and buildable plots Financial resources for municipalities Help with the reconstructing of buildings	New jobs Support for agriculture and complementary activities Education, courses Project money State money Compensations
Spatial	Movement and driving restrictions Restrictions or control over collecting forest goods Less new housing Constraints for inappropriate spatial interventions Arrangement of forest's roads Infrastructure improvement	Spatial planning Infrastructure improvement Constraints for inappropriate spatial interventions Nature conservation Less pollution
Conservational	Nature conservation Preventing depopulation Maintaining of cultural landscape Unified architecture	Nature conservation Improvement of life's quality Preservation of cultural landscape Maintaining population Education
Aesthetic/cultural, demographic		

Note: the benefits are listed from the most mentioned to the least for each type.

a PA emerged from **perceiving the costs and benefits of the park**, what strongly influences **stakeholder involvement** in the park establishment and the stakeholders' **previous experience** with institutions associated with the park, its founders, and other entities associated with the park. This experience also affects their **trust** in the park founders. These factors are also mentioned in recent literature as the most important influence on the perception (but each factor separately not interconnected) and, consequently, on the success of the park (Allendorf, 2010; Shibia, 2010; Tomičević et al., 2010; Vodouhe et al., 2010; Hirschnitz-Garbers and Stoll-Kleemann, 2011; Arnberger and Schoissengeier, 2012; Karanth and Nepal, 2012). But there is one significant difference which is also important for further comparison of our results with literature: all studies of these factors relate to the management of already established PAs and not the PAs before establishment like in this study. All factors studied are therefore influenced by recent history and experiences with management of the PAs. Therefore, the most reliable factor for comparison with other studies is stakeholder participation. In our study, the influences and causes for perception are influenced by experiences with the entities, who are the establishers in our case, and some stereotypes.

Cost–benefit perception of the park

As in most other similar studies, expected or perceived benefits and costs can be classified as the main factors for the perception of a PA when it comes to local stakeholders. When researching cost–benefit perception, two main groups of disparities in perception were shown to be important for further analyzing:

- Disparity between expected and desired benefits;
- Disparity in the cost/benefit perception between the local stakeholders and the founders.

Expected and desired benefits

KSA RP residents and landowners expressed their expectations regarding the benefits and costs of the park establishment. Local stakeholders especially expect economic benefits from the park. They mostly mentioned the development of tourism and tourism infrastructure, new jobs, and various forms of support for the development of agriculture and forestry. Due to their conflicts with the visitors of the area, such as driving motorcycles on forest roads, parking or littering, they expected restrictions on movement, driving, and forest product harvesting for visitors, and a more consistent implementation of existing legal regulation from the new regime. Expected spatial benefits include constraints regarding inappropriate spatial interventions (e.g. a new access road and expansion of the nearby local ski resort), fewer inappropriate new buildings and private holiday facilities, and improved infrastructure (Table 3). Tourism is the most frequently mentioned potential benefit, but it is mentioned also as a weakness. Tourism is also a palpable and easy-to-understand benefit that the founders love to emphasize, but this raises doubts among the people:

“Tourism has the best opportunities. But do we all want to be involved in tourism? I do not know whether there is enough space and if everyone can make a living out of it. I'm not really sure whether all farms should convert into tourism. There were some hints about this. Farmers simply do not have the will to get involved or the conditions are bad. Or even if the conditions aren't bad, they may not feel like it. You have to be born to do this in a way. People may find their calling in other professions.” (landowner)

Nearly all respondents expect tourism development due to the park being established but only few see it as an opportunity for self-development. Some residents and landowners, who are not involved in tourism, see it as a threat to nature and peace in their living environment. As the tourism benefits and costs are unevenly distributed among the local population, interviewees see this as a possibility of conflicts between local stakeholders (Spiteri and Nepal, 2006).

Local stakeholders were less inclined to mention immaterial benefits, such as nature conservation and preservation of cultural landscapes and settlements. When naming the benefits they expected, they not only stressed direct personal benefits (despite the fact that they want them), but also material “public benefits” for the local community (such as improvement of infrastructure and employment).

We asked local stakeholders not only about expected but also about desired benefits. Stakeholders associate expected benefits with the establishment of the park, desired benefits are the ones they think they should feel along with the expected ones. The desired benefits differ from the expected ones mainly in their extent or intensity. Local stakeholders want more material benefits such as compensation for lost income due to restrictions in the park, tax breaks, crafts incentives, annuities for residing in the park, extra rights for the exploitation of natural resources, and a

pre-emptive right for municipality residents to buy a piece of land. The desired benefits reveal the difference between the expected state of the park and the desired one and thus also their ideas about how the park will affect their lives. The larger a stakeholder's gap between desired and expected benefits, the larger their reluctance to the park. This finding can be compared with some other active PAs where a poorer perception is reported due to a greater difference between the actual and expected benefits of the PAs (e.g. Spiteri and Nepal, 2006).

Due to the financial situation of the state and the municipalities, stakeholders generally do not expect direct compensation and annuities but they do want them. As the founders promise that there will not be any major new restrictions regarding the traditional management of the area, no compensation or even annuity in the park is planned. Some of the stakeholders who are aware of this indicate their demand for an annuity as the main argument for opposing the establishment of the park.

Residents who manage larger farms have clearly expressed their wishes for the legal exploitation of natural resources, especially gravel, and for hunting wild animals. Both are owned by the Slovenian state which grants concessions to exploit them. Hunting had always been a right connected to a certain size of land. Today, hunting is regulated centrally; local hunting associations perform the hunting.

“Until the end of World War II farms here had the right to hunt. We are used to managing wild game. Managing wild game and the forest, these two things are just so connected. Sometimes you decide in one's favour, sometimes in the other's, based to your feelings. We wish we had the option of private hunting again because it just seems to fit in such an organic manner. It is not right for a hunting association to manage wild game on my property and tell me where hunting observatories or hunting stations have to be. You can't do anything on my land if I'm against it.” (farmer)

The farmers' perception of the management is similar to Leopold “Land Ethic” (1989) which “emphasizes the links between man and nature protection is understood as a combination of the resource use for natural resources together with a sensitivity to landscape and respect for ecological process” (Kalamandeen and Gillon, 2007, p. 172). This concept is similar to today's ecosystem management.

Desire for the right to exploit natural resources comes from the desire for power and control over the activities on their own land and environment. Landowners are very upset that their land is managed by others: by the state through hunting rights and the exploitation of natural resources and by visitors who are free to move around the woods and collect a certain amount of forest fruits and mushrooms. Visitors often cause damage and noise pollution with motor vehicles and park in inappropriate places despite this being prohibited by law. Because of the other users' right to exploit and use their land, landowners often feel deprived of power and authority on their land.

Differences in cost/benefit perceptions between the local stakeholders and the founders

The majority of problems come from the gap between the local stakeholders and the founders perceiving all the park's consequences and this can especially be seen in the differences in cost/benefit perception. The people's perception about the benefits of life or management in PAs is different from the perception of the PA founders. These conflicts are one of the causes for their opposition towards introducing a new regime in the park. Similar findings have been in other PAs (e.g. Trakolis, 2001; Berkes, 2004). The main differences between the perceptions of the benefits and advantages of the PA among local stakeholders and founders can

Table 4

The difference between the perception of the benefits/advantages of the park between the local residents and the founders.

	Local residents	Examples	Founders	Examples
Time differences in the perception of benefits	They perceive mainly short-term benefits	Day, month, year, a few years	Longer time period for perceiving benefits	A few years, decade, several decades
Receiver of the benefit	They put more emphasis on personal benefits	I, my family, our local community	They are more focused on the general, public benefits rather than on the residents' personal benefits	State, region, municipality, local community
Benefit category	They perceive mainly tangible benefits	Financial benefits, improvement in infrastructure, regulation of tourist movement, a nicely maintained living environment ...	Emphasis on intangible benefits. They perceive tangible benefits on the municipal, regional level	Nature conservation, regional development, recognition
Engagement, commitment	They expect benefits without or with a little commitment and engagement	Obtaining "direct" benefits, e.g. annuity, subsidies, increase of tourist numbers	They see the park as an opportunity for new stakeholder benefits. They expect some stakeholder engagement. They perceive park as benefits' generator and not as benefits' provider.	Participation in projects, involvement in calls for tender

be described with the help of the time difference in perceiving the benefits, target recipients of these benefits, categories of perceived benefits, and the involvement expected to obtain benefits (Table 4). Local stakeholders especially perceive the benefits that they receive and observe within a short period of time. They find personal material benefits more convincing than immaterial benefits and benefits for the wider community. Similar to Allendorf et al. (2007) stakeholders in KSA RP are less likely to perceive the benefits that would result from projects in the park. Some one-off events/benefits are quickly forgotten, e.g. infrastructure improvement. If some people do not know or forget that the PA brings about some benefits, it does not contribute to better perception of the PA (Spiteri and Nepal, 2006). They expect to receive certain benefits without significant engagement and commitment. In addition to material benefits, the founders believe that local stakeholders could be compensated through immaterial benefits, which are underestimated and often not mentioned by residents and landowners. Non-economic benefits require less external intervention and can improve the attitude of local residents to a PA in a more direct manner (Allendorf, 2007).

Participation in the establishment and planning of the park

The perception and attitude of local stakeholders towards KSA RP, in addition to perceptions of benefits and costs in the park, are strongly influenced by their involvement so far in the process of park establishment and planning. Park establishment in Slovenia mostly followed established procedures, supported by legislation, which includes public presentation of the park's draft regulation and taking into consideration any remarks regarding the draft. In the case of KSA RP establishment, dialogue with larger landowners and farmers in the park had already started before public presentations of the draft regulation, which was a step forward in the integration of stakeholders. There was a very emotional response in the interviews due to lack of their involvement in the beginning of the establishment process. The involvement took place too late and in a too formal manner with presentation of formal draft regulation, which resulted in negative stakeholder attitudes and reactance to it. This can be explained by Brehm's theory of psychological reactance, which Stoll-Kleemann (2001) used to explain emotional drivers to negative perceptions regarding opposition to PAs in Germany. Reactance is a response to reduced chances for personal decision and action (e.g. via regulations) (Brehm, 1972, p. 120). Local stakeholders of KSA RP have the feeling that the founders are hiding something from them and that the park will

be deliberately set up without their involvement. They miss seeing transparency in the establishment process and serious forms of participation:

"First of all they are doing this terribly wrong because they have started negotiating about the park establishment without landowners. I could also go on about what I would do with someone else's property. This is the first mistake they made." (landowner)

Despite the efforts and claims that the case of KSA RP involves a bottom-up establishment and participative process, we found some contradictive practice. Benjaminse and Svarstad (2010) have found a similar distinction between discourses and practices in two cases of PAs in Africa but in a much more radical way than here. Interviewees mostly described the founders' statements that the idea of the park came from the municipalities and local stakeholders using the bottom-up principle as misleading:

"We were told the initiative for the park came from the bottom up, but it did not. The initiative was dictated. Logarska Valley was probably the main motor behind this regional park. They wanted it and they invited the mayor to participate. If it was not directed by the ministry, it was directed from Logarska Valley. And then they said it was from the bottom up. There was no such thing. Not from municipalities and people, there was no communication." (farmer in the park)

This topic raises the issue of the ideal temporal and substantive involvement of local stakeholders in the project. Stakeholders in the study area have expressed the wish for early participation in the project, often even before a formal decision has been reached. At the same time they want more detailed information on restrictions, management, administration, representatives, etc. However, detailed information at the beginning of such a process is not yet known.

"Many people said that it was not the right approach, that people should be asked first whether they want a park before anything even starts. That is nonsense because everybody will ask: 'What do I gain, what are the benefits, what are the constraints?' and then they decide whether they are for or against the park. The idea that we should first ask farmers and landowners whether they are for the park or not has been present for some time. When we asked them, they said that we must first define what park actually means, make an agreement and write it down, and

then they will reach a decision. That is just not the way it works. There are procedures that are the same all over the world and we cannot change them. There must be some basis, numbers, technical data, and opinions before you can even talk about it." (Logarska Valley Ltd. employee)

Majority of local stakeholders do not oppose the park per se, but they express strong criticism on the process of establishment: that there is no possibility of expressing their views and the no chance to be heard from the very beginning of the project. This phenomena can be explained with the procedural justice theory (Lind and Tyler, 1988), which principles are participation in the process, the ability to express opinions freely and to be heard, being treated with respect, being given adequate information, and impartiality of the decision maker. The procedural justice principles have been considered as important by the interviewees in the KSA RP and also in similar studies (Gross, 2007; Rogge et al., 2011; Kerselaers et al., 2013; Niedziałkowski et al., 2014). Striving to achievement the procedural justice elements could be one of the crucial factors for increasing acceptance and successful implementation of the planned park. People who feel they have been treated fairly will be more likely to trust the institution making the decision (Lind and Tyler, 1988; Gross, 2007) as described below.

Past experiences and trust in the founders

Positive and negative perceptions of the park's founders affect the formation of perceptions and attitudes towards the park. Similar influence has been identified by Allendorf et al. (2007) and Karanth and Nepal (2012) but with the difference that the lack of trust there is derived from recent negative experiences with the management board of the PAs and not from past experiences with institutions founding the park. Stereotypical perceptions and a low level of trust in the founders are heavily influenced by direct and indirect experiences of local stakeholders with the founders or with the entities related to them (e.g. Stoll-Kleemann, 2001). The largest impact on the perception of the founders is a result of experiences with the state and government organizations such as The Institute of the Republic of Slovenia for Nature Conservation, Ministry of Agriculture and the Environment and other PA's. The state is associated with many other experiences or just individual facts which they disagree with as citizens. Local residents are bothered by inconsistent law compliance (e.g. supervision of mushroom picking). The state is also blamed for excessive property taxes. Most often, local stakeholders managing the forest listed having had bad experiences with obtaining permits for activities in Natura 2000 sites. Local stakeholders are concerned that the processes of KSA RP designation will be conducted in the same manner as in the announcement of Natura 2000 sites where there was no significant involvement of the landowners (Nastran and Pirnat, 2012). According to the stakeholders, the presence of Natura 2000 has made management more difficult for them and caused a lot more paperwork.

"We didn't really know about the Natura 2000 park. Suddenly we were part of it and practically dependent on the opinion of nature conservation agencies when it came to our activities in the forest, building, etc. We do not even know if this is realistic, because we find it ridiculous that one piece of land is inside the park and the neighbour's one is not. What I am trying to say is that things like that also have an adverse effect on the formation of further parks." (farmer in the park)

Along with experiences with the state and Natura 2000 sites, nationalization was also mentioned several times (e.g. Stoll-Kleemann, 2001; Wallner et al., 2007). Land within the park was

returned to farmers who became private owners with the denationalization process in the 1990s. Because of that experience, people are afraid that the establishment of the park is a soft form of reintroducing control over them:

"It often seems like this is a quiet form of re-nationalisation. It's well known that private property is not desired in the parks. The more people you have at the same table and the more interests, the more difficult it is to reach an agreement." (landowner)

Distrust in founders may also derive from the belief that parks are designed to protect the wilderness, which used to be the main conservation concept in PAs (Kalamandeen and Gillson, 2007; Hobbs et al., 2009; Reed and Massie, 2013), but today the contribution of human and sustainable development of landscapes is also emphasized. The gap between perceptions can be explained by the different views on the nature that we want to protect. The founders' views are definitely more naturalistic than the views of local residents. This could be a result of the conservation practice with all mapping and biological research before more integrated view on the area. The government, with its naturalist attitude of nature being our moral concern, withdraws the intrinsic value of nature (Descola, 2013). Some farmers, who perceive their management as one with nature, believe the future park will enforce moral (and legal) responsibility for nature, which has been managed sustainably for decades and to the point where we call it cultural landscape. The local population sees the park and its founders as an additional institution with enforced rules. At the same time this rules founders conceive as warranty for natural and cultural conservation. Despite the involvement of municipalities, the founders are perceived as external experts who do not understand local living conditions. In local opinion, the park is an unnecessary institution and thus their trust in the founders is low:

"You go listen to them and one half doesn't even understand what they are saying. Explain everything in plain terms, not using terminology. And then someone said: 'Here you teach us and tell us what we should do and how to live. We would not be able to discuss the park today if we had not lived with the nature and watched it.' It seemed like a really good statement. But then the person got back a 10 minute long answer that no one understood." (farmer in the park about the public presentation of the park and draft regulation)

Involvement or at least good informing from the beginning of PA establishment reduces the possibility of spreading "half-truths" among the local stakeholders. Many of the statements such as: "I heard, he told me, there will apparently be..." show that people are interested in the establishment of the park but they have inaccurate or incomplete ideas and knowledge about it. People are losing trust in some founders because they were changing their approach during public presentations of the park's draft regulation with the intention of reducing opposition against the park. Some stakeholders got the impression that the founders were misleading them regarding the park's consequences. After public presentations the founders gathered comments but local stakeholders have not received any response thus far, which has weakened the already poor communication between them. A longer interruption of communication could nullify what has already been achieved (Kos, 2002).

Local residents have different opinions regarding existing protected areas, the Logarska Valley Nature Park, and the Robanov kot Nature Park. Tourism has increased with the two parks and has most of all become regulated. There is no special support towards KSA RP among the population within existing protected areas (Logarska Valley and Robanov kot), despite relatively good experience with existing PAs. Some local residents also see weaknesses in the form of additional constraints.

"There is definitely support for the nature park within Logarska Valley. Nevertheless, there is no clearly expressed support for a regional park within the valley. I do not quite understand why it is so." (Interviewee 11, Logarska Valley Ltd. employee)

Logarska Valley Nature Park is managed by a private company owned by local residents. This way they have a more direct insight into the park and control what is happening in the park. Because of its size, KSA RP could not be managed in the same way. The local stakeholders' and local authorities' fear that the park will be managed by the state in a manner that will be too centralized. The stakeholders' perception of KSA RP is indirectly formed by experience with other PAs. In the last decade, residents of the nearby Triglav National Park have been opposing its policies and restrictions. Local stakeholders of KSA RP conclude from this information that they will have similar problems in the park that is being established. Bad experiences with municipalities also affect perception but they are rare and limited to individual personal conflicts. Locals collaborate well with the municipalities and have more trust in them since they have their representatives in the municipal bodies.

The interviews revealed a strong two-way connection with the other main categories that affect the residents' and landowners' perception of PAs. The local stakeholders' degree of trust is influenced by their involvement in the process up to that point (e.g. Hoppner et al., 2007; Abbas et al., 2014) and its perception. Their level of trust is connected with the expected benefits and costs in the park and their past experiences with the park founders and the entities related to them (Fig. 3).

Towards positive perceptions

This chapter presents guidelines and possible implications for improving PA perceptions or factors affecting it. What are possible solutions to moving forward with the park establishment? Stoll-Kleemann (2001) recommends developing common interests and removing the communication barriers. Before the start of communication with stakeholders, it is necessary to make a communication plan and perform stakeholder analysis. Analysis of stakeholders' perception of the park and influences provide the necessary information for involvement planning.

Both in literature (Erhatič Širnik, 2003; Mikuš, 2006; Schmidt et al., 2014) and in our study, the need for the establishment using the **bottom-up approach** was clearly expressed. If ideas and wishes regarding the park come from local stakeholders, they get the feeling that this is their project and that they are responsible for it. This way they identify opportunities easier and co-operation with managers is better because the disparity between the different perceptions of the benefits is reduced.

"If the park really has to be here, it would really have to result from the bottom-up principle, but it does not. If it were from the bottom up, it would be founded by residents living in it who would feel an opportunity for themselves." (farmer in the park)

With a sense of a common project, **social capital** is strengthened, which is once again becoming a decisive factor for the projects' success. A connection between stakeholders, facilitated by the structure of the park, is a good basis for the implementation of conservation and development measures. Ideal **partners** for the implementation of the park idea are stakeholders who can be described as 'enthusiastic optimists'. They see the park establishment as an opportunity to improve their quality of life and the living environment. They have trust in the founders, have no previous bad experience or they do not associate the park with it. Beside economic and personal benefits, they also perceive non-economic and public benefits of the park:

"We feel that the park might bring about additional motivation to reside in the park; a style of life that will motivate further maintenance of the cultural landscape. This means not only sleeping settlements or a weekend getaway, but cultural landscape management within the current scope at least or a slow shift into agricultural activities, such as grazing and mowing. And for me, this motivation for the park to bring something that would encourage the younger generation to maintain the landscape, is a foundation." (farmer)

Promotion and implementation of **non-economic benefits** is a long-term process, so it is also useful to present any of the material and personal **benefits** (e.g. extra points for land in the park in grants for agricultural subsidies). Tourism is certainly one benefit of a PA, but too much emphasis on this has triggered opposition among stakeholders who would not be involved in tourism. Also indirect benefits from tourism should be represented to people; local producers can horizontally cooperate with tourism providers through products (food, crafts). If the residents are enabled an exchange of information, joint marketing, or other benefits, it may be easier for them to sense an opportunity in the park establishment for themselves.

Local stakeholders are most afraid of the dominance of disadvantages/weaknesses over the advantages/benefits of the park. Since cost-benefit perception is also influenced by past experiences and the level of trust in the founders, the expected consequences of the park should be presented to the stakeholders in a familiar and honest way. People do not know the benefits of the park, so it is necessary to introduce them in more detail, preferably in a way which shows a certain **commitment**, e.g. with writing it down in KSA RP regulation acts. Similarly, in the Czech Republic, Pražan and Theesfeld (2014) emphasize the positive results in farmers' attitude towards biodiversity conservation efforts in the case of implementing the contracts in the management of agricultural land. That will convince the 'sceptical pragmatists' who doubt that the park would be a win-win situation. They do not object to the establishment of the park per se, but they have doubts whether the park will bring them more benefits than costs and have low trust in the founders.

"If they reimburse me for my loss of income because I won't be allowed to do this and that ... No problem. But it has to be written down in a contract." (farmer in the park)

In the case of a temporary halt in establishing the Snežnik Regional Park in Slovenia, Ogorelec (2011), p. 31 concludes "that with the deep mistrust between the state and the local population, it is not sufficient to improve just communication alone. A communication strategy must be accompanied by the **realization of actions** in the park area, by which we show that changes are coming". That may convince the 'pessimistic doubters' who do not believe in the presented benefits or they believe that they will not receive these benefits.

We believe that a common interest between local stakeholders and founders could be **traditional management of the land** which has been in balance with nature. They have extensive knowledge of their land and should be involved in the park's management plans. People should not feel threatened by the park. On the contrary, they should feel the opportunity for their development in economic and social terms. Mikuš (2006) has proposed that management plan should be accepted in the establishment phase, thus reducing the uncertainty of what the park will bring. The process of defining the park's boundaries should be based on professional and public experience at the same time, transparent, and well-argued in the case of any changes, especially because of a large percentage of private land within the park. Areas which are proposed for protection are usually well preserved. Most of the credit for this goes to residents, who managed these areas in a sustainable manner over

time. Despite that, the local inhabitants often sense some paternalistic attitude from the government in the sense that they need (institutionalized) guidance on how to manage their land. Farmers are especially reluctant to having such an attitude. Any additional **restrictions** on the management in PAs offend local residents and deny their important role for preserving these areas. People understand that there have to be some rules in sensitive areas but they stress that rules should not disrupt traditional management and should be focused on the interventions that actually harm the environment:

"If the park gets established, there should be restrictions only for others, not for us. If nature is threatened, it is threatened by newcomers, either people who settle here or daily commuters who come as tourists. The park would have to function in such a way that it would enable a better life for the people who live there while limiting others." (farmer in the park)

The rational appreciation of the costs and benefits of the park being established is the most logical direction towards convincing the local stakeholders to accept the park based on results. But it is not the only way for that nor is it enough. Trust is also a very important dimension, but from both sides, not only in terms of the stakeholders' trust in the founders. **An open-minded attitude of the future park authorities** and management team will probably be one of the crucial points in the process of changing local attitudes towards the park and accepting it. This process could take even longer than the other way around, because of slow changes in the nature conservation attitude towards the power and benefits of local participation of the state.

Another starting point is a timely, well thought out, and most of all seriously meant **involvement** as highlights the procedural justice theory. Like Benjaminsen and Svarstad (2010) said, the gap between practice and discourse should be smaller. Communication with stakeholders should start in the earliest possible stage of the park's establishment and should be constant in order to adopt positions and eliminate possible misunderstandings. Public opinion has a limited shelf life (Kos, 2002). Up-to-date communication with everyone concerned reduces the possibility of disinformation being spread and the feeling of concealment.

It is not so much about differences in the perception of the advantages and disadvantages of the park between the various stakeholders, which should be analyzed before the participation planning, it is more about how we can **manage stakeholders' expectations** about life in a park through fair participation process. Furthermore, the process of involving stakeholders or their representatives must be **transparent**. Distrust between local stakeholders and the founders can be a cause of objection and a bad foundation for stakeholder involvement in the management of the park in designation (Pavlikakis and Tsihrintzis, 2006), so its improvement needs to be one of the priorities for the park being established.

Residents worry about the rigidity of the system. Once the park boundaries are determined, it is very difficult to change them by law. Many people would like to try living in the park and subsequently have a chance to decide whether they do or do not want to stay in the park. One possible solution of this problem, which was proposed by Mikuš (2006), is creating a '**park in establishment**' **institution** where all functions of the park would be introduced gradually with active stakeholder participation. Greater flexibility of the park boundaries has also been proposed in KSA RP:

"The park boundaries have not yet been determined in areas with more problems. We support the approach that it is better to start small, with a well-functioning and strong core and then, based on the positive experience, expand it a little. For the time being, we would include areas with no problems

or special concerns. Then, after a couple of years, we might extend the area following some initiatives if necessary. The most important thing is that it functions well, in order to avoid problems being mentioned in the media as soon as the park is established." (Logarska Valley Ltd. employee)

Parks should be **financially independent** as much as possible and depend on municipal and state budgets to the lowest extent possible. Institutions which are mostly dependent on the state budget have a reputation of being institutions for their own sake and for burdening taxpayers:

"The management should have some added value and should not just burden the budget. People who would be included in the park should be confident that the park will bring so many benefits in the social or economic sense that they are prepared to pay for someone to manage it. To establish something and just burden the budget with it . . . This does not encourage the manager to do something. If people felt that they could have a better life and earn more in the park, then they would not need a budget. They would be willing to pay for a park manager. If the manager cannot manage the park, then they don't need them anyway because they haven't done their job." (farmer in the park)

Different municipalities have not been expressing support for the park during the process of KSA RP establishment to the same extent. All founders should **clearly express support** for the park at the beginning. If stakeholders notice the founders' doubt in the project, they are much less certain themselves. The inclusion and employment of **local experts** in establishing and managing of the park strengthens trust relationship. Perception of the PA is a dynamic phenomenon and it changes with each new experience, contact with founders, managers, park, and other entities. Stakeholder management has to include current stakeholder analysis and their comments because this is the only way we can plan quality stakeholder involvement in the establishment and management of PAs.

Conclusions

In CEEC, participation in nature conservation is in transition between the desire and need for the empowerment of different stakeholders in the planning and managing of conservation objectives on the one hand and the lack of understanding what this actually means for the implementation process itself on the other hand. Slovenia is no exception; through their strong opposition, local shareholders have already interrupted protected areas' (PA) establishment (Nastran and Pirnat, 2012), but errors in participation planning and stakeholder involvement continue nevertheless. Nowadays, problems with nature conservation indicate the need for a transdisciplinary approach. Natural areas can no longer be protected through normative regulation in situ, it is necessary to include and take into account when making conservation plans the social factors that strongly influence the success of the PA. Populated PAs are also a social space and their multifunctionality requires knowledge of the perceptions and attitudes towards a PA both in planning and management.

Since studies of attitudes and perceptions of different stakeholders towards a PA are usually carried out after several years of the PA's operation, this study brings an in-depth insight into the formation of perceptions and the influences on it which concerns the very beginning of the establishment process. Based on findings of our research, perception is influenced by several inter-related factors, some highlights including the involvement of local people in the establishment of the park, their perception of benefits and costs of the park and past experiences with institutions

represented by founders. The findings are useful for the further process of Kamniško-Savinjske Alps Regional Park establishment and management and are also a good reference point for other natural areas where it is possible and necessary to include the population. The research theory leaves an open space for comparison to other case studies and also for quantitative confirmation of the emphasized factors which affect stakeholder PA perception.

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2.1.4 Kdo je za ali proti parku? Dejavniki vpliva na zaznavo javnosti do regijskega parka: študija primera iz Slovenije

Who is for or against the park? Factors influencing the public's perception of a regional park: a Slovenian case study

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Za učinkovito organizacijo sodelovanja z deležniki v procesu načrtovanja in upravljanja zavarovanih območij je pomembno poznati njihov odnos do zavarovanega območja ter dejavnike, ki ga določajo. Raziskava odkriva dejavnike in njihov vpliv na zaznavo lokalnega prebivalstva do Regijskega parka Kamniško-Savinjske Alpe v nastajanju. Rezultati diskriminantne analize kažejo, da se lokalni prebivalci, ki park podpirajo, od tistih, ki parka ne podpirajo, najbolj razlikujejo po tem, da park dojemajo kot razvojni potencial in da jih je ustanovitelj o načrtih ustanavljanja parka osebno obvestil. Slednji imajo zato več zaupanja v snovalce, da bodo ti sodelovali z vsemi interesnimi skupinami, kot tisti prebivalci, ki parku nasprotujejo. V nasprotju s predhodnimi pričakovanji višja izobrazba, kraj bivanja in spol ne vplivajo značilno na podporo parku. Pridobljeni rezultati potrjujejo tezo, da upoštevanje dejavnikov, ki vplivajo na zaznavo zavarovanega območja med lokalnim prebivalstvom, prispeva k učinkovitejšemu vključevanju deležnikov v proces nastajanja parka, kar je pomembno za uspešno upravljanje zavarovanih območij.

Who Is For or Against the Park? Factors Influencing the Public's Perception of a Regional Park: A Slovenian Case Study

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Abstract

To effectively organize cooperation with stakeholders in the planning and management of protected areas, it is important to understand their perception of the protected area and the factors influencing that perception. This study identifies the factors and their impact on locals' perceptions of the Kamniško-Savinjske Alps Regional Park in designation, Slovenia. The results of discriminant analysis show that the local population that supports the park has significantly different views of its potential from the population that opposes it. In addition, the local population that supports the park was personally notified by the founders about the plans, while the opposing population was not. Therefore, the former is more trustful of the founders' procedures and there is more cooperation with all interest groups than with the opposing population. Contrary to our expectations, higher education, place of residence, and gender do not affect the population's support for the park. These results confirm that a consideration of the factors that affect the local population's perception of the protected area contributes to more effective involvement of stakeholders in the process of park creation, which is important for the successful management of protected areas.

Keywords: attitude, local stakeholders, park–people relationship, park in designation, perceptions, protected areas

Introduction

During the past decade increased emphasis has been given to the role of different stakeholders in the process of founding and operating protected areas (PAs). Among the most important stakeholders are the local populations (Nastran, 2013). The outcome of PA founding and operating depends significantly on

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these stakeholders' perceptions and involvement. However, countries that have to implement national and international nature protection goals set up PAs quickly and without thinking the process through fully, and they tend to neglect the importance of local community involvement (e.g., Alonso-Yáñez & Davidsen, 2014). Several cases of PA founding in Slovenia have been halted in recent years. For example, establishment of the Snežnik Regional Park, after a promising informal start, came to a standstill during the formal phase of the founding process, mostly due to opposition from local stakeholders (Nastran & Pirnat, 2012). Local opposition has also resulted in the failure to open Karst Regional Park (Fakin Bajec, 2009) and Kočevje Regional Park (Erhartič Širnik, 2003). The common problems in these situations were mostly due to a top-down approach to the establishment of the PA, a lack of direct participation of local inhabitants, a lack of clear support from the local authority, and the opposition of local industry. There has been, however, some positive experience with local stakeholders' perceptions of PAs, and this is mostly the result of the stakeholders being involved in the park founding process. The initiative to found the Goričko Nature Park came from the local population, using the bottom-up principle (Grošelj, 2008; Rodela, 2010). When the Ljubljana Marsh Nature Park was being planned, great emphasis was placed on including different stakeholders and using their local knowledge and information. It seems this type of practice contributes greatly to the local population's positive perception of PAs, as demonstrated by cases in other parts of the world (Conrad & Hilchey, 2011; Toomey & Domroese, 2013). Due to negative experiences in the past, special attention is now given to informing and striving for cooperation with stakeholders. Currently, several PAs are in designation in Slovenia and their founding is not being carried out hastily. Parks in designation are planned but not yet formally established through government regulations. At the beginning of the establishment process an agreement is signed among the actors (founders can be government; local authority, i.e., municipality; or the government along with a municipality). Well-thought-through cooperation with stakeholders and the bottom-up principle are being applied. As the idea of a PA takes time to mature, the in-between stage of the park "in designation" has frequently proven itself to be the appropriate time to include local stakeholders in the planning of the park and its contents (Mikuš, 2006). A new regime should be introduced gradually, its consequences monitored, and findings fed back to further refine the process of development.

Based on this short overview of different results pertaining to the establishment of PAs in Slovenia, indicating the profound importance of the stakeholders' opinions, the aim of this article is to determine the factors and their extent in influencing the local population's perception toward the PA. For this purpose, the Kamniško-Savinjske Alps Regional Park (KSARP) in designation, Slovenia,

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is used as a case study that follows and intends to contribute to the already existing discussion about the nature of population attitudes toward PAs in various parts of the world.

Research background

Research shows that the stakeholder's perception of the PAs provides important information (Arnberger et al., 2012; Swim et al., 2014) when it is communicated to the planners and the refined proposal is represented to the stakeholder in a process of ongoing collaborative participation regarding methods and time of inclusion in the PA designation and management process (Flints, 2010; Hu et al., 2010; Kos, 2002). In this way, in later stages such as planning the service of the park, managers are already acquainted with the interests and needs of the locals; this knowledge enables them to more easily convince the locals to participate in the activities the park has to offer. This is in line with procedural justice theory (Lind & Tyler, 1988), where the ability to participate, to be heard, and to be treated with respect is even more important than the outcomes of the process.

There is no general consensus in the literature regarding what influences the local population's perception of a PA (Triguero-Mas et al., 2009). The most frequently mentioned are socioeconomic influences such as age (Karanth & Nepal, 2012; Shibia, 2010; Tomicevic et al., 2010), gender (Allendorf & Allendorf, 2013; Karanth & Nepal, 2012), education (Shibia, 2010; Tomicevic et al., 2010; Triguero-Mas et al., 2009), wealth and land size (Allendorf, 2010; Karanth & Nepal, 2012; Kideghesho et al., 2007), group membership (e.g., farmers, entrepreneurs) (Arnberger & Schoissengeier, 2012; Bonaiuto et al., 2002; Kideghesho et al., 2007; Shibia, 2010), ethnicity (Mehta & Heinen, 2001), and place of residence (Bonaiuto et al., 2002; Triguero-Mas et al., 2009; Vodouhê et al., 2010). Positive perception of the PA is most strongly associated with higher education, higher income, and living outside the park boundaries. For gender and age the literature provides no uniform view on their importance in terms of PA support. The impact of group membership on perception mostly appears because of different interests and activities of individual groups. Other factors that have been measured several times include participation (Arnberger & Schoissengeier, 2012; Hirschnitz-Garbers & Stoll-Kleemann, 2011; Macura et al., 2011; Niedzialkowski et al., 2012; Sirivongs & Tsuchiya, 2012; Toomey & Domroese, 2013), perceived benefits and costs of the PA (Ezebilo & Mattsson, 2010; Hirschnitz-Garbers & Stoll-Kleemann, 2011; Karanth & Nepal, 2012; Macura et al., 2011; Niedzialkowski et al., 2014; Shibia, 2010; Sirivongs & Tsuchiya, 2012; Stringer & Paavola, 2013; Vodouhê et al., 2010), perception of the park management or manager (Allendorf et al., 2007; Macura et al., 2011; Vodouhê et al., 2010), trust in managers (Abbas et al., 2014; Macura et

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al., 2011), local population's attitude toward nature conservation (Arnberger & Schoissengeier, 2012; Tomicevic et al., 2010), and the degree to which the local population is informed about the PA and their knowledge about the PA (Htun et al., 2012; Macura et al., 2011; Niedziałkowski et al., 2012). These factors have very different effects on perception. In the abovementioned studies, they are found to have a significant impact on the perception of a PA, and this impact is not always positive. Some qualitative studies show the importance of more psychological factors such as regional identity, place attachment (Bonaiuto et al., 2002), and psychological reactance (Arnberger & Schoissengeier, 2012); these frequently coincide with the previously mentioned factors. It seems that these factors are more significant (or better researched) in developed countries. In developing countries, other factors, such as income and obtaining vital goods from a park area (perceived benefits and costs or wealth), have a greater influence on local populations' perceptions of PAs.

In contrast to the studies reported above that consider parks which have operated for years, this study is special because KSARP is still in the designation process. Since stakeholders' perceptions can change quickly based on the way the PA is being founded, the study results presented here can be seen as an example when stakeholder involvement in further phases of the park's establishment is planned. With knowledge of the perceptions and factors influencing the stakeholders' attitudes in the initial stage of PA formation, this study can offer recommendations for considering stakeholder involvement in the successful establishment and management of PAs.

Study area

Extensive PAs are to expand and cover one third of Slovenia's surface in order to preserve biodiversity (Government of Republica Slovenia, 2006). Extensive PAs are not only connected with conservation but with development goals as well. Successful cooperation with local stakeholders can be an important guideline in founding a PA and achieving its goals. Slovenian parks are divided into three categories: national (IUCN category II), regional (IUCN II, V), and landscape park (IUCN V). Permitted or prohibited activities, such as driving, camping, or lighting fires, are specified for each park in its Act. Regional parks can be divided into several conservation zones. A strict conservation zone is primarily intended for preservation of natural values, primeval nature, favorable status of protected species and their habitats, and natural development of ecosystems. Agricultural and forestry use, if consistent with the conservation objectives, is admissible. The less strict conservation zone, in addition to nature protection, also encourages the hitherto use of natural resources through the implementation of agriculture and forestry and, with the protection objectives, tourist and

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recreational activities. This type of zone is designed to maintain the diversity of the landscape. Settlements with tourist facilities and local crafts are usually located in this zone. In landscape parks (natural parks), in addition to the protection of nature, strong emphasis is placed on protecting the landscapes, which has benefits from an ecological, biological, and landscape-oriented point of view. They were created along with high-quality and long-term interaction between man and nature.

The KSARP has officially been in the designation process since 2005 when the founders, the Ministry of Agriculture and the Environment and five municipalities in the area of the planned park (Jezersko, Preddvor, Kamnik, Luče, and Solčava), signed an agreement on the founding of the park. The park designation has been at a standstill since 2010. Since then, expert reports have been compiled, the population has been notified about the park designation and its contents, communication with some large landowners in the park has taken place, and draft regulation on its founding has been discussed. The park's founders are responsible for the establishment process, while the manager of the established park will be defined later.

The planned regional park encompasses the Kamniško-Savinjske Alps (KSA) mountain range and its valley edges, where a majority of the park area population is concentrated. KSA is an extensive mountain range connected to the Southern Limestone Alps. Together with the Karavanken Mountains, it forms the mountain range between Slovenia and Austria (Figure 1). In the past, people cleared the forests and lowered the tree line to form a cultural landscape, but forest still cover two thirds of the surface of the proposed park area. The main economic sectors in the area are forestry, animal husbandry, and recently developed tourism (Nastran, 2015).

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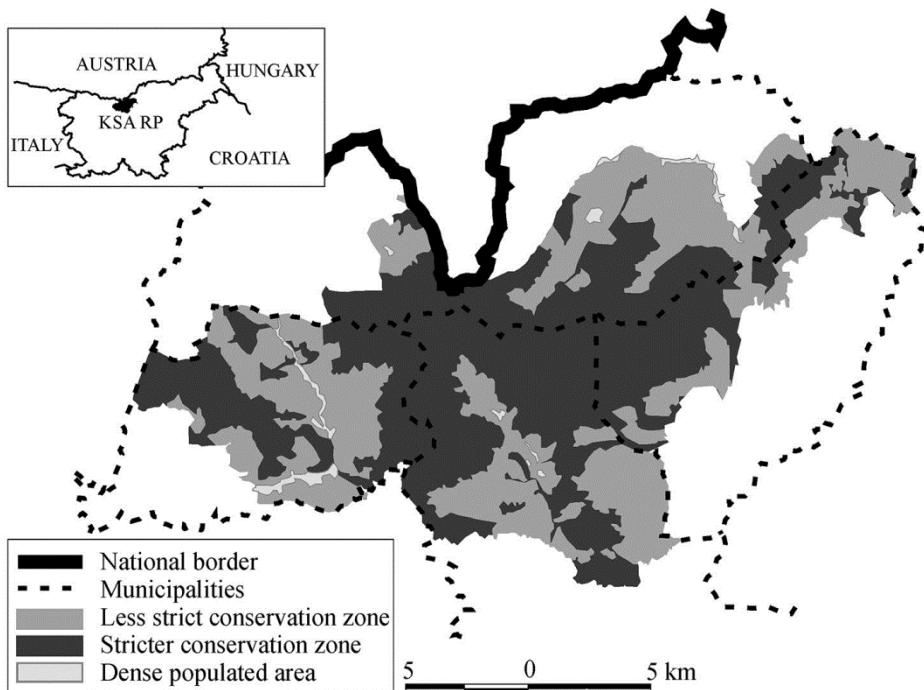


Figure 1. Location of the Kamniško-Savinjske Alps Regional Park in designation, Slovenia

Note. Boundaries of the park and conservation zones are still the subject of discussion.

Source: Image created by Mojca Nastran.

The PA is planned to encompass 264 km². Due to its great significance to the European Union (EU), a large portion of this area is part of Natura 2000, an EU-wide network of nature parks aimed at assuring the long-term survival of Europe's most valuable and endangered species and habitats (European Commission, 2015). The primary natural values of this area are birds species (e.g., *Glaucidium passerinum* and *Tetrao urogallus*), dwarf pines (*Pinus mugo*), the area above the tree line, and rare alpine animal and plant species. Smaller individual parts of the area have already been proclaimed as extensive PAs (Logarska Valley Nature Park, 24 km², and Robanov kot, 14 km²). Approximately 650 people live in this area which includes 30 farms (Nastran, 2013). The park's objectives, as cited in the draft regulation, are conservation (the preservation of unspoiled nature, natural heritage, Natura 2000 sites, biodiversity, a favorable status of protected flora and fauna, landscape diversity, and sustainable use of natural resources) and development (the residents' quality of life and preserving population numbers by encouraging sustainable development consistent with local tradition). Foreseeable advantages for the local community are mostly economic, social, and cultural (Niedziałkowski et al., 2014), such as tourist visibility, infrastructure improvement, and target project money intended for, for example, agriculture and forestry support, settlement preservation, social integration, and employment.

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In the draft regulation, development policies and measures are defined, as well as some prohibitions. Activities in the park that may worsen the hydrological, geomorphological, or ecological conditions in the park are not permitted, nor are activities which could worsen the status of endangered and internationally protected species and their habitats. Such activities include introducing alien species, intensive aquaculture, camping and parking outside designated areas, and releasing genetically modified organisms into the environment and using them. In the less strict conservation zone, it is not permitted to build holiday homes, to open a quarry, or to drive a vehicle except for the purpose of public service, intervention, agriculture, or forestry work. In the strict conservation zone, prohibited activities include creating new grazing areas, building new objects, creating new recreational areas, cycling, and horse riding off-road.

Methods

In order to get insight into the various factors and their extent in influencing the local population's perception toward the PA, a questionnaire was designed that included various topics such as the establishment process; stakeholders' involvement and their perceptions about it; attitudes toward nature conservation, PAs, and the park; and expected changes after the park's establishment.

Questionnaire and data

Through its opinion and perception of a park in designation, the local population contributes greatly to a park's founding and its later operation, which is why local inhabitants are recognized as key stakeholders (Nastran, 2013). Therefore, the total sample ($n = 128$ households) includes inhabitants with permanent residence in the planned KSARP ($N = 67$) and people living just outside the park boundary but in the founding municipalities ($N = 47$). Every household within the park boundary was sent a questionnaire in the mail while people living outside the park boundary filled out an identical online questionnaire. Only one adult member of the household had to fill out the questionnaire. Data was collected from August to October 2011.

In the statistical analysis of the data, the dependent variable is the binary variable "opinion of the park." The independent variable group includes socioeconomic variables which are often applied to similar studies (municipality, place of residence, gender, education, age, size of land) and variables we recognized as potentially influencing perception (perceiving the park as having development potential, participation in the founding of the park until its standstill in 2010, wish for participation in park planning and management in the future) (Table 1).

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Table 1. Dependent and independent variables included in statistical analyses

	Variable	Category	F (n = 128)	%
1	Opinion of the park	I support the park	77	60.2
		I oppose the park	36	28.1
		Missing values	15	11.7
2	Municipality	Solčava	26	20.3
		Kamnik	48	37.5
		Jezersko	8	6.3
		Luče	2	1.6
		Preddvor	32	25.0
		Other	11	8.6
		Missing values	1	0.8
3	Place of residence	Inside the park	67	52.3
		Outside the park	47	36.7
		Missing values	14	10.9
4	Gender	Female	58	45.3
		Male	66	51.6
		Missing values	4	3.1
5	Education	Secondary, vocational school or less	66	51.6
		College, university or more	54	42.2
		Missing values	8	6.3
6	Age	Ordinal variable	114	89.0
		Missing values	14	10.9
7	Size of land	Ordinal variable	44	34.4
		Missing values	84	65.6
8	Perceiving the park as having development potential	Ordinal variable	112	87.5
		Missing values	16	12.5
9	First source of information on the founding of the park	Media	19	14.8
		Public presentation	17	13.3
		Information from the founders themselves	19	14.8
		Friends and acquaintances	21	16.4
		Foresters	3	2.3
		Missing values	49	38.3
10	Participation in the founding of the park until the standstill of foundation in 2010	Active participation	9	7.0
		Passive participation	70	54.7
		Missing values	49	38.3
11	Wish for participation in park planning and management in the future	Active participation	51	39.8
		Passive participation	63	49.2
		Missing values	14	10.9
12	Satisfaction with the cooperation	Interval variable (7-point Likert scale)	77	60.2
		Missing values	51	39.8

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Variable	Category	F (n = 128)	%
13 Trust in the founders	Interval variable (7-point Likert scale)	115	89.8
	Missing values	13	10.2
14 Meaning of land in the park	Solely as property	20	15.6
	Main source of income	8	6.3
	Additional source of income and source of raw materials for private use	16	12.5
	Safety net for times of crisis	0	0.0
	Place for relaxation and leisure time	9	7.0
	Missing values	75	58.6

Notes.

- 1 In the statistical analysis of gained data, the dependent variable is the binary variable "opinion of the park," which was remodeled from a nominal variable with four categories in the following manner: the category "I support the park" combines the answers "I support the idea of the park" and "I support the park being founded with certain changes," whereas the category "I oppose the park" combines the answers "nature needs to be preserved, but not in the form of a regional park" and "I oppose any kind of nature protection in this area."
 - 8 "Perceiving the park as having development potential" is the result of a factor analysis procedure. One of the two factors combines six variables which describe the local population's change of expectation toward the KSARP in designation, using a 7-point Likert scale (from 1 *completely disagree* to 7 *strongly agree*). The six variables were: people will start moving out of the park area, the park will limit agriculture and farm development, local infrastructure will improve, the park will result in increased tourist numbers and job vacancies in the tourist field, the park will turn into wilderness without human activity, the possibility for the development of crafts and businesses will improve.
- Kaiser-Meyer-Olkin test and Bartlett's test were used to test factor reliability and characteristics. Both showed reliable results: KMO (0.729), Bartlett (chi-square 173.890, df 15, p < 0.000).
- 10 The variable "participation in the founding of the park until the standstill of foundation in 2010" is based on eight nominal values gathered into two categories:
 - (a) Passive participation: "I was only notified about the park being founded or acquainted with the idea," "I made a suggestion to the municipality that a park should be founded in the KSA," "I participated in choosing the name and the logo for the regional park," "I participated in notifying locals about the park being founded," "I came to the public discussion of the regional park draft regulation."
 - (b) Active participation: "I helped the planners determine the park area (i.e., the borders)," "I took part in determining development guidelines and measures for the park," "I wrote down or spoke about my views on the park contents."

If the interviewee had actively participated in at least one activity, they were classified as having taken active participation in the founding of the park thus far.
 - 11 The variable "wish for participation in park planning and management in the future" is formed based on 10 nominal values. It combines both the passive and active approach to future planning of the park and its operation:
 - (a) Passive: "I wouldn't wish to participate in park planning," "I would make a suggestion to the municipality or the state that a park should be founded in the KSA," "I would participate in choosing the name and the logo for the regional park," "I would come to the public discussion of the regional park draft regulation," "I would help aligning the park contents with the local population."
 - (b) Active: "I would help the planners determine the park area (i.e., the borders)," "I would take part in determining development guidelines and measures for the park," "I would help draft a management plan after the park has been founded," "I would take part in park management as a member of the management board and the park council, as well as the person implementing the measures," and "as a member of the supervisory board, I would participate in supervising park management and its management plan execution."

If the interviewee would take active participation in at least one of the abovementioned activities, it was regarded that the interviewee would take active participation in park planning and its operation.

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Statistical analysis

To determine what factors influence the local population's perception of the park, discriminant analysis was used. Its aim is to determine the variables or factors that best distinguish two or more groups. This information is provided through the discriminant function, a new variable whose interpretation needs to take into consideration the eigenvalue and canonical correlation, Wilks's lambda test, Box's M test, and standardized canonical discriminant function coefficients. Box's M test is used to test the null hypothesis for homogeneity of covariance matrices between groups, which has to be taken into consideration in smaller samples. The eigenvalue indicates the proportion of variance explained, Wilks's lambda test is used to express discriminant function characteristics and determine the total share of unexplained variability. Standardized canonical discriminant function coefficients are used to express the relative importance of individual variables when distinguishing among groups and their prefixes determine the path of the variables' influence on group classification (Kastelec & Košmelj, 2008). All statistical analyses were performed with the SPSS program.

In the first phase of the analysis, discriminant analysis was carried out separately, taking into consideration the variables for individual thematic groups: (1) population's conservation affinity, (2) population's inclusion in the founding process and population's trust in the founders, and (3) population's socioeconomic status. The aim was to determine which thematic group best defines the population's inclination for or against the park being founded. Since the models, taking into consideration the thematic groups, did not show any significant results, we excluded from each group the variables that showed the largest influence when classifying units within a group. Based on results from previous discriminant analyses, the following variables were excluded from further analysis: "perception of the park," "municipality," and "active participation in the founding of the park thus far." Due to covariance matrix inequality among the groups (Box's M test), the variables "size of land" and "meaning of land in the park" were also excluded from further analysis.

The final discriminant analysis model (Table 2) includes nine variables which were previously determined as having weak correlation among each other ($R < 0.3$). Since Box's M test result did not prove to be significant ($p = 0.877$), the results presented further on are reliable. Eigenvalue shows that the discriminant function explains 74.3% of the between-group variance. Since Wilks's lambda value is statistically significant ($p = 0.000$), we can claim an important difference between the two groups. With its regression coefficients, its estimated canonical correlation coefficient ($R = 0.74$), group centroid distance, and the results of the predicted initial group classification (88.1%), discriminant analysis is relatively good at distinguishing the groups' support of and opposition to the park being founded.

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Results and discussion

Results show that some of the stakeholders' characteristics can affect their support of or opposition to the planned park in a generalized way. Those supporting the park differed from those opposing it in the fact that they see development potential in the park, that they were informed about the plan to found the park by the founders, and that they trust them to lead the founding process in cooperation with all interest groups (Table 2).

Table 2. Factors forming the opinion for or against KSARP being founded: standardized canonical coefficients and other discriminant function tests

	D1	Sig.
Perceiving the park as having development potential	0.803	0.000
First source of information about the park was personal contact with the founder	0.514	0.021
Trust in the founders	0.485	0.002
Age	-0.484	0.102
Place of residence – inside the park	0.228	0.255
Satisfaction with the cooperation	0.134	0.157
Education – college, university or more	0.121	0.014
Wish for participation in park planning and management in the future	0.081	0.042
Gender – male	-0.039	0.480
Canonical correlation	0.743	
Wilks's lambda – significance	0.000	
Group centroids		
Support the park	0.752	
Oppose the park	-1.584	
Original grouped cases correctly classified (%)	88.1	

The highest value of the regression coefficient (0.80) is expressed in the variable "the stakeholders perceive the park as having development potential." There is an important difference between the two groups in the way they were informed about the plans for the park and how much they trust the founders: "the first source of information about the park was personal contact with the founder" (0.51) and "trust in the founders" (0.49). The influence on classification within a group is expressed through the variable "age" (-0.48), but this variable shows no statistically significant correlation with the dependent variable, along with the variables "place of residence," "gender," and "satisfaction with the cooperation."

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Development potential

The population's classification into the groups opposing or supporting the park is mostly influenced by them perceiving the park as having development potential. This means that they see some direct or indirect economic and lifestyle benefits such as improvement of local infrastructure, increased tourist numbers and job vacancies, agriculture and farm development, new possibilities for crafts and businesses, and preserved settlements.

Several studies have shown that a positive perception of a PA is influenced by reaping or perceiving benefits from the founded PA (e.g., Ezebilo & Mattsson, 2010; Htun et al., 2012; Karanth & Nepal, 2012; Macura et al., 2011; Niedziałkowski et al., 2014; Tomicevic et al., 2010; Vodouhê et al., 2010). Since KSARP has not yet been founded, the inhabitants reap no benefits from the park, but the support for the park is heavily influenced by the idea of the park having benefits for the area's development. Because the KSARP, as well as other PAs, has not only conservation but also development objectives, the local stakeholders should be encouraged to express their wishes and ideas in relation to local sustainable development. Managers should provide an environment that encourages stakeholders to participate in development projects (Hirschnitz-Garbers & Stoll-Kleemann, 2011; Sirivongs & Tsuchiya, 2012). This way, locals can be better integrated in PA management and can also receive some benefits.

The results clearly show that the development objective of the park is, along with nature conservation, very important. This is what could convince people to support the park. People who are satisfied with their environment and their situation in it are part of the social capital of the region and their social self-esteem increases. Park development also depends on trust among people and it is a necessary precondition to achieve positive results in biodiversity (Pretty & Smith, 2004). This way, we can say that conservation and development are interlinked and interdependent.

Information about the park and trust in the founders

The way in which the park was presented to the local inhabitants was very important for them. This has an important connection with the first information that the population was given regarding the founding of the park. The higher the trust that the founders will lead the founding process in cooperation with all interest groups, the more support for the park. The population feels it is important for the founders to contact them personally and inform them personally about the status of the founding process. Niedziałkowski and colleagues (2012, 2014) recognize that the lack of clear information about managing led to diminished trust in the founders of the Białowieża National Park in Poland. In keeping with our results, Stern (2008) also notes that trust

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is one of the most consistent predictors of exercised restraint across PAs. Trust is a basic need for successful cooperation between local stakeholders and founders (Abbas et al., 2014; Schmidt et al., 2014). Low confidence in a park's founders (state and municipalities) is a result of past negative experiences with them, such as insufficient communication, top-down environmental decisions, lack of transparency, and land nationalization. Direct communication, local participation, and some good practices could appreciably improve trust. Contrary to our expectations, the population's active participation in the founding of the park until the standstill of foundation in 2010, its satisfaction with inclusion in the processes, and its wish for active participation in the future play no significant role in its classification as supporting or opposing the park. Previous studies give different results regarding participation. Hirschnitz-Garbers and Stoll-Kleemann (2011), Sirivongs and Tsuchiya (2012), and Toomey and Domroese (2013) record some positive effects on attitudes and perceptions, while Macura et al. (2011) and Niedzialkowski et al. (2012) show the negative consequences of participation. Our results show that the population's perception is much more influenced by the way they were informed about the park being founded than their active participation in the founding of the park or their wish to participate in the founding. The results of research among the local stakeholders in Slovenia (Nastran, 2013, 2015) also confirm that the local population wish to participate in the park activities but in a passive rather than an active way. One possible explanation could be the request of the local population for procedural justice (Gross, 2008; Kerselaers et al., 2013; Niedzialkowski et al., 2014), which is not so much about opposing the park as it is about their wish to be heard, informed, and respected as a stakeholder, and to have an opportunity to contribute to the results. This could also be easily connected with trust and sources of information. It does not refer just to the outcomes of the process but also to the process of designation itself; who and how do the founders inform about the park or invite to be part of the designation process. Gross (2007) reports that perceptions of fairness do influence how people perceive the legitimacy of the outcome in a case of wind energy in Australia. In our case, trust is a crucial factor which stakeholders consider to be of high priority. Direct information from the founders and a sense of fair cooperation in the designation process have an evident impact on a park's perception.

Other influences

Most of the population living within the park boundary (55%) or outside (75%) supports the founding of the park. Contrary to other studies (Bonaiuto et al., 2002; Shibia, 2010; Triguero-Mas et al., 2009; Vodouhê et al., 2010), living within or outside the park boundary has no significant influence on interviewees' perceptions of the park in designation. This phenomenon could be explained by the fact that the people in the main populated areas are closely connected

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and have similar experiences from the past, the park founder's consistent communication strategy in the founding process thus far, or that the population has not yet been divided into those living inside and outside the park boundary as the park has not been formally founded.

Support for the KSARP is not significantly connected with the population's age, which is in contrast to other studies' results which found older people less favorable to PAs (e.g., Shibia, 2010; Tomicevic et al., 2010). Gender had no significant influence on the park's perception, a similar finding to other studies (e.g., Burn et al., 2012; Carrus et al., 2005; Shibia, 2010). However, some studies have found that women have less positive perceptions of PAs than men (Allendorf & Allendorf, 2013; Tomicevic et al., 2010). Contrary to most previous studies, higher education is not connected with support for the park in our case. Further studies are necessary to explain these discrepancies.

Conclusion

The aim of this study was to determine the factors that influence the support of or opposition to the founding of the KSARP and the extent to which they do so. In contrast to similar studies, our study was conducted when the park was still being founded, not after it had been founded. Results show that there is a greater chance of opposition in the inhabitants who do not see the park as having development potential and who were not informed about the founding of the park directly from the founders. The latter result is connected with the fact that the population opposing the park being founded is more likely to not trust the park founders.

A study of the characteristics that define stakeholders' perceptions of the park is particularly important in designing further cooperation of founders with local stakeholders and in the subsequent management of the park. An understanding of the factors influencing the stakeholders' position makes it easier to find partners in the establishment of PAs. The research reveals the most common opponents to the park and the reasons for their opposition. This knowledge can lead to more targeted and effective participation. The findings can also inform the best methods for stakeholder involvement, since different groups of stakeholders require different participatory methods. To sum up, understanding the factors that affect the perception of PAs contributes to more effective stakeholder involvement, which is accepted to be one of the most important influences on the successful management of PAs.

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Belief that the park will bring development is the most important factor for the local population. This confirms that the park's further development and management needs to be linked to projects that are compatible with nature conservation and lead to the sustainable development of the local community. The second focus is to work on creating a positive relationship between the founders (and managers later) and the local stakeholders. Managers will need to establish a relationship that will encourage locals to participate, and accept that the desires and needs of the population are an indisputable part of the park and the key to the success of sustainable development and nature conservation.

The results of this study can be a guideline in planning cooperation with stakeholders in other places, but one has to take into consideration the unique natural and social characteristics of a given area. Finally, the results leave space for further qualitative research and for a comparison examining the processes of founding other PAs.

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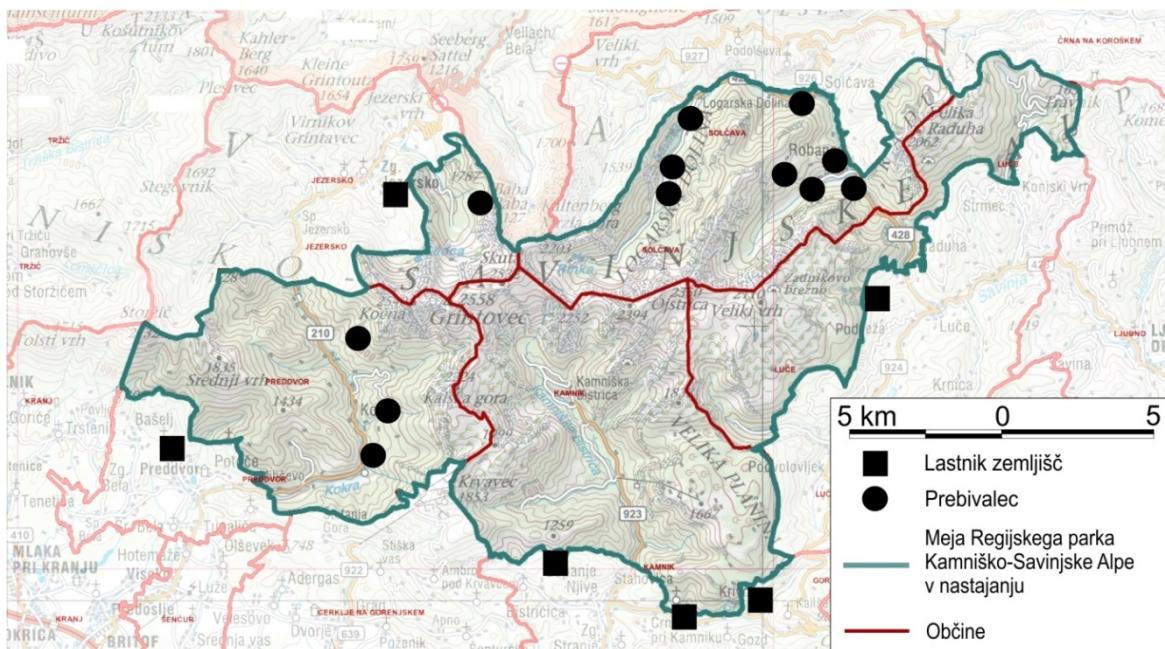
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3 RAZPRAVA IN SKLEPI

3.1 RAZPRAVA

Da bi zagotovili čim bolj celostni pristop, smo pri raziskavi uporabili kombinacijo kvantitativnih in kvalitativnih metod. Podobne raziskave so navadno enoznačne – bodisi se opirajo na kvalitativne bodisi na kvantitativne pristope, redke pa uporabljajo oba. Zaznave so kljub kompleksnemu nastanku in prepletu dejavnikov redko raziskane kvalitativno. Malo je raziskav, ki dopuščajo anketirancem izraziti mnenje po svojih besedah (Allendorf, 2007). S pomočjo testnih intervjujev smo dokončno oblikovali anketni vprašalnik, kar se je izkazalo za koristno, saj smo na ta način dobili natančnejši vpogled v problematiko in vsemi temami, ki se je dotikajo. Izvedli smo 22 pol-strukturiranih intervjujev (Slika 2): 12 prebivalcev parka (10 od njih je kmetov), 4 predstavnike snovalcev (1 predstavnik ministrstva, 1 občinski uradnik, 2 predstavnika upravljalca Krajinskega parka Logarska dolina – eden od njiju je hkrati tudi prebivalec parka) in 7 lastnikov zemljišč v parku, ki živijo zunaj meja parka. Intervjuvance smo izbrali najprej s teoretičnim vzorcem in kasneje z metodo snežne kepe (Nastran, 2015).

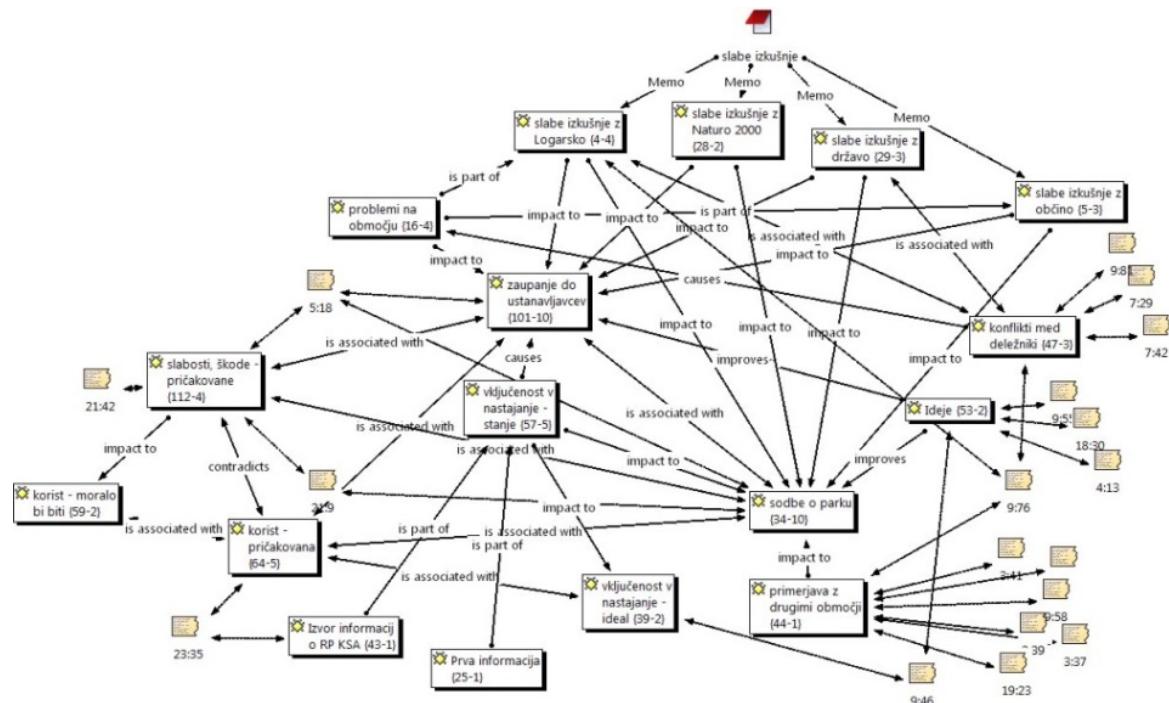


Slika 2: Zemljevid intervjuvancev (en intervjuvanec živi izven območja zemljevida)

Figure 2: Map of interviewees (one interviewed landowner lives outside the map area)

Anketni vprašalnik so po pošti dobila vsa gospodinjstva v parku. Anketiranci zunaj meja parka (vendar znotraj občin, ki so soustanoviteljice parka) so izpolnili identičen vprašalnik na internetni strani. Dosegli smo jih po metodi snežne kepe. Vprašalnik je izpolnilo 67 prebivalcev znotraj parka in 47 prebivalcev zunaj parka (Nastran in Černič Istenič, 2015).

Pri analizi intervjujev (Nastran, 2015) smo uporabili utemeljitveno teorijo (Glaser in Strauss, 1999), s pomočjo katere induktivno generiramo teorijo z nenehnim primerjanjem podatkov med seboj. Besedila intervjujev smo kodirali, kode združili v koncepte, te pa v kategorije, ki so podlaga za razvoj teorije (Slika 3). Intervjuvanje in anketiranje sta potekala sočasno. Anketni vprašalnik in okvirna vprašanja intervjuja so v prilogi A in B.



Slika 3: Razvoj konceptov vplivov na zaznavo Regijskega parka Kamniško-Savinjske Alpe v ustanavljanju s pomočjo programa Atlas.ti

Figure 3: Concepts' development of the impacts on the perception of Regional Park Kamniško-Savinjske Alps in the establishment with the program Atlas.ti

Z rezultati analize deležnikov (Nastran, 2014) in raziskave njihovega odnosa in zaznav do ustanavlajočega Regijskega parka Kamniško-Savinjske Alpe (RP KSA) (Nastran, 2015) utemeljujemo pomembnost oziroma dodano vrednost vključevanja lokalnih deležnikov v tovrstne projekte. Alexander (2002: 227) navaja tri glavne vidike pomena upoštevanja javnega interesa v povezavi s prostorskim načrtovanjem, ki bi jih lahko pripisali tudi deležnikom v ZO:

- legitimizacija prostorskega načrtovanja,
- norme za načrtovalsko prakso,
- kriterij za evalvacijo načrtovanja in njegovih rezultatov.

Del javnega interesa v našem primeru predstavljajo interesi deležnikov, ki se lahko razkrijejo in uresničijo skozi iskreno in dobro načrtovano vključevanje v načrtovalski proces ZO. Vključevanje deležnikov v ZO zagotovo pomaga legitimizirati prostorske

odločitve, vendar vključevanje ne prispeva le k temu, ampak poveča tudi dolgoročni uspeh načrtovanja in njegovega izvajanja v ZO. Z analizami deležnikov in prepoznavanjem njihovih lastnosti, zaznav in želja oblikujemo načrtovalske norme, saj ZO niso le kraj varovanja narave, temveč tudi z naravo skladnega razvoja. Dober kriterij za evalvacijo procesa načrtovanja so zaznave deležnikov o delovanju ZO in njihovem življenju v njem. Vplivi delovanja deležnikov na naravo predstavljajo ali primere dobre prakse ali pa predmet naravovarstvenega ukrepanja. In ne nazadnje so deležniki ZO (posebno tisti, ki v njih prebivajo in gospodarijo z zemljo) hkrati nadzorniki sprememb v naravi, njihovo delovanje v okolju in gospodarjenje v naravi pa predmet nadzora. Lokalni deležniki hitro opazijo spremembe oziroma slabšanje stanja in nevarnosti v naravnem okolju.

3.1.1 Vloga analize deležnikov

”Težko si je predstavljati učinkovito upravljanje deležnikov brez skrbno opravljene analize deležnikov” (Bryson, 2004: 6). Tovrstne analize so bile v dosedanjih ustanavljanjih ZO pogosto izpuščene, zato pričujoča raziskava, skladno s 1. ciljem, pokaže paleto informacij, ki jih z njimi pridobimo in tako opozori na njihovo pomembnost zlasti v začetnih načrtovalnih postopkih (Nastran, 2014). Ugotovitev, da je vključevanje deležnikov v same začetke ustanavljanja ZO pomemben prispevek k boljši zaznavi in upravljanju, so ugotavljali že pri Krajinskem parku Goričko nekaj let po njegovi ustanovitvi (Plut, 2008).

3.1.1.1 Prilagojena metoda

Zahteva javnosti po preglednem in argumentiranem vključevanju prinese večjo odgovornost načrtovalcev pri izbiri oziroma upoštevanju deležnikov, pri katerem smo pogosto omejeni s časom, razpoložljivim osebjem in materialnimi sredstvi. Čeprav so metode za analizo deležnikov toge v nekaterih pogledih (neprilagodljivost ocenjevanih lastnosti deležnikov, le opisne ocene, slabo definirane ocenjevane lastnosti, ...), so uporabno orodje pri preglednem vključevanju deležnikov. V disertaciji (Nastran, 2014) predstavljamo prijeno metodo analize pomembnosti posameznih deležnikov za vključevanje v proces (z delovnim imenom metoda 3D), ki smo jo preizkusili na primeru RP KSA. Načrtovalska politika nemalokrat zahteva numerične ocene, da bi lažje zagotavljala preglednost odločitev. Na osnovi ideje Mitchellovega diagrama deležnikov (Mitchell in sod., 1997) smo oblikovali metodo razvrščanja deležnikov po pomembnosti vključevanja v načrtovalski proces – v našem primeru v nastajanje RP KSA. Pri tej metodi smo uporabili tri, po naši oceni – glede na obstoječo literaturo – najpomembnejše atribute deležnikov: interes deležnika sodelovati v projektu in željo vplivati na odločitve, moč oziroma vpliv na odločitve in moralno legitimnost deležnikovih zahtev. Deležnikova pomembnost se po tej metodi določi glede na oceno deležnikovih atributov, ki predstavljajo osi v trirazsežnem

koordinatnem sistemu. Metoda se je pri ocenjevanju pomembnosti deležnikov na primeru RP KSA izkazala za hitro in učinkovito. Zagotovila je številske ocene pomembnosti deležnikov. Predvsem jo odlikuje njena prilagodljivost, saj dovoljuje zamenjavo izbranih atributov z drugimi ali njihovo utežitev glede na presojo odločevalca v različnih družbenih in naravnih razmerah oziroma različnih ciljih in vzrokih vključevanja. Predstavljena in prvič uporabljena metoda predstavlja novost v metodologiji analiz deležnikov. Njena aplikativna vrednost prinaša možnost hitrega, enostavnega, prilagodljivega in ponovljivega določanja položaja deležnikov pri pomembnosti za vključevanje v vseh fazah projekta. Metoda ni specializirana za naravovarstvo, ampak je uporabna tudi pri drugih strokah; kjerkoli je potrebno in zaželeno vključevanje deležnikov.

V skladu s pričakovanji je analiza pokazala, da je v tem procesu najpomembnejše Ministrstvo za okolje in prostor, saj s pravnimi sredstvi lahko regulira vse druge deležnike in ima visoko ocenjeno legitimnost. Občine in Logarska dolina d.o.o. (upravljač Krajinskega parka Logarska dolina) kot koordinator sodelovanja s prebivalci niso dosegli najvišje ocnjene pomembnosti, kljub temu, da so eni izmed snovalcev parka. Intervjuvanci so zaznali neenako vlogo in moč snovalcev pri ustanavljanju, kar pojasni tudi njihov neenoten prispevek k promociji parka. Za snovalci so druga najpomembnejša skupina deležnikov kmetje in drugi prebivalci znotraj parka. Snovalci kljub visoko ocjenjeni pomembnosti brez podpore druge uvrščene skupine deležnikov sami ne morejo vsiliti parka oz. bodo pri samostojnih odločitvah naleteli na odpor. Lokalna populacija dosega najvišjo legitimnost, saj s svojim gospodarjenjem v parku največ pripomore k ohranjanju naravne in kulturne krajine, hkrati pa ustanovitev parka najmočneje vpliva prav nanjo. Najnižja ocena pomembnosti za sodelovanje v nastajanju parka je pripisana populaciji izven parka in obiskovalcem, ki so relativno naklonjeni nastanku parka, hkrati pa pasivni opazovalci procesa. Z oblikovanjem in uporabo metode razvrščanja deležnikov, pri ocenjevanju in analizi deležnikov v RP KSA smo dosegli 2. cilj disertacije.

3.1.1.2 Sodelovanje deležnikov

Analize deležnikov lahko izvajamo tudi na osnovi njihove vključenosti (Reed, 2008). Tak način je primeren predvsem za odkrivanje njihove pripravljenosti za sodelovanje, medsebojnega povezovanja deležnikov in zaupanja v druge deležnike. Take raziskave v dosedanjih postopkih ustanavljanja ZO v Sloveniji še nismo zasledili. Prebivalce parka (kmete in druge prebivalce) ter testno skupino izven parka smo vprašali, v katerih fazah ustanavljanja in upravljanja RP KSA bi sodelovali in kako ter kdaj mislijo, da bi morali pri tem sodelovati še drugi deležniki. Analiza deležnikov, vključenih v RP KSA, je pokazala, da se ocena deležnikov o nujnosti njihovega in vključevanja drugih deležnikov razlikuje v

posameznih fazah ustanavljanja in upravljanja parka. Zaradi različnih atributov, ki jih imajo deležniki, je različna tudi njihova vloga v posameznih fazah. Ocena lokalnih deležnikov o nujnosti sodelovanja v posameznih fazah se razlikuje med skupinami (kmetje, prebivalci, populacija zunaj parka) kakor tudi po fazah (Nastran, 2014). S to ugotovitvijo smo potrdili 2. hipotezo disertacije. Skupno populaciji znotraj parka je, da so sebe označili skoraj v vseh fazah procesa za najpomembnejšega deležnika, saj se zavedajo svoje vloge pri ohranjanju krajine. Zanimivo so visoko ocenili nujnost sodelovanja vladnih organizacij (Zavod za varstvo narave, Zavod za gozdove, Kmetijsko gozdarska zbornica) v vseh fazah nastajanja in delovanja parka. Sklepamo lahko, da je zaupanje v te institucije relativno boljše od zaupanja državi oziroma da vprašani ugotavljam, da bodo znanja in storitve, ki jih te institucije ponujajo, koristne za park. Malo glasov o nujnosti sodelovanja je lokalna populacija pripisala lastnikom zemljišč, ki ne živijo v parku. Tako mnenje imajo prebivalci morda zaradi negospodarjenja lastnikov gozdov zaradi majhnosti parcel ali njihovega pretežno ekonomskega pogleda na gozd. Z ugotovitvijo, v katerih fazah ustanavljanja in delovanja RP KSA posamezni deležniki želijo sodelovati in kje mislijo, da bi drugi deležniki morali sodelovati, smo dosegli del 3. cilja disertacije.

Z rezultati ekspertnega razvrščanja deležnikov in njihovim anketiranjem smo ugotovili njihovo priporočeno vključenost v posamezne faze ustanavljanja in upravljanja parka (Nastran, 2014). Pri ustanavljanju parka so pomembni partnerji tako snovalci in prebivalci parka kot tudi strokovne vladne organizacije. Podpirajoči prebivalci so idealni zavezniki in partnerji snovalcem (Varvasovszky in Brugha, 2000). Prebivalci parka, nevladne organizacije in lastniki zemljišč (ki prebivajo zunaj parka) naj bodo pri upravljanju parka posvetovalno telo, partnerji pa predstavniki lastnikov, občin, ministrstva in upravljavca (svet zavoda). Nadzor delovanja parka spreminja upravljavec s pomočjo posvetovanj s prebivalci, lastniki zemljišč in nevladnimi organizacijami, ki z bivanjem, gospodarjenjem ali delovanjem v parku hitro zaznajo učinke upravljanja.

3.1.2 Zaznava prebivalcev Regijskega parka Kamniško-Savinjske Alpe v nastajanju

Podrobnejša analiza odnosa in zaznav prebivalcev RP KSA ter dejavnikov, ki vplivajo nanje, pripomore k nadaljnemu načrtovanju vključevanja, a ne le v konkretnem parku, temveč tudi pri drugih ZO v Sloveniji s podobnimi zgodovinskimi in družbenimi značilnostmi. Pozitivna zaznava prebivalcev ZO vpliva na njegovo delovanje in s tem pripomore k boljšemu razvoju in varstvu narave. Zato smo raziskali, kakšne zaznave imajo ključni deležniki v parku. Z razliko od drugih raziskav, je pričujoča izvedena, ko je RP KSA še v nastajanju, zato je poznavanje zaznav in dejavnikov, ki jo oblikujejo, lahko dobra podlaga, s katero se lahko lotevamo nadaljnega vključevanja deležnikov pri ustanavljanju ZO v

prihodnje. Takšno znanje bo v bodoče lahko v oporo pri reševanju konfliktov, oblikovanju skupnih projektov itd.

Zaznave prebivalcev parka, lastnikov zemljišč in snovalcev parka smo kvalitativno analizirali (Nastran, 2015). Raziskovanje je pojasnilo vzroke razkoraka med pričakovanji snovalcev in prebivalcev, ki snovalcem otežuje načrtovanje komunikacije in razumevanje vzrokov negativnih reakcij prebivalcev. Ugotavljamo, da na razvoj zaznav RP KSA ne vpliva samo en dejavnik, temveč več med seboj povezanih entitet. Na osnovi tega rezultata smo lahko potrdili 4. hipotezo in izpolnili del 4. cilja disertacije. Pri oblikovanju teorije so se pokazale štiri glavne teme, ki neposredno ali posredno vplivajo na zaznavo deležnikov o ZO:

- zaznavanje koristi in izgub ZO,
- vključenost deležnikov v nastajanje ZO,
- zaupanje snovalcem parka in
- pretekle izkušnje lokalnih deležnikov z različnimi institucijami, povezanimi z ustanavljanjem parka, njegovimi snovalci in drugimi entitetami, ki jih intervjuvanci povezujejo s parkom.

Intervjuvanci zaznavajo RP KSA pretežno negativno. Park pogosteje povezujejo z omejitvami kot pa s koristmi in priložnostmi. Vzrok temu so tudi slabo zaupanje do snovalcev in slabe izkušnje z njimi v preteklosti in s tem povezano dosedanje vključevanje v ustanavljanje.

3.1.2.1 Zaznavi koristi in izgub

Pričakovane koristi in izgube lahko uvrstimo kot najpomembnejše dejavnike oblikovanja odnosa oziroma zaznav lokalnih deležnikov do ZO, kar lahko primerjamo z ugotovitvami številnih drugih raziskav (Kideghesho in sod., 2007; Wallner in sod., 2007; Tomičević in sod., 2010; Vodouhê in sod., 2010; Arnberger in Schoissengeier, 2012; Karanth in Nepal, 2012). Lokalni prebivalci park pogosteje povezujejo z omejitvami kot pa s priložnostmi. Lokalni deležniki so zelo občutljivi na morebitne omejitve, ki jih lahko prinese ustanovitev parka, kar se je pokazalo že v drugih raziskavah (npr. Wallner in sod., 2007; Hirschnitz-Garbers in Stoll-Kleemann, 2011). V primeru ustanovitve parka jih najpogosteje skrbijo omejitve pri gospodarjenju z gozdovi ali kmetijskimi zemljišči, več in počasnejša birokracija pri nujnih posegih pri gospodarjenju, škoda v okolju zaradi turizma, togost pravil režima zavarovanega območja, počasno izgubljanje lastniških pravic in na splošno pojav neke nove institucije, ki vse to prinaša. Lastniki gozdov v Posavju, povprašani o pričakovanjih, v primeru vključenosti njihove posesti v katero od ZO, so izrazili podobne bojazni, npr. omejitve gospodarjenja, izguba pravic odločanja ali celo lastništva. Takšen

odziv nakazuje stereotip, da ZO prinašajo predvsem omejitve (Oršanič, 2005). Takšne bojazni lahko delno primerjamo tudi z odzivom prebivalcev TNP, ki so kot slabosti bivanja v parku izpostavili dodatno birokracijo, dražje nepremičnine in omejitve pri adaptaciji objektov (Rodela in sod., 2012). Pri tem je treba upoštevati, da ima narodni park strožje omejitve, ki predstavljajo vsem anketircem referenco zavarovanega območja. Konflikti med upravo in prebivalci v TNP imajo demonstracijski učinek. Slabe izkušnje podpirajo tudi mediji, v katerih so te bolj odmevne kot pozitivne izkušnje. Tudi zaradi tega se stereotipi o ZO močneje ohranjajo.

Ob ustanovitvi nekateri prebivalci vidijo v parku priložnosti in določene koristi. Večina med njimi navaja ekonomsko-gospodarske koristi, kot so razvoj turizma in turistične infrastrukture, nova delovna mesta in razne podpore za razvoj kmetijstva in gozdarstva. Pri zaznavanju koristi so lokalni prebivalci osredotočeni predvsem na osebne koristi, saj v manjši meri navajajo koriti za širšo lokalno skupnost, kot na primer izboljšanje infrastrukture. Vendar pa navajajo tudi nematerialne: prostorske, naravovarstvene in družbene koristi, a šele za gospodarskimi (Nastran, 2015).

Poleg pričakovanih koristi so za razvoj zaznave ZO pomembne tudi želene koristi (Nastran, 2015). To so tiste koristi, za katere intervjuvanci menijo, da bi jih poleg pričakovanih morali biti tudi deležni, vendar so zelo skeptični, da jih bodo. Želene koristi se od pričakovanih razlikujejo predvsem po obsegu oziroma intenziteti. Lokalni deležniki želijo več materialnih koristi kot so odškodnine za izgubljeni dohodek zaradi omejitev v parku, davčne olajšave, obrtniške spodbude, rente za bivanje v parku in predkupno pravico do zemljišč za občane. Izstopa želja po pravici do lova na lastni posesti ter pravice za koriščenje naravnih virov (npr. rečni nanosi proda), po čemer sklepamo, da si prebivalci želijo več samostojnega gospodarjenja v svoji okolini. Želene koristi nam razkrijejo razkorak med pričakovanim stanjem v parku in želenim, s tem pa tudi predstave prebivalcev o tem, kako bo park vplival na njihova življenja.

Pri zaznavi koristi in izgub v parku je pomembno razlikovati tudi med zaznavo pri prebivalcih, lastnikih zemljišč in snovalcih parka (Nastran, 2015). Na prvi pogled so razlike očitne, vendar jih načrtovalci zapostavljajo pri načrtovanju sodelovanja z deležniki. Glavne razlike med dojemanjem prednosti/koristi ZO med lokalnimi deležniki in ustanovitelji lahko opišemo s časovno razliko v zaznavanju koristi, ciljnim prejemnikom koristi, kategorijo zaznane koristi in pričakovano angažiranostjo pri pridobitvi koristi. Lokalni deležniki zaznavajo predvsem tiste koristi, ki jih pridobijo in opazijo v kratkem časovnem roku. Prepričljivejše kot nematerialne koristi in koristi za širšo skupnost se jim zdijo osebne koristi. Podobno kot pri raziskavi ZO v Nepalu (Allendorf, 2007) deležniki v KSA RP

težje zaznavajo koristi, ki bi jih pridobili s projekti v parku. Pričakujejo, da bodo deležni določenih koristi brez velike angažiranosti in obveznosti. Ustanovitelji poleg materialnih koristi vidijo možnost kompenzacije za lokalne deležnike tudi v nematerialnih koristih (npr. povečanje socialnega kapitala), ki pa jih prebivalci in lastniki podcenjujejo in pogosto ne omenjajo. Ne-ekonomske koristi zahtevajo manj zunanjih intervencij in lahko bolj neposredno izboljšajo odnos lokalnih prebivalcev do ZO (Allendorf, 2007).

Statistična analiza anketnih podatkov potrjuje teorijo o dejavnikih, ki vplivajo na zaznavo (Nastran in Černič Istenič, 2015). Statistične analize dopolnjujejo kvalitativne ugotovitve, da zaznava koristi in izgub močno vpliva na oblikovanje zaznave parka (Nastran, 2015), s čimer lahko potrdimo 5. hipotezo. Diskriminantna analiza dejavnikov, ki vplivajo na podporo parku, je pokazala, da se lokalni podporniki nastanka parka najbolj razlikujejo od nasprotnikov prav v tem, da park dojemajo kot razvojni potencial. Ti rezultati jasno kažejo, da je za prebivalce razvojni cilj parka močno pomemben, je nekaj, kar jih prepričuje k podpori parka. V osnutku uredbe o ustanovitvi parka je razvojni cilj opredeljen enakovredno naravovarstvenemu, ob predpostavki, da se razvijajo dejavnosti, ki ne vplivajo na slabšanje stanja narave. Groznik Zeiler (2011) navaja »da v zavarovanih območjih prebivalci ne vidijo zgolj ovir v razvoju, temveč tudi razvojne priložnosti, kar posredno dokazuje obstoj pobud za ustanavljanja novih parkov (na primer Kras, Pohorje, Dragonja) in izražena volja lokalnega prebivalstva, da ostanejo v parku (na primer Bohinj, izražena volja na referendumu leta 2003) ali se v park vključujejo (Knežke Ravne leta 2009).« V anketi med prebivalci in obiskovalci TNP, Krajinskega parka Goričko in Logarska dolina (Plut, 2008) se zlasti domačinom zdi prestrog režim varovanja, vendar se strinjajo z ohranitvijo ZO, saj v njem vidijo veliko razvojno priložnost tudi v upravičenosti do večjega črpanja sredstev iz evropskih kohezijskih skladov. Razvoj in varstvo nista vedno na nasprotnih bregovih, ampak sta posredno povezana. Ljudje, ki so zadovoljni s svojim okoljem, bivanjem in delovanjem v njem, ker jim nudi dovolj priložnosti, večajo družbeno samozavest in so gradniki socialnega kapitala. Razvoj parka je odvisen tudi od zaupanja med ljudmi in je predpogoj za doseganje pozitivnih rezultatov v ohranjanju biodiverzitete (Pretty in Smith, 2004).

3.1.2.2 Vključenost deležnikov v dosednjem postopku ustanavljanja RP KSA

Vključenost deležnikov v proces ustanavljanja parka in pretekle izkušnje s snovalci, vplivajo na zaznavo parka in na zaupanje do ustanoviteljev parka (Nastran, 2015). Širša lokalna populacija se je aktivno vključila v diskusijo o predlaganem RP KSA šele na javnih obravnavah, kjer je bil predstavljen tudi osnutek uredbe o nastajajočem parku. Pred tem so potekali pogоворi s kmeti z večjim obsegom zemljišč, ustanovljena pa je bila tudi info

točka o parku v Kamniku. Večina informacij se je širila preko javnih občil in od ust do ust, kar je v določeni meri izkrivilo nekatere podatke in oživelno stereotipe o ZO. Nekateri intervjuvanci so zelo čustveno reagirali na pomanjkanje vključenosti ob samem začetku procesa ustanavljanja. Ugotavljamo, da se je kljub določenemu napredku glede na dosedanja ustanavljanja ZO, komuniciranje s širšo populacijo začelo prepozno in preveč formalno (javne obravnave osnutka uredbe). Snovalcem se očita nepreglednost, saj niti vsi večji lastniki niso bili obveščeni o začetkih ustanavljanja. Predstavljeno je bilo, da se je postopek ustanavljanja začel od "spodaj-navzgor", čemur lokalni deležniki oporekajo. Pobude za park so že stare; poleg države, so bile vanje vključene tudi nevladne organizacije (npr. Cipra). Kljub vsemu je postopek še vedno potekal pretežno od "zgoraj-navzdol", pod vodstvom ministrstva, ki se mu je pridružilo tudi pet občin (Jezersko, Preddvor, Solčava, Luče, Kamnik) z bolj simbolično vlogo ter Javni zavod Logarska dolina kot koordinator ustanavljanja.

3.1.2.3 Raven sodelovanja in vključenosti deležnikov

Obstoječa literatura kaže, da ima vključevanje deležnikov načelno izredno pozitivne rezultate na uspeh ZO in njihovo naklonjenost parku (Hirschnitz-Garbers in Stoll-Kleemann, 2011; Sirivongs in Tsuchiya, 2012). Kljub temu nekaj raziskav ne kaže njenih pozitivnih učinkov na zaznavo ZO oziroma beleži celo negativne (Macura in sod., 2011; Niedziałkowski in sod., 2012). Diskriminantna analiza anketnih podatkov (Nastran in Černič Istenič, 2015) je pokazala, da v RP KSA dosedanje aktivno vključevanje, zadovoljstvo z dosedanjem vključenostjo in ne želja po prihodnji aktivni vključenosti, ne vpliva značilno na klasifikacijo deležnikov na podpornike oziroma nasprotnike novemu parku. Bolj kot njihova dosedanja aktivna vključenost ali želja po njej v prihodnjem procesu ustanavljanja in upravljanja parka, vpliva na podporo parku način, kako so bili obveščeni o namenu ustanovitve parka. Da je bil vir prve informacije o parku neposreden od ustanoviteljev, je pomembna spremenljivka, ki podpornike parka ločuje od tistih, ki ustanovitve parka ne podpirajo.

Kljub temu, da populacija v parku sebe vidi kot nujnega deležnika v vseh fazah parka, kar 47% vprašanih kmetov ne bi sodelovalo pri načrtovanju parka. Večina vprašane populacije ne želi sodelovati v dejavnostih, ki smo jih opredelili za aktivne, ampak ima željo po sodelovanju pretežno v pasivnih dejavnostih, ki so bodisi simbolnega ali obveščevalnega pomena: predlaganje parka, izbira imena in logotipa, udeležba javnih predstavitev in pomoč pri usklajevanju vsebin parka z domačini. Rezultati nakazujejo na željo po obveščenosti in določenemu vplivu na odločitve v parku, medtem ko bi načrtovanje vsebine raje prepustili upravljavcu. Z ugotovitvijo, da prebivalci želijo sodelovati bolj na

pasivni kot dejavni način, potrjujemo 3. hipotezo in dopolnjujemo 3. cilj disertacije. Do podobnih ugotovitev so prišli tudi z anketo med prebivalci TNP in Krajinskega parka Goričko, saj se je tudi tam večina vprašanih pripravljena vključevati v razvoj območja zgolj pasivno (npr. urejevanje hiše, manjša poraba umetnih gnojil, vključevanje v razna društva) (Plut, 2008).

Na podlagi analize intervjuev in statistične analize, ugotavljamo, da si prebivalci želijo biti predvsem spoštovani in slišani v procesu nastajanja parka. Večina lokalnih deležnikov namreč ne nasprotuje parku *per se*; njihova negativna zaznava pogosto izhaja iz samega procesa ustanavljanja parka, kjer se čutijo paternalizirane oziroma podcenjevane zaradi šibke vključenosti. Možna razloga tega fenomena se odraža v zahtevi lokalnih deležnikov po postopkovni pravičnosti (Lind in Taylor, 1988; Gross, 2007; Rogge in sod., 2011), ki vključuje potrebo po sodelovanju v procesu, svobodnem izražanju mnenj, spoštovanju, zadostni obveščenosti in nepristranskosti odločevalca. Deležniki, ki čutijo, da so bili obravnavani pošteno, bolj zaupajo instituciji, ki sprejema odločitve. Niedziałkowski in sod. (2012, 2014) pomanjkanje jasnih informacij o upravljanju ZO prepoznavajo kot vzrok manjšega zaupanja ustanoviteljem Narodnega parka Białowieża na Poljskem. S temi ugotovitvami potrjujemo 1. hipotezo v delu, ki pravi, da resno mišljeno in pravočasno vključevanje deležnikov zmanjšuje stopnjo konfliktnosti pri ustanavljanju – predvsem vključevanje po načelih postopkovne pravičnosti. Naše preučevanje je namreč pokazalo, da vključenost ali želja po vključenosti v aktivne dejavnosti sama po sebi ne vpliva značilno na podporo parku (Nastran in Černič Istenič, 2015). Zato ne moremo z zagotovostjo trditi, da stopnja vključenosti tudi že zmanjšuje verjetnost konfliktov pri ustanavljanju takih parkov.

3.1.2.4 Vpliv zaupanja in preteklih izkušenj na zaznavo prebivalcev ZO

Vključevanje deležnikov oziroma zadovoljstvo s samim načinom ustanavljanja se močno povezuje z zaupanjem snovalcem in tudi s preteklimi izkušnjami z njimi ali entitetami, ki jih ti predstavlja (država, druga ZO). Zaznava snovalcev oziroma kasneje upravljavcev pri prebivalcih vpliva na njihovo zaznavo parka. Podobno ugotavlja tudi Stoll-Kleemann (2001) za nemška ZO, Allendorf in sod. (2007) ter Karanth in Nepal (2012) za nekatera ZO v Nepalu, vendar z razliko, da tam zaznave izhajajo iz sedanjih izkušenj z upravo parka in ne iz preteklih izkušenj s predstavniki snovalcev, kot je to v RP KSA. Na zaznavo oziroma odnos do snovalcev imajo odločujoč vpliv zlasti pretekle izkušnje z državo in vladnimi organizacijami, kot so Zavod RS za varstvo narave, Ministrstvo za okolje in prostor in uprave drugih ZO. Državo prebivalci RP KSA največkrat povezujejo s svojimi drugimi izkušnjami ali dejstvi, s katerimi se kot državljeni ne strinjajo: nekonsistentnost pri

izvajanju predpisov, (pre)visoki davki na nepremičnine ipd. V intervjujih so večkrat omenjene izkušnje z nekdanjo nacionalizacijo zemljišč. V zvezi s tem se posestniki bojijo, da nov park pomeni počasno in prikrito ponovno nacionalizacijo. Nekateri lastniki gozdov načrtovan park primerjajo z območji Natura 2000, ki so nastala brez njihovega vključevanja v postopke in pri katerih so imeli nekateri slabe izkušnje z dolgimi postopki pridobivanja soglasij za določene dejavnosti. Nastajajoči RP KSA prebivalci pogosto primerjajo s posameznimi slabimi izkušnjami kmetov iz bližnjega TNP. Med prebivalci obstoječih ZO Krajinskega parka Logarska dolina in Robanovega kota ni jasno izražene podpore novo nastajajočemu parku, kljub relativno dobrim izkušnjam življenja v njem. Delno smo vzrok temu našli pri bojazni do dodatnih omejitve z novo institucijo. Prebivalci in občine se bojijo izgube vpliva na odločitve, saj predvidevajo, da bo zaradi velikosti RP KSA upravljanje bolj centralizirano v primerjavi s sedanjim koncesijskim upravljanjem zasebnega podjetja, katerega lastniki so prebivalci Logarske doline. Prebivalci načrtovan park dojemajo kot novo institucijo, ki jim bo vsilila dodatne omejitve. Medtem pa ista pravila snovalci dojemajo kot garancijo za ohranitev naravne in kulturne dediščine. Z izjemo občin so snovalci dojeti kot zunanji strokovnjaki, ki ne razumejo lokalnih življenjskih razmer. Preveč formalen način komunikacije s prebivalci ne gradi zaupanja do snovalcev (Nastran, 2015).

Da je zaupanje snovalcem, da bodo postopek ustanavljanja in upravljanja parka vodili s sodelovanjem interesnih skupin, pomemben dejavnik vpliva na zaznavo, smo potrdili tudi z diskriminantno analizo (Nastran in Černič Istenič, 2015). Tudi druge študije o ZO ugotavlja, da je zaupanje eden od najboljših napovedovalcev podpore parku (Stern, 2008) in da je to predpogoj za uspešno sodelovanje med lokalnimi deležniki in ustanovitelji (Abbas in sod., 2014; Schmidt in sod., 2014).

3.1.2.5 Podpora parku

Večina populacije v parku (57%) in zunaj parka (80%) podpira ustanovitev parka. Če povzamemo rezultate diskriminantne analize, se prebivalci, ki se z ustanovitvijo parka strinjajo, od prebivalcev, ki se z ustanovitvijo parka ne strinjajo, razlikujejo predvsem po tem, da park dojemajo kot razvojni potencial, da jih je ustanovitelj o načrtih ustanavljanja parka osebno informiral, da mu zaupajo in da bo postopek ustanavljanja parka vodil s sodelovanjem vseh interesnih skupin (Nastran in Černič Istenič, 2015). Z ugotovitvijo vpliva navedenih dejavnikov na podporo parku izpolnimo drugi del 4. cilja disertacije. Anketa kaže, da izredno malo nasprotnikov parka želi aktivno sodelovati v načrtovanju parka. Izследke statistične analize močno potrjujejo rezultati intervjujev, ki kažejo, da na zaznavo ZO vpliva več medsebojno povezanih dejavnikov; največji vpliv ima zaznava

koristi in izgub, na to zaznavo pa vplivajo pretekle izkušnje, zaupanje snovalcem in vključenost v začetne procese ustanavljanja ZO, kot smo opisali zgoraj.

Za nekatere dejavnike, kot so starost, kraj bivanja (znotraj ali zunaj meja parka), dosedanja aktivna vključenost in želja po nadaljnji aktivni vključenosti v ustanavljanje, izobrazba in spol, diskriminantna analiza presenetljivo ni pokazala značilnih razlik med podporniki in nasprotniki parka. Pojav bi lahko razložili s povezanostjo ljudi na območju parka, podobnimi preteklimi izkušnjami, podobno komunikacijsko strategijo snovalcev parka v dosedanjem procesu ustanavljanja ali pa s tem, da se prebivalci še ne delijo na tiste v parku od tistih zunaj njega, saj park formalno še ni ustanoven, natančne meje pa so še predmet diskusije. Da je bolj kot aktivna vključenost pomemben način in zaznava postopkovne pravičnosti, smo predhodno že omenili. Starost in spol tudi v obstoječi literaturi nista prikazana kot enoznačna dejavnika zaznave ZO. Oršanič (2005) na primeru Posavskih lastnikov gozdov ugotavlja, da so mladi manj naklonjeni vključitvi svoje posesti v ZO zaradi postavljanja materialnega interesa pred naravovarstvenega. Shibia (2010) in Tomičević in sod. (2010) starejše prebivalce opisujeta kot manj naklonjene ZO. Burn in sod. (2012), Carrus in sod. (2005) ter Shibia (2010) trdijo, da spol nima značilnega vpliva na podporo parku, v skladu z izsledki drugih raziskav (Allendorf T. D. in Allendorf K., 2013; Tomičević in sod., 2010) pa so ženske manj naklonjene ZO kot moški. Nasprotno od številnih študij (npr. Oršanič, 2005; Triguero-Mas in sod., 2009) višja izobrazba v našem primeru ni povezana s podporo parku. Pojasnitev navedenih neskladij bi zahtevala dodatna preučevanja.

3.1.3 Kako naprej?

Kljud številnim prednostim vključujočega načrtovanja se je potrebno zavedati, da tak pristop ni absolutna rešitev in podlaga za nekonfliktno in trajno delovanje večfunkcijskih naravnih območij. Od projektov, kjer se vključuje javnost, pričakujemo preveč in predvsem hitre rezultate. Dat glas deležnikom zavarovanega območja lahko pomeni tudi slišati predloge in zahteve, ki jih ne želiš. Velikokrat se zgodi, da načrtovalci pod oznako "vključevanje" želijo doseči le večjo legitimnost, ne pa dejanskega soodločanja deležnikov. Taka vprašanja je potrebno rešiti v začetku načrtovanja. Z vključevanjem deležnikov mora biti načrtovalski proces odprt za možne spremembe pri končnih odločitvah kot tudi pri načrtovanju na strateški ravni. Pozorni moramo biti na veliko spremenljivk, ki vplivajo na rezultat načrtovanja: namen oziroma cilj vključevanja, reprezentativnost in čas vključevanja deležnikov, uporaba različnih metod in ne nazadnje enkratnost in individualnost vsakega primera. Uspeh bo odvisen od implementacije celega procesa vključevanja. Če sodelujoči nimajo občutka, da so kakorkoli pripomogli k procesu in nanj

vplivali s svojimi idejami, znanjem ali kako drugače, bo uspeh morda še slabši, kot če jih sploh ne bi vključili. »Identifikacija glavnih deležnikov, ki lahko storijo premik v želeni smeri, je ključna za uspešen razvoj ZO« in »Vsaka od teh skupin (deležnikov) gleda na razvoj območja iz svoje lastne perspektive. Vse pa je treba razumeti, da bi bila lahko podpora vlade in ljudi za izpeljavo načrta razvoja maksimalna«, je ugotavljal Plut (2008: 122). V disertaciji smo se osredotočali predvsem na začetne faze sodelovanja z deležniki, ko poteka njihova identifikacija in analiza, ki je sicer pomembna, ključno pa je omogočanje in spodbujanje teh deležnikov, da se vključijo in aktivno sodelujejo pri oblikovanju vsebin ZO. Pomanjkanje sistematiziranih postopkov vključevanja lokalnih deležnikov bi lahko dopolnili z vključitvijo analiz deležnikov, njihovih zaznav in pozicije v obvezne strokovne podlage nastajajočih ZO. Analize deležnikov nam same po sebi sicer še ne prinesejo boljših rezultatov v ZO, vendar v disertaciji pokažemo, da nam omogočajo vpogled v sestavo in razmišljanje deležnikov, ki nam pomaga načrtovati sodelovanje z njimi in s tem izboljšati možnosti za njihovo kakovostno in opolnomočeno vključevanje ter posredno s tem tudi boljši uspeh ZO. V nadaljevanju so na podlagi ugotovitev v naših raziskavah povzeti predlogi izboljšav načina vključevanja deležnikov v ZO, s čimer izpolnjujemo 5. cilj disertacije.

RP KSA ima svoje posebnosti v slovenskem prostoru, ki vplivajo na zaznavo pri lokalnih prebivalcih. Na območju prevladujejo kmetije, ki obsegajo tudi po 500 ha površine, kar je za slovenske razmere visoko nad povprečjem. Kmetje, ki gospodarijo na teh kmetijah v težjih naravnih pogojih se čutijo globoko povezani s tradicijo gospodarjenja. Živijo povezani s krajino, jo oblikujejo in se zaznavajo kot dobre gospodarje. Novo inštitucijo parka zato sprejemajo z večjo skepso kot drugje. Po identifikaciji ključnih deležnikov, podrobnejše odkrijemo tudi njihove strahove, zaznave in interese. Z njihovo analizo smo odkrili glavne zaviralce ustanavljanja parka. Nerazumevanje razlik v zaznavi med različnimi skupinami deležnikov otežuje načrtovanje sodelovanja. Potrebno je najti skupne interese snovalcev parka in prebivalcev ter jih skupaj nadgraditi s primernim programom. Stična točka interesa je tradicionalno gospodarjenje s krajino, ki je v ravnotežju z naravo.

Nekaj predlogov za izboljšanje zaznav do ZO ima Mikuš (2006), ki je predlagala "Institucijo parka v ustanavljanju", ki bi med drugim poskrbela tudi za vključevanje in sodelovanje lokalnega prebivalstva ter načrt upravljanja. Funkcije parka bi se tako postopno uvajale s sodelovanjem deležnikov, ki bi bili bolj gotovi, kaj jim bo park prinesel. V tem vidimo večjo prilagodljivost ZO in več časa za razvoj idej. Prilagodljivost meja parka predlagajo tudi prebivalci RP KSA, saj se tako po njihovem ne bi počutili že vnaprej "brez izhoda", če se bo izkazalo, da park zavira razvoj. Z dobro delujočim začetnim jedrom ZO, bi kasneje na podlagi dobrih izkušenj ZO razširili. Toga zakonodaja in dolgorajni postopki take prakse za

zdaj zavirajo. Večino intervjuvancev v parku bi lahko označili kot "skeptične pragmatike", ki bi jih prepričala določena mera pozitivnih izkušenj in koristi že v času ustanavljanja.

Glede na rezultate je racionalna presoja izgub in koristi v ustanavljačem parku najbolj logična smer za prepričanje lokalnih deležnikov, da sprejmejo park. Vendar to ni edini način, niti ni dovolj. Zaupanje je močan dejavnik, vendar z obeh strani - ne le s strani zaupanja domačinov do snovalcev parka. Odprt odnos bodočih upravljavcev bo najbrž en izmed pomembnejših dejavnikov v procesu spremnjanja odnosa prebivalcev do parka in njegovega sprejemanja. Potrebno je zmanjšati razkorak med deklariranim in dejanskim vključevanjem deležnikov. Na področju zaupanja v državo smo Slovenci na repu lestvic držav v EU (Gallup, 2011; Eurostat, 2013). Nezaupanje v državne inštitucije se kaže tudi v splošnem nezaupanju v novo-ustanavljače se parke. Menimo, da bi se prav temu področju moralo v prihodnosti posvetiti več pozornosti, saj iz njega izhaja tudi kategorično nasprotovanje ZO in nepripravljenost aktivnega sodelovanja v naravovarstvenih projektih. Graditev zaupanja bi prineslo večje opolnomočenje lokalne populacije, da bi lahko postali akterji v procesih nastajanja ZO, ki prispevajo delež k oblikovanju vsebin ZO.

Izkušnje kulturno-varstvenih iniciativ v alpskem prostoru so pokazale, da je za uspeh pobud pomemben lokalni initiator/promotor. Na primeru analize osmih italijanskih alpskih iniciativ so ugotovili pozitivno povezavo med aktivno udeleženostjo občin poleg posameznikov (De Ross in Mazzola, 2012). Vlogo občin je potrebno izboljšati in poenotiti strategijo ustanavljanja, obveščanja in spodbujati povezovanja med dolinami, saj že zaradi načrtovanega obsega RP KSA (ob ustanovitvi bi bil park tretje največje širše ZO v Sloveniji) prebivalce skrbi izguba lokalnega vpliva na odločanje. Zaradi odmaknenosti parka od večjih središč se je izoblikovala dobra kulturna in gospodarska povezava med solčavskim in Jezerskim, na kateri bi lahko gradili socialni kapital. Socialno učenje, prenos znanj in mreženje poudarjajo tudi v drugih projektih v alpskem prostoru (npr. Wiesmann in sod., 2005; Mitrofanenko in sod., 2015), saj je zaradi geografske odmaknenosti povezovanje znotraj območja primarnega pomena, potem pa povezovanje z bližnjimi podobnimi območji. Pomembno je tudi čezmejno sodelovanje z Avstrijo, kar nakazujejo tudi nekateri uspešni programi Interreg.

Zelo pomembno je pravočasno, vsebinsko temeljito in predvsem resno mišljeno sodelovanje vseh vpletenih interesnih skupin, kot ga poudarja teorija o postopkovni pravičnosti (Lind in Taylor, 1988). Vključevanje deležnikov mora biti pregledno in kontinuirano, saj ima javno mnenje omejen "rok trajanja" (Kos, 2002a). Zaupanje domačinov povečuje že znano vključevanje lokalnih strokovnjakov v začetne postopke, ne smemo pa zanemariti tudi znanja lokalnih kmetov, ki najbolj poznajo svoje okolje in veliko

pripomorejo k ohranjanju narave. Glede na izkušnje Regijskega parka Snežnik in RP KSA, je jasno izražena podpora lokalnih oblasti izredno pomembna, saj prebivalci začutijo, da tudi lokalna skupnost vidi v ZO priložnosti in je pripravljena sodelovati oziroma bo imela v njem določen vpliv. Oršanič (2005) v raziskavi pri Posavskih lastnikih gozdov ugotavlja, da z naraščanjem površine gozdne posesti anketirancev naraščata kvaliteta gospodarjenja z gozdom (specializacija lastnikov) in možnost načrtnega zagotavljanja ohranjanja narave v gozdu. V raziskavi razmeroma visok odstotek izraženega zanimanja za varstvo narave kaže na komunikacijsko odprtost anketirancev za varstvo narave, kar je zelo pomembna ugotovitev za pripravo komunikacijske strategije komuniciranja z lastniki gozdov. Na območju RP KSA gospodarijo kmetje z večjimi površinami gozda, kar lahko pomembno vpliva na njihovo naravovarstveno zavest. Podobno kot Oršanič (2005) predlagamo, da bi kot del ustanavljanja parka najprej izboljšali obveščenost kmetov o lokalnem varstvu narave. Več neposrednih stikov z naravovarstveniki bi prispevalo k graditvi zaupanja kot temelja za nadaljnje sodelovanje.

Večino problemov s pravočasnim vključevanjem, "zunanjo institucijo", zaznava koristi in ustreznem upravljanju ohranja naravne kvalitete, bo potrebno še nekaj pozitivnih izkušenj z vključujočimi praksami. Hkrati pa bo ta čas potreben tudi za implementacijo resno mišljenega vključevanja deležnikov pri prostorskem planiranju, saj v Sloveniji še nimamo natančnejših modelov za vključevanje lokalnih deležnikov v ZO, zato so tovrstne raziskave izgub, zaupanjem snovalcem itd., ki vplivajo na zaznavo in uspeh ZO, bi zaobšli, če bi se ZO dejansko ustanavljala tudi od "spodaj-navzgor". Večino ZO v Sloveniji še vedno ustanovi država, malo pa je občinsko ustanovljenih (npr. Notranjski Regijski park). Prihodnost ZO vidimo predvsem pri domačinih, ki bi sami začutili priložnost za razvoj lokalnega okolja tako v ekonomskem, socialnem in prostorskem smislu v ustanovitvi ZO ali morda drugače poimenovanega območja, ki bi spodbujal trajnostni razvoj s sonaravnim gospodarjenjem. Z občutkom skupnega projekta se krepi socialni kapital, ki je pomemben za uspeh projekta. Domačini se lažje povežejo med seboj, poznaajo svoje kvalitete in uresničijo zadane projekte. Taki parki bi morali biti večinsko finančno samostojni, kar veča odgovornost in motivacijo udeleženih. Vladne organizacije bi pri takem načinu ustanavljanja pomagale predvsem z znanjem in (u)pravnimi postopki. Problem postaja tudi pasivnost ljudi, zato je vprašanje njihove aktivacije na mestu. Ali so postopki v naravovarstvu odprti za večjo samoiniciativnost ljudi? Na drugih področjih se civilne iniciative na področju sprememb v prostoru prebujajo (npr. urbano kmetijstvo, rekonstrukcija odprtih mestnih površin), na področju varstva in razvoja naravne in kulturne krajine pa tega praktično ni. Eden od problemov je kompleksnost in velikost ZO, vendar je pobud tudi v manjših merilih malo (npr. ekovasi). Temu področju smo se v disertaciji sicer približali, potrebna pa bi bila dodatna preučevanja kako aktivirati ljudi in

jim omogočiti aktivnejše vključevanje. Varstvo narave večji lastniki v parku pogosto dojemajo z ohranjanjem tradicije dosedanjega gospodarjenja, ki jim pomeni visoko vrednoto. Potrebno je podrobneje raziskati kaj poleg materialnih koristi še motivira ljudi za delo in življenje v parku. Poleg kakovostnega bivalnega okolja, raziskave navajajo kot motivacijo tudi povečanje socialnega kapitala (Rodela in Šmid, 2007), ki se razvija na podlagi skupnega prizadevanja za uresničitev neke ideje (npr. načrtovanje in sodelovanje pri vsebinah ZO).

Da bodo ZO med domačini bolj spoštovana in razumljena kot razvojna priložnost, ki ob ustremnem upravljanju ohranja naravne kvalitete, bo potrebno še nekaj pozitivnih izkušenj z vključujočimi praksami. Hkrati pa bo ta čas potreben tudi za implementacijo resno mišljenega vključevanja deležnikov pri prostorskem planiranju, saj v Sloveniji še nimamo natančnejših modelov za vključevanje lokalnih deležnikov v ZO, zato so tovrstne raziskave pomemben prispevek na poti k bolj sistematičnemu reševanju te problematike.

3.2 SKLEPI

Identifikacija deležnikov in analizo njihovih atributov in zaznav bi morala postati sistematičen načrtovalski postopek pri ustanavljanju ZO, saj prinaša pomembne informacije za kasnejše načrtovanje vključevanja deležnikov.

Interes lokalnih deležnikov po sodelovanju v različnih fazah procesa nastajanja in upravljanja parka se razlikuje med kmeti, prebivalci znotraj in prebivalci zunaj parka. Razlikuje se tudi njihova predstava o nujnosti sodelovanja drugih deležnikov.

Populacija znotraj parka želi biti udeležena pri nastajanju parka in njegovem upravljanju, vendar večinoma v pasivnih dejavnostih parka.

Poznavanje razlik v zaznavi ZO med snovalci in lokalnimi deležniki pomaga pri načrtovanju sodelovanja.

Na razvoj zaznave RP KSA ne vpliva le posamezen dejavnik, temveč več med seboj povezanih entitet.

Zaznava koristi v primeru ustanovitve parka ozioroma dojemanje parka kot razvojnega potenciala najbolj vpliva na razvoj pozitivne zaznave RP KSA.

Delež podpornikov parka bo odvisen od nadaljnega načrtovanja sodelovanja deležnikov pri ustanavljanju parka. Večja podpora parku pa veča njegovo razvojno in naravovarstveno uspešnost.

4 POVZETEK (SUMMARY)

4.1 POVZETEK

Zavarovana območja (ZO) narave so eden od temeljnih načinov varovanja narave. Ker to niso izolirana območja neposeljene divjine, ampak prostor, kjer so ljudje z gospodarjenjem skozi čas ustvarjali specifične naravne kot tudi družbene razmere, je pomembno njihovo vključevanje v procese nastajanja in upravljanja ZO. Z začetkom 21. stoletja se je zavedanje pomena sodelovanja deležnikov v naravovarstvu močno povečalo, včasih tudi zaradi močnih nasprotovanj lokalnih deležnikov pri ustanavljanju ZO. Prebivalci in lastniki zemljišč so med najpomembnejšimi deležniki (Nastran, 2014). Njihova zaznava ZO je močno povezana z njihovim delovanjem v okolju, s tem pa tudi vplivom na samo uspešnost varovanja narave (Tellegen in Wolsink, 1998; Arnberger in sod., 2012). V Sloveniji se je s tranzicijo iz socializma v demokracijo vzbudila želja in potreba po sodelovanju javnosti v okoljskih zadevah – tudi v naravovarstvu, vendar še vedno zaznavamo razkorak med prakso in strokovnim razglabljanjem v tej tematiki. To se kaže na prekiniti ustanavljanj ZO tudi zaradi nasprotovanj lokalnih deležnikov, kot na primer zaustavitev ustanavljanja Regijskega parka Snežnik (Ogorelec, 2011; Nastran in Pirnat, 2012). Ugotavljamo, da v Sloveniji primanjkuje vključevanj deležnikov na višjem nivoju v začetnih fazah procesa ustanavljanj ZO.

Analiza deležnikov in kasnejše upravljanje deležnikov še ni sistematično vpeljano v načrtovalske postopke ZO. Analize deležnikov so ključni korak za začetek uspešnega načrtovanja vključevanja deležnikov, vendar so redko vključene v formalni ali neformalni proces ustanavljanja in upravljanja ZO v Sloveniji. Pomanjkljiva identifikacija deležnikov, analiza njihovih lastnosti, zaznav in pozicije do ZO otežujejo resno mišljeno in učinkovito vključevanje. **Cilji** disertacije so povečati interes in znanje, da je analiza deležnikov kljub potrebнемu dodatnemu znanju, času in finančnim sredstvom vir potrebnih informacij, ki močno vplivajo na kvaliteto sodelovanja z deležniki in posredno s tem tudi na uspeh ZO. Pri analizi deležnikov predstavimo prilagojeno metodo določanja pomembnosti deležnikov z numeričnimi ocenami in na primeru Regijskega parka Kamniško-Savinjske Alpe (RP KSA) identificiramo in analiziramo različne skupine deležnikov. V nadaljevanju ugotovimo v kakšnih dejavnostih in katerih fazah ustanavljanja in delovanja parka bi posamezni deležniki žeeli sodelovati in kje mislijo, da bi drugi deležniki morali sodelovati. Odkrijemo tudi dejavnike, ki vplivajo na zaznave lokalnih prebivalcev do RP KSA in ugotovimo njihov vpliv na podporo parku. Iz izsledkov raziskave: identifikacije, analize atributov in zaznav deležnikov v RP KSA, predlagamo možne izboljšave pri načinu vključevanja deležnikov v ZO.

Pri raziskavah smo uporabili kvalitativne in kvantitativne **metode**. S statistično analizo anketnih podatkov, ki smo jih pridobili na vzorcu 128 anket prebivalcev v parku ($N=67$) in izven parka ($N=47$), smo odkrili lokalno podporo parku in želje po vključenosti prebivalcev v proces nastajanja RP KSA (Nastran, 2014). Za odkritje dejavnikov, ki razločujejo podpornike od nasprotnikov parka, smo uporabili diskriminantno analizo (Nastran in Černič Istenič, 2015). Za analizo zaznav parka in vplivov nanje smo poleg anketnih vprašalnikov uporabili tudi pol strukturirane intervjuje s prebivalci ($N=12$), lastniki zemljišč ($N=7$) in predstavniki snovalcev parka ($N=4$). Besedila intervjujev smo po načelih utemeljitvene teorije (Glaser in Strauss, 1999) kodirali, kode združili v koncepte, te pa v kategorije, ki so bile podlaga za razvoj teorije.

Zaradi omejenega časa, osebja, znanja in drugih sredstev so analize deležnikov v ZO dobra osnova za nadaljnje sodelovanje s ključnimi deležniki. Na primeru analize deležnikov v RP KSA smo predstavili in uporabili prilagojeno metodo za **določanje pomembnosti deležnika** pri njegovem vključevanju v ustanavljanje parka s pomočjo ocene deležnikovega interesa, moči in legitimnosti njegovih zahtev (Nastran, 2014). Metoda se je izkazala za hitro in učinkovito. Z njo smo pridobili numerične ocene pomembnosti deležnikov pri vključevanju. Primerna je za uporabo v različnih družbenih in naravnih kontekstih, saj dovoljuje zamenjavo izbranih lastnosti deležnika ali njihovo utežitev, po presoji odločevalca, glede na posamezno situacijo oziroma cilje in vzroke vključevanja. Po pomembnosti pri vključevanju v nastajanje parka se za snovalci uvrščajo kmetje in drugi prebivalci parka z najvišje ocenjeno legitimnostjo. Manjšo pomembnost pri vključevanju imajo obiskovalci in populacija izven parka. Zaradi različnih atributov, ki jih deležniki imajo, je različna tudi njihova vloga v posameznih fazah ustanavljanja in delovanja parka. Ocena lokalnih deležnikov o nujnosti sodelovanja v posameznih fazah se razlikuje med skupinami (kmetje, prebivalci, populacija zunaj parka) kakor tudi po fazah (Nastran, 2014). Skupno populaciji znotraj parka je, da je sebe označila skoraj v vseh fazah procesa za najpomembnejšega deležnika, saj se zaveda svoje vloge pri ohranjanju krajine.

Pozitivna zaznava ZO vpliva na delovanje v njem in s tem pripomore k boljšemu razvoju in varstvu narave. Zato smo z analizami intervjujev raziskali, kakšne zaznave RP KSA imajo ključni deležniki: prebivalci, lastniki zemljišč in snovalci parka (Nastran, 2015). Rezultati potrdijo, da na zaznavo ZO ne vpliva le posamezen dejavnik, temveč več medsebojno povezanih entitet. Pri oblikovanju teorije so se tako pokazale štiri glavne teme, ki neposredno ali posredno vplivajo na zaznavo deležnikov o ZO: zaznava koristi in izgub parka, vključenost deležnikov v nastajanje parka, zaupanje snovalcem parka in pretekle izkušnje lokalnih deležnikov z različnimi inštitucijami, povezanimi s parkom, njegovimi snovalci in drugimi entitetami, ki jih intervjuvanci povezujejo s parkom.

Pričakovane **koristi in izgube** lahko uvrstimo med najpomembnejše dejavnike oblikovanja odnosa oziroma zaznav lokalnih deležnikov do ZO. Pomembna je razlika med dojemanjem izgub in koristi med snovalci parka in prebivalci ter razkorak med pričakovanimi in želenimi koristmi. Glavne razlike med dojemanjem koristi ZO med lokalnimi deležniki in ustanovitelji opišemo s časovno razliko v zaznavanju koristi, ciljnim prejemnikom koristi, kategorijo zaznane koristi in pričakovano angažiranostjo pri pridobitvi koristi. Razumevanje razlik olajša načrtovanje vključevanja lokalnih deležnikov v ZO. Želene koristi se od pričakovanih razlikujejo predvsem po obsegu oziroma intenziteti. Razkrijejo razkorak med pričakovanim stanjem v parku in želenim, s tem pa tudi predstave prebivalcev o tem, kako bo park vplival na njihova življenja. Diskriminantna analiza potrdi povezavo med dojemanjem koristi v parku in pozitivno zaznavo parka. Prebivalci, ki se strinjajo z ustanovitvijo parka, se najbolj ločijo od njegovih nasprotnikov po dojemanju parka kot **razvojnega potenciala**.

Vključenost deležnikov v proces ustanavljanja parka in njihove pretekle izkušnje s snovalci, vplivajo na zaznavo in na zaupanje do ustanoviteljev parka. Kljub določenemu napredku glede na dosedanja ustanavljanja ZO, se je komuniciranje s širšo populacijo v parku začelo prepozno in preveč formalno. Vključevanje deležnikov oziroma zadovoljstvo s samim načinom ustanavljanja se močno povezuje z zaupanjem snovalcem, kakor tudi s preteklimi izkušnjami z njimi ali z entitetami, ki jih predstavljajo. Glede na to, da se prebivalci vidijo kot nujni deležniki v vseh fazah nastajanja in delovanja parka, je presenetljivo, da so se v anketi večinsko opredelili za sodelovanje v dejavnostih, ki smo jih označili kot pasivne (Nastran, 2014). Fenomen razlagamo z zahtevno lokalnih deležnikov po postopkovni pravičnosti (Lind in Taylor, 1988), ki vključuje potrebo po sodelovanju v procesu, svobodnem izražanju mnenja, spoštovanju, zadostni obveščenosti in nepristranskosti odločevalca. Bolj kot dosedanje sodelovanje v aktivnih dejavnostih ali želja po prihodnjem aktivnem sodelovanju, je diskriminantna analiza pokazala, da podpornike parka od njegovih nasprotnikov ločuje način obveščanja o namenu ustanovitve parka. Da je bil vir prve informacije o parku neposredno od snovalcev in da **snovalcem zaupajo**, da bodo postopek ustanavljanja in upravljanja parka vodili s sodelovanjem interesnih skupin, je pomemben dejavnik pri podpori parka (Nastran in Černič Istenič, 2015).

Na zaznavo ZO imajo vpliv **pretekle izkušnje** z državo, vladnimi organizacijami kot so Zavod RS za varstvo narave, Ministrstvo za okolje in prostor, Zavod za gozdove Slovenije in drugimi ZO. Intervjuvanci načrtovan park pogosto primerjajo z območji Natura 2000, ki so nastala brez njihovega vključevanja v postopke in s katerimi so imeli nekateri slabe

izkušnje z dolgimi postopki pridobivanja soglasij za določene dejavnosti. Primerjajo ga tudi s slabimi izkušnjami posameznih kmetov iz bližnjega TNP.

Pomanjkanje sistematiziranih postopkov vključevanja lokalnih deležnikov bi lahko dopolnili z vključitvijo analiz deležnikov, njihovih zaznav in pozicije v obvezne strokovne podlage nastajajočih ZO. Pregledno, pravočasno, iskreno in kontinuirano vključevanje lokalnih deležnikov v ZO povečuje zaupanje do njegovih snovalcev oziroma upravljavcev, kar je predpogoj za uspešno varstvo narave z razvojem območja. S poznanjem zaznav lokalnih prebivalcev je lažje najti skupne interese s snovalci ZO in jih nadgrajevati z ustreznim programom. Nastajanje ZO preko lokalne ideje, s pomočjo vladnih organizacij, lahko prispeva k močnejše izraženemu interesu za vključevanje in uresničevanje priložnosti, ki jih ponuja trajnostni razvoj s sonaravnim gospodarjenjem v ZO.

4.2 SUMMARY

Protected areas (PAs) are one of the basic concepts of nature conservation. Since they are not isolated areas of unpopulated wilderness, but rather areas in which people created specific natural and social conditions through time, it is important to include them in PA formation and management processes. In the beginning of the 21st century, the awareness of how important stakeholders are in nature conservation rose dramatically, in some cases due to strong opposition from local stakeholders towards the founding of a PA. Inhabitants and landowners are among the most important stakeholders (Nastran, 2014). Their perception of a PA is strongly connected with their operation within the environment and with that it has influence on nature conservation' success (Tellegen and Wolsink, 1998; Arnberger et al., 2012). The transition from socialism to democracy resulted in a wish and necessity for the public eye to take part in environmental questions, nature protection being one of them, but there is still a gap between practice and expert debates when it comes to this topic. This can be witnessed in PA founding processes coming to a halt, also due to disapproval among local stakeholders, e.g., the Snežnik Regional Park (Ogorelec, 2011; Nastran and Pirnat, 2012). We've established that Slovenian legislation does not demand a high level of stakeholder involvement in the early stages of the founding process.

Stakeholder analyses and stakeholder management later on have not yet been systematically introduced into PA planning processes. Stakeholder analyses are a key starting point to successful stakeholder involvement, but they are rarely included in the formal or informal processes of founding and managing PAs in Slovenia. Insufficient stakeholder identification, analysis of their attributes, perceptions and PA positions make it difficult to include them in a serious and effective manner. The **objective** of this dissertation is to increase interest and the knowledge that stakeholder analysis, even though it requires additional knowledge, time, and funds, is an important source of information which has a strong influence on the quality of stakeholder cooperation and, indirectly, on how successful the PA is. For the stakeholder analysis, we introduce an adapted method of determining stakeholder importance through numerical evaluation. Various stakeholder groups in the Kamniško-Savinjske Alps Regional Park (KSA RP) are identified and analyzed. It is then determined which activities and park establishment and operation phases individual stakeholders would like to take part in and where they think other stakeholders should have to be involved. The factors that affect the local population's perception of KSA RP and determine their influence on their support towards the park are also presented. From the research results (identification, attribute analysis and stakeholder perception within KSA RP), we suggest what could potentially be improved in stakeholder participation in PAs.

Qualitative and quantitative **methods** were used to conduct the research. Statistical analysis of the survey data, we have obtained on a survey sample of 128 residents in the park ($N = 67$) and outside the park ($N = 47$), showed local support towards the park and the local inhabitants' wish to be included in the KSA RP designation process (Nastran, 2014). Discriminant analysis was used to determine the factors which differentiate the park supporters from those who oppose the idea (Nastran and Černič Istenič, 2015). To analyze the population's perception of the park and what influences it, we used a questionnaire and semi-structured interviews with the inhabitants ($N=12$), landowners ($N=7$) and founding representatives ($N=4$). Using the principles of grounded theory (Glaser in Strauss, 1999), the interviews were coded and merged into concepts, which were then merged into categories forming the basis for developing the theory.

Due to restricted time, knowledge and other sources, PA stakeholder analyses form the basis for on-going cooperation with key stakeholders. In analyzing KSA RP stakeholders, I presented and used an adapted **method to determine a stakeholder's importance** in how they are included in the park founding process through assessing the stakeholder's interest, power and the legitimacy of their demands (Nastran, 2014). The method proved to be quick and efficient. It made it possible to numerically evaluate the importance of stakeholder inclusion. It is appropriate for use in various social and natural settings as it enables the researcher to change or weight a stakeholder's attribute (depending on their judgement), based on specific situations or goals and reasons behind the inclusion. Farmers and other park inhabitants have the highest level of legitimacy right after the founders in terms of how important it is to include them in the park designation process. Park visitors and people living outside the park area were found to be less important in the participation process. Due to the stakeholders' different attributes, their roles in the individual phases of establishing and operating the park differ as well. The local stakeholders' perception whether it is necessary to be involved in the individual phases differs among the groups (farmers, inhabitants, people living outside the park area) and in terms of the phases (Nastran, 2014). The park inhabitants described themselves as the most important stakeholder group in nearly all phases of the process, since they are aware of their role in preserving the landscape.

Positive perception of a PA has an influence on actions in the park and thus contributes to better development and nature conservation. This is why the interviews were analyzed to determine how the key stakeholders (inhabitants, landowners and founding representatives) perceive KSA RP (Nastran, 2015). Results confirm that the perception of the PA is not only influenced by an individual factor, but rather several entities that are

interconnected. Four main topics emerged while the theory was being developed and they have a direct or indirect effect on the stakeholders' perception of the PA: cost – benefit perception of the park, their inclusion in the founding process, trust towards the park founders and the local stakeholders' past experience with institutions relating to the park, its founders and other entities that the interviewees associate with the park.

The expected **costs and benefits** can be considered one of the most important factors of forming a attitude and the perceptions of the local stakeholders towards a PA. Important difference is cost-benefit perception between the park founders and inhabitants and the gap between the expected and desired benefits. The main differences in perceiving benefits among local stakeholders and founders can be explained in the time difference relating to benefit perception, target benefit recipients, the category of the benefit perceived and the engagement expected in order to enjoy the benefits. Understanding the differences makes it easier to plan the local stakeholders' involvement in the PA. The desired benefits differ from the expected ones mostly in their extent and intensity. They reveal a gap between the expected and desired park conditions, resulting in a gap in the inhabitants' notion about how the park will affect their lives. Discriminant analysis confirms a connection between perceiving the park's benefits and a positive perception of the park. Inhabitants who support the founding of the park differ the most from its opponents in perceiving the park as having **development potential**.

Stakeholder participation in the park founding process and their past experiences with the founders influence their perception and trust towards the park founders. Despite certain progress in comparison to previous PA founding processes, communication with the general population started too late and in a manner that was too formal. Stakeholder inclusion and satisfaction with the founding process is closely connected with trust towards the founders, as well as with past experience with the founders or the entities they represent. Since the inhabitants see themselves as essential stakeholders in all phases of the founding and operation of the park, it is surprising that a majority of them chose cooperation in activities we defined as passive when filling out the questionnaire. This phenomenon can be explained with the local stakeholders' demand for procedural justice (Lind and Taylor, 1988), which includes the need to be involved in the process, freedom of expression, respect, the need to be sufficiently informed and an unbiased decision maker. Discriminant analysis showed that the park supporters differ from the opponents mostly in the way they were informed about the intent to found the park, more so than in their past involvement in active practices or their wish to participate actively in the future. An important factor contributing to support for the park is the first source of information about the park coming directly from the founders and **trusting the**

founders that they will include the interest groups in the park formation and management process (Nastran and Černič Istenič, 2015).

Other perception factors include **past experience** with the state and government organizations, such as the Institute of the Republic of Slovenia for Nature Conservation, Ministry of the Environment and Spatial Planning and other PAs. The interviewees often compare the park in designation to Natura 2000 sites, which were founded without their participation in the processes and resulted in bad experience as they had to wait for paperwork to be allowed to perform various activities. It is also compared to the nearby Triglav National Park where some farmers had negative experience as well (Nastran, 2015).

A lack of a systematic process in local stakeholder participation could be compensated by including an analysis of the stakeholders, their perception and position into mandatory expert processes of PAs in designation. Transparent, timely, honest and continuous inclusion of local stakeholders in a PA increases their trust towards its founders and managers, which is a prerequisite for successful nature preservation while area development is taking place. By knowing the local population's perceptions, it is easier to find common interests with PA founders and upgrade them with the right program. Founding a PA based on a local idea, with help from government organizations, can result in an increased interest to get included and seize the opportunities made possible by sustainable development and close-to-nature management in the PA.

5 VIRI

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Največjo zahvalo pa zagotovo zasluži mož, ki je na poti v službo večkrat poslušal interpretacijske samogovore in mi zagotovil zunanjji pogled na problem. Tvoja podpora se je odražala v spoštovanju do mojega dela. Hvala tudi najinim otrokom, ki so že skoraj dojeli, da je mamin računalnik predvsem delovno orodje in ne igrača.

Doktorski študij je delno sofinancirala Evropska unija, in sicer iz Evropskega socialnega sklada. Sofinanciranje se izvaja v okviru Operativnega programa razvoja človeških virov za obdobje 2007-2013, 1. razvojne prioritete Spodbujanje podjetništva in prilagodljivosti; prednostne usmeritve_1. 3: Štipendijske sheme.

PRILOGA A

Anketni vprašalnik

1. Ali lahko imenujete kakšno posebno žival, rastlino ali del narave, ki je nepogrešljivo povezana s predstavljivijo Kamniško-Savinjskih Alp?

2. V kolikšni meri se strinjate, da spodaj navedene trditve veljajo za območje Kamniško-Savinjskih Alp?

Pred odločitvijo pozorno preberite vsako trditev.

Svojo mero strinjanja opredelite na lestvici od 1 (sploh se ne strinjam) do 7 (popolnoma se strinjam).

		sploh se ne strinjam	↔	popolnoma se strinjam
a	Prvobitna narava, kjer so bili do sedaj človekovi vplivi zanemarljivi, se na tem območju dobro ohranja.	1	2	3
b	Deli narave, ki so označeni kot naravne vrednote (jame, slapovi, izviri, soteske, ledeniki, posamezna izstopajoča drevesa,...) se uspešno varujejo.	1	2	3
c	Človekovi neposredni vplivi na Hudičev boršt (ostanek gozda na Zaplati nad Preddvorom) se preprečujejo in so zanemarljivi.	1	2	3
d	Človekovi neposredni vplivi na slap Rinka se preprečujejo in so zanemarljivi.	1	2	3
e	Na tem območju se ohranja pestrost rastlinskih in živalskih vrst.	1	2	3
f	Ljudje v Kamniško-Savinjskih Alpah ne trgajo planik in s svojimi dejavnostmi ne škodujejo njihovim rastiščem.	1	2	3
g	Velikega petelina ljudje s svojimi dejavnostmi na tem območju ne motijo in ne ogrožajo njegovih gnezdišč.	1	2	3
h	Ogrožene vrste rastlin in živali na tem območju se uspešno varujejo in ohranjajo.	1	2	3
i	Naravni viri (npr. prod, rastline, zemlja, voda, les,...) se na območju rabijo varčno, v obsegu, ki omogoča naravno obnovo in to le za namene lokalnega prebivalstva.	1	2	3
j	Rodovitna zemlja se obdeluje na način, da se bo njena kakovost ohranila za prihodnje generacije.	1	2	3
k	Ustrezna (naravi prijazna) kmetijska in gozdarska raba ohranja pestrost krajine na tem območju.	1	2	3
l	Vasi se obnavljajo in širijo tako, da se ohranja kulturna dediščina in tradicija gradnje na tem območju.	1	2	3
m	Gradnja in obnova objektov na območju je skladna z lokalno arhitekturno tradicijo.	1	2	3
n	Obrtne, kulturne in gospodarske dejavnosti, ki prispevajo k ohranjanju poseljenosti v Kamniško-Savinjskih Alpah, se zadovoljivo spodbuja.	1	2	3
o	Spodbuja se nove zaposlitve za lokalne prebivalce in ustvarja dodaten prihodek zlasti s povezovanjem kmetijstva in turizma.	1	2	3
p	Cestno, komunalno in drugo javno infrastrukturo v Kamniško-Savinjskih Alpah bi bilo potrebno izboljšati.	1	2	3
r	Planinci so ustrezno usmerjeni na označene planinske poti in drugo turistično infrastrukturo.	1	2	3

3. Ali veste, da se ustanavlja Regijski park Kamniško-Savinjske Alpe?

1. DA
2. NE če ste obkrožili NE, nadaljujte z 8. vprašanjem

4. Kje ste za to najprej izvedeli? (Možen en odgovor)

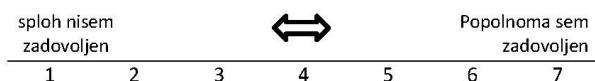
1. Na internetu
2. V časopisih, revijah
3. Na radiu
4. Na televiziji
5. Na skupinski javni predstavivti
6. Osebno od pripravljalcev parka – naravovarstvenikov (ministrstvo, občine,...)
7. Od priateljev, znancev ali sorodnikov
8. Od gozdarjev
9. Iz zgibank, letakov
10. Drugje: _____

5. Pri prejšnjem vprašanju prosim podčrtajte še odgovore, kjer ste še kasneje (ko ste že izvedeli) dobili informacije o nastajanju Regijskega parka Kamniško-Savinjske Alpe. (Možnih več odgovorov)

6. Ali ste pri projektu nastajanja in načrtovanja Regijskega parka Kamniško-Savinjske Alpe kakorkoli sodelovali (ste podali v dosedanjem postopku kakšno idejo, pripombo, mnenje, drugo)? (Možnih več odgovorov)

1. Bil-a sem le obveščen ali seznanjen, da je nastaja park
2. Občini sem predlagal, da se na območju Kamniško-Savinjskih Alp ustanovi park
3. Načrtovalcem sem pomagal določiti območje parka (potek meje)
4. Sodeloval sem pri izbiri imena in znaka (logotipa) regijskega parka
5. Sodeloval sem pri oblikovanju razvojnih usmeritev in ukrepov v parku
6. Sodeloval sem pri obveščanju domačinov o nastajajočem parku
7. Prišel sem na javno obravnavo osnutka uredbe o regijskem parku
8. Dal sem pisne ali ustne pripombe na vsebino parka
9. Sodeloval sem na drug način: _____

7. Ali ste zadovoljni s svojim sodelovanjem v celotnem dosedanjem postopku nastajanja oz. načrtovanja parka?



8. Če bi imeli možnost sodelovanja pri pripravi, načrtovanju ali delovanju Regijskega parka Kamniško-Savinjske Alpe, pri čem bi sodelovali? (Možnih več odgovorov)

1. Ne bi želel sodelovati pri načrtovanju parka
2. Občini ali državi bi predlagal, da se na območju Kamniško-Savinjskih Alp ustanovi park
3. Načrtovalcem bi pomagal določiti območje parka (potek meje)
4. Sodeloval bi izbiri imena in znaka (logotipa) regijskega parka
5. Sodeloval bi pri oblikovanju razvojnih usmeritev in ukrepov v parku
6. Prišel bi na javno predstavitev parka
7. Pomagal bi pri usklajevanju vsebin parka z domačini
8. Pomagal bi pripraviti načrt upravljanja po ustanovitvi parka
9. Sodeloval bi pri upravljanju parka (kot član uprave, sveta parka, kot izvajalec ukrepov)
10. Sodeloval bi pri spremljanju upravljanja parka, izvajanja upravljaškega načrta, kot nadzor
11. Drugo: _____

9. Prosim označite, v kolikšni meri se strinjate s spodnjimi trditvami.

1 - sploh se ne strinjam do 7 - popolnoma se strinjam

»Regijski park« ...		sploh se ne strinjam	↔	popolnoma se strinjam				
a	je rezervat v katerem ni prostora za ljudi.	1	2	3	4	5	6	7
b	je prostor, ki je omejen za gibanje ljudi.	1	2	3	4	5	6	7
c	je prostor, kjer je gradnja hiš in poslopij omejena.	1	2	3	4	5	6	7
d	ne zadovoljuje interesov prebivalcev in lastnikov zemljišč.	1	2	3	4	5	6	7
e	je namenjen predvsem skrbi za ohranitev narave.	1	2	3	4	5	6	7
f	prinaša dodatna finančna sredstva prebivalcem in lastnikom zemljišč v parku.	1	2	3	4	5	6	7
g	prinaša dodatna finančna sredstva ustanoviteljem (občinam, državi) ali upravljavcu parka.	1	2	3	4	5	6	7
h	je prostor, ki je vreden ogleda.	1	2	3	4	5	6	7
i	je prostor, kjer bi želel stalno živeti.	1	2	3	4	5	6	7

10. Kakšne bodo po vašem mnenju spremembe v primeru ustanovitve Regijskega parka Kamniško-Savinjske Alpe?

Obkrožite številko, ki najbolje opisuje vašo stopnjo strinjanja s trditvijo.

1 - sploh se ne strinjam do 7 - popolnoma se strinjam

		sploh se ne strinjam	↔	popolnoma se strinjam				
a	Ljudje se bodo začeli odseljevati iz območja parka.	1	2	3	4	5	6	7
b	Park bo omejeval kmetijstvo in razvoj kmetij.	1	2	3	4	5	6	7
c	Lokalna infrastruktura (cestna, komunalna in druga javna infrastruktura) se bo izboljšala.	1	2	3	4	5	6	7
d	Park bo prinesel več turistov in ustvaril več delovnih mest na področju turističnih dejavnosti.	1	2	3	4	5	6	7
e	Ohranile se bodo ogrožene rastline in živali.	1	2	3	4	5	6	7
f	Park bo postal divjina brez človekovih dejavnosti.	1	2	3	4	5	6	7
g	Sonoravno kmetijstvo in gozdarstvo bo prispevalo k pestrosti krajine.	1	2	3	4	5	6	7
h	Možnosti za obrtniško – podjetniški razvoj se bodo povečale.	1	2	3	4	5	6	7
i	Drugo:	1	2	3	4	5	6	7

11. V kolikšni meri se strinjate, da bodo ustanovitelji in upravljavec v primeru ustanovitve regijskega parka izpolnili spodnje trditve?

1 - sploh se ne strinjam do 7 - popolnoma se strinjam

		sploh se ne strinjam	↔	popolnoma se strinjam
a	Upoštevali bodo izraženo mnenje in pripombe različnih interesnih skupin in posameznikov o nastajajočem parku.	1	2	3 4 5 6 7
b	Postopek ustanavljanja bodo vodili s sodelovanjem vseh interesnih skupin.	1	2	3 4 5 6 7
c	Park bodo upravljeni v dialogu z vsemi interesnimi skupinami in posamezniki.	1	2	3 4 5 6 7

12. Do česa bi po vašem mnenju morali biti upravičeni lastniki zemljišč in prebivalci v regijskem parku oz. v kakšni meri bi se jih lahko omejevalo?

	DA	NE
a Bili bi upravičeni do nadomestil za kmetijske izgube (zaradi spremenjenega režima kmetovanja, škode zaradi zavarovanih živali itd.)	1	2
b Imeli bi manjše davke	1	2
c Imeli bi prednost pri subvencijah za okoljsko prijazne posege (npr. obnovljivi viri energije)	1	2
d Pridobili bi lahko spodbude za razvoj ekoturizma	1	2
e Prednost pri zaposlovanju v upravo parka bi imeli domačini	1	2
f Za ustanovitev regijskega parka bi morali zbrati vsa soglasja lastnikov zemljišč v parku	1	2
g Kmetovanje v parku bi moralo biti izključno ekološko	1	2
h Za vsak poseg v naravo bi morali pridobiti soglasje upravitelja parka (gozdni posek, gradnja vlak itd.)	1	2
i Država bi morala imeti predkupno pravico do zemljišč v parku	1	2
j Sosed kmet, ki obdeluje kmetijska zemljišča oziroma je lastnik gozda, bi moral imeti predkupno pravico zemljišč v parku	1	2
k Drugo:	1	2

13. Prosim s križcem označite v posameznih okencih tabele, kdo (interesne skupine ali posamezniki) bi po vašem mnenju nujno moral sodelovati v procesu ustanavljanja in upravljanja Regijskega parka Kamniško-Savinjske Alpe in v katerih fazah? Ena interesna skupina ali posameznik lahko sodeluje v več fazah procesa. Lahko dopišete tudi svoj predlog.

INTERESNE SKUPINE IN POSAMEZNIKI	POSAMEZNE FAZE PROCESA USTANAVLJANJA IN UPRAVLJANJA PARKA				
	Pobuda, ideja za ustanovitev zavarovanega območja, parka	Ustanavljanje regijskega parka (oblikovanje območja, vsebina, cilji...)	Priprava upravljačkega načrta	Izvajanje načrta	Spremljanje izvajanja, nadzor
PRIMER: Janez Novak	X			X	
Prebivalci znotraj parka					
Lastniki zemljišč v parku, ki ne prebivajo znotraj parka					
Prebivalci občin, ki so dale predlog za ustanovitev parka (Kamnik, Luče, Jezersko, Preddvor, Solčava), vendar ne prebivalci ali lastniki zemljišč znotraj parka					
Lovske družine					
Ribiške družine					
Planinska društva					
Obiskovalci, turisti, planinci					
Občine					
Država – Ministrstvo za okolje in prostor					
Zavod za varstvo narave					
Kmetijsko gozdarska zbornica					
Zavod za gozdove					

14. Pri upravljanju Regijskega parka je najvišji organ upravljanja svet zavoda. Kdo bi po vašem mnenju moral sestavljati svet? (Možnih več odgovorov)

1. Predstavniki občine
2. Predstavniki države
3. Predstavniki Zavoda za varstvo narave
4. Predstavniki lokalnih skupnosti
5. Predstavniki prebivalcev v parku
6. Predstavniki lastnikov zemljišč v parku
7. Predstavniki upravljačkega parka
8. Nosilci turističnih dejavnosti
9. Predstavniki nevladnih organizacij (lovti, ribiči, planinci, druga društva, ZGS,...)
10. Drugi: _____

15. Kdo bi po vašem mnenju moral v večini financirati park? (Možen en odgovor)

- | | |
|--|--|
| 1. Občine | 5. Upravljavec parka s skupnim projektnim delom lokalnih prebivalcev |
| 2. Država | 6. Donatorji/ sponsorji |
| 3. Evropska unija | 7. Drugi: _____ |
| 4. Upravljavec parka s svojimi dejavnostmi | |

16. Kakšno je vaše splošno mnenje o parku? (Možen en odgovor)

- | | |
|--|--|
| 1. Podpiram idejo o parku | |
| 2. Podpiram ustanavljanje parka, vendar z določenimi spremembami | |
| 3. Naravo je potrebo ohraniti vendar ne z zavarovanjem v obliki regijskega parka | |
| 4. Sem proti kakršnemkoli zavarovanjem narave na tem območju (sem proti ustanovitvi parka) | |
| 5. nimam mnenja | |
| 6. Drugo: _____ | |

17. Spol:

- | | |
|-----------|--|
| 1. Ženska | |
| 2. Moški | |

18. Dopolnjena starost: _____

19. Prosimo, da opišete Vaš zaposlitveni status

- | | |
|-------------------|------------------|
| 1. Zaposlen | 5. Upokojenec |
| 2. Gospodinja | 6. Brezposelnici |
| 3. Aktiven kmet | 7. Drugo: _____ |
| 4. Dijak, študent | |

20. Kakšno stopnjo izobrazbe ste dosegli?

- | | |
|---|--|
| 1. Nedokončana ali dokončana osnovna šola | |
| 2. Poklicna, srednja šola | |
| 3. Višja, visoka, univerzitetna izobrazba ali več | |

21. Občina in kraj bivanja: _____

22. V katero skupino bi se opredelili? (Možnih več odgovorov)

Območje predlaganega Regijskega parka Kamniško-Savinjske Alpe lahko vidite na zemljevidu na zadnji strani vprašalnika.

- | | |
|--|--|
| 1. Stalen prebivalec območja predlaganega Regijskega parka Kamniško-Savinjske Alpe (glej sliko) | |
| 2. Lastnik zemljišč v parku, ki ne prebiva znotraj načrtovanega parka (prosim napišite kraj vaših zemljišč v parku: _____) | |
| 3. Prebivalec zunaj območja načrtovanega parka, vendar iz občin Jezersko, Preddvor, Luče, Kamnik, Solčava | |
| 4. Občasen prebivalec znotraj načrtovanega parka | |
| 5. Lovec | |
| 6. Ribič | |
| 7. Planinec, obiskovalec območja predlaganega parka | |
| 8. Član agrarne, pašne skupnosti | |
| 9. Član druge nevladne organizacije, ki skrbi za naravo | |
| 10. Ponudnik turističnih storitev | |
| 11. Drugo: _____ | |

Če ste obkrožili 1. ali 2., prosim nadaljujte.

VPRAŠANJA ZA LASTNIKE ZEMLJIŠČ in PREBIVALCE ZNOTRAJ PREDLAGANEGA PARKA

23. Ali živite na kmetiji?

1. DA
2. NE

24. Približno koliko meri skupaj površina vaših zemljišč znotraj območja predlaganega parka?

_____ ha

25. Kaj večinsko pokriva vaša zemljišča znotraj območja predlaganega parka?

1. Gozd
2. Kmetijske površine (njive, travniki, pašniki)
3. Skalovje

26. Prosim označite za vas najpomembnejši pomen vaših zemljišč znotraj predlaganega regijskega parka?
(Možen en odgovor)

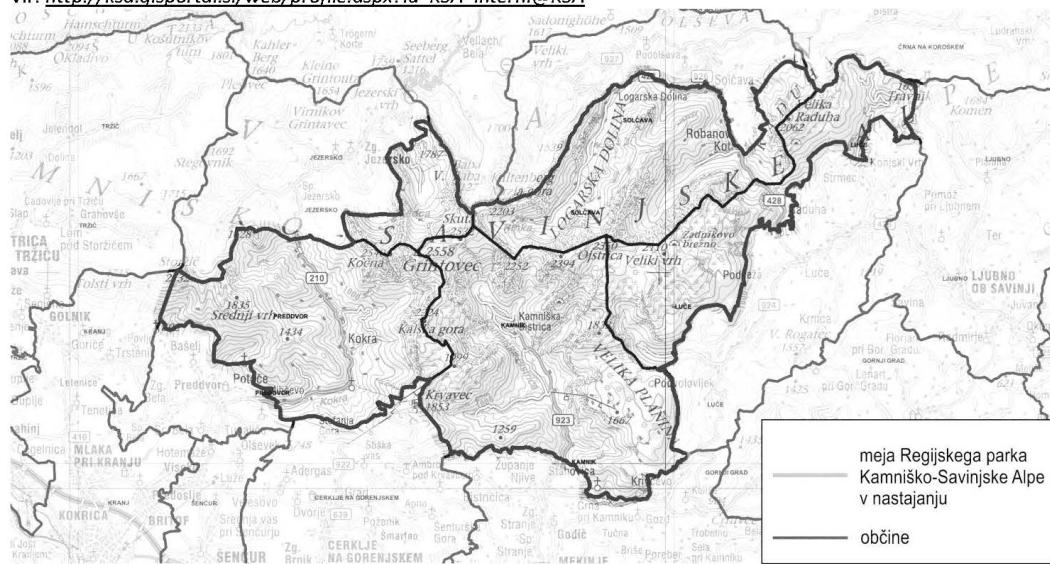
1. Samo lastnina
2. glavni vir dohodka
3. dopolnilni, dodatni vir dohodka, surovine za domače potrebe
4. zaloga ali rezerva za premostitev težkih časov
5. prostor sprostitev in oddiha, preživljvanje prostega časa
6. drugo: _____

NAJLEPŠA HVALA, KER STE IZPOLNILI VPRAŠALNIK IN TAKO PRISPEVALI K RAZISKAVI!

Če imate še kakšne dodatne komentarje o tematiki ali o vprašalniku, jih prosim zapišite na prazno stran vprašalnika.

Zemljevid predlaganega območja za Regijski park Kamniško-Savinjske Alpe

Vir: http://ksa.qisportal.si/web/profile.aspx?id=KSA_interni@KSA



PRILOGA B

Okvirna vprašanja intervjujev

Vprašanja za prebivalce in lastnike zemljišč

Dojemanje regijskega parka kot načina varstva narave

Kaj so po vašem mnenju značilnosti regijskega parka?

Kakšno je vaše osebno mnenje do takih režimov upravljanja naravnega okolja? Kakšni so lahko njihovi učinki in posledice?

Dojemanje lastne vključenosti v nastajanje in upravljanje parka

Ali kaj veste o nastajanju regijskega parka Kamniško – Savinjske Alpe? Kje, kdaj in od koga ste dobili prvo informacijo o parku?

Ali ste kakorkoli sodelovali v procesu nastajanja parka (od ideje, do posameznih korakov izvedbe)? Na kakšen način?

Kdo vse bi po vašem mnenju moral biti vključen v proces ustanavljanja? Kdo bi moral sodelovati pri načrtovanju parka?

Kdo pa bi moral biti vključen v upravljanje že ustanovljenega parka?

Zaznava koristi in izgub

Kakšne koristi oziroma Priložnosti vidite v parku, ko se bo ta ustanovil? Kaj pa so lahko slabosti?

Ali menite, da bi morali imeti prebivalci v parku kakšne posebne ugodnosti in zakaj?

Ali mislite, da bo način upravljanja parka kakorkoli vplival na vaše gospodarjenje z zemljišči?

Ali se bo po vašem mnenju življenje ljudi znotraj parka tudi kaj spremenilo in kako?

Zaupanje snovalcem

Kakšno zaupanje imate do snovalcev oziroma do načrtovalcev parka? V kolikšni meri mislite, da bodo upoštevali pripombe in mnenja lastnikov in prebivalcev?

Vprašanja za snovalce

Pobuda za nastanek parka

Kdo vse je dal pobudo za začetek ustanavljanja parka? Zakaj je prišlo do začetka ustanavljanja parka?

Kakšna je vaša vloga v procesu ustanavljanja?

Sodelovanje z deležniki

Kdo vse je do sedaj sodeloval v procesu ustanavljanja in na kakšen način?

Kakšne so vaše izkušnje z različnimi deležniki?

Kako ocenujete zaupanje različnih deležnikov do vas, do vašega dela v dosedanjem postopku ustanavljanja parka?

Zaznava koristi in izgub

Kaj po vašem mnenju park lahko prinese prebivalcem in drugim deležnikom?

Nadaljevanje ustanavljanja parka

Kakšna bo vaša vloga pri upravljanju parka? Kdo vse bo v upravljanje vključen in na kakšen način?

Glede na sedanje izkušnje, kakšno nadaljevanje postopka ustanavljanja pričakujete?

PRILOGA C

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best regards
A. Svirčić Gotovac, editor in chief

November, 2011

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Dr. sc. Anđelina Svirčić Gotovac, PhD
Znanstvena suradnica / Research Associate
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Sociology and Space, editor in chief
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PRILOGA D

Dovoljenje za uporabo članka v disertaciji 2

Our Ref: DE/CJEP/P1604

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Re: Human Ecology Review 21(2) -- Nastran and Černič Istenič
dyballr@gmail.com v imenu Robert Dyball [rob.dyball@anu.edu.au]

Hi Mojca

This is fine, just **include a reference to the journal**. You will be contacted shortly with links to the published version.

Cheers

Rob

On Thu, Sep 3, 2015 at 7:55 PM, Tracy Harwood <tracyharwood@grapevine.net.au> wrote:

Hi Rob

I think this request is for you.

Cheers

Tracy

Tracy Harwood
Accredited editor / Accredited indexer
tracyharwood@grapevine.net.au
Mawson ACT Australia
m: 0402 627 530

----- Forwarded Message -----

Subject: FW: Human Ecology Review 21(2) -- Nastran and Černič Istenič

Date: Thu, 3 Sep 2015 09:30:32 +0000

From: Nastran, Mojca <Mojca.Nastran@bf.uni-lj.si>

To: tracyharwood@grapevine.net.au <tracyharwood@grapevine.net.au>

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Best wishes,

Mojca Nastran

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