

**ACTIONS
FOR THE CONSERVATION
OF COASTAL DUNES WITH
JUNIPERUS spp. IN CRETE
AND THE SOUTH AEGEAN
(GREECE)**

LIFE07NAT/GR/000296



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*Action A.6
Deliverable A.6.2*

EFFECTIVENESS EVALUATION OF STAKEHOLDER CONSULTATION METHOD

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"Actions for the conservation of coastal dunes with
Juniperus spp. in Crete and the South Aegean (Greece)"
- JUNICOAST -

Action A.6: Stakeholder Consultation

Deliverable A.6.2: Effectiveness evaluation of stakeholder consultation
method

Responsible beneficiary: Mediterranean Agronomic Institute of Chania
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Executive summary (in Greek)

ΠΕΡΙΛΗΨΗ

Η συμμετοχή στις μέρες μας έχει καθιερωθεί σαν μια αναπόσπαστη διαδικασία για την επίτευξη της αειφορικής ανάπτυξης, όπως επίσης και μια καλή μέθοδος περιβαλλοντικής διοίκησης/διακυβέρνησης. Οι συμμετοχικές διαδικασίες στη λήψη αποφάσεων για το περιβάλλον, συμπεριλαμβάνονται ολοένα και περισσότερο στις πολιτικές και την νομοθεσία της Ευρωπαϊκής Ένωσης. Παρόλα αυτά, στην Ελλάδα υπάρχει λίγη γνώση σχετικά με την κατάσταση, τις μεθόδους και την αποτελεσματικότητα των συμμετοχικών διαδικασιών που διεξάγονται με σκοπό την διαχείριση των προστατευόμενων περιοχών.

Στην έκθεση αυτή παρουσιάζονται τα αποτελέσματα της έρευνας που έγινε στα πλαίσια του προγράμματος LIFE+ Junicoast, Δράση A.6 (Διαβούλευση Εμπλεκόμενων Φορέων), με σκοπό την αξιολόγηση της αποτελεσματικότητας των συμμετοχικών διαδικασιών. Συγκεκριμένα έγινε μια εκτενής βιβλιογραφική ανασκόπηση που αφορά στις συμμετοχικές μεθόδους και την θεωρία αξιολόγησης και προτάθηκε ένα πλαίσιο για την ανάπτυξη μελλοντικών δεικτών για την αξιολόγηση της αποτελεσματικότητας των συμμετοχικών προγραμμάτων.

Από την ημερίδα με τους εμπλεκόμενους φορείς, τις συνεντεύξεις με τους φορείς και τα ερωτηματολόγια που απαντήθηκαν από την τοπική κοινωνία, δημιουργήθηκε μια αφετηρία βασικών δεδομένων όσον αφορά τα σημερινά επίπεδα συμμετοχής και ικανοποίησης και αναγνωρίστηκαν τα κριτήρια για την αξιολόγηση της αποτελεσματικότητας των συμμετοχικών διαδικασιών.

Στην ενότητα 2 περιγράφεται η θεωρία της αποτελεσματικότητας των συμμετοχικών διαδικασιών. Γίνεται ανασκόπηση των κριτηρίων αξιολόγησης της αποτελεσματικότητας, της διαδικασίας και των αποτελεσμάτων και συζητούνται τα κύρια στοιχεία της συμμετοχής και συγκεκριμένα: η αμεροληψία, η εμπιστοσύνη, η παροχή πληροφοριών και η επάρκεια εκπαίδευσης. Παράλληλα γίνεται αναφορά

στις αξίες και στην ανάγκη να ενσωματωθούν οι συμμετοχικές διαδικασίες στη λήψη των αποφάσεων. Στην ενότητα 2.2 εξετάζονται η φύση και ο τρόπος της συμμετοχής και συμπεραίνεται ότι η συμμετοχή μπορεί να εξυπηρετήσει διάφορους σκοπούς, οι οποίοι με τη σειρά τους επηρεάζουν την καταλληλότητα της μεθοδολογίας που εφαρμόζεται. Παρουσιάζεται ένα θεωρητικό πλαίσιο για την επιλογή της κατάλληλης μεθόδου συμμετοχής, το οποίο βασίζεται στις οδηγίες του Ινστιτούτου Διαχείρισης Περιβάλλοντος (IEMA 2002). Στην ενότητα 2.3 γίνεται βιβλιογραφική ανασκόπηση της θεωρίας της αξιολόγησης και της εφαρμογής της στην αποτελεσματικότητα της συμμετοχής, καταδεικνύοντας ότι η πρακτική αυτή αν και χρήσιμη, δεν είναι συνηθισμένη. Παρουσιάζεται ένα θεωρητικό πλαίσιο το οποίο βασίζεται στον Chess (2000), που βοηθά τους αναγνώστες στο σχεδιασμό στρατηγικών παρακολούθησης κατά τα διάφορα στάδια του προγράμματος και το οποίο λειτουργεί σαν πλατφόρμα για την επιλογή δεικτών για την διάδοση των αποτελεσμάτων του προγράμματος Junicoast.

Στην ενότητα 3 παρουσιάζεται ο σχεδιασμός της έρευνας και οι διαφορετικές μέθοδοι αξιολόγησης που χρησιμοποιήθηκαν για την αξιολόγηση της αποτελεσματικότητας των συμμετοχικών διαδικασιών που έγιναν στα πλαίσια του προγράμματος.

Στην ενότητα 4 παρουσιάζονται τα αποτελέσματα της έρευνας που έγινε για την καταγραφή του επιπέδου ικανοποίησης των εμπλεκόμενων φορέων και της τοπικής κοινωνίας σε σχέση με τις συμμετοχικές διαδικασίες που αφορούν τις περιοχές του προγράμματος, πριν την έναρξή του. Στην έκθεση τα αποτελέσματα από τις 4 περιοχές του προγράμματος παρουσιάζονται με σειρά, αλλά στην παρούσα περίληψη δίνονται συγκεντρωτικά επειδή είναι παρόμοια. Πάρθηκαν συνεντεύξεις από 33 ενδιαφερόμενους φορείς οι οποίοι ρωτήθηκαν για την αντίληψη τους σχετικά με την επάρκεια της υπάρχουσας συνεργασίας και επικοινωνίας μεταξύ τους για κάθε περιοχή ξεχωριστά. Τα αποτελέσματα από όλες τις περιοχές κατέδειξαν ότι οι ενδιαφερόμενοι φορείς θεωρούν ότι υπάρχουν περιθώρια για βελτίωση της μεταξύ τους συνεργασία και διαβούλευση, καθώς και η ανάγκη καθορισμού ρόλων και αρμοδιοτήτων στην εκτέλεση των αποφάσεων. Το ίδιο

ισχύει και για τη συνεργασία των φορέων με την τοπική κοινωνία.

Με τη χρήση ερωτηματολογίων οι κάτοικοι των περιοχών εφαρμογής του προγράμματος (Ιεράπετρα, Δήμος Πελεκάνου, Δήμος Ιναχωρίου, Δήμος Κισσάμου και Γαύδος) ρωτήθηκαν αν συμμετείχαν σε διαβούλευση για την προστασία των συγκεκριμένων περιοχών και αν ήταν ικανοποιημένοι από τις υπάρχουσες ευκαιρίες για συμμετοχή και πληροφόρηση. Η πλειοψηφία των απαντήσεων από τις τοπικές κοινωνίες στην ερώτηση "πόσες φορές ζητήθηκε η άποψη σας σχετικά με τα μέτρα προστασίας για την Περιοχή Χ" ήταν: "Ποτέ" (Χρυσή 87%, Κεδρόδασος-Ελαφονήσι 85%, Φαλάσαρνα 90%, Γαύδος 82%). Σχετικά με το επίπεδο ικανοποίησης τους από τις μέχρι τώρα ευκαιρίες για συμμετοχή και πληροφόρηση, η πλειοψηφία των ερωτηθέντων απάντησε "Πολύ δυσαρεστημένοι" ή "Δυσανεστημένοι" καταδεικνύοντας την ανάγκη για μεγαλύτερη προσπάθεια από όλους.

Επίσης, οι εμπλεκόμενοι φορείς και οι κάτοικοι των περιοχών ρωτήθηκαν εάν γνωρίζουν το υπάρχον καθεστώς προστασίας και τους λόγους προστασίας των περιοχών. Τα στοιχεία αυτά θα χρησιμεύσουν ως αφετηρία για την αξιολόγηση των αποτελεσμάτων των δράσεων D του προγράμματος (Ευαισθητοποίηση του κοινού και διάδοση των αποτελεσμάτων).

Από τις συνεντεύξεις των ενδιαφερόμενων φορέων διαπιστώθηκε ο κατακερματισμός της γνώσης σε σχέση με τον χαρακτηρισμό/ανακήρυξη των προστατευόμενων περιοχών, όπου κάθε υπηρεσία είχε επίγνωση μόνο της νομοθεσίας που αφορούσε την συγκεκριμένη αρμοδιότητα της. Για παράδειγμα η Αρχαιολογική Υπηρεσία γνωρίζει πια περιοχή έχει χαρακτηριστεί ως αρχαιολογικός χώρος, οι Λιμενικές αρχές γνωρίζουν την σχετική ζωοποίηση και νομοθεσία των ακτών κλπ. Σχετικά με τον χαρακτηρισμό/ανακήρυξη πρέπει να σημειωθεί ότι λίγοι ενδιαφερόμενοι φορείς γνώριζαν σχετικά με τον οικότοπο προτεραιότητας 2250* και τη σημασία του. Ένα άλλο θέμα που αναγνωρίστηκε κυρίως από τις συνεντεύξεις Εθνικών και Περιφερειακών αρχών ήταν η έλλειψη γνώσης και πληροφόρησης σχετικά με την σημερινή κατάσταση του οικοτόπου.

Τα παραπάνω αποτελέσματα δείχνουν την ανάγκη για εκτεταμένη προσπάθεια στην εκστρατεία ενημέρωσης - ευαισθητοποίησης στα πλαίσια του προγράμματος Junicoast η οποία θα πρέπει να αφορά και φορείς σε ανώτερα επίπεδα λήψης αποφάσεων, και να διευκολύνει τις ευκαιρίες για επισκέψεις στις περιοχές καθώς και συνεργασία μεταξύ των υπηρεσιών.

Από τις απαντήσεις της τοπικής κοινωνίας για το καθεστώς και τους λόγους προστασίας των περιοχών, καταγράφηκε σημαντική σύγχυση. Οι κάτοικοι δεν έχουν ξεκάθαρη γνώση για το καθεστώς των περιοχών Natura 2000 και τους λόγους ανακήρυξης τους, γεγονός που δείχνει την ανάγκη για μια καινούρια προσέγγιση όσο αφορά την περιβαλλοντική εκπαίδευση και ενημέρωση.

Στην ενότητα 5, περιγράφονται οι μέθοδοι διαβούλευσης, η αξιολόγησή τους, και η καταγραφή των αντιδράσεων σχετικά με τις προτεινόμενες δράσεις του προγράμματος προκειμένου να διασφαλιστεί η μακροπρόθεσμη βιωσιμότητα των αποτελεσμάτων.

Διοργανώθηκε ημερίδα με τους εμπλεκόμενους φορείς από Εθνικές, Περιφερειακές και Τοπικές αρχές, ΜΚΟ και ακαδημαϊκούς, και ορίστηκαν οι αξίες, οι απειλές, καθώς και οι στόχοι για τη βιώσιμη διαχείριση των οικοτόπων. Οι συμμετέχοντες κλήθηκαν να παράσχουν πληροφορίες και να αξιολογήσουν την αποτελεσματικότητα της ημερίδας με τη χρήση ερωτηματολογίου. Η αξιολόγηση κατέληξε στο συμπέρασμα ότι η μέθοδος αυτή ήταν πολύ αποτελεσματική, αν και χρειάστηκε σημαντική προσπάθεια για την προετοιμασία της. Όλες οι φάσεις της ημερίδας ολοκληρώθηκαν με επιτυχία, και οι συμμετέχοντες βαθμολόγησαν με 9 στα 10 τη χρησιμότητά της. Τα κύρια οφέλη που καταγράφηκαν ήταν οι ευκαιρίες για συζήτηση μεταξύ των διαφόρων φορέων, καθώς και η αξία της ενημέρωσης για τον οικότοπο προτεραιότητας 2250 * και για τις δράσεις του προγράμματος από την έναρξή του.

Οι συνεντεύξεις των ενδιαφερομένων φορέων χρησιμοποιήθηκαν επίσης ως μέθοδος διαβούλευσης. Η μέθοδος αυτή αν και χρονοβόρα, έδωσε τη δυνατότητα

στο πρόγραμμα να κατανοήσει τα διάφορα προβλήματα και κυρίως τις δυσκολίες διοίκησης και διαχείρισης των περιοχών.

Για τη διαβούλευση με την τοπική κοινωνία χρησιμοποιήθηκαν ερωτηματολόγια. Αν και δεν είναι μια αμφίδρομη μέθοδος επικοινωνίας, ήταν χρήσιμη για τη καταγραφή της υπάρχουσας γνώσης και των απόψεων των κατοίκων σε σχέση με τις περιοχές του προγράμματος. Η μέθοδος αυτή χρησιμοποιήθηκε ως αφετηρία για τον σχεδιασμό της αποτελεσματικής διαβούλευσης και εκστρατείας ευαισθητοποίησης. Επίσης χρησιμοποιήθηκαν και άλλες μέθοδοι προβολής και παροχής πληροφοριών, όπως η ανάπτυξη του δικτυακού τόπου, άτυπες συνεδριάσεις και συνομιλίες με άλλους ενδιαφερόμενους, (ιδιοκτήτες γης, εκπροσώπους επιχειρήσεων και οργανισμών τουρισμού κλπ.). Η καταγραφή επίσης των απόψεων των επισκεπτών που επισκέπτονται τις περιοχές για πολλά χρόνια αποδείχθηκε ότι είναι πολύ κατατοπιστική, όσον αφορά τις αλλαγές που συνέβησαν στον οικότοπο, την τυχόν ύπαρξη συγκρουόμενων συμφερόντων κλπ..

Η έκθεση καταλήγει με την περιγραφή των κυριότερων αποτελεσμάτων, και προτείνονται μέθοδοι για το σχεδιασμό μελλοντικών διαβουλεύσεων με τους ενδιαφερόμενους φορείς. Αναγνωρίζεται η ανάγκη για την συνεχή διαβούλευση με τους ενδιαφερομένους φορείς και την τοπική κοινωνία καθ’ όλη τη διάρκεια του προγράμματος και προτείνονται οι κατάλληλοι τρόποι.

1. Introduction

Participation is nowadays established as an integral procedure to achieving sustainable development as well as the good method of environmental governance. To that extent, participation has been labelled as a criterion of Protected Area management effectiveness internationally (Ervin, 2003; Stolton et al, 2003, Parks & Wildlife Commission, 2002). The embracement of participation in environmental decision making is increasingly reflected in EU policy, for example the Aarhus Convention and Directive 90/313/EC and public Participation Directive 2003/35/EC. Regarding nature conservation and protected area management, the Habitats Directive(92/43/EEC) implicitly refers to participation for the development of protected area management plans, yet based on the principles of subsidiarity has left it up to member states to develop and implement their own procedures. The research of such procedures and of their effectiveness has yet to be carried out in Greece, proving a knowledge gap requiring investigation, prior to proposing participation processes for priority habitat 2250* conservation in Crete.

At a generic level, participation can be described as forms of exchange that are organised for the purpose of facilitating communication between stakeholders regarding a specific decision (Webler and Renn, 1995). Participation like sustainability is an ambiguous term, with many definitions, characterised by different purposes, methods and potential benefits and barriers. There is an increasing body of literature which attributes failures in protected area management to ineffective participation practices, indicating the need for the development of effective participation strategies (Abrams et al, 2003). Inadequate participation has been attributed as one of the main factors impeding the implementation of the Natura 2000 network as well as for the growing opposition to the designation of Natura 2000 sites (Eben, 2006).

Despite the recognition of these issues, there is no evidence of formal and structured attempts to define or evaluate the effectiveness of participatory practice in protected area management currently taking place. This phenomenon is not exclusive to protected area management as the National Research Council 1996 p76 states:

... there is little systematic knowledge about what works in public participation, deliberation and the coordination of deliberation and analysis, when government agencies and other organisations have promoted or created specific deliberative processes, they have rarely reported the results of the efforts.

For Greece's Natura 2000 areas and even more so, regarding priority habitat 2250*, there has been no structured evaluation of participation practice which has taken place. Apostolopoulou & Pantis (2009), in a recent study identified as key barriers to the establishment of the Greek protected areas network, the lack of public awareness and support, unequal participation of stakeholders in the production of management prescriptions, hiatus in trust of local communities towards government initiatives, conflicts with local communities and above all the lack of feedback about past activities.

JUNICOAST as a demonstration project, which embeds at its core a participatory approach, emphasising the importance of communication of its results, committed itself through this deliverable in evaluating the effectiveness of its consultation activities. Thus, a consultation strategy was adopted and implemented, the results of which are presented in other A.6 deliverable reports (Pediaditi et al, 2009a;b;c;d). Throughout the duration of the consultation period, different methods were used to evaluate the effectiveness of the participation procedures. However, there are methodological complexities regarding participatory process and method evaluation, and there is no consensus regarding measures and indicators for use regarding this aspect. Thus, in Section 2, a review of key literature regarding participatory programme effectiveness evaluation is presented followed by a description of the methods used to conduct this research (Section 3).

In order to be able to interpret the participatory programme evaluation results obtained, there is a need to have an understanding of the baseline, regarding current status of participation, consultation and information provision practice, of the JUNICOAST sites in question, prior to the initiation of the project, thus allowing to track progress over the duration of the project (action E.2). Therefore, a survey and interviews were conducted, which questioned local communities and stakeholders

regarding their participation experiences for what concerns the management of the specific protected areas, as well as, their level of satisfaction regarding provided opportunities for participation and information provision (See Section 4).

In Section 5, an outline of the participation activities carried out under A.6 is presented together with their effectiveness evaluation results. Finally, this report concludes with recommendations regarding the extended participation and education programme of JUNICOAST as well as, provides transferable experiences which other projects could learn from.

2. Literature Review

2.1 *Participation effectiveness theory*

In order to design and evaluate an effective participatory process, the criteria which constitute it, needs to be defined. A commonly acknowledged framework of participatory effectiveness criteria specifically for protected area management has yet to be developed (Hlad, 2004). From a review of generic participation literature (Chess, 2000; Morrissey, 2000), it is established that criteria and elements of effective participative decision making can be divided into outcome and process criteria. Outcome criteria are outlined below, but are not reviewed here in detail as these can only be used to evaluate the outcome of the deliberation. They are content specific in that they can only be used after the deliberation has ended, limiting the potential to draw on generally applicable elements of best practice of the process as well as the context/ outcome of the deliberation.

Outcome criteria consist of:

- achievement of consensus on a decision;
- value added to the decision;
- a fair decision (inequities are minimized as far as possible);
- improvement in the public availability of information; and
- promotion of trust between stakeholders (Environment Agency, 1998).

By contrast, process criteria are applicable and comparable to all participatory processes (Santos and Chess, 2003). Furthermore, Paavola (2003/2004) argues that participants mainly judge the efficacy of a participation process on the basis of the process followed and the opportunity they had to contribute and be involved rather than on the outcome. The process criteria and important elements of the participatory process are thus examined below (Table 2.1).

The participation and communication literature has tended to focus on process criteria which examine how participation occurs, or the different means to promote participation such as information exchange, rules and so forth (Santos and Chess, 2003). Process criteria also include recommendations as to how decisions are made

and who is involved in the decision making process. From the review of participation literature, a few common elements emerge which are:

- I. Participatory decision making processes must be, and must appear to be, **fair**.
- II. Stakeholders must display certain minimum degrees of **trust** towards each other.
- III. Differences in knowledge and **competence** must be addressed. Thus, **information provision** and the educational elements in participation processes need consideration.
- IV. **Values and value trade-offs** need to be accepted and structured processes developed to allow for this.
- V. Participation must be, or seem to be, **an integral part of the decision making process**¹.

i. Fairness

There are different types and definitions of fairness (Albin, 1993). However, only one concept of fairness is directly relevant to participatory decision making processes and is described by the Environment Agency (1998) as the extent to which opportunities exist for the expression of legitimate personal interest and contribution to the decision making process. Paavola (2003/2004) describes the conditions of fairness, relating to the equal ability of all participants to be part of the process, freely initiate and participate in the discourse, and in the decision-making. Participants should also be free from manipulation and have equality with respect to power (Aasetre, 2006). It is thus proposed that participation effectiveness evaluation should be conducted and includes fairness criteria, proposed in Table 2.1, in particular, stakeholder representation (Abrams et al 2003).

ii. Trust

Illsley (2003) suggests that people are more likely to accept decisions when they acknowledge both the moral basis of the judgment and the legitimacy of the decision making body. This relates to trust in, and credibility of, the decision makers and facilitators of the participatory processes, (Keeney *et al*, 1986; Wehrmeyer, 2001). There are three dimensions of trust: trust of experts and expertise, trust of government decision-makers and trust of other stakeholders (Anex and Focht, 2002). Trust is a

¹ At the appropriate time and level suitable to achieving the intended purpose of the participation.

key factor, which is characterized both by the technical competence of the information provided as well as the opportunities to make underlying values explicit (Kontic, 2000). Trust is considered as a prerequisite to effective decision making but is also known to be enhanced through deliberative processes which allow for value sharing (Aaestre, 2006, Bonaiuto et al, 2002). Additionally, methods should be developed which will allow for the provision of technically competent information as well as for participant value sharing. As confirmed by Apostolopoulou & Pantis (2009), the lack of trust of government initiatives is proving a significant barrier to the effective management of protected areas, thus indicating the need for two way communication deliberative and transparent participation processes. This led to the execution of a workshop involving different stakeholders at the onset of the project (See section 5)

III. Competence, Information and Education

The Environment Agency (1998, pg 20) describe participatory competence as:

“the ability to provide all of those taking part with the procedural tools and knowledge needed to make the best possible decision. In this context the provision of information, providing access to different (including conflicting) information sources and experts; providing opportunities for questioning, debate and learning; promotion of the consideration of anecdotal evidence and intuitive knowledge; and opportunities for people to check claims and reduce misunderstandings are all important”.

All these criteria of participatory competence should ideally be implemented through the participatory process design. However, the levels of informational competence and degree of participation and role of values in decision making will vary according to the levels of uncertainty and stakes involved in the decision making (Giampietro, 2006). This implies that when designing a participatory approach of a protected area, although minimum requirements to achieve the above criteria should be set, flexibility should also be available to modify the process depending on its uncertainty and stakes (Palerm, 2000).

Participation allows for social learning and capacity building (Abrams et al, 2003; Morrissey, 2000 Tuler, 1998). However, this requires the consideration of appropriate methods of information provision, taking into account participant's competence

(Palerm, 2000, Keeney et al, 1986). Obviously, these will vary between protected areas, thus underlying the need for a simple yet flexible process which can be adapted to suit the needs of a particular area and its stakeholders. Therefore, the investigation of status of participation in JUNICOAST pilot areas, and the degree of satisfaction by stakeholders and the local community was conducted (Section 4).

iv. Making values explicit and value trade-off decision making

"Values are the criteria used to select and justify actions, to evaluate people (including the self) and events" (Cvetcovich and Earl, 1994 pg163). However, existing protected area decision making processes, such as designation of Natura 2000 sites, have wrongly been portrayed as rational processes which use scientific information, when they are in fact political processes characterized by value and power struggles (Alphandery & Fortier, 2001, Apostolopoulou & Pantis, 2009). Therefore, there is growing support for participatory deliberation which accepts and makes values explicit in decision making (Giampietro, 2006; Owens and Cowell, 2002; Susskind et al, 2001). However, the inherent difficulties of doing that are also documented, in particular when decisions involve making trade-offs that involve multiple dimensions of value (Bergseng & Vatn, 2008, Borrini-Feyerband 1996).

v. The integration of participation into existing decision making processes

The danger of adding participation as an afterthought to protected area decision making processes is stressed in Borrini feyrabend (1996). Apostolopoulou & Pantis (2009), and Hiedanpaa, (2002), suggest that this has been the case for many protected area participatory processes, at best limiting the extent to which issues raised from the participatory process have influenced decisions and at worst leading to lack of credibility of participation itself. From the above, it is clear that a framework for the participatory protected area management is necessary even from the EU policy level down to national and protected area level management procedures. As a process, the participation strategy needs to ensure that it is integrated within existing institutional and protected area management decision making processes. Secondly, opportunities within the existing decision making processes need to be identified which would allow for participative decisions made and legitimized.

Table 2.1 Outcome and process participatory evaluation criteria

Outcome criteria	Process criteria (Environment Agency1998 and Wehrmeyer 2001)
1. Achievement of consensus on a decision. 2. Value added to the decision. 3. A fair decision (inequities are minimized as far as possible.) 4. Improvement in the public availability of information. 5. Promotion of trust between stakeholders.	a. The extent to which the participants represent all stakeholders. b. Effectiveness of the method in meeting the objectives of the participants. c. Use of resources to their fullest value. d. Balance participation with focus. e. Communicate as fast as reasonably practical. f. The extent to which the communication method and mandate for stakeholders participation meets the objectives of different parties. g. The degree of knowledge and awareness achieved among participants. h. Compatibility with other decision processes, particularly statutory.

2.2 Nature and Methods of participation

Participation has different purposes which in turn affect the methods used, stakeholders involved and intensity of involvement. It is therefore important to define the purpose of the participation and subsequent relevant methods which should be used to achieve that purpose.

A number of different hierarchies illustrating the different levels of participation can be found in the literature (Arnstein, 1969; Dorsey et al, 1994; Wilcox, 1994; Pretty and Shah, 1994; UNDP, 1997). Arnstein (1969) describes the different levels of participation using the metaphor of the “ladder of participation”. The ladder essentially depicts a hierarchy ranging from non-participation and degrees of tokenism, where participants essentially do not have the power to influence a decision, through to the top level of the ladder of citizen power where participants have total control over the decision making process.

One problem with such hierarchies is that they imply that more participation is necessarily better. However, the appropriate level and methods used should reflect the purpose of the participation (see Figure 2.1) (IEMA, 2002). Sanoff (2000, pg 11) describes the different purposes which participation can serve, as:

- *“to generate ideas;*
- *to identify attitudes;*
- *to disseminate information;*

- *to resolve some identified conflict;*
- *to measure opinion;*
- *to review a proposal;*
- *merely to serve as a safety valve for pent – up emotions.”*

One purpose does not necessarily exclude another, and indeed participation can fulfill more than one role. However, according to the defined purpose of the participation process the methods used will vary, and it is therefore important to recognize the limitations of any one process.

The participation programme of JUNICOAST, carried out under Action 6, was designed to fulfill a plurality of purposes and targeted stakeholders (decision makers and local communities).

These included:

- a) The establishment of stakeholders level of awareness, perceived values, threats and recommendations for conservation of the habitat in their localities.
- b) Raising of awareness and support, regarding the project and its actions,
- c) Obtain feedback with regard to the feasibility and long term sustainability of proposed concrete conservation actions.

Therefore, it is evident, that in order to fulfill all these purposes there was a need to develop a mixed methods participatory approach. As is apparent from Figure 2.1, extended participant involvement requires high interaction methods which are initiated early within the participation programme and which limit the number of participants who can realistically be involved.

Extended participant involvement can have implications with regard to the extent to which the lay public can be involved. In deciding on the participatory strategy the following points were considered based on IEMA, (2002, p. 30):

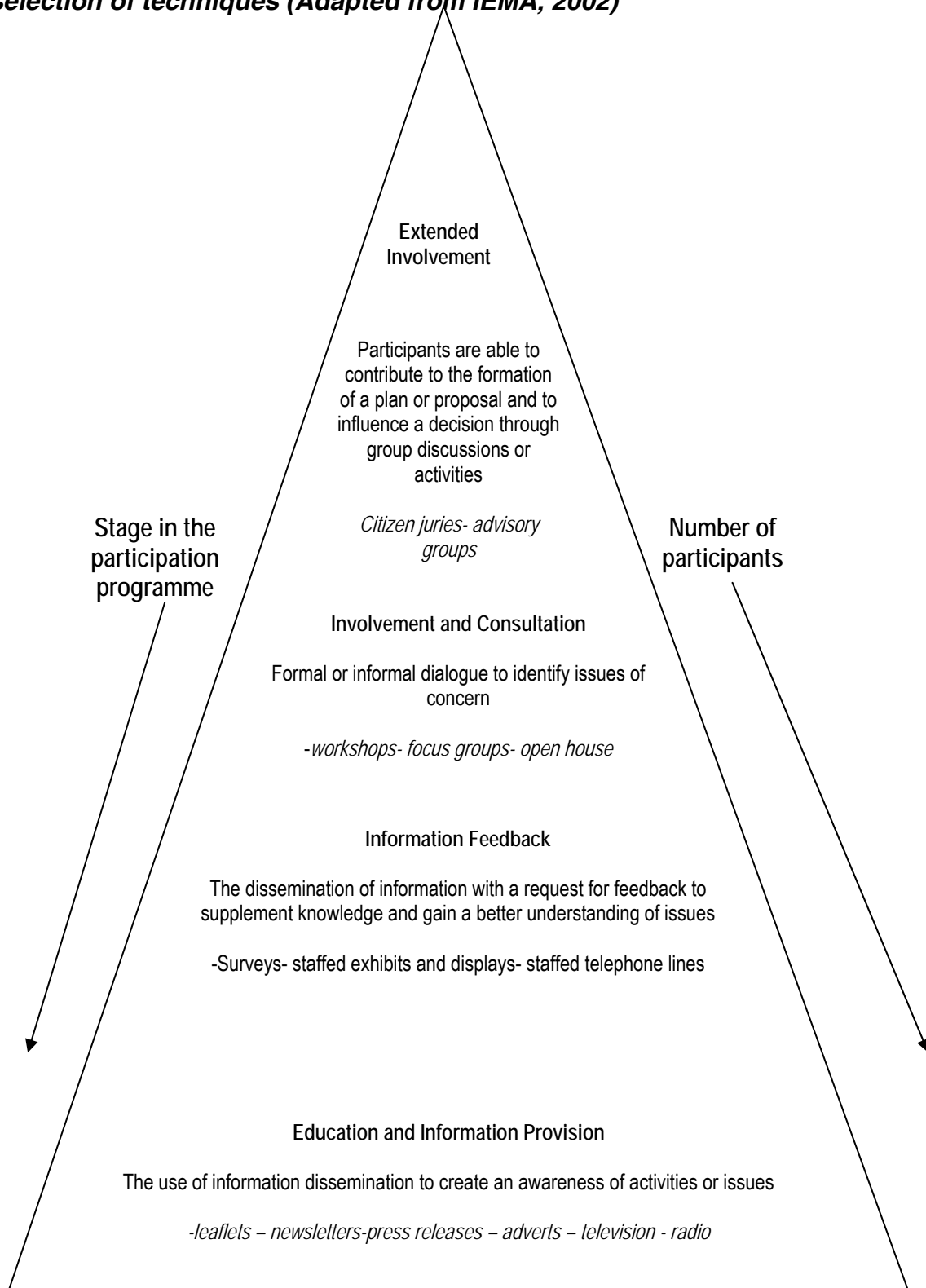
- *‘The purpose and objectives of the participation exercise;*
- *The degree of interaction required between participants and the extent to which participants are able to influence decisions;*

- *The timing of use, i.e. the stage in the decision making process and the time available for participation;*
- *Resource availability-time, costs;*
- *The number of participants involved; and*
- *The complexity, controversy and level of interest in issues under consideration.'*

Tonn et al (2000 pg164) states '*public participation should not be seen as an either or proposition*' but rather propose the consideration of the decision making questions and implications when deciding on the extent and methods of public participation.

The purpose of public participation, at this stage of the JUNICOAST programme, was more of investigative and information provision nature, rather than active engagement in decision making. JUNICOAST being an externally funded programme, does not fit within existing governance and decision making processes, neither is it embedded within existing institutional structures. It was thus considered appropriate to conduct as a first step local community surveys, using questionnaires enabling the obtainment of a representative sample.

Figure 2.1 Levels of participation, techniques and factors influencing the selection of techniques (Adapted from IEMA, 2002)



2.3 Participation programme effectiveness evaluation- methods and indicators

The vast literature on participation has dealt mainly with questions having to do with the scope of participation- who participates, how may participate, how often people participate, the number of meetings held and the methods used to involve people (Morrissey, 2000). Until recently, the quality of participation has been largely ignored in the literature (Chess, 2000; Morrissey, 2000). How effective is it? Does it make institutions, government more responsive and accountable? Does it contribute to participants’ personal growth, knowledge acquirement? To answer such questions, there is a need to understand what type of participation, under what circumstances, creates what results, yet there is lack of agreement on how to evaluate participation, indicating the need to establish a bridge between evaluation theory (e.g. Scriven, 1991, Patton, 1982, 1997, 2002) and critical theory (e.g. Webler. 1995), risk communication (e.g. Rowe & Frewer, 2000, Wehrmeyer 2001) and public participation (e.g. Sanoff, 2000, Borrini- Feyrabend 1996), democratic theory (Fiorino, 1990).

In this section an attempt to do so is proposed by providing an analytical framework of evaluation approaches, complemented with existing evaluation methods and participation indicators obtained from the literature.

Table 2.2 Proposed framework for participation programme effectiveness evaluation

Form of Evaluation	Why evaluate	When?	Evaluation Criteria		Who determines criteria?	Who conducts the evaluation?	How to evaluate?
			Process	Outcome			
Summative Used for E.2 JUNICOAST	Judgment of worth Accountability Decision regarding replication Capacity building regarding participation	Subsequent to completion of participation programme	E.g. Did participants perceive the workshops to be useful?	Where conclusions from workshop acted upon – used to improve conservation actions?	Users? (utilization focused evaluation Patton,) Theory based?	Outside evaluation? Participatory evaluation?	Qualitative design? Quantitative design? Mixed methods?
Formative (used for A.6 JUNICOAST)	Enable planning of participatory programmes Mid- course corrections Accountability Capacity building regarding participation	Before and during participation programme execution	E.g. How are participants being engaged, (See table 2.1)	E.g. Is consensus regarding the necessary actions for conservation of habitat being established?	Both?		
Impact (Used to monitor after life communication strategy)	Assessment of long term impacts Input- influence of policy / management decisions Capacity building regarding participation	Generally years after participation programme completion- or overarching programme completion	E.g. How did the participation programme affect management decisions regarding the habitat?	E.g. How did the participation programme affect the long term habitat conservation status?			

Source (modified from Chess 2000)

Summative evaluation, is a form of evaluation where one can track the extent to which a participation programme has furthered progress towards environmental results, in this case improved conservation actions for the protection of Habitat 2250* in a specific locality. Summative evaluation, is conducted at the end of a programme, and could also include assessments of participant satisfaction, for examples with engagement processes, or with the actions of the programme in general.

The utilization of summative evaluation is very valuable and will be implemented under action E.2, facilitating the attainment of the demonstration role of JUNICOAST. So for example, a possible result of the summative evaluation would be that despite all participation and dissemination activities with users of the habitat, regarding the need to stop littering, and following the provision of facilities (e.g. bins); littering still takes place. This will indicate that participatory and education activities did not succeed, and reasons of failure should be identified and communicated to avoid repetition of similar mistakes by other projects.

Formative evaluation, is conducted to inform and improve ongoing programmes, in this case participation programmes (Posavac & Carey, 2007). In order to improve programmes as they evolve formative evaluation can consider complex issues such as how well as relevant stakeholders are collaborating, cost effectiveness, differences in implementation between sites (Chelimsky, 1997) as well as more obvious concerns such as the perceived usefulness of meetings.

Because participation as well as evaluation are usually considered as an afterthought (Ukaga and Maser, 2004) there are very few examples of formative evaluations of participatory programmes and none which could be identified to have been reported in Greece regarding nature conservation projects, underlining the demonstration value of this study.

Another form of evaluation, predominantly used in other fields for accountability reasons, is impact evaluation, and has been widely recognized as the most difficult (Patton, 2002). Impact evaluation focuses on evaluating the long –term results of programmes and has the potential to inform major policy decisions or protected area management practice, as well as track social learning (Abrams et al, 2003; Chess,

2000). Such an evaluation is more difficult to conduct because of its cost, the need for commitment over an extended period (even though funding has ceased), including methodological issues of illustrating that obtained results are in fact caused by a single programme or activity, as opposed to many other variables (Posavac & Carey, 2007).

For all three forms of evaluation: summative, formative and impact, process and outcome criteria can be used (Table 2.1). Process criteria relating to how the participation activities take place and outcome criteria to the results. As mentioned in the previous section, as process criteria are widely applicable and transferable and thus emphasis is placed on those.

Regardless however, different evaluation approaches to criteria selection and assessment can be used, namely user-based evaluation, whereby participants choose and evaluate criteria e.g. their satisfaction with a particular participation activity, or through the use of normative criteria (theory based evaluation) such as those described in Section 2.1 e.g. fairness , competence etc.

With regard to the question on how to evaluate, referring to the use of qualitative or quantitative data, there is no, one size fits all, and will differ according to the evaluation and context. Patton (2002) described in detail the strengths and weaknesses of different methods and as in social science, methodological triangulation and pluralism are purported. Different methods include:

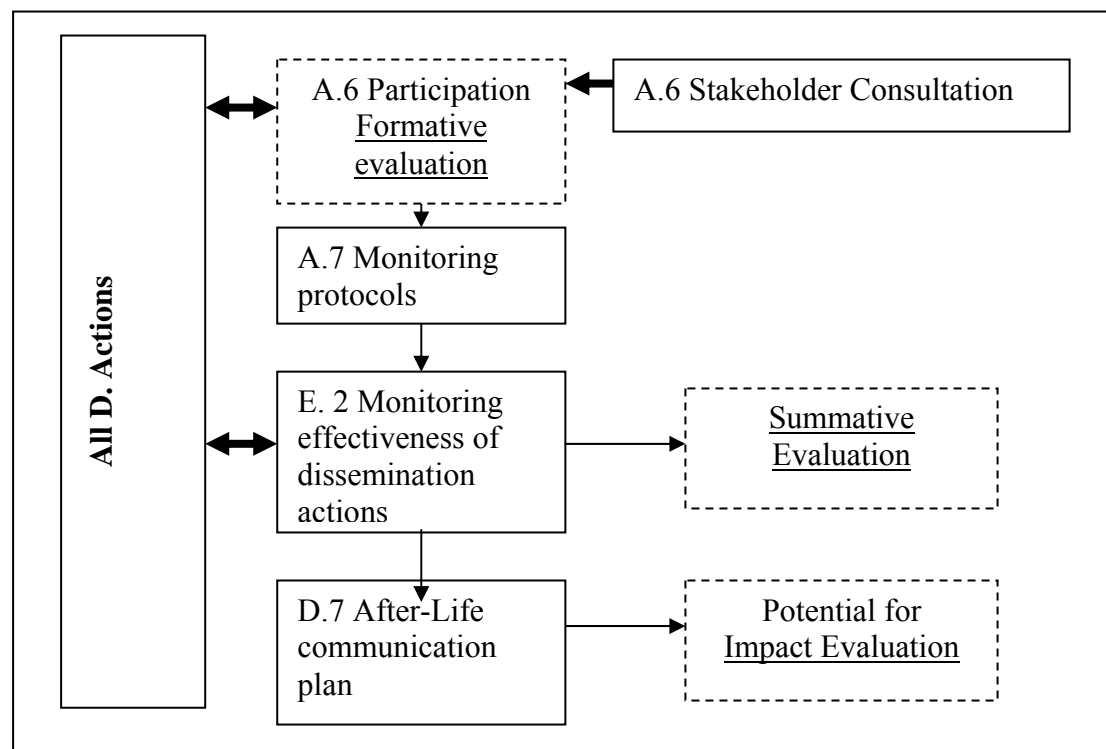
- Participant and non participant observations
- Documentation and activity reports review
- Quantitative methods such as surveys
- Qualitative methods such as interviews, focus groups etc

In parallel methods used will be influenced by indicators utilized for the evaluation. From the review of the literature, indicators to evaluate participatory programme effectiveness are presented in Morrissey, (2000), Abrams et al (2003), Audit Commission, (1999), Chess, (2000).

3. Participatory programme evaluation methods

Mixed methods of evaluation were used to assess the participatory programme methods during A.6 actions. As aforementioned, the evaluation is formative and served to inform the wider dissemination and education campaign (D. Actions). The summative evaluation strategy of all participation activities conducted under the context of JUNICOAST follows the research design depicted in Figure 3.1

Figure 3.1 Summative evaluation strategy of JUNICOAST Participatory Programme



For the formative evaluation whose results are presented in this report, the following was conducted:

A. Assessment of current status and satisfaction in participatory activities and information provision with regard to JUNICOAST protected areas- prior to project

- i. Stakeholder interviews (35 in total)
- ii. Community survey in four municipalities of JUNICOAST sites

B. Participant evaluation (using questionnaire Annex A) of JUNICOAST stakeholder workshop

C. Participatory programme organizers' and implementers' informal feedback on consultation exercise input requirements, benefits and difficulties.

4. Status and satisfaction regarding stakeholder participatory activities & information provision prior to Junicoast.

In order to be able to conduct a summative evaluation at the end of the project and provide guidance regarding the effectiveness of the participatory programme undertaken in raising awareness and engaging people in the protection of habitat 2250* in Crete; it was first necessary to establish existing experience of stakeholders in participation, their satisfaction, regarding current opportunities for participation and information provision as well as, levels of awareness regarding the habitat and its protection status. This information serves as a baseline for comparison, following a Pretest- Posttest evaluation design (See Posavac & Carey, 2007). Decision making stakeholder opinions, were obtained through interviews where as, community views were obtained using questionnaires. As each community is characterised by a different context, and will have received different opportunities for engagement results are presented separately for the four different sites, namely Ierapetra (Chrysi habitat), Kissamos (Falasarna habitat) Gavdos (Agios Ioannis, Lavrakas and Sarakiniko habitats) Pelekanou and Inahoriou municipalities for (Kedrodasos-Elafonisi habitat).

4.1 Status and satisfaction with existing participation opportunities regarding Chrysi

During stakeholder interviews, twelve out of the 14 stakeholders did not perceive consultation and collaboration between themselves to be adequate (Table 4.1). The issues mentioned to support their views are summarized in Table 4.2

Table 4.1 Stakeholder perceptions of between stakeholder consultation and collaboration adequacy

Present consultation and collaboration between stakeholders is adequate for the effective environmental management and protection of Chrysi Island	Public Service (National & Regional level)	Public Service (Local level)	NGO- (National & Regional level)	NGO- (Local)	Total
Strongly Disagree	0	0	0	2	2
Disagree	2	7	3	0	12
Agree	1	1	0	0	2
Strongly Agree	0	0	0	0	0

Table 4.2 Perceived barriers of between stakeholder collaboration

	Public Service (National & Regional level)	Public Service (Local level)	NGO-(National & Regional level)
Not all stakeholders are included in decision making	0	0	2
lack of decision making transparency	1	1	3
unclear responsibility delegation and accountability regarding decision making	3		1
lack of decision publicity and information sharing		1	1
lack of interest	1	1	
lack of management and decision making protocols		1	

With regard to the effectiveness of existing local community consultation practice for Chrysi island environmental management decision making, stakeholders views differed with the majority (9) disagreeing (Table 4.3). This problem was confirmed through the community survey whereby 87% of respondents stated *Never* to have been consulted and 7% *rarely*.

Table 4.3 Stakeholders perceptions of existing stakeholder consultation effectiveness

"Local community consultation regarding environmental management of Chrysi is being carried out effectively"	Public Service (National & Regional level)	Public Service (Local level)	NGO- (National & Regional level)	NGO- (Local)	Total
Dont know	0	1	0	1	2
Strongly Disagree	0	1	2	1	4
Disagree	1	6	1	1	9
Agree	2	1	0	1	4
Strongly Agree	0	0	0	0	0

When questioned with regard to their levels of satisfaction with existing information provision and consultation opportunities, the communities response was overwhelmingly negative with 65% stating to be very dissatisfied and 23% dissatisfied.

Figure 4.1 Extent of community consultation

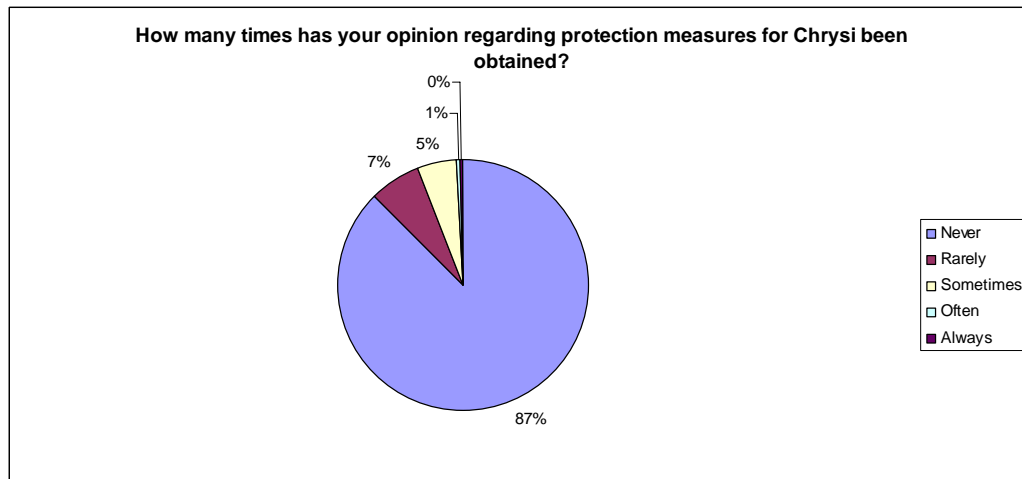
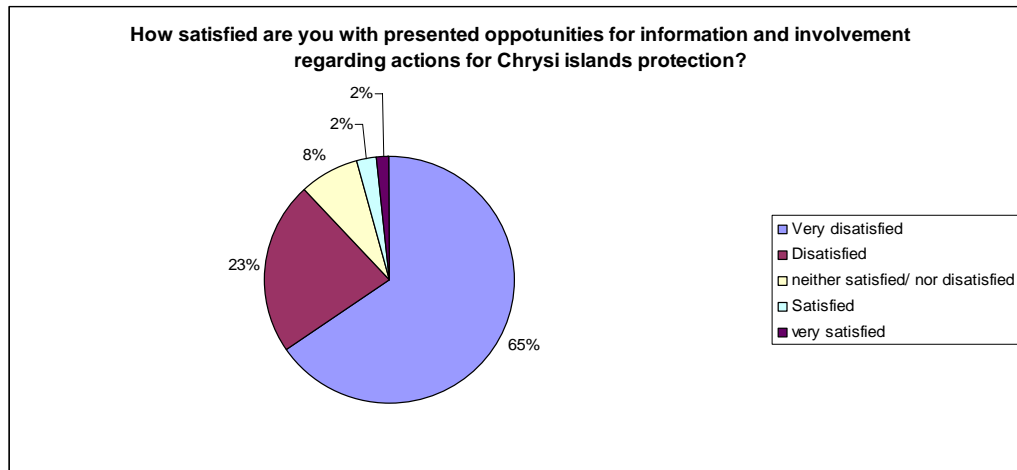


Figure 4.2 Local community satisfaction with existing information provision and consultation opportunities



4.1.1. Stakeholder and community awareness regarding Chrysi Island

Apart from this user- focused perception based indicator, an evidence based indicator establishing awareness levels regarding the different designations and reasons behind them was measured questioning stakeholders during interviews and the locals by questionnaire.

During interviews stakeholders were asked to specify, which designations was Chrysi island characterized by and the reasons for designation (i.e. why is it being protected and as a result what activities are prohibited- what is protected).

What was established from the interviews was that stakeholders knew of designations relevant to their capacity, meaning archeologists knew archeological designations, port authorities knew restrictions according to their domains legislation etc. Only the Lasithi Forest Directorate had an overview of all relevant designations.

The majority (70%) of stakeholders knew that the site was designated as NATURA2000 site. However, 80% openly expressed ignorance with regard to what that actually meant, and what implications this had regarding prohibited activities and management of the island.

For those stakeholders more involved with NATURA2000 due to professional capacity, a negative view was presented, whereby stakeholders felt that the designation did not result in any practical conservation implications. Regarding specifically the designation of Chrysi Island as a NATURA2000 site, some authorities commented that due to the continuing absence of structured management plans and management authorities, such legislation was having a negative effect rather than positive - due to governance and legislative confusion.

Interestingly regarding environmental protection all but two stakeholders interviewed either did not know what priority habitat 2250* was or had never heard of this classification before, and considered that environmental protection on the island was for the purpose of protecting solely the juniper trees.

Awareness regarding the environmental protection status and designations of Chrysi Island amongst the community also proved to be problematic (Figure 4.3). Indicatively far statement *Chrysi Island is not protected* 73% believed that this was the case or were unsure. Similarly only 38.1% knew that the island is designated as NATURA2000 area. Many wrongly believed that the island was either a National Park (30.7%) or an SPA (40.5%). Confusion, regarding reasons for designation and protection was also noted from local community survey (See Figure 4.4)

The above results indicate the need for an integrated communication strategy to both decision making stakeholders, as well as, the local community regarding priority

habitat 2250*, NATURA2000, and its implications for the environmental management and protection of the island.

Figure 4.3 Local community awareness regarding environmental designations of Chrysi Island

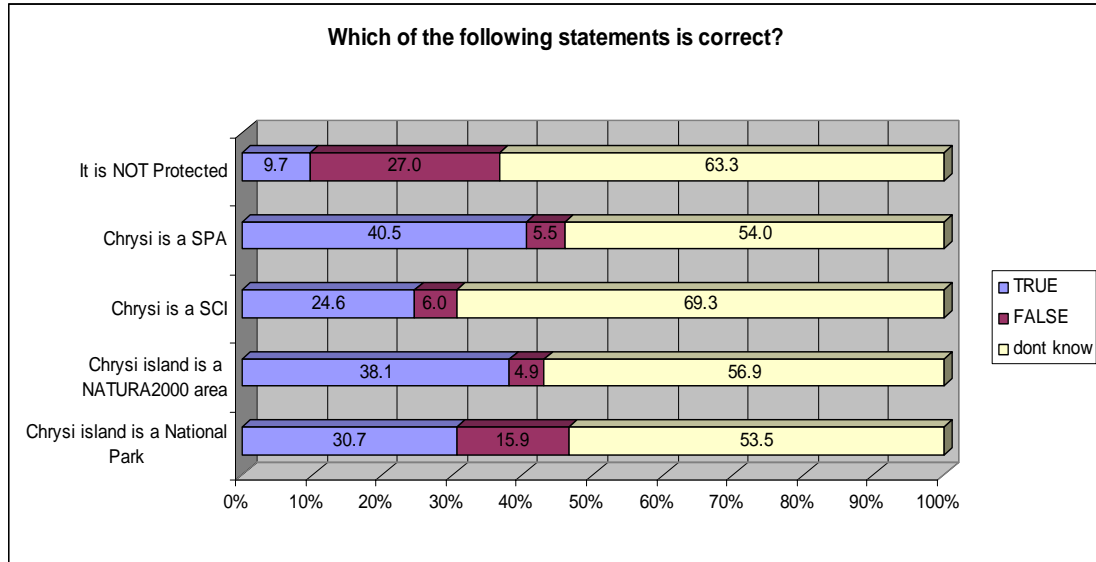
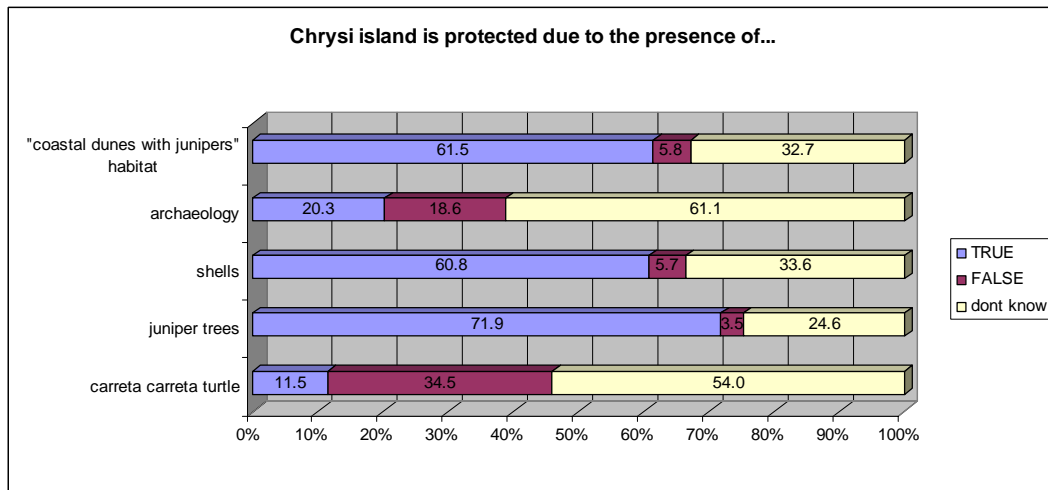


Figure 4.4 Local community awareness regarding reasons of designation



4.2 Status and satisfaction with existing participation opportunities regarding Kedrodasos Elafonisiou

All interviewed stakeholders apart from one National Authority stakeholder claimed that present consultation and collaboration between stakeholders was inadequate for the effective environmental management and protection of Kedrodasos.

With regard to local community consultation effectiveness for Kedrodasos environmental management decision making all (5) NGOs and 7 out of the 12 Public Service interviewees commented on the lack of any community consultation practice. This problem was confirmed through the community survey whereby an overwhelming 85% stated *Never* to have been consulted or informed and 9% *Rarely* (See Figures 4.5 & 4.6). Moreover 75% of respondents claimed to be dissatisfied by this phenomenon.

Table 4.4 Stakeholders perceptions of existing stakeholder consultation effectiveness

“Local community consultation regarding environmental management of Kedrodasos is being carried out effectively”	Public Service (National & Regional level)	Public Service (Local level)	NGO- (National & Regional level)	NGO- (Local)	Total
Dont know	0	1	0	1	2
Strongly Disagree	0	1	2	1	4
Disagree	1	6	1	1	9
Agree	2	1	0	1	4
Strongly Agree	0	0	0	0	0

Figure 4.5 Extent of community consultation

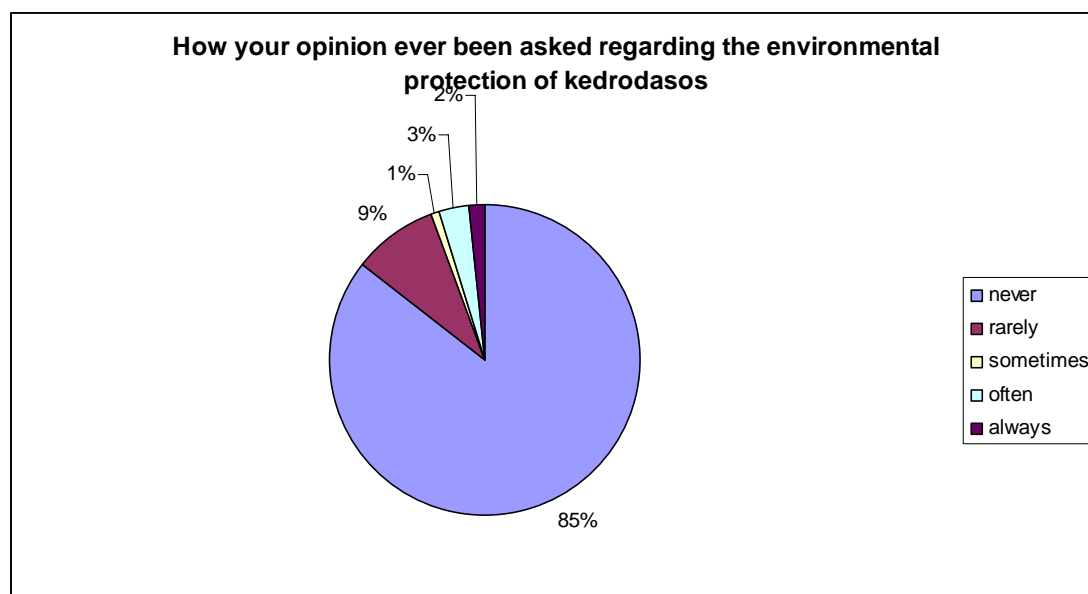
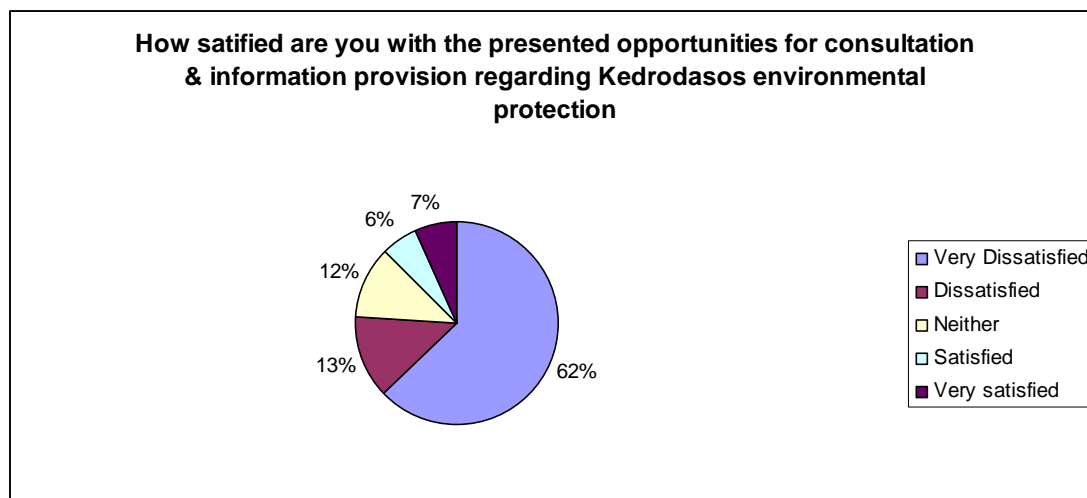


Figure 4.6 Local community satisfaction with existing information provision and consultation opportunities



The above indicates the importance of providing opportunities through JUNICOAST to increase information provision as well as the development of a holistic communication strategy and after life communication plan.

4.2.1. Stakeholder and community awareness regarding Kedrodasos

During interviews stakeholders were asked by which designations was kedrodasos characterized and the reasons for designation. Again stakeholders knew domain specific designations Despite the numerous years which kedrodasos has been established as Natura 2000 area 50% of interviewees did not know of the designation status of the site, and like in other cases, stated confusion or, lack of understanding, of what this meant in practice, and what legal implications such a designation, had.

Awareness regarding the environmental protection status and designations of kedrodasos amongst the community also proved to be problematic (Figure 4.7). Indicatively for statement *kedrodasos is not protected* 90.6% believed that this was the case or were unsure. Awareness regarding the NATURA200 status of the site was greater with 61.7%. However, this indicates the lack of awareness of what the designation means, when juxtaposed to previous question.

Confusion, regarding reasons for designation and protection was also noted from local community survey (See Figure 4.8) The above results indicate the need for an integrated communication strategy to both decision making stakeholders as well as

the local community regarding priority habitat 2250*, Natura 2000, and its implications for the environmental management and protection of the site.

Figure 4.7 Local community awareness regarding environmental designations of Kedrodasos

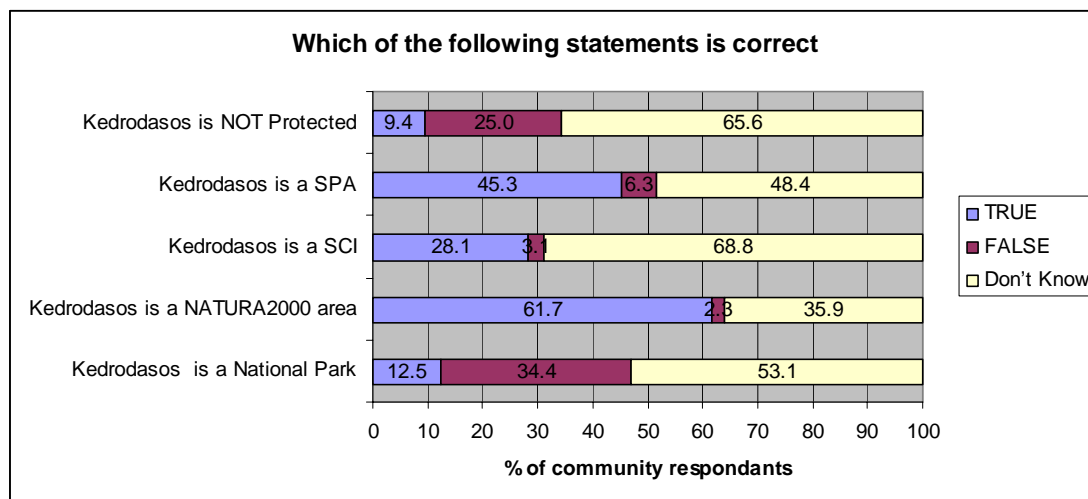
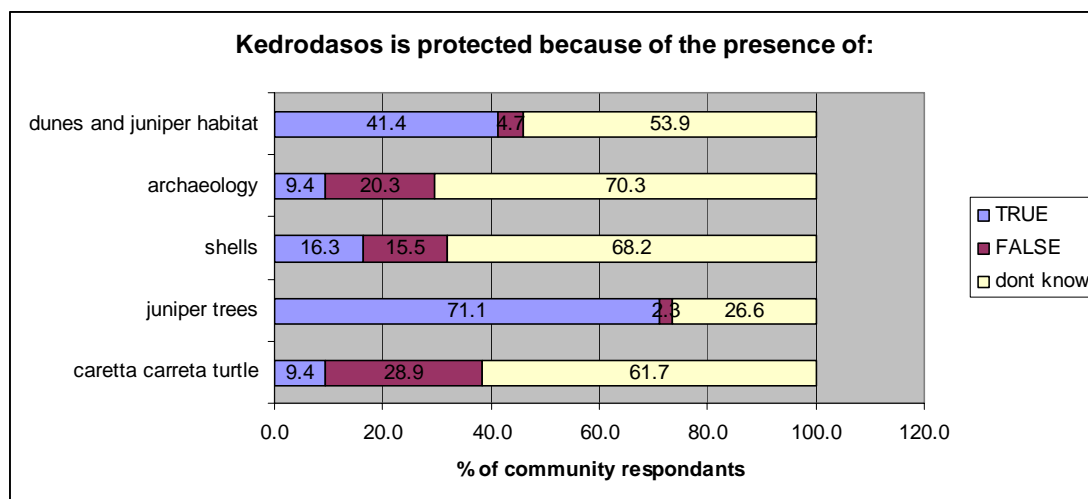


Figure 4.8 Local community awareness regarding reasons of designation



4.3 Status and satisfaction with existing participation opportunities regarding Falasarna

Regarding participation and priority habitat awareness in Falasarna, it appeared to be the most problematic of sites. Stakeholders and the local community were questioned to establish whether stakeholder and community consultation was being carried with

regard to protected area management decisions, and the extent to which they felt they were effective or adequate. The issue which arose was that people were not aware of the presence of the habitat or its location for that matter.

All but two public service stakeholders claimed that present consultation and collaboration between stakeholders was inadequate for the effective environmental management and protection of Falasarna. Indicative was a comment by a local NGO which stated:

"We don't know when, this area was made natura2000, who made it, why.based on what criteria, and what implications that has for the area... No one has taken the time to explain anything there is a general lack of awareness and local people are increasingly becoming negatively predispositioned to the idea of protected areas"

With regard to local community consultation for Falasarna environmental management decision making only 4 out of the 16 stakeholders interviewed perceived Local community consultation to be carried out effectively. The remaining 12 stressed either a great lack of environmental sensitivity and awareness for the specific area, or at a generic level the need for greater environmental education and awareness raising efforts. This problem was confirmed through the community survey whereby an overwhelming 90% stated *never* and 4% *rarely* (See Figures 4.9 & 4.10).

Figure 4.9 Extent of community consultation

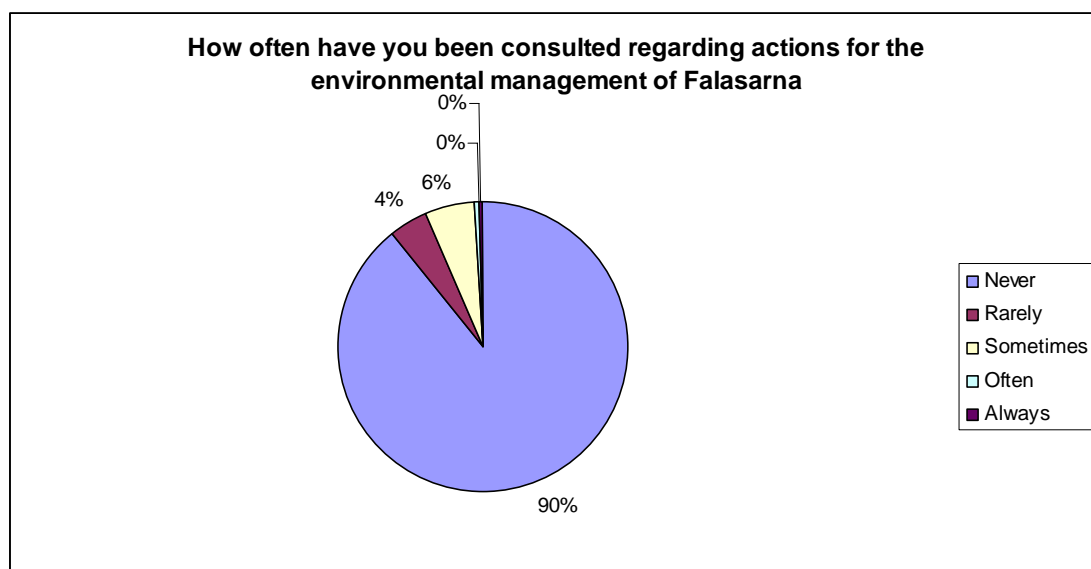
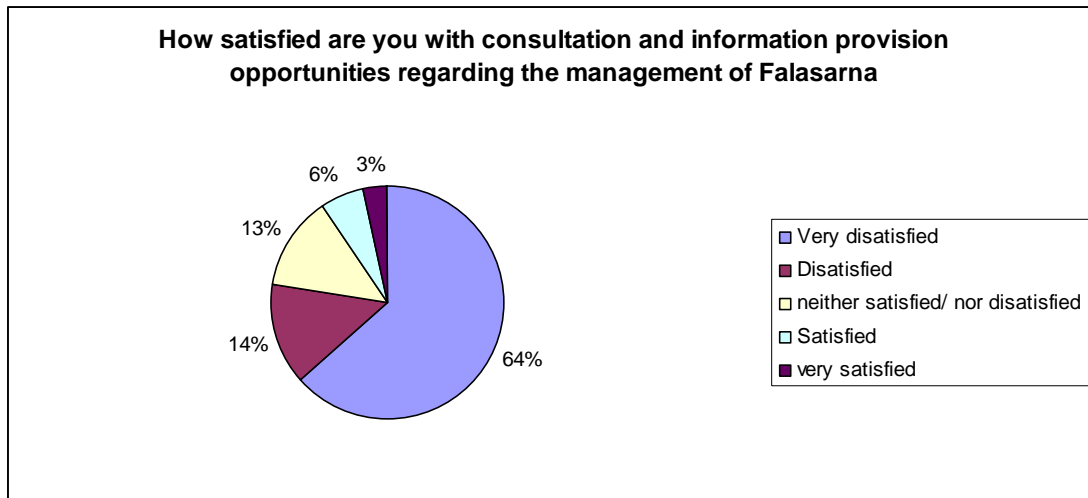


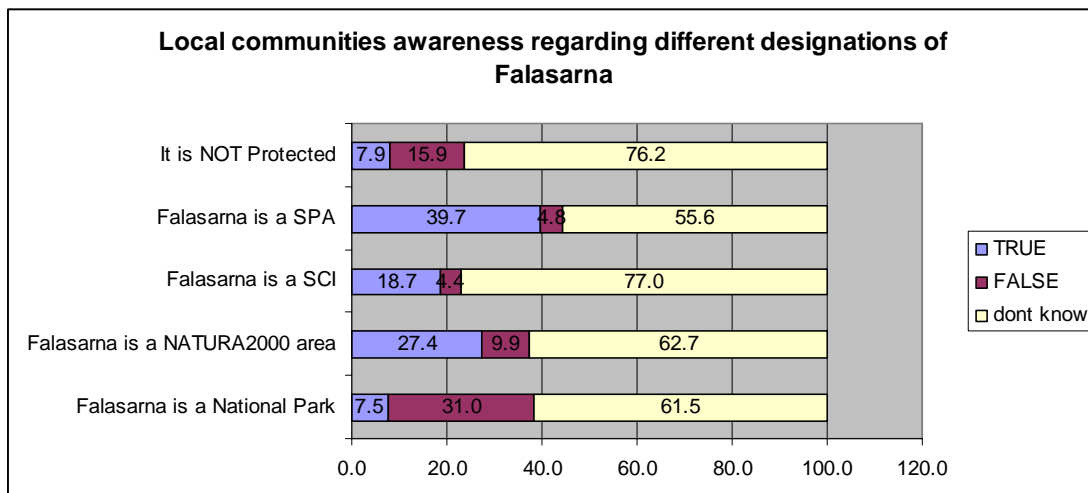
Figure 4.10 Local community satisfaction with existing information provision and consultation opportunities



4.3.1. Stakeholder and community awareness regarding Falasarna

Again stakeholders knew site designations according to capacity, and 50% of interviewees did not know the area was designated as Natura2000. Awareness regarding the environmental protection status and designations of Falasarna amongst the community also proved to be problematic (Figure 4.11). Indicatively for statement *Falasarna is not protected* 83% believed that this was the case or were unsure. Only 27.4% of the community recognized that Falasarna was a Natura 2000 area, indicating their limited involvement and information provision during the designation phase of the areas as well as subsequently.

Figure 4.11 Local community awareness regarding environmental designations of Falasarna



4.4 Status and satisfaction with existing participation opportunities regarding Gavdos

Stakeholders and the local community were questioned to establish whether stakeholder and community consultation was being carried with regard to protected area management decisions, and the extent to which they felt they were effective or adequate. 81% of stakeholders interviewed claimed that present consultation and collaboration between stakeholders was inadequate for the effective environmental management and protection of Gavdos. This result is of concern, considering that at the time of this research, the consultation period for the adoption of the protected area management plan for Gavdos was in progress.

With regard to local community consultation for Gavdos environmental management decision making all only 3 stakeholders interviewed perceived it to be effective, or to that point sufficient. The remaining interviewees commented on the lack of community consultation practice, and provision of training or the resources to do so. This problem was confirmed through the community survey whereby an overwhelming 82% stated *Never* to have been informed and consulted. This fact was also made apparent during the local community workshop, where participant, made a number of questions regarding the implications of Natura2000 designation of their land, and requests of clarification of what is, and what is not prohibited. Considering the small size and population of this island (24 households) community engagement exercises could easily be implemented

The above results indicate the importance of providing opportunities through JUNICOAST to increase information provision, as well as, the development of a holistic communication strategy and after life communication plan. These results should also be given consideration by authorities who are responsible for the consultation component regarding Natura2000, and encourage them to increase involvement and information provision activities.

4.4.1. Stakeholder and community awareness regarding Gavdos

All excluding three of the 16 stakeholders interviewed knew Gavdos has been established as Natura2000 site. However, many of them stated confusion or lack of

understanding what this meant in practice and what legal implications such a designation had.

Local community awareness regarding the environmental protection status and designations of Gavdos results, are in line with those of stakeholders, meaning that the majority knew that the island was designated as NATURA2000 but that they did not understand its implications in practice. Regarding reasons for designation and protection the majority perceived the presence of juniper trees, and to a lesser extent the habitat concept of sand dunes with *Juniperus*.

The above results indicate the need for an integrated communication strategy to both decision making stakeholders, as well as, the local community regarding priority habitat 2250*, Natura2000, and its implications for the environmental management and protection of the site.

5. Outline of participatory activities conducted for A.6 & results of formative evaluation

In this Section an outline of the different participatory methods conducted for A.6 in conjunction with the results of the formative evaluation are presented. It is important that approaches were tailored according to targeted audiences and purpose of participation. Decision making stakeholders, such as public authorities at national regional and local level, NGOs, etc were consulted using high interaction methods, where as, the local communities were consulted in most cases apart from Gavdos, via survey. Below, each of the participatory activities is described followed by the results of their evaluation.

5.1 Approaches implemented for decision making stakeholder consultation

5.1.1 Stakeholder Workshop Method

In order to maximize stakeholder engagement and potential for input, the workshop utilized different participatory methods, taking into consideration Environment Council (2002) facilitation method guidelines: For a detailed analysis of the workshop methods participant and results, refer to Padiaditi et al, 2009. Indicatively, the workshop procedure is outlined below.

Workshop participants were divided into groups according to capacity and site relevance. Following a brief presentation of the JUNICOAST project aims and objectives, as well as the priority habitat, and sites which the project will carry out actions in, stakeholders in their groups were instructed to carry out exercise 1. All participants were handed out a workshop manual in Greek which included a brief summary of the project, the agenda as well as a description of all the actions, and exercise instructions. Additional material included a draft educational programme for them to review, the draft local community survey as well as a workshop feedback form (included in Appendix A) which was completed following the end of the

workshop. Facilitators were provided with additional review sheets where stakeholder comments were recorded.

Exercise 1

This exercise utilized a combined carousel metaplan method, whereby participants in their groups were asked to discuss and write on post it's:

- main values (environmental , social, and economic) of the specific sites
- main threats to the sites
- recommendations in order to ensure the preservation of these values and minimizations of the threats
- their expectations and views regarding what they would like to see achieved from the JUNICOAST project

Each group had a facilitator assigned by MAICH which took notes of the conversation as well as stuck the post it notes on the relevant posters. Aerial pictures as well as maps of the habitat were provided to participants where they were asked to draw on them, important features or problem areas.

Exercise 2- Review of proposed Actions

Following a brief presentation of each action (Preparatory A, Concrete C, Dissemination D, and E actions) participants were asked to consult the manual where the detailed description of each action was presented and with the input of the facilitator, detail feedback on each action was obtained.

For each action the following questions were addressed and conclusions noted by facilitators:

- Relevance / importance of proposed action
- Existence of data
- Potential for collaboration and input/ action

5.1.2 Stakeholder Workshop formative evaluation

In this section, the results of the evaluation of the workshop are summarized. Individual questionnaires-feedback forms were handed out to all participants (See Appendix A for questionnaire), containing open and closed questions. In total 32

questionnaires were completed and returned. Feedback was obtained regarding participants perceptions of:

- The usefulness of the workshop
- What they found valuable about the workshop
- Their personal recommendations regarding the proposed actions
- Their personal ideas for collaboration within the context of the project
- The effectiveness of the facilitation methods used
- The extent to which collaboration and communication between stakeholders was facilitated
- The representatives of the stakeholders participating in the workshop
- Recommendations of who else should be involved
- The extent to which this workshop was informative
- Other recommendations regarding actions which should be incorporated in the project but which haven't been included in the proposal.

Regarding the usefulness of the workshop, the overall response was "very useful" scoring an average of 9.03 out of 10. Participants were asked to write down the two main things they liked about the workshop (See Table 5.1). The opportunity for sharing of views collaboration and consultation between stakeholders ranked as the main benefit of the workshop. Participants commented on the value of discussing problems and seeing things from different perspectives. Many also pointed out that although they work on similar areas/ sites they rarely have the opportunity to sit around all together and discuss issues. This point is also evident from the high score 8.59 out of 10, to the question "Do you feel the workshop encouraged collaboration and communication between stakeholders?"

Obtaining information about the project, at such an early stage and being asked their input was also appreciated by many. Many stakeholders commented on the educational value of the workshop, regarding the priority habitat 2250*. A high score was also achieved for the quantitative question of "to what extent did you feel the workshop was informative" (average 8.94 out of 10).

The facilitation methods employed to conduct the workshop were new to participants and for the area. Therefore, a question regarding the perceived effectiveness of the methods used was asked. From observations all stakeholders seemed engaged during the process, and despite the short available time all tasks were completed. Many commented on how they liked the process and an average score of 8.68 out of 10. Some participants who did not provide such a high score e.g. 7 out of 10 were from national authorities which would have liked the opportunity to engage with all stakeholders rather than those of a specific area in the table which they were sitting. This perception may have been exemplified, due to the fact that the plenary session was not carried out due to the request of participants to leave early because of the bad weather conditions.

Regarding the range and completeness of stakeholder present at the workshop, due to the strike key stakeholders although invited were not present. As such, an average of 7.41 out of 10 was achieved and it was one of the main criticisms of the workshop (see Table 5.2). Participants were also asked to propose who else should be involved in the project and invited to future events. The majority of those proposed had already been contacted but did not participate. Recommendations are listed in Table 5.3. Participants were also asked to write down their ideas and comments regarding the proposed actions of the projects as well as methods of collaboration with them in the context of the project.

The response was encouraging as comments were very positive with commitments for collaboration. The need for meetings at a site level with local communities and representatives became apparent in particular for the remote island of Gavdos.

Encouraging was also the request for the repetition of the workshop at a later date. Educational officers present committed in engaging and facilitating with the education programme, as well as tourism representatives on disseminating information to tourists. Of those municipalities present at the workshop commitment and willingness to collaborate throughout the duration of the project on all levels was expressed and is encouraging. However, the need to contact directly those absent was also emphasized.

Table 5.1 Participants perceived main benefits of workshop

Question: Please write the two main benefits of the workshop

- Information regarding the priority habitat / the offered potential to collaborate with stakeholders
- I learnt a lot about the priority habitat of Coastal dunes with *Juniperus spp* which I didn't know before
- The participation of different stakeholders from different public and private bodies was important as different views are presented and co-considered
- collaboration - clarification of available information and proposed actions
- the exchange of views and ideas
- early involvement in the project- the concrete action focus of this project
- the structuring of the issues and information as well as their analysis
- understanding of ecosystem processes of this priority habitat
- Getting to know respectable colleagues- getting the opportunities to exchange views regarding my area
- getting to know partners- having the opportunity to have an input from the beginning on the project
- getting information on the project- getting to meet other stakeholders and exchange views
- communication and exchange on views with different stakeholders
- information on how funding programmes work how to design programmes and obtain funding
- awareness raised and information provided
- information on the project- the opportunities for marketing of the areas
- opportunities for collaboration and understanding
- I obtained an understanding of the issues
- I was not aware of the habitats presence in Falasarna
- information and description of all actions
- the opportunity to get in touch with other stakeholders
- awareness raised on the subject and opportunity to discuss with other stakeholders
- the opportunity for stakeholder collaboration- and obtaining knowledge on the habitat
- obtained information on the sites and opportunity to see different dimensions of the problems
- information provision
- getting to know the different stakeholders and MAIX
- the stakeholder consultation methods used- and the openness of the discussions regarding problems and solutions
- obtained more information regarding the issues and on the subject
- awareness raising and consideration of the future of this area, as well as the discussion on the potential solutions
- the collaboration with a range of people which represent those responsible for these areas
- finally someone is dealing seriously with our area- the caliber of the participating stakeholders
- an understanding and discussion of solutions for the protection of the habitat

Table 5.2 Participants' criticisms regarding the workshop

- not all stakeholders which were invited and should have been here showed up
- limited available time
- the material should be sent in advance
- it would have been good to have heard the threats which other habitats are facing
- absence of key stakeholders- small TV coverage
- the discussion was dominated by one good hearted individual
- I would have liked to have been involved in the discussions in other tables too.
- not all stakeholders were present- the time was not enough
- the lack of participation of specific stakeholders
- the absence of the main stakeholder the municipality of Pelekanos
- the absence of many stakeholders

Table 5.3 Recommendations of other participants which should be involved

- the local environmental NGO, the environmental education group, the hunters association
- the environmental group of Ierapetra
- environmental group - archaeologists
- more stakeholders from Rhodes and other South Aegean Islands
- many stakeholders were not able to come yet should have such as from the Cyclades prefecture, the forest directorate of the Cyclades etc, the environmental education authorities of the Cyclades etc
- the forest directorates should have been here
- the ministries should have had a greater participation
- ecological NGOs should have been present
- everyone should have been present
- the university of Crete and technical polytechnic should have been present
- the university of Crete- geologists and archaeologists
- the regional environmental bodies should have been present. Environmental services from the municipalities should have been present- the environmental lawyers groups
- the municipality of Kissamos should have been present as well as the cultural group of Platanos which organizes a rave party every year on the beach
- there should have been more NGOs and representatives from schools
- the municipality of Kissamos should have turned up
- maybe more stakeholders involved in tourism should have been present
- the cadastre should have been present
- there were many important stakeholders absent due to the national strike
- the ministry of environment must get involved- the cadastre- and the agricultural police (αγροφυλακη)

The stakeholder workshop although evaluated by participants as being very successful, was very demanding in terms of input. Identification of stakeholders and contact details, took approximately one month, and several phone calls to each, to convince them to participate and subsequently to arrange travel requirements.

Preparation of workshop material such as handbooks describing project activities and requests for feedback, coupled with formal invitation letters also took time- but it was considered essential, in terms of illustrating the transparency of the project, and a first move to build trust.

One lesson learnt was the need to arrange meetings preferably within localities under question, as remoteness was a key reason for the non participation of a number of identified stakeholders.

Public authority, authorization for travel and participation in events also proved to be problematic, involving a lot of bureaucracy and authorization steps, on the side of participants. Travel allowances are also not available, thus indicating the importance of covering such costs, which in this case were not insignificant.

Finally, this method does require the input of a trained facilitator, as many activities need to be carried out in short time, by an audience not experienced in such style of engagement activities

5.1.3. Stakeholder Interviews

Following a stakeholder analysis, (35) stakeholders were contacted and interviewed. Snowball purposeful sampling was also utilized and data collection stopped only when no new stakeholders were being proposed by interviewees. Only with one of the 35 stakeholders (Ministry of Environment and public works), an interview was not possible, signifying a very robust sample.

Semi-structured interviews including qualitative and quantitative questions were undertaken. Interviews were recorded and transcribed and content analysis performed for qualitative responses (Sarantakos, 1993), where as descriptive statistic using Excel was performed for quantitative data (De Vaus, 2007).

5.1.4 Stakeholder Interviews formative evaluation

Stakeholder interviews had a number of benefits and proved to be complementary to the workshop. Each interview lasted approximately an hour and provided the freedom for stakeholders to express their true views without fear of offending another

stakeholder, as could have been the case in the workshop. It also provided information on the specific difficulties barriers and contributions which each stakeholder could have for a specific habitat.

However, although these interviews provided the opportunity to obtain a deepened understanding regarding the questioned matters, they were also very time consuming. In many cases up to 4 telephone communications were required in order to obtain an interview. Transcription is known for being time consuming, as well as the qualitative component of the analysis. It is advised that should limited time and funding be of an issue, or the absence of personnel with knowledge in qualitative data analysis, other means should be employed, such as the workshop.

5.1.5 Personal Communication- Informal interviews

In many cases formal interviews were not appropriate or essential. However, in order to obtain the views of stakeholders relevant to a particular component of the project (e.g. tourism or education) and to establish their collaboration and involvement in the project, personal communication in the form of meetings or telephone conversations was carried out. Headmasters of primary schools were visited in order to determine specifications and practical issues regarding the education campaign as well as level of interest and possibility for school engagement. Moreover, influential individuals, and people with long term knowledge of the areas, or land ownership claims, or business interests were contacted. This form of engagement proved to be very necessary, although no formal evaluation of it could be conducted.

5.2 Approaches implemented for local community consultation

5.2.1 Community survey

In order to obtain information regarding the local populations' perceptions of values, threats and required activities for the sites, as well as, levels of environmental awareness, and relationship to the sites; household community surveys were conducted.

Random sampling was used, and self completion questionnaires were delivered and collected through schools in each municipality enabling an even geographical coverage. Data was analysed using Excel and SPSS. Content analysis was conducted on open ended questions using codes.

In Gavdos, due to the small size of the population, the survey was administered door to door, and aimed at covering all households. However, door to door method, proved to be time consuming, difficult and not sufficient considering the close relationship of the local population, to the sites in question (See Padiaditi et al, 2009d). Therefore, a local community workshop was carried out described below.

5.2.2 Community survey formative evaluation

The community survey requires time for the questionnaire development and piloting. Their distribution and selection through the schools resulted in a very good response rate, with minimum staff time input, when compared to postal or door to door methods. However, only having completed the study was it identified that a special permit is required and approval of the questionnaire content, by a specific committee in the Ministry of Education, which could take months! Furthermore, distribution through schools results that a specific segment of societies opinions are obtained (those married with children), albeit the most active.

Regarding the door to door survey in Gavdos, it proved to be very time consuming with each questionnaire for completion lasting around an hour. Locals wished more to discuss and were apprehensive regarding writing things down.

5.2.3 Local community workshop in Gavdos

Following the request of Gavdos stakeholders during the stakeholder workshop as well as based on observations of researchers conducting the survey, the need for a local community workshop, with the aim of describing the project, the intended actions and an opportunity to raise concerns and clarify potential misunderstandings was noted, and thus carried out. The workshop was informal and well attended and provided a good opportunity for trust building and collaboration.

5.2.4 Local community workshop in Gavdos evaluation

Due to collaboration with community president, accommodation to hold the meeting was provided free of charge, thus reducing the costs significantly, the informal nature of the meeting did not require a lot of preparation time from the side of the organisers although rounding up the people, did require a lot of personal communication on a one to one basis.

5.3 Other outreach activities

In parallel and in support of the aforementioned activities a number of additional outreach activities have been carried out. Press releases and TV coverage for the stakeholder workshop and at the onset of the project to inform people were used.

Furthermore the prompt website activation (www.junicoast.gr) facilitated access to information on the project as well as opened communication channels to a wider audience.

6. Conclusions Recommendations & Future Steps

From the research carried out for the purpose of evaluating stakeholder engagement practice a number of conclusions can be drawn, with regard to future steps for the projects participatory programme, as well as transferable lessons for other such projects in Greece. Moreover, a baseline to conduct a summative evaluation at the end of the project has also been established and an evaluation framework proposed.

- What was established is that information provision to the public regarding the NATURA2000 sites and priority habitat in question was low if not absent.
- Collaboration and communication between decision making stakeholders requires strengthening.
- Local community engagement activities regarding the protection of the habitats have not taken place, and awareness regarding their designation status is low.
- Local communities expressed their dissatisfaction regarding lack of participation and information provision opportunities.

From the above, it emerges that A.6 should be seen as a starting point to an extensive participatory programme which will be materialised through JUNICOASTS' D and some E actions. Stakeholders requested to be informed and consulted regarding concrete conservation action specifications, as well as, to be presented the results of the preparatory actions.

The need for tailor made communication strategies according to site in question also becomes obvious as different localities had different issues which require to be addressed. For example in Falasarna, lack of knowledge of the site and the habitat, is a starting point, whereas in Gavdos, the expressed need to find out more about Natura2000 and the implications this has to the local community was underlined.

Conclusions and recommendations regarding the participatory methods utilised include the following. Facilitated workshop methods, involving tasks and high interaction processes, were novel to participants, yet very much appreciated and well handled. Despite the novelty, participants were able to work and complete the tasks

by the end of the day. Their use is thus, highly recommended, and methods to do so provided. However, the time and preparation effort should not be ignored. For the workshop high scores were obtained for participatory programme evaluation indicators such as perceptions of:

- The usefulness of the workshop
- The effectiveness of the facilitation methods used
- The extent to which collaboration and communication between stakeholders was facilitated
- The representatives of the stakeholders participating in the workshop
- The extent to which this workshop was informative

However, the actual outcome indicators, and evidence of effectiveness and capacity to improve collaboration and raise awareness can only be judged at the end of the project.

A process indicator which the project and all LIFE+ projects have difficulties in performing well in, has to do with the limited integration of project participatory exercises in existing institutional decision making processes. So, although JUNICOAST has made every effort to engage with decision making stakeholders, existing legislative and institutional decision making processes regarding protected area management, for these specific areas, remain by law distinctly separate, thus, limiting the integration at a governance level, of the projects outcomes, as well as, the perceived legitimacy and accountability of participation processes carried out.

An additional recommendation emerging from this evaluation and which will be taken on board for the implementation of the D Actions is the need to conduct meetings and workshops as close as possible to localities, as travel in particular for public authorities consists of a significant barrier.

Interviews although effective in obtaining a deeper understanding of issues, as a participation method, are very time consuming and do not have the added benefits of collaboration enhancement and sharing of values, which workshop methods did.

With regard to local community consultation, using surveys, it was an easy method and appropriate for establishing a general picture, however, in order to ensure the long

term ownership of the projects actions, there is a need for two-way communication and higher interaction activities, which will be pursued through the D actions of the project.

Regarding methods and indicators to evaluate participatory programme effectiveness, a theoretical framework has been proposed, and key references with indicator provided. Morrissey (2000) and Patton (2002) however, advise against copy-paste use of such indicators, and propose their consideration and modification according to the nature of the proposed programme and the specific context of application. Thus, the aforementioned work serves as a starting point for A.7 “elaboration of long term monitoring protocols” as well as guidance for other future projects.

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Appendix A

Workshop evaluation feedback form

LIFE07NAT/GR/000296

Δράσεις για την προστασία των παράκτιων αμμοθινών με είδη *Juniperus* στην Κρήτη και στο Νότιο Αιγαίο (Ελλάδα).

Δράση Α.6 Διαβούλευση με τους εμπλεκόμενους φορείς και την τοπική κοινωνία

Αξιότιμοι φορείς και συμμετέχοντες,

θα θέλαμε να σας ευχαριστήσουμε για την πολύτιμη συμμετοχή και συμβολή σας στη σημερινή ημερίδα εργασίας. Θα εκτιμούσαμε ιδιαίτερος τα σχόλια σας για τις σημερινές δραστηριότητες και τα αποτελέσματα που εξήχθησαν από αυτές. Παρακαλούμε όπως συμπληρώσετε το ακόλουθο ερωτηματολόγιο και παραδώσετε το σε κάποιο μέλος της οργανωτικής ομάδας κατά την έξοδό σας από την αίθουσα.

Παρακαλούμε γράψετε τα στοιχεία επικοινωνίας σας για να σας συμπεριλάβουμε στο δίκτυο του προγράμματος, καθώς και για την μελλοντική μας επικοινωνία.

Όνομα.....
 Φορέας / οργανισμός.....
 Διεύθυνση.....
 Τηλέφωνο / fax.....
 email.....
 Website.....

Πόσο χρήσιμη βρήκατε την σημερινή ημερίδα εργασίας;

1	2	3	4	5	6	7	8	9	10
Καθόλου				Μέτρια					Πολύ χρήσιμη

Παρακαλώ παραθέσατε 2 πράγματα που θεωρείτε ως κέρδος από την ημερίδα εργασίας

.....

Παρακαλώ παραθέσατε τις όποιες προτάσεις σας σε σχέση με τις προτεινόμενες δράσεις του προγράμματος

.....

.....

Παρακαλώ παραθέσατε τις ιδέες σας για μελλοντική συνεργασία στα πλαίσια των δράσεων του προγράμματος- (πως προτείνετε να συνεργαστούμε μελλοντικά;)

.....

Πόσο αποτελεσματικές θεωρείτε τις μεθόδους που χρησιμοποιήθηκαν κατά τη διάρκεια της ημερίδας εργασίας για την επίτευξη των στόχων;

1	2	3	4	5	6	7	8	9	10
Καθόλου				Μέτρια					Πολύ

Κατά πόσο θεωρείτε πως η σημερινή ημερίδα προώθησε τη συνεργασία μεταξύ των συμμετεχόντων;

1	2	3	4	5	6	7	8	9	10
Καθόλου				Μέτρια					Πολύ

Κατά πόσο θεωρείτε πως οι συμμετέχοντες στη σημερινή ημερίδα αντιπροσώπευαν όλους τους φορείς που θα έπρεπε;

1	2	3	4	5	6	7	8	9	10
Καθόλου				Μέτρια					Πολύ

Ποιοι άλλοι φορείς, κατά τη γνώμη σας, θα μπορούσαν να συμμετέχουν στο πρόγραμμα αυτό;

.....

Κατά πόσο θεωρείτε πως η σημερινή ημερίδα υπήρξε ενημερωτική;

1	2	3	4	5	6	7	8	9	10
Καθόλου				Μέτρια					Πολύ

Παρακαλώ παραθέσατε 2 πράγματα που δεν σας άρεσαν στη σημερινή ημερίδα εργασίας

.....

Παρακαλούμε υποβάλετε συστάσεις για μελλοντικές ενέργειες που θα επιθυμούσατε να συμπεριληφθούν στο αντικείμενο έρευνάς.