



UNDP/GEF Danube Regional Project

Stakeholder Analysis Workshop

**Baden, Austria
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1. Summary and Recommendations

What happened and why

- Following the ICPDR Operational Plan for Public Participation (approved at the ICPDR Ordinary Meeting, Vienna, December 1-2, 2003) and under the guidance of the RBM EG, a stakeholder analysis workshop was held in Baden, Austria, on Dec. 10-11, 2003. The objective was to identify stakeholder groups on a basin-wide level whom the ICPDR should inform, consult, and actively involve in the implementation of the WFD and to define the time and means of involving those groups. The workshop was conducted with the support of the UNDP/GEF Danube Regional Programme (DRP).
- The ICPDR has taken the lead to develop a strategic approach for public participation on a Danube-basin wide level and will collaborate with representative groups on sub-basin, basin-wide or European level. All activities below the sub-basin level fall into the responsibility and are therefore primarily carried out by national authorities. However, the ICPDR is currently building up a network of public participation experts to facilitate cooperation on a basin-wide level.
- All legal obligations for the implementation of the WFD are clearly with the countries. Therefore, the ICPDR holds no legal responsibility to organize a public participation process. However, the ICPDR has principally decided to pro-actively pursue PP to avoid future conflicts with the relevant stakeholder on the implementation of the programme of measures.

Results

- 23 categories of stakeholders were identified as relevant to the ICPDR, the DRP and efforts to coordinate the implementation of the WFD at the DRB level. Some prioritization of the groups was begun, but more discussions and research is needed to complete the process.
- For some of the stakeholder categories identified in the workshop, it is not known whether Danube-wide or European networks or representative organizations do exist or if they are interested to participate. Further research is therefore required.
- The WFD requires or recommends PP at several stages of its implementation. The workshop participants focused its discussion on two steps, which have a high priority: (i) the characterization of the river basin (2004) and the draft of the River Basin Management Plan (2006-2009). Selected stakeholders should be consulted about the characteristics of the river basin in 2004. This would be useful to prevent stakeholder groups from objecting at a later stage when confronted with pressures and impacts which have been identified without their involvement. If this is not possible to implement already in 2004, a process should be established to allow stakeholders to provide input in 2005. From 2006-2009, the River Basin Management Plan (RBMP) for the Danube will be developed; first as a draft and consequently as a final plan together with a programme of measures. In this stage, stakeholders should be actively involved and their ownership has to be claimed.
- The workshop participants proposed to inform a range of stakeholders (or their representative bodies) from the following sectors about the ongoing characterization of

- the river basin: forestry, recreation industry, transport, communication & media, the municipalities, and granting and lending institutions. The process of developing a communication strategy of ICPDR is underway, which needs to spell out specific means for information of these stakeholder groups, e.g. through printed material, targeted seminars, etc.
- Other stakeholders need to be consulted in this process. For that, it is proposed to organize targeted workshops, involving the following groups: NGOs, flood protection networks, professional organizations (e.g., hydrologists and economists), the water supply and waste water sector (e.g., through IWA), fisheries and the processing industry, and selected industry networks. It is proposed that this consultation process is organized through the expert groups, which could invite selected stakeholders to their meetings. This would be a test for the next step of active involvement of these groups (see below). Alternatively, or supplementary, the River Basin Management Expert Group could organize a public hearing on the characterization of the Danube river basin.
 - For the elaboration of the River Basin Management Plan, the workshop participants supported the implementation of “Danube Council” for consultation of stakeholders (the final name for this new forum has yet to be developed). This “Council” would be a forum in which stakeholders could bring in their perspectives. It is proposed to start early with the design and the planning of this institution, and to contract an institutional development / public participation expert for elaborating a respective proposal.
 - Other stakeholder groups need to be actively involved in the elaboration of the River Basin Management Plan, e.g. the agriculture and industry sector, the water and waste water industry, etc. The workshop participants proposed that the ICPDR expert groups (EGs) should be more flexible and opened up to external participants (depending on the topics under discussed).
 - The idea to open up the expert groups for external stakeholders, which has to be endorsed by the next meeting of the Standing Working Group of the ICPDR, will have consequences for the structure and operation mode of the EGs: As they will grow in size and partly change their focus, they need to revisit their rules and working procedures. External, independent facilitation of their meetings might be required for mediation of conflicts and search for common ground among the various stakeholders. It is proposed that an institutional development expert looks at the present structure and working mode of the expert groups and elaborates a proposal for change of these.

Next Steps Proposed

- Stakeholder participation is a process that takes time for careful preparation, selection of relevant stakeholders, consultations with relevant groups and their actual involvement. The process that has been outlined in the workshop should start immediately.
- As a first step, the analysis of the relevant groups representing the stakeholders should be taken further and a clear picture of “Who is Who” on European, Danube and sub-basin wide levels should be developed. This report should be fed back to workshop participants and other relevant experts with the request to complete the analysis.
- Some of the international organizations might lack the capacity or the mandate to participate in Danube-wide PP processes. ICPDR – together with the DRPC - should consider measures of capacity building for these groups.

- Once relevant organizations and their capacity and legitimate power for involvement in the consultation process has been assessed, ICPDR/DRPC might decide to support capacity building of some of these groups.
- Certain steps proposed need the green light of the ICPDR decision bodies. The proposals for opening up the expert groups and a first design of a prospective “Danube Council” should be developed with the support of an institutional development expert and made available to the Standing Working Group of ICPDR in time.
- ICPDR and DRPC should offer assistance to the member countries to carry out a stakeholder analysis on the national level. Since national authorities will have the obligation to initiate PP on a local level, a capacity building programme on PP skills should be organized for the PP focal points and for relevant NGOs which could become implementation partners for PP.

2. Background

The ICPDR Public Participation Strategy

The Water Framework Directive (WFD) of the European Union has spelled out certain requirements for the involvement of the public in river basin management. Preamble 14 states that *“The success of this Directive relies on close cooperation and coherent action at Community, Member State and local level as well as on information, consultation and involvement of the public, including users.”*, while Preamble 46 requests *“to ensure the participation of the general public including users of water in the establishment and updating of river basin management plans...”* Finally, Article 14 of the WFD states that *“Member States shall encourage the active involvement of all interested parties in the implementation of this Directive, in particular in the production, review and updating of the river basin management plans.”*

The ICPDR has adopted a pro-active approach towards public participation (PP). During a 2 days workshop which took place in Bratislava on April 4-5, 2003, PP strategies were designed for the international (Danube-wide), the sub-basin, the national and the local levels. Based on the workshop results, the standing working group of the ICPDR welcomed *“the draft and approved the basic principles of the public participation strategy paper and asks the RBM group to further elaborate the basic approach for the roof level...”*

The timetable of the WFD requires stakeholder involvement in several phases, among them two steps of the elaboration of the River Basin management Plan (RBMP, see also Annex 3 and 4):

- until 2004: Identification of river basin characteristics, e.g. pressures and impacts, economic analysis, etc. – stakeholders need to be informed.
- until 2008/2009: Elaboration of the RBMP and the programme of measures – stakeholders need to be consulted or actively involved.

The RBMP and the programme of measures will be based on the identification of river basin characteristics. It is therefore indispensable to involve stakeholders already in an early part of the process. If this is not done there will be a risk that stakeholders will not conform with the RBMP, because their views on what creates a pressure on the Danube will not be reflected. Consequently, the implementation of the programme of measures might face serious resistance.

In December, 2004, ICPDR will publish a roof report on the implementation of the WFD for the Danube river basin. As a first step, the international PP strategy foresees the conduct of a stakeholder analysis to identify key stakeholders, their motivations, potential roles and contributions. Based on this analysis, further recommendations for the involvement of stakeholders were expected to emerge.

As a part of the ICPDR PP strategy stakeholder analysis workshop was held at Baden, Austria, on Dec. 10-11, 2003, with the objective *to identify stakeholder groups on a basin-wide level whom the ICPDR should inform, consult, and active involve in the implementation of the WFD and to define the means of involving those groups.*

The workshop was conducted with the support of the UNDP/GEF funded Danube Regional Programme (DRP).

3. Results

A total of 23 groups were identified, which constitute the main stakeholder groups relevant for ICPDR on a Danube wide level.

- 1: **Agriculture**
- 2: **Fisheries**
- 3: **Forestry**
- 4: **Recreation**
- 5: **Flood Protection**
- 6: **Transport**
- 7: **Water Supply**
- 8: **Waste Water**
- 9: **Industry**
- 10: **Energy**
- 11: **Consumers**
- 12: **Education and Research**
- 13: **Professional Organizations**
- 14: **European Level Governance**
- 15: **Municipalities**
- 16: **Communication + Media**
- 17: **Religious Organisations**
- 18: **NGO's**
- 19: **Inter. Agreements and Organisations**
- 20: **Granting Institutions**
- 21: **Lending Institutions**
- 22: **Investors**
- 23: **Political Parties**

These categories were further analysed for the existence of networks or representative organizations on a Danube-wide or European level (Figure 1). The existing knowledge gaps have to be filled by further research.

Further proposals were made to ensure PP at the different stages of the WFD implementation (see Figure 4-6). The stakeholder analysis focused on two steps of the implementation of the WFD, which require either information, consultation or active involvement of stakeholders. In 2004, selected stakeholders should be consulted about the characteristics of the river basin. In case this cannot be ensured, some of the groups might object at a later stage when confronted with pressures and impacts which have been identified without their involvement. From 2006-2009, the River Basin Management Plan (RBMP) for the Danube will be developed; first as a draft and consequently as a final plan together with a programme of measures. In this stage, stakeholder have to be actively involved and their ownership has to be claimed.

The workshop participants proposed to inform a range of stakeholders about the ongoing characterization of the river basin, other stakeholders need to be consulted in this process. For that, it is proposed to organize targeted workshops and to publish information material.

For the elaboration of the River Basin Management Plan, the ICPDR workshop on PP (Bratislava, April 2004) supported the implementation of a "Danube Council" for consultation of stakeholders. Other stakeholder groups need to be actively involved, e.g. the agriculture and industry sector, the water and waste water industry, etc. It is proposed that ICPDR expert groups should be opened up to external participants who would then participate in the decision processes.

Figure 1: Listing of Stakeholder Categories and Basin-Wide Organizations (to be completed)

No	Stakeholder Categories	Basin-Wide Organizations	
		established organizations ¹	further research needed ²
1	Agriculture	ICID Network of organic farming IFOAM	Trade Organization Producer Assoc. Agrochemicals
2	Fisheries	Sturgeon Association	????
3	Forestry	FSC	Producer's association Professional associations of foresters
4	Recreation	ANTRAC Cruise-Ship Liners	Canoeing Birdwatching Assoc. Danube bike ways Assoc. of Sport Sailing Sport Fishing Guild
5	Flood Protection	TISZA Forum WMO Int. Hydrological Society UNESCO/IHP	
6	Transport	Danube Convention Assoc. of Danube Port Authorities TINA office Council of Europe Port Authorities	Shipping Assoc.
7	Water Supply	DVGW IWA	Industrial/Trade Organisations Drinking Water supply Intern. and Europe Water Assoc.
8	Waste Water	IWA	Industrial/Trade Organisations

¹ Some names or acronyms might be spelled or expressed incorrectly and would need further elaboration

² Existence of relevant Danube or Europe-wide networks or organizations not known to workshop participants

No	Stakeholder Categories	Basin-Wide Organizations	
		established organizations	further research needed
9	Industry	European & Intern. Chambers of Commerce European Mining Assoc. AISE	Food, Beverage Industry Pulp/Paper Chemicals, etc.
10	Energy	Intern. DAMS Association Balkan Interconnection	Hydropower Association
11	Consumers	Consumers International	
12	Education & Research	IAD, Capnet, CEE, PUS, VITUKI, IHP, IWLearn CEU	
13	Professional Organizations		To be further explored
14	European Level Governance	European Parliament EC: DG Environment, Regio, Transport, Agriculture, EEA, Stability Pact Enlargement, Research, AID ISPA,SF, PAA, CAP, N 2000, Council of Europe	
15	Municipalities & Regions	ARGE Donau ICLEI	Cities Assoc.
16	Communication & Media	Int. Env. Journalism Association WAZ, CNN, BBC, RTL, etc.	
17	Religious Organizations	World Council of Churches	Orthodox Catholic Muslim Protestants
18	NGO's	Birdlife, GWP, DEF, WWF CEE, WEB, Bankwatch NGO's - Networks FOE, Greenpeace, Green Cross, WECF, SEE ENN, GONG, Visegrad Organization of Women, etc.	

No	Stakeholder Categories	Basin-Wide Organizations	
		established organizations	further research needed
19	Inter. Agreements and Organisations	UN/ECE Helsinki Convention, OSCE REC, Ramsar, Carpathian, Black Sea, Sub-Basin/SAVA, TISZA, LDG-, Bern, Bonn, NATO NY, Arhus, Rio ECO, EG	
20	Granting Institutions	Bi-, Multilateral, National, Internat., Private, Directories	
21	Lending Institutions	EIB, EBRD, WB, KFW, Commercial Bank, DABLAS	
22	Investors		International Investment Funds Green Investment Funds
23	Political Parties	Christian Democrats, Parties Foundations Greens, Peoples Party, Social Democrats	

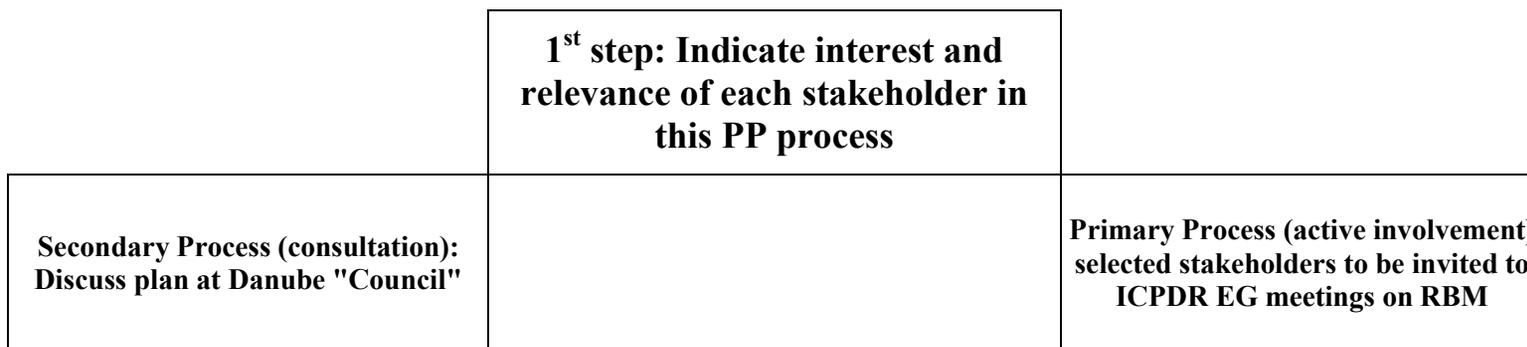
Figure 2: Stakeholder Analysis 2004: Characterisation of river basin: pressures impact & economic analysis

Information		Consultation		Active Involvement	
Who?	How?	Who?	How?	Who?	How?
Forestry Recreation Transport Communication & media Municipalities Granting & Lending Institutions	Internet Forum targeted seminars e-discussion list Ministerial Meeting 2004	NGO observers Flood Protection Professional organisations Hydrological Economists Water Supply and Waste Water (IWA) Fisheries incl. processing industry Scientific Institutions Industry	Internet Forum (Interactive Access) workshop on selected topics targeted seminars commenting on outputs	DG Transport and Environment Council of Ministers of Transport Energy Council of Ministers DG Agriculture Council of Ministers of Agriculture	ICPDR has to get actively involved into the decision processes of these institutions.

Figure 3: Stakeholder Analysis 2006-2009 River Basin Management Plan

Information		Consultation		Active Involvement	
Who?	How?	Who?	How?	Who?	How?
Consumers DABLAS		Education and Research European Ass. Of Enc. and Ressource Economists other professional assoc. Europe-wide IAD Secretariats of Int. Agreements Granting and Lending Institutions Recreation Forestry Municipalities	“Danube Council”	Intern. Agriculture Organizations, e.g. ICID Fisheries Transport Flood Protection Industry Water & Wastewater Energy NGO's	Explore structures and capacities Open ICPDR expert groups for active involvement of these stakeholder groups

Figure 4: Specific PP Mechanisms for Development of River Basin Management Plan on Danube-wide level



RBM	EMIS	MLIM	ECO
Transport	Agriculture		
Energy	Industry	Fisheries	
	Water & Wastewater	Water and Wastewater	
Flood Protection	Economy	APC	
Flood protection organizations	Economies Professional association	Emergency response organizations (e.g., military)	

4. Lessons Learned from the Process

What was planned	What the group realized in the process	How the group proceeded in the workshop	Recommendations for the further process of elaborating the international stakeholder analysis	Recommendations for the process of elaborating the national stakeholder analyses
<p>Selection of participants</p> <p>It was intended to invite experts who would represent the Danube countries as well as the different sectors that are impacted by the WFD. The ICPDR, the DRP, the governmental sector as well as the non-governmental sector was to be involved. By this approach it was hoped that the analysis would provide a comprehensive picture of stakeholder groups, their prospective role and their expectations. For logistical reasons, the group was planned to consist of less than 20 persons.</p>	<p>Selection of participants</p> <p>Some of the invited participants were not able to follow the invitation. Finally, 12 participants came (and further 2 on the second day). Most of the Danube countries were represented directly or indirectly. Participation of the different sectors was uneven. For example, the agricultural sector was not represented. The group realized further that the knowledge of European or Danube-wide roof organizations of the stakeholder was partly limited and some assumptions had to be made.</p>	<p>Selection of participants</p> <p>It was decided to highlight knowledge gaps and to further research these.</p>	<p>Selection of participants</p> <p>Assign experts or representatives of stakeholder groups to research on the knowledge gaps, particularly with regard to international groups and their respective mandate.</p>	<p>Selection of participants</p> <p>Spend sufficient time for preparation of the stakeholder analysis. An option would be that a small group of 3-5 experts elaborates a first list of general stakeholder groups. Based on this list, representatives of these stakeholder groups should be invited to a stakeholder analysis workshop. The number of participants should be between 12 and 20 to ensure a critical mass but at the same time to facilitate active involvement of the participants.</p>
<p>Time allocation</p> <p>The workshop run over one and a half days, with most participants arriving the night before.</p>	<p>Time allocation</p> <p>For the complexity of the issue, the time allocated for this first analysis was sufficient to provide a comprehensive list of general categories of stakeholder groups, a brainstorming of international representations of these groups, and a first action plan of when and how to involve them. Time was insufficient to go into more detail, particularly with respect to expectations and contributions of these groups.</p>	<p>Time allocation</p> <p>The group stressed the importance of elaborating recommendations for further activities, sacrificing a more in-depth analysis.</p>	<p>Time allocation</p> <p>To complete the stakeholder analysis, hold further workshops and consultations. Conduct at least one workshop for each of the coming activities that involve stakeholders, i.e. the characterisation of the river basin and the elaboration of the RBMP. In these workshops, a broader participation of the identified groups themselves – not designated experts – must be ensured.</p>	<p>Time allocation</p> <p>Plan for a 2 days workshop for elaboration of a first stakeholder analysis and keep in mind the iterative character of this exercise, i.e. plan for further stakeholder analysis workshops which provide a more in-depth analysis.</p>

What was planned	What the group realized in the process	How the group proceeded in the workshop	Recommendations for the further process of elaborating the international stakeholder analysis	Recommendations for the process of elaborating the national stakeholder analyses
<p>Objective, focus and assignment of the workshop</p> <p>The inviting party, i.e. the ICPDR made a clear statement at the beginning of the workshop that the participants were called in as advisors in the process. The objective was made clear and the focus of the workshop, i.e. the international level, was clearly spelled out.</p>	<p>Objective, focus and assignment of the workshop</p> <p>From time to time, the group tended to loose the focus of this stakeholder analysis. It was sometimes difficult to keep the attention on the international, Danube-wide level, and elaborations sometimes shifted to the national level of river-basin planning.</p>	<p>Objective, focus and assignment of the workshop</p> <p>The facilitator helped to refocus the process on the international level by reciting the objective of the workshop which was visualized on a flip-chart paper that could be displayed at any time during the workshop.</p>	<p>Objective, focus and assignment of the workshop</p>	<p>Objective, focus and assignment of the workshop</p> <p>Clarify the objective, focus and assignment of the workshop beforehand, but revisit and if necessary, correct the objective at the beginning of the workshop</p>
<p>Instruments applied</p> <p>It was planned to</p> <ul style="list-style-type: none"> (i) elaborate a draft list of stakeholders in smaller working groups, (ii) classify these groups according to their importance/stake, influence/power and urgency (see attached figures), (iii) prioritize the groups according to the requirements of PP in the WFD, and (iv) prepare a list of activities on how and when to involve these stakeholder groups. 	<p>Instruments applied</p> <p>The elaboration of a first list of groups worked well. The two working groups came up with nearly the same classification, but also some results that complemented each other. The comprehensive list was “owned” by the entire workshop participants.</p> <p>The group took several hours to discuss the process of prioritization without coming to an agreement on how to proceed in the process. It was then decided to further elaborate the list of stakeholder groups and identify sub-groups and representative organs of the stakeholder group on Europe or Danube wide level.</p>	<p>Instruments applied</p> <p>Finally, the group shifted the level of abstraction back to the general categories of stakeholders and selected those groups which, in the coming steps of the WFD implementation must be either (i) informed, (ii) consulted or (iii) actively involved through a public participation process. As a last step, mechanisms for participation were identified that suited the structure of the ICPDR.</p>	<p>Instruments applied</p> <p>Initiate a further analysis, revisit the identified groups and apply other analytical tools, e.g. the analysis of influence/ power and importance/ stake. The present results do not differentiate between groups that have already the capacity to participate in co-decision making processes and those that are lacking this capacity.</p> <p>The ICPDR might think about where capacity building measures or support to networking activities should be supported.</p>	<p>Instruments applied</p> <p>After having drawn a first list of stakeholders, initiate an in-depth analysis of the capacity of stakeholders to participate in co-decision making processes. Some of the tools proposed below might be applied.</p>

What was planned	What the group realized in the process	How the group proceeded in the workshop	Recommendations for the further process of elaborating the international stakeholder analysis	Recommendations for the process of elaborating the national stakeholder analyses
<p>Results Identification of stakeholder groups that have to be informed, consulted or actively involved in the WFD implementation and means of involving them.</p>	<p>Results The focus of the workshop was on the identification of stakeholder groups that are relevant for the implementation of the WFD on the Danube-basin wide level. ICPDR will most likely not interact directly with national groups, which should be covered by the national PP strategies.</p>	<p>Results A general list of 23 stakeholder groups was elaborated and a recommendation of further action was agreed on in the workshop. The participants further identified potential groups that represent the various stakeholders on a Europe or Danube wide level. These representations might serve as partners in the implementation of the WFD.</p>	<p>Results Monitor implementation of the recommendations of this first stakeholder workshop. Carry out more in-depth analysis prior to any involvement of stakeholders in the WFD implementation.</p>	<p>Results Establish a clear framework with time frames and responsibilities for the implementation of the recommendations of the stakeholder analysis. Check whether the generic list of stakeholders generated in the basin wide stakeholder analysis matches the general categories of stakeholder groups on a national level. Search for national representing groups of these stakeholders, which might be helpful in further analysis.</p>

Annex 1: Theory and Practice of Stakeholder Analysis

The origins of SA, belong to the history of business and managerial science. This is reflected in the term "stakeholder" itself, apparently first recorded in 1708, to mean a bet or a deposit. The word now refers to **anyone significantly affecting or affected by someone else's decision-making** activity. Economic theory centred on notions of stakeholder relations goes back to the beginnings of industrialism and is embedded in ideals of 19th century cooperative movement and mutuality. Stakeholder theory reappears in business and management discussions of the 1930s. The approach was then designed and continues to be used nowadays by firms and organizations to factor in stakeholder interests in order to enhance the enterprise's relationship with society and secure better prospects of financial success. With the help of SA firm decisions can profit from views that go beyond the narrow interests of stockholders and shareholders investing in a business.

The concept of stakeholder participation and consequently of stakeholder analysis as a first step was adopted by the public sector in the eighties and the nineties of the 20th century. It has been widely accepted that the implementation of new laws, governmental initiatives and projects depend on the active support of the affected people, a process which is also described by the term "ownership". Ownership of processes means that stakeholder see these as part of or supplement to their own livelihood strategy. Change management theory has established that many well conceived public initiatives fail because of lack of ownership and consequently widespread resistance of stakeholders.

Stakeholders can only speak for themselves. The entire notion of clearly defined stakeholder groups is a model which helps to reduce complexity for planning. People belong to many different groups (economic, social, ethnic, religious, age, etc.), and the individual mix of interests and economic objectives can never be exactly the same between two persons. However, stakeholder analysis assumes that there are common denominators of people belonging to the same stakeholder group. These denominators can be determined only in consultation with the stakeholder groups. There are certain workshop formats such as "Future Search Conferences" or "Planning for Real", which are useful for this process.

A stakeholder analysis made without the participation of the actual stakeholders is usually the first step. However, elected or self-declared representatives can never entirely refrain from their own perception of reality. Therefore, each statement which is made on behalf of other stakeholders is not more than an assumption which yet has to be proven. The proof, however, can only be made by the stakeholders themselves.

Since stakeholder identification is a consequential matter, analyses done without participation are likely to reflect the interests and agenda of the agency directing the exercise in social assessment. SA should be an iterative, action-oriented exercise in social analysis. If not revised during the project management cycle, a SA matrix may become obsolete; i.e., stakeholders and their interests and views may evolve, new actors may appear on the scene, or central issues and stakes may shift over time. The notion that SA is a one-shot, quick-and-dirty exercise constitutes a disservice to the programme as a whole.

Annex 2: Tools for Stakeholder Analysis

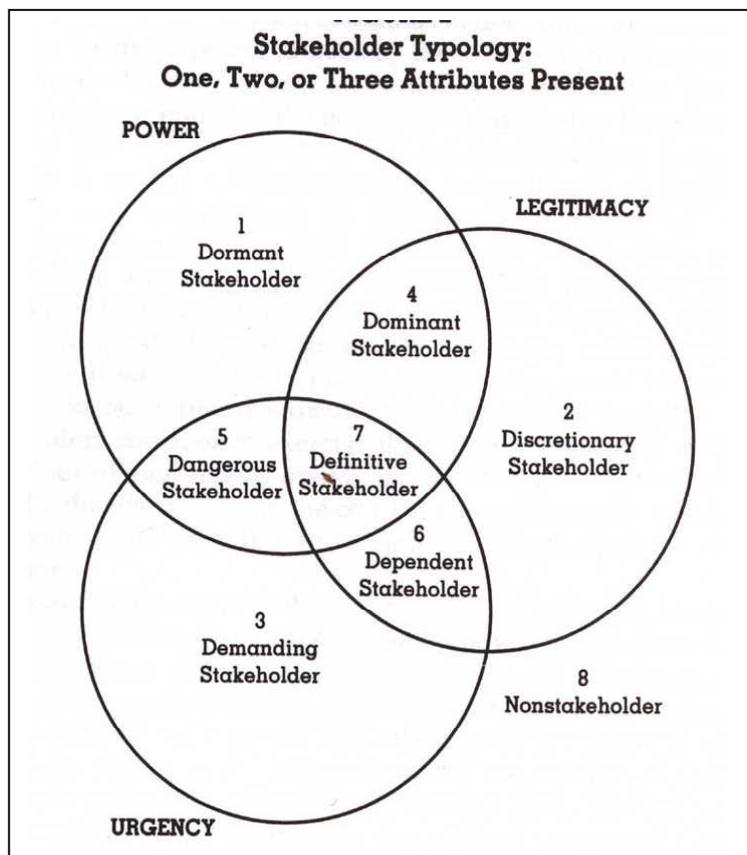
A: Influence / Importance Matrix

Stakeholder power / potential	High Stake / Importance	Low Stake/ Importance
High Influence / Power	Most critical stakeholder group: collaborate with	Useful for decision and opinion formulation, brokering: mitigate impacts, defend against
Low Influence / Power	Important stakeholder group, in need of empowerment: involve, build capacity and secure interests	Least priority stakeholder group: monitor or ignore

B. Salience: Power, Legitimacy and Urgency

While **legitimacy** (=normative appropriateness) is an important variable, two other factors must be considered when mapping out stakeholder class relationships. One factor consists in **power** defined as the ability to influence the actions of other stakeholders and to bring out the desired outcomes. This is done through the use of coercive-physical, material-financial and normative-symbolic resources at one's disposal. The other factor is that of **urgency** or attention-getting capacity. This is the ability to impress the critical and pressing character of one's claims or interests, goals that are time-sensitive and will be costly if delayed. These three "other-directed" attributes (legitimacy, power, urgency) are highly variable; they are socially constructed; and they can be possessed with or without consciousness and willful exercise.

For public participation, dominant and definitive stakeholders are the groups a project needs to cooperate; their ownership of the activities have to be won. The capacity of discretionary and of dependent stakeholders to participate needs to be built up, and any programme for participation needs to monitor activities of demanding and "dangerous" stakeholders; their impact on project results need to be mitigated. Dormant stakeholders need to be brought on board.

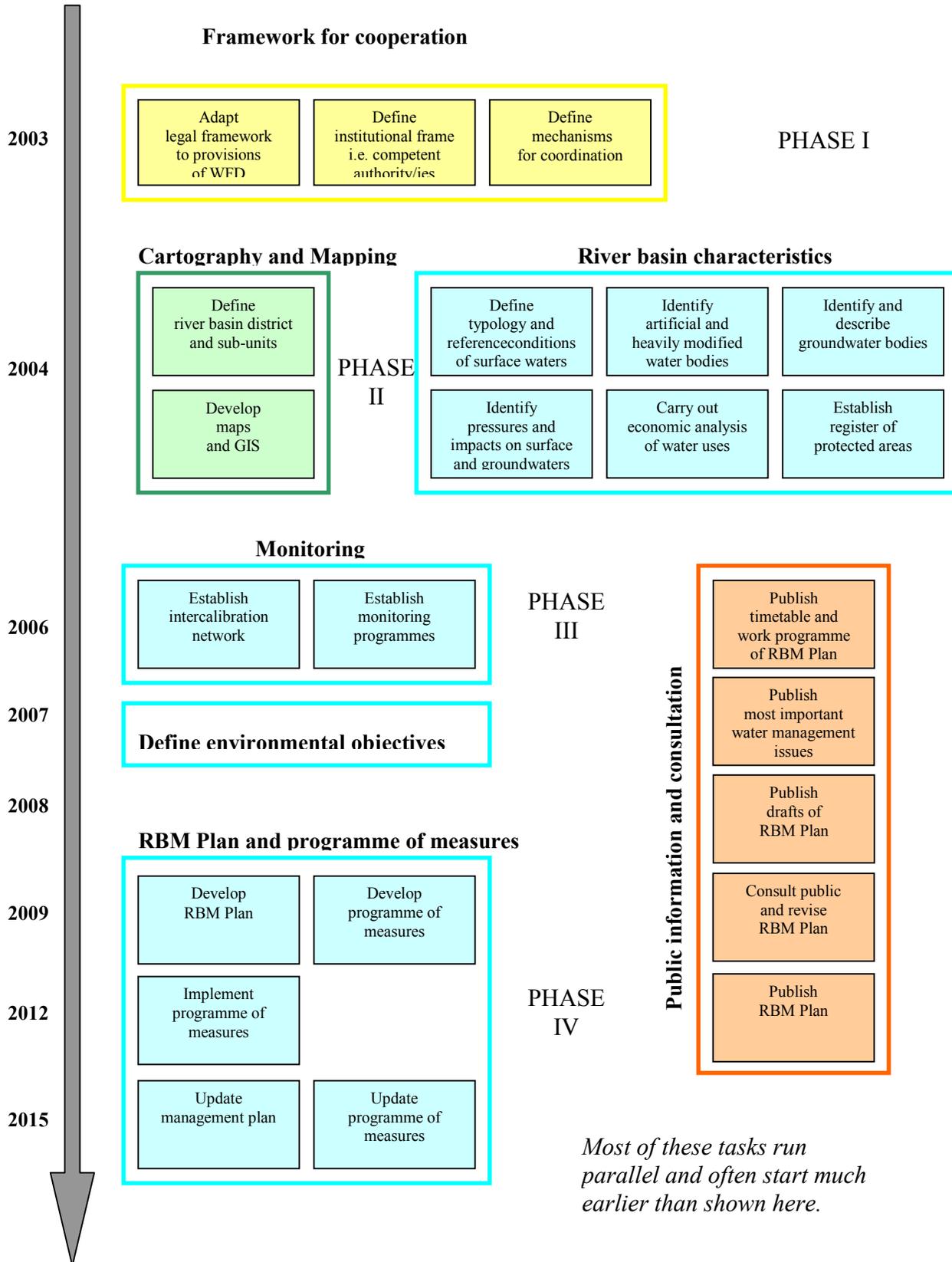


Annex 3: Timetable for implementation of the EU WFD

The **Water Framework Directive** sets out a clear deadlines for each of the requirements which adds up to an ambitious overall timetable. The key milestones are listed below.

Year	Issue	Reference
2000	Directive entered into force	Art. 25
2003	Transposition in national legislation	Art. 23
	Identification of River Basin Districts and Authorities	Art. 3
2004	Characterisation of river basin: pressures, impacts and economic analysis	Art. 5
2006	Establishment of monitoring network	Art. 8
	Start public consultation (at the latest)	Art. 14
2008	Present draft river basin management plan	Art. 13
2009	Finalise river basin management plan including programme of measures	Art. 13 & 11
2010	Introduce pricing policies	Art. 9
2012	Make operational programmes of measures	Art. 11
2015	Meet environmental objectives	Art. 4
2021	First management cycle ends	Art. 4 & 13
2027	Second management cycle ends, final deadline for meeting objectives	Art. 4 & 13

Annex 4: Implementation of the Water Framework Directive



Annex 5: List of Participants

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