

# FINDING COMMON GROUND IN TRANSBOUNDARY MANAGEMENT OF LARGE CARNIVORES: A POLICY SCIENCES APPROACH

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# The Policy Sciences

Interdisciplinary problem solving approach designed to improve knowledge of the policy process by examining problems through contextuality, problem orientation, and multiple methods.

Problem orientation requires defining and solving problems through goal clarification, trend description, analysis of conditions, projection of developments, and invention, evaluation, and selection of alternatives.

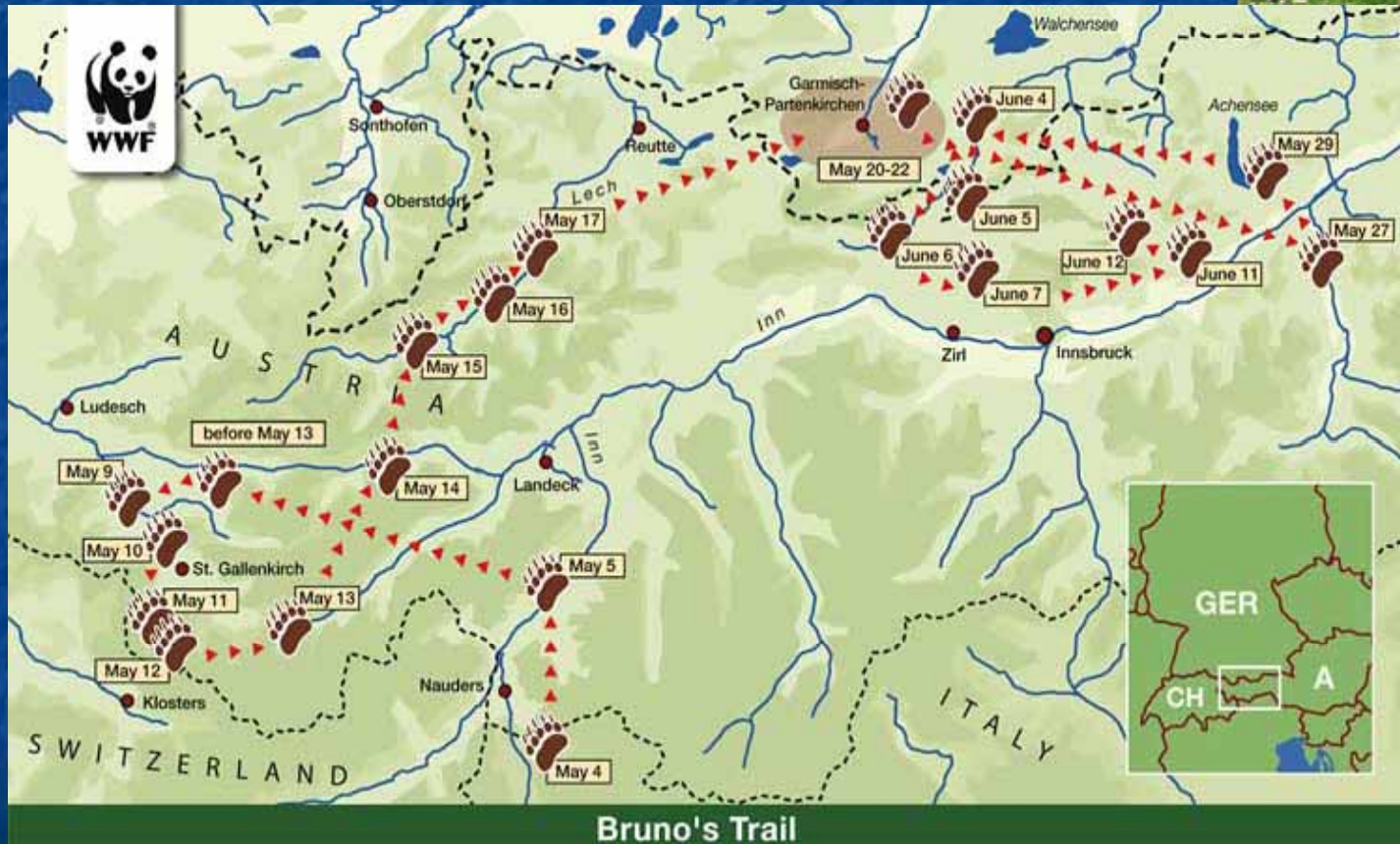
(Lasswell & McDougal, 1992, Lasswell, 1971)



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# Contextuality of the approach: the JJ1 "Incident"



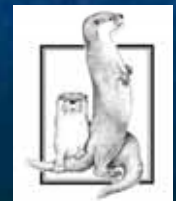
# PROBLEM ORIENTATION

“The (Transboundary) “Alpine brown bear population” is, at the moment, rather a vision than a fact. ”

(Brown Bear in the Alps III International Workshop, Triesenberg, May 2007)



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# THE SOCIAL PROCESS

Understanding the social process requires learning about the participants to identify barriers and devise improvements.

- How do participants conceive the issues?
- What do they want out of the process?
- What are their values, attitudes and perceptions?
- How are they organized?
- What strategies they employ to get what they want?

(Reading, McCain & Clark, 2005)



# Understanding the Social Process

“In Bavaria, people were not ready: it is important to relearn how to live with bears, protect beehives, sheep and most of all prepare psychologically” (Interview, Giovanna Schonenberger WWF)

Austria: “The motivation for illegal killing is not clearly understood. There is no way to tell how many bears have been killed, maybe only a few, maybe more than 10. It is evident that in such a small population a few additional removals will substantially increase the risk of extinction” (Rauer, 2008)



# Understanding the Social Process

Italy – Provincia Autonoma di Trento, Parco Naturale Adamello Brenta, INFS, WWF

Switzerland – KORA, Cantonal authorities, Swiss Agency for the Environment, WWF

Austria: Carinthia, Styria, Lower Austria and Upper Austria, WWF and “Bear Advocates” through the KOST, FIWI

European Union – through the European Commission

Bern Convention – Council of Europe

LCIE, IBA (and Alps Convention?)

People affected by the presence of bears and....

*Ursus arctos arctos*



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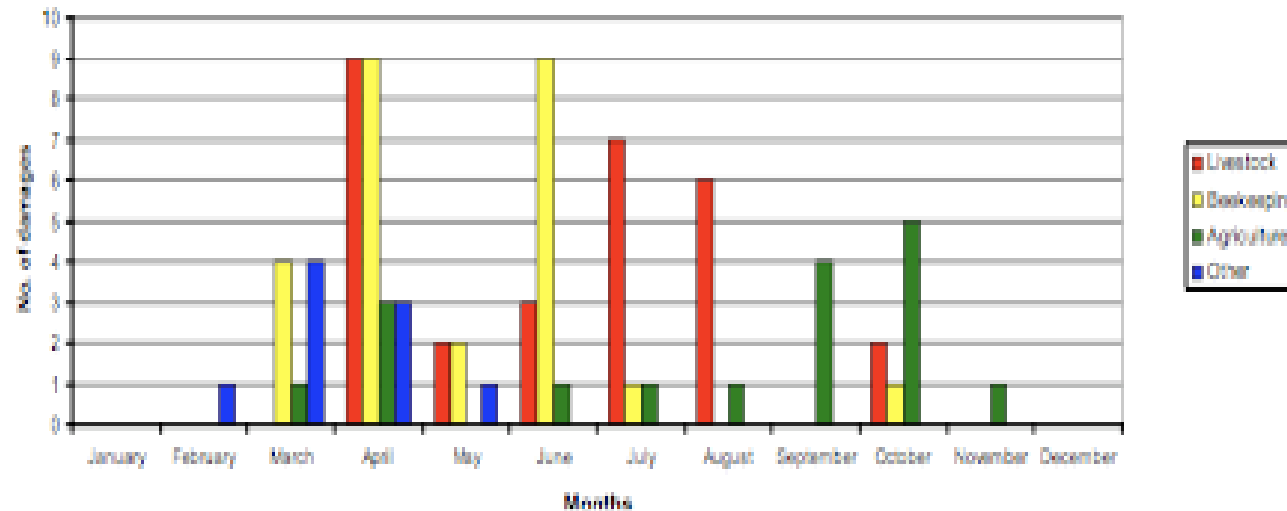


# The number of damages the bears caused in 2007 (Italy)

BEAR REPORT 2007

No. of damages per typology (2007)

Graph 14



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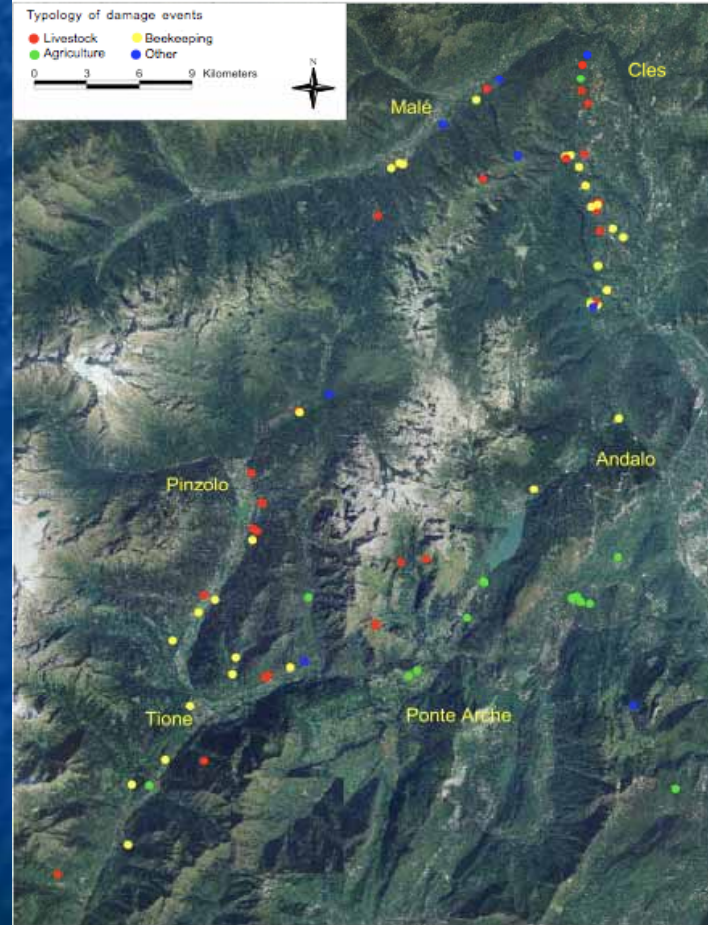
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# Location of damages

The geographical distribution of the damage events recorded can be seen in figure 7.

Figure 7. Geographical distribution of damage caused by bears recorded in 2007



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# Challenges in decision making

There really isn't a consensus regarding the extent to which costs should be incurred and sacrifices made to accomplish the goal of a Transboundary Alpine Brown Bear population.

All bear management plans seem implicitly to have assumed the availability of derogations under the Habitats Directive EEC/92/43.



# Challenges in decision making

Identifying the Societal Carrying Capacity (Decker et al, 2001, Bath & Majic 2001, LCIE Guidelines, 2008).

Reconciling Favorable Conservation Status, Derogations and Population Level Assessments with the goal of reconnecting populations.

Cooperation and inclusion of a broader participant base in decision making.



# Improving the process

Reintroducing carnivores is a multinational endeavor; as such it requires coordination and development of shared values and protocols;

The classification of nuisance bears needs transjurisdictional consensus both at the criteria development stage and at the criteria application stage.

The behavior of bears and humans alike in one incident has repercussions elsewhere.



# Improving the process

To what extent (and why) is a bear's propensity to cause economic damage a justification for nuisance classification and removal? (in the Province of Trento bears can be removed only if a threat to human life)

When is removal justified in lieu of concededly expensive and complicated efforts to monitor, aversevely condition and relocate ?

Who should participate in key decisions?



# Improving the process

The European Commission should take a leadership role, both because it is in a unique position to enunciate multinational norms and because it can provide a forum in which multiple constituencies can develop nuanced plans for local implementation.

The sins of JJ1, such as they were, are going to recur. Better and more even handed bear management will require normative judgments at the implementation stage.



# Improving the process

“We need the political will to manage carnivores. We are seeking a major institutional involvement through the Alps Convention” (Groff, Pers. Comm., 2008)

PACOBACE (Action Plan for the conservation of bears in the Eastern Central Alps): a model for transboundary management?

Austria: “The imminent danger of extinction requires imminent action.” (Rauer, 2008).



# Conclusions

There is also need for:

Leadership to increase participant interactions and lasting decisions.

On the ground, hands-on projects to engage participants (Cherney & Clark, 2008) (see participatory decision-making in the Banff Bow Valley in Canada and Mike Gibeau's presentation).





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