

1 **Social network analysis and the implications for**
2 **Pontocaspian biodiversity conservation in Romania and**
3 **Ukraine: A comparative study**

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22

23 **Abstract**

24 Romania and Ukraine share the Black Sea coastline, the Danube Delta and associated habitats,
25 which harbor the unique Pontocaspian biodiversity. Pontocaspian biota represents endemic
26 aquatic taxa adapted to the brackish (anomalohaline) conditions, which evolved in the Caspian
27 and Black Sea basins. Currently, this biota is diminishing both in the numbers of species and
28 their abundance because of human activities. Consequently, its future persistence strongly
29 depends on the adequacy of conservation measures. Romania and Ukraine have a common
30 responsibility to effectively address the conservation of this biota. The socio-political and legal
31 conservation frameworks, however, differ in the two countries - Romania is a member of the
32 European Union (EU), thus complying with the EU environmental policy, whereas Ukraine is an
33 EU-associated country. This may result in differences in the social network structure of
34 stakeholder institutions with different implications for Pontocaspian biodiversity conservation.
35 Here, we study the structure and implications of the social network of stakeholder organizations
36 involved in conservation of Pontocaspian biodiversity in Romania, and compare it to Ukraine.
37 We apply a mix of qualitative and quantitative social network analysis methods to combine the
38 content and context of the interactions with relational measures. We show that the social
39 networks of stakeholder organizations in Romania and Ukraine are very different. Structurally, in
40 Romanian network there is a room for improvement through e.g. more involvement of

41 governmental and non-governmental organizations and increased motivation of central
42 stakeholders to initiate conservation action, whereas Ukrainian network is close to optimal.
43 Regardless, both networks translate into sub-optimal conservation action and the road to optimal
44 conservation is different. We end with sketching implications and recommendations for
45 improved national and cross-border conservation efforts.

46

47 **Introduction**

48 Pontocaspian (PC) biota is a unique, endemic flora and fauna which includes mollusks,
49 crustaceans, planktonic groups (e.g. dinoflagellates and diatoms) and fish species. This
50 biodiversity evolved in brackish (anomalous) conditions of the Black Sea and Caspian Sea
51 basins over the past 2.5 million years [1,2] and nowadays PC communities inhabit the Northern
52 Black Sea, Sea of Azov, Caspian Sea and adjacent river and lake systems, stretching across the
53 vast political and administrative boundaries of the surrounding countries [3]. Currently, PC biota
54 is decreasing in numbers of species and abundances as a result of human activities and their
55 future persistence strongly depends on the adequacy of conservation measures [1,4,5]. Romania
56 and Ukraine hold an important part of the PC habitats. PC species in Romania are limited to the
57 Razim-Sinoe-Babadag lake complex [6,7], the area along the Danube River and the Black Sea
58 coastal zone, which together form the Danube Delta and have the status of Biosphere Reserve. In
59 Ukraine, PC communities occur in the coastal lakes, deltas and estuaries from the Danube Delta
60 to the Dnieper estuary as well as estuarine/coastal habitats in the northern Sea of Azov [8-10].
61 The two countries share the responsibility of conserving the shared PC habitats and the
62 associated threatened biota [7,9,11,12], however, they have very different socio-political settings
63 and cultural background - Romania became member of the European Union (EU) in 2007, thus

64 complying with the EU environmental policy, and Ukraine is an association agreement signatory
65 non-EU country since 2017.

66

67 In both countries Pontocaspian species are threatened and the conservation measures are urgently
68 required. In the past 30 years, the number, abundance and distribution ranges of PC species have
69 decreased dramatically in Romania as a result of human influence [6,7]. In Ukraine, PC species
70 are declining as a result of habitat fragmentation caused by dam and deep sea shipping lane
71 constructions [13,14]. Some of the PC species (e.g. some mollusk and sturgeon species) are of
72 national concerns in both countries - they are recognized to be threatened and in need of
73 conservation [6,9,11,12]. Yet, Indications exist that strong conservation measures are not in
74 place to preserve these species and populations continue to decrease in both countries [6-8].

75

76 Biodiversity conservation is a complex task which involves different interests of various actors,
77 therefore, it is crucial that all types of stakeholder organizations are involved and interact at
78 different stages of the process [15]. Exchange of scientific information, knowledge and
79 managing experiences among the stakeholder organizations is an important part of these
80 interactions and determine the positive outcomes for biodiversity conservation [16-18]. Social
81 network analysis (SNA) is a commonly used tool to map and quantify these interactions. Social
82 networks, defined as the sets of relationships among the stakeholder organizations, work as
83 channels to facilitate the flow of information and provide opportunities for joint action and
84 collaboration [19-21]. SNA uses a combination of mathematical formulae and models to describe
85 and quantify the existing links among organizations [18]. In recent years, SNA has gained

86 increased attention across a variety of domains including biodiversity conservation [22-24] and
87 proved to be very informative for conservation planning [25].

88

89 The social network structure has implications for biodiversity conservation. Social networks can
90 vary in their properties, for example, the number of connections, the structural position of
91 individual stakeholders or the frequency of interactions, and there is no single structure of the
92 network that will be most beneficial in all contexts [26,27]. There are, however, certain network
93 properties which are thought to facilitate effective management of natural resources and effective
94 conservation of biodiversity. For example, a high number of connections in a network was
95 shown to enable improved spread of information relevant to biodiversity conservation [28,29].
96 Similarly, strong connections, which are frequent connections, are desirable for effective
97 conservation as they indicate high levels of trust [30-33]. Weak connections, which are the less
98 frequent connections, on the other hand, facilitate the transfer of novel information as they tend
99 to connect dissimilar actors [34,35]. Furthermore, the networks in which only one or a limited
100 number of organizations have a central position (holding the majority of relational ties) are more
101 effective for quick mobilization of resources and decision making in the initial phase of
102 conservation action [36,37]. On the other hand, networks with more organizations in a central
103 position are more suitable for long-term environmental planning and complex problem-solving
104 [30]. In summary, whether a network is optimal or not depends on the local context, the
105 organizations involved in the process, and the phase of the conservation process [30,38,39].

106

107 Merely the structural analysis of a network (SNA) may not be sufficient to fully understand all
108 the processes and dynamics within the network. Therefore, qualitative analysis of the data
109 provided by the stakeholders is very important to inform and explain the results of the SNA [40].
110 Qualitative data on the nature and the content of reported interactions as well as the conditions
111 external to the network properties, such as the funding schemes, stability and functioning of
112 organizations, the implementation capacity and the governance arrangements, amongst others
113 provide a deeper understanding of how the network functions and translates into conservation
114 action [39]. Combining the structural analysis of the network data with the qualitative analysis is
115 referred to as the mixed-method approach. The mixed-methods approach has been applied in the
116 context of biodiversity conservation and discussed in more detail by different social scientists
117 [24,41].

118

119 Here we employ the mixed-method approach, to study the information sharing network of
120 stakeholders, which are involved in Pontocaspian biodiversity conservation and related
121 information exchange in Romania and compare it to a similar earlier study from Ukraine (S3
122 Appendix). This study is part of the Horizon 2020 ‘Pontocaspian Biodiversity Rise and Demise’
123 (PRIDE) program (<http://www.pontocaspian.eu/>) which was designed to generate scientific
124 knowledge on PC biota and guide effective conservation action. We assess whether the different
125 socio-political contexts in these two countries result in differences in the social network structure
126 of stakeholders, the content of the interactions and the external social variables which may help
127 or hinder the functioning of the network. Importantly, we aim to find how the differences and/or
128 similarities in the two networks translate into PC biodiversity conservation. We conclude the
129 paper with recommendations for improved national and cross boundary conservation efforts.

130 This study contributes to the knowledge on biodiversity conservation and inter-
131 organizational structure of stakeholder institutions in two countries that are politically and
132 culturally different. The combination of quantitative (SNA) and the qualitative analysis provides
133 important additional insights into the network characteristics.

134

135 **Materials and Methods**

136 **Stakeholder identification and prioritization**

137 We identified 23 stakeholder institutions in Romania for inclusion in the study, where a
138 stakeholder was defined as an organization who influences or is influenced by the PRIDE
139 research [15]. After engagement, stakeholders which were found to lack any activity or interest
140 in (conservation of) Pontocaspian biodiversity, were omitted, resulting in a final list of 17
141 institutions (Table 1; Fig 1). We assigned these stakeholders to different categories based on
142 their function and responsibilities: Academic, governmental and non-governmental organizations
143 and a protected area administration (Table 1) following the earlier study from Ukraine (S3
144 Appendix). The Danube Delta Biosphere Reserve Authority (DDA) is a local administration of
145 the biosphere reserve which was under the Ministry of Environment of Romania by the time of
146 the interview, was transferred and since July 2017 acted under the Romanian Government but is
147 now back to being under the Ministry of Environment. This institution has many functions but
148 most importantly administers the Danube Delta Biosphere Reserve. In the analyses we group the
149 DDA with the other governmental organizations. For Ukraine, we used the dataset compiled
150 earlier consisting of 22 stakeholders of which nine were academic institutions, five governmental
151 organizations, three non-governmental organizations and five protected areas (S3 Appendix).

152

153 **Table 1. List of the 17 selected stakeholders divided into four stakeholder categories.**

ID	Abbreviation	Category	Organization name	Department/Service
1	CMSN	Acad	CMSN Constanța	Delfinariu, Constanta
2	GAM	Acad	Grigore Antipa National Museum of Natural History	
3	GEcM	Acad	GeoEcoMar Constanta	
4	IBB	Acad	Institute of Biology Bucharest, Romanian Academy	Department of Microbiology
5	OUC	Acad	Ovidius University of Constanta	The Faculty of Natural and Agricultural Sciences
6	DDNI	Acad	The Danube Delta National Institute for Research and Development	Biodiversity Conservation and Sustainable use of Natural Resources
7	NIMR	Acad	The National Institute of Marine Research and Development "Grigore Antipa"	
8	UB	Acad	University of Bucharest	Department of Paleontology
9	AZS	Acad	Marine Biological Station of Agigea	

10	LAC	Gov	Local Environmental Protection Agency in Constanta	
11	ANPA	Gov	Ministry of Agriculture and Rural Development of Romania	National Agency for Fisheries and Aquaculture
12	MOE	Gov	Ministry of environment of Romania	Biodiversity Directorate
13	MWF	Gov	Ministry of Waters and Forests	Department for Water, Forests and Fishery
14	MN	NGO	ONG Mare Nostrum	
15	OC	NGO	SEOPMM Oceanic Club	
16	WWF	NGO	WWF in Romania	
17	DDA	Pa/Gov	Danube Delta Biosphere Reserve Authority	

154 Acad represents academic institutions; Gov, governmental organizations; NGO, non-
 155 governmental organizations; Pa, protected areas.

156

157 **Fig 1. Map of the study area.** The black stars on the map represent the stakeholder institutions
 158 (IDs in Table 1). Green areas indicate major Pontocaspian habitats.

159

160 **Data collection**

161 We obtained the social network and qualitative data using a survey questionnaire (S1 Appendix).

162 We interviewed the staff members of the institutions or relevant departments during July 2017.

163 Each stakeholder organization was interviewed about each other organization from the list using

164 the same questions.

165

166 Qualitatively, we compiled narratives on the context and the content of existing professional

167 links among the stakeholders (both, general and Pontocaspian biodiversity related) and the

168 perceived sufficiency of these links. We extracted the meaning and the content of the interactions

169 from the interviews and no prior data was used. Quantitatively, we collected data on the

170 frequency of those links which were related to PC biodiversity (as defined by the interviewed

171 stakeholders). We used the frequency of contact as a measure of strength (weight) of the

172 relationship (see [37] [42]). We defined five weight categories ranging from no contact to very

173 frequent contact (0-4) and integrated the definitions in the questionnaire as a table (S1 Appendix)

174 so that the interviewees could use it for ranking the strength of the interactions. Answers to the

175 question allowed the generation of a weighted, directed, information and knowledge transfer

176 network.

177

178 **Analysis**

179 **Qualitative analysis**

180 We used the ‘inductive approach’ for qualitative analysis, so the themes (recurrent unifying
181 concepts or statements about the content/subject of the inquiry) were determined based on the
182 collected data and not the prior knowledge or assumptions [43,44]. The themes were established
183 from the collected interviews based on repetitions [45]. We used a ‘constant comparison’ method
184 to refine the dimensions of established themes and to identify the new themes [46]. We then
185 counted the identified themes and determined their relative importance based on the order of
186 frequency.

187

188 **Social network analysis**

189 We translated the collected interviews into an adjacency matrix, a square matrix reporting
190 weights (strength) of all the relational ties. We considered only the confirmed information
191 sharing links - relational links described similarly by both stakeholders involved. The
192 unconfirmed links (14% of all the reported relationships) were considered unreliable and omitted
193 from the study. The values of tie-strengths of confirmed relationships between pairs of
194 stakeholders did not always match. In the case of bi-directional information exchange, tie values
195 were left as reported by the stakeholders. In the case of unidirectional information transfer we
196 selected the lowest and therefore conservative tie value. We imputed the missing network data
197 using the imputation-by-reconstruction method [47]. The preconditions for employing this
198 method are: 1) respondents shall be similar to non-respondents, and 2) the obtained description
199 of the relational link (from the respondent) shall be reliable. A Chi-squared test revealed no
200 significant differences in the distribution of weights of received relationships between the

201 respondents and non-respondents (p -value = 0.92), meaning that respondents are similar to non-
202 respondents. Furthermore, the confirmation rate (proportion of relational links described
203 similarly by both nodes involved) was 85 % indicating that the descriptions of relational links
204 (provided by the respondents) can be considered as reliable. Therefore, we used the
205 reconstruction method to impute the missing ties in the network. We visualized the sociogram
206 using the CRAN R package 'igraph' [48].

207

208 We calculated the basic network characteristics such as number of actors and relational ties,
209 graph density and centralization using CRAN R package 'igraph' [48]. The mean shortest
210 distance was calculated using the CRAN R package 'tnet' [49] because the 'igraph' package
211 does not take edge weights into account when measuring the shortest distance. Graph density is
212 the extent to which nodes are connected to each other in the network. It is calculated by dividing
213 the number of existing ties by all the possible ties in a network [18,50]. Network centralization is
214 the extent to which certain actors are more connected in the network than the others [18,51]. A
215 centralized network is one where only one or few actors are having the majority of the ties. Such
216 a network has a high overall centralization score (on a 0 to 1 scale, 0 being completely
217 decentralized and 1 fully centralized). Shortest distance is a minimum number of steps that the
218 nodes are away from each other in a network; in weighted networks the tie weights are taken
219 under consideration [52]. We used frequency of contact as a measure of strength of the
220 relationship and defined strong relationships as the weights higher or equal to 3 on a scale
221 ranging from no contact to very frequent contact (S1 Appendix).

222

223 We measured the centrality of individual nodes using degree centrality and betweenness
224 centrality values. Degree centrality is the number of connections a particular actor has with all
225 the other actors in a network [53]. We calculated the degree of a node through an in-degree and
226 out-degree values. In-degree of a node is the number of in-coming links to it from the other
227 nodes in a network and the out-degree of a node is the number of out-going links from this node
228 to the other nodes in a network [54]. Furthermore, we measured and used the node strength
229 values (extension of the degree centrality to the sum of tie weights when analyzing weighted
230 networks) to determine the size of the nodes in a sociogram [33,55,56]. Betweenness centrality
231 measures the extent to which a node is among other nodes in a network [53]. For weighted
232 networks the betweenness centrality measure is based on algorithm of shortest path distance
233 [57,58] which was lately further developed to integrate the cost of intermediary nodes in the
234 formulae [52]. We calculated node-level statistics using the CRAN R package ‘tnet’ [49] which
235 considers tie weights and corrects for the number of intermediary nodes. We regarded the central
236 stakeholders as the ones with centrality scores higher than the third quartile threshold values
237 [23,42,59].

238

239 We measured brokerage combining quantitative and qualitative approaches. Brokers are the
240 nodes which are between other nodes in a network and have the power to control the flow of
241 information [34,60,61]. Quantitatively, brokerage was measured through the betweenness
242 centrality and the Burt’s constraint metric [34,60]. Betweenness centrality locates the brokers
243 structurally, with respect to all the other actors in the network. Burt’s constraint, however, is a
244 local measure of brokerage based on the triadic closure principle. A node connecting two
245 disconnected nodes in an incomplete triad has a power to broker. Such nodes have low Burt’s

246 constraint score, i.e. their behavior is not constrained by the other disconnected nodes in a triad
247 [17,61]. Qualitatively, we examined the network narratives and searched for the evidence that the
248 stakeholders are actually engaging in brokering behavior. Brokering behavior in the context of
249 biodiversity conservation implies the mobilization of information, deliberation between different
250 types of stakeholders and potentially the mediation through working groups to address
251 conservation issues [62]. In our study, we regarded the stakeholders with high betweenness
252 scores, which also accounted for low Burt's constraint values, and were involved in brokering
253 behavior as brokers. We used only the strong ties (≥ 3) to calculate betweenness centrality and
254 Burt's constraint metric as they reflect regular contacts. We calculated Burt's constraint utilizing
255 CRAN R package 'igraph' [48].

256

257 A null-model test was used to identify the presence of 'network homophily' in the network.
258 'Network homophily' is the selective linking between actors based on specific attributes, in our
259 case the category of stakeholder institutes [63]. With a null-model test, we tested whether
260 densities within and between stakeholder groups (defined by the stakeholder category) were
261 significantly higher or lower than the random expectation. We randomly assigned nodes to the
262 stakeholders proportional to the true network and subsequently assessed the stakeholder's within
263 and between group densities replicated 1000 times, resulting in 1000 stakeholder group density
264 values. We ranked the obtained 1000 random values from low to high and compared the actual
265 within and between group densities to the randomized results. If the actual density values were
266 larger than the upper or smaller than the lower 2.5% threshold value of the random distribution,
267 we regarded the true within or between group densities to be significantly higher or lower than
268 expected by random chance.

269

270 **Ethics statement**

271 The social network analysis of stakeholder organizations which we conduct here is not subject to
272 ethical screening as it is, for example, for medical and/or socio-medical studies, which provide
273 personal data. As such, we did not seek a priori ethics review nor is there any established
274 procedure within our organization (Naturalis Biodiversity Center) which we could follow. We
275 informed all participants prior to the interviews that they were being interviewed on behalf of the
276 organization which they were affiliated to, and that the results would be part of a publication,
277 assuring them that no participant would be individually identifiable and asked them whether they
278 objected. All the interviewed stakeholders understood and did not object to analyses and
279 publication of their responses.

280

281 **Results**

282 Here we report on the results from the conservation network from Romania, which we will
283 compare to the Ukrainian network (S3 Appendix). Out of the 17 Romanian institutions 15 were
284 interviewed (covering 88% of the network data): 14 through face to face in-depth interviews and
285 1 through an electronic questionnaire via email. From the missing two institutions one was met,
286 but interviewing was not possible (Table 1). The remaining institution could not be reached.

287

288 **Network functionality and content of interactions**

289 The studied network in Romania interacts on multiple levels on a variety of topics (S2
290 Appendix). Unlike in Ukraine, the majority of interactions in Romania were based on projects.
291 Some of the joint projects were described as “the EU funded projects” by the stakeholders (S2
292 Appendix). In other cases, the source of financing was not specified. Outside the projects, the
293 exchange of comprehensive data in Romania was subject to payment, because detailed
294 information was not freely available. In some cases, relationships were reported to be unclear
295 due to recent changes in institutional arrangements and governance. Exchange of data involving
296 the payment and unclear relationships due to institutional rearrangements were also reported to
297 be reasons for insufficient collaboration (discussed in detail below under the ‘Perceived
298 sufficiency of collaboration’).

299
300 In Romania, like in Ukraine, Pontocaspian species played a role in just a few of the inter-
301 organizational relations (S2 Appendix). The exchange of information with regard to PC
302 biodiversity was mostly project-based in Romania. These projects, however, mostly focused on
303 the flagship species such as sturgeons (e.g. ‘LIFE for Danube Sturgeons’ project). Furthermore,
304 monitoring according to the EU Habitats Directive (Article 17), includes the PC habitats and
305 sturgeon species. Outside the projects the exchange of information mostly occurred through joint
306 scientific work (fieldwork, publications) or was subject to payment for data. The majority of the
307 relationships related to PC biodiversity involved PC habitats or species as a minor component of
308 the interaction.

309

310 **Network structure**

311 The Stakeholder network in Romania was not well connected (Table 2; Fig 2) with a total
312 number of 57 relational ties out of 272 potential ties resulting in a network edge density measure
313 of 21% (Table 2). For comparison, the PC network in Ukraine had the edge density value of 41
314 %. On average each organization in Romania had 7 relational ties with other stakeholders in the
315 network, while in Ukraine each stakeholder had 17 ties. This resulted in bigger mean distance
316 between stakeholders in the Romanian network compared to Ukraine (2.5 in Romania vs 1.5 in
317 Ukraine). The Romanian network had a lower degree of centralization score (22%) than the
318 Ukrainian network (38%). However, based on individual node statistics (presented below) we
319 define both networks to be centralized networks. The correlation of incoming and outgoing ties,
320 although positive in both networks, was lower in Romania compared to Ukraine ($\rho = 0.31$ in
321 Romania vs. $\rho = 0.78$ in Ukraine) indicating that information exchange is in general less
322 reciprocated in Romania (Table 2). When governmental organizations (including the DDA) were
323 omitted from the Romanian network, the correlation increased ($\rho = 0.79$), suggesting that the
324 governmental organizations received information from multiple sources but did not share
325 similarly. In Ukraine, the exclusion of governmental organizations from the analysis did not
326 make a big difference ($\rho = 0.76$ after exclusion) suggesting that governmental organizations in
327 Ukraine were more open to sharing information. The majority of all the relationships were strong
328 (weights 3 or 4) in both countries (56% in Romania and 61% in Ukraine).

329

330 **Table 2. Network statistics for Romanian stakeholder network compared to the Ukrainian**
331 **stakeholder network (S3 Appendix).**

Network data	Romania	Ukraine
Total actors	17	22
Total No. of ties	57	191
Mean degree	7	17
Density (%)	21	41
Degree of centralization (%)	22	38
Tie reciprocity (ρ)	0.31	0.78
Tie reciprocity (ρ) excluding the Gov. organizations	0.79	0.76
Strong/weak ties (%)	56/44	61/39
Mean shortest distance	2.5	1.5

332

333 **Fig 2. Sociogram of Romanian stakeholders involved in Pontocaspian biodiversity**
334 **conservation and conservation planning.** Nodes represent organizations (see Table 1 for
335 institution descriptions). The size of the nodes corresponds to the node strength (sum of weights
336 of all its links). Arrows represent relationships between the nodes. The black arrows, ties with
337 values ≥ 3 , represent strong relationships. The gray arrows, ties with value < 3 , represent weak
338 relationships.

339

340 **Central stakeholders**

341 We found five central stakeholders in Romania and six in Ukraine, based on degree centrality
342 scores (Table 3). In both networks three academic institutions out of nine had a degree centrality
343 score higher than or equal to the third quartile threshold value (≥ 9 in Romania and ≥ 20 in
344 Ukraine), indicating high involvement of these organizations in the exchange of relevant
345 information. Unlike in Ukraine, where the major decision-making organization (Ministry of
346 Ecology) was the most central stakeholder, in Romania, the analogous institution (Ministry of
347 Environment) was not actively involved in exchange of relevant information. Instead, the Local
348 Environmental Protection Agency in Constanta (LAC) was the central governmental institution
349 with high degree centrality score. The Danube Delta Biosphere Reserve Authority (DDA) in
350 Romania and the Danube Biosphere Reserve Administration (DBR) in Ukraine were both active
351 in the network with high degree centrality scores. The non-governmental organizations were
352 marginally involved and had few connections in both countries. All the central stakeholders in
353 Ukraine had more strong than weak connections. In Romania this was also the case with an
354 exception of GEcM which had equal amount of weak and strong ties.

355

356 **Table 3. Node-specific measures for the network.** The values in the brackets under the ‘Degree
357 centrality’ represent the in-degree and out-degree measures respectively. In bold are the values
358 higher than, or equal to the third quartile threshold (lower or equal to the first quartile threshold
359 in case of ‘Burt’s constraint’). Burt’s constraint values for AZS and OC are not defined (NA) as
360 the calculation was based only on strong ties (≥ 3).

Abbreviation	Legal status	Degree centrality	Strong/weak ties	Betweenness centrality	Burt's constraint
DDNI	Acad	13 (4, 9)	7/6	62	30
NIMR	Acad	12 (6, 6)	8/4	84	25
DDA	Pa/Gov	12 (9, 3)	8/4	39	26
GEcM	Acad	10 (4, 6)	5/5	7	39
LAC ††	Gov	9 (7, 2)	5/4	13	36
GAM	Acad	8 (3, 5)	5/3	32	36
ANPA ††	Gov	8 (3, 5)	4/4	51	34
IBB	Acad	7 (3, 4)	3/4	20	56
OUC	Acad	7 (2, 5)	5/2	20	37
MOE	Gov	7 (5, 2)	2/5	0	66
MWF	Gov	6 (3, 3)	3/3	27	60
WWF	NGO	5 (3, 2)	3/2	36	56
UB	Acad	3 (1, 2)	3/0	0	56
AZS	Acad	2 (1, 1)	0/2	0	NA
MN	NGO	2 (1, 1)	2/0	0	50
OC	NGO	2 (1, 1)	0/2	0	NA
CMSN	Acad	1 (1, 0)	1/0	0	100

361 †† Institutions that could not be interviewed for which relationships were imputed

362

363 Four of the six central stakeholders in Romania (DDNI, NIMR, DDA and ANPA) had a
364 structurally favorable position to act as brokers based on both the betweenness centrality and the
365 Burt's constraint scores (Table 3). Qualitative data, however, showed that these structurally well-
366 positioned organizations were not engaging in brokering behavior with regard to Pontocaspian
367 biodiversity (see below). In Ukraine, on the other hand, two out of four structurally well
368 positioned organizations were found to actually engage in brokering behaviors. The major
369 decision-making organization (Ministry of Ecology) was the biggest broker of the Ukrainian
370 network, followed by an academic institution (Institute of Marine Biology). The Ministry of
371 Ecology in Ukraine was found to have various working groups relevant to PC biodiversity
372 conservation, to actively communicate and exchange information and bring otherwise
373 disconnected stakeholders together for conservation planning. Similarly, the Ukrainian Institute
374 of Marine Biology (IMB) which is a scientific curator for several protected areas coordinated
375 their research and connected them, which were otherwise disconnected or very weakly connected
376 (S3 Appendix).

377
378 WWF accounted for high betweenness values in both networks; however, they did not directly
379 bridge many disconnected nodes (indicated by their high Burt's constraint scores). The
380 qualitative data showed that WWF Romania and WWF in Ukraine were actively involved in the
381 conservation of sturgeon species through the enforcement of conservation laws and awareness
382 raising. They had large number of volunteers in both countries and sometimes brought the
383 otherwise disconnected stakeholder organizations together for joint conservation action. Their
384 work, however mostly focused on charismatic PC species and the wider PC taxa was absent from
385 their conservation agenda.

386

387 **Network homophily**

388 Across the Romanian network, different stakeholder categories had various tie densities, but
389 connectedness was not significantly higher than expected from the null-model test, indicating the
390 absence of network homophily (Table 4). In Ukraine, we found strongly connected academic
391 institutions with significantly higher within group density value than expected by chance
392 suggesting network homophily. The non-governmental organizations were marginally involved
393 in the exchange of Pontocaspian information in both, Romanian and Ukrainian networks. In
394 Romania, NGOs were significantly less connected to the academic institutions than expected by
395 chance and had no links among themselves. In Ukraine, NGOs were also significantly less
396 connected to academic organizations and had only two links among themselves (Table 4). The
397 density values within and between other groups of stakeholders were not significantly different
398 from random expectation. The academic organizations had more strong than weak connections
399 among themselves in both networks indicating regular exchange of information within this
400 group. Furthermore, they were strongly connected with the governmental organizations in
401 Romania, but less so in Ukraine. Governmental organizations were more strongly connected to
402 each other in Ukraine than in Romania, and strongly connected with the NGOs in both countries.
403 Most of the very few connections NGOs had with each other and with academia were strong in
404 Ukraine, unlike in Romania.

405

406 **Table 4. Density of the ties within and between stakeholder categories in Romania and**

407 **Ukraine.** The values in brackets under the ‘Category (No. ties RO vs. UA)’ represent the number
408 of existing relational ties in Romania and in Ukraine.

Category (No. ties Ro vs. UA)	Romania		Ukraine	
	Density(%)	No. ties strong /weak	Density(%)	No. ties strong /weak
Gov-Gov (6 vs. 10)	30	2/4	50	6/4
Acad-Acad (19 vs. 47)	26	12/7	65*	35/12
Acad-Gov (23 vs. 28)	12	13/10	15	13/15
Gov-NGO (7 vs. 12)	12	5/2	21	8/4
Acad-NGO (2 vs. 10)	1.5*	0/2	8*	6/4
NGO-NGO (0 vs. 2)	NA	NA	33	2/0

409 An * indicates significant difference from random expectation ($p < 0.05$) according to the null-
 410 model test.

411

412 **Perceived sufficiency of collaboration**

413 In both networks, the majority of the relationships among the interviewed stakeholders were
 414 described to be sufficient to exchange information and to achieve effective collaboration (54% in
 415 Romania vs. 68% in Ukraine), the remainder to be insufficient (Table 5). Some of the reasons for
 416 insufficient relationships were similar in both countries. For example, ‘budget constraints’ was
 417 the most prominent factor in both countries limiting more intense collaboration (26% in Romania
 418 vs. 45% in Ukraine). ‘Lack of interconnection’ was another factor reported in both countries
 419 (16% in Romania vs. 8% in Ukraine) to complicate collaboration. ‘Lack of interconnection’
 420 referred to the situation in which one party is interested and eager to have more
 421 collaboration/exchange of information, while the other party is not responding due to, for

422 example, different interests or priorities. Other reasons given for insufficient collaboration were
423 different in two countries. Importantly, free exchange of data was common in Ukraine, but was
424 indicated as a limiting factor in Romania (20%) as it was not freely available. Similarly,
425 ‘political constraints’ (18%), ‘institutional turnover’ (14%) and ‘institutional competition’ (6%)
426 were reported only in Romania as factors hampering the establishment of relationships and
427 collaboration. ‘Political constraints’ mostly referred to governmental organizations being
428 influenced by politics, and being closed for consultations with the academic sector or non-
429 governmental organizations. The ‘legal limitations’ which in Ukraine mostly referred to the
430 contradicting national laws (S3 Appendix) were not mentioned in Romania.

431

432 **Table 5: Perceived sufficiency of reported professional interactions among stakeholder**
433 **organizations in Romania and Ukraine.** The sub-themes in italics are under the theme
434 ‘Insufficient’.

Perceived relationships	Romania	Ukraine
Sufficient (%)	54	68
Insufficient (%)	46	32
<i>Budget constraints (%)</i>	26	45
<i>Limited exchange of information (%)</i>	20	NA
<i>Political constraints (%)</i>	18	NA
<i>Lack of interconnection (%)</i>	16	8
<i>Institutional turnover (%)</i>	14	NA
<i>Institutional competition (%)</i>	6	NA

<i>Legal limitations (%)</i>	NA	29
<i>Unknown (%)</i>	NA	13
<i>Employee turnover</i>	NA	5

435

436 **Discussion**

437 Conservation of Pontocaspian (PC) biodiversity is critically dependent on adequacy of
438 conservation measures and the coordination of actions across their distribution range - the
439 Northern part of the Black Sea and the Caspian Sea region. This paper aims to assess the
440 adequacy of the stakeholder networks for conservation in two countries responsible for a large
441 part of the native range of PC biota. We compare the social network structures of stakeholders
442 involved in biodiversity conservation in Romania and Ukraine, based on new data from the
443 former and the older data from the latter (S3 Appendix). First we discuss the implications of the
444 new, Romanian results for effective conservation and compare it then to Ukraine. We examine
445 the challenges within, as well as beyond the network structure for optimal PC biodiversity
446 conservation and provide recommendations for improved cross border conservation efforts.

447

448 **Implications of the Romanian network properties**

449 Both the interviewees and the literature [6,7] indicate that Pontocaspian biodiversity is declining
450 in Romania and conservation measures are not always in place, suggesting that the studied
451 network translates into sub-optimal conservation action [6,7,10]. The structure of the
452 conservation network may be one of the underlying factors (Table 2; Fig 2). The Romanian
453 network properties such as few connections, low tie reciprocity, and unrealized potential of

454 central stakeholders, suggest suboptimal PC biodiversity conservation conditions. Conservation
455 action is further challenged by external social variables such as instability of the institutional
456 arrangements and governance as well as funding limitations and political constraints (Table 5).
457 Interestingly, stakeholder interactions rarely target conservation of PC biodiversity directly (S2
458 Appendix). This indicates a low priority for the conservation of PC biota. Many links relevant to
459 biodiversity conservation in general may benefit PC species indirectly, while some links target
460 PC flagship species such as sturgeons. For example, biodiversity monitoring activities (according
461 to the EU Habitat Directive) include PC habitats and the “LIFE for Danube Sturgeons” project is
462 specifically targeting sturgeon conservation.

463
464 The Romanian network is centralized, with few stakeholders across different stakeholder
465 categories holding the key positions (Tables 2 and 3; Fig 2). Whether a centralized network is
466 suitable for effective conservation action depends on the phase of the conservation process
467 [30,38]. Decentralized networks are in general suitable for long-term environmental planning
468 and complex problem solving, due to the need of multiple stakeholders (across the disciplines)
469 contributing to the solution of a problem, providing different knowledge and perspectives [30]. A
470 more centralized network (with one or few very central stakeholders) can be effective in the
471 initial phase of the conservation process when resources need mobilization and the coordination
472 of joint action is required. In Romania (and also in the Ukraine) research on Pontocaspian
473 biodiversity has a long history [6,9], but the translation of research outputs to conservation action
474 is relatively novel and not always in place [6,9,64]. We suggest that in the current phase of PC
475 biodiversity conservation in Romania a centralized network is likely an optimal network.
476 Although, it is instrumental that the central actors use their abilities and structurally favorable

477 positions in practice to take a coordinating role in resolving conservation challenges.
478 Additionally, more involvement of an influential decision-making organization, such as the
479 Ministry of Environment, would be desirable for the network to effectively address conservation
480 action. In general, the central organizations in Romanian network do not exploit their positions to
481 initiate collective action. For example, while DDNI, NIMR and DDA are potentially the brokers
482 in the network (Table 3), we found no evidence, of any action related to brokerage. This may be
483 due to lack of appropriate incentives or the limited knowledge on the need for conservation of
484 PC biodiversity.
485
486 Not all stakeholder categories are well embedded in the structure of the Romanian conservation
487 network. For example, the NGOs are marginally involved in the network (Table 4) and
488 governmental organizations have limited numbers of reciprocated ties (Table 2). This may
489 suggest low motivation of governmental and non-governmental stakeholders to engage in
490 Pontocaspian conservation action [65]. The marginal involvement of NGOs has been observed in
491 earlier study in Romania in the Natura 2000 governance network [66]. The lack of reciprocated
492 communication (governmental stakeholders receiving information from multiple sources but not
493 sharing back to the network) may be indicative of strong hierarchy [67]. This idea is supported
494 by interviewees, which mention ‘political constraints’ and ‘lack of interconnection’ as factors
495 limiting collaboration (Table 5). Effective biodiversity conservation requires information
496 exchange between diverse stakeholder categories [32,37]. Therefore, more involvement of NGOs
497 and governance actors may benefit conservation of PC biodiversity.
498

499 The optimal functioning of the network is further challenged by the external conditions such as
500 funding scarcity, political constraints and institutional turnover (Table 5). Funding for
501 conservation is scarce and limits collaboration. Beyond the few funded projects, information is
502 not often exchanged and data availability is limited. In addition, scientific organizations that hold
503 most biodiversity information (e.g. DDA, DDNI and GAM), are insufficiently funded by the
504 government and data quality, availability and persistence is dependent on their success to find
505 additional funding. Limited funding discourages collaboration and increases competition. For
506 example, several stakeholders involved in research and conservation have their own research
507 vessels (e.g. NIMR, GEcM, OC) which are expensive to maintain, yet they do not coordinate
508 their activities because they are competing for funds. Furthermore, the institutional alignment of
509 stakeholder organizations is not stable in Romania, complicating the maintenance of relations
510 and building trust. For example, the Ministry of Environment (MOE) and Ministry of Waters
511 used to be one, but were recently split up; the DDA was transferred from the MOE to central
512 government by the time of the interview but is now back to being under the MOE; and the
513 Marine Biological Station of Agigea became independent after being a research station of the
514 University of Iasi. These changes complicate the formation and maintenance of relationships.
515 Continuous institutional reforms to adjust to the EU structures has been reported to not always
516 have positive outcomes in Romania [68]. Finally, ‘political constraints’ and ‘lack of
517 interconnection’ exacerbate the lack of exchange of information in Romania.

518

519 **Comparing Romania and Ukraine**

520 The Romanian network properties can be compared with those of Ukraine (S3 Appendix) as the
521 data collection has followed identical approaches. The Romanian network is slightly smaller (we

522 identified 17 stakeholder organizations compared to 22 in Ukraine). Importantly, the surface area
523 of Pontocaspian habitats in Ukraine is much larger than in Romania. PC species are in need of
524 conservation, however, targeted conservation is limited in both countries and seem suboptimal.
525 Conservation actions in Romania are mostly project based (and often EU-funded), unlike in
526 Ukraine. While information exchange in Ukraine is common outside the formal projects, this is
527 not the case in Romania. In Ukraine, academic institutions (under the NASU), are not allowed by
528 law to sell data and are obliged to share information for free. Furthermore, all the protected areas
529 and academic organizations are obliged to share the biodiversity related information with the
530 Ministry of Ecology (MENR) – sometimes directly (through specific requests) or indirectly
531 (through different departments of Regional Administrations). The MENR and other
532 governmental organizations, in turn, are open to communicating the information back to the
533 network (S3 Appendix). This results in much more free exchange of information and data and in
534 a higher number of reciprocated connections in Ukraine compared to Romania. Data and
535 information sharing are preconditions for effective conservation action, and the Ukrainian
536 network seems to be better set-up to achieve it.

537

538 The network properties and reported interactions are very different in two countries. In Ukraine,
539 the network is structurally strong with many connections, highly reciprocated ties and clearly
540 defined broker institutions (S3 Appendix). In Romania, the network is structurally weaker. The
541 content of interactions is not favorable in either of the countries for effective Pontocaspian
542 biodiversity conservation, as this biota is not a direct target of interactions. Both Ukrainian and
543 Romanian networks are centralized; the difference is that in Ukraine the major decision-making
544 organization (Ministry of Ecology) is also in the most central position. The analogous

545 organization from Romania (MOE) is not one of the central stakeholders. This may suggest that
546 on the governmental level PC biodiversity conservation has a lower priority in Romania, since
547 the Ministry is the major decision making and coordinating organization for biodiversity
548 conservation and conservation planning in both countries. Additionally, the Ministry of
549 Environment and other governmental organizations in Romania are less involved in consistent,
550 bi-directional exchange of information (Table 2) compared to Ukraine indicating more openness
551 of Ukrainian governmental organizations to collaboration. Similarly, the central stakeholders are
552 not exploiting their favorable positions in Romania as much as they do in Ukraine, suggesting
553 lack of incentive for Romanian stakeholders to initiate PC biodiversity related conservation
554 action, which, in turn may be due to the project-based interactions in Romania and limited
555 funding availability for non-charismatic PC species. Funding scarcity for the non-charismatic PC
556 species can also explain the marginal involvement of NGOs in both countries.

557

558 In both countries, there are limited funding options available for biodiversity conservation and
559 the sources of funding are diverse. The main difference is that in Romania collaboration declines
560 when a project is over, while in Ukraine organizations continue to collaborate and exchange
561 information beyond projects. This may be partly because they have legal obligations to do so.
562 From network narratives, we learned that Romanian stakeholders are involved in many more
563 projects than Ukrainian stakeholders, and many of these projects are EU funded. Yet, the
564 Romanian network is less dense than the Ukrainian one. This finding may indicate that the
565 network in Romania is more reactive rather than proactive.

566

567 Legal limitations in Ukraine are complicating collaboration and, in some cases, result in
568 unfavorable institutional alignments which is not the case in Romania. Legal limitations in
569 Ukraine refer to the contradicting laws creating confusion in research methodology and
570 collaboration frameworks. It also refers to uncoordinated action of regional administrations (i.e.
571 not in line with the Ministry of Ecology) such as issuing permissions and acting without
572 consulting the Ministry (S3 Appendix). The legal limitations were not reported to be
573 complicating collaboration and exchange of information in Romania, which may suggest more
574 consistency in the policies in Romania, which in turn may be resulting from the processes of
575 harmonization to the EU Acquis. In Ukraine, refining the national legislation and approximation
576 to the EU Directives were mentioned several times by the stakeholders as they narrated about the
577 content of their interactions. Therefore, improvements can be expected in the coming years in
578 Ukraine with regard to the national legislation which are likely to result in more coordinated
579 action among stakeholder organizations. Finally, while the institutional reforms are common in
580 Romania, the Ukrainian network is very stable (Table 5). Specific reasons underlying the
581 institutional turnover in Romania were not mentioned by the interviewed stakeholders but the
582 fact itself was reported to be a challenge for establishing relationships and conducting consistent
583 work.

584

585 In summary, the road to optimal Pontocaspian biodiversity conservation is different in Ukraine
586 and Romania. In Ukraine, the network is structurally close to optimal, which is a necessary base
587 for effective conservation, but the conservation is mostly challenged because of the untargeted
588 approach and external social variables such as funding scarcity and inconsistent policy
589 frameworks. These external challenges are not specific to PC biodiversity, but concern the entire

590 biodiversity in Ukraine. In Romania, there is a room for improvement within the structure of the
591 network as well as beyond. Within the network, more involvement of governmental
592 organizations in the coordinating roles, and engagement of central, information holding
593 organizations in the brokering behavior could result in a stronger network with a higher potential
594 for optimal conservation action. Beyond the network, funding scarcity, political constraints,
595 institutional turnover and difficulty of detailed information exchange are the obstacles. The
596 common challenge in both countries is that PC biodiversity conservation has a low priority and
597 awareness raising is necessary.

598

599 **Coordinating joint Pontocaspian biodiversity conservation**

600 **actions**

601 Romania and Ukraine share the Danube Delta, the Black Sea coastline and associated habitats in
602 which Pontocaspian biota occurs which may benefit from a coordinated action of both countries.
603 Some of the PC species, e.g. the sturgeon species, are mobile and not limited to the
604 administrative and political boundaries. Furthermore, PC species have a patchy distribution in
605 Ukraine and Romania and face similar pressures in these two countries. Cross-border
606 collaboration is therefore instrumental to achieve common conservation objectives and optimal
607 conservation action. Sharing the management experiences and best practices among the
608 organizations from both countries can help to the development of common organizational
609 awareness and embolden joint efforts and understanding.

610

611 The great significance of cross-border collaboration has been recognized by international
612 conventions and the EU, which resulted in several cross-border cooperation projects [69]. In our

613 interviews we did not specifically address cross-border collaboration between Romania and
614 Ukraine with regard to PC biodiversity, but from the network narratives we learned that
615 institutions in both countries are aware of each other and some collaboration exists. Main
616 established programs relevant to PC biodiversity conservation are the cross-border cooperation
617 (within the European Neighborhood Instrument - <https://www.euneighbours.eu/en>) and the LIFE
618 program of the EU. The former includes “Black Sea”, “Danube”, and other bilateral or trilateral
619 (+ Moldova) ecological programs with large budgets. Usually in their formulations the term
620 "Pontocaspian" does not exist, but the projects mainly concern the habitats of the PC fauna
621 (Danube Delta and Prut River, Lower Dniester and the Black Sea coastline of Ukraine, Romania
622 and Bulgaria). The LIFE program targets the Danube sturgeons. For other PC taxa we did not
623 find evidence for deep collaboration. PRIDE was a pioneering EU funded project which
624 attempted to broaden the sturgeon network in Ukraine to include other PC taxa in the awareness
625 raising activities of WWF in Ukraine. It is important that there are more projects in future, which
626 can extend the current Pontocaspian networks in Ukraine and Romania to the entire PC biota.
627 Such projects can be expected to raise awareness and increase the interest of governmental and
628 non-governmental organizations to collaborate more and exchange the relevant information.
629

630 **Conclusions**

631 We conducted this study as part of the PRIDE project to examine the current inter-organizational
632 structure of stakeholders in Romania and understand the implications of network characteristics
633 for the threatened Pontocaspian biodiversity conservation. We compare the results from Romania
634 to an earlier study from Ukraine as these two countries share the responsibilities to conserve
635 Pontocaspian habitats and species but their legal and political frameworks are different. We

636 found that the social networks of stakeholder organizations in Romania and Ukraine are very
637 different - both, the structure as well as the content and the context of interactions differ.
638 Structurally, Ukrainian network is strong, whereas in the Romanian network there is a room for
639 improvement, through e.g. more involvement of governmental and non-governmental
640 organizations and increased motivation of central stakeholders to initiate conservation action.
641 Regardless, both networks translate into sub-optimal Pontocaspian biodiversity conservation
642 action and the road to effective conservation is different in two countries. In an earlier study in
643 Ukraine, we concluded that the maintenance of existing network is a necessary base, and can be
644 expected to result in optimal conservation action if the content of interactions (through
645 awareness raising and capacity building) and external social variables (funding and legal
646 limitations) are improved. In Romania, the external social variables (institutional turnover,
647 political constraints and funding scarcity) have a higher influence on the network structure than
648 in Ukraine resulting in complicated data exchange, fewer connections and a hierarchical
649 governance system. The current network structure therefore cannot be expected to be effective in
650 addressing the Pontocaspian biodiversity conservation without the involvement of governmental
651 and central stakeholder organizations in coordinating roles. Fostering the cross-border
652 collaboration through new calls for project proposals, which involve wider Pontocaspian taxa,
653 will likely increase the awareness and interest of different types of stakeholders to engage more
654 in the conservation action related to this biota. Extending the Sturgeon networks to the other,
655 non-charismatic Pontocaspian species may be a preferable course to initiate such action.
656

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669 **Author contributions**

670 Conceptualization: AG, NR, KB, FPW. Data collection: AG. Formal analysis: AG, NR.
671 Methodology: AG, NR, KB, FPW. Validation: NR, KB, CI, BP, MOS, NG, VA, FPW. Writing –
672 Original Draft: AG, NR, KB, FPW. Writing – Review & Editing: CI, BP, MOS, NG, VA.

673

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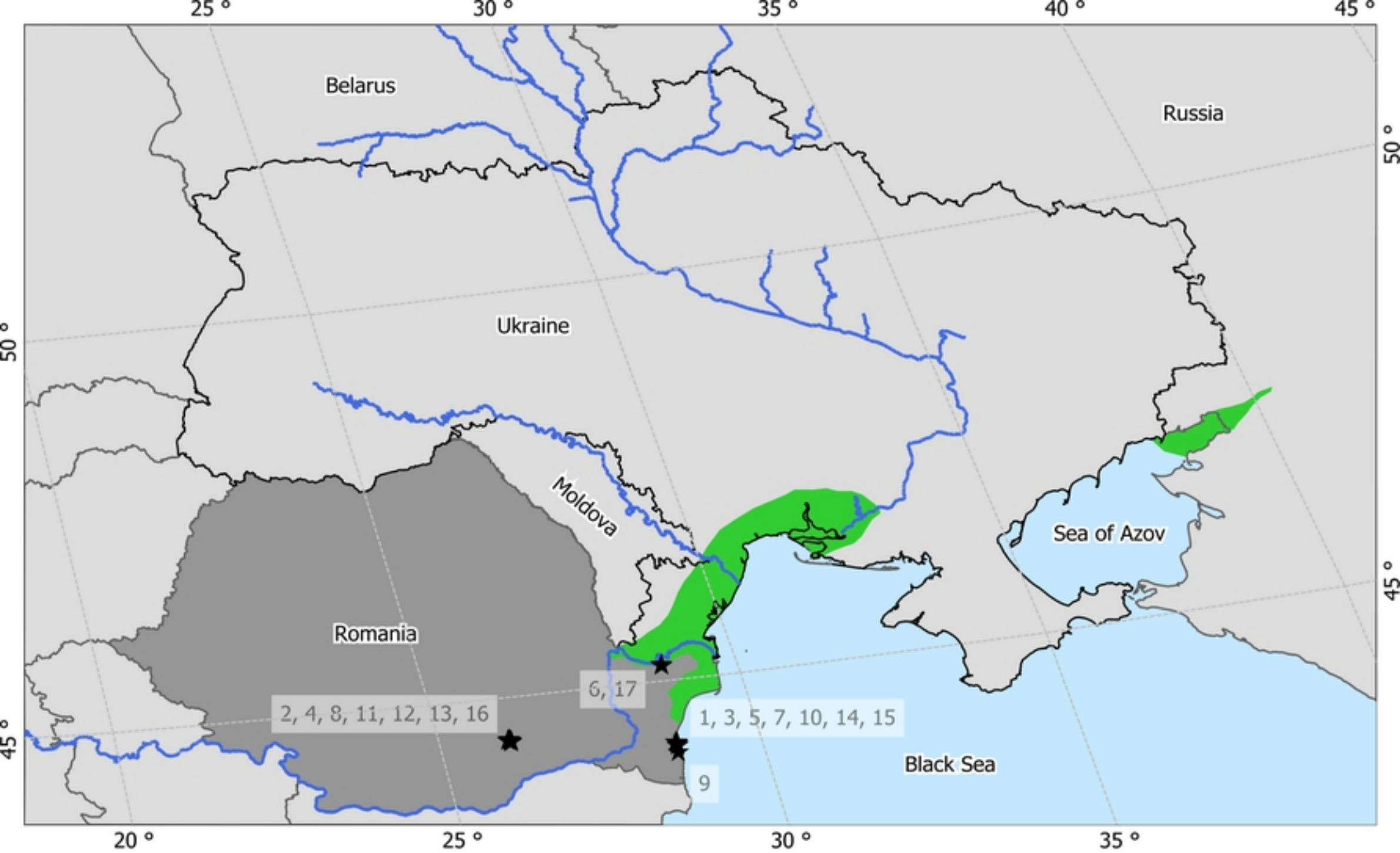


Fig 1

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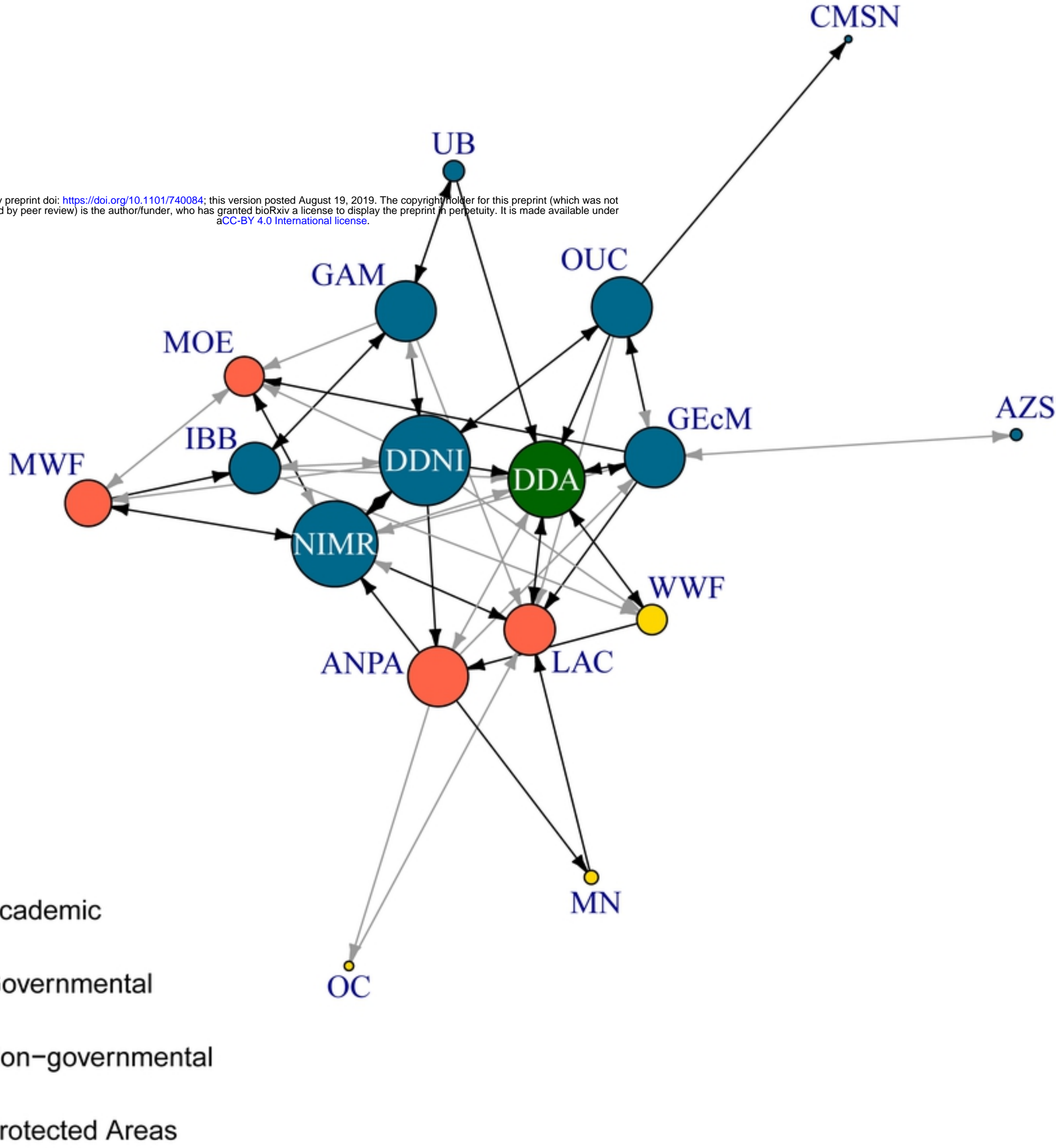


Fig 2