



GOVERNANCE PARTNERSHIPS

I/ INTRODUCTION

The entire coastal ecosystem and the benefits that it provides are currently under a huge amount of pressure due to demographic and touristic strains, land use and increasing urbanisation, overexploitation of resources, pollution and climate change. The increase of artificial surfaces along European coastlines is 30% higher than inland (European Agency for the Environment 2006), the amount of national and international tourists visiting the Mediterranean coastlines around 2025 is estimated to approach 312 million (Billé, Magnan, and Rochette 2008), and about 80% of marine pollution comes from terrestrial activities (UICN France 2013).

“These direct and indirect factors of change often cause accumulated impacts on natural coastal areas, and their terrestrial and marine ecosystems whose complex interactions are highly interdependent upon each other. Within this system, and in the perspective of the sustainable development of coastal areas, users as well as decision makers must be made aware that ecosystems don’t just provide resources that can be merchandised, they provide real advantages” (Mabille and Piante 2008).

Our socio-economic activities as well as our wellbeing depend on the benefits provided by marine and coastal areas: food supply, protection against natural risks, regulating water quality, leisure activities... “The activities and uses as well as the interactions between nature and society in coastal areas are very diverse. In addition the evolution of ecosystems is uncertain and management skills are uneven. It is therefore paramount to find methods and ways for collaborative and integrated management of marine and coastal areas and resources” (Tapadinhas and Dreyfus 2015).

“It is essential to de-compartmentalise management processes, to mobilise all the key-players to define and implement measures, and particularly to combine coastal area management tools so that they are available at each level of public action” (Mabille and Piante 2008).

Furthermore, in order to deal with the complexity and the diversity of the issues and the variety of key-players, it is essential that coastal area management should be controlled by governing and implementation methods suited to the constraints of the territory, focusing on partnerships and coordination between key-players, social groups and institutions in order to achieve the collaboratively set goals of shared objectives.

Beyond governing under an angle of consulting or deliberative participation from the key-players for political decisions involving their territories, the contribution and involvement of stakeholders is currently regularly experimented with in the management of coastal areas.

II/ PREREQUISITES FOR THE ACTIVE PARTICIPATION OF KEY-PLAYERS FOR THE SUSTAINABLE DEVELOPMENT OF THEIR TERRITORIES

“Governing is a process of coordinating key-players, social groups and institutions to achieve goals collaboratively discussed” (Le Galès 2006). However, beyond its origins and multiple developments, the problem of governing currently constitutes a sort of focal point crystallising many recent contributions on matters of interaction, collective action, empowerment and learning (Rey-Valette and Antona 2009).

Furthermore, sustainable accountability and involvement of key-players doesn't only happen through declarations of intent, but require first and foremost recognition of the authority, coordinated interaction and communication transparency which are prerequisites to induce voluntarism. The increase in power must be measured and progressive to establish a tradition of collaboration.

A trusting environment must be established, by associating these key-players in area planning measures, taking into account a vision shared by all, clear objectives and consensually agreed upon action plans and programs. This participation can be consultative, deliberative, or contributive. It requires learning an adap-

tive approach. It is also a process that needs to be maintained through time. The emulation and mobilisation of key-players will be one of the authorities' main challenges for efficient management to last in these areas. It is necessary to make the key-players' competencies and knowledge available through management tools.

The involvement and mobilisation of stakeholders must become in the long term a powerful process, the end goal being to obtain the consensus and the involvement of stakeholders around sustainable development objectives and purposes through the implementation of concrete measures and tangible action. Throughout this process, various types of support are possible to formally and actively involve key-players. They can be collective or bi-lateral: charters, agreements, contracts, program-contracts...

In this context, the roles and prerogatives of the various key-players who can intervene in the active management of the area will emerge and be confirmed, so that when it is time to take action everyone knows how and where to intervene.

III/ COASTAL CONSERVATION A MAINLY ROYAL CONSTRUCTION

The organising and the implementing of nature management and protection policies are actually very different from one country to the next. The differences are related to the administrative organisation of the countries. The differences are primarily due to levels of decentralisation and «agencialisation». (Payen et al. 2004). Private property management clearly involves owners. As a general rule, State land management jurisdiction (forest, hydraulic, marine...) falls under ordinary public administration which can be the State or a public agency or specific structures such as National Parks. Administrators can also be communal or intercommunal authorities or associations.

Managing the use and users falls primarily under an authorities/key-players type of relation that relies mostly on regulatory tools or awareness. A certain mistrust, often reciprocal, characterises these relations when management methods are directive. This mistrust continues during the pioneering phase of participatory governing.

IV/ MANAGING THE HEART OF NATURE

a. Administrators

The prerequisites of managing natural areas require multidisciplinary skills and various general and specialised skills. Administrators are of course key-players in conservation (nature police, ecological engineers, visitor management...) but they are also heavily involved in other areas of management: development, construction, monitoring. They are both leaders, coordinators and implementers of various more or less complex management measures. As they rarely act alone, they establish partnerships with others involved on an international, national, or local level, to face the various challenges.

In many countries, the leadership of coastal and marine natural area management is often granted to specialised public institutions: coastal agencies, forest administrations, agencies dedicated to the management of protected areas, but also on a more local scale to institutions such as national parks or protected marine and coastal areas. Whether in Europe or in the Mediterranean basin, there is no standard, and prerogatives and responsibilities are different from one country to the next.

Other types of more local organisations and institutions can position themselves as administrators: local authorities, civil society organisations, professional groups. For example the town of Six Fours is the administrator of the Grand Rouveau Island or the NGO "Conservatoire des Espaces Naturels de PACA" that manages many natural coastal areas in the French Mediterranean. We could also mention among other examples, the effective involvement of the fishermen in the Cabo de Palos Marine Reserve - Islas Hormigas in Spain in the decision-making and governing of the protected area and their contribution to establishing fishing regulations and monitoring.

But beyond the prerogatives and voluntarism that characterise these organisations, although historically coastal area planning and management was intentionally or unintentionally a unique prerogative of these organisations for generally conservationist objectives and reasons, it has been proven over time that managing an area is much more complex than just putting it in a glass case.

b. Why involve other participants than administrators in the management of natural coastal areas ?

With proper organisation, clearly allocated roles and power, administrator and partner rights and duties, the combining of means and resources is justified:

- i) First of all because managed sites are intimately linked to neighbouring areas whose management directly or indirectly impacts the land. The ecosystem approach and the organisation of permeability between natural landscapes and anthropic environments is now a strong component of management;
- ii) because administrators do not always have all the necessary skills and sometimes do not have enough staff to cope with preservation programs and even less to cope with other issues: managing the use of the areas and economic issues, tourism, consultation, education, awareness...
- iii) to reduce or share management costs;
- iv) to initiate or even strengthen local ownership of virtuous management methods
- v) because lands are not always completely controlled by administrators and that in these cases the solution lies in making owners aware and adopting and implementing compromises in their operating systems (land stewardship)

c. Who should be involved in which roles ?

- i) Local authorities: towns, departments and regions; these entities are direct participants or partners for conservation, they act for the preservation of the environment to diminish the environmental impacts on their territories and nearby protected areas, they are preferred partners and speakers for administrators of protected areas within their expertise, they support education and communication approaches, they intervene as needed to support or carry out measures in natural areas, provide or contribute to structural improvements of natural areas.

From patchwork to territorial network. Furthermore, local authorities are also potential technical and financial partners who can support coastline administrators and can also provide staff for ICZM public policies. These implications are also, when well understood, well implemented because communities are the first to benefit from ecosystem services and indirect economic contributions. However, equalization for consented investment is rare, while preserving natural areas does not always directly contribute to the people in communities who have made conservation efforts. Moreover, often other towns in the vicinity that impact the natural environment benefit from the efforts made in other areas. Such cases are common, hence the need to consider management measures involving mobilisation on a larger scale and to think of measures favouring strategic territorial solidarity (ecological solidarity). This territorial solidarity should be considered in order to strategically reflect on larger scales, integrating more sites, protected or not, and the exchanges and interactions should be considered in a context of climate change.

ii) Civil society organisations (NGOs): their involvement, usually not for profit, supports management structures in achieving the objectives assigned to the area. The roles and contributions of users' associations (hunters, underwater hunters, sports clubs and other associations, divers...) can be traced to those of professionals, mainly related to ethical behaviour codes.

EXAMPLE

The contribution of coastal protected areas to well-being, human development and public health with the National Trust program "nature and outdoors" «= increased public awareness of outdoor activities offered by the NT to develop revenue streams to fund conservation work.

Civic contribution for the mobilisation of resources and financial funds: in many natural sites where civil society support is important, NGOs in charge of management operations ensure the funding of administration. Two main types of measures are implemented: projects written for sponsors and donors or requests for private donations or fundraising, possibly by the auctioning of objects or services.

EXAMPLE

The Neptune National Trust campaign raised 60 million pounds sterling to acquire 2,180km of coastline and provided access for walks and exceptional opportunities for sports while ensuring the protection of the environment.

iii) The public and volunteers: These include structured organisations such as associations, naturalists, scientists, others dedicated to administration... but also volunteers who with their activism and civic involvement support management efforts and provide their abilities, available time or their expertise: advisory support, contributions to public awareness, environmental education, participation in development or ecological restoration projects, citizen science, citizen mobilization, volunteering for monitoring, clean up operations...

iv) scientific and research institutions: contribute by providing their expertise for the sustainable management of natural areas, either by sharing the results of their work, or by meeting the needs of administrators in terms of applied research, or by ensuring a look out and monitoring of the area: methodological support, interpretation and exploitation of results, this support involves scientific topics relating to physical or biological areas, as well as other more anthropocentric aspects: development, sociology, architecture, culture, ... Scientists are therefore participating contributors to the management of coastal areas, they are also beneficiaries since «laboratory» sites and experimental areas are made available to them, they also benefit from the expertise and logistics means of the administrators. Whether these territories are the object of fundamental research or research related to their management, a collaborative approach between these key-players should be integrated into educational processes and should be seen as a normal contribution to management.

V/ AN URGENT NEED FOR ORGANISING, COORDINATING AND UPGRADING THE KEY-PLAYERS IN VIEW OF THEIR CONTRIBUTION TO COASTAL AREA MANAGEMENT

v) Professional users: for natural coastal areas this mainly concerns agriculture, fishing or tourism related occupations. Natural areas also offer the opportunity to contribute to development, but according to responsible methods. In these cases, these professionals are aware and involved in space and natural resource management with perspectives of conservation and contribution to local economic and social development under a «sustainable» outlook. They rely on rules and ethical management mechanisms in line with the area's objectives and are sometimes called upon to contribute to monitoring programs. In this sense, «land stewardship» aims to encourage landowners - individuals, businesses, municipalities... - and users - farmers, hunters, fishermen - to manage natural sites to protect them and to increase their biodiversity and landscapes heritage in exchange for tax or social incentives

vi) International cooperation contributors: a plethora of institutions, programs, initiatives, international projects contribute to the conservation of natural coastal areas for the benefit of countries or territories. Their contributions are diverse and varied. These organizations are providers of expertise, they constitute knowledge and knowhow transfer hubs and have an important role to play in advocacy. In Europe, Eurosite and Europarc play this role, in the Mediterranean various activity centres of Action Plan for the Mediterranean can be mentioned, as well as the Conservatoire du littoral, the MEDPAN association for MPAs, MedWet for wetlands, the Initiative for Small Islands of the Mediterranean, IUCN-Med, WWF... These cooperation programs work side by side and aim to complete one and other. The perseverance of these institutions in their cooperative activities contributes, despite the immensity of the issues, to slow down the degradation of coastal areas particularly through their expertise and strength of conviction.

«Above ground» management is coming to an end, and has shown its limits when conducted exclusively by «official» management. «Uniting local key-players around shared coastal land management issues to ensure the effective implementation of various but compatible goals,» proves to be an interesting path to pursue and improve in the sustainable management of natural areas around common heritage.

This approach must “promote a shared involvement”

- By mobilizing those in power in the area: state representatives, elected officials, economic players, consumers, volunteers, NGOs;
- By sharing each other's knowledge to create cooperative tools;
- By establishing territorial authority, formal or not, with mobilized people carrying the project by setting up local management methods that ensure the participation of different key-players in thought processes, proposals, decisions and the implementation of various measures;
- By making partners and the population adhere to the project and its implementation;
- By regularly involving the population in the project.

It should also provide crucial support to the key-players and to education, but also to solve the crucial issue of financing sources and methods for managers and their partners.

EXAMPLE

The Danish Coastal Authority is a government agency which helps cooperation between various bodies, government or civilian, who provide coastal protection or have an interest in it. The Danish government decided a long time ago to facilitate applications for licenses through this agency, which is the only intermediary for the owners. After the permit application, the agency confers with various partners, such as municipalities and various environmental protection agencies (Danish coastal authority, Nature Agency, Environmental Board of Appeal, Environmental protection agency, Danish Agency AgriFish, Danish Maritime authority) and it gathers various opinions.

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THOUGHTS

- What steps to establish partnerships and sustainable and efficient co-management approaches;
- Studying the angles and the possible turns that can occur during testing and implementation of partnership and co-management approaches and exposing good practices (prerequisites, milestones, resources to implement, support , etc...);
- Foresight: what approach should be adopted to collectively manage coastal areas during times of social and economic crisis;

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