Conservatoire du littoral

Methodological guide

Implementing operational co-management and shared governance in natural areas

FONDS FRANÇAIS POUR L'ENVIRONNEMENT MONDIAL

COGITO project

MedPAN · Conservatoire du littoral · WWF · PIM INITIATIVE

CITING THE WORK
AND DRAFTING THE GUIDE

CITING THE WORK

Methodological guide '**Shared governance and operational co-management of coastal sites**', Conservatoire du Littoral, 2023

DRAFTING THE GUIDE

This guide was translated into English from the original French version.

LAYOUT: Hexa-Aix, Aix-en-Provence

PHOTO CREDITS: @ Louis-Marie Préau, Conservatoire du littoral / SMI (unless otherwise mentioned)

THE COGICO TRAINING PROGRAMME
PROTECTION AND MANAGEMENT OF ISLANDS, COASTS AND OCEANS

The ICO Solutions approach - ICO for Islands - Coasts - Oceans Solutions, developed by the Conservatoire du Littoral (French Coastal Protection Agency) in partnership with the Rhone-Mediterranean-Corsica Water Agency and Aix-Marseille-Provence Metropolitan Chamber of Commerce and Industry highlighted the need to pool the fields of expertise, knowledge and skills of the players involved in managing ICO spaces.

With this in mind and based on capacity-building initiatives (technical training, webinars, experience-sharing workshops, etc.) it has regularly organised for several years now, the Conservatoire du Littoral (French Coastal Protection Agency) has developed a long-term, multidisciplinary training model for managers, with an across-the-board outlook on the challenges involved in managing coastal, marine and island areas, viewed as inseparable ecosystems: **COGICO Training (Protection and Management of Islands, Coasts and Oceans).**

This training combines written methodological tools (guides), video content from experts and players in the field, and support from Conservatoire du Littoral (French Coastal Protection Agency) teams and partners through webinars and Q&A sessions. An array of broadly accessible tools offers a variety of learning approaches.

COGICO is intended for young French-speaking professionals who work in environmental management or wish to change their career path. It was designed with the following key goals in mind:

❖ Boost the (future) professionals' ICO management skills in a cross-disciplinary manner;

❖ Create a global network of French-speaking field professionals and promote experience-sharing;

❖ Share the Conservatoire du Littoral and its partners' values: preserve, restore, foster resilience, promote co-management, leverage our heritage and provide free access to natural areas with healthy biodiversity;

❖ Deliver a professional training programme based on a combination of theory and practical feedback from professionals.

The **COGICO** training programme focuses on eight modules that must be fully completed to validate the course:

❖ Governance and operational co-management

❖ Knowledge management

❖ Visitor management

❖ Communication

❖ Ecological restoration

❖ Business management

❖ Producing management documents

❖ Project development and management

Through this programme, COGICO intends to develop a joint base of knowledge, skills and values for managing natural coastal, marine and island areas, available to a network of players, potential future managers and partners engaged in natural ecosystems and biodiversity protection.

COGICO
TRAINING PARTNERS

Financial

FONDS FRANÇAIS POUR
L'ENVIRONNEMENT MONDIAL

RÉPUBLIQUE
FRANÇAISE
Liberté
Égalité
Fraternité

agence
de l'eau
RHÔNE
MÉDITERRANÉE
CORSE

VILLE DE
MARSEILLE

Technical

pim
INITIATIVE

INTERNATIONAL NGO FOR
MEDITERRANEAN
SMALL ISLANDS

PUBLISHING **MANAGER**

LE CONSERVATOIRE DU LITTORAL (FRENCH COASTAL PROTECTION AGENCY)

RÉPUBLIQUE FRANÇAISE
Liberté
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Conservatoire du **littoral**

Mindful of its coastline's ecological, social, economic and cultural significance, France has chosen to preserve a significant proportion of natural coastal areas and make them accessible to all. In 1975, the State decided to create the Conservatoire du Littoral (French Coastal Protection Agency), a public body supervised by the Ministry for Ecology, pursuing a land policy to protect natural areas and landscapes on maritime and lake shores.

The Agency operates in the coastal districts of mainland and overseas France, as well as in municipalities that border estuaries, deltas and lakes over 1,000 hectares.

Objectives: the preservation of natural environments and remarkable and endangered landscapes, public access and reception while respecting the sites to increase awareness of environmental conservation, the implementation of sustainable development practices for all on-site activities (agriculture, heritage management, etc.), or the stability of coastlines and awareness of climate change through rational management with local partners. The Conservatoire owns the sites it acquires and assigns their management to other public or private bodies (regions, departments, local authorities, mixed syndicates, associations, etc.) that employ the rangers/coastguards responsible for maintaining the sites, developing them and assisting the public.

In addition, the Conservatoire du Littoral develops cooperation initiatives on an international scale based on the values and management principles it promotes and disseminates in France. The European and International Delegation shares the practices implemented in France regarding coastal preservation, primarily in regional maritime coastal areas where France is present. The strength and uniqueness of the organisation's international activities lie in supporting its partners' development by implementing tangible projects on pilot sites both at the institutional and technical levels. The Conservatoire du Littoral also helps promote and develop ecosystems and natural environments, particularly wetlands and small islands. The intervention strategy for the Conservatoire's European and International activity can be summed up in one strategic vision: ' Working together to develop integrated Coastal Zone Management policies and act for more and better management of coastal protected areas.'

Conservatoire du **littoral**

Conservatoire du Littoral
Europe & International Delegation

3 rue Marcel Arnaud - 13100 Aix-en-Provence, France

✆ **+33 (0)4 42 91 64 10**

✉ **international@conservatoire-du-littoral.fr**

🖥 **www.conservatoire-du-littoral.fr**

f **https://www.facebook.com/DEIconservatoire**

TECHNICAL **PARTNERS**

PRESERVING SMALL MEDITERRANEAN ISLANDS (PIM)

INTERNATIONAL NGO FOR
MEDITERRANEAN SMALL ISLANDS

The PIM initiative is an international NGO that promotes and assists in managing small Mediterranean insular areas. Its goal is to preserve these micro-areas by implementing concrete actions in the field, such as fostering the sharing of know-how and expertise between conservationists and specialists in the Mediterranean basin. Its approach places the priority on simple and pragmatic solutions. The guiding principles of its action are organising meetings, promoting dialogue between nature conservation players, and capitalising on and promoting know-how and expertise.

The PIM Initiative, a project launched in 2005 by the Conservatoire du Littoral, became an independent NGO in 2017 and has since internationalised its governing bodies to pursue its activities.

From the outset, it has relied on a pool of multidisciplinary experts, site managers, coastguards, representatives of Mediterranean area NGOs, and experts who compare and exchange ideas and experiences and share their expertise to better manage and protect island areas.

In implementing its strategy, whether improving knowledge, governance, or promoting initiatives in the field, the NGO is supported by its network and advisory committee, which includes resource persons representing several scientific and technical fields and territories.

INTERNATIONAL NGO FOR
MEDITERRANEAN SMALL ISLANDS

Initiative pour le Petites Iles de Méditerranée

Lycée des Calanques, 89 Traverse Parangon
13008 Marseille — FRANCE

✆ +33 (0)7 66 88 79 35

✉ pim@initiative-pim.org

🖥 http://initiative-pim.org

FINANCIAL PARTNERS

THE FRENCH FACILITY FOR THE GLOBAL ENVIRONMENT

As part of France's cooperation and development policy to protect the global environment, the French Facility for the Global Environment (FFEM) funds sustainable development projects in line with the multilateral environmental agreements signed by France, intending to preserve biodiversity, the climate, international waters, land and the ozone layer, and fighting chemical pollution. The FFEM draws lessons from these pilot projects to ensure that the most effective solutions can be rolled out in other locations or on a larger scale.

The FFEM has been supporting the Conservatoire du Littoral for several years now, in particular for practical site management operations and capacity-building initiatives for managers and players involved in protecting natural coastal and island areas in developing countries through the funding of several cooperation projects (COGITO, SMILO, WACA, etc.). Every year, the FFEM organises face-to-face training sessions for Mediterranean and African partner countries, both in class and in the field.

www.ffem.fr/en

THE RHONE-MEDITERRANEAN-CORSICA WATER AGENCY

The Rhone-Mediterranean-Corsica Water Agency is a public establishment dedicate conservation under the authority of the French Ministry for Ecological Transition and Territorial Cohesion. It collects the water rates levied on all users. Through a multiannual intervention programme, each euro collected is reinvested with local authorities and economic and agricultural players to tackle pollution and better use the available water. The Water Agency also organises consultations with local stakeholders and produces and disseminates information on water.

The Water Agency is a vital partner of the Conservatoire du Littoral in France and abroad, supporting institutional and technical cooperation projects on the conservation issues of wetlands and small islands.

www.eaurmc.fr/jcms/vmr_43638/fr/area-of-intervention

FINANCIAL PARTNERS

THE CITY OF MARSEILLE

VILLE DE MARSEILLE

Historically open to the world and cultivating a long tradition of hospitality, Marseille has become a leading European and Mediterranean metropolis by developing its image and areas of excellence internationally. This popularity also stems from the multiplication of missions abroad to share the city's experience in various fields, especially in terms of its local sustainable development.

The City of Marseille supports the Conservatoire du Littoral and its work to conserve, manage, and promote the small islands and coastline of the Mediterranean, raise awareness of the importance of protecting them, and share knowledge, experience, and know-how among conservationists.

www.marseille.fr

ACKNOWLEDGEMENTS

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LIST OF **ACRONYMS**

MCPA	Marine and Coastal Protected Area
MPA	Marine Protected Area
APAL	Agence de Protection et d'Aménagement du Littoral de Tunisie (Tunisian Agency for Coastal Protection and Development)
CBD	Convention on Biological Diversity
CEPF	Critical Ecosystem Partnership Fund
DDTM	Direction départementale des territoires et de la mer (French Departmental Directorate for Land and Sea)
OFB	French Biodiversity Agency
NGO	Non Governmental Organisation
PACA	Provence-Alpes-Côte d'Azur
NP	National Park
IUCN	International Union for Conservation of Nature

OVERVIEW

Coastal areas are characterised by the concentration and overlapping of activities, uses and interests[1]. Therefore, efficient conservation and management of these areas requires a coherent approach from an ecological and socio-economic point of view[2]. These areas are also regularly subjected to overlapping jurisdictions or protection statuses, requiring greater coherence and coordination in their governance.

Moreover, natural area management is typically hampered by the lack of financial resources, with management that is often not directly profitable and a dearth of human resources to monitor the sites. Additionally, States tend to rely increasingly on new players to manage their protected areas (local authorities, non-governmental organisations, and the private sector). These new 'co-managers' demonstrate a willingness to preserve natural areas and their resources.

Given this state of affairs, **shared governance** and **operational co-management** are vital, operational and compelling solutions. These approaches aim to share authority, responsibilities, management functions, and activities and pool the local players' knowledge, skills, and abilities to conserve the area more effectively. In principle, this allows for management that is better adapted to the local context and more efficient conservation initiatives[3].

1- *Partelow et al., 2020 ; Echevarria et al., 2013.*
2- *Borrini-Feyerabend & Hamerlynck, 2011.*
3- *Eger & Doberstein, 2018.*

This guide is intended for anyone involved in conserving coastal and island natural areas (natural area managers, institutional players, associations, academics, etc.) who is engaged in, needs, or wants to become involved in shared governance or operational co-management processes.

It is based on a critical analysis of concepts and approaches extolled in international scientific literature, drawing on first-hand accounts and feedback from real-life experiences. It is structured in two parts and illustrated through tools, diagrams and testimonials from field players to provide a practical overview of the implementation and operation of shared governance and operational co-management processes.

This guide is not intended to assess shared governance and operational co-management processes rolled out by Conservatoire du Littoral partners or by the other players interviewed. The primary purpose is to highlight the diversity of existing systems in the field and to use concrete examples and feedback to illustrate the various aspects covered in this guide practically and pragmatically.

Accordingly, this guide details the best conditions and principles for achieving concerted, practical and viable operational management. It discusses the relevance of shared governance and operational co-management and the steps or principles to be followed in setting up and running this type of process. Concrete examples and feedback from players in the field illustrate the practical application of these processes and highlight solutions, methods and recommendations to support the proper operation of these approaches.

What you need to bear in mind before reading this guide is that shared governance and operational co-management are as different as they are closely intertwined.

To clarify this distinction, roughly, shared governance is all the meetings (formal and informal) that bring together the stakeholders involved in an area, leading to a shared vision for the future of a natural area and a decision on the objectives and actions to implement. Operational co-management is the practical implementation of these actions on the site, directly and concretely, by the managers and co-managers.

Basically, governance is about reflection, shared vision and decisions, and operational co-management is about action in the field by the manager and their active partner!

Fabrice Bernard
Europe & International Delegate at the Conservatoire du Littoral

DIAGRAM OF OPERATIONAL CO-MANAGEMENT AND SHARED GOVERNANCE

CO-MANAGEMENT AGREEMENT

Who? Manager(s) / co-manager(s) and potential beneficiaries

Why? Agreement setting out the rights, obligations, roles and responsibilities of the signatories

MANAGER(S) & CO-MANAGER(S)

OTHER MANAGEMENT PARTNERS
(experts, NGO specialists, farmers/fishermen, etc.)
or external technical expertise

MANAGEMENT/STEERING COMMITTEE

Who? Manager(s) / co-manager(s) and other stakeholders involved in the site's management (users, owners, institutions, etc.)

Why? Decision-making body

MANAGEMENT PLAN
(site diagnosis and management guidelines)

MANAGEMENT ACTIVITIES
Monitoring, development and maintenance, security, welcoming the public, heritage preservation, supervision of uses, etc.

OTHER GOVERNANCE BODIES
(optional)

I.e., Scientific committee, advisory committee, project co-steering, events committee, etc.

Organisation

Validation & Guidelines

Framework

Project

Contribution to implementation

Validation and follow-up

Framework

Planning, follow-up & assessment

Exchange process (i.e., consultation, technical advice, etc.)

Keys
Aspects of shared governance
Aspects of operational co-management

BEFORE WE START, LET'S TALK SEMANTICS

✦ **MANAGEMENT:** A set of technical and practical measures that must be taken to ensure that a natural site with protection or conservation status can fulfil its ecological, cultural, and economic functions in the long term.

Therefore, management is the process of harnessing and implementing material, human and financial resources to meet set objectives[1]. It concerns the application of a management plan or scheme, the decisions of the governance committee and any other recognised document for regulating and organising the activities likely to be carried out on the site. It may be global in the area of the site subjected to integral protection or limited to certain aspects in development or buffer zones (e.g., scientific monitoring, enforcement of regulations relating to prohibited activities or restricted activities)

✦ **GOVERNANCE:** The norms, institutions and processes that determine how powers and responsibilities are exercised and how decisions are made[2].

Governance is not a fixed system; it is a dynamic coordination process between stakeholders aimed at defining common goals and making decisions to lay the ground for management[3]. Hence, it includes political, regulatory, social and cultural aspects that influence how decisions are formulated and made.

The main governance-related issues are[4]:

- Who has the power, authority and responsibility for decision-making, and who is accountable for the results achieved?

- What is the nature of the relationships between players (formal, informal, conflicts, collaborations, alliances)?

- How are decisions made, and what approaches, values, principles, cultures and customs inform them?

✦ **PARTNERS:** All the technical, institutional and political stakeholders who operate through an agreement.

For instance, the central administration, local or regional authorities, the local population, communities and professional sectors (fishermen, tourist operators, etc.); trade union and professional organisation representatives; rights holders; NGOs and any other regional or international bodies involved with an interest in the site's management; national, bilateral, regional and international donors, etc.

1- *Henocque, 2018.*
2- *Campese, 2016.*
3- *Carlsson & Berkes, 2005; Henocque, 2018.*
4- *Borrini-Feyerabend, 2010; Borrini-Feyerabend et al., 2010; Nunan, 2018.*

✦ **MANAGEMENT PLAN:** Strategic document that expresses and plans the projects for the site, based on an ecological and heritage assessment and available resources. Typically drawn up for five to ten years, it describes the shared ambitions and guidelines the management partners will agree to follow. It also defines the operational goals guiding the site's restoration, development and management activities. It sets out the terms of governance and use of the site (prohibitions and restrictions according to a site-specific zoning system) and monitoring, protection and maintenance activities scheduled over a given period. The work plan reflecting these goals may be included in the management plan or drawn up separately by the manager, following an appropriate timeframe.

Depending on the country and the type of site, this document may or may not be enforceable. A site may not have an approved management plan but measures agreed upon by the stakeholders or defined by its status; in this case, we refer to a management plan, a project, or a programme for the site.

✦ **PROJECT:** A set of actions and activities planned for a specific period, to help achieve the site's protection objectives.

A project's implementation can be defined as part of a partnership between different players through a written agreement. A project comes with an implementation plan and a pre-established budget for a given implementation timeframe.

✦ **SITE:** A protected area or conservation area with special legal status that requires specific management measures, which may include prohibitions or restrictions on use and physical or regulatory protection measures.

The measures may vary with the site's zoning areas (fully protected zone or not), users (local population, rights holders, etc.), and seasons (bird or turtle nesting season, etc.).

✦ **TERRITORY** : A socially defined area based on ecological, cultural or historical aspects[5]. A site is part of a territory and interacts with its various components.

✦ **USAGES:** The activities carried out on the site. They may be economic (fishing, tourism, mineral extraction, transport, etc.), cultural (monument visits, events organisation, etc.), recreational (hiking, birdwatching, fitness trails, scuba diving, outdoors school, etc.) or pertaining to scientific research.

5- *Kergomard et al., 2008.*
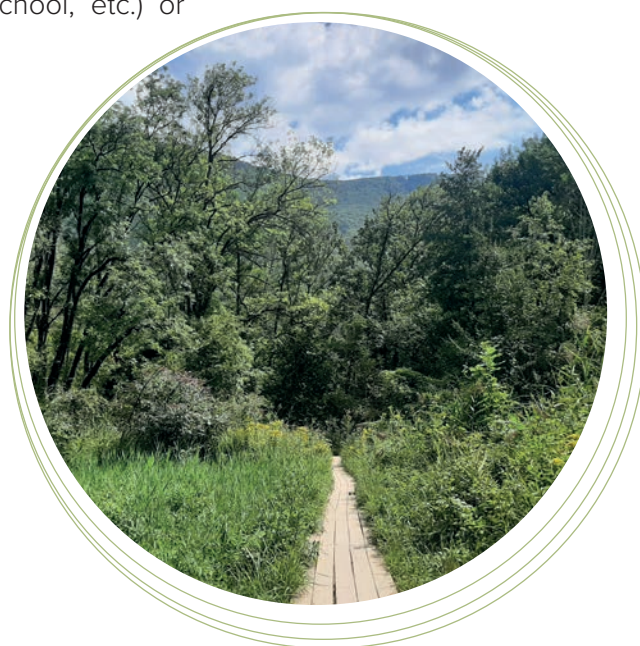
I. SHARED GOVERNANCE OF COASTAL SITES

SHARED GOVERNANCE refers to a decentralised approach to decision-making applied to a natural area or a group of natural resources by which authority, power, responsibility and accountability are shared between various stakeholders (i.e., State, resource users, etc.). A critical aspect of shared governance is its strong relationship with the local context.

CAUTION: Authority, power, responsibilities and accountability are not always shared equally; some stakeholders may carry more weight depending on their vested interests or legal mandates.

I- SETTING UP A PROTECTED AREA: MANAGEMENT PLAN AND SHARED GOVERNANCE

As a preliminary step, and well before a site is recognised as being of importance for nature conservation, interest is expressed, depending on the country, by NGOs, scientists or the State through classification studies emphasising the appeals and values of the site in terms of its natural, cultural, landscape, social and economic heritage. This analysis/reflection is then submitted to the body in charge of protected areas, which, after evaluating it, proposes it to the authorities. The authorities validate the site's classification and recommend drafting a management plan before launching a public enquiry and declaring it listed.

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On Conservatoire du Littoral sites, management plans are drawn up once the land has been acquired to define a joint project. The land owner (the Conservatoire) and its managers or co-managers thus define the necessary resources, formalise the management or co-management system, and ensure there is a shared understanding of the project.

Nathan BERTHELEMY

'Management and Landscape' Policy officer at the Conservatoire du Littoral's Heritage Department

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As far as shared governance is concerned, **the management document** is crucial in that it foreshadows the various management committees and the operation of local governance in addition to the technical aspects. While the management document does not necessarily establish governance, it does describe the main thrusts and elements. More adaptable management agreements can also provide a framework for operations and methods of governance.

The overall management plan is carried out following a process similar to strategic territorial planning, with identified stakeholders, such as institutional bodies (technical departments, local authorities, devolved State agencies, etc.), representatives from civil society, including resource persons, opinion leaders and user representatives (see chapter III) who discuss and develop the document as it is being drafted.

Progressively, the **local committee** begins to emerge, with members known for their vested interest in the site, personal or professional connections to the territory, mutual relationships, and power. The social acceptability of the project will emerge through the committee's discussions around the management plan.

Natural sites that don't have a management plan may be defective governance-wise. Where there is no such document, there should be, at the very least, an agreement (or charter, agreement, Memorandum of Understanding, contract, etc.) to set out the roles, duties, and responsibilities of the players involved in managing the site. This document should also set out the desired mode of governance for the operation and process of formal meetings, as well as the regularity and form of exchanges to facilitate relations and avoid blockages.

Governance is supported by social acceptability mediated by opinion leaders who participate in drafting the management document, awareness campaigns and, if necessary, a public survey. The legal formalisation of the creation of the protected area definitively legitimises the project in the eyes of the public. It formally establishes the management committee and, more generally, the site's governance structure.

Then, the various steering committees and stakeholder assemblies discuss and validate the management documents.

Initiating shared governance of a natural area has varying degrees of effectiveness.

Ideally, it involves stakeholders in the participative process surrounding the implementation of the management plan. Failing this, and due to a lack of knowledge of the issues and processes involved, at the very least, the stakeholders will only put in an appearance.

The addition of participatory zoning in the management plan adds value to the consensual planning phase and may facilitate future governance of the protected area.

Participation in similar multi-sectoral thinking and strategy initiatives is critical to successful site governance.

The facilitation of meetings by a professional with experience in planning, cross-sectoral approaches and conflict management is essential to bring the governance players together. The professional's knowledge of the site, all its components and the players involved is crucial.

Of course, the different groups are alternatively passive and active. Despite all the theories about the existing organisation, governance, etc., their characters are decisive.

Sami BEN HAJ

Consultant and President of Initiative pour les Petites Îles de Méditerranée & Méditerranée Action Nature

The management plan is the expression of the project for the site. It has multiple aspects. It is primarily a monitoring tool; it defines the guidelines and objectives for restoring, developing, and managing a site. Based on a heritage analysis, the plan commits the Conservatoire, the manager and local stakeholders to implement various actions (works, monitoring, use management, surveillance, etc.) to preserve and enhance natural sites and open them to the public. It also helps define internal programming to optimise the use of investments. It is also a tool for territorial management and development insofar as it expresses shared values, intentions and resources in the service of the community. Depending on the situation, needs, and achievements, the management plan may be more or less detailed, particularly regarding work plans and development projects. Finally, it is a unique governance tool. A management plan, drawn up through shared reflection, is a persuasive force with local stakeholders and, therefore, a political tool.

Nathan BERTHELEMY

'Management and Landscape' Policy officer at the Conservatoire du Littoral's Heritage Department

II- WHY IMPLEMENT SHARED GOVERNANCE?

Territories include both **ecological and social dimensions**, and are often **multicultural and multisectoral**. This calls for the participation of various stakeholders in the decision-making process for integrated site management. Participation is all the more critical because 'minority' players who hold no weight in the decision-making process are typically affected by conservation impacts. Environmental conservation is prone to a certain degree of uncertainty, which requires the commitment of all stakeholders to make concerted decisions[1].

Shared governance also responds to several principles advocated at the international level (ecosystems approach of the Convention on Biological Diversity, the concept of land-sea integrated management)[2], which call for:

❖ Implementing participative planning by integrating all the knowledge, innovations, and practices needed for management;

❖ Integrating and engaging every sector, discipline and organisation concerned;

❖ Providing decentralised operational management at a more local level to better account for specific features.

Complex issues require systemic solutions. The only way to work with several partners is to understand that all actions are interrelated. There are interrelationships between the social, environmental, economic and political aspects.

Houssine NIBANI

President of the AGIR non-profit organisation (Morocco)

Shared governance is also encouraged for **'commons' management**: resources over which a group of stakeholders have rights and around which they will organise collectively and define a system to manage them jointly, with consensus, in good understanding and sustainably[3].

At the local level, there are various reasons why a shared governance process may or may not be implemented.

1- *Henocque, 2018.*
2- *Henocque, 2018.*
3- *Ostrom, 1990.*

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Reasons supporting the implementation of shared governance

➤Local players have **rights** over an area and its resources.

➤The decisions regarding the resources have a **strong impact on local populations**.

➤Current governance does not meet local players' **needs**.

➤Decisions regarding the area to be managed involve a degree **of complexity** and potential **conflicts**.

➤The players concerned show a **willingness** to collaborate.

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Limiting factors for shared governance

➤**Absence** of local communities or users associated with the area in question.

➤**A context** that precludes any real collaboration between stakeholders (no freedom of expression, insecurity, etc.)

➤**Urgent** decision to halt the irreversible deterioration of an area.

➤Risk of a significant **bias** in the process due to the presence of a potent player who lacks legitimacy in the area concerned.

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Adapted from Borrini-Feyerabend et al., 2010

Implementing a shared governance process has the following purposes and benefits[4]:

❖ Sharing the responsibilities, costs and benefits of conservation;

❖ *Pooling* various capacities and competencies;

❖ Higher degree of ***acceptance*** and therefore, decisions that are more sustainable, and lower implementation and monitoring costs;

❖ Development of the stakeholders' expertise;

❖ *Consultation*, ***consensus-building*** if not unanimity;

❖ Building ***trust*** between stakeholders and curbing conflict through a better understanding of the various positions;

❖ A better ***adaptation*** of solutions to the local context and complex problems, and better conservation ***results***.

Governance of a protected area is based on a voluntary and dynamic approach involving the engagement of all stakeholders and pooling the expertise of all (institutions, NGOs, scientists, and user groups), who must use their skills, networks, and power to help build and pursue adaptive management of the site. Their competencies must be strengthened with a view to a consensual approach whereby they are always in contact with and regularly inform their base so that information and decisions come from the users and stakeholders, represented by the board members. Smooth communication contributes to the success of the process. Successful governance and efficient territory management are among the secrets to success and ownership by the local population.

Sami BEN HAJ

Consultant and President of Initiative pour les Petites Îles de Méditerranée & Méditerranée Action Nature

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4- *Borrini-Feyerabend et al., 2010; Borrini-Feyerabend & Hamerlynck, 2011; Vogel et al. 2017.*

Shared governance, therefore, aims to improve natural site management by integrating sites into a territorial approach involving various stakeholders. **Setting up a shared governance process is meant to facilitate the operational coordination of a site and the relations between stakeholders**. This can be achieved by setting up a **management or steering committee** that meets regularly to evaluate and plan the management actions to be carried out.

The various reflection stages and critical aspects to be considered in setting up such a process are detailed below.

The shared governance of the Saint-Louis MPA, through its management committee, has helped federate and implement:

- *Recognition and ownership of protected areas by local peripheral populations;*

- *Improved relations between the managers and other stakeholders towards a pacific coexistence;*

- *Dialogue and consultation among stakeholders;*

- *The potential to offer a fair and equitable share of tourism income in the MPA;*

- *Reduction of specific pressures on conserved resources.*

Didier KABO & Oumar BARRY

Curator and Deputy Curator of the Saint-Louis Community Marine Protected Area (Senegal)

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III- WHO SHOULD BE INVOLVED IN SHARED GOVERNANCE?P.

In a shared governance process, it is essential to integrate a **diversity of stakeholders and knowledge**[5]. Therefore, it is essential to identify stakeholders and various interests, even distant ones, involved in the resources of the coastal area in question.

However, including everyone in shared governance is often impossible, and a limit must be set for integrating stakeholders. The ideal and maximum number of participants should be assessed according to the context while remaining within a limit that allows for constructive and operational dialogue. **Several tools may be used to identify and select which stakeholders to include in shared governance.**

STEP 1: CHOOSING THE APPROPRIATE TERRITORIAL SCALE

Choosing a territorial scale is imperative to set geographical boundaries to include stakeholders for the site to be conserved. Nevertheless, some stakeholders at other geographical levels may be relevant depending on their mandates or competencies (e.g., regional or national public authorities).

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To determine the most coherent and appropriate scale for selecting stakeholders, a **territorial diagnosis** must be conducted to analyse the site's **ecological**, **socio-economic** and **cultural** context. The area defined should be consistent with these three contextual levels while remaining governable[6].

✦ **From the ecological perspective** → Because the area must be managed as an ecosystem, it should be as ecologically functional as possible[7].

✦ **From the socio-economic perspective** → Governance must integrate the various players involved in the area while ensuring that stakeholder participation and consultation are feasible. If the area is too large, it might, for example, be divided into several management units so that stakeholders may be involved in a local decision-making process reflecting their direct concerns[8].

The governance of a protected site and its management are defined not as the management of an ecosystem but as an eco-socio-system in which the imperatives of nature protection and conservation and those of social and economic development interact dynamically.

5- *Eger et al., 2021.*
6- *Borrini-Feyerabend & Hamerlynck, 2011; Henocque, 2018.*
7- *Henocque, 2018.*
8- *Borrini-Feyerabend & Hamerlynck, 2011.*

STEP 2: IDENTIFYING STAKEHOLDERS WITH A VESTED INTEREST IN THE PROJECT[9]

The purpose here is to identify '*who has an interest*' by **mapping out the different players** so that the leading players may contribute to the process. The appropriate level of participation will depend on the local context[10].

EXAMPLES OF PLAYERS LIKELY TO HAVE AN INTEREST IN THE AREA AND THE RESOURCES CONCERNED[11]:

❖ Local stakeholders (natural resources users, user syndicates, local communities, customary stakeholders, etc.)

❖ National and, or subnational authorities

❖ Public or specialised institutions (i.e., scientific, national and local)

❖ Local, national or global NGOs

❖ Research institutions

❖ Local businesses and industries

❖ Opinion leaders and resource persons

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On a broader level, international organisations, donor agencies, and technical assistance organisations can be regarded as stakeholders in terms of geographic, thematic, and strategic global vision. They may be included in ad hoc committees or for specific projects.

EXAMPLES OF STAKEHOLDER INTERESTS TO CONSIDER[12]

❖ *Affected or dependent groups*→ Those who use or depend directly on the resources to be managed and who will be directly affected by a site's management decisions.

❖ *Groups concerned* → Those who hold an interest in or a resource management mandate.

❖ *Groups with claims* → Those who can claim rights of access to and use of the resources to be managed.

❖ *Impacting groups* → Those whose activities have an impact on the site to manage.

9- *Such interests are not always financial; they can be linked to several different factors (see below)*
10- *Henocque, 2018.*
11- *Borrini-Feyerabend et al., 2009.*
12- *Borrini-Feyerabend et al., 2010*

Various methods exist to identify relevant stakeholders[13].

METHODS	PROS	CONS
THINK TANK ➜ Brainstorming with a small team on which stakeholders to include, what their interests are, and how to categorise them. ➜ Cf. Tool 1: Stakeholder identification table based on stakeholder categories and types of interest.	❚ Easy and quick implementation.	✖ Possible identification bias depending on the people included in the group and the identification method (in the field or online)
SEMI-DIRECTIVE INTERVIEWS ➜ A method that may be used in lieu of or to complement a think tank's work. ➜ Interviews with a selection of pre-identified stakeholders. As part of the interviews, stakeholders may also be required to identify other players to contact, to create a 'snowball effect'.	❚ A more comprehensive overview of the stakeholders to engage.	✖ Time-consuming ✖ Possible bias depending on the sub-group of players interviewed, given that they have their own networks.
SELF-SELECTION PROCESS ➜ Stakeholder responses to published announcements about the implementation of the shared governance process. ➜ Make sure that the announcements are easily accessible to avoid overlooking certain groups.	❚ A broader range of players.	✖ May lead to a large number of stakeholders ✖ Some groups of players may be over-represented if they respond better to announcements.
REPRESENTATIVE THINK TANKS ➜ Prior identification of the players and informative interviews following a survey	❚ Broad range of players. ❚ Comprehensive approach ❚ Proven results ❚ Representative community consensus ❚ Takes account of 'discrete' players.	✖ May lead to a large number of stakeholders ✖ Long and time-consuming process

13Adapted from Reed et al. 2009; Haddaway et al. 2017; Hesselink et al. 2007.

Tool 1 — Stakeholder identification table to complete (*Adapted from UICN, 2021; Borrini-Feyerabend et al., 2010*)

STAKEHOLDER CATEGORY	Players **directly affected** by the management of a site	POTENTIAL INTERESTS			
		Stakeholders **concerned** because they hold a mandate to manage the site	Stakeholders **indirectly affected** by the management of a site	**Stakeholders who have an impact** on the site in question through their activity	Stakeholders who are **not concerned but with influential capacity**
Public authorities (national / sub-national)					
Local users					
NGOs, associations, foundations, inter-professional organisations, cooperatives					
Private sector (businesses, industrial sector)					
Research institutions					
Others (donors, international technical assistance bodies, international organisations, etc.)					

AREAS OF FOCUS

➜ No matter the context, looking at the **pre-existing local organisation** is essential to identify the key players who should be included. Depending on the context and the division of responsibilities between the various levels of governance, it is, of course, essential to involve regional and local institutions, certain players who may have specific authority (e.g., customary players, fishermen's committees, village chiefs, etc.) and other opinion leaders.

Local stakeholders are vital in managing a protected area. This is why it is essential to immediately identify the country's organisation (decentralisation) and the villages', which also have their own structures and councils (e.g., council of elders, etc.). In the Asia-Pacific area, the fishermen's committees, known as the fisher folks, have full authority over marine areas. These committees exist at the village and inter-village level. Working with these committees is crucial as they can initiate the regularisation of applications in the area. When creating and managing an MPA at the municipal level, these committees help to amend local fisheries regulations and the territory's status. This is why it is so important to give them the recognition they deserve; despite their power, they often lack resources and are overlooked.

Frédéric TARDIEU

Founder of Sulubaaï Environment Foundation (Philippines)

➜ Not all stakeholder categories can have the same level of **structural organisation**. Some players may be organised into associations or unions, while others (such as individual users) will have no pre-existing organisational system. This may call for capacity-building activities (see page 38, 'Involving stakeholders in the process'), and creating groups, albeit informal.

One of the project's challenges in supporting shared governance in Diawling National Park was to determine which users would be representative. Before the project, trade associations (fishing, livestock farming, crafts, and market gardening) had already been formed as part of the park's initiative to bring together existing cooperatives. However, these trade associations were not strictly independent (they were represented by notables rather than users), and their governance was somewhat controversial. Consequently, we set up a participatory mapping exercise to identify different uses and which villages users come from. Thus, twenty-five villages were selected, and a natural resources management unit was created to serve as an informal consultation framework for developing local management plans.

Emmanuel DURAND and Louisa DESBLEDS

Project Manager for Integrated Water Resources Management and Scientific Coordinator at GRET (Mauritania)

➔ No stakeholders should be overlooked in the process, especially those who are **hostile** to the protected area or **more discreet**, as they might feel they are being sidelined. This could impact the other stakeholders' commitment, and they might feel that they alone **are burdened** with the task of preserving a site or resources. Even once the shared governance process is launched, you should not hesitate to rapidly integrate, formally or informally, stakeholders who may have been overlooked at the outset or may emerge during the process.

> *The recreational fishing sector significantly impacts resources in the Bay of Roses and Pals. While this sector is the management committee's remit, it is not as well organised as the commercial fishing sector. This makes it more challenging to include every point of view in management decisions. Additionally, the trawling sector is not on the committee, complicating matters as some players may feel that the efforts are not evenly shared.*
>
> Marta CAVALLE
>
> *Executive Secretary of the LIFE (Low Impact Fishers of Europe) Platform (Spain)*

➔ Don't forget to encourage **intergenerationaland gender equality** in stakeholder representation.

> *Holding inter-generational meetings in villages is easy. Older people typically remember the former state of resources and can often guide younger people. Intergenerational family relations carry a lot of weight when it comes to changing behaviours.*
>
> Frédéric TARDIEU
>
> *Founder of Sulubaaï Environment Foundation (Philippines)*

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STEP 3: ANALYSING THE RELATIONSHIPS BETWEEN STAKEHOLDERS

Identifying interrelations between stakeholders is crucial to the shared governance process. This means analysing any prior conflictual or cooperation relationships.

For example, stakeholders who share strong links typically yield mutual influence. This can foster interactive learning and the exchange of resources. Conversely, weaker links between the stakeholders are a potential means of sharing new and varied knowledge[14]. Identifying existing stakeholder conflicts will also help prepare consultations and prevent blockages.

A simple and quick method consists in using a **stakeholder relationship matrix**. It involves creating a two-axis matrix or table describing the stakeholders' relationships using colour codes or keywords (e.g. conflictual, complementary or cooperative relationships)[15].

Example of a table of stakeholder relationships

	PLAYER 1 Local association	PLAYER 2 Small-scale fishermen	PLAYER 3 Local public authority	PLAYER 4 Yatch club
PLAYER 1 Local association		Relationship of player 1 with player 2 I.e. Attempt at cooperation	Relationship of player 1 with player 3 I.e. Attempt at cooperation	Relationship of player 1 with player 4 I.e. Cooperation
PLAYER 2 Small-scale fishermen	Relationship of player 2 with player 1 I.e. Apprehension		Relationship of player 2 with player 3 I.e. Conflict	Relationship of player 2 with player 4 I.e. Indifference
PLAYER 3 Local public authority	Relationship of player 3 with player 1 I.e. Apprehension	Relationship of player 3 with player 2 I.e. Conflict		Relationship of player 2 with player 1 I.e. Indifference
PLAYER 4 Yatch club	Relationship of player 4 with player 1 I.e. Cooperation	Relationship of player 4 with player 2 I.e. Apprehension	Relationship of player 4 with player 3 I.e. Apprehension	

14- *Haddaway et al., 2017.*
15- *Haddaway et al., 2017.*

STEP 4: IDENTIFYING APPROPRIATE ENGAGEMENT STRATEGIES BY STAKEHOLDER

Sometimes, including everyone equally in a shared governance process is impossible. In such a case, it may be necessary to **prioritise the inclusion of certain stakeholders** or to **develop different engagement strategies** depending on the players.

A commonly used method to this end is **interest-influence matrices**. This can be done as part of a focus group when the people involved have an in-depth knowledge of the area and the issues in question, or during stakeholder interviews.

This method helps define each stakeholder's level of influence and interest and organise them visually on a two-axis matrix. Once this has been done, stakeholder distribution may be analysed to:

❖ Determine which stakeholders to include as a priority in the shared governance process.

❖ Identify how to engage remaining stakeholders (i.e., various degrees of potential involvement such as information, consultation, etc.)

EXAMPLE OF AN INTEREST-INFLUENCE MATRIX & SUGGESTED ANALYSIS OF STAKEHOLDERS TO INCLUDE
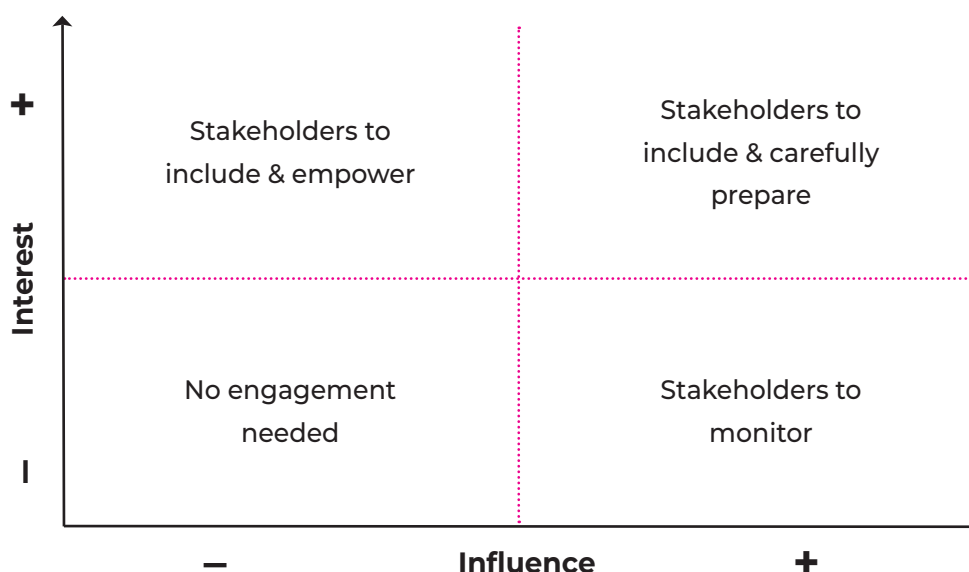
The stakeholder analysis must be adapted according to the goal pursued by shared governance and depending on the local context. The **combination of indicators** used and how they are measured can be modified[16]:

- *Level of influence* depending on the stakeholders' tools, power sources, or their geographical or thematic authority over the territory and issues.

- *The stakeholders' level of interest* in the ecosystem services provided by a site, their capacity to be affected by the governance and management of a site ...

- *The stakeholders' ability to impact* decision-making, whether in a supportive or oppositional capacity.

16- *WWF, 2005 ; Conservation International, 2014.*

TOOL 2 — MATRIX TO BE COMPLETED TO DIFFERENTIATE AND PRIORITISE WHICH STAKEHOLDERS TO INVOLVE
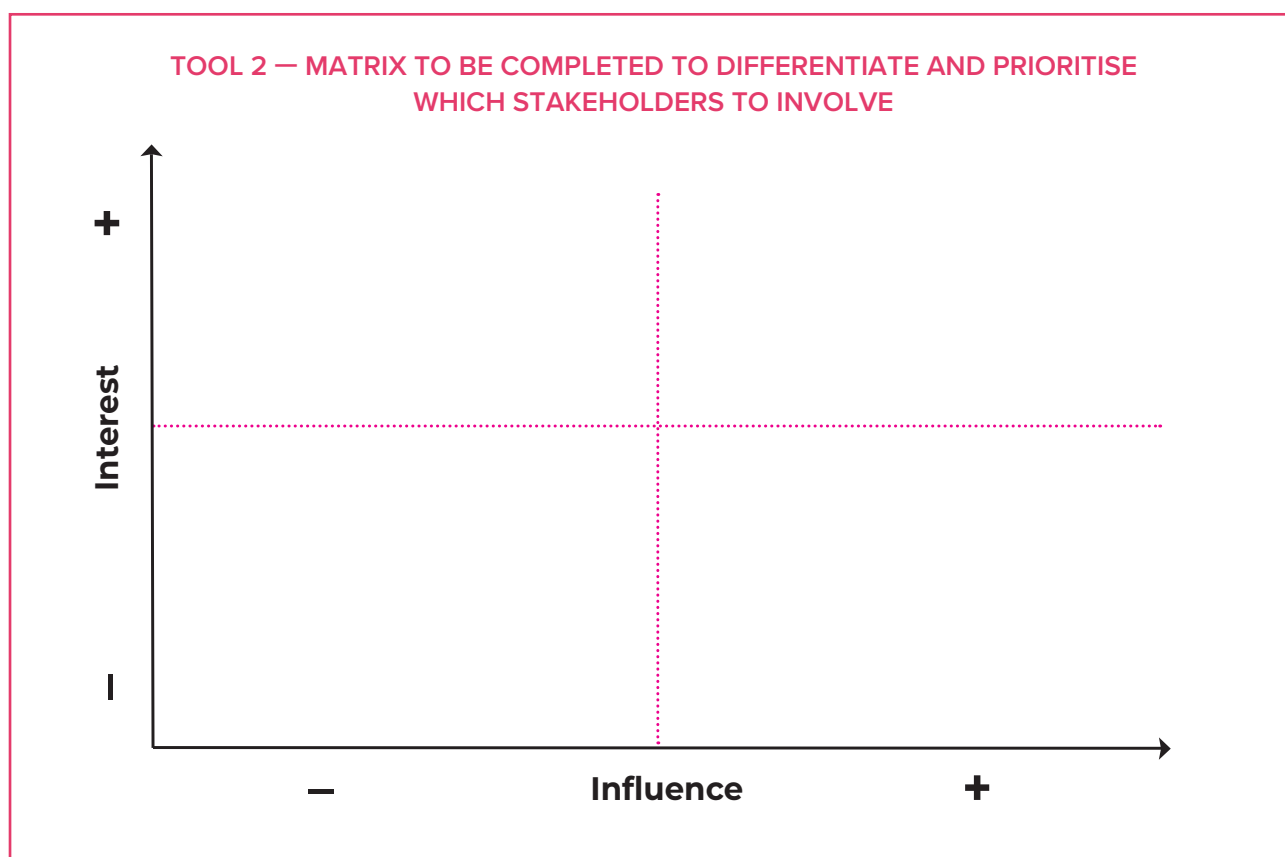
Caution: it is vital not to exclude any players simply for fear of their influence on the process, as this could lead to a bias in the site's governance. *On the contrary*, ignoring them may suggest exclusion or a lack of consideration, and these stakeholders could take offence, with external influences that would be even more damaging for the site.

In shared management processes, the most challenging aspect is ensuring that the economic dynamic is involved. Ideally, there should be no limits to which stakeholders are involved. Yet, if integrating a business threatens to complexify the process or call it into question, we decide not to change anything. We need to be able to connect businesses to their roots and presence in the region. It is essential to find a way to get them there using their own channels, such as Corporate Social Responsibility (CSR). Territories are linked to the outside world, and we should not exclude any players but rather adapt how they will be integrated and brought to participate.

Yves HENOCQUE

Chairman of the Comité Littoral et Mer of the Fondation de France and Secretary General of UNEP/WFP/RAC-Plan Bleu

IV - HOW TO IMPLEMENT SHARED GOVERNANCE?

▶ **PHASE 1: CHECKING THE FEASIBILITY OF THE SHARED GOVERNANCE PROCESS**

Depending on the ecological and social context, the legal and political frameworks that apply to an area, and the personalities involved, a shared governance process may or may not be able to function[17]. High transaction 'costs' may also be expected at the start of the process (investment in terms of time, financial and human resources)[18].

DETERMINING THE PRACTICAL FEASIBILITY OF SHARED GOVERNANCE[19]

◆ The stakeholders concerned show a **willingness** to collaborate (or at least, they don't reject the idea);

◆ Time is available for negotiation;

◆ *The political, legal, institutional, financial, sociological and cultural aspects of* the territory are factored in as they are likely to slow down or facilitate the process and, therefore, weaken or, on the contrary, strengthen their legitimacy.

FACTORS	EXAMPLES
Legal	Legal framework and existing mandates
Political	History, political context, interests at stake, conflicts, lack of interest, etc.
Institutional	Coordination between institutions, organisation capacity, existing conflicts, etc.
Financial	Capital availability, etc.
Sociocultural	Openness to dialogue, power imbalance, access to information, etc.

Adapted from Borrini-Feyerabend et al., 2009

Cross-border crime (occupation by armed groups, presence of illegal gold panners, etc.) significantly impacts the governance of the Comoé-Léraba Classified Forest and Wildlife Reserve. Initially, there was a cross-border governance and management project. Still, security contingencies and the lack of an integrated monitoring system stopped this project despite its interest and the engagement of certain local stakeholder groups.

Mamadou KARAMA

Executive Director of the Association inter villageoise de Gestion des Ressources naturelles et de la Faune de Comoé-Léraba - AGEREF-CL (Burkina Faso)

17- *Marin & Berkes, 2010.*
18- *Borrini-Feyerabend & Hamerlynck, 2011.*
19- *Adapted from Borrini-Feyerabend et al., 2010; Henocque, 2018.*

✦ When identifying constraints and opportunities, the territory in question is considered in relation to its higher territorial levels (e.g., country, region, etc.).

✦ The launching of the process is **supported locally** (legitimacy, support from local leaders, etc.) and is in line with existing policies or governance.

SECURING FINANCING FOR SHARED GOVERNANCE PROCESSES

Securing stable and sustainable funding is often a crucial issue for this type of process. Depending on the context, costs will vary according to the number of stakeholders, expertise requirements, logistics, management complexity, capacity-building needs, [20]etc.

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Shared governance processes do not systematically require significant funding, especially when local communities, who can manage their territory easily, take **ownership of them.**

It may be necessary, however, to reduce operating costs, such as the salaries of the facilitating team, travel and food expenses, location or maintenance of the meeting room and keeping communication equipment to a bare minimum (screens and microphones for videoconferencing). Such costs are usually covered at the outset of any project. Still, **sustainable funding sources** must be secured to ensure the shared governance dynamic does not dry out over time.

There are also many examples of governance processes that **do not directly require funds** if the stakeholders contribute voluntarily, if the meeting venues are free of charge, if travel expenses are borne by the participants and if the public authority in charge of management is responsible for facilitation...

In Senegal, the State has funds to manage protected areas, but members of the management committees (who represent the population) have neither salaries nor operating funds. This is why the Nébéday association is lobbying at the national level for the legal recognition of the management committees and the release of state funding.

Jean GOEPP

Director of the Nébéday association (Senegal)

20- *Borrini-Feyerabend et al., 2009.*

▶ PHASE 2: LAUNCHING THE SHARED GOVERNANCE PROCESS

There are three key steps involved in launching a shared governance process.

STEP 1: SETTING UP A LOCALLY-RECRUITED FACILITATING TEAM

This team will lead the shared governance setup process (logistics and meeting invitations, producing the documents to be shared before meetings, coaching sessions, secretarial work, etc.). Eventually, this team will be integrated into the governance framework as part of the steering or management committee[21].

✦ Ideally, this group (or individual) will be **multidisciplinary, motivated, enjoy strong credibility and show good communication skills**[22].

✦ The facilitating team must be able to interact with the **site's operational management team members** to ensure the process is consistent with the reality in the field.

✦ It should also have an **institutional footing** (management agreement or management document) to facilitate the integration of the process into local territorial governance.

✦ It will be responsible for **scheduling meetings** and managing crisis meetings if necessary.

✦ It must show substantial and **engaging leadership**[23].

QUALITIES EXPECTED OF THE FACILITATING TEAM[24]

◗ Neutrality
◗ Independence
◗ Humility
◗ Listening skills
◗ Synthesis and presentation skills
◗ Project management skills
◗ Ability to engage stakeholders
◗ Negotiation, mediation, conflict management skills
◗ Involvement in the field
◗ Knowledge of the local context and issues
◗ Consensus-building skills

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Biases may arise at meetings that bring together all the governance players and managers because of how the meetings are typically conducted (by the managers). Presentations are not always motivating, particularly in content, with a series of formal speeches and too many factual points. Participants won't feel engaged and encouraged to debate. The aim is to conduct meetings differently to help the governance body govern efficiently.

Sami BEN HAJ

Consultant and President of Initiative pour les Petites Îles de Méditerranée & Méditerranée Action Nature

21- Henocque, 2018
22- Borrini-Feyerabend et al., 2010.
23- Vodden, 2015.
24- Henocque, 2018 ; GEF LME, 2018.

We have had good relationships with the fishermen ever since we participated in creating the MPA. As a result, the fishermen are ready to listen to us and consider our suggestions. The key here has been to build trust; the whole process is based on personal, long-term relationships. Building such trust means relying on local players and NGOs who have people working in the field. These relationships are very fragile; clarifying each step of the way is imperative, and the slightest error could destroy the fishermen's trust.

Antonis PETROU

Co-founder of Enalia Physis Nature (Cyprus)

STEP 2: ENGAGING THE STAKEHOLDERS IN THE PROCESS

There are five key aspects to effectively and sustainably engaging stakeholders in a shared governance process.

TAKING THE LOCAL CONTEXT INTO ACCOUNT

Shared governance is a decentralised process that must be tailored to local reality. Suppose it is to work in the long term. In that case, it must be integrated into the dynamics of local **practices, customs and institutions and, if possible**, work in the interests of the stakeholders in line with conservation objectives.

If there are already existing stakeholder organisations, it is preferable to build on these structures and unite them around the process rather than create new decision-making bodies.

An important lesson learned from the shared governance project for Diawling National Park is that we should have studied whether there were any existing consultation forums, such as committees or associations, from which to draw inspiration.

Emmanuel DURAND and Louisa DESBLEDS

Project Manager for Integrated Water Resources Management and Scientific Coordinator at GRET (Mauritania)

To engage the stakeholders, it is crucial **to focus on their needs**. In specific contexts, such as developing countries, preserving a site must be associated with local or community development rationale.

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Before conservation, there are often development needs. Because rural populations are usually far from essential services, community involvement must be included in a global approach.

Aurélien GARREAU & Damien MARTIN

CSO Capacity Building Officers for West African Countries in IUCN's Small-scale Initiatives Programme
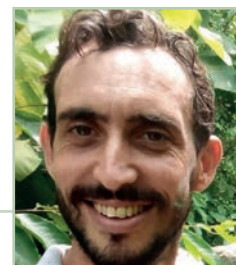
Even in developed countries, it is vital to consider the stakeholders' economic needs and influence (e.g., increasing the income or visibility of small-scale fishermen)[25].

The representatives of nature sports users and event organisers are players affected by management decisions and potentially impacted by their own activities. To avoid conflictual situations, their needs are frequently questioned regarding the site's sensitivity and considered when they are compatible with the Conservatoire's values and missions.

Nathan BERTHELEMY

'Management and Landscape' Policy officer at the Conservatoire du Littoral's Heritage Department

25- *Cavallé et al., 2020.*

PROVIDE A NEUTRAL AND ACCESSIBLE MEETING LOCATION

The meeting venue used to convene stakeholders throughout the process will be of considerable importance for stakeholder engagement and participation. Stakeholders often lack a forum for exchange and consultation that could eventually become a decision-making forum. Such a venue should be local and neutral to avoid the reluctance of certain stakeholders to attend. It will be chosen in consideration of local cultural specificities and ease of access depending on the stakeholders' activities and place of residence[26].

In Polynesia, the fare *is a large hut found in every village open to anyone who wishes to debate. Where no such traditional halls exist, and local communities are invited to an administrative meeting room by a public authority, they may feel alienated and ill at ease. When the new MPAs were introduced in Moorea, the idea was to build a new fare to hold meetings. This place is open to everyone and puts all the stakeholders on an equal footing. Such a meeting venue should be officially recognised in the local institutional landscape.*

Yves HENOCQUE

Chairman of the Comité Littoral et Mer of the Fondation de France and Secretary General of UNEP/WFP/RAC-Plan Bleu

When a public meeting is held, if, for example, four villages are involved, and one is located 10km away from the rest, we must consider what arrangements can be made for people who don't have the means to attend. One solution might be for the management committee to consult the locals from village to village rather than asking them to travel. For management committee meetings, if the protected area generates some income, it might be possible to reimburse the travel expenses of members who come from further afield.

Jean GOEPP

Director of the Nébéday association (Senegal)

However, there are no hard and fast rules as regards the choice of a meeting venue: it will depend on the socio-cultural context, local history and customs. This can be a revolving meeting venue so that the various stakeholders can host meetings and promote themselves. Formal or arbitration meetings between specific users can also be held in local authority buildings (prefecture, governorate, commune, etc.). The venue will impact the tone and solemnity of the discussions, so its choice should be carefully considered.

26- AFD, 2021

BUILDING SOCIAL COMMUNICATION

Social communication is 'the influence of social and societal norms on an individual or a larger or smaller social group with the aim of changing their mentalities, attitudes and behaviour'[27].

It can be achieved through[28]:

✦ *Information* (knowledge contribution);

✦ *Raising awareness*;

✦ *Training* (skills contribution);

✦ *Interactive learning* (increased knowledge, awareness and skills through exchanges).

In a shared governance process, communication must be able to[29]:

❖ Collect and share prior informations;

❖ Pass on information to users, civil society and the hierarchies of public establishments;

❖ Provide informed understanding and foster dialogue on the legal and political context, as well as the environmental, economic and social issues of the area to be managed;

❖ Enable mutual learning based on each stakeholder's experience, knowledge and skills.

Coordinate and share information: Management committee members must have access to existing documentation and, if necessary, summaries of documents that are too lengthy or complex. These documents can be made available to everyone in the library of the protected area site managed by the Management Unit.

At the start of the process, certain essential information must be compiled and communicated in an accessible and appropriate format to provide a solid information base for understanding the issues involved. Sharing a modicum of knowledge is essential to developing a joint vision of the issues and challenges.

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27- Gabert, 2018.
28- Borrini-Feyerabend et al., 2010.
29- Borrini-Feyerabend et al., 2010.

INFORMATION REGARDING THE SITE	INFORMATION ON THE SHARED GOVERNANCE PROCESS
➤ Historical data	➤ Process rationale and objectives
➤ Ecological data	➤ Draft general schedule
➤ Anthropological, demographic and social data (social representations, cooperation dynamics, etc.)	➤ Steering committee for the process
➤ Local economy data (structure of the economy, businesses, employment, competitivity)	➤ List of stakeholders included
➤ Policy and legal framework data	➤ Financial resources
➤ Spatial information (maps)	➤ Decision-making process envisaged
➤ Data on existing forms of resource management	

Adapted from Henocque 2018, Borini-Feyerabend 2010

Vary the **social communication tools** used according to the stakeholders and the objectives sought at each stage: work in small groups, exchanges in pairs, individual questionnaires, brainstorming techniques, participative games, problem-solving activities, etc.

Film & debate sessions are an entertaining way of attracting people. They are held outdoors in the village square. It is a social communication tool that works very well in villages.

Jean GOEPP
Director of the Nébéday association (Senegal)

© Angélique Triguel

During a project in Martinique, we worked on a participative timeline to visualise the evolution of governance in the area. This activity helped to draw parallels between the events and their responses and to involve the players according to experience, thereby creating a sense of ownership.

Yves HENOCQUE

Chairman of the Comité Littoral et Mer of the Fondation de France and Secretary General of UNEP/WFP/RAC-Plan Bleu

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Not all local players have the time to participate in lengthy meetings. There are social barriers, different levels of knowledge or education, and sometimes language issues, professional activities, etc. Working on visual communication and videos helps to avoid such pitfalls and ensures that things get across more clearly.

Frédéric TARDIEU

Founder of Sulubaaï Environment Foundation (Philippines)

There are several stages and points to consider when setting up social communication activities. These factors must be duly considered to ensure that information and decisions do not reflect the thoughts of the members of the (co-)management unit alone.

INVITING THE STAKEHOLDERS

➤ **Carefully consider when** to contact the various players, considering their professions and agendas.

➤ **Choose the contact method** to meet the recipient's ability to respond (telephone, email, door-to-door).

➤ Consider **to what extent players may participate**, depending on their availability and financial resources.

ORGANISING CONSULTATIONS

➤Arrange **different meetings for different stakeholder groups** or bring all the stakeholders together.

→ Consider existing disparities between stakeholders and factors that may limit the effective participation of certain players.

➤ **Adapt the message and activities** to the stakeholders.

→ Build on the stakeholders' real-life concerns, adapt the approaches and language used, vary the activities, etc.

➤ **Set time aside** for introductory activities and discussions.

→ Embrace the players' diversity, highlight the players' context and experience, and encourage informal relationships.

➤Set out **clear rules for speaking up**.

→ These rules can be proposed by the organisers or by the participants themselves to adapt to the players' behavioural preferences and agree on how to work together.

Adapted from UICN, 2021; AFD, 2021a; AFD, 2021b; Haddaway et al., 2017; Vodden, 2015.

© Fabrice Bernard

Every meeting or consultation must be followed by **feedback on the discussions** held. Failure to report back on the content of meetings and the follow-up to stakeholder discussions creates frustration, can be misinterpreted ('they're hiding things from us!'), and ultimately results in stakeholder disengagement from the process.

Importantly, governance bodies must operate with continuity. Constant replacement of members representing institutions is a delicate matter to manage. The level of information of new members is insufficient to allow them to participate efficiently in the management committee or to pass on information (to users, management, peers, etc.). Thus, every newcomer should receive a starter information 'kit'. Additionally, before each meeting, the President of the governance committee should meet with the new arrival(s) to update them on the governance body's operations, context, and current issues.

Sami BEN HAJ

Consultant and President of Initiative pour les Petites Îles de Méditerranée & Méditerranée Action Nature

PROVIDE CAPACITY BUILDING FOR STAKEHOLDERS

The existence of economic, social and structural inequalities between stakeholders or varying degrees of knowledge regarding the preservation of natural resources may limit their involvement and participation in shared governance processes[30], primarily if the issues addressed concern them only marginally or not at all. All stakeholders must **understand the scope of their participation and role and that, regardless of the issues, these will likely impact their territory and, consequently, their 'life'.**

❖ Different contexts mean that some stakeholders may have a low education level or poor management skills, which will need to be reinforced through education and awareness-raising. Irrespective of the shortcomings in knowledge, capacity-building is essential **to ensure that management issues are properly understood and that governance functions appropriately**. This applies to all members to ensure, for example, that scientific members are aware of the socio-economic issues and vice versa or that all the stakeholders properly understand administrative and regulatory constraints. This will, at least partially, inform the governance body members about site developments sufficiently holistically so that the debates may engage all the participants.

❖ In some countries, territorial governance at the local level is relatively recent. Consequently, there is a lack of culture or knowledge about the roles and capacities of local players in relation to government or elected representatives.

Capacity building may, therefore, be required for members of the governance body in various areas: knowledge acquisition, competencies, aptitudes, material resources, collaborative skills, structural skills,[31] etc.

30- *Marin & Berkes, 2010.*
31- *Borrini-Feyerabend et al., 2010.*

Depending on the needs, different tools may be implemented:

❖ **Training, interdisciplinary and multi-stakeholder workshops or exchange visits** on site governance and management issues, the role of stakeholders in the process or other specific aspects.

> *In Senegal, MPA management committees represent local committees. Yet, people are not quite sure what their management role should be. Therefore, capacity building is needed for each party's role in these processes through theoretical training and exchange visits with other sites in the country or abroad. Exchange visits, in particular, help build a better sense of ownership. An example is the team from a Senegalese MPA, where not much was happening, who visited five other MPAs and developed motivation through peer exchange.*

Aurélien GARREAU & Damien MARTIN

CSO Capacity Building Officers for West African Countries in IUCN's Small-scale Initiatives Programme

❖ Organising **transportation** to facilitate access to meetings.

❖ Deploying **financial resources** to support the participation of underprivileged stakeholders.

❖ **Structural capacity** support (i.e., setting up a group of stakeholders into an association).

In any event, the steering team or NGO behind the shared governance project must provide **robust and continuous support** for local stakeholders. These processes are usually new, requiring time to understand and adapt to these novel collaborative dynamics.
Stakeholders who may feel that they are **losing out** in the short term as a result of these processes due to changes in how they carry out their activities must also be carefully identified and supported to avoid any subsequent blockages.

> *Shared governance is a new process that requires charisma and time. Strong personalities are needed to lead such projects. Local players, such as fishermen, are often uncomfortable dealing with institutions because of the social gap. These social gaps can block initiatives. Civil society must work towards bringing these different players together and building links. However, this would require larger teams or organisations with specialist skills to support such processes.*

Blandine MELIS

Managing Director, Biosfera (Cape Verde)

ENSURE LONG-TERM STAKEHOLDER ENGAGEMENT

Shared governance processes are long-term endeavours. Therefore, it is vital to make sure that:

❖ The expected engagement level is consistent with the stakeholders' availability;

❖ Stakeholder engagement strategies are adapted to avoid demotivation in the long term. The benefits of the process can take a long time to emerge, so care must be taken not to create any illusions and remain patient.

Staff changes within organisations or in a given sector typically result in
a shift in interests and, therefore, a deeper change in the dynamics of these processes. Consequently, training and adaptation are essential.

> *You must be ready to invest long-term and avoid setting over-ambitious expectations from the outset. There is a good saying that illustrates the patience this work requires, 'Don't be afraid of being slow, only of being stopped'.*
>
> Aurélien GARREAU & Damien MARTIN
> *CSO Capacity Building Officers for West African Countries in IUCN's Small-scale Initiatives Programme*

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STEP 3: DEFINING GOALS AND A COMMON STRATEGIC APPROACH

Shared governance processes must bring stakeholders together around a shared vision. This must be co-constructed by the stakeholders as an ideal future or a shared long-term objective to transcend the conflicts between players that may arise in the short or medium term and to align them around a common goal[32]. The framework of this desirable future will subsequently serve to define the strategic priorities and significant objectives to be implemented, as well as the short- and medium-term management methods[33] (see the 1st chapter, 'Management plan and shared governance' on page 20).

Various methods can be used to co-construct a shared vision between stakeholders: participative scenario building, visualisation exercises, public dialogue, etc.

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The landscape approach is an efficient communication and concertation tool for managing protected areas. The federating capacity of this method is a real asset for site management governance, and it contributes to overall protection. It encourages participation, helps clarify things for everyone, and collectively defines the ambitions and guidelines for those involved in management.

Nathan BERTHELEMY
'Management and Landscape' Policy officer at the Conservatoire du Littoral's Heritage Department

▶ PHASE 3: CREATING THE SHARED GOVERNANCE FRAMEWORK

There is no single shared governance system. On the contrary, several different frameworks and degrees of power-sharing in decision-making are possible, depending on values or cultures, policies, the legal and institutional framework, the interplay between players, market aspects, existing networks[34], etc.

32- Marin & Berkes, 2010.
33- Borrini-Feyerabend et al., 2010; Henocque, 2018
34- Marin & Berkes, 2010; Henocque, 2018.

Whatever the case, five aspects should be considered.

ADAPTING THE FORM OF GOVERNANCE TO PLAYERS AND CONTEXT

Given the diversity of local contexts, **various forms of shared governance** are possible. For example[35]:

❖ **'Collaborative'** *governance*, in which decision-making is the responsibility of a single entity, but this entity is required to consult other stakeholders. The strategic challenge is ensuring that specific consultations are carried out upstream with grassroots stakeholders, if necessary, on a bilateral basis.

In Diawling National Park, local people are consulted through a hydrological monitoring committee. They are invited to attend two meetings a year to review the opening of the sluice gates that simulate natural hydrological operations and plan for the following openings. This committee is an example of successful shared governance, but it is somewhat limited because the same scenario is repeated every year, and the decisions are already taken upstream. Nevertheless, it helps explain decisions to user representatives.

Emmanuel DURAND and Louisa DESBLEDS

Project Manager for Integrated Water Resources Management and Scientific Coordinator at GRET (Mauritania)

❖ **'Joint'** *governance*, where decision-making and responsibility are shared between different stakeholders.

The Estérel-Théoule Maritime Park Management Committee includes the site's three co-managers (the town of Théoule, the Département and the Cannes-Lérins conurbation), professional fishermen, government departments (the Préfecture maritime, the DDTM, the OFB and the Région Sud) and socio-professional users working in the area. This committee meets every two years to rule on the site's management and inform the various stakeholders.

Christophe SERRE

Marine Environment Officer at the Environment and Risk Management Office of the Alpes-Maritimes Department (France)

35- *Borrini-Feyerabend, 2010.*

A governance system was set up within the Saint Raphaël restricted area, which covers a 480-hectare no-fishing zone similar to a marine protected area. A local fishermen's association was founded for consultation purposes and to provide technical advice on this choice. As a result, the governance system is highly simplified; it is a no-take zone, in other words, with no management. The maritime gendarmerie oversees inspections and fines, following up on information from the municipal police or fishermen. The no-take zone is defined by a ministerial decree following an environmental investigation by the Directorate of Fisheries and Aquaculture and then submitted to the regional and national fisheries directorates. As requested by the fishermen, the authorisation is renewed every ten years.

Christian DECUGIS

First prudhomme of the Saint Raphaël restricted fishing area (France)

© Cyrielle Grouard

❖ **Simplified governance**.

Many other more **informal forms of shared governance** are also being implemented in the field, such as consultation initiatives led by NGOs with local stakeholders and co-development of charters of best practices, etc.

Together, we defined the role of civil society stakeholders and local authorities, thus establishing a protocol for responding to infringements in the MPA. We identified infringements through group work and agreed on whom to call in the event of an infringement and how to respond.
As far as the private sector is concerned, we have organised separate meetings with each industry. We developed a code of conduct with rules to follow for the MPA. This way, private-sector operators have a self-disciplined approach to compliance with best practices.

Berta RENOM

Executive Director of Projeto Biodiversidade (Cape Verde)
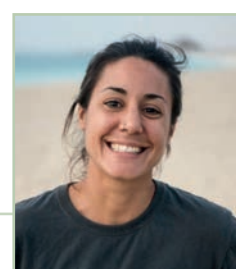
A gap remains to be filled by the local management support committees in Tunisia's marine protected areas. Members of the administration of hierarchised organisations represent their specific institutions.

Yet CLAG meetings are crucial to 'govern' Marine and Coastal Protected Areas. These representatives participate in these meetings and are informed of past and future activities, but their real decision-making power is virtually non-existent because their institutions are too hierarchical. Any decisions require them to go through the whole chain of command, which is a lengthy process.

This hampers CLAGs' responsiveness since decisions are not taken immediately, as is the case with NGOs, but retrospectively. For this reason, time should be set aside for representatives to consult their superiors. This would help CLAG become a more legitimate body than it is now.

Abdessalem FEZZANI
Consultant and board member of Méditerranée Action Nature (Tunisia)

ACHIEVING FAIR REPRESENTATION AND PARTICIPATION

Fair representation and participation of the various stakeholders is important to ensure that the acceptance and legitimacy of the decisions taken are not undermined[36].

➜ Provisions must be made to set up **a mechanism representing all the categories of stakeholders** involved in the process. The appointment system for representatives must be adapted to the local context. In this respect, care must be taken to ensure that certain categories of stakeholders are not under or over-represented.

➜ Participation must be guaranteed at the earliest possible stage so that the most critical rules of governance and management (i.e., governance framework, zoning of the protected area, determination of usage rules, etc.) can be co-constructed. **Securing the stakeholders' proper participation calls for a climate of listening and trust**.

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36- *Harvard et al., 2015.*

EXAMPLE OF THE CREATION OF THE MANAGEMENT COMMITTEES OF THE COMMUNITY MPAS OF SHARK FIN BAY (PALAWAN, PHILIPPINES)
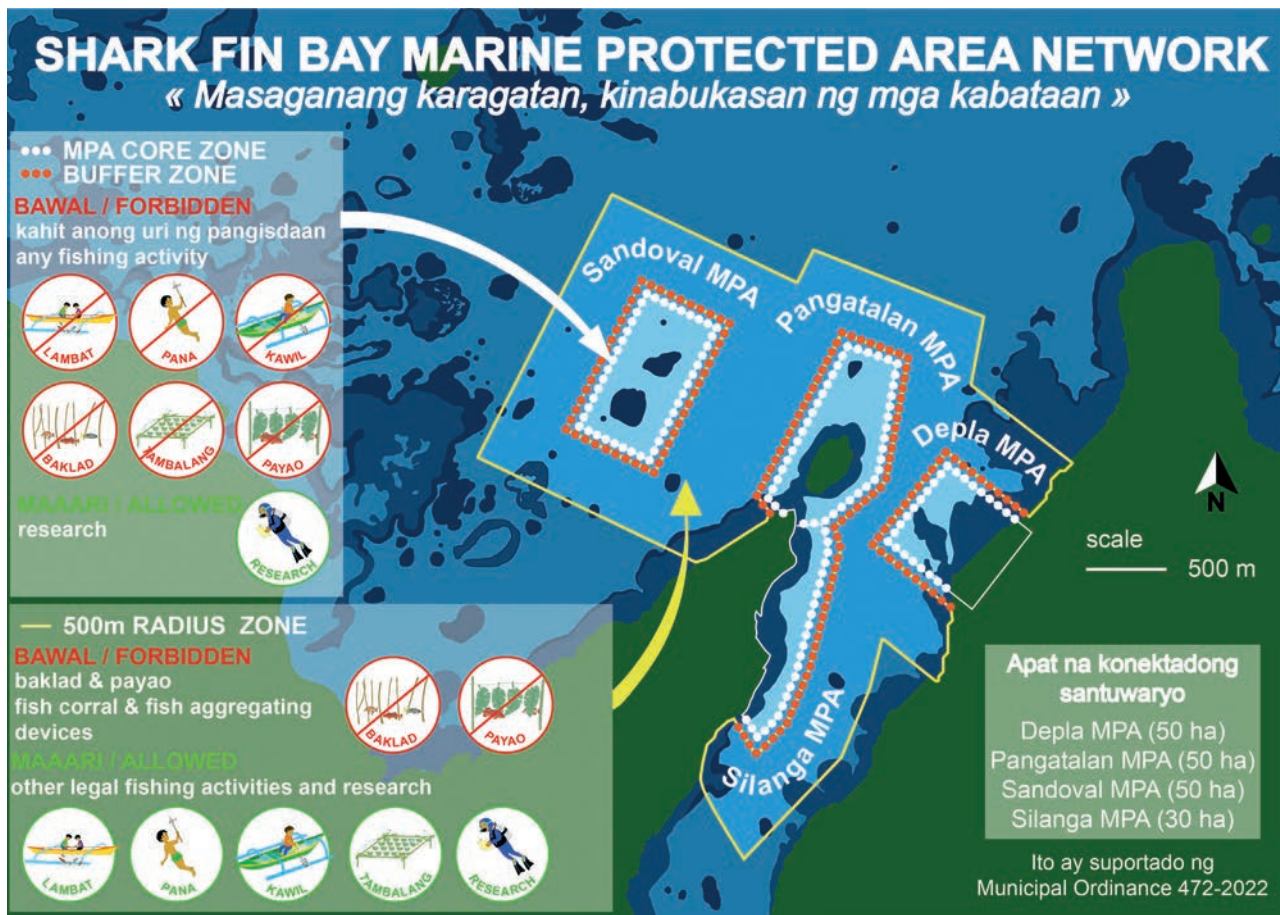
Communication equipment for the community marine protected areas declared in November 2022

When the new Shark Fin Bay Community Marine Protected Areas were being created, the Sulubaaï Foundation proposed forming a management committee with several thematic sub-committees to integrate all local stakeholders, particularly those involved in the fishing industry. The number of committees is undoubtedly essential and requires leadership from the managers and a large number of meetings. Still, it also encourages the involvement of many players in a context where food security linked to fishing is vital.

The number of 'small' committees allows for the proper representation of the community's most influential members at the proper level by giving them roles and responsibilities that will encourage them to participate. Small groups are also an opportunity for everyone to have their say, including during the more technical debates.
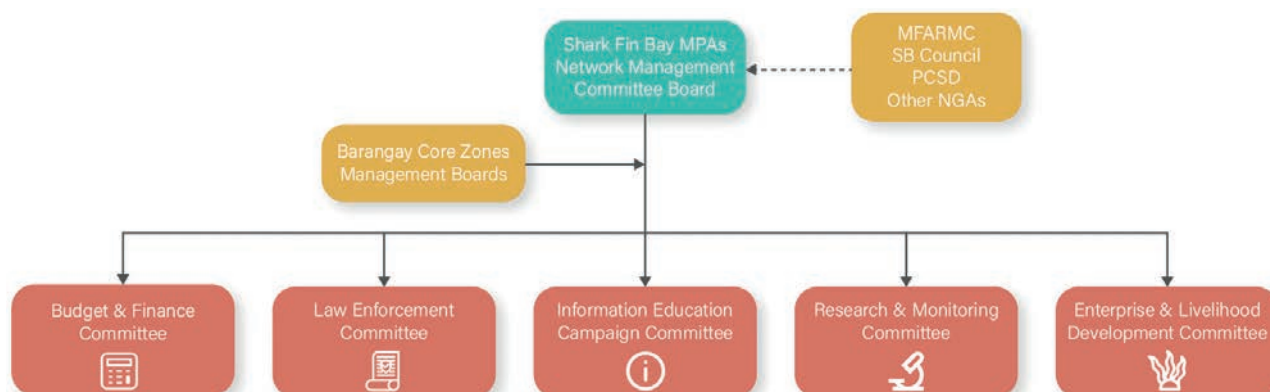
Integrating fishermen's associations and cooperatives into the decision-making bodies has been essential, as has building trust. The first months were dedicated to capacity building around leadership, association management, and governance. We even helped them officialise their existence through their association's official 'registration' and opening bank accounts. The issues surrounding MPAs were only introduced gradually into the discussions.

May SALUDSOD

Community manager – Sulubaaï Environment Fundation

IMPLEMENT (WHERE NEEDED) ONE OR SEVERAL FORMAL SHARED GOVERNANCE BODIES

Formalising a shared governance process through the creation of dedicated bodies provides formal recognition of the collaborative and participatory dynamic implemented, as well as laying the foundations for the long-term future of the initiative[37].

Depending on the context, these may be[38]:

❖ **Coordination and facilitation bodies.**

❖ **Steering bodies** with a political scope to decide on major policy directions.

❖ **Technical** (environmental, scientific, social and economic), and consultative bodies providing the scientific and technical knowledge needed to support decision-making.

The bodies' names may vary depending on the initiative: management committees, advisory groups, multi-stakeholder working groups, self-organised management groups, deliberative forums, consultation forums, scientific and technical councils, social and economic councils, council of wise men[39], etc.

37- *Henocque, 2018.*
38- *Henocque, 2018.*
39- *Borrini-Feyerabend & Hamerlynck, 2011; Eger et al., 2021.*

These bodies may hold different types of responsibilities[40]:

❖ **Decisional** : Responsible for managing an area or a set of resources.

❖ **Advisory**: Advisory role or developing technical proposals upstream of the decision-making process.

❖ **Executive**: Interpreting and applying decisions.

© Sulubaaï Foundation

The Marine Nature Parks were founded on the principle of participatory governance, bringing together all interested and involved stakeholders in protection areas: local authorities, users and enforcement agents. The Marine Parks address both conservation and development issues.

The Parc National des Calanques, in the Bouches du Rhône in France, is governed by a board of directors, supported by an advisory scientific committee that issues recommendations and an economic, social, and cultural council that also acts in an advisory capacity. In addition to the various committees, there are commissions and working groups to discuss specialist issues, advise the governing bodies, provide the results of their deliberations, and drive the park's management forward.

It is also based on a charter developed by consensus involving the National Park and the municipalities in the park area. This charter aims at conservation—less stringent than in the heart of the park—and, above all, sustainable development. This charter is a commitment, albeit not binding, but one that local authorities have adopted in principle.

All these bodies, in addition to a genuine political will and the cross-fertilisation of knowledge, drive additional efforts and the expected added value in the conservation and development of the protected area.

The inherent rigidity and relative complexity of this governance emerge over time. It strengthens the legitimacy of this protected area in the eyes of NGOs and users. It drives the National Park's development using the resources available to managers to cope with the cumbersome administration of such governance or, more generally, to manage the National Park in line with its ambitions towards exemplary and adaptive management.

Of course, such a highly organised form of governance is inconceivable in protected areas with limited capacity and resources. Yet, a clear and precise institutional and regulatory framework must be created for sustainable management and vetted by protected area stakeholders.

Marie-Aude SEVIN
Operations Manager at BlueSeeds

40- Borrini-Feyerabend et al., 2009.
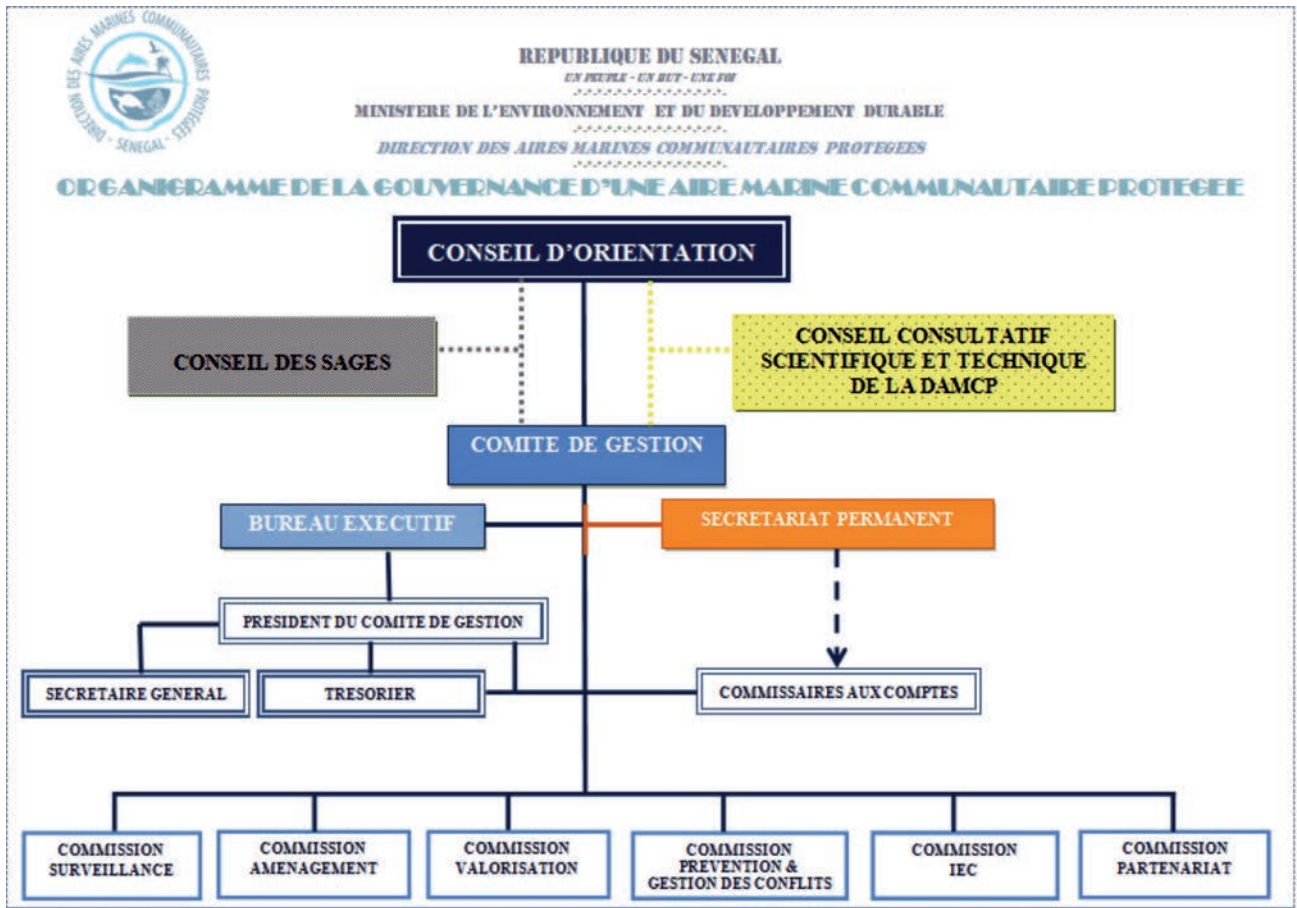
Example: MCPA governance in Senegal

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BODY	COMPOSITION	ROLES
Council of Wise Men	❯Notables holding proven knowledge recognised by the communities.	❯**Conflict regulation and prevention:** ✓Preserve the intrinsic values linked to social cohesion, respect for customs and traditions, and safeguard cultural, traditional, and customary heritage. ✓Enable communication and cohesion. ✓Prevent and/or resolve conflict situations through consensus.
Steering Committee	❯Administrative authority ❯Chairman of the Departmental Council ❯Mayor of the municipality ❯Directors of MCPA, PN, Pêches Maritimes, Eaux et Forêts, Chasse et Conservation des Sols de l'Environnement and Etablissements Classés ❯Chairman of the tourist board ❯Heads of villages within the MPA	❯**Decision-making:** ✓Amend and approve the programme proposals for implementing the Development and Management Plan. ✓Evaluate the implementation of annual work plans and approve future plans. ✓Recommend measures and remedial actions where necessary. ✓Endorse partnership proposals.
Management committee	❯Legitimate representatives of all the stakeholder groups concerned by, involved or interested in the management of the MPA ❯Heads of outlying villages ❯Executive bureau ❯Permanent secretariat	❯**Coordinate the implementation of management programmes and projects:** ✓Coordinate the implementation of the Annual Work Plan and other programmes and projects and draft activity reports. ✓Supervise sectorial operations and the technical commissions' activities. ✓Foster community leadership. ✓Organise and monitor meetings.
Executive bureau	❯Chairman & Vice-Chairman ❯Secretary-General & Deputy Secretary-General ❯Treasurer & Deputy Treasurer ❯Statutory Auditors ❯Chairpersons of technical commissions	
Permanent secretariat	❯Technical services ❯Supporting partners ❯Secretary-General ❯Chairpersons of technical commissions ❯MPA Curator	❯**Create synergies and support stakeholders with implementation.**
Technical commissions	❯Surveillance, development, enhancement, conflict prevention and management, information, education and communication committees, etc.	❯**Execute the Development and Management Plan**
Scientific and technical community	*Same composition as the steering committee.*	❯**Issue opinions on the implementation of development and management programmes.**

CAUTION: To avoid **time-consuming or inefficient processes,** it is crucial to limit the number of shared governance bodies . For example, it is perfectly possible to set up a single body bringing together the representatives of the stakeholders involved in site management (e.g., a management committee). Nevertheless, if, in a given context, several separate bodies are required (cf. example above: Shark Fin Bay Community MPAs), particular attention must be paid to their necessity and effectiveness.
The main criteria for deciding whether to extend the number of ad hoc committees will be their interest in engaging local stakeholders and the manager's ability to take on the coordination and reporting role.

Therefore, the size of the management structures will also be determinant in choosing which model to follow. In any event, this governance framework must be integrated into and articulated with local institutions and policies to guarantee coordination and consistency in decision-making for managing the territory[41].

Such a large number of governance bodies may seem ideal in theory, as they include all the elements required to conserve an area. Still, it also requires a large staff to manage all the meetings, contributions, synthesis, reporting, consolidation of ideas and decisions, etc. Furthermore, discussions and decisions are likely to drag on because of timing issues. Finally, such organisation charts reveal divisions between committees that should be better connected and, most probably, redundancies during successive meetings.
Discussions within a single Management Committee are more straightforward, with the participation of member or guest scientists and where most debates are plenary.
If necessary, non-permanent scientific or socio-economic committees may be convened to examine sensitive, urgent or priority issues. These committees may include permanent members of the central governance body or guests. This applies to small protected areas or protected areas with few resources.

Sami BEN HAJ
Consultant and President of Initiative pour les Petites Îles de Méditerranée
& Méditerranée Action Nature

DEFINING TRANSPARENT AND FAIR DECISION-MAKING RULES AND PROCEDURES

Sometimes, powers and responsibilities in decision-making are only partially shared in practice. In many situations, public authorities retain final decision-making powers[42]. However, when organising the shared governance process, the various stakeholders should be involved in the decision-making process to help distribute the impact of decisions on the different groups[43].

41- *Henocque, 2018.*
42- *Harvard et al., 2015; Vodden, 2015; Marin & Berkes, 2010.*
43- *Eger et al., 2021.*

❖ Clear, shared rules must be defined in advance to carry out the negotiation process. In particular, these should ensure **transparency** in the decision-making process and **fairness** between stakeholders (e.g., no disadvantages for specific players, sharing of the costs and benefits of negotiated decisions, etc.).

❖ **A facilitator or arbitrator** can be recruited to lead, at least initially, support and facilitate specific negotiation sessions (see 'Qualities expected of facilitators' on page 37).

❖ **Consensus** is the best way to ensure that decisions reflect a compromise all stakeholders accept. This will ensure that decisions are more easily adopted and applied later.

The management committees implemented on Conservatoire du Littoral sites bring together site managers and users. These committees are the coordination framework of these sites' operational management.
They are a forum for meetings and discussions that meet once a year or once every other year, depending on the site (or on its size and the issues at stake, etc.). At the very least, they include the Conservatoire du Littoral, the co-manager(s), the Département and the Région, and they are co-chaired by the mayor of the municipality where the territory in question is located. Additionally, all the stakeholders in the site area may be associated.
The manager presents the work achieved over the past year or two at these committee meetings. A moral and financial assessment of the actions taken is drawn up and proposals for future management activities are discussed. Suppose consensus is the principle of acceptance sought; in the event of a disagreement, the decision rests with the co-chair of the Management Committee, i.e., the Conservatoire du Littoral and the municipality. Technical and financial transparency is the foundation of healthy and constructive exchanges.

Fabrice BERNARD
Europe & International Delegate at the Conservatoire du Littoral (French Coastal Protection Agency)

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AVOIDING AND MANAGING CONFLICT

A shared governance process can be affected by existing or emerging conflicts between stakeholders arising from power imbalances, diverging interests and values, or biases of certain parties[44].

To avoid these conflicts as much as possible, from the outset, the governance process must[45]:

❖ Define everyone's **roles clearly**.

❖ Set **behaviour rules** for the negotiation process (e.g. don't be unpleasant, raise your voice, make negative comments about other participants, ask for the floor, respect what others have to say, etc.).

❖ Allow time for the various stakeholders to become familiar with each other's **needs, interests and perspectives**.

❖ Develop **a compromise-oriented process** in which alternative solutions are evaluated on how decision-making affects each party's interests.

❖ **Monitor and keep abreast** of developments in local issues and maintain a presence in the area to adapt to necessary changes or react during a crisis.

Appropriate conflict resolution procedures must also be in place (see Part 2 - Co-management - Principle 10: Avoid conflict and provide appropriate conflict resolution procedures, page 89). There may also be a specific body dedicated to supporting conflict management.

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The most important thing is not to make hasty decisions. If an agreement is impossible, it should be discussed at a later date. If not, it will become a situation where the ones who speak the loudest will decide.

Marta CAVALLE

Executive Secretary of the LIFE (Low Impact Fishers of Europe) Platform (Spain)

44- Borrini-Feyerabend et al., 2010.
45- GEF LME, 2018

▶ PHASE 4: ASSESSING THE SHARED GOVERNANCE PROCESS

Assessing the results of a shared governance process is essential to learn from and adapt the process over time for better decision-making and governance framework outcomes.

In practice, shared governance initiatives are seldom assessed.

In most cases[46]:

❖ Learning happens informally in the field;

❖ Evaluation procedures do not take all the outcomes of the initiative;

❖ There is no follow-up and no specific goal evaluation;

❖ There is a lack of information on results and how they were achieved;

❖ The initiatives are not producing any tangible results yet.

> *There is still little evaluation of governance processes as such. Evaluation primarily focuses on the results of management measures. In the case of governance processes, evaluation should be based on surveys and interviews, as these are primarily qualitative. Such an evaluation would, in particular, send a positive message to the stakeholders and highlight the value of what they have achieved.*
>
> **Yves HENOCQUE**
>
> *Chairman of the Comité Littoral et Mer of the Fondation de France and Secretary General of UNEP/WFP/ RAC-Plan Bleu*

Assessments should be carried out as part of a **concerted and collaborative effort** on behalf of all the stakeholders to gather a broad range of opinions on how the process works. The facilitation team or a small group of stakeholders may then proceed to the qualitative analysis of the results before presenting them to all the stakeholders.

These results will lay the ground for discussions on how to **adapt the structural organisation or operation of the shared governance process**. The assessment should adjust various aspects of the process to make it more effective, coherent, and coordinated so that the site's operational management can be organised as effectively as possible.

The **choice of indicators** used to assess the shared governance process will depend on the local context and the governance process. For this type of process, the assessment should be based on **qualitative indicators**. However, some **quantitative indicators** may be used, such as the number of meetings, participants, capacity-building workshops, etc.

The indicators used should cover the full range of conditions that must be implemented for governance to function, as well as the results observed regarding cooperation between stakeholders, changes in decision-making, etc. The challenge is to have exhaustive data on a range of subjects; therefore, it is essential to have an ecological, socio-economic and cultural analysis of the area from the outset to establish a baseline.

46- Eger et al., 2021; Vodden, 2015.

GOOD GOVERNANCE PRINCIPLES	EXAMPLE OF INDICATORS
CAPACITY	❱**Financial capacities:** Self-financing system for operating and coordinating costs. ❱**Human capacities:** Building a team of local facilitators who are available and responsive. ❱**Technical capacities:** Existing conflict mediation mechanisms; knowledge of management and governance within the management team.
FAIRNESS	❱Fair share of costs and benefits of decisions between stakeholders. ❱Respect, recognition and integration of the various existing points of view in decision-making processes.
RESPONSIBILITY	❱Existing processes for attributing responsibility for decision-making and honouring commitments.
TRANSPARENCY	❱**Decisional processes:** Clear and transparent processes. ❱**Access to information:** All stakeholders have equal access to information, including adequate information regarding the process in terms of quantity, quality, and comprehensiveness, as well as stakeholders' understanding of the issues, objectives, and strategies.
INCLUSIVENESS	❱**Representation:** Diversity of integrated stakeholders; no discrimination; integration and recognition of the perspectives and needs of different categories of stakeholders, gender approach. ❱**Participation:** Each stakeholder can influence decision-making, shared decision-making; definition of a common vision and shared goals.
INTEGRATION	❱Consistency of decisions, objectives and activities with local policies. ❱Coordination of the process with other existing local institutions or governance systems. ❱Integration of local environmental, social and cultural issues into the process.
SUSTAINABILITY	❱**Ownership:** Ownership of the process by stakeholders; self-monitoring by stakeholders in the application of decisions; observed changes in behaviour or practices; long-term commitment of stakeholders; stakeholders' support for the initiative. ❱**Governance framework:** Sound institutional set-up; effective coordination and social relations between players.

Adapted from Henocque 2018; Précoma-de la Mora et al., 2021.

V. DIAGRAM OF THE IMPLEMENTATION OF A SHARED GOVERNANCE PROCESS

IDENTIFYING STAKEHOLDERS

➤ Choose an appropriate territorial scale

➤ Diagnosis of stakeholders with a vested interest

➤ Define stakeholder-appropriate engagement strategies

➤ Analyse relationships between stakeholders

ENSURING THE PRACTICAL FEASIBILITY OF THE PROJECT

❱ Adaptation to political, institutional, sociological and cultural aspects

❱ Sustainable funding for the process

IMPLEMENTING THE SHARED GOVERNANCE PROCESS

➤ Put together a locally-based facilitating team

➤ Engage stakeholders

  ❱ Adapt the process to the local context

  ❱ Provide a neutral and accessible meeting location

  ❱ Develop appropriate social communication

  ❱ Provide capacity-building resources for players

➤ Define a shared vision

DEFINING THE GOVERNANCE FRAMEWORK

❱ Adapt the form of governance to players and context

❱ Achieve fair representation and participation

❱ Set up a formal governance body, if relevant (i.e., management committee)

❱ Set up transparent decision-making processes

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II. OPERATIONAL CO-MANAGEMENT OF COASTAL SITES

Managing natural sites, which used to be the exclusive preserve of the central public sector, is now being opened to local authorities, non-governmental organisations and even the private sector. Some states find it difficult to cope with management requirements independently, such as financial resources and autonomy, administrative flexibility, and management team availability (nights, weekends, etc.). Hence, alternative solutions are now needed to preserve the heritage quality and effectively manage these sites.

A solution that has emerged over the last few years is the delegation of all or part of management by setting up co-management partnerships. Yet, co-management can only be an efficient alternative when the parties' conditions and the rules to be respected have been defined and agreed upon.

This chapter details the best conditions and principles for achieving concerted and viable operational management. It discusses:

❖ **The multiple benefits** of operational co-management;

❖ **The necessary conditions and principles** for establishing a solid co-management relationship;

❖ **Various examples of** operational co-management;

❖ **The structuring of co-management agreements** to help the parties define the framework and terms of the co-management partnership.

While the determination and needs are well-established, there are still pitfalls, and this guide proposes solutions and methods to avoid them.

> *The government's reservations are the main issue in implementing co-management and shared governance. Under Cypriot legislation, there is currently no provision for delegating management to other entities, and it isn't easy to get the government and fishermen to sit around the same table.*
>
> Antonis PETROU
> *Co-founder of Enalia Physis (Cyprus)*

I- WHAT IS OPERATIONAL CO-MANAGEMENT?

> **OPERATIONAL CO-MANAGEMENT is the process of sharing management tasks (and in some cases management responsibility and authority) for a resource or natural area between different players via a partnership agreement, often between the State, the administration, the owner or another legal manager, and a local player (community, users, NGO or any other stakeholder)[1].**

TO this end, the State, often the legal manager of protected areas, delegates all or part of its management powers to a legal or natural entity. The delegation of powers is governed by an agreement, written or otherwise, in compliance with the national regulations in force and the conditions of good governance: namely, the 'co-management' agreement or convention.

This formal agreement must be based on all the parties' free, prior and informed consent and should typically result from a transparent and participatory negotiation process. Operational co-management is a voluntary commitment by two or more parties, not imposed by the public authorities or required by territorial, economic or social circumstances. The co-management agreement must cover all the critical aspects provided by the legislation and other elements agreed upon between the parties.

1- *Definition adapted from Cavallé et al. 2020.*

In principle, operational co-management is based on a **management plan or scheme** that the parties will be responsible for implementing in line with the site's conservation goals.

In many countries, the term 'co-management' does not exist in law. However, it is possible to delegate the management of natural areas to other players or to form partnerships to implement management activities. These situations fall under the concept of operational co-management.

Operational co-management involves a partnership agreement to share active management tasks for implementing a management plan or scheme. However, the generic term **'co-management'** is often used to describe variable situations where players are involved in the practical implementation of specific management activities through varying participation frameworks.

1- OPERATIONAL CO-MANAGEMENT AND OTHER PARTNERSHIP TYPES

Voluntary users
INFORMAL SETTING

Organisations / Other formally
involved players
CHARTER / TERMS OF USE

Service Providers
SERVICE AGREEMENTS

Co-manager(s)
**CO-MANAGEMENT AGREEMENT
OR PARTNERSHIP AGREEMENT**

Owner
Legal Manager
**LEGAL MANDATE
RIGHTS**
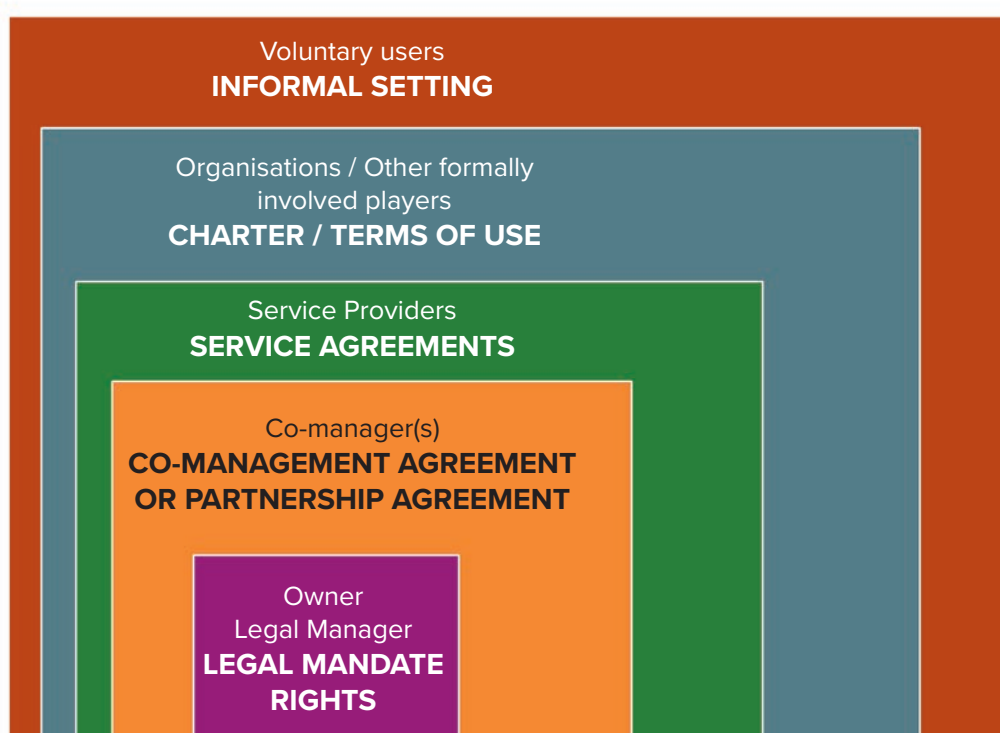
Operational co-management is represented by the association between the **purple** and **orange** triangles (dotted area on the diagram)

Other forms of **partnership** may include situations represented by the **green**, **grey** and red **triangles** :

➤ **Service providers**: *Technical partners such as a business carrying out a development operation on a site, an NGO, or a consultancy commissioned to monitor a species.*

➤ **Organisations or other stakeholders formally involved**: *A farmer who contributes to the maintenance of a site by grazing his herds in specific areas through an agricultural use agreement; children involved in the management of a coastal area via the implementation of a marine educational area, the principles of which are defined in a charter.*

➤ **Voluntary users** : *Local fishermen who voluntarily monitor species or analyse pressure as part of their activities without necessarily entering into a formal agreement with the manager.*

2- MANAGER(S) & CO-MANAGER(S)

THE MANAGER is the legal entity authorised to manage the site.
The manager may or may not be the site owner.

For instance, in France, the Conservatoire du Littoral owns the sites and entrusts their management to one or several local authorities, public establishments or accredited associations. These players become the managers of the area in question. If there are several, they become co-managers.

THE CO-MANAGER is the natural or legal person associated with the legal manager, through a partnership or co-management agreement, to manage the site. Co-manager(s) implement all or part of the activities set out in the management plan or any other approved document and the directives of the governance committee for all or part of a protected site, in compliance with the national regulations in force and based on a written agreement between the parties.

In Tunisia, for example, the Agence de Protection et d'Aménagement du Littoral calls on NGOs to co-manage Marine and Coastal Protected Areas. Similarly, in Morocco, the State co-manages marine protected areas with associations.

Different management missions that may be shared between the legal manager and co-manager(s):

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CAUTION: The term 'co-manager' is sometimes also given to the 'legal manager' when two parties agree to co-manage a site.

II- WHY IMPLEMENT OPERATIONAL CO-MANAGEMENT?

1- REASONS FOR IMPLEMENTING OPERATIONAL CO-MANAGEMENT

Motivations for introducing operational co-management vary from site to site and country to country. The main benefits of implementing co-management are[2]:

❖ **Bringing together all the required management skills**. For example, a single manager may not have sufficient knowledge of the environment or related management, ecological, and/or administrative methods.

> *On the Frioul archipelago, the Park is implementing various actions to protect and monitor the natural environment (i.e., scientific operations, species and habitats management and protection activities). The City of Marseille is responsible for managing and developing the built heritage, carrying out safety work and coordinating the various municipal services working on the archipelago. The Conservatoire du Littoral is a stakeholder in the management agreement as part of its role as a landowner concerned with the site's future. Here, the landowner is not an operational co-manager but remains active in the shared governance process.*

Lorraine ANSELME

Deputy manager of the 'West coast - archipelagos' area at the Parc national des Calanques (France)
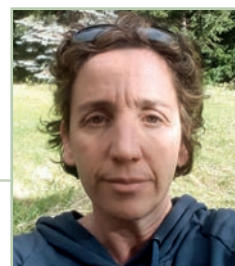
❖ **Mitigating conflicts**. For example, when creating a reserve or renewing a management agreement, when faced with a problematic local context, a co-management solution is sometimes preferable to satisfy and appease the conflicting parties. Involving local players (NGOs, local authorities) closer to the communities can help ease relations and facilitate the proper use of a natural area.

❖ **Develop an alliance strategy to secure the management of a site**. For example, candidates for management may feel that it could be challenging to manage on their own when faced with another candidate who is a priori well placed, and, therefore, they may choose to join forces rather than risk losing management.

❖ **Retain 'ownership' of a site**. Local authorities may experience the creation of a natural reserve as the divestment of 'their' heritage. Operational co-management is a solution that helps them stay involved in the site's management and future.

❖ **Receive human and/or financial support from other players**. Protected area management requires considerable human and material resources to appropriately implement conservation and protection measures and activities. However, direct management contributions do not necessarily cover management costs; hence, there is a constant need to raise additional funds to cover all costs. One of the forms of management that is developing as an alternative to partly compensate for the lack of public funding is co-management with NGOs.

2- *Réserves Naturelles de France, 2018.*

The challenges of financing the management of protected areas in the Mediterranean

Marine protected areas only represents 8% of the Mediterranean, and most of these areas do not have sustainable human and financial resources to ensure real, effective management on the field. Without field action, there cannot be ecological benefits.

In the countries of the southern and eastern shores of the Mediterranean, the mobilisation of civil society around the challenges of preserving marine and coastal environments is an opportunity. Reactive, inventive and competent, NGOs are key players in the co-management processes implemented with national agencies and supported by MedFund in the countries where we operate.

Romain RENOUX
MedFund (Monaco)

MedFund is a Mediterranean trust fund that provides sustainable funding for the conservation of marine biodiversity to NGOs and national management authorities for marine protected areas in Mediterranean countries. It contributes, through an open call for applications, to the financing of the **operating costs essential** to the management of the MPAs selected following an evaluation process, such as:

❖ Human and material resources to ensure an influential presence in the field (wardens, fuel for boats, etc.);

❖ Scientific monitoring, small-scale equipment and training to support long-term monitoring;

❖ Governance, participation of socio-economic players and raising public awareness.

Co-management is a strategic orientation of the Board of Directors. It is an asset in terms of efficiency. It is an alliance between civil society and the legally mandated administration, involving the community and local players. The aim is to combine the legal framework embodied by the manager with the NGO's responsiveness and local roots.

3- Ghariani, 2012.

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2- BENEFITS OF OPERATIONAL CO-MANAGEMENT IN SITE MANAGEMENT

When it comes to managing a site, co-management offers several advantages:

❖ **It increases and bolsters human, material** (e.g., acquisition of nautical resources)**, legislative and financial resources** (e.g. catalysing funding, facilitating expenditure by NGOs).

The CEN PACA has entered into a co-management agreement with the municipality of Ramatuelle for the Cap Taillat site. Practically, the CEN PACA carries out all site management activities (on-site work, inventories, flow management, etc.) and handles practical crisis management (relations with cleaners after an oil spill, restoration after a fire, etc.) through the rangers it employs. The site rangers' environmental policing powers have even spilled over into communal areas, which are usually the remit of the municipal police. Thanks to the continuous presence of CEN PACA rangers and the work carried out on-site, there is no need for further investment from the municipality.

André MARTINEZ HUMAYOU

Former coastguard at the Conservatoire d'espaces naturels PACA (France), member of the International Soldiers for Peace Association

© Tenaka

❖ **Complementarity and multiplication of skills facilitate** the diagnosis and management of a site.

The ACG combines various multidisciplinary skills: legal, financial, accounting, management, leadership, and scientific and technical (honorary expert members with in-depth knowledge of different subjects). The experience garnered by the association is also crucial in terms of co-management.

Sana KESKES TAKTAK

Director of the Association de la Continuité des Générations (Tunisia)

❖ **The NGO's role as a facilitator** for better acceptance at the local level.

GREPOM has entered into an operational co-management agreement with the Agence Nationale des Eaux et Forêts (National Water and Forest Agency) concerning the Jbel Moussa site in Morocco. After a year of working with several direct contacts in the field, we developed a trusting relationship with the local population by proving that our association was there for them. Developing solid links locally is essential when it comes to co-management. One should never act in a hurry just to say something has been done. The critical point is guaranteeing the sustainability of the relationship; gaining acceptance takes time. The two essential requirements for co-management are flexibility and open-mindedness. Unlike institutions governed by stringent directives, non-profit organisations provide flexibility through listening, discussion, and compromise.

GREPOM achieved widespread acceptance locally thanks to two major factors. The project manager, a highly experienced professional, has moved to the area and works with the local population daily. The nature ranger recruited is a native of Jbel Moussa. He speaks the local dialect and has friends and family ties in the area. This has helped develop trust with the local populations, who now understand that the association has a facilitating role and is there to contribute to sustainable local development.

Rhimou EL HAMMOUMI
Groupe de Recherche pour la protection des Oiseaux du Maroc, GREPOM /
Birdlife Morocco

❖ **Enhanced legitimacy of NGOs** through an alliance with an institutional partner that also provides a framework for their activities.

The fact that GREPOM is a partner of Morocco's Agence Nationale des Eaux et Forêts (Water and Forest National Agency) on the Jbel Moussa site has facilitated the association's access to discuss with other institutions (e.g., the Marine Fishing Department) for research (e.g., the National Institute for Fishing Research), for projects, etc. This partnership is empowering: if the institution trusts GREPOM, the other stakeholders will be legitimate.

Rhimou EL HAMMOUMI
Groupe de Recherche pour la protection des Oiseaux du Maroc, GREPOM / Birdlife Morocco

❖ **Sustainability** and voluntarism of the engagement

❖ **Flexibility** in the management of actions led by NGOs.
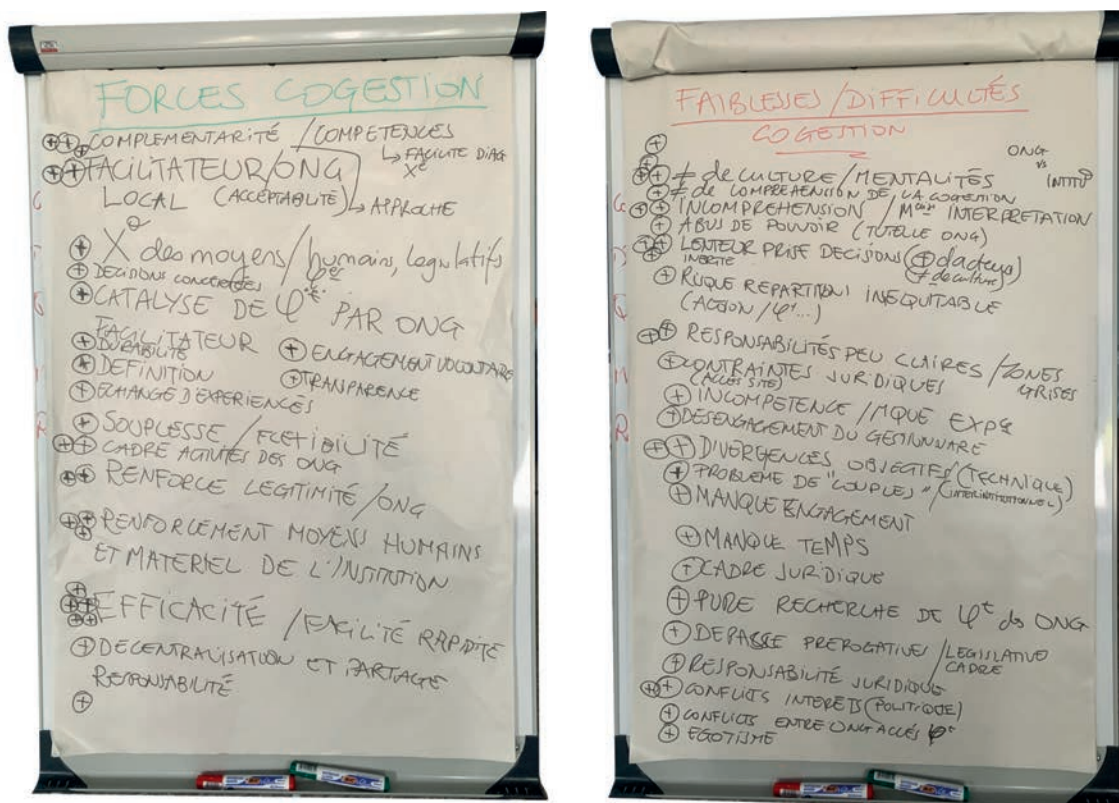
Results of the participatory exercise on strengths and weaknesses during the reflection workshop on shared governance and operational co-management held on March 28 and 29 in Hammamet (Tunisia)

III- HOW TO IMPLEMENT OPERATIONAL CO-MANAGEMENT?

Implementing operational co-management can be a challenging process. Yet, a few adequately applied principles can help **lay the foundations for effective and sustainable operational co-management**. In addition, several tools are available to support the players in this process.

1. TEN PRINCIPLES FOR EFFICIENT AND SUSTAINABLE OPERATIONAL CO-MANAGEMENT

PRINCIPLE 1: LEGAL COMPLIANCE AND SITE STATUS

Operational co-management is implemented for managing a specific site and, therefore, must be included in the larger framework that governs this protected area. Consequently, it will be essential to:

❖ *Comply with legal and regulatory texts relating to site management*
   In particular:
   ➤ National regulations on protected areas, which may be specific or part of other laws (forestry or environmental codes, laws on the protection of natural areas, etc.).
   ➤ National regulations on co-management. In several countries, these regulations are included in texts pertaining to protected areas (i.e., France, Morocco, Tunisia). In other countries, they are under development (i.e., Egypt, Lebanon) or non-existent to this day.

> (see Appendix 1 on the analysis of regulations relating to co-management in protected areas in different countries).

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In Lebanon, co-management is spontaneously applied in nature reserves, including MPAs. Each MPA is created through an Act of Parliament, which stipulates that a management committee must be formed with representatives of the municipalities within the MPA, representatives of local NGOs, ecologists and/or biodiversity experts or researchers, all of whom must be volunteers. The committee names a manager, rangers, and guides to manage the MPA daily, aligning with a management plan and subsequent work programmes. The management team in the field (manager, rangers and guides) must be recruited locally.

Ghassen JARADI
President of the Management Committee of Palm Islands Nature Reserve
(Lebanon)

❖ **Comply with the status of the site and its management measures**

When implementing co-management, the parties will need to respect and consider:

➤ Heritage values, whether tangible or intangible, and expressed on a national, regional and/or international scale;

➤ Restrictions on profit-making activities (e.g., ecotourism activities, guided tours, etc.), which should be decided according to the status of the site and its capacity. For example, activities may be subject to a quota or zoning;

➤ General restrictions and restrictions on specific uses that may lead to the cessation or adaptation of certain activities previously performed by economic players or by the local population or professional communities (e.g. fishing techniques, aromatic or medicinal plant extraction, salt extraction, etc.).

PRINCIPLE 2: AIM FOR SHARED RESPONSIBILITIES

In operational co-management, the co-manager is not merely an operator of the protected area or a 'sub-contractor' of the manager; the legal manager and the co-manager share responsibilities.

RISKS TO AVOID

✔ The persistence of grey areas and unclear definition of responsibilities.
✔ Abuse of power and control by the legal manager may hinder the co-manager's actions or give them the impression of too rigid a supervision.

The **legal manager is legally responsible for the protection of the site.** However, when a manager shares management responsibilities with a co-manager, the latter becomes accountable for achieving the results and goals set by the legal manager. **The co-manager**, who must contribute to achieving the conservation objectives, or at least not compromise them, thus becomes **responsible for maintaining the integrity of the site and its viability** while complying with the governance arrangements laid down by the legal manager of the site or the governance committee. The co-manager is also accountable for using any potential dedicated funding for the site.

Sharing responsibilities and accountability means that an evaluation process and simple indicators must be established to verify whether each manager and co-manager has fulfilled their commitments. This is because commitments may sometimes be conditional on measures or actions to be undertaken in advance by one of the parties. This assessment helps find alternatives in case of a bottleneck in implementing actions, particularly those impacting the site's preservation.

> *Because the legal manager remains accountable for protecting the site, in specific contexts, they may need some time to build trust with the co-manager and entrust them with more prerogatives. Co-management is built on a shared history and the implementation of collective actions. This means that the legal manager can rely trustingly on their co-manager, an active partner in territory conservation.*

Fabrice Bernard

Europe & International Delegate at the Conservatoire du Littoral (France)

PRINCIPLE 3: DEFINING A ROBUST COLLABORATION FOUNDATION

The **purpose of co-management and how it will be implemented** must be clearly defined in a **collaboration framework**. In principle, this framework should be based on a management plan or scheme, or failing that, a shared project for the site agreed by the manager in consultation with the stakeholders.

RISKS TO AVOID

✔ Parties exceeding their prerogatives.

✔ Unfair or inappropriate allocation of actions and funding.

✔ Misunderstandings, misinterpretations, differences in perception of co-management.

✔ Diverging technical, institutional and strategic objectives of the parties.

The **co-management agreement** is a central tool for establishing the operational co-management relationship, legitimising each party's engagement and governing management activities. It will align the parties through a common objective and avoid interpretation issues in implementing management measures (see page 86, 'Structuring co-management agreements').

> *In Cape Verde, the Santa Luzia MPA was established several years ago. However, it still does not have a management plan, and the NGO Biosfera currently manages the MPA with no technical or financial support from the State (the legal manager). The State has already expressed a willingness to enter into co-management arrangements, which would grant the NGO consultative and decision-making powers. Yet, so far, nothing has been done to this end, even though a 2003 ordinance allows the establishment of co-management agreements. The NGO has succeeded in securing a draft partnership agreement. However, it is essentially in the government's favour and involves much technical and financial reporting from NGOs. The NGO has asked to adjust this agreement because while it needs to have a formal agreement, the agreement must also allow for real shared management without massively increasing procedures. .*

Blandine MELIS

Managing Director, Biosfera (Cape Verde)

PRINCIPLE 4: JOINTLY CONTRIBUTE TO IMPLEMENTING THE MANAGEMENT PLAN OR SCHEME

In principle, operational co-management is based on a management plan or scheme that the co-managers must implement in whole or partly in compliance with its guidelines.

In this context, the co-managers must contribute to implementing the actions entrusted to them in line with the site's conservation objectives and without compromising its ecological balance.

RISKS TO AVOID

✔ Diverging technical, institutional and strategic objectives of the parties.

Suppose co-management is applied without an approved management document and a validated governance procedure. In that case, the co-managers may be involved in actions deemed relevant by the legal manager or validated by mutual agreement between the manager and the co-manager, depending on the latter's skills. In the absence of an approved, enforceable management plan, it is crucial to spell out the scope and terms of each party's involvement.

> *The Conservatoire du Littoral (French Coastal Protection Agency) entrusts the management of its estate to local authorities or local authorities groupings, public bodies or approved specialist foundations and associations. The management agreement is an administrative commitment between the manager(s) and the Conservatoire, which defines the division of obligations and responsibilities. Typically, the management plan is developed based on this agreement. It is a strategic document that expresses and plans the site's projects based on an ecological and heritage assessment and available resources. The management plan describes the shared ambitions and guidelines the management partners agree to adhere to. It defines the operational objectives and actions by which the area will be restored, developed and managed.*

Nathan BERTHELEMY

'Management and Landscape' Policy officer at the Conservatoire du Littoral Heritage Department

Management conditions and guidelines must be defined in advance, even though they may be discussed and changed over time depending on the behaviour of the ecosystem or any changes in national regulations, whether general or specific to protected areas or as part of the introduction or revision of the site management plan or its status.

✦ Co-managers must have **the technical or material skills** required to implement the management missions.

✦ In the case of co-management, **a co-constructed management plan or scheme** can be useful for coordinating management activities and developing a shared vision for the site between co-managers.

If there is no management document yet or it needs to be evaluated and updated, the various parties involved in the territory's management should be the driving forces behind the construction of the management plan or scheme. The co-managers must be jointly involved in the construction phases of the document governing the technical part of management. This will help establish joint working methods and transparency for other site users, such as concerted and central players in the area.

Sami BEN HAJ

Consultant and President of Initiative pour les Petites Îles de Méditerranée & Méditerranée Action Nature

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Recently, a management plan was drafted, and this has been extremely useful to us. The park was responsible for drafting the document, but some actions were written in collaboration. For example, the City of Marseille was included in all aspects pertaining to land-use planning and architectural heritage and development. The management plan efficiently outlines the issues, orientations, and missions to be implemented. It is included in the co-management agreements and involves the parties' commitment on some issues. This is a necessary tool for any type of management, even more so in co-management. For the Frioul island, the plan was jointly developed and validated politically. The idea was to work together and develop a shared vision of what needed to be done and how the territory should be managed. By sharing the same vision, our organisations can work more efficiently together.

Lorraine ANSELME

Deputy manager of the 'West coast - archipelagos' area at the Parc national des Calanques (France)

PRINCIPLE 5: DEMONSTRATING INTEGRITY AND GOOD INTENTIONS

Integrity, good intentions and interests consistent with the site's conservation prerogatives are the foundation of the working relationship between the co-managers. The parties must not have speculative intentions or direct or indirect unstated, personal interest (bolstering their tourist, farming, commercial or fishing business, etc.) that could jeopardise the site's overall equilibrium.

RISKS TO AVOID

✔ Differing views between NGOs and institutions.

✔ Interpersonal issues.

✔ Hidden, speculative and financial stakes for some management players.

The presence of a natural site can bolster economic activities in buffer zones, and some co-managers may be tempted to develop their own economic activities because of their presence and role on the site. However, they may not engage in activities that could impact their responsibility towards the site and its conservation objectives. Yet, social economy activities can be organised and encouraged to benefit the local population.

An **ethical charter of good conduct** can be attached to the co-management framework agreement to ensure that the parties commit to maintaining a positive and constructive attitude in the partnership's conduct. Such a charter should be short and straightforward, and co-drafted by all the parties to promote the fundamental ethical principles and values to embrace for the duration of the partnership. Drafting this charter can be a perfect opportunity to exchange and share the values, concerns and expectations of co-managers.

PRINCIPLE 6: IMPLEMENTING CAPACITY BUILDING FOR THE PARTIES

The parties involved in co-management do not always have all the necessary management skills or are sometimes unfamiliar with their partner's operations, which can impact the collaborative dynamic.

RISKS TO AVOID

✔ A co-manager's lack of competence

✔ Differing views between NGOs and institutions.

✔ Diverging technical, institutional and strategic objectives of the parties.

✔ Lack of knowledge, misunderstanding or appreciation of the skills and limitations of the other parties involved in management.

❖ **Provide information on each party's competencies and operation**

Mutual training sessions **should be organised between the manager and the co-manager** so they may become familiar with each other's skills and operations and ensure that each party handles what they know how to do. The idea, for example, would be to train an institutional manager in the technical and scientific aspects and field realities of management tasks and, conversely, to prepare an association co-manager in the workings of the administration and the more institutional aspects that need to be considered in management. Such mutual training helps ensure that each party is fully aware of the other's challenges, realities, constraints, limitations and workings, providing a basis for mutual understanding in the relationship.

Training is an obvious choice for us, as managing natural areas is not our core business. For instance, we could take a biodiversity and environmental management training course. Conversely, park staff could be trained in public budget management and what public administration can and cannot do. We need to consider the structure as a whole to get to know our partners better.

Marie CORTES

Head of the 'Sea and Coastline' department of the City of Marseille (France)

❖ **Training in the required skills for managing the site**

Some co-managers may lack technical skills in specific management aspects. One solution is **facilitating inter-site exchanges or deploying external expertise** to build capacity.

Setting up exchanges between co-managers from different sites can provide valuable sharing of knowledge and skills and examples of management successes and failures. Such exchanges may involve meetings between local, regional or national co-managers or between two sites for one-off assistance with more specific activities or issues. This way, peers can provide training directly. Furthermore, it fosters awareness that problems encountered on a site can be shared.

The regional meetings of coastline wardens and agents, organised by the Conservatoire du Littoral, are a fantastic opportunity to meet other managers with different issues to handle and share views on each other's areas of interest. It is also a way to build a network, make friends, share and help each other afterwards. These meetings ensure we have all the necessary elements to complete our work as best as possible.

Pascal BIETTA

Coastguard, City of Théoule-sur-Mer (France)

PRINCIPLE 7: SET UP A COORDINATION AND STEERING FRAMEWORK TO STREAMLINE GOVERNANCE AND CO-MANAGEMENT UNITS

Establishing an operational co-management relationship calls for formalised coordination between the various players involved in management.

RISKS TO AVOID

✔ Slow decision-making process and the risk of inertia due to the higher number and diversity of players involved.

✔ Legal constraints preventing effective co-management (e.g., access to the site and a legal framework unfavourable to co-management).

✔ Diverging technical, institutional and strategic objectives of the parties.

❖ **Set up a broader governance framework (see Part 1 'Shared governance of coastal sites')**

This may be an **institutional governance framework** or, failing that, a **recognised and representative steering committee** (involving the various stakeholders, including site users and representatives of the local population). This framework will facilitate coordination between the various stakeholders and co-managers, encourage teamwork, and ensure a good flow of information and fluid exchanges, leading to greater complementarity in management actions. In most cases, this coordination framework is formalised through a steering or co-management committee.

In the absence of a formal coordination committee, identifying focal points can also reduce the number of interlocutors and the sources of conflict.

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❖ **Officially appoint focal points for each party**

These appointments must be stated in the agreement. These focal points will be required to coordinate co-management and communicate continuously to ensure a better flow of information between the two entities. The idea is for each party to know whom to contact and for the focal points receiving the information to take responsibility for circulating it within their own structure. This will enable more direct and regular contact between these focal points and make it possible to obtain rapid and relevant feedback in co-management implementation. These focal points will also be better equipped to receive meeting information.

Consideration could be given to including **focal points designated according to the decision-making level or the aspects to be dealt with**. For example, one person in charge of technical aspects, another for external communication and one for administrative aspects. At least one contact person and a deputy should be appointed to ensure continuity and availability. This will guarantee that the people attending the meetings are competent, as they might otherwise be appointed merely because they are available.

Joint management by the City of Marseille and the Calanques National Park of the Frioul archipelago involves several levels within both organisations:

• The political level between the President of the Park and the mayor of the city (or elected representatives).

• The decision-making level, which includes the directors or heads of department for the City and the director, deputy director and department managers for the Park.

• The operational level, which includes the park's eco wardens and, for the city, the natural environment division with municipal patrol officers

This is no secret to anyone, but what counts is communication. Regular updates at all levels are mandatory to get the green light at the highest levels and legitimacy at the grassroots level to undertake actions.

Marie CORTES
Head of the 'Sea and Coastline' department of the City of Marseille (France)

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Special attention must be paid to the **choice of people appointed**, as coordination will depend to a large extent on the commitment of the people themselves. The roles of these people may be defined in advance by the co-managers (e.g., listening skills, non-confrontational approach, etc.).

Another important aspect is ensuring **continuity of contact** whenever staff changes in the entities to avoid impacting co-management.

It is essential to work on continuity within co-management structures regardless of individuals. When a new president is appointed in a non-profit or a new director on the institutional front, things will run smoothly if they are enthusiastic, but if that's not the case, problems may arise. When selecting co-management representatives, we might consider adding interpersonal skills criteria for recruitment. We need people with a communication profile for co-management, people who are open, responsible, and have no ill intentions.

Sana KESKES TAKTAK
Director of the Association de la Continuité des Générations (Tunisia)

A co-management initiative was set up in 2018 between the Vlora Regional Agency for Protected Areas (RAPA) and the NGO Flag Pine for the Karaburun-Sazan Marine National Park in Albania. Since then, RAPA has undergone several staff changes. Consequently, we had to explain the creation of the MPA to the new arrivals, the development of the co-management agreement and the importance of regular communication within the co-management teams and of being open to dialogue so everyone may share their concerns or opinions and together find solutions for the successful management of the MPA.

Laureta SADIKLLARI
Project coordinator at the NGO Flag Pine (Albania)
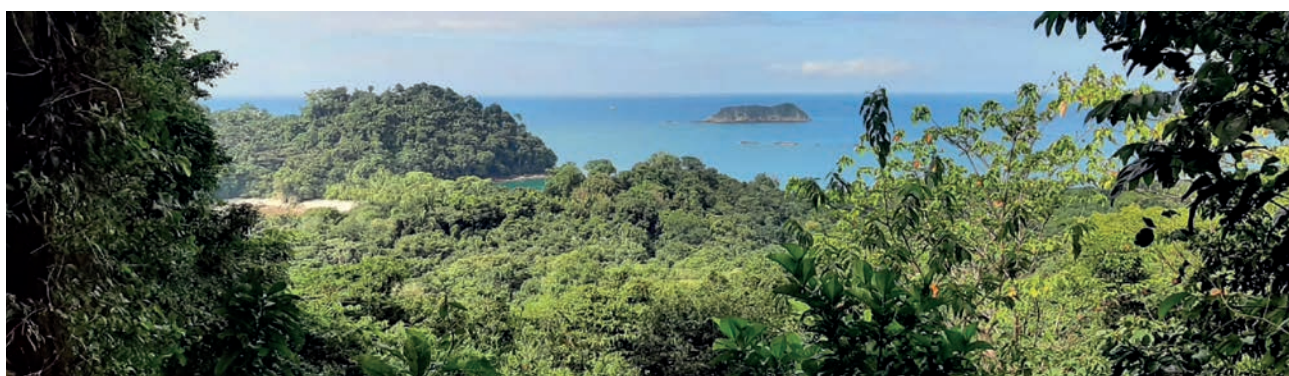
© Cyrielle Grouard

❖ Ensuring that meetings are held regularly

Organising regular formal meetings, for example, once every two months for the focal points and once a year (or every two years when the structure is well established and management well underway) for the steering or co-management committee, is essential to maintain information and exchanges between co-managers on the progress and development of management activities. Every participant must have the opportunity to speak up during meetings, and preference should be given to decision-making by consensus rather than by vote.

Co-managers communicate daily when setting up a mission or a special on-site operation. Nevertheless, in addition to these technical exchanges, formal meetings at the highest levels of the organisations involved in operational co-management are held every two months, then twice a year as time passes and mutual trust is built.

Fabrice Bernard
Europe & International Delegate at the Conservatoire du Littoral (France)

Regarding the organisation of these meetings, it is vital to communicate the information and the agenda sufficiently ahead of time to give representatives time to consult with their organisation on the subjects to be discussed. Attention must be paid to the relevance of these meetings, which should enable progress on important issues. It will also be necessary to evaluate the progress made since the previous meeting. At the end of the meetings, short reports should be produced to communicate any progress made and critical decisions taken.

It is important to hold regular co-management meetings that are not boring or merely routine. The parties must be interested in attending the meetings and know that they will help make progress (e.g., by sharing experiences, statistics, etc.). Meeting for the sake of a meeting is pointless.

Sana KESKES TAKTAK
Director of the Association de la Continuité des Générations (Tunisia)

BEFORE THE MEETING

➤ Identify which participants to invite

➤ Set the meeting date

➤ Invite the participants ———┐

➤ Prepare the agenda ———┘

> **Must be done well in advance**
> **Pay attention to the timeframe**
> **Consider using tools such as Doodle**

➤ Send minutes of previous meetings, if necessary & a concept note to set the meeting's context and content

DURING THE MEETING

➤ Set out the key points to be addressed & the problems to be solved

➤ Report on the progress of planned actions & if necessary, include a financial statement

➤ Discuss the following steps (schedule, action changes, new proposals, avenues for reflection, etc.).

AFTER THE MEETING

➤ Draft a report

➤ Communicate findings to all stakeholders

PRINCIPLE 8: NURTURE RELATIONSHIPS AND COOPERATION

Operational co-management is, above all, a relationship between several parties. Therefore, interpersonal relations play a central role. Ideal collaboration conditions should be created for effective co-management: listening and an open environment for the players to build mutual trust.

RISKS TO AVOID

✔ Differing views between NGOs and institutions.

✔ Interpersonal issues.

✔ Lack of engagement on behalf of one party.

Co-management is moral above all; it isn't linked to a project or a budget but to people. Nothing is possible if you don't build trust, and building trust requires excellent interpersonal skills.

Houssine NIBANI
President of the AGIR non-profit organisation (Morocco)

❖ Fostering informal discussions

Quality and regular informal discussions between co-managers are essential to develop mutual trust, which is the foundation of cooperation. In the day-to-day operation of co-management, these exchanges will also help strengthen the parties' involvement, keep them informed and speed up other bodies' consultation and decision-making processes.

Communication resources available to co-managers:

➤ Bilateral exchanges: phone calls, messaging, WhatsApp groups, face-to-face meetings

➤ Discussions during workshops, training courses and meetings

➤ Joint operations in the field

Co-management is a shift in paradigm and mentality. Building trust between partners and ensuring stakeholders won't lose faith in the process takes time. The fundamental dynamics to implement is mutual listening and understanding, even in informal or extra-professional contexts.

Marta CAVALLE
Executive Secretary of the LIFE (Low Impact Fishers of Europe) Platform

❖ Laying the groundwork for efficient cooperation

Trust is the foundation of cooperation and a necessary condition for the credibility of the partnership vis-à-vis the other players. Building this trust from the outset requires careful thought on shared objectives and results the partnership seeks to achieve. Moreover, discussing everyone's expectations and concerns in the nascent cooperation can be a good way of developing mutual understanding (not letting ego get the better of you, highlighting the win-win aspects of the collaboration, etc.) and thus laying solid foundations for co-management.

> *We place a lot of trust in the Water and Forest Department because it is a long-standing partner, and we co-manage several sites together (the Walidia Ecological Information Centre and the Vulture Rehabilitation Centre at Jbel Moussa). The fact that this trust and this partnership were already well established made it easier to implement a co-management process for the marine areas at Jbel Moussa. Additionally, communication is relatively easy; we can discuss things over the phone, and there is not too much administration. We have an open dialogue, and the Water and Forest representative for Jbel Moussa participates in every meeting.*

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Rhimou EL HAMMOUMI

Groupe de Recherche pour la protection des Oiseaux du Maroc,
GREPOM / Birdlife Morocco

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TOOL: THE PAT-MIROIR © (COOPREX INTERNATIONAL) METHOD

Example of a participative tool designed to analyse the stakeholders' feelings and perceptions to develop mutual understanding and solutions for good cooperation[4]. The method is based on the analysis of three types of feelings[5]:

Fears (i.e., fear of having no control over a situation, of other people's behaviour);
Appeals (i.e., the benefits of a collaboration);
Temptations (i.e., using others to reach one's own ends).

THE PAT - MIROIR©
METHOD IS DESCRIBED BELOW.

DEFINE & EXPRESS

The shared purpose of the partnership

Fears (P), appeals (A)and **temptations (T)**

EVALUATING & ANALYSING

Grading expressed **PAT** by relevance

Classifying **PAT** by theme and sub-themes

IDENTIFY

Risks (based on **fears**)   **Goals** (based on **appeals**)   **Ethical values** (based on **temptations**)

CO-BUILDING

Precautions to reduce **fears**   **Means and strategies** to consolidate **appeals**   **Good practices** to reduce **temptations**

Inspired from Le Cardinal, 2014.

4- *Le Cardinal, 2014.*
5- *Cooprex International, 2017.*

❖ **Implementing collaborative tools**

The following tools may be implemented:

➤ Mailing between partners

➤ Using social networks and communication 'groups'

➤ Sharing schedules

➤ A joint team in the field

As far as relations are concerned, we try to set up joint initiatives between both teams. We are currently understaffed, and it is challenging for us to be sufficiently present and carry out certain missions across the territory. Yet, if we could work together on specific initiatives, we could leverage our resources. Specifically, the guards' work from both structures should be adequately pooled for monitoring purposes, allowing for more presence on-site and greater acting power. In short, to ensure that operational co-management is more visible on a practical, day-to-day level. To strengthen our partnership in the field, we could pool our work schedules to see what joint actions are possible. This is coordination work for the team managers.

Lorraine ANSELME

Deputy manager of the 'West coast - archipelagos' area at the Parc national des Calanques (France)
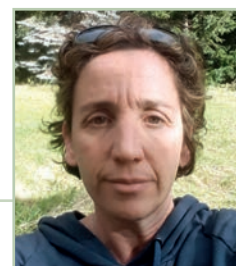
❖ **Setting pre-established communication rules**

From the outset of co-management, in addition to communication channels and methods (including for emergencies!), co-managers must clearly define the activities that:

➤ Do not require sharing information;

➤ Require sharing information;

➤ Require prior consultation or advice from the other party;

➤ Require the other party's formal validation.

This will avoid frustrations arising from a lack of communication or consultation on specific issues.

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ACG and APAL jointly defined various co-management areas for the Kneiss Islands we co-manage. On the conservation front, which essentially concerns monitoring activities, everything is carried out in consultation with APAL: monitoring plans, choice of experts, reporting, etc. The APAL representative for Kneiss sits in on every meeting and voices his opinion, almost as if he were part of the team. On the restoration front, APAL only imparts information, and ACG enjoys more autonomy. APAL shares opinions or ideas for the site's redevelopment and ACG considers and implements them. As for community involvement, APAL provides support as an authority if needed. ACG helps APAL inform communities (i.e., through awareness-raising activities and support for announcements regarding the future MCPA).

Sana KESKES TAKTAK

Director of the Association de la Continuité des Générations (Tunisia)

Good co-management requires the broadest possible flow of information. However, in reality, with the overabundance of email, different personalities and egos, and the shortage of human resources, this doesn't happen. Sometimes, one party communicates without consulting the other, or administrative slowness hampers timely decision-making for an event. Fluidity should be brought into the relationships so as not to fall into a formalism detrimental to the site's preservation.

Marie CORTES

Head of the 'Sea and Coastline' department of the City of Marseille (France)

PRINCIPLE 9: COMMUNICATE JOINTLY AND FOSTER THE PARTNERSHIP

Communication rules **should be set between the co-managers to guarantee transparency, mutual trust and acknowledgement of joint efforts.**

RISKS TO AVOID

✔ Disengagement of a party.

✔ Appropriating the other party's work.

Co-managers tend to need visibility to satisfy their backers or constituents, especially not-for-profit associations, research institutions or local authorities. Recognising each other's efforts is essential to maintaining good relations, so it is critical to avoid everyone taking credit for management. Transparency in communication, access to information, compliance with pre-established rules for disseminating data and information, and communication are fundamental to promoting the partnership and building trust between the parties.

Partners who do not see their efforts recognised must be systematically encouraged to make the most of their partnership to avoid frustration and, ultimately, disengagement. This also helps prevent appropriation of management work, even unintentionally, which could escalate into conflict.

The keys to good joint communication:

❖ Promoting the partnership

➤ Systematically mention the partnership when communicating on management activities.

➤ Identify partner(s) when publishing on social media.

➤ **In the event of a crisis**: It is usually necessary to communicate rapidly with the public. In this regard, both parties need to agree on the content of the interventions. In an emergency, the parties involved must work together to agree on the information to be communicated. They will then have more time to consult and agree on the details of the crisis's impact and the appropriate communication method. In any case, the other party should be seen as an ally in the face of outside aggression, and the overall objective of the partnership must be emphasised.

❖ Co-building communication media and tools[3]

➤ Agree on and integrate the logos or acronyms of partners on communication media (brochures, signage, press releases, presentations, official documents, etc.). Physical media must be validated by all the parties.

➤ Co-build and adopt a simple and operational communication strategy.

➤ Define and adopt the same approach when promoting site management to third parties (e.g., the message to be conveyed to users and the public). This means agreeing on the key messages to be disseminated, how to talk about the conservation objectives, actions implemented, etc.

➤ Develop a platform, a website or a page dedicated to the site on social networks, which will be managed jointly by the two parties.

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We are considering creating a website for the Park to centralise all the information about what happens on the site. The content must be debated and approved, but the issue is identifying who will be responsible for running it, how it will be run, and what budget will be used. Another crucial point is determining how the person managing the site can get messages across to users in real time that will not likely cause problems for the other co-managers. A solution could be finding neutral, less political ground, i.e., on biodiversity aspects, knowledge of species, etc.

Christophe SERRE

Marine Environment Advisor to the Environment and Risk Management Department at the Department of the Alpes-Maritimes (France)

_____

3- See the guide 'Managing communication for your natural area' for more detailed information on the matter.

PRINCIPLE 10: AVOID CONFLICTS AND PLAN APPROPRIATE RESOLUTION MEASURES

Because different stakeholders with their own interests may be involved in the use and conservation of resources in and around protected areas, and since protected areas may be located in areas where mandates, jurisdictions, land ownership or usage rights overlap, conflicts or disputes will likely arise[4]. The roles, mandates, prerogatives, jurisdictions, land ownership and usage rights of the various stakeholders must be clearly defined to prevent disputes from escalating.

RISKS TO AVOID

✔ Incomprehension, misinterpretation, diverging perceptions of co-management or the management plan.

✔ Differences in the parties' technical, institutional and strategic objectives if not clearly and collectively specified from the outset!

Reconsider the perception of the dispute and the conflict.

➤ They are not just negative processes or signs of political or administrative failure.

➤ They can be a source of knowledge, a privileged moment for expression and explanation.

WHAT IS A DISPUTE?

5 steps & how to avoid escalation

DISAGREEMENT

What is the disagreement at the root of the dispute?

➤ Remember the purpose of the partnership, shared values, what brings the partners together ...
➤ Encourage factual expression (based on facts as opposed to emotions)
➤ Watch out for potential power play
➤ Seek external and objective advice

INTERPRETATION

Each party may have a different interpretation of the events

➤ Discuss and ask questions
➤ Clearly express expectations and needs
➤ Focus on facts and avoid guesswork

TENSION

Onset of tension with power struggles and negative feelings

➤ Engage in dialogue with a third party

BLOCK

Total lack of communication or open conflict

➤ Implement conflict management actions

RESOLUTION

➤ Identification of a solution endorsed by all the parties

4- *Borrini-Feyerabend et al., 2014.*

❖ Avoiding conflict

To avoid conflicts developing between co-managers, there are specific points to define, plan for and negotiate:

➤ **Responsibilities**, particularly regarding the safety of goods and people (the co-manager's staff or those of the contractors operating on its behalf and any members of the public or visitors supervised by the co-manager).

➤ **Procedures for dealing with unlawful activities** or encroachments and any action that could be construed as interfering with responsibilities, such as guarding and recording illegal activities.

➤ Any **lucrative activity** of any size: selling products from or on the site, training courses, paid visits or, scuba diving, etc. (such activities must be included in the co-management agreement).

➤ **Sponsorship, patronage or project funding** and its conditions (the manager may refuse it for various reasons: failure to respect the environment, litigation with the state, signage incompatible with the management plan, site capacity for events, etc.).

➤ **Field activities** as part of maintenance and/or scientific research (extraction of samples, removal of Posidonia beds, use of destructive equipment, etc.).

Communication is also essential to avoid misunderstandings. In co-management situations, too much communication is always better than not enough.

The **co-management agreement** can serve as a reference when there is a difference of interpretation between the parties. If it sufficiently describes each party's commitments and responsibilities, it can provide a clear answer before a conflict of interpretation arises.

© Angélique Triguel

Co-management agreements at the Conservatoire du Littoral have evolved over time. There is no need to refer to them when things are going well. However, when co-management becomes tricky, referring to the written document is advisable. If the agreement is explicit, then the terms of the agreement can be applied.

Richard BARETY
Project manager at the PACA
Delegation of the Conservatoire du Littoral (France)

❖ **Managing conflict**

Early conflict management by the coordination committee is also necessary to avoid a build-up of disagreements, which could challenge the implementation of agreed measures and activities and, therefore, jeopardise the preservation of the site.

KEY ASPECTS OF CONFLICT MANAGEMENT

➤**Conflicts should not be taken personally.**

Conflict between co-managers usually concerns the activities or how management is implemented and is not directed at individuals.

➤ **Try to understand the conflict**

What is the nature of the conflict? A difference in goals, methods, interests, needs ...?

What is the source of the conflict? Does the conflict come from a misunderstanding, a power struggle ...?

Is the conflict interpersonal (between individuals) or between groups of people?

➤ **Remember the shared goals of the partnership**

These goals brought the parties together and thus help to highlight and focus on a positive, shared vision rather than on points of contention linked to each party's interests.

➤ **Support the process**

It is crucial not to create divisions, particularly concerning differences in the parties' abilities or powers. On the contrary, the key is to create the right conditions for understanding and identifying each stakeholder's values, interests, challenges, and constraints.

The co-management committee should be trained in conflict resolution techniques. In co-management contexts, the risk is that the players arrive with their dynamics from the past. Conflicts are part of life, but knowing how to handle them is the main thing.

Marta CAVALLE
Executive Secretary of the LIFE (Low Impact Fishers of Europe) Platform

TECHNIQUES TO AVOID

Pressure - Threats - False pretences - Challenging - Disinformation- Division - Destabilisation - Manipulation Presenting the other party with a fait accompli - Creating conflict within the other party - Placing the other party in a position of inferiority - Breaching confidentiality

⬇

Why?

➤ They are confrontational techniques

➤ They don't aim for consensus, compromise or agreement

➤ Only one party wins, to the detriment of the other

⬇

Consequences

➤ Loss of trust

➤ Growing mistrust

➤ Growing opposition

➤ Disengagement

TECHNIQUES TO APPLY

Anticipation

➤ Provide spaceto express one's needs, expectations, constraints, challenges

➤ Clarifying and framing through the co-management agreement

Communication

➤ Free, rightful, based on an understanding of the parties and their constraints, objectives and interests

Negotiation

➤ Search for consensus, compromise, agreement

➤ Based on facts, not on emotional factors

➤ Give-and-take technique (exchanging concessions and/or benefits, sharing costs and risks according to each party's priorities, etc.).

Support

➤ From an objective person, possibly a professional mediator

➤ Create opportunities for discussion (meetings, informal exchanges)

➤ Keep goals and shared values in mind

⬇

Consequences

➤ Building trust

➤ Free speech

➤ Emergence of solutions

➤ Reduced risk of new conflicts

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OVERVIEW OF APPROPRIATE CONDITIONS FOR GOOD OPERATIONAL CO-MANAGEMENT

Highlights of the participatory workshop on co-management, organised on 28 & 29 March 2022 in Hammamet, Tunisia by the Conservatoire du Littoral and the PIM Initiative in partnership with APAL and Medfund as part of the COGITO project supported by the FFEM.

➤ Good governance

➤ Mutual trust

➤ Good communication

➤ Good coordination

➤ Transparency

➤ The right people

➤ Capacity-building

➤ Ongoing evaluation

➤ A shared vision

➤ Compromises

➤ A spirit of cooperation

➤ A clear action plan or regulations

➤ A legal framework

➤ Good mutual appreciation

➤ Diversity
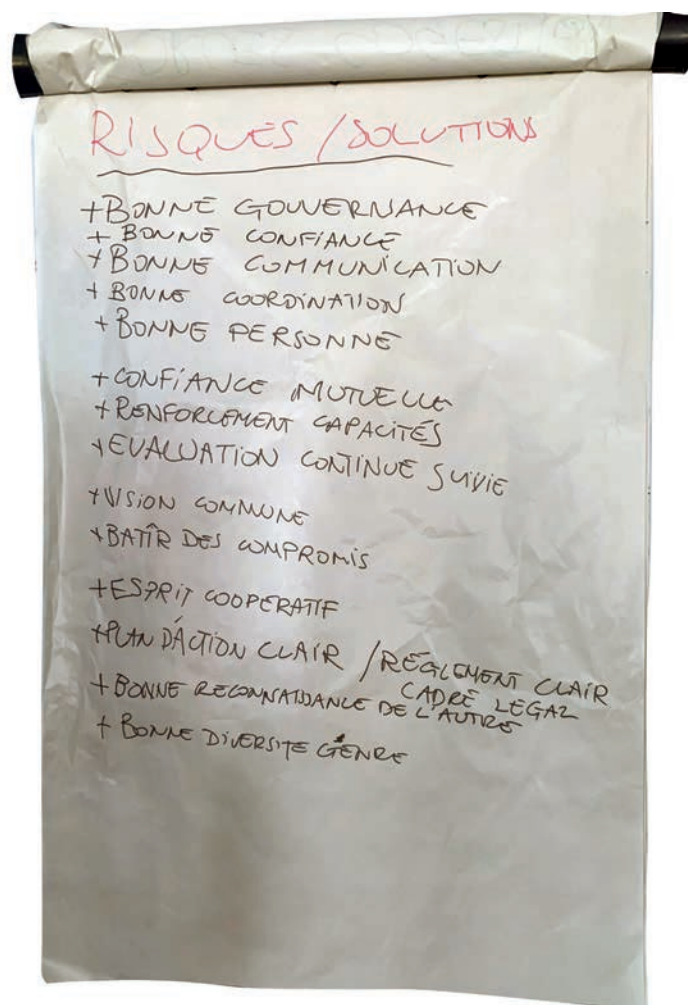
2. HOW OPERATIONAL CO-MANAGEMENT WORKS

A- THE DIVERSITY OF OPERATIONAL CO-MANAGEMENT SYSTEMS

Various types of operational co-management are developed depending on the local context, management tasks and the stakeholders who may be involved in management according to their skills (NGOs, users, local authorities, etc.).

CO-MANAGING WITH NGOS

This type of co-management allows a public authority to collaborate with a specialist or generalist NGO that will contribute its resources and skills to manage a site.

ADVANTAGES OF THIS TYPE OF CO-MANAGEMENT

❖ Local involvement and the ability of NGOs to engage the public contribute to the local population's greater ownership of the site and the development of a dynamic citizen watchdog approach.

❖ Possibility of enlisting citizen or expert volunteers to support the NGO's work in co-management.

❖ Capacity to marshal human and financial resources and greater ease and flexibility for NGOs in managing funding and material resources.

❖ The NGO's expertise in specific fields

❖ The NGO's credibility is strengthened by its alliance with an institutional partner.

AREAS OF FOCUS

➤ **Ensuring the NGO's financial security**

An NGO's long-term commitment to co-management requires, at the very least, sustainable funding to support the association's existence. This funding must be used to recruit and train staff and provide them with the material resources they need to manage the project. NGOs cannot manage a site by relying solely on the association's volunteers. It will be necessary, for example, to recruit paid staff. Moreover, medium to long-term visibility is necessary for the NGO and its employees to build a co-management system. Otherwise, their actions will be one-off interventions that cannot be equated with co-management, but instead, services that are provided only to partially or fully carry out the actions set out in the management documents.

Ideally, a **self-financing system** should be found to generate income to operate these processes over the long term. Different tools can be used depending on the context: ecotourism, parallel production activities, carbon credits, trust funds, etc. In reality, these self-financing sources rarely compensate for real funding needs and can even distract NGO employees from their work as 'operational co-managers' by meeting only 'mercantile' needs.

© L-M. Préau

Funding sources have been diversified to ensure the shared governance of the Comoé-Léraba Classified Forest and Wildlife Reserve through the association, a federation of 17 villages. We respond to calls for projects to secure funding and have also developed partnerships with local authorities to manage their natural resources. We are also looking at new tools such as carbon credits: with its 125,000 ha, the reserve is a carbon sink that could be leveraged and an excellent solution to secure financial resources.

Mamadou KARAMA

Executive Director of the Association inter villageoise de Gestion des Ressources naturelles et de la Faune de Comoé-Léraba - AGEREF-CL (Burkina Faso)

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In the short term, there may be support from the States, help from international public funds, private international funds or local private companies. In the long term, setting up trust funds in certain areas is possible. For instance, the Gandoule MPA in Senegal received investment to support market gardening and fish farming. The MPA receives a percentage of sales and reinvests it in the management committee.

Aurélien GARREAU & Damien MARTIN

CSO Capacity Building Officers for West African Countries in IUCN's Small-scale Initiatives Programme
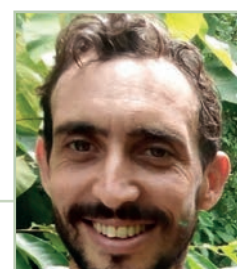
➤ **Ensure transparency and mutual understanding of how each party operates to build a relationship of trust.**

Successful co-management requires trust between the parties, which can only be achieved if they genuinely desire to work together towards a common conservation goal. This means learning to adapt and finding solutions to work together despite differences in operating methods (i.e., slow administrative procedures on the part of the institutional manager, which can affect the speed of execution of an NGO's activities).

Given the government's lack of human resources, the association has reinforced fieldwork activities carried out by the Agence de Protection et d'Aménagement du Littoral (Coastal Protection and Development Agency) and its scientific partners by making its human resources (staff and volunteers) available to improve the governance of the future MCPA of the Kuriat islands. This partnership has also enabled both parties to secure national funding and access regional funds, namely subsidies from The MedFund. Thus, through a participative approach to the joint management of this MCPA, new experience and expertise have emerged. At the outset, the authorities supported the association, which worked hard to help existing community groups reorganise and set up a management support committee, thereby gaining their trust. As a result, the Kuriat Islands site is now at the forefront as a pilot model for co-management in Tunisia.

Ahmed GHEDIRA
President of Notre Grand Bleu (Tunisia)

➤ **Clearly define the roles and responsibilities of every party to guarantee legal security.**

In many cases, operational co-management is informal and happens without any charter or agreement outlining rights and responsibilities and organising activities. Yet, implementing management activities is usually the result of concerted action. However, co-management still needs to be translated into formal agreements. This will give co-management a proper legal aspect by legitimising, framing and clearly defining the prerogatives of each party.

The AGN is a national non-profit specialising in professionalising the fight against poaching. It is responsible for training and building eco-guards' capacity to support forestry services in protected areas through surveillance, law enforcement, ecological monitoring and various development projects.
Under the terms of an agreement between the AGN and the Ministry of the Environment, eco-guards can be assigned to work legally under the supervision of judicial police officers on one-off missions or for the duration of a project. Joint operations are now conducted in the field with judicial police officers, eco-guards, staff from the local forestry department, and local community agents who assist in collecting data and in operations as tracker guides. This collaboration has contributed to reducing the presence of armed forces in forest areas.

Benjamin BASSONO
Director of the Association des Anges Gardiens de la Nature (Burkina Faso)

➤ **Recognising the commitment of stakeholders by acknowledging co-management.**

Where national regulations authorise co-management, this arrangement should be publicised to highlight the actual status and involvement of co-managers in site management. The co-managers are not merely technical partners in the implementation of specific actions but real partners in the site project management.

In Algeria, the Fauna and Flora Protection Service of the General Forestry Board manages most natural areas, with the State enjoying a monopoly on management. Initially, co-management was a new term that seemed a bit frightening as it was perceived as implying land surrender. Yet, as we brainstormed at the international level, we realised we were already engaged in co-management. Taza-Jijel National Park has already entered into several partnership agreements with non-profit organisations. For example, the Ecologie sans Frontières association has signed a partnership agreement authorising it to work in the field and pursue activities throughout the park's terrestrial and marine areas (environmental education and awareness-raising activities, monitoring invasive species, tracking visitor numbers during the summer season, studying seagrass meadows, ornithological monitoring, etc.).
Yet, the term 'co-management' seems much more appropriate than 'partnership' to qualify these actions carried out in the field. A co-manager brings something to the table, in other words, complementarity. To this end, the non-profit Écologie sans Frontières plans to sign a bona fide co-management agreement with the Park concerning the island sites.

Nadjib BENAYAD

Officer of the Department for the Protection of Fauna and Flora of the General Forestry Board & President of the non-profit organisation Écologie sans Frontières (Algeria)

CO-MANAGEMENT WITH USERS

This type of co-management involves relying directly on users of the protected area to carry out monitoring and surveillance as part of their activities. Th co-management arrangement can involve fishermen, scuba diving clubs, farmers, local populations, etc.

ADVANTAGES OF THIS TYPE OF CO-MANAGEMENT
❖ Increasing human resources directly on site.
❖ Local users' in-depth knowledge of the area under management (context, challenges, particularities, etc.)
❖ Users are motivated to become involved when they know the benefits of co-management activities.
❖ Better understanding and acceptance of the protection measures planned for a site by users because of their involvement upstream.

RISKS AND DOWNSIDES OF THIS TYPE OF CO-MANAGEMENT

❖ Risk of 'excessive ownership' of the site by users who feel they have been invested in a public mission;

❖ Poor technical knowledge of specific subjects and potential for inappropriate or false communication to other users;

❖ Supervision and regular training are required;

❖ Higher turnover if 'co-manager users' tend to lose interest quickly.

In Gökova Bay, the Mediterranean Conservation Society (MCS) developed a unique marine conservation co-management and fishing management tool. In July 2010, six 3,000-hectare no-fishing zones and a 28,000-hectare fishing restriction zone were declared closed to purse seiners and trawlers. In 2013, the MCS implemented a Local Marine Ranger system, which trains and employs local fishermen as marine guards with fast boats working closely with coastguards. Subsequently, the MCS convened all the relevant stakeholders to find solutions to quickly address the issues and requirements of co-management (local fishing cooperatives, universities, public authorities, coastguards, local municipalities and NGOs).
This is one of the very first initiatives in Turkey to demonstrate community leadership in fishing management and ecosystem conservation. Using a bottom-up co-management strategy has been very efficient in protecting and restoring a degraded ecosystem and improving local incomes.

Zafer **KIZILKAYA**
Cofounder of the Mediterranean Conservation Society (Turkey)

AREAS OF FOCUS

➤ **Integrate users in the definition of the site's management rules to improve efficiency**

Users must be included as early as possible so that everyone accepts the management guidelines and rules of use defined for a site. This will facilitate their implementation and the partnership relationship.
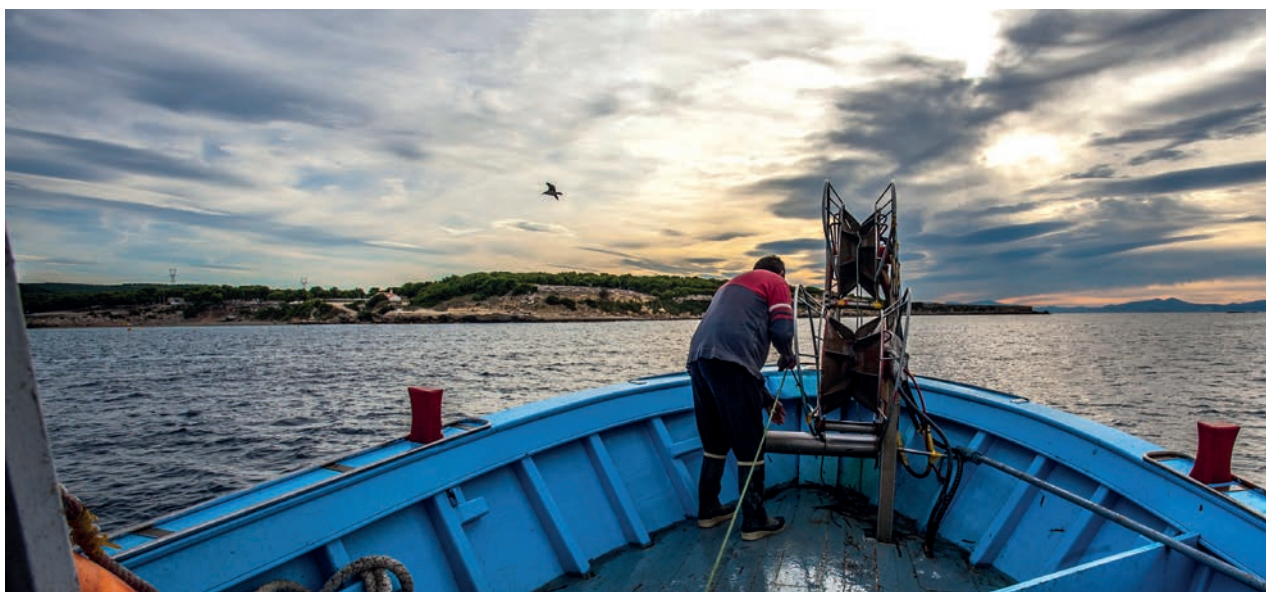
In 2005, the Torre Guaceto MPA management body involved small-scale fishermen in a scientific assessment of the state of fishing stocks and the level of sustainable effort. This co-management approach resulted in regulating fishing activities based on an agreement and shared outlook between the fishermen and the MPA authority, with scientific supervision from a scientific institute. Strict rules on the type of gear, length and mesh size of nets, fishing frequency (only once a week in the MPA), and closed seasons were laid out to limit fishing's impact on main fish predators, juvenile stages, and benthic communities and habitats. This collaboration ensures the sustainability of fishing activities, with better results inside than outside the MPA in terms of abundance and size.

Francesco DE FRANCO
Torre Guaceto Groupment (Italy)

➤ **Consider the socio-economic and market aspects that may impact user involvement.**

Some professional user categories may be adversely affected if other sectors are not involved in the management effort (e.g., artisanal, recreational or commercial fisheries may be influent in an area) or if the market is not regulated (e.g., if the marketing of fishery products is not controlled, artisanal fishermen become at the mercy of intermediaries who can handle the fishing effort).

In Catalonia, an essential work in progress is establishing socio-economic plans in parallel with the management plan. The management plan sets out the technical aspects of management, while the socio-economic plan defines management monitoring and regulation of market mechanisms ... The socio-economic plan is one of the elements that can lead to success.

Marta CAVALLE

*Executive Secretary of the LIFE (Low Impact Fishers of Europe) Platform*

➤ **Adapt co-management approaches to local realities.**

Some users may be **reluctant to become involved in a site's management**, which must be considered. For example, some users may not want to participate in monitoring activities because they see this as peer control.

The Guardians of the Sea community initiative is a pilot project designed to involve fishermen in monitoring marine megafauna and reporting offences as part of their activities. Initially, the fishermen weren't too keen on reporting offences for fear other fishermen would find out. However, we explained that we were only interested in what went on in the MPA and not in who did what. Of those interested, we selected the fishermen who worked more frequently in the area. We equipped them with tracking material and provided marine megafauna GPS tracking training. This works because we don't ask them to be active every day, only every three weeks, and they must only collect data if they notice anything while fishing.

Berta RENOM

Executive Director of Projeto Biodiversidade (Cape Verde)
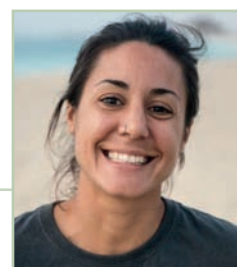
It may also be necessary to **compensate users** when their involvement impacts the time they devote to income-generating activities. This may involve financial compensation[5] or exchange of material resources in return for their contribution, setting up another income-generating activity, or adapting the framework of their involvement to minimise the time dedicated to management tasks.

5- *This may raise issues regarding the payment arrangements by a public body, which may be considered a salary and should be governed by employment contract rules or a service subject to competitive tendering rules. This solution is not the easiest to implement.*

Between 2015 and 2020, the GRET carried out a project in Diawling National Park. It was challenging to motivate community rangers to carry out surveillance work if they received no money in return, as these were villagers who needed to generate income. Thus, the GRET proposed involving many community guards, who would be on duty only one day a month. Another solution would have been to offer a small compensation for voluntary participation. For example, by providing boats to fishermen in exchange for their voluntary participation in surveillance activities.

Emmanuel DURAND and Louisa DESBLEDS
Project Manager for Integrated Water Resources Management and Scientific Coordinator at GRET (Mauritania)

In Asia, projects can be carried out with little money, as managing a territory doesn't require much means. Small boats are inexpensive, and all that is needed is enough to train and finance a salary for an eco warden. In addition, it is possible to grow and develop projects without money, provided the communities understand it, internalise it, and want it in their own interest.

Frédéric TARDIEU
Founder of Sulubaaï Environment Foundation (Philippines)

➤ **Lobbying public authorities to set up operational co-management processes.**

In many contexts, national or local authorities are reluctant to engage in co-management approaches, primarily because co-management is not legally prescribed or sufficiently mature. Therefore, the authorities should be lobbied to encourage them to embrace these collaboration processes.

The Kakoskali MPA was created through a partnership between the NGO Enalia Physis and local fishermen. The co-management process aims to secure the active and daily participation of the fishermen onsite and implement a consultation and partnership programme. The main challenge with implementing co-management in this context is the government's resistance to delegating power, although it has no means of control over such a remote area. In addition, fishermen are reluctant to take control themselves, as management involves surveillance and policing of the area, an authority they don't want to exert over their friends and families.
So far, we have organised a series of meetings to explain the principle of co-management. Unfortunately, the government did not attend. We are now working on drafting a co-management plan. However, Cypriot law does not allow government to delegate management to outside bodies.

Antonis PETROU
Co-founder of Enalia Physis (Cyprus)

➤ **Promoting user involvement in site management**.

Recognising user engagement encourages ownership of the management process and bolsters local populations' motivation to become involved over the long term.

The Foundation provides support for community marine protected areas, assisting communities in their management process so that they may secure recognition. This is a question of resources and motivating people, which is relatively easy when you offer them a job and a salary. We made it clear that we would be implementing actions, involved them in the process (e.g., participation in the maintenance of buoys and ropes, snorkelling training to observe and clean shallow waters), and created new fishing management laws with them (e.g., authorised fishing tools, traffic corridors within the MPA).
Overall, you need to use your imagination to find entertaining means of raising awareness. For instance, you might make a film with portraits of local people for the anniversary of the MPA and screen it in the village to show the results and developments. Communities need to be able to be in charge of their own management. We help them by providing equipment, ropes, buoys, moorings and regulations, but their work must be recognised.

Frédéric TARDIEU
Founder of Sulubaaï Environment Foundation (Philippines)

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CO-MANAGEMENT INVOLVING SEVERAL PUBLIC AUTHORITIES OR INSTITUTIONS

Some sites may have overlapping public and private domains or protection statuses. Consequently, several managers may be involved, with hierarchical levels depending on the regulations governing protected areas and other legislation governing the site.

In this type of co-management, functions and responsibilities are not systematically equally shared. There may be a lead co-manager with overarching responsibilities who coordinates co-management and associate co-managers who implement specific activities according to their respective areas of expertise.

Kneiss islands are managed by both the Agence de Protection et d'Aménagement du Littoral (Coastal Protection and Development Agency) (within the framework of the future MCPA) and the Forestry Board (site manager). This arrangement between several institutional players hampers scientific fieldwork because the organisation must request several authorisations depending on the type of monitoring needed (i.e., Forestry Board for scientific surveys or Fishing Board for marine environment projects). Classifying the site as a Protected Marine and Coastal Area will make things easier, as APAL will be the sole contact. Another solution might be to see if the APAL could solve the issue of slow processes internally, with staff dedicated to supporting co-management administration.

Sana KESKES TAKTAK
Director of the Association de la Continuité des Générations (Tunisia)

ADVANTAGES OF THIS TYPE OF CO-MANAGEMENT

❖ Increased human and financial resources and competencies for management activities.

❖ Better alignment of management missions with each organisation's competencies.

The forestry regime governs the forests on the Côte Bleue, located on land owned by the Conservatoire du Littoral. To this end, the Office National des Forêts (ONF - French Forestry Agency) provides technical support to the municipalities responsible for managing the sites through a tripartite agreement and a joint management plan, which sets out the forest management activities (monitoring, works and silvicultural activities). The ONF suggests management options, but the municipalities retain decision-making powers.

François MARCOUX
Coastguard on the Côte Bleue site, Office National des Forêts (France).

AREAS OF FOCUS

➤ **Clearly define the roles of each party and their implementation to ensure coordinated management.**

Indeed, it is vital to guard against the risk of encroachment and conflict arising from the cohabitation of several co-managers with different skills and operating frameworks.

While implementing a framework (agreement, contract, etc.) is vital, it cannot alone provide for and solve everything. Stakeholders in the territory must also show some situational intelligence and benevolent tolerance to avoid resorting to reminders of the points in the agreement.

Fabrice Bernard
Europe & International Delegate at the Conservatoire du Littoral (France)

➤ **Include the co-management partnership as part of the integrated and coordinated management of the territory.**

Operational co-management defines a primary partnership on a site. To ensure truly integrated and coordinated management throughout the area, the other actions and projects of public organisations likely to be developed in parallel within a broader consultation framework should be included.

The co-management agreement between the City of Marseille and the Parc National des Calanques defines each party's mission and legitimises the players involved. It is an essential yet insufficient working framework. It needs to be actively implemented to foster a genuinely active partnership. In other words, every time there is a new project, it must be integrated into the partnership.

Marie CORTES
Head of the 'Sea and Coastline' department of the City of Marseille (France)

B- CO-MANAGEMENT AGREEMENTS

The co-management agreement is critical for managing activities and the operational co-management relationship. Drafted collaboratively, it must set out each party's rights, responsibilities, commitments, and obligations in writing to serve as a reference to avoid interpretation issues and conflicts in implementing management measures.

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▶ TYPES OF AGREEMENT

There are several types of agreements or contracts relating to protected area management, which differ according to the activity's nature and the site's status (e.g. temporary occupation, partnership agreement, concession, delegation of services, subcontracting, etc.).

Note: While a legal manager can develop partnership and subcontracting agreements in any circumstances, concessions and temporary occupations can only be signed if the manager has a legal right to the site.

I.e. In Tunisia, APAL has no legal right over the marine public domain. The Minister for the Environment signs temporary occupations and concessions.

✱ CONCESSIONS

A concession gives a public entity the right to entrust or delegate to a third party (public or private entity) the total or partial implementation of the site's management plan or project. It is limited in time.
The concession may cover the entire site or only part or a component (e.g., buildings or activities linked to the site: salt extraction, seafood packaging facility, cultural building, etc.).

Examples of national regulations ...

Concession agreements are typically governed by specific regulations in each country.

In France: For Conservatoire du Littoral sites, the 'management delegation agreement' formalises the transfer of responsibility from the manager to a co-manager, with the manager generally retaining only control activities.

In Tunisia: Tunisian regulations also include the same provisions, although concessions are governed by the general rules on concessions in the public domain (competition and interministerial decree of approval).

✳ PARTNERSHIP AGREEMENTS

It creates a partnership between the legal manager and a public or private establishment or an NGO to implement the activities in the management plan. These agreements may include a third party outside management, such as a financial partner. This type of agreement is implemented, for example, within the framework of MedFund and CEPF. It may cover conservation and protection, scientific monitoring, surveillance, research, communication, awareness-raising and education.
Any public entity is entitled to enter into partnership agreements to achieve the goals and missions laid down in its founding document.
Consequently, this type of cooperation does not necessarily require a specific legal foundation.

I.e. Every Conservatoire du Littoral partnership agreement in France is derived from article L322 of the French Environmental Code.

✳ TEMPORARY AUTHORISATIONS AND OCCUPANCY

Authorisations, which may or may not involve fees, entitle users, NGOs or companies to legally exploit land or natural resources subject to authorisation within a protected site under public ownership (e.g., grazing, fishing, ecotourism, etc.).

Temporary occupancy is generally linked to services (catering, beach services, accommodation, etc.). They are issued as authorisations and specifications that set out the technical and environmental conditions imposed by the general regulations on protected areas and a permit to carry out the activity (granted by the municipality or technical ministries).
Temporary occupancy is granted on request, is revocable and is subject to an annual fee or possible exemption under particular conditions.

✳ SUBCONTRACTING

Subcontracting is typically regarded as the provision of a service. In France, it is referred to as a 'public service delegation' and may cover cleaning and site maintenance services, transportation, security, etc. In some cases, however, it can be considered co-management, mainly when it is a quid pro quo for a licence or part of a partnership agreement.

IMPORTANT : **Concessions or partnership agreements are the two main agreements that come under operational co-management.**

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▶ CO-MANAGEMENT AGREEMENT STRUCTURE

The co-management agreement must clearly state the co-managers' commitments and responsibilities in implementing co-management. It must also systematically refer to a management plan or programme and mention monitoring procedures (e.g., site management committee, steering committee, etc.). However, the agreement must be flexible in adapting co-management to align with situational intelligence.

Because not everything can be planned, the agreement should include arrangements for dealing with grey areas in co-management implementation. For example, by planning a consultation on aspects that have not been dealt with and may arise during activities.

Two types of agreement can be envisaged to provide a framework for co-management:

❖ **A framework agreement** defining the rights, duties and shared objectives of the parties.

❖ **Specific, shorter-lasting agreements** detailing the tasks of the parties for the different projects, geographical areas or missions implemented.

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Specifications may also be appended to the agreement to restate the appropriate co-management principles for the site. In the case of Tunisia, for example, the concession agreement includes specifications setting out the technical and environmental measures for managing the site.
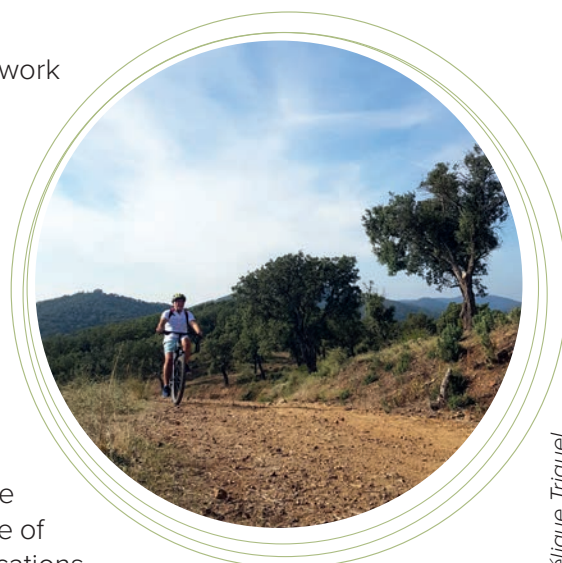
Regarding The MedFund, a tripartite funding agreement (MedFund, National Authority, NGO) typically acts as a co-management agreement. Where co-management is not recognised in the national legal framework, the funding agreement may also be entered into solely with the NGO. For example, we have already included a letter of support or commitment from the national authority responsible for MPAs in the Preamble to the agreements. Subsequently, we drew up an annual action plan outlining the responsibilities of each management area: activities carried out by the NGOs, activities carried out by the national authorities, and those conducted jointly.

Romain RENOUX
Executive Director of The MedFund

The Frioul archipelago is co-managed by the Parc national des Calanques, the City of Marseille and the Conservatoire du Littoral (French Coastal Protection Agency) under a framework management agreement between the three bodies for six years (renewable once). This framework agreement defines the various management methods for this territory, as well as the obligations and responsibilities of each entity. In parallel, a three-year partnership agreement has been drawn up. It provides a finer definition of each party's mission and highlights their financial participation. Proper drafting of agreements is essential and should not be overlooked. It is vital to write the conditions of the agreement and spell out the roles and responsibilities of each party and their respective areas of responsibility.

Lorraine ANSELME

Deputy manager of the 'West coast - archipelagos' area at the Parc national des Calanques (France)

See Appendix 2 for the typical content of a co-management agreement.

TYPICAL STRUCTURE OF A MANAGEMENT AGREEMENT

➤ Legal references: Texts relating to site management; protection status(es); co-management or partnerships; creation of legal entities for co-managers, etc.

➤ Purpose of the agreement

➤ Entry into force, duration and terms of renewal

➤ Agreement and accompanying documents

➤ Agreement

➤ Specifications

➤ Management plan or scheme

➤ Other documents (communication charter, ethics charter ...)

➤ Management guidelines

➤ Restrictions on use and prohibited activities

➤ Co-managers' commitments to management activities

➤ Activities subject to conditions

➤ General obligations of co-managers

➤ Organisation of the steering committee

➤ The possibility of subcontracting and delegating services

➤ Financial participation arrangements

➤ Insurance arrangements

➤ Procedures for monitoring the agreement's performance

➤ Procedures for amending and terminating the agreement

➤ Conflict management procedures

3. EVALUATING OPERATIONAL CO-MANAGEMENT

Operational co-management systems must be evaluated to identify their strengths, weaknesses, and areas for improvement, reflect on how to remedy any shortcomings and adapt co-management accordingly.

This evaluation must be carried out **jointly** by the parties concerned during consultation meetings. It must also be repeated regularly to monitor the evolution of the co-management over time.

▶ **EXAMPLE OF INDICATORS AND OF A VISUALISATION TOOL FOR EVALUATING OPERATIONAL CO-MANAGEMENT[6]**

Using Excel documents, radar charts provide a clear and straightforward way to visualise the results of a joint reflection where the different parties exchange ideas and jointly assess the qualitative or quantitative status of achievements.

OVERALL EVALUATION

The overall evaluation is an automatic overview that shows an average for each theme.

Cogestion opérationnelle
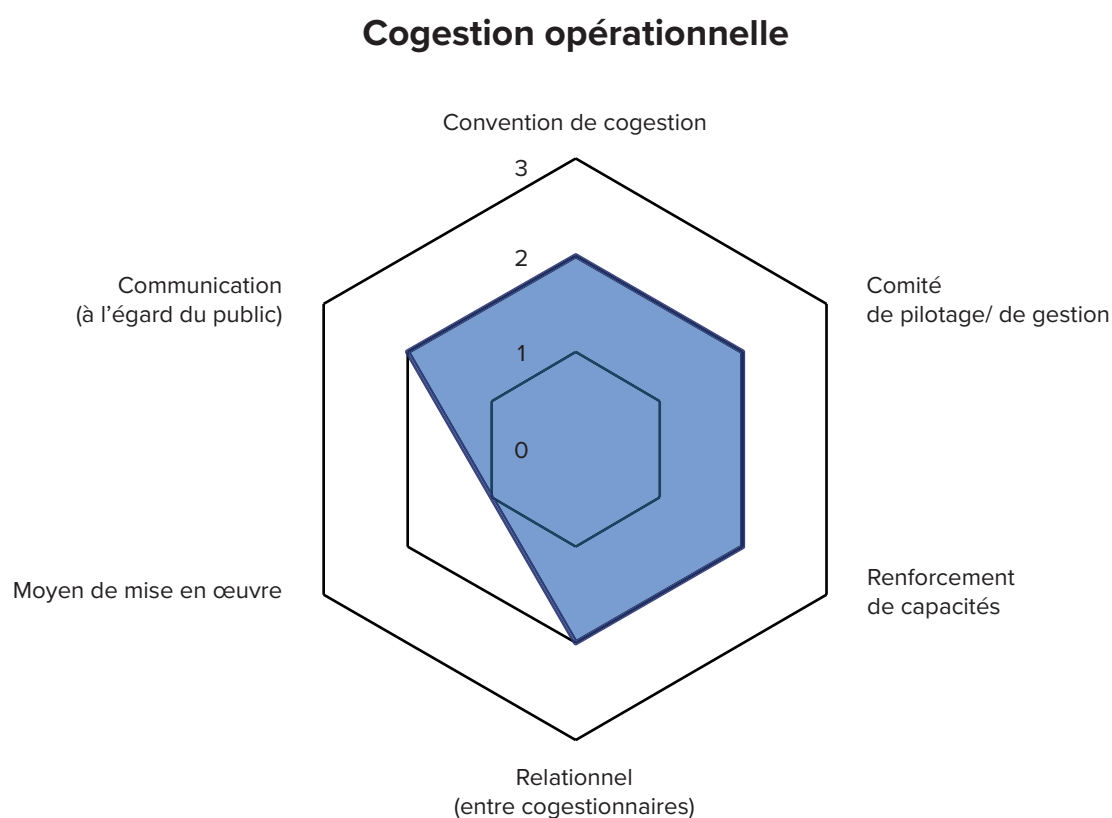
6- The themes and indicators presented include contributions from the 'Shared governance & operational co-management' exchange workshop held in Hammamet (Tunisia) on 28 & 29 March 2022, which brought together institutional and associative co-managers from pilot sites in Algeria, Morocco and Tunisia, as well as other Tunisian stakeholders.

EVALUATION BY THEME

Convention de cogestion

Clarté des objectifs
et visions communes à atteindre

Existence d'un plan
ou schéma de gestion

Clarté des responsabilités
(actions, devoirs, engagements) dans...

Processus pour
la gestion des conflits

Adaptabilité et flexibilité de la convention
(par rapport au contexte...)

Processus, critères et outils
d'évaluation à court et long terme

Clarté des aspects
de communication

Existence de manuels
de procédure ou chartes

Comité de pilotage

Régularité desréunions

Obtention de résultats concrets
(planification intégrée
des activités, plan d'action,
résolution d'un problème...)

Désignation officielle
de points focaux

Qualité des échanges
(temps de parole,liberté d'expression,
cadrage de la réunion...)

Préparation desréunions
(planification, ordre du jour et obectifs...)

Renforcement de capacités

Diversité des spécialités de l'unité de gestion
et cohérence par rapport aux objectifs à atteindre

Niveaux de connaissance
sur le fonctionnement/enjeux
des autres parties

Niveau de compétences
des cogestionnaires

Capacité d'échange
intersites

Capacité de mobilisation
d'expertise interne

Recours à des formations et diversité
des thématiques abordées
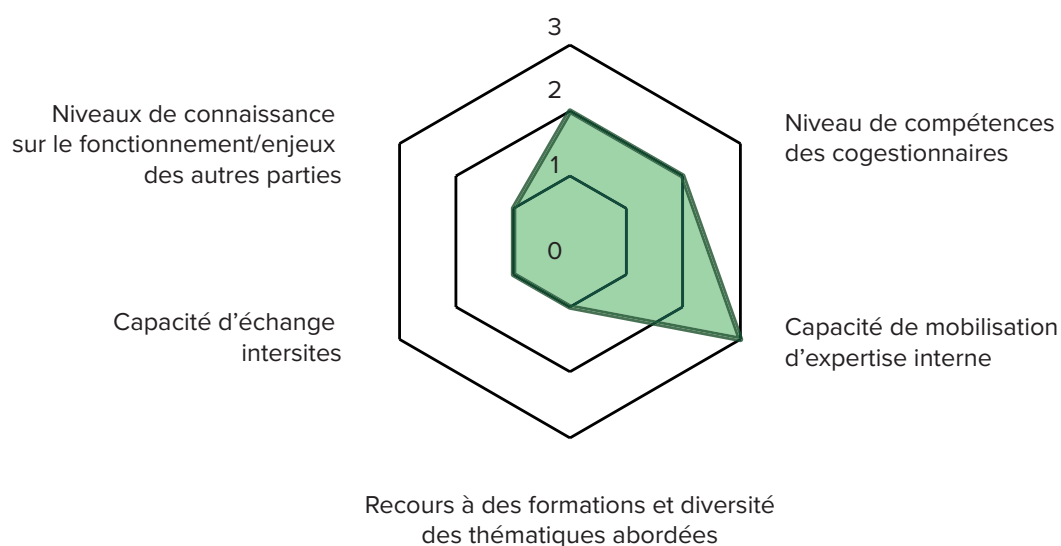
Relationnel

Niveau de confiance réciproque

Niveaux de mise en œuvre
d'actions conjointes

Niveau de reconnaissance
mutuelle

Niveaux de disponibilté et rapidité
de réponse dans les échanges

Etat de la coopération
(fiabilité, maintenabilité,
disponibilité)

Niveau de transparence
dans les échanges

Moyens de mise en œuvre

Moyens humains

Adéquation des rythmes
d'activités respectifs

Moyens matériels

Cadre juridique
(moyens réglementaires/légaux
de mise en œuvre)

Moyens financiers

3
2
1
0

Communication

Elaboration d'une stratégie ou d'un plan
de communication partagé.e

Niveau de communication
sur le partenariat

Niveau de coordination
de la communication

Rapidité de validation de la
communication conjointe

Production d'outils
d'information conjoints
(brochures, communiqués, site...)

3
2
1
0

ONE LAST WORD

(C) L.-M. Préau

This document has been split into two parts to distinguish between governance and co-management. Yet, the whole system is closely linked, based on the iterative process of Action-Information-Validation-Perspectives-Codecision, and must be understood in this sense.

Of course, there is a big difference between regal governance and co-management and the more democratic and participatory approach.

This requires adaptation, considering local geographical contexts, institutional and policy differences in each country and, above all, the constant changes in these contexts.

We hope this guide will provide some keys and practical advice to help you implement efficient and viable approaches to shared governance and operational co-management. These approaches are vital to guaranteeing the long-term preservation of natural coastal and island areas.

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APPENDIXES

APPENDIX 1 — ANALYSIS OF REGULATIONS ON CO-MANAGEMENT OF PROTECTED AREAS IN A FEW COUNTRIES

Most countries recognise forms of cooperation or partial or total management transfer that can be subsumed under co-management. However, they are not carried out under this name.

COUNTRY	POSSIBLE OPERATIONAL CO-MANAGEMENT	LEGAL TEXTS
TUNISIA	YES	❱ **Organic Law No. 2018-29 of 9 May 2018 on the Local Authorities Code** Article 243, relating to the powers shared between the central government and the municipality, provides for the coastline's management and development in coordination with the relevant departments by the laws and regulations in force. ❱ **Law No. 49-2009 of 20 July 2009 on Marine and Coastal Protected Areas** Article 22 sets out the terms and conditions for the transfer of management, which may be in the form of a concession or temporary occupation and may be in favour of a public or private establishment or an NGO. ❱ **Decree No. 5183 of 18-11-2013 on NGO access to public funding** Article 16 provides for signing agreements with NGOs to undertake projects in the public's interest and in line with the priorities of the public establishment concerned. ❱ **Law No. 72-95 of 24 July 1995 on the creation of APAL** The law provides for the management of sensitive sites to be transferred to a public or private institution or an NGO under an agreement accompanied by specifications.
FRANCE	YES	❱ **Article L. 322-9 of the French Environmental Code** It stipulates that 'the buildings in the area under the responsibility of the Agency (conservatoire) for coastal areas and lakeshores may be managed by local authorities or groups of such authorities, or by public establishments or approved specialist foundations and associations, which will be responsible for their management and will receive the corresponding income. Priority is given, if they so request, to the local authorities on whose territory the properties are sited. The agreements signed between the Conservatoire and the managers expressly stipulate how the land will be used, which must contribute to achieving the objectives defined in article L. 322-1'.

COUNTRY	POSSIBLE OPERATIONAL CO-MANAGEMENT	LEGAL TEXTS
ALBANIA	**NO**	▶ **Law No. 8906 of 6 June 2002 on Protected Areas** Article 25 on the pursuit of activities within protected areas stipulates that, '(…) (2) The central government and governmental bodies must promote and support initiatives, projects, programmes and activities designed to improve or positively impact natural and environmental protection indicators. (3) In protected areas, activities may be pursued only with the prior provision of an environmental permit or the approval of a protection authority where this is an explicit requirement of this law.'
ALGERIA	**YES**	▶ **Law No. 11-02 of 17 February 2011 on Protected Areas** This text does not mention the possibility for third parties to manage or co-manage parks. ▶ **Executive Decree No. 13-374 of 9 November 2013 establishing the standard statutes for national parks** Grants the national park director the right to enter into 'any contract, agreement or convention by the laws and regulations in force' without specifying terms and conditions. ▶ **Executive Decree No. 04-113 of 13 April 2004 on the organisation, operation and missions of the National Coastal Commission.** It sets out the following roles: to ensure the preservation and maintenance, restoration and rehabilitation of remarkable land and marine areas or areas necessary to maintain natural equilibria with a view to their conservation, and gives the Director General of the Commission the authority to enter into all contracts, agreements and conventions relating to the programme of activities.
MOROCCO	**YES**	▶ **Law No. 22-07 on Protected Areas** Article 25 empowers the competent authority to grant management of the protected area, in whole or in part, to any public or private legal entity that complies with the general management conditions laid down by law and the clauses of an agreement and specifications drawn up by the authority. Article 26 defines the procedures for delegating the management of the protected area based on a call for tenders subject to regulations which set out, in particular, the eligibility criteria, the selection procedures and the professional and technical qualifications required for the delegation of the said management by the law in force. It also provides for direct negotiation to ensure continuity of public service. Article 27 sheds light on the content of the agreement: ✱ The purpose and scope of the delegated management and the definition of the areas it covers; ✱ The assets whose management is delegated and, where applicable, the rules governing the takeover of movable and immovable assets; ✱ The term, which may not exceed thirty years and may be extended for a further period of up to ten years; ✱ The terms and conditions for amending, renewing or extending the agreement; ✱ The financial provisions and rules and conditions for the management of the protected area; ✱ Where applicable, rules relating to compliance with requirements in the interest of national defence and public safety; ✱ Where applicable, the conditions for surrender, cancellation and forfeiture; ✱ Dispute resolution.

COUNTRY	POSSIBLE OPERATIONAL CO-MANAGEMENT	LEGAL TEXTS
LEBANON	*YES*	▶ Protected areas are created by ordinance law or order of the Minister for the Environment, with reference to the **Law on the Protection of Landscapes and Natural Sites of 8 July 1939.** The Ministry for the Environment delegates management at the local level to a 'Committee designated for the protected area'. This committee includes representatives from the state, local authorities, NGOs, and other resource persons. It is tasked with implementing the site management plan. The committee has no legal status, so it is not authorised to sign agreements or recruit staff. Temporary solutions have been introduced to have management teams employed by a local NGO or a legal entity, including universities and research institutions. Therefore, management of a nature reserve may sometimes be delegated to an NGO under the committee's supervision.
EGYPT	*NO*	▶ **Environmental Protection Law No. 4 of 1994, amended by Law No. 9 of 2009 and Law No. 105 of 2015** ▶ **Law No. 102 of 1983 on Natural Protectorates** Under Prime Ministerial Decree 264/1994, the Egyptian Agency for Environmental Affairs may authorise activities within protected areas under concessions based on specifications where the private operator assumes demand risks and is remunerated by the users. Facilities within protected areas (accommodation, catering, leisure services) can be delegated to commercial companies, associations or local communities. This framework allows the implementation of concessions for business activities that benefit from ecosystem resources. Several business plans for protected areas in Egypt highlight the use of this type of mechanism to bring in new sources of income. Currently, protected areas are managed by the Ministry for the Environment.
JORDANIA	*YES*	▶ **Law No. 29 of 2005** This law stipulates that 'the specialised party' (the Royal Society for the Conservation of Nature) applies to create a park or nature reserve with the Ministry of the Environment. If the request is granted, management is entrusted to this specialised party under the terms of a management plan drafted by the specialised party and approved by the Ministry for the Environment. The mandate of the Ministry of the Environment is confined to monitoring the implementation of management plans.
CAPE VERDE	*YES*	▶ **Ordinance law No. 3/2003 of 24 February 2003** It foresees the possibility of establishing concerted management agreements by the government department responsible for the environment or the independent body for protected areas for the partial or overall management of specific protected areas with local entities, community associations, non-governmental organisations interested in environmental issues, international entities or bilateral or multi-sectoral cooperation programmes.
		▶ **Ordinance law No. 8/2022 of 6 April 2022** It stipulates that the special protection measures to be adopted for monitoring and research into the species covered by the ordinance law must be taken under a regulatory framework of partnerships previously and formally established between civil society and the State.

APPENDIX 2 — PROPOSITION FOR A STANDARD CO-MANAGEMENT AGREEMENT

Reference to legal texts regarding site management (laws on protected areas or any other type of protection);
Reference to texts relating to the site's protection status;
Reference to the legal text(s) authorising the establishment of co-management agreements or any other type of cooperation;
Reference to the legal texts establishing the legal or physical personality of the co-manager(s);

Between *Name*
Institution,Association, Foundation, Municipality, Scientific Centre
With registered offices at ...
Represented by *its Managing Director, Chairperson*
hereinafter, **the manager XXX**
On the one hand,

And *Name*
Institution, Association, Foundation, Municipality, Scientific Centre
With registered offices at ...
Represented by *its Managing Director, Chairperson*
hereinafter, **the co-manager XXX**
On the other hand.

PREAMBLE

Within the framework of the implementation of the *management plan/project for site xxx, which has been granted protection status or type of protection, etc.*
Short description of the site's features (ecological, heritage, landscape, social, economic, cultural, etc.) and challenges.

Description of the motivations/interests/competencies of the parties to the agreement

> I.e., 'Given the interest of co-manager xxx in nature protection in general and in marine and coastal biodiversity conservation in particular, and his/her expertise in the implementation of natural area management activities ...'.

Both parties agree to pool their efforts to manage the site *site name*. To this end, both parties have agreed to draw up this *partnership (or co-management) agreement.*

NB: Where funding exists, reference is made to the funder and the name of the project (i.e., 'As part of the implementation of project ...... funded by ...')

The parties have agreed to the following:

ARTICLE 1 - PURPOSE OF THE AGREEMENT

This agreement defines the terms of cooperation between the manager and the co-manager, the commitments of each of the two parties to achieve the conservation and good governance objectives of site *xxx* and the conditions for implementing the activities and measures entrusted to the respective parties.

Define the geographic scope of the agreement

ARTICLE 2 - DURATION AND ENTRY INTO FORCE

This agreement shall enter into force on ...
It is concluded for a period of ..., renewable ...

ARTICLE 3 - AGREEMENT DOCUMENTS

This agreement comprises:

❱ The present agreement

❱ The attached specifications

❱ The management plan (*if in force*) or the mutually approved plan for the site or the temporary management plan marked as 'accepted' by the parties.

ARTICLE 4 - MANAGEMENT GUIDELINES

Describe the objectives and management guidelines approved for the site, for example:

❱ Scientific monitoring of the protected area's key species and habitats (i.e., counting Cory's shearwater, monitoring loggerhead turtle nests, fish inventories, etc.)

❱ Management of the visitor's centre and organisation of scientific missions and training sessions

❱ Supervision of site visits (development of the site's natural and cultural heritage, 'green school', etc.)

❱ Environmental engineering work (path maintenance, protection against erosion using appropriate measures, removal of invasive plant species, etc.).

❱ Organisation of surveillance patrols (ghost nets, illegal fishing, unauthorised mooring, access to nesting sites, etc.)

❱ Clean-up of marine and land-based waste at the site and in situ treatment or transport to dedicated sites;

❱ Raise awareness of conservation issues with the fishermen and the local population

❱ etc.

ARTICLE 5 - RESTRICTIONS ON USE AND PROHIBITED ACTIVITIES

Describe prohibited or restrictions on uses and activities on the site, such as:

❱ Camping and lighting fires outside the premises;

❱ Fishing activities of any sort for professional or leisure purposes;

❱ Introducing non-native or genetically modified animal or plant species;

❱ Feeding wild animals;

❱ Discharging or dumping liquid, solid or gaseous waste or any other substance liable to cause direct or indirect damage to ecosystems;

❱ Introducing weapons or explosives, fishing or hunting gear, as well as toxic or polluting substances;

❱ Degradation or destruction of habitats essential to the reproduction of animal species or their resting sites;

❱ Intentional disturbance of animals, especially during the breeding, nesting, rearing and migrating season ...

ARTICLE 6 - RESPECTIVE COMMITMENTS FOR MANAGEMENT ACTIVITIES

List the measures each party has committed to based on the key management tasks.

1- Welcoming the public, communication and raising public awareness tasks,

The *managerxxx* undertakes to:

◗ Manage the visitor's centre and organise scientific missions and training sessions
◗ Supervise site visits (development of the site's natural and cultural heritage, 'green school', etc.)
◗ ...

The *co-manager xxx* undertakes to:

◗ Raise awareness of conservation issues with the fishermen and the local population
◗ ....

2- Knowledge, conservation, management and promotion of biodiversity and heritage,

The *manager xxx* undertakes to:

◗ Oversee scientific monitoring of the protected area's key species and habitats (e.g., counting Cory's shearwater, monitoring loggerhead turtle nests, fish inventories, etc.).

◗ ...

The *co-manager xxx* undertakes to:

◗
◗ ....

3- Development and maintenance,

The *manager xxx* undertakes to:

◗
◗ ....

The *co-manager xxx* undertakes to:

◗ Execute environmental engineering activities (path maintenance, protection against erosion through appropriate measures, removal of invasive plant species, etc.)
◗ Clean-up marine and land-based waste at the site and in situ treatment or transport to dedicated sites;
◗ ....

4- Surveillance and security,

The *manager xxx* undertakes to:

◗
◗ ....

The *co-manager xxx* undertakes to:

◗ Organise surveillance patrols (ghost nets, illegal fishing, unauthorised mooring, access to nesting sites, etc.)
◗ ....

ARTICLE 7 - ACTIVITIES SUBJECT TO CERTAIN CONDITIONS

1. The other party must be notified in advance of the following activities:
    Activities to be listed, such as:
    ◗ Recreational scuba diving;
    ◗ Tourist or educational visits *(depending on the site's capacity)*;

2. The following activities may only be pursued with prior consultation with the other party:
    Activities to be listed, such as:
    ◗ Organisation of scientific or cultural events;
    ◗ Billboard advertising and sponsorship;

3. The following activities may only be pursued with the approval of the other party:
    Activities to be listed, such as:
    ◗ Sampling flora or fauna;
    ◗ Archaeological and shipwreck research and excavations in the subsoil, on land and on the seabed;
    ◗ Any alteration to existing buildings or structures or any new building or construction, regardless of use or type (permanent or light structure).

ARTICLE 8 - GENERAL OBLIGATIONS OF CO-MANAGERS

The parties' obligations are as follows:

❖ Appoint a representative to act as interpreter for the other party in all matters relating to the arrangements of this agreement;
❖ Contribute to drafting/monitoring the management plan;
❖ Maintain friendly relations with the local population and recognised users, listen to their concerns and communicate them to the manager;
❖ Implement the activities referred to in Article 6 following a schedule drawn up in agreement with the other party and in compliance with the environmental and ecological conditions of the site (motorisation, type of materials, lighting, etc.);
❖ Carry out the actions and measures for which they are responsible, and that may condition the implementation of the other party's actions as provided for in Article 6;
❖ Set up and sit on the steering committee for the implementation of the agreement;
❖ Draft a quarterly activity report and share it with the other party,
❖ Perform annual self-evaluation;
❖ Keep separate accounts for actions financed under the agreement;
❖ Respect the graphic charter adopted by both parties for communication and awareness activities;
❖ Respect the general rules of best governance;
❖ Facilitate access to the site by issuing or obtaining authorisations for sites where access is subject to authorisation.

Adapt the obligations to the managers/co-managers; have the option to draw up two lists according to the obligations of each; and distinguish levels of investment in certain aspects (e.g., drafting/ contributing to / validating the management plan).

ARTICLE 9 - COMMUNICATION CHARTER

The parties jointly define a communication charter to which they undertake to adhere and which must include at least the following:

❖ Media produced through the partnership belongs to each of the parties;

❖ Commitment by each party to provide the other with at least one copy of the documents produced as part of the implementation of this agreement;

❖ Commitment by each party to include the logo of the other parties in any document or medium produced through the partnership;

❖ Any communication aimed at promoting the management actions and operations resulting from this agreement must be approved in advance by the parties;

❖ Results of studies carried out under this agreement must mention that they originate from the partnership, with the logos of the parties and any other associated partners.

ARTICLE 10 - STEERING / MANAGEMENT COMMITTEE

A steering committee is appointed to ensure that the agreement is implemented correctly. This committee is chaired by *xxxx* and includes representatives of both parties as well as all stakeholders and representatives of the local population and professional communities whose activities interact with the site *(fishermen, farmers, tourism operators, etc.) (or the site's governance committee, where it exists).*

This committee shall meet at least ... It will be consulted regarding ... It will ensure ...

Developing its missions and roles.

ARTICLE 11 - SUBCONTRACTING / DELEGATION OF SERVICES

The parties may subcontract the implementation of specific actions. Nevertheless, they remain liable, both to the other party and third parties, for performing the sub-contracted actions.
The parties may also call on external technical expertise services.
In both cases, prior consultation with the other party is mandatory.

ARTICLE 12 - TERMS AND CONDITIONS OF MATERIAL, HUMAN AND FINANCIAL PARTICIPATION

The *manager xxx* undertakes to:

▶ Finance the actions of ... mentioned in Article 4.
▶ Provide *(facilities, nautical equipment, gear, etc.).*
▶ Assign *(number)* agents to site management.
▶ ...

The *co-manager xxx* undertakes to:

▶ Finance the actions of... mentioned inArticle 4.
▶ Provide *(facilities, nautical equipment, gear, etc.).*
▶ Assign *(number)* agents to site management.
▶ ...

The terms and conditions for financial contribution may be set out in a separate agreement, which will be mentioned here.

ARTICLE 13 - INSURANCE

The co-managers are liable to third parties for any damage or infringements resulting from their activities. They are also liable for any potential damage that may result from transporting supplies and equipment on site. The co-managers must take out third-party liability insurance, covering all bodily injury and property damage that may occur to third parties during their activities.

ARTICLE 14 - MONITORING THE EXECUTION OF THE AGREEMENT

A monitoring committee with representatives of the parties is responsible for properly implementing this agreement. The monitoring committee meets as often as needed, at least *(once every second month)* to guarantee regular contact between the parties.
The parties shall appoint a contact person within their organisation to oversee proper monitoring and ensure sustainable relations:
  ◗ For the *manager xxx* : ...
  ◗ For the *co-manager xxx* : ...

(Option to identify two contact persons per organisation: one for administration and the other for technical aspects).

ARTICLE 15 - AMENDMENT TO THE AGREEMENT

Amendments may be brought to this agreement in the following cases:
  ◗ Change to the status of the site;
  ◗ Changes to the site management plan that render the actions referred to in Article 4 unfeasible or require significant changes to make them feasible;
  ◗ Change in the legal personality of the manager or co-manager;
  ◗ The inability of one of the parties to perform specific actions for reasons deemed acceptable by the other party.

ARTICLE 16 - TERMINATION OF THE AGREEMENT

This agreement may be terminated in the following cases:
  ◗ Termination by mutual agreement;
  ◗ One of the parties is unable to honour its commitments;
  ◗ Damage of any nature whatsoever suffered by the site caused by the acts or behaviour of one of the parties, its staff or persons acting on its behalf;
  ◗ Dissolution or change of authority or jurisdiction of one of the two parties;
  ◗ Non-fulfilment of the commitments made by one or more parties.

Termination shall be effected following *(1-3)* months' written notice by the requesting party.

Terminating this agreement during its term may entitle beneficiaries to the repayment of part of the financial contribution granted.
However, exercising this right of termination does not release the defaulting party from fulfilling the obligations entered into up to the date on which the termination takes effect, subject to any damages suffered by the plaintiff due to the early termination of the agreement.

ARTICLE 15 - CONFLICT MANAGEMENT

  ◗ Conflicts relating to the administration of the co-management agreement are settled amicably between the two parties. The parties may turn to a conciliation commission appointed by agreement where necessary.

  ◗ The applicable national law is enforced if an intentional act duly recorded impacts the site's integrity.

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