



INTEGRE Project Lessons-learned Report

April 2018

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A lighthouse on a rocky cliff overlooking the ocean under a clear blue sky.

By way of a preface

When only theory is applied,
You understand everything, but things don't necessarily
work.

When only practice is considered,
You act intuitively and things end up working,
you don't really know why.
But what is the benefit of learning lessons from a project?

It helps design the following projects
in the light of both acquired theory and practice.

It is hoped that this document will achieve that goal
and help enhance future project effectiveness.

Please read on.
The authors



INTRODUCTION

The Pacific Islands are vulnerable and their economic and social development are highly dependent on the sound management of natural resources and the environment. Each island represents a unique living space including both onshore and offshore areas, with the majority of the population living on the coast, at the interface between the two. In Pacific Island environments, the integrated management of land and sea should be self-evident; the institutional and administrative heritage has however led to the treatment of land and sea as separate spaces.

By taking up the challenge of creating an original initiative to jointly tackle the main environmental issues they face, the Overseas Countries and Territories (OCTs) have, through the INTEGRE (Initiative des Territoires pour la Gestion Régionale de l'Environnement) project, sought to engage in an approach to integrated coastal zone management (ICZM) designed to restore coherence to their local island territories and to engage in coordinated and more sustainable environmental management, land use planning and local development.

Starting more or less from scratch, the INTEGRE project ushered in a new way of working to establish the basis for integrated long-term land-sea management, requiring structural, methodological and technical changes, and bringing on board numerous institutional and civil society stakeholders.

The challenge is now to assess the progress made and to make sure that this unprecedented experience, which has supported many projects in the field, is capitalised on in order to consolidate public policies and the capacity of local stakeholders to manage

their coastal zones in a cohesive and relevant manner for the long term. This process must also, first and foremost, serve the beneficiaries of the approach as well as the many institutional stakeholders working alongside them to support their vision, the initiative and the necessary changes in practices.

It is necessary to furnish a detailed explanation of the challenges and principles that motivated the use of the ICZM concept and the methodological choices made to respond, as far as possible, to the reality of the Pacific OCTs. In this way, it is possible to assess the achievements of “integrated land-sea management” – a concept adapted from ICZM – in the light of these choices and learn from the experiences and discussions around governance introduced through the implementation of the INTEGRE Project. The question will then be to know whether these original experiences provide relevant governance models for long-term land-sea management in the OCT.

The INTEGRE project also concentrated closely on two major drivers to develop the integrated land-sea management approach: capacity-building with all stakeholders – in the very broad sense of the concept – and consolidating regional cooperation as a multiplier for that capacity.

Ultimately, the purpose of this report is to verify whether the INTEGRE Project has effectively fulfilled its role as a facilitator of synergy and as an accelerator to improve land-sea management capabilities, and also to assess whether this unprecedented project can be leveraged to continue to strengthen that approach in the OCT and the broader Pacific.



Chapter 1



INTEGRE: ADAPTATION OF THE ICZM (INTEGRATED COASTAL ZONE MANAGE- MENT) APPROACH IN THE PACIFIC ISLAND CONTEXT

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1.1.

THE ICZM CONCEPT, INITIALLY CHOSEN AS THE COMMON DENOMINATOR FOR PACIFIC OCT CONCERNS



1.1.1. Strategic choices of the Pacific OCTs in implementing the ICZM approach

When determining the 10th regional EDF common programme for the Pacific OCTs, it was agreed that the central theme would concern the environment. This was because the OCTs considered that support for sustainable development was a priority, one that tied in with the EU's strategic priorities.

And yet, behind the very broad notion of the "environment", priorities differed widely from one territory to another, making it difficult to construct a common vision. Each territory saw the EDF as an opportunity to obtain funding for its priority projects.

French Polynesia, the Regional Authorising Officer, was facing its worst economic crisis since 2008. It preferred to concentrate on economic development and on making greater

use of lagoon resources. Wallis and Futuna wished to finance major projects to improve highly problematic waste management in certain sectors and at certain sites. As for New Caledonia, it sought to focus on protecting biodiversity and natural spaces: the lagoons and associated ecosystems have been inscribed on the UNESCO World Heritage List since 2008; for the provinces, the EDF represented an opportunity to obtain funding for management committees and operations. Lastly, Pitcairn sought to work on using and protecting its resources as well as on waste management.

Regional cooperation between the territories was not seen as a need and the differing points of views on "environmental" priorities made it complicated to put together a common cooperation programme.

The discussions finally led to the creation of the INTEGRE Programme when the territories realised that, as island territories, they had similar sustainable development problems

linked to the vulnerability of islands, i.e., the fragile nature of the interface between land and sea, the difficulty of balancing land and lagoon development, and risk management (e.g., erosion, pollution and resources).



In other words, the common denominator for all these territories was the desire to simultaneously take into account and coordinate sustainable land and lagoon development. This common denominator logically led to a project design that strategically placed integrated coastal zone management (ICZM) at the heart of the approach as a response to each OCT's specific questions and challenges and also to the desire to implement a common initiative fostering cooperation between territories, so as to jointly develop methods and experiments to improve the management of coastal spaces. Work began in 2009 and led to the creation of the INTEGRE (Initiative des territoires pour la gestion régionale de l'environnement) Programme, intended to develop a common integrated management approach for coastal zones and regional cooperation between territories.

1.1.2. ICZM, a concept and methods providing a pertinent response to the challenges facing Pacific Island countries

The concept of integrated coastal zone management (ICZM) forms a response to excessive partitioning between public development policies and environmental management when it comes to land and sea issues. Many examples demonstrate the inconsistencies induced by the lack of cross-sectoral management.

Secondly, the concept addresses the difficulty encountered by public policies in dealing with the increasing complexity of environmental problems along coasts that are subject to increasing pressure. This complexity forces the public authority to choose between a growing number of stakeholders whose forms of representation and interests diverge.

Also, a growing understanding of ecosystem interactions and dynamics and contextual transformations has generated awareness of the importance of interactions at various scales of work. Not only must large-scale dynamics be taken into account (e.g., catchment areas, coastal currentology and climate change), but also hyper-local dynamics (e.g., specific pollution and particular local resources).

Integrated coastal zone management generally aims to:

- improve awareness of interactions between land and sea environments by improving inter-sectoral and cross-sectoral approaches of specific sectors
- integrate the different forms of representation and diverging interests of numerous stakeholders: seek a balance between stakeholders and between development strategies and environmental protection strategies
- integrate the various scales at which work is done.

In the Pacific OCTs, island environments are highly vulnerable and the ICZM approach provides a very relevant response to local issues. Local communities responsible for environmental management and sustainable development have arrived at the same conclusions as those found elsewhere in the world and management approaches face similar obstacles.

On the other hand, it is necessary to determine whether a conventional ICZM approach is applicable in OCTs and whether the specific context of islands requires adaptations and the development of innovative methods.

The INTEGRÉ Program has provided an unprecedented opportunity to test the actions and working methods adapted and negotiated over time with local stakeholders in the areas of environmental management and sustainable development. The purpose of this report is to provide a review in order to establish the lessons learned and suggest improvements for the future.



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1.2.

THE INTEGRE PROJECT'S STRATEGIC CHOICES WHEN IMPLEMENTING AN ICZM APPROACH



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1.2.1. Issues around ownership of the approach

The terminology used to promote the “integrated coastal zone management” (ICZM) approach is difficult for people to grasp and sometimes leads to a degree of reticence. While this is true everywhere, it is particularly notable in France’s Pacific overseas territories. There are several reasons for this.

This semantic content is perceived as highly technocratic. It evokes the specific context of regions with a highly present, centralised administration accustomed to acting and regulating unilaterally. Some local communities in rural island contexts have adopted a resigned and passive attitude, without really supporting the administration, allowing it to take care of everything, withdrawing from all public discussion and citing regulations as the reason for their inaction. Others, on the contrary, have the feeling that they are constantly being obliged to adapt to change

and that new rules are imposed from the outside. As a result, these individuals reject all new changes, perceiving them as potentially authoritarian. Moreover, the words “management”, “conservation” or “protection” are interpreted as necessarily resulting in new regulatory constraints or the banning of usual practices. The semantic content used is therefore very important in addressing a complex group of stakeholders in connection with any project run by the administration.

The administration itself can also be very hesitant about using concepts and terminology seen as imported from outside and unsuited to the Pacific Island context. With regard to ICZM, this fear is not entirely unfounded insofar as the ICZM approach was first and foremost designed for a continental context, taking into account entire catchment areas and industrial issues, in particular, far removed from local concerns. The so-called “coastal zones” in the Pacific actually refer to the islands and their lagoon in their totality. As a consequence, the term “integrated Island management”

might be more appropriate. This would be a first step towards making the semantic content of the approach somewhat better adapted.

The ICZM approach also encounters considerable heterogeneity as to the environmental receptiveness of local populations. Much of the population considers that it has other priorities besides resource management or water quality conservation, such as having to feed their family and ensuring short-term monetary income.

One of the major issues for the INTEGRE project from inception through implementation was to transfer ownership of the ICZM approach's spirit and methods – without necessarily naming it as such – to all the stakeholders involved. The key idea was to consider that taking ownership was a process to boost collective and individual empowerment and a sense of engagement among the inhabitants and institutional stakeholders concerning “their” environment in “their” territory. For this to happen, the major challenge was to maximise the effectiveness of the approach and its actions in order to create conditions conducive to sustainable development and the public interest over the long term.

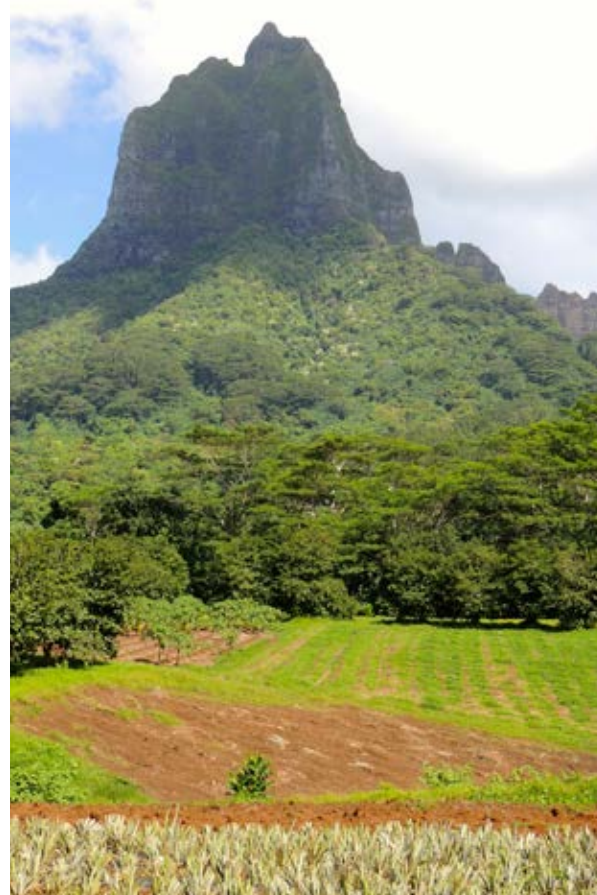
1.2.2. The relationship with the territory as route to accepting ownership

The question therefore arises of how to reliably ensure that local stakeholders take ownership of the ICZM approach.

The method adopted by the team in charge of the INTEGRE project was to systematically assert its commitment to taking into account the actual reality of each population group in its entirety, recognising that coastal and lagoon spaces and environments are not cold spaces to be managed functionally and rationally to the exclusion of all else. In practice, it calls for addressing the challenges facing the community and local stakeholders, presenting them with several complementary approaches.

First, it is necessary to **adapt** to and, in some cases, **strengthen, the territoriality of the local stakeholders**. The territory is, by definition, an “owned” space, a space in which people develop a close relationship with the landscape, resources and other local inhabitants.

It is a named, living space that is experienced daily, provides a sense of belonging (both social and geographic) and forms the basis of the local identity and lifestyle. Enhancing the value of a territory enhances the self-perceived value of the people themselves. This involves recognising their close relationship with the territory and the associated territorial legitimacies. The process of internalising a territory-centric approach requires highlighting the relationship of social and geographic “belonging” and the responsibility inherent to it. This presupposes a reliance on the local communities that “make” the territory (e.g., families, villages and localities) and share history and familiarity with the territory, its practices and even its conflicts. To recognize a territory is to recognise the stakeholders themselves, which is a prerequisite to any process of collaborative work.



Second, it is clear that giving new **value to a territory implies reassessing the value of the knowledge found there**. On islands, this first involves fresh recognition of the cultural affinities with the space and heritage: local names as well as local historic, social and environmental skills. It also involves an exchange

of knowledge between the holders of local knowledge and the technicians and scientists able to bring other kinds of knowledge to the territory. There is a strong social demand for scientific knowledge and learning, for instance concerning change processes over which local stakeholders have little control (e.g., declining lagoon resources and environmental change events). In other words, enhancing the value of territorial knowledge helps to address complexities as well as weaknesses. Pooling knowledge can ultimately lead to a form of shared assessment and an analysis of the territory's current status.

Third, it is crucial to **identify the socio-territorial scales** relevant to the management of local land and lagoon (or sea) environments. These can differ significantly from one place to another, and from one subject to another. First, it is necessary to take into account the administrative and institutional structure of each territory, island or locality, in order to adapt approaches and ensure the support of the leading stakeholders. It also means understanding the local arenas to make sure that no-one is left out. In short, it is fundamental to define the relevant territories of action by combining relevant administrative and socio-territorial scales.

Finally, the **territory must be considered as a subject of debate**. The purpose is to encourage discussions and debate between all stakeholders in order to take the people's own objectives as the starting point.



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1.2.3. The key methods of the INTEGRE approach

A multi-form approach seeking to adapt local systems

The first methodological key to the INTEGRE project approach involved addressing each ICZM action from an angle that makes sense to the local stakeholders involved.

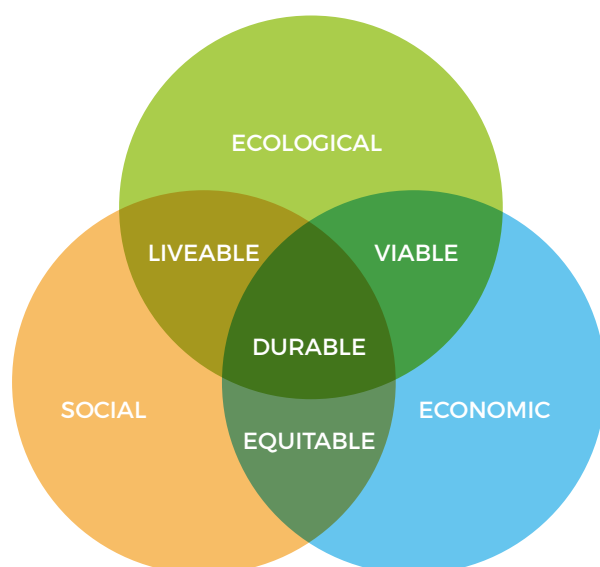
The founding principle is that the coastal and lagoon space contains a complex system of interactions between various spheres and stakeholders, and at various scales. The basic assumption allowing local stakeholders to create regional management dynamics was that ICZM objectives should be tackled through goals specified by local stakeholders themselves. These goals might be thematic or sectoral; they might relate to a given space or concern specific stakeholders. The goals perceived by local stakeholders are like levers to be pulled, initially, to create management dynamics bearing on one or several initial spheres in a concrete and appropriate manner. Then the field of action is gradually expanded to address the complex interactions concerning the initial subject(s) chosen. In theory, this method would anchor the approach in the local stakeholders' concerns and respond pragmatically to them with concrete and tangible solutions.

In other words, the idea is that, whatever the initial point of entry used to act on the system, each one gradually and irremediably ends up affecting all of its component parts. The order in which work proceeds does not matter as long as it is meaningful to local stakeholders. It is possible simultaneously to have a sectoral approach to one subject, an approach to another subject based on governance and involving stakeholders, or a specific thematic approach to a specific territory, at any level. The challenge is to approach local systems using the entry points offering the least resistance and the highest potential for creating collective dynamics, especially when they can rely on the local public authorities to provide operational backing.

“Sustainable local development”: leveraging action to meet local concerns

The **second key method** involves presenting the INTEGRÉ project as a **“sustainable local development”** project in order to match the concerns and issues identified by local stakeholders as closely as possible. Environmental conservation projects often create an initial reaction of mistrust when they are perceived as potentially introducing constraints and new limitations on local practices and personal freedoms. The reasoning of a certain number of local stakeholders is primarily focussed on what they may lose in the short term. Conversely, the notion of “local development” captures the interest of local stakeholders far more quickly when they think about what they might gain in the short and long term. The INTEGRÉ Project refrained from opposing environment and development. Instead, it addressed ICZM openly and from the angle of “sustainable local development”. This notion had not been conceptualised earlier or at the start of the project but had been developed in conjunction with local stakeholders as a *modus operandi* suited to the context with a view to launching an ICZM approach when necessary.

The notion of “sustainable development” is already known and relatively well adopted. The discourse of local stakeholders on the topic of development implicitly included the main thrusts of the concept (cf. diagram below).



In addition, focusing on sustainable “local” development makes it possible to implement the strategy described in §1.2.2 seeking to “territorialise” action in order to anchor a project in the stakeholders’ concrete reality and help them take ownership of it and feel empowered.

Ultimately, the ICZM approach developed by INTEGRÉ could be defined as a strategy to facilitate “sustainable local development”. This approach is rolled out at the level of a territory previously defined in terms of the context. It makes sense to local stakeholders from the perspective of management goals; institutional and social organisation; and social, economic, cultural and environmental cohesion. It aims to create dynamics to improve the situation for all local stakeholders while conserving their environment, crucial to the ongoing viability of their activities and their future.

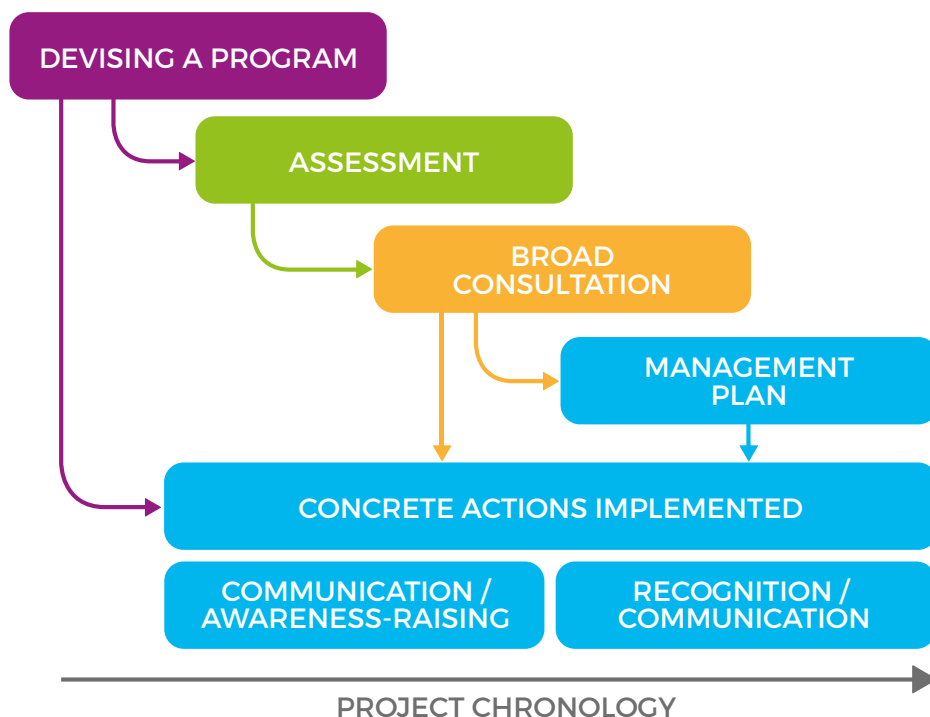
The relationship between different time scales

The third methodological key is to ensure that actions taken are well rooted in the agendas of the various stakeholders and their widely differing time scales.

The INTEGRÉ Programme is based on a complex **long-term** strategy. It was designed by capitalising on past experience, i.e., actions taken thanks to previous regional EDFs and their limitations. INTEGRÉ has operated a methodological shift compared with these previous projects and is the first sequence in a new cycle of project management – a concept in favour in the European Union – which should cover one generation (20 to 25 years), running approximately from 2015 to 2035, or even through to 2040.

The INTEGRÉ Programme has ambitious long-term goals bearing on the in-depth transformation of organisations and representations in the field of integrated management of island environments and local development. Local development, and the environmental management required to make it sustainable, are seen as processes that must gradually be endogenised and territorialised. Concretely, this means that the EDF must provide support for the development ownership process, based on an approach that is as close as possible to the ground and the social, cultural, economic and political realities of the sites chosen by the administration, carefully avoiding ready-made exogenic technical and methodological solutions.

For the INTEGRE Project Planning Process as presented to the local committee in Raiatea-Tahaa, February 2015.



The aim is to strengthen the capabilities (A. Sen, 1989, 2000) of all stakeholders, that is, to strengthen their capacity, develop new opportunities and ensure the freedom of local stakeholders to choose their own model for society and the development of their territory as in accordance with their constraints and strengths. Within the context of INTEGRE, this references the aim of “strengthening capabilities”, to be understood in the broad sense of the term. This approach requires an in-depth change in how the public authorities operate and collaborate with all local stakeholders, not to mention changes in the usual customs and practices of local stakeholders themselves. It therefore calls for a change in professional culture (especially, but not only, within the administration) and in habit-based practices at various scales, which can only be realistically achieved over the long term. In other words, the aim of the INTEGRE programme was, at its inception, to “plant the seeds” of a long-term process which also fully justifies approaching local systems in a holistic and pragmatic manner.

To successfully launch this long-term process, it is necessary to pursue practical activities selected by stakeholders themselves and which can produce tangible, concrete results **in the short term**. The principle adopted is that the

merits of the overall approach can only be internalised and deemed useful if, in practice, it enables cooperation targeting clearly identified local problems. From its inception, the INTEGRE method called for carrying out a number of previously identified field actions and devising a programme in support of local authorities. In addition, other actions were identified following a broad consultation and an assessment shared in the field with local stakeholders and residents starting in the first year of the programme’s implementation. The programming example presented at the February 2015 workshop on the integrated management of the Raiatea-Tahaa Lagoon in French Polynesia, an event that marked the launch of work, clearly shows that the programme covered the identification of concrete actions to be implemented at various times during the project (cf. diagram above).

The key to ensuring consistency when integrating the INTEGRE Programme into the long-term management of a cycle of projects and the implementation of one-off actions, sometimes on a small scale or targeting very specific problems, is the ability to relate actions to **medium-term** public policies enforced by local public authorities (country, territory, province, municipality or district). The latter are defined in terms of an administrative timespan

of one year (the budget year) or a political timespan of five years or less (corresponding to a complete or residual term of office).



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To successfully connect the necessary short-term actions with the targets set for different time horizons, it is essential both that these actions be in phase with the general political and sectoral orientations advocated by the public authorities for the medium and long term, and also that these actions fit in with the long-term goals of the project cycle. The method to achieve this aim is based on three principles for selecting actions to be implemented in the field, i.e., the action must be:

- **sustainable**, i.e., it must deliver concrete results that have every chance of being sustained over the long-term
- **replicable**, hence the notion of “pilot sites” and “pilot actions” whose results and methods can be used in the medium term to consolidate and extend the scope of action of public policies
- **evaluable**, so that the previous two points may be verified or to plan the necessary adjustments to be made to the approach.

Founding principles for participative ICZM approaches and sustainable local development implemented within the INTEGRE framework

The **final general methodology** key for the INTEGRE programme – and not the least important – is to implement participative approaches adapted to each site to achieve stakeholder ownership and empowerment while strengthening the relationship with the local territory.

The participative approaches developed within the framework of the INTEGRE programme are largely based on a common strategy.

First, it is a relatively conventional way of responding to key targets (Narcy, Degoy, 2017):

• Efficiency, operationality and consistency of actions

- In theory, participative approaches are a response to the operational need for close management of environmental issues. Given the diffuse nature of certain pressures and of the solutions to be implemented – which, in both cases, reference the inhabitants’ local practices – working in direct partnership with local stakeholders would seem crucial when seeking to effect change in certain practices. This is one *modus operandi* that should make it possible to collectively construct new norms that can be effectively owned and, one hopes, applied voluntarily.

- Seeking the participation of local stakeholders also means finding local partners as part of a strategy to spread and devolve public action: the size of the regions concerned (New Caledonia and French Polynesia) and the growing complexity of interactions (all territories) in the face of shrinking budgets and staffing make it necessary to mobilise all of the driving forces needed to bring about action at the local level, in particular with young people, in addition to the action of public-sector departments. In this way, the population is perceived as a real resource to be utilised in taking action.

- Finally, participative approaches make it possible to create inter-sectoral bridges within services, public authorities and other stakeholders, in order to ensure consistency between the actions and management of territories. Moreover, those actions designed to strengthen the various sectors and spheres themselves are expected to have a positive return effect.

• Political regulation

- Participative approaches must foster interconnection between various institutional scales (e.g., country or territory/province, province/municipality or country/municipality).

- Additionally, they must help regulate the various scales of legitimacy and sovereignty over space and the environment, especially when in the presence of organised and recognised customary authorities (New Caledonia and Wallis and Futuna). In all cases, the aim is to facilitate vertical regulation between the various public authorities and civil society.

- Participative approaches can also help regulate relations and internal tensions within Oceanian societies, particularly the intergenerational ones, engendered by the encounter between conservative models and rapidly changing lifestyles and aspirations. The practices used in connection with the natural resources are changing; the local authorities or customary management systems may be superseded, in which case conflict can sometimes arise.

• Conjunction between scientific and local expertise

- Participative approaches can raise difficulties related to the legitimacy of the expertise used to define the technical issues to be managed and response actions. The “expert’s opinion” is challenged and local stakeholders

say they feel dispossessed when scientific expertise gains too much weight in the discussions and decision-making. It is necessary to interconnect the various types of expertise, using participative approaches to recognise them separately.

- Effectiveness is a positive outcome from sharing expertise, both to enrich scientific knowledge with a detailed familiarity with the territory and the local environmental characteristics observed and also to inform the technical procedures for setting up the requisite management system, based as closely as possible on the local social and political organisations.

Secondly, participative approaches aim to strengthen individual and collective initiatives that fuel each other by creating dynamics that give rise to positive emulation between stakeholders. In this respect, participative approaches must enable increased cooperation between the departments of public authorities and civil society through joint experimentation in the field. This presupposes that the authorities open up their upstream decision-making processes to stakeholders from civil society and that the authorities adopt and encourage the latter’s initiatives. Ultimately, the participative approaches encouraged by INTEGRE are inclusive processes that refer to the notion of “good governance” that is so strongly advocated by international bodies and financial backers in order to ensure the most effective public action possible.





Chapter 2





RESULTS OF INTEGRATED ISLAND MANAGEMENT AND IDENTIFICATION OF INNOVATIVE GOVERNANCE SYSTEMS

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INTRODUCTION

The INTEGRE Project aimed to develop an integrated coastal zone management (ICZM) approach suitable for the Pacific OCT context in accordance with the methodological principles set out above. Now that the INTEGRE project has reached completion, the question is whether the approach adopted has been taken on board by the various Pacific OCT stakeholders and whether the actions implemented have led to concrete improvements in the integrated management of the islands and island groups concerned.

In order to answer this question, it is important to specify the difficulties arising due to the lack of initial data, i.e., the problems encountered in measuring the physical impact of the project and generating indicators to track the environments over the allotted time. These difficulties highlight the importance of making joint assessments with local stakeholders as the starting point for the approach adopted.

It is then possible to observe the progress made by the INTEGRE project in the area of integrated island management, which in turn

simplifies the response to the approach's major integration challenges (cf. §1.1.2), namely, land-sea integration, the integration of the representations and interests of multiple stakeholders and the integration of scales. Indeed, the analysis highlights three major advances that enable a response:

- First, one notes the **integrated** nature of the actions taken in favour of local sustainable coastal management and development. These actions have systematically taken both land and sea environments into account.
- Second, the project has brought about **significant change** in the representations, modes of action and practices of the various stakeholders with a view to instilling a durable integrated management approach.
- Third, **innovative governance** has been introduced to remove obstacles to the integrated management of island coastal areas. This governance is consistent with the local institutional and legal framework.



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2.1.

THE EFFECTS OF INSUFFICIENT SHARED DATA ON THE INTEGRATED MANAGEMENT PROCESS AND SUSTAINABLE LOCAL DEVELOPMENT IN ISLAND SITUATIONS



2.1.1. Defining the issues: the importance of joint assessments

In any integrated coastal zone management approach, defining the priority issues to be dealt with and the actions to be implemented are key to the success of the process undertaken. As pointed out by Olsen (1993, quoted by Rochette & Comley, 2015), it is necessary to focus “on a limited set of issues deemed important for the societies concerned”.

In the “project” approach adopted by INTEGRE, the need to prioritise in consultation with local stakeholders was all the more important given the limited time allotted for action.

And yet, since the 1992 Rio Declaration (principle 10), “At the national level, each individual shall have appropriate access to information concerning the environment that is held by public authorities, including information on hazardous materials and activities in their communities, and the opportunity to participate

in decision-making processes. States shall facilitate and encourage public awareness and participation by making information widely available.” We can but note that administrative departments fail to share environmental information sufficiently between themselves, much less with the general public. At the start of the INTEGRE project, it seemed extremely difficult to objectivise environmental situations or inform a thought process seeking to rank integrated land-sea management issues on the basis of scientific data shared across the various OCTs.

Public-sector departments had identified priorities by sector in the course of field missions, but questions remained: How could one make sure that the problems identified actually reflected the concerns of the various stakeholders in the field? How should actions be ranked between sectors?

In the absence of data and information making it possible to visualise the issues, the first INTEGRE actions were developed on the basis of needs expressed and identified by stakeholders in the light of their experience, observations

and knowledge of specific topics and known environments. Due to the lack of data, it was necessary to collect, cross-reference and exchange information between stakeholders in order to make a joint assessment. This approach had the merit of partially compensating for the lack of information. It also served to identify the subjects and environments that local stakeholders perceived as representing major integrated management and sustainable local development issues. Furthermore, the manner in which perceived problems were expressed and the semantics used were extremely valuable in fine-tuning the approach to correspond to stakeholder representations and in aligning the lexical field closely with that in common use.

However, it is obvious that this “stakeholder-driven” assessment is still insufficiently backed up by objective data. In a conventional ICZM approach, the idea would be to take datasets and a number of indicators and make a dynamic analysis of how they change. Indicators - e.g., to monitor environmental conditions, analyse pressure or determine the level of vulnerability and dependence - are the usual tools used to make a joint assessment. **In their absence**, the INTEGRÉ project found itself obliged to conduct different studies to **establish a common knowledge basis that could serve to consolidate a “stakeholder-driven” participative assessment**.

First, at the various sites, the initial task was to **gather the existing information** in all its forms. The reality on the ground showed that a considerable amount of data actually existed, but was in most cases scattered, fragmented, poorly documented and/or difficult to access. There was no technological solution to overcome this difficulty: there was no metadata, the databases were scattered between the various departments and often used different software, etc., making it difficult to process the data in the absence of any common operating system. It would require a field survey to investigate and to seek out/process information to exploit it, even to a minimal extent. The compilation of existing information, often time-consuming, was ultimately very useful and important, because it formed a large part of this common foundation that supported (or contradicted) the local stakeholders’ perceptions and representations, especially when the work was spatialised, enabling a representation of the reality in map form on a larger scale than that of stakeholders’ local perceptions.

Second, once the problem had been clearly identified as a priority issue by local stakeholders, the INTEGRÉ project commissioned **targeted studies**, whenever possible, to define objectively the issue in question. The results of these studies were used to calibrate the necessary action, but also to assess the issue’s level of priority.

On the other hand, the INTEGRÉ project was not intended to fund scientific projects as such. Therefore, the studies conducted were not able to establish “baselines” accompanied by robust scientific protocols to monitor them over time. In other words, the data produced within the context of the INTEGRÉ project could not provide a scientific basis for long-term tracking indicators. However, it was useful in building a substantial foundation of knowledge that could be combined with “stakeholder-driven” joint assessments and provide a basis for discussion and dialogue between stakeholders with a view to implementing a common strategy and actions in the field.

2.1.2. Measuring change in coastal zones and the effects of integrated management and sustainable local development actions

Given the conditions described above, it was necessary to determine how to measure the quality of integrated management and development responses, not only in the short term to measure the real impact of the INTEGRÉ Project, but also, more generally, to monitor, over the long term, the impact of the integrated management process and resulting sustainable local development at each site.

It is difficult to pinpoint observational needs with regard to the transformation of coastal environments in the absence of reference data and robust scientific protocols. It is only possible to recommend very standard, idealised tracking choices, the implementation of which remains hypothetical as it is dependent on the financial capacity of the communities and organisations. For instance, the following might be tracked, among other things:

- coastal ‘artificialisation’
- catchment area erosion and hyper-sedimentation in bays and river mouths

- catchment area plant cover and land use
- coral coverage and coral bleaching
- bacteriological and chemical quality of lagoon water near inhabited zones and potentially polluting facilities
- lagoon resources.
- etc.

On the other hand, at the various INTEGRÉ sites, it was clearly apparent that one can work on assessing the evolution of pressures and responses using what stakeholders can measure themselves. In other words, one can measure the impact of actions, not on environments, but on types of use, based on the hypothesis that any lasting changes in uses and practices will necessarily help environments absorb pressures more easily.

Therefore, **the impact of the INTEGRÉ project and induced ICZM processes can only be assessed in the light of transformations in types of uses and practices** attributable to actions undertaken or planned as part of the INTEGRÉ Project. This type of assessment may be criticised for only taking into consideration indicators of “means” and not of “results” in terms of the environment. However, the ICZM approach adopted at INTEGRÉ sites cannot be confined to general, long-term environmental objectives; it covers processes of change in the three areas of integration defined above (§1.1.2), namely, land-sea integration, the integration of diverging interests and the integration of scales.

Following is a description of the progress achieved by the INTEGRÉ Project and the major difficulties encountered in drawing conclusions relating to the interconnections between land and sea environments, the processes of change undertaken and possible types of governance that would strengthen ICZM in the Pacific OCTs.



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2.2. EFFORTS TO STRENGTHEN LAND-SEA INTERCONNECTION AT PILOT SITES



Including recognition of the interaction between land and sea is central to the ICZM approach and action. The INTEGRE project has introduced two modes of response systematically to develop actions conducive to integration:

- treat pilot sites as territorial entities whose coastal management clearly requires the integration of land and sea environments
- consolidate specific actions dealing with problems of land-sea interaction.

2.2.1. Local territorial areas encompassing both land and sea

In the various island groups concerned by the project, the insular nature of the territories might suggest that land-sea integration is self-evident and necessarily already operational. And yet, from the very start, as soon as the planning got underway on the INTEGRE project, it appeared obvious that no strategy had been explicitly formulated or structured to ensure the coherence of and coordination between different public policies and between the various human activities in terrestrial and marine environments.

Nine pilot sites where land/sea integration issues had previously been identified were therefore preferred in the selection process (see map above).



For instance, this was true of the sites selected in the provinces of **New Caledonia**: the lagoon zones on the UNESCO World Heritage List require integrated management and their buffer zones cover an extensive land area. However, this type of management is still largely underdeveloped. The INTEGRE project afforded an opportunity to take action in this domain and devise a more systematic integrated approach.



In French Polynesia, the main priority for the sites chosen (Raiatea-Tahaa and the Tahiti Peninsula) was to improve lagoon management while considering the socio-economic structure, the cultural organisation and potential land pressures. For the Opunohu site in Moorea, a major tourist destination in French Polynesia, a holistic approach to the territory was needed to account for its multiple land and sea activities and its own cultural representations.

In **Wallis and Futuna**, the issue of waste management was prioritised by the local authorities. From the outset, this meant that land and sea could not be dissociated: any major water pollution (e.g., by used oil or batteries) on the upper island of Futuna and the lower island of Wallis, could have repercussions on the quality of lagoon and coastal water, and indirectly on lagoon resources. Similarly, the landfill on Wallis, having reached saturation, is exposed to the risk of seepage, which would cause harmful substances to trickle down to the lagoon or to infiltrate the aquifer.



This operational rationale aimed to enhance integrated land-sea approaches. By and large, it was the same as that applied to support actions for the projects selected and conducted by local stakeholders and local authorities in territorial areas presenting specific causal links between land and sea.

The first approach concerned the **integrated management of catchment areas**, from mountain to coral reef, aimed at reducing and avoiding soil erosion liable to imperil freshwater resources and cause hyper-sedimentation in bays and surrounding reefs. Numerous projects received support, including the following: in New Caledonia, restoration of the forest of Ile Ouen (Southern Province) and organisation of the eradication of invasive animals damaging the forest (Northern Province); on Wallis and Futuna, reforestation of catchment areas (Futuna) and the sharing of innovative water management tools (Wallis); in French Polynesia, reducing erosion on pineapple farms (Moorea); and, on Pitcairn, planting to prevent erosion. These projects, accurately representing actions combining the rehabilitation of land environments with protection of the sea on a local scale, targeted small territories where the link between land and sea had been clearly identified.

The second approach targeted the **integrated management of waste and pollution** to avoid long-lasting degradation of soil and freshwater and consequently of lagoon waters and environments. Multiple measures were implemented, especially in Wallis and Futuna. Hazardous waste was processed, thus removing stocks from Wallis and Futuna that had been there for years. A viable export business was set up to ensure that this type of waste could be processed. Technical capabilities were improved at the landfill. On Futuna, the landfill was closed and underwent site remediation. In French Polynesia, the certified collection of waste (used oil and batteries) from polluting economic activities in Raiatea-Tahaa and the removal of unserviceable vehicles in New Caledonia are two of the exemplary actions taken to prevent lagoon pollution by infiltration and run-off of pollutants stored or abandoned on land.

These projects concerned **environments that varied in scale**, ranging from hyper-local sites (e.g., a landfill remediation location) to a group of islands (hazardous waste collection), but always with a guiding principle: waste was to be managed to reduce the risk of land and sea pollution.



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In these local projects, the issue of land-sea integration is a central concern. In each case, the approach adopted sought to reduce the negative consequences of terrestrial activities on the sea, by addressing both dimensions (land and sea) of each territorial area.

2.2.2. Consolidating activities in a “spirit” of integrated land-sea management

Applying a management approach to territorial areas encompassing land and sea will not be sufficient however unless efficiency is boosted in key sectors. Changes in practices and the development of new activities will not last unless economic and technical efficiency prevail.

In addition to the approach applied to territories encompassing both land and sea, the INTEGRE project sought to support projects aimed at consolidating several activities to boost local development while underscoring lasting recognition of land-sea interactions. The aim here was to develop, within each targeted activity, “best practice” references in the area of integrated land-sea management and to create relevant concrete opportunities through structural investment and support for stakeholders through discussion and training.

The **waste stream** mentioned previously illustrates an attitude in favour of land-sea integrated management underpinning many of the actions undertaken as part of the INTEGRE project.

The development of several activities representing significant potential for economic growth and job creation is driven by a strong green sensitivity. These activities were encouraged by the INTEGRE Project because they reflected the same ethos as integrated management. The method involved encouraging local sustainable development while advocating land-sea integration within each activity.

The activities supported by the INTEGRE project include several initiatives that have yielded exemplary results.

Support for **organic farming and eco-responsible farming** in the Pacific OCTs sought several outcomes: improve technical protocols, training and regional integration of branding networks (Bio Pasifika). These activities, which aim to protect the soil and produce quality

food, also demonstrated their significant contribution to protecting catchment areas and reducing the impact of agriculture on the lagoons.

Support for **sustainable, responsible tourism** in French Polynesia saw the emergence of several projects to promote local farming, craft activities and management of heritage sites through appropriate cultural and sporting itineraries. These projects to showcase the assets of territories and local communities recognized the value of both land and sea from the outset: they embraced integrated landscapes, came up with combined tourist routes and promoted the products of both land and sea.



New activities arising from **heritage conservation** in New Caledonia were encouraged. Flagship actions include the conservation of Kanumera Rock on Isle of Pines (Southern Province), protection of biodiversity by encouraging replanting in catchment areas and hunting wild deer and pigs threatening the forest (North Province), as well as a submarine pathway in Ouvéa (Loyalty Islands Province). These initiatives reflect the joint commitment of local communities and provincial authorities to creating jobs for young people (e.g., in tourism, at nurseries or by selling hunting products,) while protecting and managing their lagoons and coastlines. These actions tie in with the management plans for sites on the UNESCO World Heritage List, combining protective measures for lagoons, coastal zones and adjacent catchment areas.

Support for an **innovative aquaculture** project in French Polynesia also embodies this approach to local development seeking eventually to create high-added-value activities that also protect the environment. The idea is to lower the pressure on local natural lagoon resources in a manner that is relevant and spatially compatible with projects in local protected marine areas (rahui) and with the socio-spatial organisation of the coast.





2.2.3. Ongoing weaknesses in integrated territorial development vision and strategy, at the macro scale

In the final analysis, the various actions supported by the INTEGRÉ project have demonstrated that promoting the integrated land-sea approach was both realistic and feasible, and that it provided real development potential in the various island contexts. These actions have mobilised many stakeholders and left an indelible impression locally on professional practices, local authorities and partner services. On several occasions, these various stakeholders voiced their support for the approach as well as their commitment to continuing and replicating projects undertaken by taking actions in their territorial areas that integrate both the land and sea dimensions.

While there can be no doubt that, at the local scale, the INTEGRÉ project succeeded in launching appropriate, replicable pilot projects in land-sea integration, the crucial question is to know how to instigate a change of scale in public policy to systematise this approach.

The many diverse projects supported may be viewed as so many local successes, like “seeds” planted in the hope that they will spread. The question is whether the exemplary nature of these projects and the awareness that they have generated at the local level are enough to inspire sufficient dissemination of practices and working methods.

Many of the projects were designed to continue beyond the end of the project itself, in

particular through the continuation of certain key jobs, the distribution of appropriate “technical packs” and the stated commitment of certain public services. Nonetheless, this experience gives reason to fear that the “project approach” will not suffice without new support funding.

There are two major avenues for improving the long-term viability of actions and the land-sea integration approach.

The **first** is to consider **training public servants and private stakeholders** (associations and innovative companies) in fund-raising as the region’s ACP States do. While the OCTs have limited access to public international development aid, there are associations and NGOs that invest massively in the integrated management of coastal zones in the Pacific, given its exceptional environmental land and sea heritage.

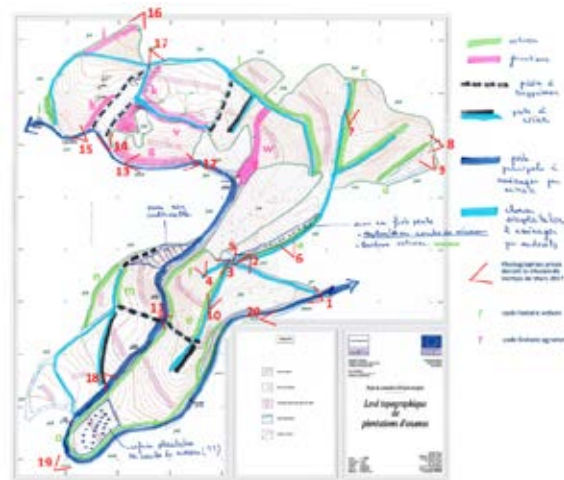


The **second**, and by far the most important, is to **consolidate the “project approach”** by deploying an integrated land-sea management

strategy at the “country” scale in each territory. During the INTEGRE project, it gradually became apparent that the integrated approach had fallen short in terms of political ownership. Each government department involved in carrying out projects more or less took on board the advantages and technical possibilities offered by joint actions between sectors, but the fact that this was not really part of their job undermined their long-term capacity to implement public action programmes that systematically incorporated land-sea coordination and integration. There is a lack of vision and territorial development strategy at the country level; elements are necessary to provide a framework for public action and encourage its systematisation. The INTEGRE project carried out projects that raised high-level awareness of integrated land-sea management, but did not do enough work on building an ICZM strategy at the country scale alongside its local projects. The experience in Wallis and Futuna, which yielded a strategy to adapt to climate change, demonstrates that this approach is crucial to supporting long-term action viability and developing solid foundations for methods and practices.

There are several defining orientations that can be used to plan the first steps towards improved integrated land-sea management at the country scale in each territory.

In French Polynesia, problems of non-appropriate development are a considerable concern. The construction of road infrastructure and earthworks result in significant erosion and sediment build-up in the lagoons. On certain islands (70% on Tahaa, for example), coastal artificialisation has become critical and threatens the coastal environment and resources. There are pineapple plantations, also a major source of erosion, on some islands. Other key issues that need to be addressed include the management of land and sea waste and the need to improve the organisation of lagoon uses. Still, the reality on the ground varies considerably between island groups and individual islands. An integrated land-sea management plan should be drawn up for each island group and then collated in a coordinated manner in a Country Plan. For example, it could be tied in with the *Schéma d'aménagement général du territoire* (SAGE or general territorial development plan), currently being developed.



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In **Wallis and Futuna**, waste management is logically already the priority stated by the Environmental Services Department. And yet, even if the problem is far less critical than the situation in French Polynesia, coastal artificialisation is encroaching further in urban areas. The displacement of communities towards the higher ground, the beginnings of urbanisation at higher altitudes and the creation of many roads on Futuna should all be carefully monitored. The west sides of Wallis and of Futuna are still well preserved, as are the motus in Wallis Lagoon. It is highly recommended that they should continue to be, thanks to the strong engagement of public and customary authorities. The priorities for an integrated land-sea management strategy could also be objective-based with regard to waste, water protection, the conservation of natural coasts and eco-responsible development. These various aspects are also covered by the territorial strategy to adapt to climate change.



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In **New Caledonia**, the framework provided by the zones on the UNESCO World Heritage List has an advantage: it requires the integrated management of land (buffer zones) and sea (listed zones) under management plans produced by the provinces with the participation of local stakeholders. Still, a large part of the territory of New Caledonia – and not the least significant – is not covered by these provincial strategies. These zones on the World Heritage List, heritage zones of exceptional and universal value, attract considerable attention, which is all to the good. However, these zones correspond to environments that escape the impact of the nickel mining operations in the

Southern and Northern Province and the urbanisation around Greater Noumea. In other words, the integrated land-sea management plans for the zones on the World Heritage List do not suffice on their own or constitute an integrated land-sea management strategy at the “country scale” able to guarantee environmental sustainability in New Caledonia. The highly deteriorated state of many catchment areas and their downstream lagoons underscores the need for a common strategy shared by the provinces and a large-scale environmental rehabilitation plan incorporating integrated land-sea management.



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2.3.

MULTI-FORM TAILORED ICZM PROCESSES RATHER THAN STANDARDISED REGULATORY PLANS



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The integrated land-sea management approach is still very undeveloped in regional development and environmental management policies in the Pacific OCTs. This is not only evident in a lack of strategy at the macro scale in each country or territory, but also in the lack of administrative and legal frameworks that would enable implementation of a strategy. Several exceptions may be found in the development of environmental regulations applied by local authorities, which provide for the protection or management of specific areas or landscapes. However, there is no planning tool available to organise both land and sea space in a coordinated manner.

In French Polynesia, for example, the only tools available derive either from the Development Code, which provides for municipal *Plans généraux d'aménagement* (PGA or general development plans) on land and *Plans de gestion de l'espace maritime* (PGEM or marine space management plans) for the lagoon and sea areas, or from the Environmental Code, which provides various possibilities for the creation of protected zones, some of which may include land and sea areas. These tools can be used to organise certain spaces at the local level but it would be difficult for them to respond fully to the issues of integrated land-sea management, despite the fact that Polynesian cultural representations for traditional territories preclude separating island land and sea areas. The same applies in the other

territories where planning tools continue to separate land and sea or only provide a partial response to the challenges of integrated management.

Given this context, the INTEGRE project approach followed an adaptive, iterative rationale (described previously) to develop lasting conditions conducive to change in local development practices and professional cultures. The process approach favoured by INTEGRE calls for acting on local systems by seizing opportunities and using levers identified as potential drivers of change. It has demonstrated that change management requires proactive deployment based on several methods (§2.3.1). Further, even if the processes implemented did result in actions in various sectors of activity, at various scales and with various reference administrative authorities or partners – ultimately producing multiform integrated land-sea management processes with an emphasis on action – it is nonetheless essential to capitalise on actions taken and to structure these processes by producing relevant and useful reference documents (§2.3.2), to replace administratively standardised management plans implemented to comply with regulations.

2.3.1. Change processes engaged

The change processes introduced by INTEGRE have logical consequences, i.e., results that are necessarily diverse and heterogeneous, for actions differ in their purpose and degree of success. Still, the techniques used at the various pilot sites ultimately converged towards relatively similar modes of action.

Significant thematic actions: effecting change by example

The conventional objective of sites and “pilot” initiatives is to achieve exemplary and replicable actions.

Many projects supported by INTEGRE have provided conclusive results while some actions yielded mixed results or were even abandoned. In all cases, these projects can still serve as a reference, provided that the methods and techniques used are clearly identified, described and referenced and that the project is analysed to determine what could be learned from it.

A project is considered exemplary if it meets several major criteria, e.g., the project:

- is internalised by and satisfies the beneficiaries
- obtains concrete results
- is governed in an exemplary fashion and ownership is taken by the stakeholders involved
- is well managed
- is owned by and satisfies the relevant local authorities and public departments
- quickly inspires, once it has reached completion, similar projects at new sites.

Exemplary projects could be observed in certain categories, e.g., the management of invasive species and catchment areas in New Caledonia, waste management in Wallis and Futuna, and pilot projects for regulated fishing zones around Raiatea-Tahaa in French Polynesia.



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Support for collective initiative and action: change through leadership

In Oceania, community ties, still very much alive, are an advantage for structuring collective action. But not every individual is a driving force, far from it. In insular rural contexts in particular, it often falls to a handful of individuals to fulfil multiple roles, acting in their association, political and/or religious capacity to create a collective local dynamic.

The experience acquired by the INTEGRÉ project has demonstrated that sound knowledge of the arena of stakeholders and the dynamics within a territory is a prerequisite for identifying and taking inspiration from what works locally. A preliminary assessment is a crucial step. Choosing the local partners is a major key in galvanizing a process of change led by local leaders and community drivers. Their legitimacy and dynamism, recognised by their communities, help create a climate of trust and consolidate the ability of local stakeholders to lastingly adopt change processes.

Substantive, enduring actions: change through innovation in public action

The INTEGRÉ experience shows that resistance to (or mere disinterest in) change is sometimes as great at the administrative level as amongst the local stakeholders. The change processes tried out in the Pacific OCTs demonstrated that it is not enough for the public services to view change positively, they must at least lend it concrete support, or

better still, they should lead the change. The projects with the most convincing results are those where the public departments involved have been the most proactive.

In particular, change management seems to have been all the more effective in cases where the public departments have demonstrated a sense of innovation in their public action. The following innovations were particularly noteworthy and occurred in cases where the public departments:

- work in partnership with groups of stakeholders (e.g., municipalities, professionals, associations and schools), creating a framework for action and new opportunities for stakeholders without effecting change in their stead
- develop a cross-sectoral thinking and operational strategy, and get public departments working in partnership
- support the local sustainable development approach
- include flexibility and new learning and adaptation capabilities through organisational and methodological change.

One reason for resistance to change is fear of not being able to manage the uncertainty associated with new methods. It was important for the INTEGRÉ project to reference the experiments already completed to demonstrate that the structured protocols used to guide change processes could also serve to manage

and minimise margins of uncertainty.

Thus, for example, the dynamics and process created in relation to sustainable waste management (e.g., concrete actions, acquisition of equipment, training and awareness) helped pave the way for the ecotax introduced by territorial decision. This ecotax had been rejected several times by the Territorial Assembly prior to INTEGRE's involvement.

2.3.2. Reference documents to embed the processes introduced

The documents produced play a fundamental role. They must provide a range of reference tools to enable the stakeholders to maintain continuity of the processes implemented and allow new stakeholders to rely on precise methodology.

The INTEGRE project opted to produce several types of reference documents in response to several objectives, e.g., to rely on clear assessments and methodologies in order to adjust or develop new action strategies, be able to use tried-and-tested technical protocols to develop an activity, and know how to evaluate actions.

In other words, the documents to be produced must serve as a common reference library allowing stakeholders to work in concert. They must contain shared knowledge (local and scientific), maps to enable spatial visualisation, as well as technical and methodological references to ensure the autonomy of groups of stakeholders and the change processes engaged.

The degree to which these documents are used and their lifespan will largely depend on ergonomics and ease of use, so the INTEGRE project focused on producing summaries, fact sheets and maps to be distributed to stakeholders in the field and made available online.



2.4. GOVERNANCE SYSTEMS ENCOURAGING PARTICIPATIVE APPROACHES AND STAKEHOLDER EMPOWERMENT AT ALL LEVELS



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The INTEGRÉ project gave the OCTs a remarkable laboratory for experimenting with the governance of integrated land-sea management. A distinction does, however, need to be made between the governance established for the period of the INTEGRÉ Project and possible systems for long-term governance of integrated land-sea management.

2.4.1. The INTEGRÉ project, seen as an exploration of potential ICZM governance systems

The project time frame made it possible to mobilise substantial human and financial resources that public authorities generally do not usually have at their disposal for the methodical development of governance of management processes. The choices made in

terms of methodology, referred to in Part I, proved very effective for implementing the actions supported by INTEGRÉ.

Promoting participation and a cross-sectoral approach

First, the *modus operandi* used to manage change and develop land-sea integrated management, which systematically gave precedence to participative and cross-sectoral approaches, proved entirely relevant.

For instance, the creation of local committees in French Polynesia afforded an opportunity to firmly recognise local legitimacy very early in the process and helped local stakeholders take ownership of the approach at all pilot sites. It also facilitated interaction between public departments, making it possible to address numerous subjects from a cross-sectoral viewpoint. This improvement in the exchange of information and viewpoints smoothed



vertical governance by balancing the top-down approaches adopted by the administration towards local stakeholders with bottom-up approaches that give the administration feedback on local stakeholders' vision and expectations. It also improved horizontal governance and helped ensure the coherence of public action.

Several examples show that the participative and cross-sectoral approach, although taking longer to prepare for and organise in the initial stages, ultimately meets expectations regarding these processes (cf. §1.2.3 about the founding principles for ICZM participative approaches).

Ensuring the coherence of action as well as stakeholder ownership of management actions substantially increased the operational effectiveness of concrete management measures and actions. One example is the project to manage catchment areas and biodiversity in New Caledonia by overseeing initiatives to cull invasive species, carry out reforestation and create activities to improve waste management in Wallis and Futuna.

In several cases, participative work made it possible to manage political aspects effectively, which is necessary to create conditions conducive to carrying out actions and management measures. For instance, the approach taken at the Opunohu site in Moorea (French Polynesia) clearly illustrates this imperative. Numerous issues pertaining to this site became the focus of conflict between local stakeholders, and also between local



stakeholders, local authorities and public departments. A lengthy effort was required to deconstruct, explain and rebuild community ties. This enabled communities that had previously been marginalised and virtually voiceless to become involved in a very concrete manner.

Finally, thanks to participative processes, several sites have been able to improve the deployment of local and scientific knowledge, promote interchange between the latter and ultimately use it to gain a better understanding of local management issues in order to schedule the most relevant actions. The inventory of more than 200 functional fishing areas in the Raiatea-Tahaa Lagoon in French Polynesia is entirely exemplary in this respect: scientists and local fishers worked together to compile highly detailed maps of those areas facing major issues for the conservation of fishery resources.

One key factor in obtaining these significant results lay in how the process was managed and led on the ground. It is illusory to think that participative processes can be made autonomous in a short space of time. Close support over time is required to consolidate public-sector support capabilities and to get collaborative bodies up and running. For the INTEGRE project, it was decided to form teams under a coordinator in each OCT that would be staffed with local facilitators as well as external specialists to provide methodology support. This format is convincing but would need to be expanded to include public-sector staff in each territory, not simply to serve

as a liaison but as an operator involved in project implementation.

Assistance and empowerment

The INTEGRE Project supported projects and dynamic local approaches led by local stakeholders. The aim was to provide guidance, methods and resources so that projects could unfold under the best possible conditions. In no way whatsoever was it the intention to act in the local stakeholders' lieu and stead. The purpose was to develop stakeholder initiative and empowerment, which requires focussing on the importance of the facilitators on the ground and the forums for discussion used by local stakeholders in order to create emulation between stakeholders and empower them with regard to the community at large.

The aim of promoting empowerment and both individual and collective initiatives was readily achieved by the INTEGRE Project, even if some activities were abandoned in the end. This risk is an integral part of the method; in the final analysis, the results seem better overall than in many projects planned and closely managed from the outset by public administrations, project managers and major project funders. Still, taking such risks requires supervision. Projects must be closely managed and supervised; if it soon becomes apparent that their feasibility is questionable, they can be stopped. Another risk-avoidance measure is to get project sponsors to co-fund projects.

Persistent ambiguity at the executive level

Participative processes have obtained conclusive results and inspired enthusiasm among many of those involved. Even so, many institutions still have trouble accepting the idea of participation and the inclusion of communities in project design and implementation. Perhaps they fear losing control of the actions undertaken. It is crucial not only to reassure their executive echelons that the local forms of participative democracy in no way challenge representative democracy or the political platforms that elected officials have been chosen to carry out.

Also, although the territories have submitted project proposals and taken part in all the stages of project design, the level of ownership taken varied greatly, depending on the territory and stakeholders involved. Institutional adoption seems to weigh heavily in the project development stage. This explains the concern to base them on existing public policies

while at the same time recognising all the stakeholders involved. However, this state of affairs continues throughout the project: it is crucial to systematically maintain direct ties with the political realm to include and empower them in the process of developing the approach in order to avoid misunderstandings along the way or at the end of the project.

The management of the INTEGRE project itself revealed some shortcomings. There was a lack of involvement by OCT executive powers in making trade-offs and within bodies such as steering committees whose members included EDF authorising authorities (President or Prefect), but which, in practice, often met with technicians without decision-making power. This made decision-making complicated and subject to constant postponements. It can undermine project legitimacy because of the lack of project autonomy and of involvement by the executive powers. The representativeness of decision-makers, or at least officials



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able to rapidly obtain instructions, is an important point in optimising the management of such a project.



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2.4.2. The lessons learned from the INTEGRÉ project concerning team management as well as administrative and financial management

Management of human resources as well as administrative and financial procedures also derive from the project governance system. Depending on the methods adopted, it will impact the strategies implemented to mobilise and empower stakeholders in participative and cross-sectoral approaches.

In other words, it is very important to examine all of the project management and administrative constraints encountered by INTEGRÉ in order to ensure that, in future, projects can be managed more smoothly and in accordance with the principles of governance we are seeking to promote.

Management constraints faced by regional project teams and potential avenues for overcoming them

At the request of the territories, the INTEGRÉ Project focused on project coordination and leadership, working with a project coordinator based at SPC in Noumea and three assistant coordinators in New Caledonia, French Polynesia and Wallis and Futuna.

While this choice made it possible to work

closely with local stakeholders, it also created a number of problems. It was difficult for the staff concentrating on actions within their territory to maintain an overview of the project. It was especially difficult because shared work time and all-team discussions were limited: the four-day work week (Tuesday to Friday for New Caledonia and Wallis and Futuna; Monday to Thursday for French Polynesia) hindered team cohesion and shared intellectual productivity.

Several avenues might be explored to overcome these difficulties:

- build in to planning, for the project leader, the work load involved in ensuring team cohesion and leading the team
- plan regular face-to-face meetings for the team (four times a year) and set aside time for the team without any external obligations (retreats?), to maintain project coherence and stimulate the team's capacity to put forward proposals and exploit the complementary nature of their skills and perspectives on the project (getting "external" viewpoints)
- the question arises as to whether the team should be based in the same place with differing geographic responsibilities, working through local counterparts in the OCTs or whether it is preferable to maintain the presence of a local project team in accordance with the INTEGRÉ model.

Furthermore, questions relating to the recruitment of the INTEGRÉ team need to be addressed. It took a few months to hire a complete team. One assistant was even hired after six months. Furthermore, the need for administrative and financial administration expertise in the team had been underestimated.

Overall, the project team – understaffed – not only in the areas of administrative and financial expertise, but also communication and visibility – was constantly overworked. It had to handle work in the field, regional cooperation initiatives, visibility for territorial and regional actions and daily administrative and financial project management.

We would therefore recommend:

- recruiting the entire team at the same time or hiring the project leader first and involving him or her in recruiting the rest of the team
- making sure that all coordinators, especially

the project leader, have the requisite administrative and financial skills

- adding a person specifically responsible for project accounting to the project team
- making sure of the internal availability of competent departments within the regional organisation in charge of expenditure
- recruiting a specific person in charge of project visibility and communication, updating the website, visibility on social networks, media relations, relations with the communication departments of partners, tracking press coverage, etc.

Finally, the coordination work of the project team was hindered by constraints relating to the institutional relationship and the distribution of responsibilities within each OCT. The role and status of the “environmental” technical department serving as liaison contact with an ICZM approach development project (by definition multidisciplinary) created several difficulties in coordinating with other public departments.

We therefore recommend:

- establishing the basis for project governance right from the beginning to avoid the lack of clarity observed at the beginning of the INTEGRE Project (e.g., who decides what and how at the local, territorial and regional levels, who has the final say, who approves, in what body, what is the mandatory expected level of responsibility in each body)

- reviewing and rethinking the position and role of the technical department contact, who must have cross-cutting capabilities; or even suggesting that the department be replaced entirely with a “technical supervision committee”

- adapting project governance within the territories to fit each OCT’s administrative organisation instead of imposing the same model across the board

- thinking about the position of the country coordinators: while it is absolutely essential that they report directly to the project leader for the administrative and financial supervision of their activities (the SPC being ultimately responsible financially for expenditure), they must also report to the territorial authorising officer to ensure the project’s smooth operation.

Potential improvements to streamline administrative procedures and reduce the risks associated with different types of agreements

The INTEGRE team noted that it had been possible to establish several types of agreements resulting in very considerable operational flexibility facilitating stakeholder involvement and empowerment, as well as strengthening appropriate capacities.

Put simply, INTEGRE implemented the project by entering into:

- MoUs with the territories (i.e., the Territorial Authorising Officer of the respective OCT)



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- agreements or approvals with operators (e.g., the provinces of New Caledonia, the New Caledonia Chamber of Agriculture, the Wallis and Futuna Department of the Environment, and the Wallis and Futuna Chamber of Commerce, Industry and Trades):

- in the case of agreements, the funds were paid to the operator that carried out the work and reported on actual expenditure (cash books) and technical activities to the SPC. The funds were paid in instalments to the operators after the 70% completion mark had been reached

- with approvals, the SPC handled expenses directly on the basis of an action plan, with an operator in charge of the technical aspect (suitable for small entities without any financial capacity)

- contracts with service providers (e.g., consultants, private companies and associations) following a competitive process in line with SPC/EU rules.

The SPC/EU administrative and financial rules proved particularly cumbersome for the partners and the INTEGRE team. For instance, it took time to recover and verify cash books; (many invoices and purchase orders had to be processed; a number of calls for tender had to

be managed in real time; reminders to write-reports had to be issued and then the latter had to be written). It was found at the end of the project that the institutional partners (local authorities) ultimately absorbed less funds than the private-sector partners (associations) or semi-private ones (chambers and agencies of commerce and various other organisations).

The team served as a buffer and had to absorb all of the SPC/EU procedural requirements in order to relieve the partners from these time-consuming and difficult constraints. This leads to many significant risks and constraints:

- numerous and frequent delays. Partners are often tardy in reporting their expenditure and presenting their technical reports

- partners have trouble following EU/SPC procedures (in the area of purchasing, in particular), especially when, in the course of a project, they must deal with rule changes further to EU audits

- some of the local partners – among the most relevant for conducting the activity – find the procedures overly complicated, and as a result, they failed to really commit

- some initiatives are not feasible or must be abandoned due to limited partner capabilities



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- it is hard to prepare reports for the EU when the project team has no feedback from partners (e.g., missing progress reports)
- for the agency handling implementation, there is financial risk when partners do not fulfil their budget reporting obligations or fail to follow purchasing procedures
- the time spent by the team on administrative matters is out of proportion to that spent on technical support.

The following are several potential areas for improvement to minimise these risks:

- recruit a larger project team to handle administrative matters, financial management, purchasing and project communication; recruit a specific person for accounting and finance; and make sure that coordinators are ready, willing and sufficiently skilled to perform administrative and financial duties (cf. above)
- partner capabilities should be audited prior to project start-up to allocate funds and ensure that expenses are recorded in accordance with cumbersome SPC/EU procedures
- training should be provided on different types of agreements and the procedures devised for partners (e.g., local communities, partners and associations) and the project

team by SPC support departments (e.g., financial and procurement, etc.) to be used when the EU is involved. These training programs are mandatory for operational technicians and partners' financial department staff. They must be given at the start of the project and based on a manual containing all project procedures that all interns can subsequently follow

- ensure the team helps the partners improve their skills and not do things in their stead, in order to embed the project's long-term viability
- agreements, approvals and contracts must be very explicit and specific with regard to the supporting documents to be provided. Checks must be extremely rigorous as soon as the first expense items are submitted so that any necessary corrections can be made
- some partners found it difficult to fill out the quarterly technical reports. It is worth considering whether these reports might be modified and simplified (switch to half yearly or annual reports, depending on the amounts involved and the density of the activities)
- "warning" systems should be instituted to give the alert when the partners do not fulfil their obligations
- procedural rules must not change during the term of the project.

The thorny issue of D+3 management

The INTEGRÉ team was hindered for several months due to the EU's so-called "D+3" rule. First, it sought ways to avoid compliance and then finally was obliged to comply, signing all the finance agreements before August 2016 and thereby losing all flexibility in carrying the project through to its completion.

A three-year period is too short to complete such an ambitious project: of the 36 initial months, 9 to 12 months were spent on negotiating and writing the project's operational documentation, leaving just 24 months to conduct the actual project.

The potential risk of losing funding and the difficulty of undertaking all of the actions within such a short time frame, even though the method officially chosen called for participative work with numerous stakeholders in the field, created a paradoxical situation contrary to the governance aims sought by the INTEGRÉ project.



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The following are several proposals:

- negotiate with the EU to relax this rule in order to extend the period during which funds are engaged pro rata to the project extensions obtained (e.g., D+4 if the project is implemented over a period of four years)
- consider automatically extending the next regional EDFs to four or five years
- escape the D+3 rule by having one or more co-funders
- avoid activities being spread too thinly and losing focus by identifying high-impact, budget-intensive projects enabling funds to be disbursed quickly for the same administrative period while mixing in small initiatives to back the projects of local players with lesser funding abilities.

2.4.3. What type of governance for long-term integrated land-sea management?

The INTEGRÉ Project has truly encouraged participative management, on the rise in the OCTs. The support provided in the area of methodology enabled staff from public-sector departments and local stakeholders to test its relevance and gain confidence in their own ability to lead this type of approach following a transfer of skills. Ideally, participative processes should be made autonomous under the supervision of a coordinating public-sector department.

However, the public-sector departments partnering in the project identified several inhibiting factors:

- The executive powers fear that they will lose control over decision-making. The steering of participative processes should be done by public-sector departments on the technical front and by elected officials, more or less directly, on the political front. Opening up the decision-making process should not be a universal and systematic mode of governance; it should be used in a targeted and strategic manner in response to sensitive, cross-sectoral public policy issues requiring this type of approach. The purpose is to create relatively light operational structures by focusing on the skills and availability of stakeholders, and by maximising their representativeness and legitimacy. Having too many people around the table is a

hindrance to discussion, decision-making and action.

- Finding sufficient human and financial resources to provide leadership seems to be an insurmountable problem for projects not involving an external team. These participative processes are considered time-consuming, preventing staff from public-sector departments from performing their regular technical duties, which they usually do efficiently. This is especially true if the participative processes are systematised on a large scale, in which case they fear that they won't be able to keep up. One partial solution is to be found in the recruitment of people to carry out specific tasks and devolving some actions to local partners so that the processes are coordinated at the local level, especially in island-group territories.

- Working sector by sector is still the preferred option for staff from public-sector departments and professionals, out of concern for effectiveness and operational efficiency. Cross-sectoral approaches are also held to be time-consuming and costly. Nonetheless, it may be observed that the increasing level of issue complexity and the contradictions arising between public actions are gradually prompting administrative authorities to engage in a greater level of consultation. Participative processes are arenas in which cross-sectoral approaches can be developed efficiently, e.g., they promote the flow of information, enable one to learn how to work in a cross-sectoral environment on concrete projects, and allow officers in public departments to meet and

create ties with their counterparts in other sectors.

Finally, the assessment of integrated management is a fundamental governance problem. Participative processes must be evaluated against the targets set. Without the shared information and basic assessments that make it possible to detect long-term trends, public policies cannot be based on objective foundations. Each territory should develop its own strategic plan for integrated land-sea management, including a set of long-term tracking indicators. Given the time allotted to the INTEGRE project and the strategic choices made by the OCTs, it was not possible to prepare this type of document. However, objectives have been identified, information collated and maps of pilot sites produced, all of which, taken together, should be able to launch a structured thought process on the assessment and implementation of a long-term adaptive public policy.



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Chapter 3



CAPACITY BUILDING

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3.1.

IMPLEMENTATION STRATEGIES



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The INTEGRÉ project prioritised a demand-driven participative approach in response to the needs expressed by local stakeholders. This method aimed to factor in the interests of each group of stakeholders while developing initiatives, synergies, and inter-stakeholder cooperation at the scale of each territory and region.

However, such an approach requires not only knowledge but also a local dynamic driven by stakeholders who are mobilised, active, informed, aware and empowered. The dynamic will differ from one territory to the next.

Such an approach calls for designing and implementing actions that meet community needs and act as sustainable development drivers for territories. Here, the issue of improvement was central. The point was to enable local stakeholders to participate actively, play their roles fully

and perform their functions autonomously, efficiently and viably within the process.

Within the context of the INTEGRÉ Project, improving capacity might be defined as a set of planned measures and actions designed to boost the capabilities (in the broad sense of the term) of individuals, organisations and institutions to exercise their responsibilities, notably in defining priorities, making trade-offs between competing interests, and managing and supervising the actions they have decided to implement.

In the light of the markedly differing nature of the pilot sites and the INTEGRÉ Project's adaptive method, the strategy to strengthen capacity was formulated to reflect different levels of needs and different approaches structured around interrelated components.

3.1.1. Three levels of involvement for greater efficiency and convergence

The notion of strengthening capabilities takes on a different meaning depending on the level of involvement. The aim for the INTEGRÉ project was to work simultaneously with the multiple stakeholders involved in projects and processes undertaken to make change management a fluid process and to ensure everybody progressed together.

For individuals, capacity-building involves a process of change designed to modify practices and behaviours as well as improve knowledge, aptitudes and performance levels. In this way, individuals can regain and exercise their powers of initiative and decision-making for their future.

For organisations (public, private and association), strengthening capabilities encompasses all the measures taken to improve their performance by providing tools needed to define their organisation, coordination and collective frameworks as well as devise and implement development strategies, plans and programmes in response to integrated management challenges on their respective islands.

At the **institutional level**, defined as an overall system, strengthening capabilities means creating an environment conducive to the development of local, territorial and regional initiatives and dynamics in the field of integrated management and, more broadly, that of sustainable development.

3.1.2. Separate, complementary and interdependent approaches

ICZM is a governance approach and tool, used especially to boost participation and cross-sectoral approaches. As such, it requires a learning process with a series of stages (processes) that need to be supported and managed over time, along with the actions taken, to ensure their long-term viability.

Apart from the technical assistance for the administrative and accounting aspects, the human resources made available (coordinators, facilitators and experts/consultants) provided leadership, facilitation and support for the social



and dynamic processes at work within the territories, providing tools to strengthen abilities in line with the various assignments of the many stakeholders.

Ultimately, while **the participative approach** was preferred within the context of INTEGRÉ, two other approaches were also used, as has been intimated in the previous sections of this report, namely:

- a **“project approach”** oriented towards action enabling stakeholders to rapidly gain an understanding and obtain results in response to their needs. “A project is a series of activities aimed at bringing about clearly specified objectives within a defined time-period and with a defined budget.” Source: EU- Project Cycle Management Guidelines.

- a **“process approach”** oriented towards leading and supporting stakeholders over time, both individually and collectively, in order to bring about the necessary changes and appropriation of the ICZM approach by all the local stakeholders.

3.1.3. Five inter-related capacity-building components

There are **five components that are mutually reinforcing** when seeking to strengthen capabilities. They are: i) knowledge enhancement and changes in representations, ii) change practices and behaviour, iii) develop aptitudes, skills and performance, iv) support and provide technical assistance for the territories and organisations, and finally, v) create conditions conducive to the development of initiatives and momentum at various levels, aimed at strengthening the capabilities of the multiple beneficiaries, who are both stakeholders and the intended beneficiaries of capacity-building measures.

Within the context of INTEGRÉ, the aim is to act holistically so that all the stakeholders can progress in a coordinated manner, reaching out as broadly as possible to local elected officials, institutions, technicians, members of associations, traditional leaders, private companies, the population and project leaders.

To reflect as closely as possible the needs of the various stakeholders and their local issues, these components have been broken down into **means of action** specific to each pilot site in accordance with a common template weighted differently depending on the needs.

Improve knowledge

- Collect and recognise traditional knowledge and local abilities
- Technical and scientific studies to support projects
- Leverage experience at all levels (local, territorial and regional)
- Territorial and regional technical discussions.

Evolution in representations: changing practices and conduct

- Access to information and develop awareness
- Training
- Field trials and implementation.

Develop aptitudes, skills and performance

- Training for service technicians, members of associations and project leaders
- Seminars, discussions, field trips
- Field trials, application and implementation
- Support.

Support and technical assistance for the territories and organisations

- Implement good governance tools for project management
- Provide development support for strategies, plans and programmes relating to integrated management issues on their respective islands through definition of the methodology and provision of specialists to direct the approach
- Recruit field managers to facilitate the implementation of actions
- Technical and administrative support for the INTEGRÉ team (present in all territories) to define, track and implement the projects and activities
- Fund actions in addition to the internal resources allocated by the territories
- Provide equipment and material.

Create conditions conducive to the development of initiatives and dynamics at the various levels (individual, collective, local, territorial, regional)

- Employee approaches: participatory approach, process approach and project approach
- Governance systems implemented when creating local committees
- Networking at the scale of each territory and the regional level
- Seminars, regional workshops and sharing experience.



3.2. STRENGTHS AND SUCCESSES



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From the experience gained through the work within the context of INTEGRÉ around strengthening capabilities, it was possible to identify several strengths and successes.

3.2.1. The systematic capitalisation on experience acquired by creating customised tools throughout the project and on its completion

In the context of INTEGRÉ, all actions and trials conducted were used as the basis for intensive work on developing fact sheets, learning sheets, methodology sheets, videos, information and awareness panels, user guides, methodology guides, study and survey reports, training booklets and a final roving exhibition all in the following areas:

- integrated administration and management of cross-sectoral projects
- ICZM governance and participative processes

- organic and sustainable farming
- waste management
- restoration and management of catchment areas
- generating awareness and providing knowledge
- sustainable tourism
- aquaculture
- conservation of water resources
- invasive species – biosecurity
- management of lagoon resources
- biodiversity
- adaptation to the effects of climate change
- integrated territorial development and planning.

The project 'lessons-learned' exercise was therefore not designed to be conducted at

the end of the project solely in the form of this report, but as an ongoing learning exercise to ensure progressive absorption by the stakeholders involved and, more broadly, by civil society. In this respect, knowledge capital creation is synonymous with amassing a compilation of all written texts and other material produced, and allowing the various concepts, methods and techniques to be absorbed and assimilated by all the participants.

3.2.2. Recognising local capabilities

The INTEGRE project above all relied on existing knowledge, local human resources, structures and initiatives.

In particular, concerning project governance structures, it was decided to use the structures already available in New Caledonia and Wallis and Futuna. In New Caledonia, INTEGRE relied on the World Heritage management committees for all the local coordination and approval procedures, and in Wallis and Futuna on the Territorial Council for the Environment and Sustainable Development as the Committee for Territorial Technical Coordination referred to in project management agreements.

The INTEGRE project also invested in consolidating the existing resources by recruiting field coordinators locally. In French Polynesia, these coordinators were recruited for their knowledge of the context, contact networks, ability to speak the Tahitian language, their interpersonal skills (involvement, sociability and ability to listen), and their motivation. In addition to their inherent skills, support was also provided for the duration of the project to improve their coordinating skills in participative processes. In Wallis and Futuna, a coordinator was recruited to coordinate and supervise the “Agri Bio” (organic farming) project together with a multi-skilled technician in partnership with the Department of Agriculture, Forestry and Fisheries.



3.2.3. Collecting traditional knowledge from communities, combined with scientific and technical studies

The INTEGRE Project, backed by the European Development Fund (EDF), was not designed to finance research. However, it rapidly became apparent that many actions required consolidated assessments to rank, plan and define relevant field actions; consequently targeted operational studies were conducted in each OCT. These studies concerned the relevant disciplines pertaining to both land and sea environments. This contribution towards developing knowledge and sharing expertise made it possible to improve understanding and cooperation between management stakeholders.

All studies were conducted to respond to concrete needs and identify management orientations matching the issues identified by the territories and local populations. As an example, mention might be made of the work done on the toponymy of the Tahiti Peninsula, used to identify the areas presenting cultural and environmental issues as well as others relating to customary use. This work was then supplemented with scientific data to characterise the state of these areas. The study as a whole led to implementing management measures in a coordinated way. Other, similar examples in New Caledonia demonstrate that, when issues identified by local communities (e.g., the need to create an inventory of fish names in Ouvéa or of erosion problems on Ile Ouen) are taken into account, conclusive results in terms of mobilisation, action and management can be obtained.

3.2.4. Human resources support

Specific support was provided by **mobilising considerable human resources** for the duration of the project. This involved:

- technical assistance for coordinators in the administrative and accounting areas
- project engineering assistance for particular field coordinators (New Caledonia and Wallis and Futuna)
- methodology support for consultants in broader engineering and support functions at project sites in French Polynesia and Wallis and Futuna
- coordinating and facilitating the processes underway, conducted by all of the human resources allocated to the project (the general coordinator, local coordinators, field coordinators and consultants) at the various levels (pilot sites, territorial and regional).

The support provided by the coordinators within each territory, whatever their level of involvement, was a determining factor in the emergence, implementation and development of ICZM projects and principles.

3.2.5. Learning process based on the “learn-by-doing” principle and interaction between the individual and collective dynamic

The INTEGRÉ project favoured **experience-based learning** (“learn-by-doing”), focused on individuals, by leveraging their existing knowledge and experience to take them to the next level. This active learning method improved absorption and retention of knowledge and expertise through the immediate application of the lessons learned.

Additionally, INTEGRÉ focused on **the interaction between the individual and collective dynamic** to develop ICZM principles and encourage learning and changes in practices, either on the basis of individual initiatives or projects sponsored by the local authorities.

Whether actions were of private, public or semi-public origin, the aim was to support the dynamics at work and foster experience-sharing:



the lessons learnt by individuals would benefit collective entities and vice versa.

In cases where the conditions were not conducive to implementing large-scale measures, in particular because of strong resistance, trial and error experimentation often proved more relevant. In such instances, the INTEGRÉ project was able to leverage individual initiatives to develop collective dynamics.

In all cases, both entry points – individual (project leader) and collective (territory, province, municipality, economic sector and associations) – were complementary.

3.2.6. Networking and the creation of discussion spaces

Once discussion spaces were created, seminars, workshops and training sessions – even the very structure of governance, based on local committees – helped project players (e.g., local authorities, members of associations, technicians and professionals working in the private sector) learn about each other and exchange viewpoints.

These various working and discussion spaces gave rise to emulation and synergy that led to cooperative relationships. The stakeholders involved in the INTEGRE project ultimately laid the foundation for a **regional network for integrated land-sea management**, which now simply needs to be placed on a more formal footing.

3.2.7. A special focus on empowering civil society, particularly associations and, more generally, the communities themselves.

Several types of actions were developed to **empower civil society** within the territories.

Awareness campaigns were conducted, in particular in Wallis and Futuna, with technical support from associations and schools. These campaigns helped develop unprecedented environmental awareness in this territory. The figures speak for themselves:

- over the course of the project, 6,500 people, including 3,500 students in Wallis and Futuna schools, took part in awareness-raising activities
- 150 initiatives were launched
- these actions enjoyed substantial media coverage: there were 75 TV and radio interviews, including eight 30-minute documentaries about project activities
- 20 waste collection campaigns mobilised 500 people (students and adults)
- 30 tours of the landfill were organised
- 900 students and adults mobilised for activities, especially tree planting efforts.

In New Caledonia, field coordinators supported the World Heritage management committees, whereas in French Polynesia, this empowerment action resulted in financial support provided to associations to assist them with projects.



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3.2.8. Translation of communication content and interpreting services at meetings

All communication material used at sites (e.g., posters, panels and brochures), was translated into the local language to help the local population understand. Similarly, when discussions in meetings in French Polynesia and Wallis and Futuna were conducted in the population's native language, coordinators or other resource personnel provided interpreting.

All institutional communication material was written in French and English. Some originally in English was translated to enhance use in French-speaking territories.

Finally, SPC interpreting services were systematically used during regional seminars to enable discussions with English-speaking partners invited to attend.

3.3. WEAKNESSES AND CONSTRAINTS



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Some of the main weaknesses and constraints encountered when implementing capability-strengthening actions and measures were identified relatively early in the project. While some were structural, others could be attributed to the economic situation or methods.

3.3.1. Lack of human resources in institutions and technical departments

Public departments in the OCTs do not have the human resources needed to manage, coordinate, implement and monitor the projects initiated. The territories, unable to cope with the workload generated by the proposals for this type of regional project, required significant assistance from the coordinators.

3.3.2. Compartmentalization between departments, skills and territories

The conventional structure of institutions is vertical, i.e., following a model featuring a pyramid-shaped hierarchy and a sectoral organisation

based on specialisation by sector. The vertical structuring of work and decision-making has a strong influence on cultures and professional practices. As a result, cross-sectoral and participative approaches are difficult to implement and entrench. They cause an upheaval in territories' *modi operandi* and institutional culture. Pitfalls and resistance to change can appear in organisations due to a lack of experience with and training in change management.

In an organisation operating in project mode or a matrix organisation – a model enabling personnel from various sectors to pool their expertise in a common project and combine several activity sectors, geographic areas, general topics and projects – it would be assumed that the managers have a very high level of maturity. As power is not held by a single person, decision-making often requires lengthy discussions and can trigger power plays between competing interests. This unstable environment may cause confusion and present a lack of readability, knowing that good coordination is not always available. In addition, the organisation may have been conceived as a layering of two structures, trapped in the traditional hierarchical model.

3.3.3. Difficulty in mobilising certain stakeholders over time

In certain territories, the INTEGRÉ project came up against difficulty in mobilizing all stakeholders throughout the project. This was true of some of the elected officials, customary spokespeople, representatives of local communities or technicians. There were many reasons for this, including the heavy workload, a lack of interest or awareness in the role they could play, a lack of bottom-up and top-down communication and the fact that some staff had to be replaced. A lack of mobilisation and involvement in working, collaborative and decision-making bodies by several stakeholders can cause difficulties for the entire process insofar as ownership and the legitimacy of decisions and actions are concerned.

3.3.4. Personnel churn

Throughout the project, it became apparent that we would regularly have to deal with management churn among senior administrative staff in certain territories and among elected officials, customary spokespeople and volunteers in associations. Churn often leads to information shedding, loss of knowledge and difficulty for those taking over to feel they own projects and practices. For example, during the period from the start of project design (2009) to completion (2018), Wallis had a succession of prefects and French Polynesia several

governments (especially during the initial part of this period). Furthermore, management churn in the territories posed problems of continuity, meaning a project could be slowed, redirected or even terminated as a result.

3.3.5. Lack of communication and output dissemination

One of the organisational shortcomings of the INTEGRÉ project was that communication and dissemination of the material created was inadequate due to a lack of dedicated resources. Documents could have been – and should have been – circulated more widely within and between territories (e.g., no mailing list and insufficient personalised communication with stakeholders).

3.3.6. The issue of coordination resources and the requisite time frame

The need to act on social processes requires coordination resources and a time frame long enough to have an impact beyond project completion. The time it takes for a dynamic to emerge is an obstacle to be overcome, because participative processes and changes in behaviour and practices only develop over time. Today, the territories have failed to replace some of the field coordinators, undermining the long-term survival of the dynamic generated at the relevant sites.



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3.4.

KEY POINTS TO REMEMBER: LESSONS LEARNED AND RECOMMENDATIONS



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3.4.1. Lessons learned with regard to capacity-building

On the basis of the assessments made and comparisons between stakeholder visions and experiences, we would highlight the following factors as conducive to learning lessons and building capacity.

Cooperation and complementarity

Strengthening capabilities is a major issue for OCTs. Given their Pacific Island context, the success of an ICZM approach or integrated land-sea management is largely dependent on having the various stakeholders understand the process. There has to be change in how the role and function of each party concerned is perceived by different stakeholders, i.e., by communities, technical service staff, various managers as well as the political realm. This requires the creation of a system based on cooperation and complementarity between all of the parties involved. This will help prevent having the approach be challenged or undermined by those fearing a loss of managerial control or power (see §2.4.2).

Transcending the conventional notion of “capacity-building”

In the island context of Pacific OCTs, the challenge of strengthening capabilities had to be addressed in a broad, multi-dimensional manner given the many issues involved:

- by definition, individual, organisational and institutional capabilities were to be strengthened
- the strategy was to act at three levels, focusing on five inter-related components and combining three approaches: participative, project and process.

Key shared principles underlying all INTEGRE actions

Despite the INTEGRE Project's very broad spectrum of action, the *modus operandi* at all the pilot sites turned out to be highly consistent with regard to strengthening capabilities. The actions taken in this area were based on shared values and principles. These actions can be summed up as follows:

- support and coordinate the dynamics and processes developed, coordinated, shared and equipped to fit into a cycle extending beyond the project time frame so as to obtain a noteworthy, lasting impact on representations and bring about changes in practices, behaviour and institutional cultures.
- provide training and support to local stakeholders
- raise awareness and share knowledge (a prerequisite)
- advocate learning through action ("by doing"), with systematic feedback to draw on the lessons learned
- have two dynamics operating simultaneously: "bottom-up" initiatives taken by stakeholders and initiatives introduced by the local authorities
- leverage the complementary natures of local, scientific and technical knowledge and expertise to co-construct knowledge by local representations and practices
- recognise local skills and capabilities based on the principle of subsidiarity
- adapt to local contexts by respecting their social and cultural values.

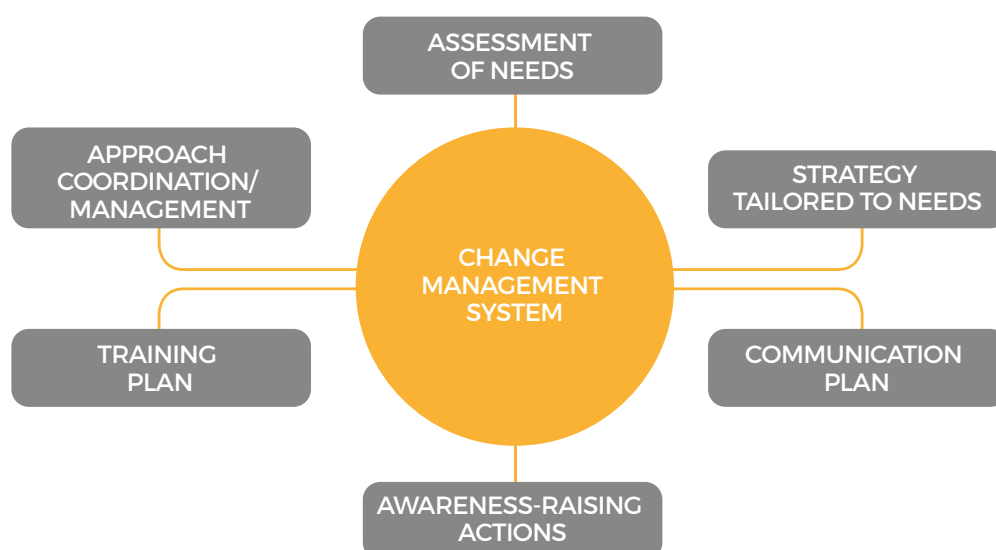
3.4.2. Recommendations for strengthening capabilities

Based on the preceding sections, several strong recommendations can be made concerning actions to strengthen stakeholder capabilities for these types of projects.

Design a programme to strengthen stakeholder capabilities to ensure the long-term viability of actions, see that individuals and structures become self-sustaining, able to pursue actions taken, and manage and develop new projects.

- Assess the capacity-building needs beforehand (analyse the difference between the current capabilities within a given territory and those required to successfully complete a project or programme).

Include a 'change management' support mechanism with the required human resources.



Build the various time factors into the programme to provide the process underway with support over time and ensure continuity from one programme to another.

- Include project cycle management making it possible to capitalise on, and pursue, the processes implemented from one project to the next.
- At the end of the project, discuss with stakeholders the results that can be achieved in the short, medium and long term and explain the need to look beyond the end of the project itself.
- Implement measuring tools.

Continue strengthening capabilities

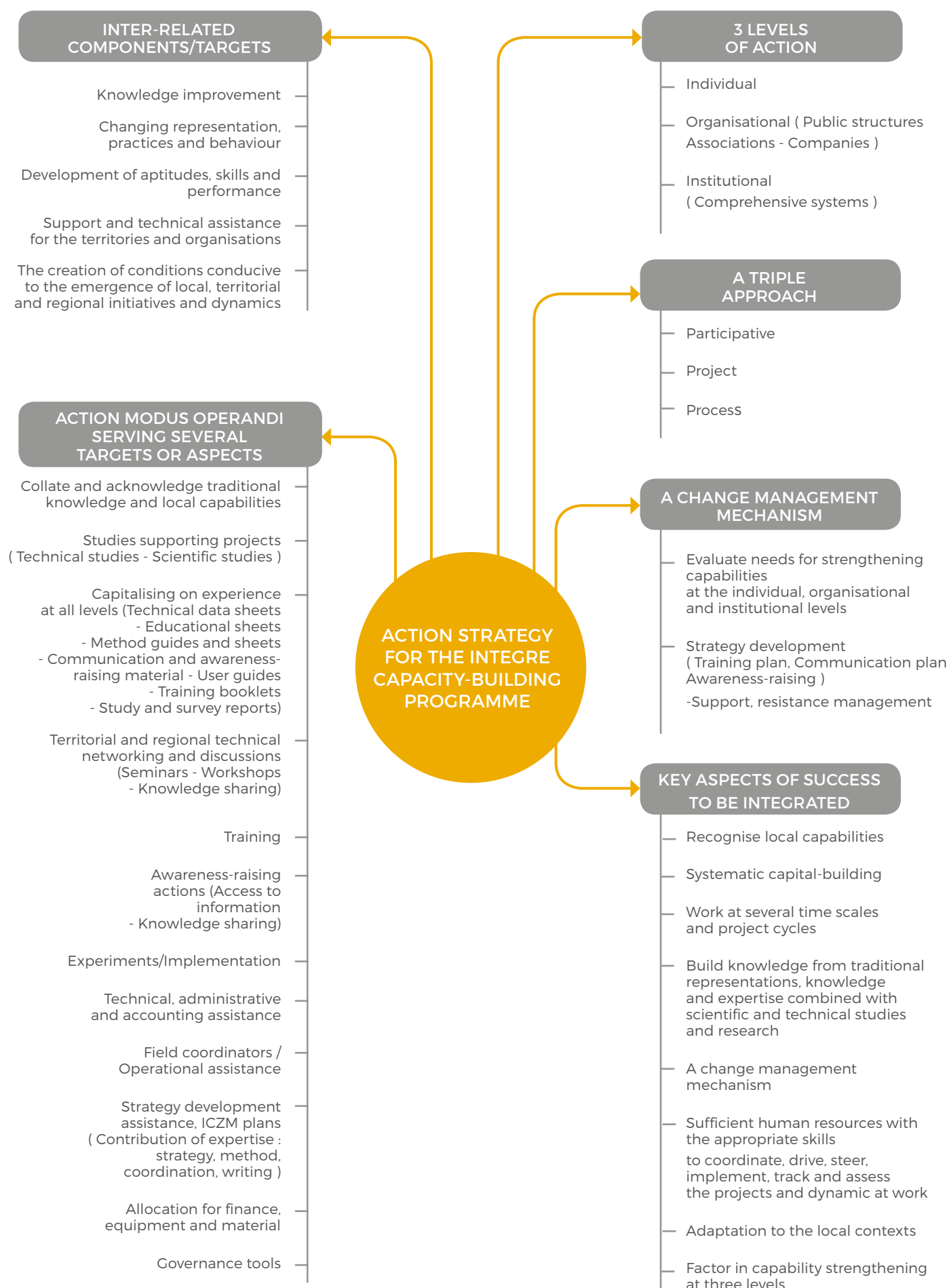
- Create and embed coordinator positions at the various levels (operational and strategic / territorial and regional).
- Renew and extend training, workshops, seminars and regional discussions.
- Continue the project capital-building work so as not to lose any of the gains made within public departments and make sure that the projects survive even if individuals leave.

Provide a formal cross-sectoral structure in project and/or matrix mode. The territorial entry point and certain topics require close collaboration between public departments and other partners. This organisation calls for introducing cross-sectoral project teams within local communities as well as the creation of work plans involving other partners. This collaborative organisation must be fully integrated into workload planning for public departments; it must be facilitated and recognised at all hierarchical levels.

Boost the territories' human resources for the administrative and technical management of this type of project.

Pay particular attention to capacity-building in civil society, associations and the community at large to improve involvement in the process.







Chapter 4



REGIONAL COOPERATION

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4.1.

CONTEXTUAL ASPECTS



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4.1.1. Preliminary discussion on the concepts of “cooperation” and “region”

Cooperation can be defined as a method of social organisation enabling individuals with shared interests to work together towards a common goal. It implies the ability to work together on a common action as well as the development of ties that enable its realisation.

Today, no matter what form or type of cooperation is involved, cooperation between stakeholders is an action principle to be promoted at all levels, within public policies, in approaches seeking to develop and structure territories and between stakeholders in response to current issues.

The aims vary: exchange viewpoints, pool financial and tangible or intangible (e.g., knowledge and expertise) resources, develop networks as well as formulate common strategies and rules with a view to rationalisation and performance, or to respond to complex, shared, cross-sectoral problems within a coherent space.

If the regional space is taken as the terrain for action, first one must define the notion of *region*. This has been the subject of extensive

research and discussion between geographers and political scientists. It is still difficult to provide a clear definition, because this polysemous notion can refer to different realities, depending on the type of approach: administrative, political, economic or natural (e.g., historical, cultural and/or linguistic). In all cases, the term refers to a territory with specific characteristics giving it a relative unity and identity.

4.1.2. Regional cooperation in Pacific Island states faces significant constraints

While the “small” Pacific Islands share common traits not only in terms of their geography (e.g., their small size, remoteness, isolated exposure to major risks and fragile ecosystems), history (their dependency on the external world) and social factors (e.g., their low density, small domestic markets, limited diversification in their economic activity and cost of accessing external resources), but also in terms of their economic and environmental vulnerability. “The region is viewed more in terms of diversity than unity. The concept of region is in this case very relative.” (François Taglioni, 2004.)

The Pacific region is characterized by segmentation and heterogeneity, which are unfavourable to regional cooperation.

The geographic segmentation of archipelago island territories in a gigantic ocean space (the South Pacific covers some 30,000,000 km²) means very high transport costs and times.

The geographic distance between islands in the same territory and double – even triple – insularity increases the complexity of implementing public policies in each country and territory. For example, the territory of French Polynesia is the same size as Europe and contains islands very remote from each other (e.g., Mangareva in the Gambier Islands is over 1,600 km from Papeete). This obviously raises many challenges. In Wallis and Futuna, there is only one way – by air – to get between the two islands, separated by 240 km.

Furthermore, institutional status and situations vary greatly between territories under the authority of a single central State (e.g., France, United States and United Kingdom) with varying degrees of autonomy, States associated with New Zealand, and Independent Pacific States. The French territories differ in their status. Relations with the European Union also differ, depending on “OCT” or “ACP” status.

On the economic and social fronts, too, there are significant differences between levels of development. The French and American territories are the most developed islands among Pacific Island countries. They show intermediate levels of development approaching those of Western countries, whereas certain neighbouring Independent States are in the category of the least developed countries (Source: INDP-French Institute for Demographic Studies: 2010. UNDP: 2008).

The Pacific is also characterized by cultural diversity. A great many languages are spoken (1,313 in 27 states). English, the official or co-official language in 22 states, is the dominant language of communication whereas French is only spoken in three OCTs and Vanuatu.

Finally, the historic legacy of colonialism is not the same in each case.

These differences are not conducive to building a shared identity, implying that it is difficult for a regional dynamic to develop on the basis of strong regionalism. It is more advisable to build a regionalisation process around common interests.



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4.1.3. Regional cooperation

To support the regionalisation process, a number of regional institutions and organisations are working to coordinate national development policies and strengthen the integration dynamic.

Key regional organisations

The Pacific Islands Forum is the leading international political organisation of the Pacific Islands region. It holds an annual summit meeting for leaders to define major orientations



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for regional policies and a roadmap for all the technical agencies of the Council of Regional Organisations in the Pacific (CROP), including the SPC and SPREP. Its headquarters is in Suva, Fiji. New Caledonia and French Polynesia recently joined.

The Secretariat of the Pacific Community (SPC), a bilingual English-French international organisation, is the principal scientific and technical organisation in the Pacific. Providing development aid, it mainly operates in the areas of technical aid, training and scientific research. Its headquarters is in Noumea, New Caledonia.

The Secretariat of the Pacific Regional Environment Programme (SPREP) is the organisation mandated to help protect and improve the environment by ensuring long-term sustainable development for current and future generations. Its headquarters is in Apia, Samoa.

The principal aim of the Pacific Islands Development Forum (PIDF) is to support sustainable development on Pacific Islands. Its headquarters is in Suva, Fiji.

Other organisations are more technical and specialised; such as the South Pacific Tourism Organisation (SPTO) and the Forum Fisheries Agency (FFA).

Framework strategies and documents

Several strategies and action plans designed to promote regionalism were being implemented when the INTEGRÉ action plan was being developed:

- specific strategies developed by regional organisations (SPC and SPREP)
- the Pacific Plan (for economic growth, sustainable development and good governance) adopted by the Forum in 2005, which serves as a basis for regional cooperation policy between ACP countries
- national, regional, European and international strategies and policies, e.g., the Green Book on the future of relations between the EU and the OCTs (Communication No 2008-283 of 26 June 2008), Communication from the European Commission to the Parliament on the "Future EU-OCT Partnership", the EU's "Strategy for the Pacific", the conclusions to the third France-Oceania Summit 2009, and the France's "Grenelle de la Mer" (Ocean Summit) in 2009

- Europe's commitments made under the United Nations Convention on Biological Diversity (CBD) and the United Nations Framework Convention on Climate Change (UNFCCC)

- the seventh Millennium Development Goal (MDG), adopted by the United Nations General Assembly at the Millennium Summit (2000): "Protect the Environment" (seeking to incorporate the principles of sustainable development in national policies and programmes, reduce the loss of biodiversity, etc.).

Other projects and programmes

Other projects were under development or being implemented when the INTEGRE programme started.

- The project entitled "Restoration of Ecosystem Services Against Climate Change Unfavourable Effects (RESCCUE)" was under preparation and co-funded by AFD (French development agency) and FFEM (French fund for the global environment).

- The Pacific Hazardous Waste Management Project for Pacific ACP and Timor Leste (EDF)

- The Sustainable Integrated Water Resources and Wastewater Management Project in Pacific Island Countries (IWM) (GEF/UNEP/UNDP/SOPAC/CPS).

Networks and platforms

Several Pacific-wide discussion networks or platforms have also been created to allow members to exchange feedback and pool resources. Among them are POET-Com (Pacific Organic and Ethical Trade Community), LMMA (Locally Managed Marine Areas) and PIP (Pacific Invasive Partnership).

The findings

Despite the presence of these organisations and the implementation of support strategies, several reports have found a lack of regional cooperation within the Pacific region, particularly regarding the environment and sustainable development.

The OCTs are members of these regional organisations, but rarely call on them. The development of discussions and cooperation between the Pacific OCTs and ACP countries is insufficient despite the importance of the regional environmental issues. Furthermore,

there is no regional sustainability strategy (at any rate, if such strategies exist, OCT involvement is minimal).

The OCTs also fall short at the operational level with regard to implementation of the regional EDF. One reason is that the envelopes for OCTs and ACP countries are planned for in totally separate processes, which does little to encourage dialogue and the development of common projects.



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4.2.

THE IMPLEMENTATION STRATEGY



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Given these findings and prompted by the European Union through its 10th Regional EDF Financial Envelope, the OCTs set objectives within the context of the INTEGRE project, i.e., to strengthen regional cooperation on sustainable development and the integrated management of coastal zones, and further the integration of OCTs in their region.

The main challenge was to **create favourable conditions** for the emergence, implementation and development of regional cooperation actions responding to OCT needs and based on local individual or collective initiatives (concrete actions at pilot sites – see §1.2.3). These actions could then be publicised via networks and communication media and adopted throughout the region.

The strategy selected to achieve these regional goals called for several actions.

The first step was to create or **develop spaces** where OCTs, and OCTs and Pacific region countries **could meet and work together**, e.g.:

- hold regional and sectoral technical workshops in the various OCTs, with an expanded organisation

- mobilise regional technical expertise to assist the OCTs

- organise regional bilateral discussions between OCTs, OCTs and ACPs, or with the region's "large" countries (Australia and New Zealand).

A further aim was to **improve the OCTs' contribution and participation in regional discussion and consultation networks** by strengthening:

- the integration of the OCTs into networks on developing organic farming, adapting to the effects of climate change, reducing disaster risks and managing waste

- OCTs' contribution to regional strategic documents, notably via increased participation in networks

- the creation of specific tools for regional discussions

- funding to cover OCT participation in seminars, conferences and technical projects held by regional organisations

- funding linguistic support for regional discussions (e.g., translation of documents or specific studies or interpretation at particular conferences).

At the same time, this involvement was to be very pragmatic, seeking to **support planning processes, capitalise on methods implemented, and recognise and disseminate experience at the regional level:**

- methodology support at the regional level to capitalise on projects and assist the territories

- systematically capitalise on experience

- post network feedback on the website

- publicise the results of regional cooperation.

Finally, the aim was, of course, also to **support the initiatives at pilot sites through regional actions:**

- calls for regional projects

- support to develop partnerships and networks.



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4.3.

ACHIEVEMENTS, STRENGTHS AND SUCCESSES



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Using this action strategy, many activities were conducted and built on over the four years of the INTEGRÉ project.

4.3.1. Regional cooperation achievements

The INTEGRÉ project managed to hold **12 regional workshops** in four years, including eight on technical topics selected by the territories (sustainable tourism, waste management, participative fishery management, the avoid-reduce-offset (or mitigation hierarchy) approach, public participation in environmental management and decisions, and three workshops on organic farming). There were also four institutional and methodology workshops (a launch workshop, an ICZM planning workshop, the 11th EDF programming workshop and a closing workshop).

The INTEGRÉ Project also strived **to support bilateral or regional discussions** as requested by the territories' stakeholders. The SPC made three calls for projects (2014, 2015 and 2016) and funded 15 discussions on a variety of topics (e.g., waste management, sustainable economic development, participative management and environmental management).

INTEGRÉ actions were regularly capitalised on and publicised, notably via the project website, so that projects conducted at the pilot sites in the territories could inspire and serve all the regional partners.

Finally, the INTEGRÉ project also funded other one-off operations to support the OCTs' contribution to the networks, regional activities and work. These operations included:

- studies of regional interest or translation of regional studies
- OCTs represented at workshops or regional and international events organised by third parties

- regional experts focusing on the territories
- linguistic tools and support (translations)
- human resources allocated to coordinate regional networks.

4.3.2. Benefits and impacts of regional cooperation actions

Results were capitalised on as the project progressed. At the end of the project, assessments were made by the beneficiaries of these actions and the representatives of the territories. These assessors emphasised the importance of pursuing the cooperative work, especially between OCTs, in the area of sustainable development, given the benefits and impacts already noted.

These positive benefits and impacts noted and cited by beneficiaries refer to:

- professional practices
- the development of new partnerships
- access to the resources (technical, financial and expertise) required to implement actions at the territorial and regional level
- the development of cooperation projects
- improved integration of the OCTs into existing regional networks interested in resilience to natural disasters, organic farming and waste management.

The organisation of events – sectoral technical workshops, regional bilateral discussions and conferences – all served multiple goals. The objectives of the workshops were to share knowledge between territories and identify individual or collective initiatives and dynamics as well as define and discuss strategic orientations. On the communication front, workshops were intended to boost visibility and reach communities, residents, professionals and local authorities.

Partners attending regional workshops deemed them to be relevant and of interest, especially as regards the sharing of knowledge, skills and feedback. Stakeholders also expressed interest in new opportunities covered in the workshops. They became aware that it was possible to develop new partnerships, carry out field experiments, gain access to training and submit proposals in response to international calls for

projects. Some technicians realised the benefits of regional cooperation and established ties with other countries and territories in the region, outside the INTEGRE context.

Ultimately, the various regional cooperation actions clearly contributed to the emergence and consolidation of networks and cooperation projects. They brought territorial needs to regional attention, making it possible to deepen the thought process at the territory level. Assistance to the planning and capital-building process benefited from the support of a team of advisers tasked with, amongst other things, helping capitalise on results at the regional scale. These important benefits and impacts inspired and served to guide thought processes and the formulation of public policies in favour of integrated territorial management.



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4.4.

WEAKNESSES AND CONSTRAINTS



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4.4.1. Institutional hurdles to OCT engagement in regional cooperation

Beyond the project's regional successes, regional "cooperation" sometimes seems to reflect a sense of "obligation" because of the financial package allocated by the European Union. This collaboration / cooperation still does not garner consensus within the territorial decision-making bodies.

The OCTs often expressed a preference for using regional funding for their own priority projects at the territorial level and managing actions themselves. This stance raises difficulties relative to governance and the ability to mobilise and demonstrate the political resolve required to create conditions conducive to the development of regional environmental strategies.

There are several reasons for this stance and for territories' difficulty in seeing their way forward in a regional approach. First, the territories

have a considerable need for development aid at a time when some territories have imposed budgetary restrictions. They need it to cover their own requirements, not covered by the territorial EDF, knowing that OCTs are not eligible for funding from other financial sponsors. In addition, it is not always easy to perceive the added value of the regional approach: for the territories, the cost-to-gain ratio is deemed to lack effectiveness and/or to be not very convincing given the complexity and high cost of working at the regional scale.

Furthermore, New Caledonia and French Polynesia are more inclined to cooperate with their "large neighbours" (Australia and New Zealand for New Caledonia; the U.S. and Hawaii for French Polynesia), than with the other ACP countries and OCTs in the region.

The existence of significant identity issues in the OCTs, expressed through a desire to "go it alone" without outside intervention, should not be overlooked. Other political and social cohesion factors internal to the territories must also be considered in political-cultural contexts marked by strong claims made by

societies transitioning between tradition and the modern world, and presenting institutional and context-related vulnerabilities.

The fact that OCTs show a low level of regional integration compared with Pacific ACP countries may also be due to their more favourable economic and institutional environments. The level of wealth in OCTs far exceeds that of ACP countries, so there is less of a perceived need to seek alliances and cooperation.

In the French OCTs, researchers, technicians, engineering firms, contractors and so forth also tend to focus more on the “French/mainland France” networks they have built up in the course of their academic and professional careers. At the same time, ACP countries demonstrate little interest in developing partnerships with the OCTs. Here is a situation in which two worlds are turning their backs on each other.

The regional dynamic calls for reflection on the subject of cooperation at several levels: intra- and inter-territorial cooperation, cooperation between departments, and horizontal and vertical cooperation with the other collective entities and partners from civil society. Such multi-level governance implies the involvement of stakeholders at various levels (hierarchical, political, geographic and social), which would initially appear to slow down the approach and increase its complexity.



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All of these aspects, taken together, may explain the lack of interest and OCT-centric stance taken by OCTs to deal with internal problems, as well as their mistrust of the outside world. They focus more on developing their autonomy to implement and manage their projects and public policies themselves, than on a process of opening up and joint construction.

4.4.2. Technical weaknesses

A sum of small weaknesses and constraints compounds the hurdles already identified, especially when it comes to engaging in regional cooperation with ACP countries.

Some technical constraints may seem insurmountable to some stakeholders. For instance, professionals lack the time needed to develop and inform the work of a network. There is also the language barrier to working with ACP countries, coupled with procedural difficulties in developing joint projects with different funding sources (EDF or other), knowing that the EDF financial envelopes for ACP countries and OCTs are completely separate.

Although the INTEGRE team sought to foster the emergence of regional cooperation through regional activities (e.g., workshops), calls for projects and noting regional meetings liable to be of interest to the OCTs, adopting the “pilot site” approach and stationing the team at various sites may have contributed to a loss of overview and increased the focus on individual territories. This may have undermined the general thought process and vision of the project’s regional dimension.

These weaknesses and constraints led to notable difficulties in identifying needs to be covered by the project, such as the topic of climate change (no input from the territories), and in developing common projects with ACP countries.

4.5.

KEY LESSONS LEARNED AND RECOMMENDATIONS



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4.5.1. The role of the INTEGRÉ project in the context of low commitment to developing regional cooperation

Beyond the project's successes, in the absence of any strong regional sentiment that would suggest that the Pacific space is coherent both symbolically and in terms of its identity – regional cooperation must be built up over time, project after project. This kind of cooperation can only develop if there are shared interests based on economic and/or technical considerations. In other words, regional cooperation can only develop if encouraged proactively through actions that foster its emergence, e.g., the creation of networks and discussion/work spaces, training programmes, calls for collaborative regional projects, the implementation of subject-specific programmes at the regional level as well as technical and scientific input from regional organisations on specific topics.

Consequently, when focusing on capital-building at the end of the project, we concentrated

on two things: checking that actions implemented under INTEGRÉ were able to overcome the obstacles to cooperation and regional integration, and identifying the success factors.

One INTEGRÉ objective was to encourage a shared awareness of common problems as well as collective mobilisation to set up a thought process and regional governance relative to ICZM topics, as seen from the perspective of sustainable development. Today, there is consensus on the importance of the environment, the realities of climate change, managing natural resources sustainably and the conservation of biodiversity. In contrast, the need for regional cooperation is not yet recognised or desired by the OCTs, in the light of the centralising forces cited earlier and a cost-to-gain ratio perceived as relatively unconvincing.

Consequently, the OCTs are still only starting to develop a regional strategy pertaining to the environment, much less an ICZM strategy which requires a time frame long enough to ensure take-up and bring about far-reaching change in ways of taking action to ensure effective implementation.



At the regional level, INTEGRE's added value was to encourage discussion dynamics and streams of technical and financial aid. In this respect, INTEGRE acted as **a catalyst and/or accelerator**, notably in the specific areas of waste management and organic farming. On a broader level, it also **strengthened territorial strategies, projects and public policies**, by:

- organising and funding workshops and discussions
- coordinating networks, such as the Agri Bio organic farming network (with a specific regional coordination position at CANC)
- contributing expertise and methodology support
- capitalising on and sharing experience
- linguistic support.

4.5.2. Key success factors

Further to the "bottom-up" approach encouraged by the INTEGRE project, we can identify the cross-sectoral conditions that underpin the success of regional cooperation, starting with local field actions and working up to regional dynamics.

First, it is crucial to underscore **the importance of relationships, coordination and net-working at the various operational, strategic**

and political levels. The success of initiatives would seem largely conditioned by the human resources available to coordinate the processes and networks, govern discussions, rally participants and facilitate decentralisation, while taking local particularities into account.

Next, it is essential **to ensure the visibility of the added value of the integrated land-sea management approach and help shape the territorial authorities' perception of the issue of its public utility and operational efficiency.** The impact and benefits for the territories must be immediately verifiable. To this end, it is important to:

- have a solid understanding of the territories
- take their needs and concerns as the point of departure
- have strategic diagnostic capabilities at the regional level to be able to identify what constitutes the "development rationale"
- be able to measure the concrete effects and added value of a regional dynamic for the territories.

Obviously, the opportunities and areas of regional cooperation are easier to identify when the territories already have well-established public policies.

Further, **investment by local and public authorities in the regional cooperation process** is crucial. Cooperative projects in the area of

sustainable development are in the collective interest. It is the role of elected officials to address these issues and their presence in steering committees and other arenas for consultation lends credence to these approaches. Their involvement in the regional cooperation process gives it a strategic dimension ensuring that the territories' needs and the collective interest are taken into account. At the next level up, the involvement of local authorities and elected officials is also a determining factor in developing regional strategies.

Lastly, it is necessary to factor in **the various time scales required for the interpenetration of local, territorial and regional dynamics**. One of the INTEGRE's strengths was to function at all of these spatial scales while also ensuring interaction between local, territorial and regional experiences and allowing those conducted at one level to benefit other levels. Also, INTEGRE started at the local level, and worked up towards the territorial and then the regional scale. This bottom-up approach makes **regional cooperation more meaningful, for it is embodied in concrete local examples** that encourage the territories to develop regional approaches and strategies.

However, to ensure the success of this regionalisation process, it is important to **support these dynamics over the long term**, as it takes time and considerable resources to build lasting alliances, given the major constraints (e.g., isolation from the regional network, high transport costs, lack of time and language barriers) that are difficult for the territories to

overcome. It is necessary to dovetail the scale of spatial intervention with the time frame. In the short term, the aim must be to launch localised field actions that deliver convincing results. The idea is to prompt the undertaking of public policy actions at the territorial scale in the medium term and regional actions in the medium and long term.

Even so, this mechanism can only function if and when project capital is exploited and **and project outcomes are disseminated so as to support outreach and replication**. This success factor requires dedicated human and material resources to develop and implement a communication and dissemination strategy, as well as a gradual capital-building strategy involving all parties. The essential skills to be mobilised cover project benefit-sharing, communication and technical environmental knowledge.

One effective driver is **support for private initiatives, associations and NGOs**. Such organisations are often able to rally their members, which need to pool their financial, technical and ideological resources. By supporting them and other active networks, these initiatives help develop a regional dynamic and, where advantageous, help promote regional cooperation.



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4.5.3. General recommendations for strengthening OCT regional cooperation within the framework of the regional EDF

Two types of recommendations can be made in the light of the INTEGRE experience with regional cooperation for integrated land-sea management. First, there are those relating to organisation and methodology, intended to strengthen strategies and networks, and structure the actions. Second, thematic recommendations can be made to consolidate regional technical discussions supporting the development of integrated management on the ground.

Organisation and methodology recommendations

It is strongly recommended that **elected officials** or their representative **be involved in the steering committees** with due authority to make political and strategic decisions in committee meetings. Regional cooperation can only develop if it has the political support of executive authorities. It is crucial that elected representatives be responsible for steering regional cooperation to ensure administrative services actually implement their regional sectoral strategy and allocate the necessary human resources.

In order to form regional cooperation ties, it is necessary to meet and organise. It would seem essential to **create formal consultative spaces coordinated by the regional organisations to address topics of common interest, produce a common thought process and, eventually, common strategies**. These consultative spaces could serve as places for stakeholders and the heads of the relevant networks to collaborate with elected representatives in consultative work groups. Such spaces would allow members to meet, share information and discuss issues, allowing them to direct their thematic work according to real needs.

The regional integration of OCTs requires a rapprochement with the region's ACP countries. It would be desirable to **develop ways and means of cooperation and discussion with other international organisations and/or with the ACP countries**:



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- extend calls for projects to include multi-lateral cooperation and calls for projects on more global topics enabling stakeholders to submit proposals in response to BEST-type calls for projects
- encourage common one-off actions (events, workshops and symposia)
- identify the OCT contacts within organisations (preferably bilingual)
- develop measures by the EU delegation in Fiji to encourage ACP countries to cooperate with OCTs.

For a project to launch strong momentum in favour of regional cooperation, it is necessary to build the operational capabilities of the team in charge of its development. It is therefore recommended that a **regional strategic and operational task force** be created as part of each project with such aims. It could be implemented by a few defining actions:

- either allocate a regional cooperation manager to the project team to coordinate, manage and unite the parties involved, or, if the project is organised by sector, see that each person is in charge of coordinating the regional cooperation process in his/ her sector and coordinates with the others

- have project technical coordinators placed in the SPC/SPREP divisions to coordinate regional cooperation on specific topics

- provide the human resources needed for learning and communication/dissemination.

Finally, several **recommendations of a methodological and technical nature** may be made in the light of INTEGRE's achievements:

- continue ensuring coverage of the regional territory, using network leaders to drive and maintain cooperative work

- retain flexibility of project implementation, leaving room for manoeuvre so that initiatives emerging during the project can be incorporated

- continue holding regional thematic workshops

- continue organising multilateral and bilateral discussions inspired by the "call-for-projects" method: launch more comprehensive calls for projects on topics for which the territories have not yet identified concrete projects (e.g., calls for projects of the simplified BEST type, enabling innovative stakeholders and projects to emerge)

- continue to see that regional cooperation efforts focus on stakeholder training

- in the project budget, include the high cost of regional cooperation in the Pacific Islands region, especially due to transport and accommodation expenses (e.g., a workshop with interpretation for 50 people costs €100,000, on average).

Thematic recommendations

Several topics have already generated a strong dynamic within INTEGRE, especially waste management and organic farming, which have been organised along regional lines.

The following flagship topics are to be addressed in a cross-sectoral manner, because they inform each other in an integrated management approach, and are to be encouraged at the regional level to consolidate the ICZM regional approach:

- management of catchment areas

- development of organic farming

- water management

- coastal management, especially combatting coastal erosion and coastal artificialisation

- waste management (on land and at sea)

- conservation of land and sea biodiversity, notably including the fight against invasive species

- participative and cross-sectoral governance and approaches.





CONCLUSION

The INTEGRÉ Project has undeniably provided impetus for ICZM development in OCTs and for regional cooperation on environmental problems and sustainable local development. This dynamic needs to be continued through the public policies in each territory as well as large-scale sectoral and inter-sectoral cooperation projects.

Based on several major lessons from the INTEGRÉ project, it is possible to envisage the consolidation of this dynamic.

The first finding is that the “INTEGRÉ Method” – an attempt to bank on innovative social engineering - works. The strategy sought to nurture ownership of the ICZM approach by local stakeholders, especially by means of the local territory approach. The latter adapted concepts pragmatically at the local level and mobilised stakeholders using unfamiliar participative processes. This yielded excellent results, bringing empowerment, collective dynamics and awareness to many people.

Nonetheless, several key points still need monitoring. The INTEGRÉ approach remains highly dependent on process coordination capabilities and the time spent supporting the local stakeholders on the ground through all stages in the process, i.e., when making joint assessments, defining and ranking issues and actions to be implemented, and then implementing the actions. Another point often raised pertains to the need to simplify administrative procedures when implementing actions in the field. Lastly, the methods for embedding and ensuring institutional ownership in OCTs need to be strengthened so that the public departments concerned take complete ownership of the projects proposed by local stakeholders and act as real partners in supporting the projects by adopting a cross-departmental approach.

The **second finding** is that **integrated land-sea management actions**, an approach adapted from the ICZM concept, **led to encouraging results in the various OCTs**. While it is still very difficult to measure the real environmental impact of actions taken, due to the lack of initial scientific data, the number of actions and the resources deployed suggest

that there was a real impact on stakeholders' practices and capabilities for maintaining the integrated land-sea management processes.

Several flagship projects demonstrate the cross-sectoral interaction between the public departments involved and the consolidation of innovative vertical systems of governance. This improved partnerships between local authorities and associations as well as between territorial authorities, representing a pertinent methodology base adapted to the OCTs' situations and needs.

These projects fully play their role of “pilot site”, and their “replicability” is ensured by strengthening the capabilities of all the local stakeholders involved and the tools available (e.g., maps, technical data sheets, studies, and a range of reference documents). These tools will only be useful if they are actually used, and having them promoted by the SPC and the territories' public departments is key to capitalising on the INTEGRÉ Project. While these documents are not universal guides, they form a documentary base for capitalising on the actions, which may provide technical reference information and serve as a source of inspiration for future projects. Additionally, the innovative systems of governance that were introduced locally were also based on new organisational models for participative public action bearing on local development topics for which the devolution of public policies could lead to the decentralisation of a certain number of tasks. In particular, the local committees established to plan and carry out the INTEGRÉ project provide a very interesting basis of work that should be embedded and consolidated through ongoing coordination by the public department officers best suited to the task.

On this point, considerable vigilance is still required. **The lack of project take-up by elected officials and at the highest levels of the executive** is a major shortcoming which, in its current state, prevents the transposition of all of this field experience – a potential source of positive innovation and dynamics – into “country strategies” for integrated land-sea management in each territory. The discrepancy between the institutional and technical

levels creates a barrier that the INTEGRE project was unable sufficiently to overcome. The question is whether the methodology choices were the right ones. The choice had been to demonstrate the interest of the “project approach” for integrated land-sea management and to propose “processes” rather than plans and legal texts. The initial hypothesis, based on extensive worldwide experience over the past 20 years, was that ICZM cannot be decreed from on high, but must be built up gradually through a long process of change management, to bring about shifts in representations and practices. Even so, INTEGRE showed that without supervision and minimal political involvement accompanied by framework texts, public departments encounter structural difficulties in committing fully to these processes. Therefore, the question is whether the method chosen for a project of this scope should not have been simultaneously supported by a regulatory text to encourage or frame the main ICZM principles.

The third finding is that regional cooperation cannot be decreed from on high either. Even if INTEGRE is a project developed out of the regional funding budget of the OCTs, it is clear that the project struggled to mobilise the elected officials and territories behind the advantages of cooperation. This finding is not new; many studies conducted by OCTA (Association of the Overseas Countries and Territories), AFD (French Development Agency) and CESE (Economic, Social and Environmental Council) have addressed the weakness of regionalism in the region. The territories’ limited involvement in developing regional integration with ACP countries is fairly logical, given the current status of project organisation and

fundings. The team made extensive efforts to create and drive the conditions needed to generate initiatives to develop lasting regional partnerships and can be proud of its results. Several networks are now firmly embedded and OCT stakeholders interact and work together, an outcome largely facilitated by the work on developing the 11th regional OCT programme. Having said this, developing the ICZM approach in the Pacific region would require a more ambitious regional cooperation project encompassing more widely both OCTs and ACP countries.

Finally, the INTEGRE Project introduced a method and field actions that can only be viewed from a long-term perspective and across larger areas. INTEGRE was the first stage in a cycle of projects spanning at least one generation, and which remains to be built and perfected without losing any of the achievements of the INTEGRE project. The challenge now rests in the hands of the regional organisations and territories themselves. The populations and local stakeholders have shown that they are ready to move forward by building on what has already been achieved. Ready, willing and able, they are waiting their chance to convert even the slightest show of support into relevant concrete actions, conducted in the general interest for the benefit of the population at large.



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ACRONYMS

ACP: African, Caribbean and Pacific Group of States

CANC: New Caledonia Chamber of Agriculture

CBD: United Nations Convention on Biological Diversity

CROP: Council of Regional Organisations of the Pacific

EDF: European Development Fund

EU: European Union

ICRI – International Coral Reef Initiative

ICZM: Integrated Coastal Zone Management

INTEGRE: INitiative des TERRitoires pour la Gestion Régionale de l'Environnement (territorial initiatives for regional environmental management)

LMMA: Locally Managed Marine Areas

MDG: Millennium Development Goals

OCTs: Overseas Countries and Territories

OT: Ordonnateur Territorial (Territorial Authorising Officer)

PIDF: Pacific Islands Development Forum

PIP: Pacific Invasives Partnership

POET-Com: Pacific Organic and Ethical Trade Community,

SPC: Pacific Community

SPREP: Secretariat of the Pacific Regional Environment Programme

UNDP: United Nations Development Programme

UNFCCC: United Nations Framework Convention on Climate Change



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