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HAUT-BEARN MIXED ASSOCIATION

QUANTITATIVE, QUALITATIVE, PATRIMONIAL ASSESSMENT OF THE FIRST LONG-TERM CONTRACTS OF PROGRAMME 1994-1999



OF “THE CHARTER OF SUSTAINABLE DEVELOPMENT OF
BEARNAISE VALLEYS AND BEAR PROTECTION”

SUMMARY

SEPTEMBER 2000-SEPTEMBER 2001

PREAMBLE

In a difficult context, between the State being obliged to protect the last French bears and the lowland people decided to fight for the economic and demographic survivals of their valleys (cf the preamble of the Charter), a patrimonial audit was carried out in 1991.

This audit contributed to “set up a new management method by contract, allowing the bear protection (...) together with the sustainable development of the Béarnaise valleys simultaneously” (cf the preamble of the charter).

The concerned actors have since that time changed from the **real life** of a complex and multiactor **problem** to the **complex management** of sustainable development of Béarnaise valleys and bear protection. To this end, they have chosen **a management in common patrimony** of the quality of sustainable development of the Béarnaise valleys and bear protection.

In accordance with the foundations of the Charter, the Haut-Béarn Mixed Association (SMHB), decision-making authority of Haut-Béarn Patrimonial Authority (IPHB), **financed an external assessment**, carried out in 2000-2001.

This assessment is composed of three parts :

- Part 1 : quantitative assessment
- Part 2 : qualitative assessment
- Part 3 : patrimonial assessment

Each assessment is the subject of a detailed report. Parts 1 and 2 are about the period of application of the long-term contracts of programme of the charter : 1994-1999. Part 3 collects the actors' assessment on the whole process of handling the sustainable development of Béarnaise valleys and bear protection until 2001 in common patrimony.

This summary goes over the different assessments again, that grow richer one another, so as to cover all the elements necessary to achieve the global assessment of IPHB action.

Warning : *All the texts of the document in italics and in inverted commas correspond to quotations of people met within the scope of the patrimonial assessment.*

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IDENTIFICATION OF THE SITUATION

THE TERRITORY

1.1. Many actions have been carried out

1.1.1 - As regards agriculture

In its dimension “accelerating the pastoral effort for the development of summer pastures” with the achievement of :

- pastoral tracks and opening up of summer pastures : 5 tracks, 1 extension of track, 3 renovations and 2 studies
- renovations of huts : 32 huts and 1 pastoral centre (Socque)
- compliance with standards : 31 compliances with standards of cheese workshops and milking areas to which we should add 36 water conveyances and about thirty harnessing repairs.
- etc.

In its dimension “ensuring the security of herds and shepherds on the summer pastures” with the setting up of systems of adapted fences (11 installations, 8 combining safety park and frightening lights and 3 fitted out with frightening away lights), with ASCA study and with the financial contribution to the actions of monitoring brown bear population.

In its dimension “reinforcing the pastoral activity on the Béarnaise mountain area” with the setting up of a Grouped Operation of Land Development (OGAF), coming itself in three main lines, among which :

- “management of the summer pastures with a dairy and cheese calling” : **44 aid contracts** to maintain milking in summer pasture period.
- “struggle against wasteland” : 15 contracts in total (6 for burnbeating and 9 for clearing), 11 of them directly concern IPHB actors and nearly **1,100 hectares**.
- “measures for herd guarding on summer pastures” : **47 contracts for 6,429 hectares**.

Table : total amounts involved in the agricultural section

	TOTAL AMOUNT
Accelerating the pastoral effort for the development of summer pastures	24,967,776 F
Ensuring the security of herds and shepherds on the summer pastures	2,073,102 F
Agri-Environnemental Local Operation (OLAE)	8,086,904 F
TOTAL	35,127,782 F

1.1.2 - As regards forestry :

Carrying out of **2 studies** entitled “Technical and economic inventory of the public forests belonging to IPHB” and “Study of adaptation of the forest management for bear protection” by the Forest National Office (ONF).

According to the information provided by the ONF, the data over the 95-99 period are as follows : **average volumes / year : 24,310 m³** and **average amount of sales / year : 4,486,000 F**. Over the previous period (85-94) the results were **22,480m³** and **3,145,000 F** respectively. Those results are obtained, although according to the IPHB, 24 plots of land planned for firewood sharing or sale of wood were not exploited waiting for the cable, and 19 through lack of service tracks.

Only one operating process by air was implemented on the Hournères canton.

40 municipal decrees were taken over the 1994-1999 period. They were **accompanied** by the elaboration of a document “regulation toolkit”, means of signalling put at one’s disposal, of the publication of a regulation atlas and an advertising leaflet for the general public : “In the country

of men and bears”. Over the period 97-99, we notice a noticeable decrease on the number of vehicles committing an offence at the track terminals (FIEP - WWF Observatory).

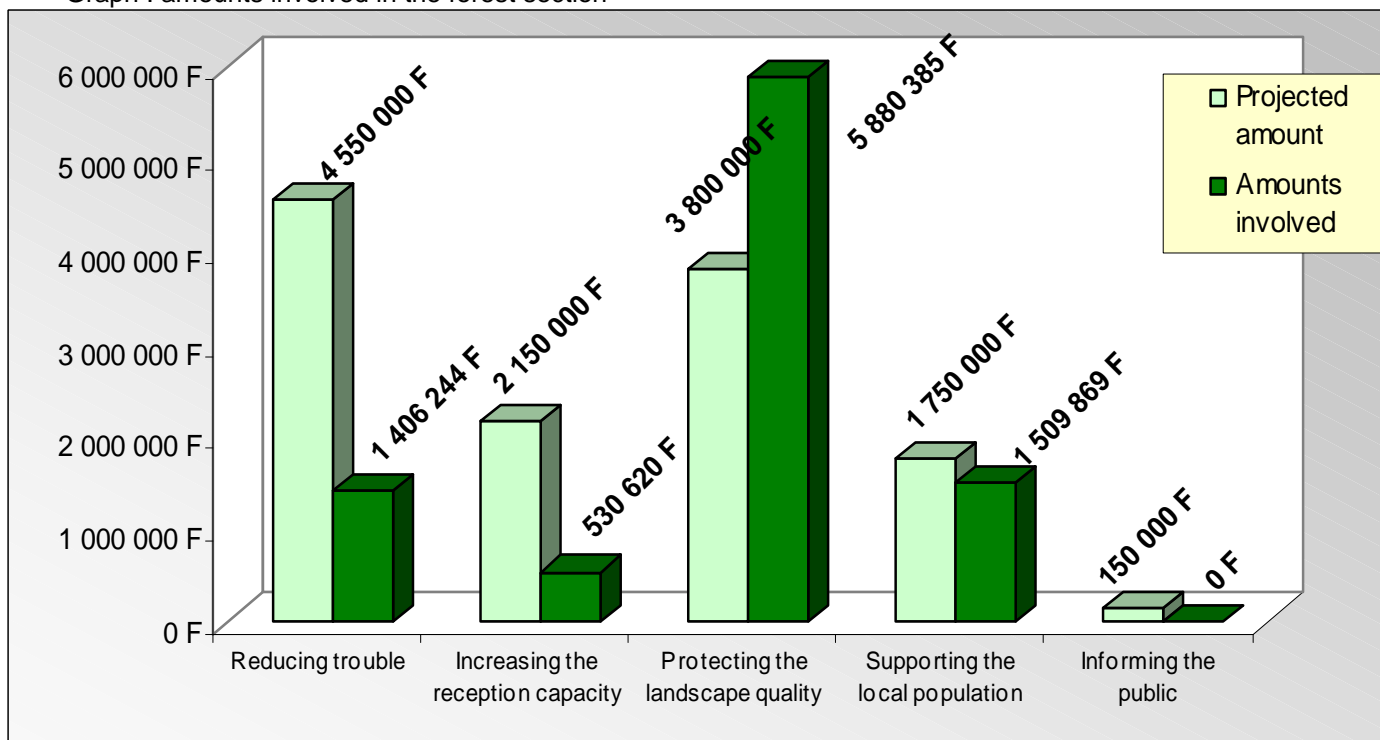
Works focussing on the opening of forest tracks, paths (mini-shovel or pick) together with the improvement of service tracks (roadbed, aprons, etc.) were planned, then supervised on IPHB territory.

Fire preventive measures were taken in 1995 on the district community of Accous canton.

A dozen of indemnities were made for postponing the cutting down, most of them applied to postponements that occurred before the implementation of the Charter.

In total, over **9,326,000 F** have been involved in different actions linked with the charter forest contract.

Graph : amounts involved in the forest section



1.1.3 - As regards hunting

In 1994, the Cynegetic Interest Group was founded and recruited 1 technician. It sets up three types of reserves :

- the reserves of societies : 2,100 ha, of which 72,9% are on IPHB territory
- the hunting and wildlife reserves : 5,600 ha, of which 4,440 ha are on IPHB territory
- alternate reserves with battues banned at certain times : 5,400 ha entirely located on IPHB territory.

Many actions are taken as regards different species : izard, capercaille, boar, partridge, roe deer, etc. The effects of these actions seem to be :

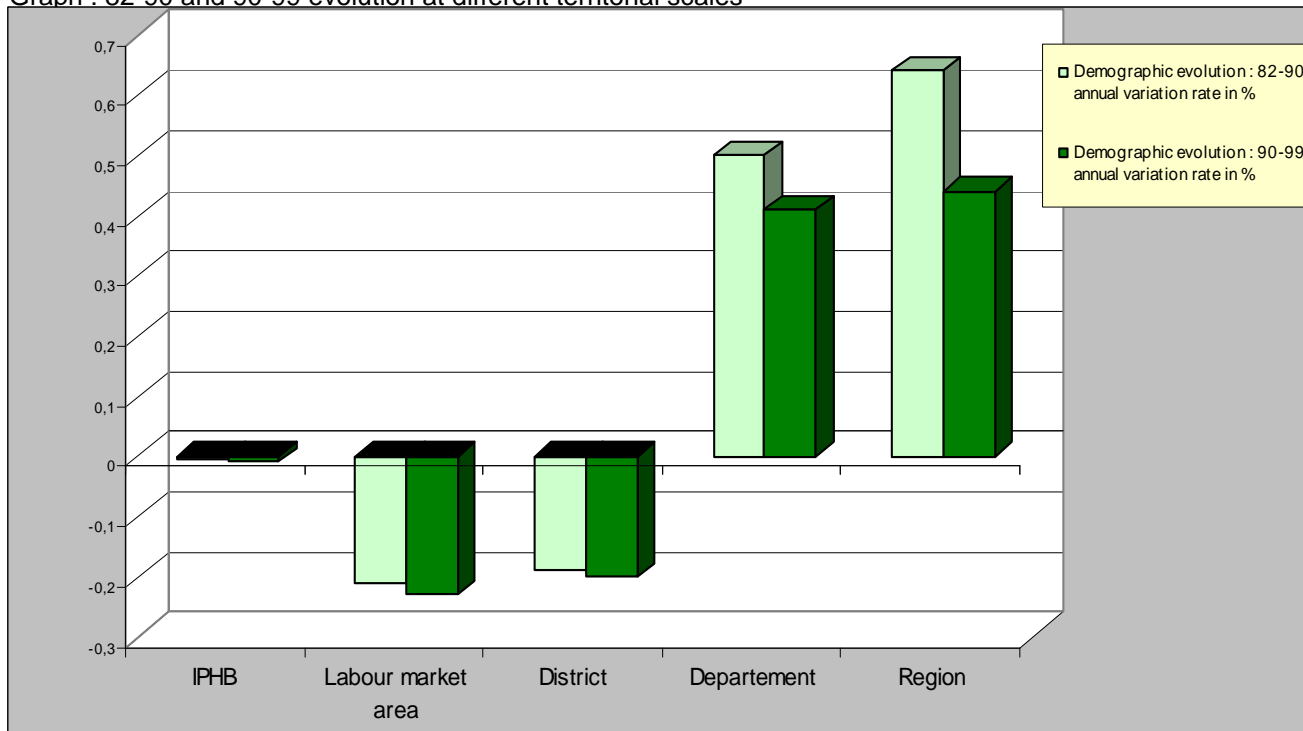
- **an increasing number of izards** with a geographical extension of the presence zone,
- **an increasing number of boars**. Initiatives for a limitation of damage on crops have been taken in parallel.
- **initiatives on other species** : restriction of the hunting season, or even ban on hunting, setting up of a taking note-book, etc. without being able to assess the impact of those initiatives.

1.2. For the actors the territory has improved on the whole.

Although the different territory activities did not come from the same point, every field made progress, unexpected progress in the eyes of a lot of people. Apart from some people to whom we shall go back at the end of this part, the great majority of people met reckon that, globally, this evolution has been positive for the territory.

This revival, particularly felt by the lowland people (officials and socio-professionals) expresses itself in different ways, in particular about demographic criteria, Haut-Béarn valleys not having suffered a loss of population foreseen by INSEE in 1990. The demographic situation of the whole IPHB has been practically stable (in fact slightly negative) since 1982 whereas this whole is inserted into territories (labour market area and district) that for their part experience an evolution that continues to be negative unlike the one of the great public authorities (departement and region) into which they are incorporated.

Graph : 82-90 and 90-99 evolution at different territorial scales



1.3. People have regained confidence in the future of their territory.

1.3.1 - The elected representatives feel in a better position to take on their responsibilities.

The elected representatives, thanks to the IPHB, have found a tool to consult one another about their territory and to take a greater responsibility for its future in accordance with their office.

1.3.2 - In the valleys, a lot of people think again that “where there’s a will there’s a way”.

“People have recovered their confidence, they know they can manage themselves”.

“Before people didn’t say anything, now they know everything is possible”.

1.4. A more complete and more detailed view of the territory

The local actors have together built a more global view of the territory. *“The bear’s merit : he made us work between valleys”*. They say better know the territory, the activities that are practised there, the men. *“The more we make progress, the more we refine the problems. Before, we didn’t know the problems... Then, to view the future...”*.

For the national actors, a certain representation of the valleys has disappeared. *“Some thought this territory was in agricultural wasteland, that it was de facto empty, and that we could do whatever we wanted with it... with that urban perspective to consider that we had a virgin territory. It was a wrong analysis of the mountain reality”*. On the other hand, the problems are also better known. So, for this actor : *“ the bear revealed the difficulties of mountain agriculture”*.

THE BEAR

2.1. Facts and actions concerning the bear

Accidental death of a she-bear during a battue in 1994; the death was announced in 1997.

Birth of a bear cub in 1995, followed by **a second one in 1998** (and **at least a third one in 2000**, “outside the contract period”). The first birth was the subject of :

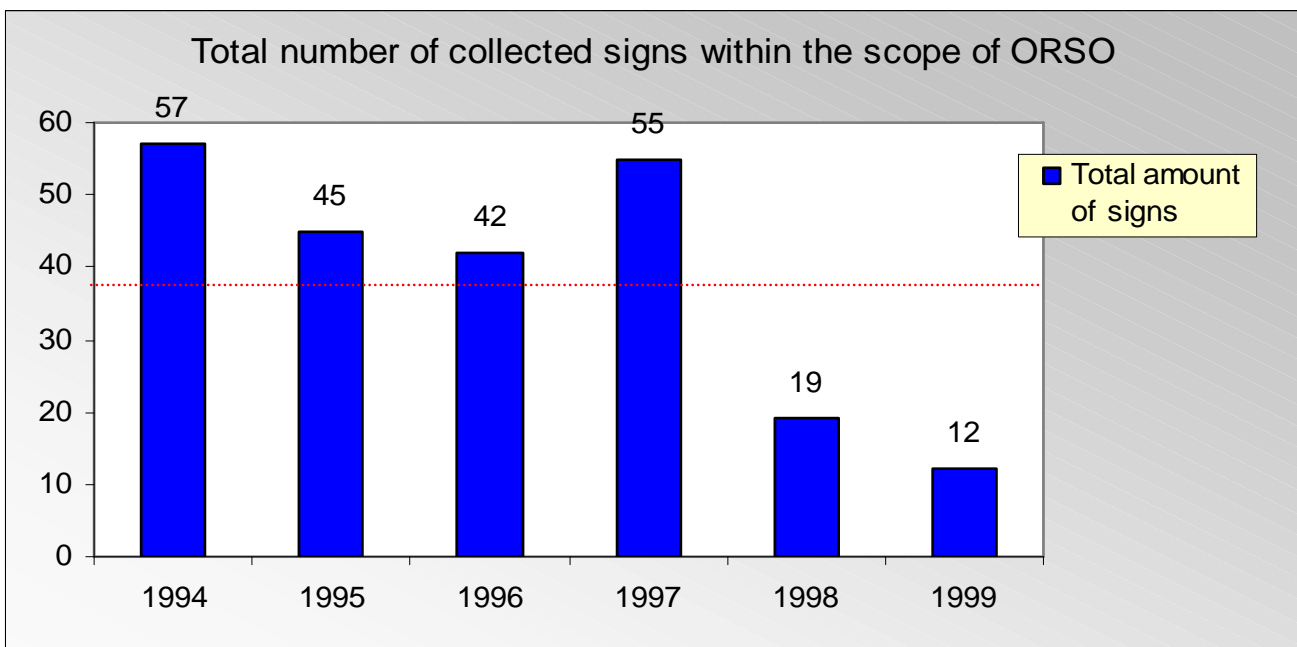
- a publicity campaign via the spreading of the photo of the bear cub.
- the organization of a competition for Haut-Béarn schoolchildren, with the aim to choose a name.

The plantation of starchy fruit and seed trees, within the scope of a trophic improvement of the bear habitat, on 6 common lands : Laruns, Cette-Eygun, Urdos, Accous, Issaux and Arette. The affects of those actions have been the plantation of : 1,416 chestnut trees, 1,160 oak trees, 500 pine trees, 400 Scots pines, 300 beech trees, 200 wild cherry trees, 147 apple trees, 60 pear trees, 40 medlar trees, 10 plum trees and 5 cherry trees.

The achievement of **three operations to bring complementary natural food** in 1995, 1996 and 1998 respectively.

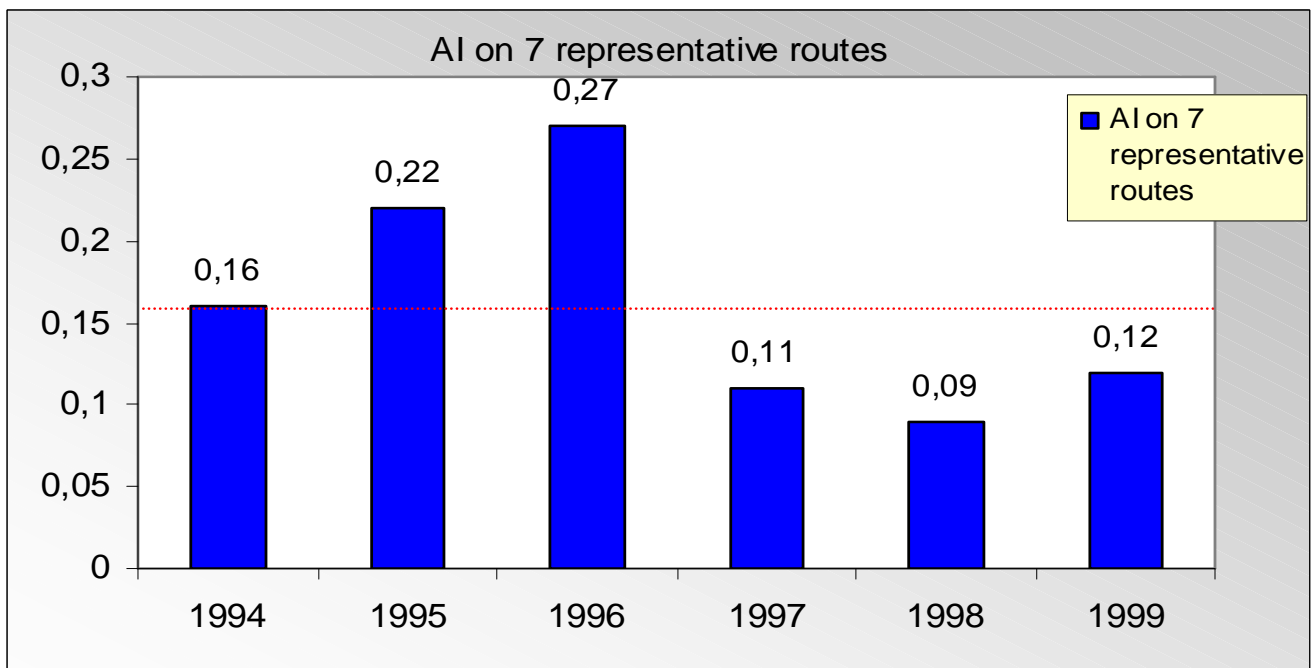
The contribution to the annual implementation of various monitoring actions, carried out within the scope of the bear network, with the participation of : ONC, ONF, PNP, naturalists, FIEP, GIC and the integration of IPHB team during the last year of the Charter. We can notice, more especially :

- the regular gathering of signs in the course of ORSO (Operation of Bear Simultaneous Research). This work showing a noticeable decrease in the number of collected signs for the years 98 and 99.



..... average number of collected signs over 6 years = 38

- the arranging of the abundance index (number of signs collected on 1,6 kilometre of representative route) which has also been downwards since 1997.



..... average Abundance Index over 6 years = 0.16

- the carrying out of genetic tests until 1998.

The elaboration of a **reinforcement file in 1997-1998.**

2.2. The bear : a more mitigated assessment.

2.2.1 - Established facts that indicate a positive evolution.

Three births at least, the impact of human activities on the bear is conceived in terms of management, a better scientific knowledge.

2.2.2 - Established facts that indicate a negative evolution.

The death of she-bear Claude in 1994, the “ratio sex” remains poor, the genetic tests are not carried out any more, the number of tracks decreases...

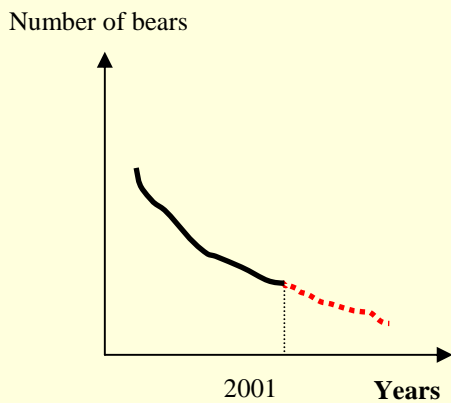
2.2.3 - Two different points of view on vitality of the bear population :

❶ A technical / scientific analysis, shared by some lowland people, by State representatives locally and unanimously shared at the national level : the present population of bears has, at best stayed steady, it has probably grown weaker.

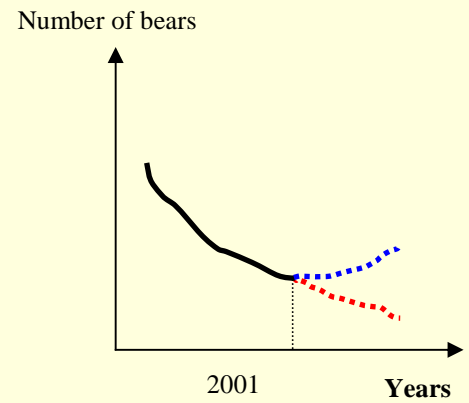
❷ A pragmatic widely shared in Haut-Béarn : “Man is bound to the bear as the bear is bound to man “. If we schematize, as the man is “returning” in the valleys, the bear is maybe returning too. For these actors, there is room for doubt.

These two analyses lead to different conclusions :

- about the number of individuals living in the charter zone,
- about vitality of the bear population.



Technical and scientific assessment



For many lowland people, there is still a doubt.

The curves have not been made from scientific data. **They simply aim at illustrating the fact that every group of actors does not see the trends in the same way.**

2.3. An enriched view of the bear

2.3.1 - Six years after, the bear is still accepted.

“We have made bear return in our patrimony a success. The great majority has appropriated him. He is part of ourselves. This is a widely held idea”.

2.3.2 - More than that, the bear has been taken into care.

*“The bear is no longer the bear to pursue, that brings bad luck; From now on, we can work **for** him”.*

2.3.3 - An enriched view of the bear.

At a national level, there is a better perception of the bear interactions with the man, with the different territory activities. *“The IPHB does us a service in making reality more complex. It is less simple than what we thought”.*

At a local level, the work carried out at IPHB has enabled “to embody” this ,until then, very mysterious reality that the bear is. In particular, the actors reckon that at IPHB, there is a good level of information from all the actors, a good knowledge of the situation, *“there are few places where so intelligent things have been said about the bear”.*

THE RELATIONS BETWEEN ACTORS

3.1. A real mobilization

During the 6 years for the implementation of the Charter, **the Mixed Association met 46 times, the Council of Patrimonial Management 43 times.** The forest and agricultural committees met 36 and 31 times respectively. The Monitoring and Audit, SIG and Pastoral Security committees held about twenty meetings each.

Counting **33 members initially**, the Patrimonial Management Council rose to 37 members in 1998 then to **39 in 1999.** The CGP (Patrimonial Management Councils) gathered, except in 1997, more people than official members. This can be related to a complex reality combining small taking part or absence (almost systematic) of the hunters and punctual over-representation of some other actors according to the agenda of meetings.

The participation of the bear network to monitoring operations was translated into over **7 years-man** work (that is to say the equivalent of a man working full-time during 7 years), among which : 3.3 years / man for ONC, 1.6 years / man for PNP, 0.7 years / man for ONF, 0.54 years /man for the Naturalists, 0.48 years/ man for FIEP (ONC source).

FDC-GIC took part through : 4 “grouse” days from 1994 to 1997, 40 “marten and grouse” days in 1998, 40 “marten and grouse” and 15 bear monitoring days in 1999 devoted to bear monitoring and wildlife.

As for IPHB, it carried out : days about bear route within the scope of its action from 1994 to 1998, 6 bear monitoring days in 1999 to which we should add the ORSO accompanying days.

3.2. 1994-1998 : a situation of conflict calmed down

3.2.1 - There is no more war.

The actors went from a situation where they felt “in a war situation”, where some were receiving death threats, where there were numerous appeals before the courts, to a situation where they meet round a table, listen to one another, talk to one another.

3.2.2 - People meet to discuss territory, bear, get to know better one another among lowland people and with the State, learn how to work together.

For local players, the territory and the bear have become the opportunity to meet and be together in a new way. They have also been the opportunity for territory players to work in a consistent way with the State representatives.

3.3. Since 98 : the relations have again been deteriorating

In spite of everything, **since 1998, tensions have been reappearing**, especially crystallizing between the lowland people and the different State departments about the bear management and the setting up of Natura 2000, but also between lowland people about the bear, the role and running of IPHB.

We shall analyze the complex causes of the recurrence of these tensions in the Diagnosis part.

3.4. For the great majority of actors, the overall result is at present still positive.

“There is a common culture among people who have been attending meetings for 5-6 years. We should pay attention to this because it cuts one another off from their foundations.”

Conclusion of this first part : for most actors, the work carried out confirms or proves that the man and the bear can continue to live together in these valleys.

The actors divide themselves into three categories :

- Those who underline the progress achieved,
- Those who acknowledge the progress achieved, including towards the bear, but progress they consider insufficient for survival of the bear population.
- Few actors who consider that bear and man are not compatible and that there is inevitably a loser.

NEW QUESTIONS CONCERNING THE FUTURE OF THE EMERGING TERRITORY

The actions carried out together with the enrichment of the territory and bear view have probably urged the signatories of the Charter to be even more demanding today.

4.1. Apart from their punctual problems, the actors are induced to consider the problems they encounter more globally.

- The natural richness of the three valleys causes the economic players constraints.
- The future of pastoral economy remains very uncertain.
- The Haut-Béarn forest is an environment in a state of crisis.
- Some impacts of the fauna management by the hunters are criticized (number of boars for example).
- The bear population remains extremely fragile.

4.2. Consequently, many actors wonder about the territory future or/and their activity.

- How to check the lack of men and the population ageing in the valleys ?
- What the national policy as regards bear management ? On the scale of the Pyrenean massif ?
- On the scale of "IPHB experience", that is to say in the Haut-Béarn bear zone.
- What pastoral economy would people like to implement in Haut-Béarn ?
- What tourist project would people like to implement ? On what scale ?

4.3. These questions about the territory future are asked in a climate of poorer confidence.

Natura 2000 has thus become a source of very sharp tensions between the actors, mainly between lowland people and public sector employees.

The reinforcement failure exacerbates the tensions between the partners.

4.4. Our interpretation, the problem of problems : how to place actions carried out "individually" in more comprehensive plans ?

New questions have come from the actors' meeting.

The answer to these questions would demand the development of lateral actions outside the strict sphere of bear management. And yet, IPHB is neither prepared or equipped or appointed to lead lateral actions in other spheres than the bear one.

Consequently, the emergence of these lateral questions destabilize the actors.

DIAGNOSIS ON COMMITTED ACTION

ASSESSMENT OF THE ACHIEVEMENTS

1.1. The achievements faced with the predictions (cf. quantitative assessment and qualitative assessment)

1.1.1 - As regards agriculture

Achievements below the predictions :

Tracks. The achievements are, from a quantitative point of view, below half the initial objectives (45 %). Furthermore, the achievements as regards studies are clearly below the predictions. The results are still incomplete on the identification and feasibility of tracks in the face of justified needs and different conceivable solutions to meet them. The opening up of dairy areas still constitutes a priority for the stockbreeders, who do not rule out that this opening up can result from alternative solutions to the track (mini-tracks and mini-tractors, pastoral cable, ...).

Compliance with cheese workshops and milking zones. The underachievement of the objective come from the change of priority linked to the evolution of statutory pressure. The effect of this is, in particular, that from 1998 the priority demand has been the compliance with water quality, cheese marketing being dependent on it. The delay in the field of compliance with standards can be mainly explained by the underestimation of implementation time constraints and their compulsory nature.

Radiotelephones. The underachievement of the quantitative objective can apparently be explained by an overestimation of the needs since IPHB does not receive any demand of equipment.

Achievements equal or superior to predictions : support parks, fences, water conveyance.

Renovation of huts. It has significantly contributed to the improvement of the shepherds' living conditions. The administrative procedures have increased during the period of the application of the Charter (planning permission, site commission, ...). Real difficulties have appeared in the contractors' mobilization (few companies available, noticeable raising of costs, overspend on estimate, etc.). The action has, nevertheless, gone beyond the initial objective and indicates the commitments of districts.

Cohabitation bear/agriculture. Over 4,000,000 F have been raised through the main line "ENSURING SECURITY OF HERDS AND SHEPHERDS ON SUMMER PASTURES", and OLAE main line III. This main line, entitled "Measures for herd guarding on summer pastures" dealing with the specific problems of guarding, is unanimously accepted as a success and one answer to the problem of security of herds, shepherds as well as the improvement of their living conditions. **The stoppage of this measure in 1999, without the implementation of an extension or an alternative solution (overlapping) constitutes a real problem.** This measure, directly linked to the bear presence, must be extended quickly. It will have to be able to adapt the changes of situation, in particular in the event of a notable reinforcement of the current bear population.

1.1.2 - As regards forestry

Study “Technical and economic inventory of of public forests of districts belonging to IPHB” constitutes an invaluable element of monitoring-assessment and management to the IPHB actors. Nevertheless, according to ONF itself, this study does not constitute a “Service tracks plan”. This study therefore has only a partial relation with the objective announced in the main line “reducing trouble” of the forestry section.

SIG. It is operational and the study of adaptation of forest management for the bear protection is achieved. Beyond this acknowledgement, it is a pity that we do not have indicators enabling to assess how operational these investments are. Nevertheless, the SIG has contributed, in providing food for thought to the forest committee, to the organization of forestry lumbering and thus to trouble management.

Limited promotion of forest exploitation by air. In the eyes of the projected amounts, the information supplied in the different ONF documents and examination of the situation of parcels intended for sale or firewood sharing over the 1994-1999 period, **the level of achievement of this action remains very poor.** The actors have an idea that the cable development meets and would meet a double objective : diminishing of trouble on the one hand, and possibility to work on the other hand. **The additional cost attached to this technique constitutes a real constraint.**

Trophic improvement of the habitat. The financial mobilization rate of the action is satisfactory since it reaches 75% whereas the action started only in 1997. Nevertheless, it would be desirable that the results of this action should be examined in the eyes of indicators defined beforehand or pertinent objectives clearly identified (Number of parcels, surface area, location, area of regular or occasional presence of bear, etc.). The current offer is considered sufficient in absolute terms but its spatial distribution and quality would penalize the bear population. This action should be considered in connection with the integrated management of the fauna and a possible competition between the bear and other species (boars, etc.). It could possibly be the promotion medium for a double-aimed forestry (wild cherry trees, ...) aiming at private smallholders and districts.

Achievements of regulated access. In the eyes of SMHB initial decision, the action seems totally achieved. An indicator of the type : “Number of tracks to regulate” would constitute an interesting reference point for the pertinence and real impact of this action. It is surprising that this action does not come within the main line 1 of the forest part entitled “diminishing trouble”. FIEP and WWF have taken the initiative of a research institute implementation of regulations. This research institute carries out monitoring of respect of regulations and state of signs (presence, damage, etc.). The 1997 and 1998 assessments have been presented to the Patrimonial Management Council (CGP). The main difficulties of this action are at the level of : carrying out of controls and enforcement of insufficient sanctions by the agents in charge of a police role together with the appearance of usual dispute between professional and tourist vocation for some tracks. This question raises again the problem of carrying out a global plan of service tracks within IPHB area.

Creation of service tracks and improvement of existing service tracks. The allocated total amounts are much bigger than those indicated in the Charter. IPHB has not at its disposal documents allowing to establish a clear relationship between the total amounts of works, list of

works (ONF mail of June 1999) and decisions of the mixed association. Moreover, we are not able to tell if these works alone explain production and revenue results, bigger than predictions, during the 1995-1999 period. Nevertheless, the improvement of existing services apparently allowed lorries for collecting undressed timber to get closer to the working areas, to reduce the number of frequencies of skidding tractors and thus to contribute to the increase of district receipts.

Actions for protecting the forest. IPHB has not got data enabling to illustrate the DFCI actions on its territory exhaustively. Recent ONF cartographic documents (diagram of departmental service tracks) report very significant forest accretions (several stakes : agricultural wasteland, fauna habitat, forestry). These actions are coherent (synergy) with the actions carried out within the scope of main line II of Agricultural and Environmental Local Operation (Struggle against wasteland : clearing and burnbeating). Some actions of clearing edges of forest, besides their importance for protection against fires have contributed to trophic improvement of the habitat.

Postponement of cutting down and support to forestry timbering with specific clauses. These actions have raised almost **6 times** the amount of funds initially foreseen. These amounts have enabled to wipe off a situation of conflict prior to the setting up of the Institution and Charter signature. In fact, the work carried out within the forest committee and IPHB has enabled to establish a dialogue and break deadlock in all the things that would have led to a postponement of cutting down. Today, the latter is taken as a last resort. For the plots of land with constraints on dates, the forestry developers have to immobilize funds during the sales by auction whereas often the exploitation, strictly speaking, can start only one or two years later.

In the whole forestry contract, the titles of measures and operations lack clarity. In most cases, neither a precise quantitative objective or indicators of assessment are defined.

The actions relating to forest tracks and access regulation have raised almost 61% of amounts involved in the section without being easily able to put these achievements in perspective of well-defined objectives.

All the other actions of forestry contract only reach up 21%. **We can notice the very low percentage in comparison with predictions concerning : promotion and implementation of forestry timbering techniques adapted to the bear zone, and development and modernization measures of local forestry firms, conditions of defensible running of commercial forest in the bear zone.**

We can also notice : the limited application of the 2/3 principle, of which appropriateness to the Pyrenean context seems partial, lack of real management by massif and coordination of hunting and forest activity regulations.

1.1.3 - As regards Cynegetics

Although a IPHB partner, GIC Mountain has taken its actions on its own.

The quantification of GIC MOUNTAIN within IPHB area is difficult to establish from the documents available because its intervention territory is wider than IPHB territory and because GIC deals with problems that do not directly concern IPHB (cf. stag).

A partnership with ONC, ONF and PNP has served as a structure for reintroducing izards, essentially on IPHB territory. Although the set objective has not been reached for the number of animals released, the impact of this operation seems real on the demographic evolution of the izard population.

Over the 97-99 period, the species mentioned in the Charter weren't systematically subjected to an annual point in the stage report of GIC Mountain (cf. boar, roe deer).

1.1.4 - As regards bear contract

“Knowledge formulation and statement of brown bear population” study. This study was the matter of an amicable agreement about the first section of the study planned initially. This section dealing with “bear population inventory” is part of the patrimonial action and has been ratified by IPHB. The prevailing feeling is that this study has really contributed, in its ratified part, to an available knowledge formulation even if some people assess it was not necessary. Most actors reckon that “Bear population inventory section from *ASCA study has above all enabled to answer a social request and establish an inventory shared by everybody*” (break in comparison with the past, information shared).

“Bear monitoring in their movements and setting up of a technical team (...) : in the ONC annual reports, devoted to monitoring of Pyrenean brown bear population, 11 operations of different kind are evoked. The information in the present form do not enable to precisely identify the part of activity which is “natural” concern of ONC and bear network on the one hand and the part of activity which is bound to IPHB financial contribution on the other hand. *The annual assessments of bear network were part of the patrimonial action until 1998.* The disruption in carrying out genetic tests and sending results to IPHB together with the problem of amateur photos not being taken into account and damage of ONC photographic equipment are the main problems bound to this action. We can remember that : *genetic tests are a necessary but not sufficient tool for bear population monitoring*, **the lack of genetic tests contributes to a mistrust feeling and a dynamic break noticed unanimously from the beginning of the year 1999.** Nobody is now in a position to tell exactly the number of bears alive.

“Organizing to bring complementary natural food”: this action is in essence an action bound to the section of protection and possible increasing of Pyrenean brown bear population. Divergent points of view arise concerning the location of feeding areas and the possible setting up cereal farming (as it is the practice elsewhere). These questions of artificial feeding have been above all carried out to limit the risks of bear cubs' death.

“Bear cub patrimonial action” : the action taken at the time of the first birth in 1995. This action has not been renewed after the second birth in 1998. The unanimous view is that this action contributed to bear appropriation by the whole population of the valleys. The operation was not renewed at the time of the following birth that took place in 1998 through lack of genetic tests allowing to establish sex and filiation of the bear cub. The action achieved coming after the

“accidental death” of a she-bear at the end of 1994 and birth of a bear cub in 1995 most probably participated in the intensification of dynamics that began within IPHB.

Mule-driving, developed on an experimental basis, was set up from 1998, then renewed in 1999, year in the course of which 9 summer pastures were concerned. Shepherds contribute to its financing up to 10%. For some shepherds, mule-driving constitutes a “plus” which enabled to solve difficulties bound to a long stay in summer pastures with a large herd. The shepherds’ representatives, present within IPHB, fear that the development of this service be a pretext in order that plans for opening up summer pastures through tracks be refused. The development of this service is part of a logic of sustainable development, creation of an activity being taken into account.

Helicopter transport : the implementation mastery of this service is provided by the Pyrenean National Park (PNP). The list of the eligible party is settled every year by a flying group in which are represented : IPHB, PNP, Departmental Ovine Centre and FIEP. We can notice a downward trend in the number of frequencies carried out on IPHB area during the last two years. This could partly be explained by the increase in capacity of the helicopter used to carry out this work (going from 400 to 800 then 1,200 kg of live load).

Assessment and indemnification of bear damage : 106 attacks were compensated over the 1994-1999 period for an amount equivalent to a quarter of the amount provided for within the scope of the charter. This action was not the subject of particular comments from the present people. Nevertheless, 2 problems have to be pointed out : the quick intervention of vultures that was reported as the growing limit to compensation of bear damage and existence of predation bound to stray dogs.

Helicopter transport of injured cattle : service set up in 98. In 2 years’ time, 6 winching up operations have been achieved. This operation was not the subject of any comment during working parties. This service is the expression that IPHB takes care of cattle breeders’ requests facing hemmed-in position of summer pastures. It is an additional service, facilitating working conditions on summer pastures and contributing to maintain a mountain pastoral economy, whose cost is limited.

in the absence of a precise description of specific measures of this programme (mule-driving, helicopter transport, etc.), it is not possible to assess effectiveness of actions carried out outside a qualitative approach.

If the preservation of Pyrenean bear founder is a fact at the end of Charter, we cannot for all that conclude that all the conditions for this preservation are gathered and guaranteed. For lack of indicators, nothing allows to assert that the first stage (*preservation of a local brown bear founder in natural living conditions and finalizing management rules of an experimental population*) has been cleared, even if most actions undertaken are in accordance with the strategies chosen.

1.2. The achieved actions that were not initially planned

Among the actions taken, some of them were not planned within the scope of the different long-term programme contracts :

- source safety area, harnessing repair,
- realization of mini-tracks and study for the Er cable,
- demonstration of mini-tractors and quads,
- elaboration of a reinforcement file,
- mule-driving,
- winching up of injured cattle into a helicopter,
- the patrimonial SIG.

Those actions testify to the Institution capacity, through its different authorities, to take up new problems and provide adapted solutions to them, either proposed by one of the members or emerging from a collective reflection.

1.3. The planned actions that were not achieved

They basically belong to the forestry part and/or are the expression of a cross-disciplinary approach requiring, in particular, a partnership work with hunters. It is about :

- the elaboration of a forest service tracks plan.
- the integrated management of the habitat for which no objective was specified.
- the landscaped redevelopment; this dimension was taken into account in the assessment scale of projects of tracks included in the agricultural part but no specific action was undertaken. No precise objective was specified either.
- mountain woodcutters' training : acknowledged to be necessary by all the people met. No need was specified beforehand and no training action was undertaken.
- the measures of development and modernization of commercial forest units.

This concentration of actions that have not been led on either cross-disciplinary actions of space/hunting management or actions for improving commercial forest conditions is an illustration : of the growth sociocultural context in which the forestry part was implemented (local officials' forest culture little asserted and frail and little structured channel) together with weak coordination of IPHB and GIC Mountain action.

PERTINENCE AND COHERENCE ANALYSIS

Definitions :

- . **Pertinence** : study of the link between the actions implemented and territorial stakes.
- . **Internal coherence** : study of the relations between actions (synergy level) of a same main line, part, programme.

2.1. Agricultural contract

The **pertinence of the actions** is assessed as **good for all the actions**, except for the actions “knowledge formulating”, “monitoring of brown bear population” and OLAE main line II (Struggle against wasteland . **For these 3 actions the pertinence is assessed as average** inasmuch as their reach greatly exceeds the only limits of agriculture.

The internal coherence of the actions of the agricultural part **is good**. All these actions have actually contributed to the notable improvement of living, working and security conditions in summer pastures.

2.2. Forestry contract

Of the four main lines of the forestry part, the pertinence of two lines : “Reducing trouble” and “Increasing the reception capacity” **is assessed as “partial”** inasmuch as the underlying objectives have a wider import than the only management of the forestry activity impacts. The incorporation of these 2 main lines into the only forestry part may contribute to maintain an image rather negative of forest activities.

2.3. Bear contract

Knowledge formulation and statement of bear population : this action has contributed to the patrimonial action of the “bear” problem after several years of tension between actors. On this account, this action, on the basis of the work carried out within the scope of the charter, is pertinent as regards the objective of bear security towards the man.

Bear monitoring in their movement and setting up of a technical team ... : the **pertinence** of this action in relation to the objective of bear security towards the man **is only partial** (lack of genetic tests and their results over the last two years). Having reached the end of the charter, we do not have a patrimonial statement of bear population, quantitatively speaking (number of individuals) and qualitatively speaking (number of males or females).

Setting up of a system of adopted fences, OLAE main line III and assessment of damage : these actions have **a strong pertinence** both as regards the objective of man security towards the bear and that of bear security towards the man. Living together with the bear presupposes acceptance of an occasional minimal predation, tolerable only within the scope of an efficient compensation system.

Reinforcement file : although it does not appear among the actions examined by the three working parties, allusions to it have many times been made by the different actors present in the groups. This action, on which actors agreed until 1998 and that wasn't achieved, would have been highly pertinent within the scope of the strategy on the socioeconomic plane of bear security towards the man.

Hunting : two facts, of opposite consequences, are reminded :

- The accidental death of a she-bear, during a battue, in November 1994, a few months after the setting up of IPHB.
- The transfer of a battue area following the identification of the presence of a she-bear followed by its young in 1995, within the scope of a dialogue between IPHB and the hunters.

As regards the strategy of bear habitat (quietness, food quality,...) the hunters' minor participation in the various bodies of the institution has not enabled to make their actions coherent with initiatives and achievements made in the scope of the other long-term contracts. Therefore, and as regards the quality of bear habitat, the margin of progression remains important, in particular as regards the integrated management of wildlife habitats (possible competition with other species) and bear trouble management with hunting activities.

Neutralization of specimens with an aberrant behaviour : the Ministry of Environment has annually renewed the draft agreement for the catching of bears with an aberrant behaviour within IPHB area. This measure, not implemented during the period of charter application, is pertinent as regards the strategy "as far as the bear population is concerned" and also the man/bear and bear/man security.

ANALYSIS BY THE ACTORS OF THE IPHB FUNCTIONING (94-98 AND AFTER 98).

3.1. The 1980-1990 period : Genesis of the projects in Haut-Béarn and of IPHB.

In order to put IPHB creation in its context, the actors very often expressed the way they imagined the setting up of IPHB. In this part, we will deal with the broad lines of this creation.

3.1.1 - Beginning of the '80s : organization of bear channel.

A "bear channel" is organized at the national and local level by the State and associations of nature conservation; it provides information on the Pyrenean bear, recommendations, technical solutions to improve the solution.

3.1.2 - The State sets up a technical and administrative channel.

The Bear network is set up by the Hunting National Office. It provides information on the Pyrenean bear for central administration and technical groups that are setting up.

The Bear local technical group is completed by a Bear national technical group.

3.1.3 - The associations for nature conservation check off the problems of the system and put forward alternative solutions.

The associations for nature conservation have taken an active part in the setting up of the "bear channel". The main target of their criticisms was the State; some associations have pointed out the inconsistency between a development policy advocated by the administration and a State showing its intention to protect the bear. These associations wanted that the State clearly faced up to its responsibilities as regards the protection of the Pyrenean bear.

In places, associations for nature conservation propose and try to put into practice alternative solutions for a better cohabitation of human activities with the bear.

3.1.4 - The tourist, pastoral and cynegetic channels work out projects in order to contribute to the development of their activity and their territory.

Over that period, the elected members try to find economic development ways for their valleys. National and regional development is shown through plans of road infrastructures and tourist plans.

In these valleys, the pastoral economy seemed moribund in the late 1970s, but in the late 1980s the shepherd job enjoyed renewed favour. The European context became favourable (grass subsidy, possibility to draw concurrently milk and meat subsidies). The shepherds define their needs with the ovine centre, carrying out a "territory diagnosis".

For their part, the hunters, confronted with the izard disappearance and lack of cynegetic management on the National Park territory, meet in order to set up a "hunting plan" for all the valleys.

3.2. 1990-1994 : the “bear crisis” : a violent conflict solved by a contract : the charter and the creation of IPHB.

3.2.1- The State plan for the bear protection is felt by the lowland people as a negation of their existence.

3.2.2 - Faced with the rise of tensions, the local actors create the Inter-Valley Committee (CIV)

3.2.3 - An open crisis breaks with Lalonde reserves.

3.2.4 - The end of crisis : the creation of Haut-Béarn Patrimonial Institution (IPHB).

The CIV financed Henry Ollagnon a patrimonial audit in 1991-1992. Five key ideas emerge :

- Nobody among the people met wish the bear’s death.
- Everybody agrees on a population between 70 and 90 bears on the whole Pyrenean massif.
- Everybody wants a bear in the mountain that lives in a free and self-reproductible way.
- The bear future depends, crosswise, on public and private suitability : there is no solution in one or the other exclusively.
- To be patrimony of the French, the bear must be patrimony of Béarnaise people.

Henry Ollagnon proposes the creation of Haut-Béarn Patrimonial Institution to implement the Charter, which is accepted and signed by the Ministry of Environment, elected members of the different territorial authorities, shepherds’ and hunters’ representatives. The IPHB is created.

3.3. 1994-1998 : implementation of the different IPHB actors’ plans and creation of the actors’ commitment conditions. A wide patrimonial action

3.3.1 - Our analysis

The actions placed in the first contracts are classical actions when all is said and done, in terms of territory development as in term of great wildlife management. Yet, these actions have managed to be undertaken from the IPHB creation whereas before 1994 they were at a standstill : **it constitutes a fundamental change.**

For the present actors at IPHB, that was made possible thanks to the management form “in common patrimony”. It is not always understood by actors far from IPHB. *“In Haut-Béarn, people say : those are problems raised by bears”, people look for solutions. In particular, the compliance with standards. In Central Pyrenees, lowland people say “Take the bears away” and the State says “this is the money for compliance with standards” : it is not an answer to the question ! This difference is essential, because it is a difference of process”.*

3.3.2 - A successful commitment construction

For many auditees that lived that 1994-1998 period, IPHB did not carry out these actions, it allowed to carry out in favouring the meeting and negotiation of actors who were confronting one another until then.

3.3.3 - The development of confidence between the actors

The most spectacular IPHB result, according to most auditees, is that during this period it created a climate of trust, calmed dispute to make progress on long-term programmes. In particular, **the possibilities of meetings offered by IPHB played an essential role in the end of the conflict concerning the bear** and the improvement of relations between “families” (shepherds, protectors of nature, elected members, foresters, public services).

3.3.4 - In conclusion : “before 1998, people did not always agree, but they were on the same wavelength...”

The meetings of Patrimonial Management Committee (and sometimes Mixed Association) were long, exhausting, remarks were sharp (“*it’s very hard, even if, basically, it’s natural*”)., but everybody remembers that we were finding time to listen to the other and everybody was growing richer in the others’ views. When they left the meeting, IPHB members were having a feeling that progress was made, they had built something together.

The actors have confidence again with the first success and the sphere of the possible is broadening.

Between 1994 and 1998, the cross-disciplinary nature of the actions linked with the bear survival enables to experiment an open and unitarian management method on the territory.

Within IPHB, we go from two magement methods in confrontation, one autarchic and unitarian, the other open and divided, to the experimentation of a management method open and unitarian. This new management method relies both on territory unity emphasized by transppropriate and free nature of the bear, together with universalist dimension of networks (scientific, technical, administrative reproducible elements) and opening up on the world, other territories. Indeed, on these complex topics, technical actions, financial means are not sufficient to undertake all the qualities at stake.

Then, everything becomes possible. “We have done more than we thought to be able to do”.

Even the reinforcement, unthinkable in 1990-1994, becomes possible. Everybody agrees on the number of bears in Béarn, and **all the present actors at IPHB set up a “Pact of Objectives”** at the beginning of 1997 and on the initiative of the Mixed Association elected members; this “Pact” includes the achievements of tracks, facilities in term of pastoral reassuring, necessary forest actions and a request for increasing bear population. A IPHB delegation is going to Croatia/Slovenia/Austria to open their mind to other territories and better understand interactions between their activities and their bears.

Everybody, at his level, takes the cross-disciplinary nature of actions bound to the bear into account. IPHB does not substitute itself to the actors in a collective step of representation.

3.4. 1998-1999-2001 : a new crisis. A patrimonial action “at minima”

3.4.1 - Important changes in the context where IPHB evolves.

The reinforcement launched in 1996, definitely laid aside at the beginning of 1999, is a failure. For those who lived IPHB story from the inside, the reinforcement failure was a brutal brake on the boost initiated within the first years of the charter. For IPHB, it has been the first real failure since its creation.

In 1998, a certain number of IPHB founders changed. Practically, all the departement senior officials left.

Apparently, the experience acquired by those men over the 1994-1998 period, in particular within the State, was not built up. Memory is partly lost on the State abilities to act in partnership with other actors within CGP.

Slovene bears have been reintroduced in Haute-Garonne. For some national actors, bear reintroduction in Central Pyrennes is a success from a biological point of view and shows that we can proceed differently than in Béarn.

For many other actors, at the national level as at the local level, this reintroduction is a failure that fully proves the step undertaken in Haut-Béarn.

Furthermore, this reintroduction infers with Béarnaise bear management and confuses IPHB action.

The most urgent actions have been achieved. IPHB has achieved the most urgent actions and also, according to some people, the ones which were the most consensual. It is from now on confronted with more complex problems and thus more difficult to master.

3.4.2 - The complex and difficult position of the State.

According to certain actors, including civil servants, the crisis was brewing between the State and IPHB for a series of reasons :

- IPHB birth certificate means “the State renunciation of its ability to direct and regulate, after a 30-year conflict”; it contained the seeds of a conflict : the supporters of a strong central State regret that the State has given up its responsibilities; the local actors, for their part, criticize the State, sometimes very sharply, for trying to cut down their prerogatives.
- IPHB existence has made the traditional roles of elected members as well as of State services evolve in the way of a decentralization and as exhaustive consultation whereas they were not prepared for it. For example, in this decentralized context, decision-making channels relating to bear management still seems too centralized, too complicated and too cumbersome for local actors, local civil servants as well as elected members.
- Some functioning ways within CGP can make them feel ill at ease :
 - Everybody can express himself within CGP but the civil servant has a duty to preserve secrecy.
 - The State is brought to speak for several people because several services are represented within CGP.
- This civil servant is under contradictory pressure. For example, spending a lot of time at IPHB in spite of budget reductions.
- **At the national level, the pressure of the European Commission in order that France honours its commitments in terms of fauna and flora preservation**

**Consequently, the relations with IPHB go in a climate of left unsaid things and tensions between the State employees and local actors :
the latent conflict remains.**

3.4.3 - Consequence : IPHB weakening

Things do not make progress as before. Within CGP, auditees have a feeling that people talk for the sake of talking, and not for making progress.

People arise on actions that have been officially endorsed until then

- Lowland people have a feeling that the facilities, well-accepted at the beginning, are more and more difficult to set up.
- Public services, environmental associations do not understand what they see as an about-turn of lowland people, shepherds in particular in relation to reinforcement. The State services and associations of conservation have a feeling that there is a deterioration of the compensation offered by IPHB : for example, certain managers' decision to deregulate tracks.

Actors' strategies develop the ones against the others and not together for a common objective. The hunters, IPHB founders, do not come any more. The local State tends to attend as few meetings as possible. Shepherds develop a survey competing the Bear Network one and suspect the data of that network. Environmentalists, nature conservation associations become more legalist : as soon as a regulation or a decision is not implemented at IPHB , they denounce it without necessarily have always a closer look at the reasons for delay, or because they suspect the intentions that justify those delays.

In this context, IPHB is tempted to play the actors' representation (collective mode) rather than common mode. According to some people, internal reasons (need to assert one's assessment) and external reasons (easiness for administration to have only one representative) urge IPHB to become the "representative of the 3 valleys" and to substitute itself for grass-roots actors in the representation.

3.4.4 - Actors reassert their commitment to save IPHB from disappearance.

IPHB is a frail structure based on the commitment of actors that constitute it.

In spite of oppositions and strong reservations, IPHB remains strongly supported at the Regional Council, Departmental Council, and by many State actors, at a national level as well as a local level.

For those actors, IPHB has fully played its role by experimenting a new and original local method, calming tensions in Béarnaise valleys and allowing the achievement of significant actions in the fields of environment and sustainable development.

3.5. Our patrimonial analysis of the difficulties of that period.

3.5.1 - 1998-1999-2001 : patrimonial reasons to explain the actors' fallback and return to a management method where people commit themselves less together.

With the management in common patrimony, one of the foundations is that no actor on his own can take responsibility for bear survival, Haut-Béarn sustainable development.

That is what the actors acknowledged when they signed the charter.

Some people may have thought that on certain occasions, this inescapable foundation had been questioned (*reinforcement failure; Natura 2000 directive*)

Moreover, **management in common patrimony is never acquired**, it creates itself through contracts : *the end of long-term programme contracts* may have led the actors into fallback positions, indeed even more drastic with a view to renegotiation to come.

Finally, the actors who have broadened the scope of their analysis assessed more the achievements weighing up the potential quality of the way to go rather than the distance covered : it can lead them *to have doubts about the actions carried out*.

3.5.2 -The patrimonial consequences for IPHB.

Different views for the future are expressed but do not grow richer.

Within CGP, people discuss “outside the charter” and without adapted tools, actions on the possible quality.

Everybody comes back at the other with his own view of the territory future, bear population, which rebounds on the way to conduct different actions that did not pose a problem until then.

Facilitation is not undertaken by every IPHB member any more, it only rests on a few persons.

The actors fall again on a system of representation that produces more claims than projects.

CGP meetings drag on, not to draw closer together, but in order that points of view express themselves without necessarily drawing closer together because it is the only place where everybody can make himself heard. Facilitation only rests on the few IPHB elected members, and IPHB “official” team of facilitation.

IPHB tends to claim for itself or be given the exclusive facilitation for territory sustainable development.

Whereas everybody refocuses on his position, IPHB tends sometimes to urge on facilitation when actors do not want it, partly because they do not always feel co-actors of a management in common. But, as the sustainable development and bear can have to do with everything concerning the territory, IPHB seems to some people as showing its hegemonic intention of taking care of everything.

FUTUROLOGY

THE ACTORS GO FROM A POSTURE WHERE THEY SORT OUT VITAL PROBLEMS TO A POSITION WHERE THEY ANTICIPATE THE FUTURE OF THE TERRITORY AND THE BEAR

1.1. Running the territory and the bear presupposes a cumulative effect of territorial scales.

1.1.1 - As regards the sustainable development of Haut-Béarn :

A structure of management in common like IPHB must live and work in complementarity with collective management structures. The methods of work together have to be defined for two complementary structures, without hierarchical link between them :

- One operating a management in common, the other a collective management (the country in the process of being formed),
- The first working on a territory included in the working territory of the second.

1.1.2 - As regards bear protection :

Haut-Béarn territory is both a coherent territory ...

“At least in these valleys they are lucky enough that their bears stay more or less at the same place, which is not the case of the Slovene bears ...”

...And a territory too small for bear management and protection.

If most auditees have always thought the bear management had to be envisaged on the Pyrenean Massif scale (as it is also written in the Charter), this dimension has become more and more present, in particular with the passing events linked to the movements of the bear in Central Pyrenees.

1.1.3 -The IPHB area : a distinctive territory to arouse the different actors' commitment.

If there is no territorial scale for the action in common, the territory of the charter, including 20 districts, constitutes according to many auditees, an appropriate scale for actors' commitment and management in common “of the sustainable development of Béarnaise valleys and bear protection”.

1.2 A management to organize in the short, medium and long term.

The first 94-99 contracts corresponded to a necessity : dealing with urgent problems in order to be able to contemplate the future. Today, for the next contracts, it is a question of anticipating future stakes in order to act better in the present.

THE EVOLUTION SCENARIOS

2.1. The underlying scenario : a worry for the future.

2.1.1 - A continuation of the “urgent” actions undertaken during the previous contracts.

In the short term, progress will continue to be made, as it was the case during the last long-term contracts.

2.1.2 - The questions about the territory future remain unanswered

For the actors attached to the bear “*probability that the bear soon disappear is a little lower but we seem to be heading towards a probable extinction in the medium term*”. And then, “*how can Béarnaise bears live together with other bears ... ?*”.

Just as for the territory development, some people declare themselves worried... This questioning, this anxiety attest questions that have no answer in the underlying future imagined by the actors.

2.1.3 - IPHB organizes the cohabitation of bear and man in Haut-Béarn trying to smooth out the constraints

The trend is to make IPHB commonplace. **It allows a somewhat forced marriage, between economic and ecological views** of territory development and bear protection. **Its action is not exciting and IPHB brings little hope for the future.**

2.1.4 - Our analysis : the actors hesitate and get less involved in IPHB.

In the end, apart from a few actors, most people met hope that IPHB and the management method “in common patrimony” associated with it endures.

Nevertheless, some actors, destabilized by an uncertain future and a new and demanding management method, have difficulty knowing what they really want for themselves, for the territory and for the bear.

A sort of “vicious” circle is setting up. The actors, present at IPHB committing themselves less, do not allow it to carry out all the services they would like it fulfils. The institution was then criticized for its cost, its inefficiency, which leads other sectors to commit themselves less in the management in common, etc.

2.2. The negative scenario : The retreat, the headlong pursuit.

2.2.1 - A mountain depopulation and a disappearance of the Béarnaise bear

For most people met “*I don't believe in the negative scenario*”. As we have already seen in the Identification part, according to the audited actors, the situation has improved globally, and the most urgent things have been done. Finally, for a lot of actors, the worst thing would have been that they did not do anything of what has been done since 1994.

2.2.2 - IPHB disappearance

Nobody else is more legitimate or efficient to take charge of the bear :

The IPHB disappearance corresponds to the return to an individual and collective management of local patrimony, without an established place of negotiation.

This IPHB disappearance, that remains probable for a great number of people met, is considered disastrous :

- For the most “activists” of this institution because it would be the end of an experience essential to them.
- For some more reserved, because as one of them says : “*you don’t change horses in midstream*”.

2.2.3 - IPHB overdevelopment, in the name of openness

For other actors, the risk in relation to IPHB disappearance would be that this organization, under cover of a management in common, be introduced into all the fields, become indispensable not by the services it does, but in asserting itself.

Finally, “acting together” would no longer be a means to manage reality like bear or Haut-Béarn quality but an end in itself that would not tolerate any infringement.

2.2.4 - Our analysis : new patrimonial crises are possible if the action in common isn’t accurately accompanied.

We notice that if the meeting between actors is not organized, facilitated (IPHB disappearance) and if topics of meetings (limits of the action in common) are not broached very carefully, new violent patrimonial crises remain possible on the territory. The scenario corresponds to a retreat as regards patrimonial action.

2.3. The positive scenario : restoring public confidence to work in common.

2.3.1 - Getting more bears in Haut-Béarn

Finally, a great many actors think that if there were more bears in Haut-Béarn, it would be positive for the bears themselves of course, but also for the territory, the relations between men; they admit that it would dispel much tension that is on the IPHB present actors.

The number of twelve to fifteen bears in the three valleys quoted in the ASCA report has not been contested as an objective, even if the strategy to get more bears is still debated.

2.3.2 - The bear in good health, an indicator of the good health of the territory

There is a quality bear population because there is a quality pastoral economy, a quality forestry, etc. And vice versa.

2.3.3 - IPHB goes on, it is acknowledged as innovative, the actors commit themselves again wholeheartedly

A lot of auditees imagine a positive scenario in the continuation and development of IPHB, because today most actors are convinced that taking charge of the bear and sustainable development goes through local actors' implication. This implication involves the deepening of IPHB ability to facilitate the action of the numerous actors concerned.

Therefore, this local undertaking, shared with actors outside the territory (State, Europe in particular) has to be developed, studied, refined and enriched.

In this scenario, IPHB initial ambition is again strongly put forward, giving IPHB all its pertinence as a tool. Its experimental nature has been accepted and its limits specified, the consequences of a commitment in this type of institution are known and accepted according to clauses negotiated with each group of actors.

2.3.4 - Our analysis : IPHB must be able to win its members'trust.

The people interviewed, in the positive scenario, present IPHB as a place where everybody can talk of the future in a reassured way, that is to say :

- without making themselves vulnerable (in particular in their identity, political position),
- without accentuating the oppositions between actors,
- without giving rise to conflicts between them.

ACTIONS

PROPOSALS OF ACTIONS

This part is composed of the synthesis of the proposals of actions stemming from different approaches : quantitative, qualitative and patrimonial. It is the result of proposals of actions made by the actors and recommendations from the consultant team.

1.1. For the actors : the IPHB heart, the bear management.

1.1.1 - The continuation of actions

In the pastoral security field

IPHB must be able to meet new possible demand for adapted fence systems. A technological development maintenance and the right to experiment seem necessary from that point of view.

The OLAE main line III : “measures for herd guarding on summer pastures” must be subjected to a renewal too.

In the field of accompanying measures for pastoral economy

The capacity maintenance for innovating and experimenting in particular :

- Mule-driving completes the range of accompanying measures and answers some problems of the hemmed-in position of summer pastures. Although this action gives shepherds’ representatives cause for worry, it is part of a real procedure of sustainable development, of which conditions of perpetuation and economic pertinence still have to be defined. On this account, it could be continued.
- Assessments and indemnification of bear damage : this measure, directly bound to the bear presence, must of course be maintained. It is one of the guarantees for man and bear cohabitation in the Béarnaise mountains.

We can also quote the pastoral cable, mini-tractors, labour incentive (legal conventions adapted to the mountain ...), etc.

1.1.2 - Having some reliable information at one’s disposal.

Priority, today, seems to be the resumption of genetic tests. This element seems essential to the boosting of a dynamic comparable to the one during the 1994-1998 period and a reflection to the means (among which the reinforcement) to reach the objective of an initial “patrimonial” population of 12-15 bears.

1.1.3 - Solutions to the problems of track regulations.

The decisions of regulations taken bind the actors for the contract term, that is to say 5 years. An arbitration procedure (for example at IPHB) is provided for and immediately in motion in case of conflict of that type to find a satisfactory solution for parties.

1.1.4 - The reinforcement dilemma : a mixture of answers.

A patrimonial assessment of the bear number.

In order to get out of this freeze, we suggest IPHB places its action on a patrimonial assessment of the bear number, strategic figure, fruit of scientific and pragmatic expertise.

A balance of answers according to the “patrimonial number” of bears, in particular she-bears and the development trend recorded (decline or revival).

It could be, for example, a matter of writing a procedure that would define the actions to take according to two criteria :

- . The number of she-bears
- . The development trends (the direction of the curve)

1.1.5 - A reduction of procedure for the bear patrimonial action.

IPHB suffers from a difficulty in explaining its work and convincing of its usefulness different actors, notably :

- . Haut-Béarn populations to which its action deserves to be developed,
- Professional structures not present at IPHB,
- Structures that send their representative to IPHB but must be later convinced of the validity of the decisions taken.

Public awareness actions to the actors of “second and third circles” will have to be developed.

1.2. Proposals for the IPHB for a sustainable development policy in Haut-Béarn;

1.2.1 - Continuing to reinforce channels still frail.

Agriculture in the equipment field, continuation of :

- compliance with standards (cheese workshops, harnessing),
- renovation of huts,
- improvement of facilities (milking areas, parks, ...),
- opening up of summer pastures, a factor that remains determining in a strategy to maintain a pastoral activity in a mountain area. The initial concept of opening up summer pastures through the opening of tracks has evolved and arranges things so that alternative solutions are taken into account (mini tracks, cable, ...).

Forestry

Considering the stakes, state of channel (decreasing number of firms, difficulty in takeover (transfer, etc.), and assessment established, the forest part must be redefined. Today, the priority in this field, lies in the implementation of fundamental thoughts about the future of the forest area and the carrying-out of a global study, in particular broaching the following questions :

- Which functions for the forest : production and/or protection and/or contribution to biodiversity ?
- What geographical distribution for these different functions ?
- What compensatory measures for the districts that would not possibly have any more forest income ?
- What forest area upkeep ? Etc.

From the answers to those questions will depend the answers to bring for supporting the local forest channel.

1.2.2 - Helping to define and undertake cross-disciplinary themes.

Two types of cross-disciplinary themes can be distinguished :

- Those requiring an inter-channel cooperation for technical and mutually beneficial choices.
- Those concerning territory global qualities and requiring a “complex and multiactors” responsibility.

Facilitate projects requiring a cooperation between channels.

Until now the cross-disciplinary themes that IPHB dealt with concerned above all the relations of the bear with the different activities of the territory. Today, some actors quote other possible themes, without having necessarily the bear as the integrating element, for example actions between tourism and agriculture : development of renovated huts for tourist accommodation outside the summer pasture period, etc.

Thus, supporting mountain pastoral economy in a bear zone would find another economic development of the conditions to maintain man/bear -- bear/man balance. An initiative of “Pe Descarous” type is an illustration of this research.

In the forestry part, some actions have a wider vocation that is not a matter for this section like :

- the elaboration of a plan of fitted service tracks : because it concerns all IPHB area users, not only foresters but also stockbreeders, hunters, anglers or tourists,
- the achievement of regulated access in its dimension : setting up a regulation and monitoring its application.

Actions like trophic improvement and integrated management of the habitat are also a matter for the forestry part but it seems difficult that they can be led efficiently without a coordination with actions carried out by hunters.

The IPHB, catalysing and facilitating management in common patrimony : enabling to do but not doing.

Because of the process of patrimonial action / new patrimonial action in progress, the actors concerned by Haut-Béarn have widened the sphere of what they would like to undertake in common patrimony. This goes beyond the bear, even if the latter remains an important, inescapable element of this territory. We can quote for example :

- Water quality. It contributes to the cheese quality (sanitary, gustative quality ...), fishing quality (quantity and quality for trouts, salmons, ...), tourist quality (possibility to have a swim, ...), environmental quality, ...
- Landscape quality.
- Biodiversity quality in general.
- Etc.

The actors met would like IPHB can bring its know-how, its ability to make actors meet, to mobilize them in these fields provided it is at the express request of the legitimate people in these fields ! It is however not a matter of including all these themes directly in the next charter, but exporting, if asked, one's know-how to other actors.

1.3. Proposals for the IPHB SMOOTH RUNNING.

1.3.1 - Continuing to structure the common management.

Strengthening the actors' commitment conditions;

- ➔ Improving the leading of meetings.
- ➔ Facilitating the actors' implication.

Respecting / reinforcing the identity of the other.

- ➔ Explaining the scientific step of bear network.
- ➔ A charter of values.
- ➔ etc.

1.3.2 - A facilitating and more effective team in the field of arbitration and participative management

- ➔ Adapted training programme (negotiation; leading; quality management).

1.4. The State must endeavour to create the successful conditions of this project.

1.4.1 - A coherent project on a Pyrenean Massif scale.

Many requests become clear in order that the State takes the initiative in arranging a meeting with the different actors of Pyrenean Massif (elected members - in particular, the Pyrenean Community of Work, IPHB -, public services, shepherds, hunters, foresters, environmentalists ...), including Spanish officials, to define the broad lines of a coherent bear management policy, and its interactions with human activities on the massif.

1.4.2 - Decentralizing bear management.

- ➔ Delegating bear management more widely to local services (genetic tests ...).
- ➔ The delegation compensation : assessment and controlling.

1.4.3 - Refining one's operating rules.

The State, particularly in order to improve its contribution to the common work undertaken at IPHB, must be unitarian in preparing the decision, committing itself in relation to the charter and then implementing the decision, even if it remains plural in the debate (some actors quote Water Inter Service Missions as a possible means of development).

1.4.4 - Acknowledging IPHB innovative nature.

- ➔ Having the rights and means to experiment at one's disposal

1.4.5 - The State, financial guarantee at the time of a possible reinforcement.

Without changing the defined legal responsibilities, it is doubtless conceivable to study the possibility for the State to be financially answerable for undertaking possible damage perpetrated by a bear released.

TO CONCLUDE / A GLOBAL PROJECT FOR IPHB

Without questioning the IPHB founding charter, the actors hope to renegotiate the contents of contracts and refine certain aspects of the institution running.

IPHB has an important margin of progress in the eyes of the objectives indicated in the articles 1¹ and 2² of the charter and the article 2³ of the statutes of the mixed association as regards the management of the bear population, objectives it has met only partially although significant progress was made.

IPHB and its partners can also make significant progress in the development of adapted cooperation for the cohesion of their different initiatives.

It is essential that new long-term contracts be established between the different actors.

If IPH takes a stand taking into account those different points and gives a feeling of security to the actors, the latter agree to give it a promising future.

¹ Article 1 : this charter constitutes a contract on the Béarnaise valleys scale, by which those signing undertake, from a common strategy, to lead a certain number of actions working towards the sustainable development of the Béarnaise valleys as well as the protection and, possibly, the reinforcement of the bear population in a second stage.

² Article 2 : the patrimonial management of the bear and its environment is above all the business of concerned authorities. The State, the Region, the Departement commit themselves to bringing their financial backing and technical support to the actions undertaken within the scope of the charter. All the signatories commit themselves to developing adapted cooperation to favour the cohesion of projects.

³ Article 2 : the purpose of the mixed association is to implement the charter of sustainable development of the Béarnaise valleys and bear protection, notably :

- the carrying out of a Béarnaise valleys inventory in all the fields governed by the charter (pastoral economy, forestry, cynegetics, bear).
- the negotiation and signature on behalf of all the partners of programme contracts signed within the scope of the charter.
- the study, monitoring and management of the bear population and all the measures working towards improving the bear security.

To this end, they may have to call on the GIC in charge of wildlife management.

- the management of subsidies and indemnifications relating to the bear.
- the coordination of forest management, working out of the general regulations of pastoral or forest tracks that every mayor concerned will be instructed to apply.

For the fulfilment of actions formalized by contract, the association will either be in charge of the project, or make sure of its realization according to the charter objectives by agreement.