

Towards an Ocean Policy for Integrated Governance of the Caribbean Sea and the Sustainable Development of the Wider Caribbean Region (WCR)


What could it look like and how could it work?

Nicole Parris – Presentation, UN–The Nippon Foundation Fellowship, 2012 – 2013



The Wider Caribbean Region – Source: The Association of Caribbean States (ACS).

What to expect...

- I. Introduction
 - II. Conceptualizing Ocean Governance
 - III. Things as they are – the WCR and its current fragmented Ocean Governance
 - IV. Planning Ahead – towards a more integrated approach to Ocean Governance in the WCR
 - V. A possible future for Ocean Governance in the WCR
 - VI. Last thoughts.
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I. Introduction

- ▶ ***What the paper is all about (scope) :***
 - Developing a regional ocean policy for the WCR that provides an integrated framework for Ocean Governance at the appropriate level with the aim of fostering more informed stewardship and innovative use of its marine resources, within the overarching context sustainable development.

...Introduction cont'd ...

- ▶ ***Main task*** – possible policy parameters and content that would fit with the various commitments made by the coastal States of the WCR to both Ocean Governance and Sustainable Development;
- ▶ ***Methodology*** – primarily desk research and consultations with experts working towards integrated Ocean Governance in the WCR – *Dr. Lucia Fanning, Professor Robin Mahon, Dr. Patrick McConney.*

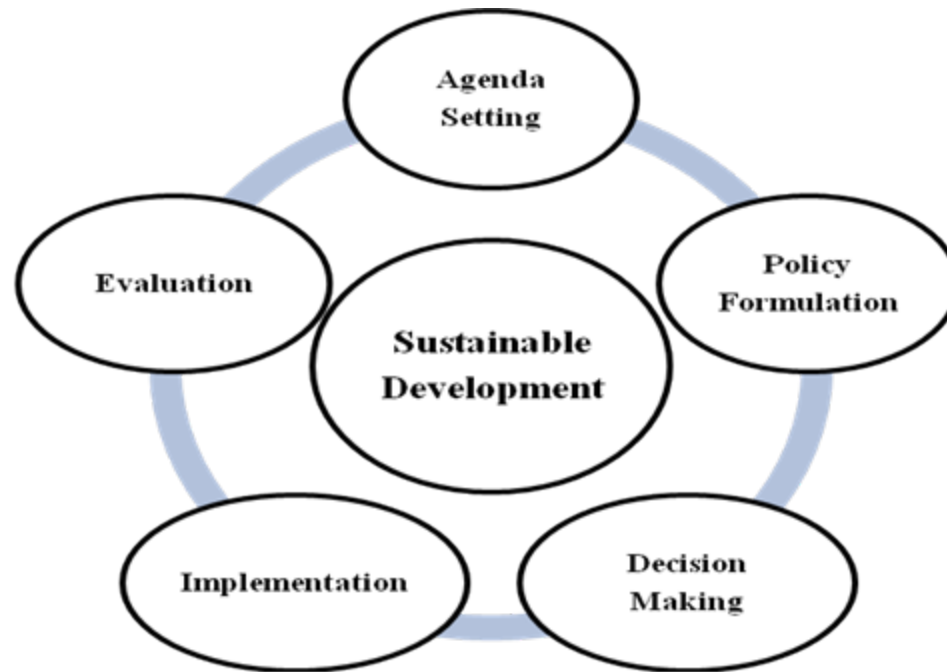
...Introduction cont'd

▶ *Assumptions:*

- Greater synthesis is needed between various components of Ocean Governance in the region and between Ocean Governance as a whole and Sustainable Development;
- An Ocean Policy is of value to Ocean Governance in the WCR, despite the various complexities of the region that can serve to thwart its fruition.

II. Conceptualizing Ocean Governance

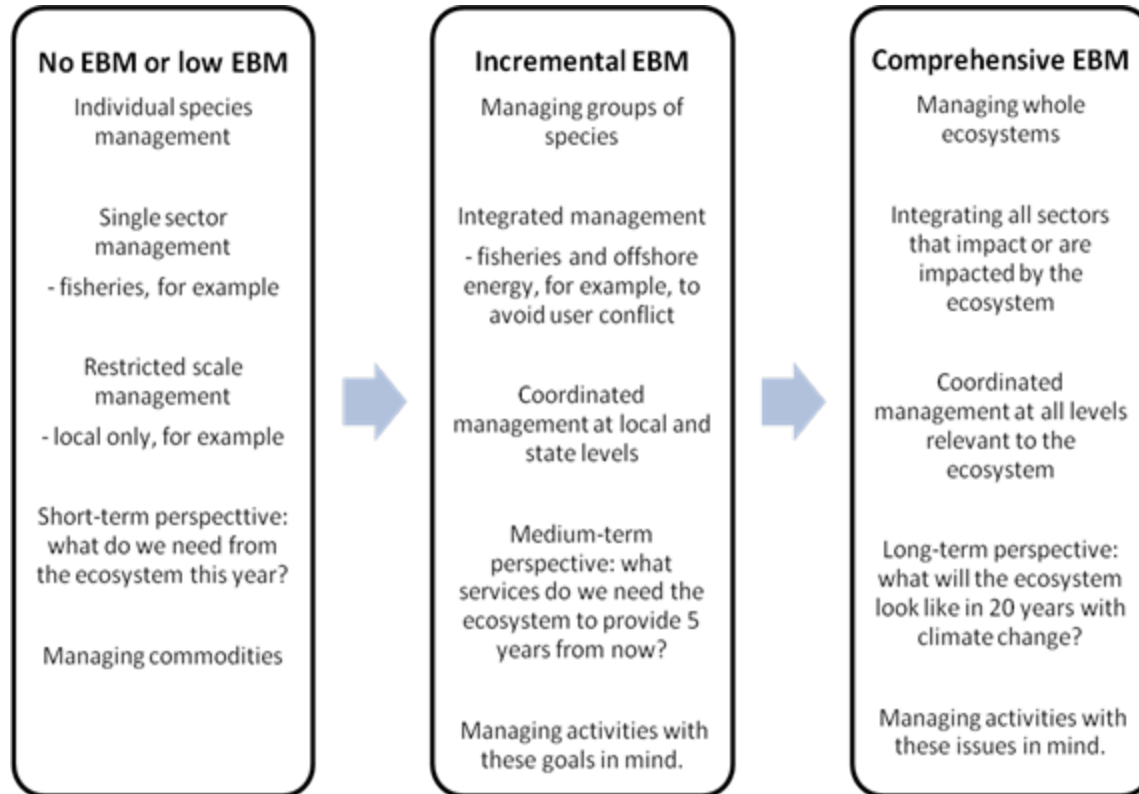
Sustainable Development – a filter



Integrated Policymaking (Source: UNEP, 2009)

... Conceptualizing Ocean Governance cont'd ...

Ocean Governance – UNCLOS, but also EBM



The EBM Spectrum. (Source: UNEP, 2011)

...Conceptualizing Ocean Governance ...

Regions – man-made regimes; many configurations; must be fit for purpose, stable and resilient



III. Things as they are ...

The WCR – extends from the mouth of Amazon River in Brazil through the insular Caribbean and Central America, the Gulf of Mexico and along the coasts of North America to Cape Hatteras.



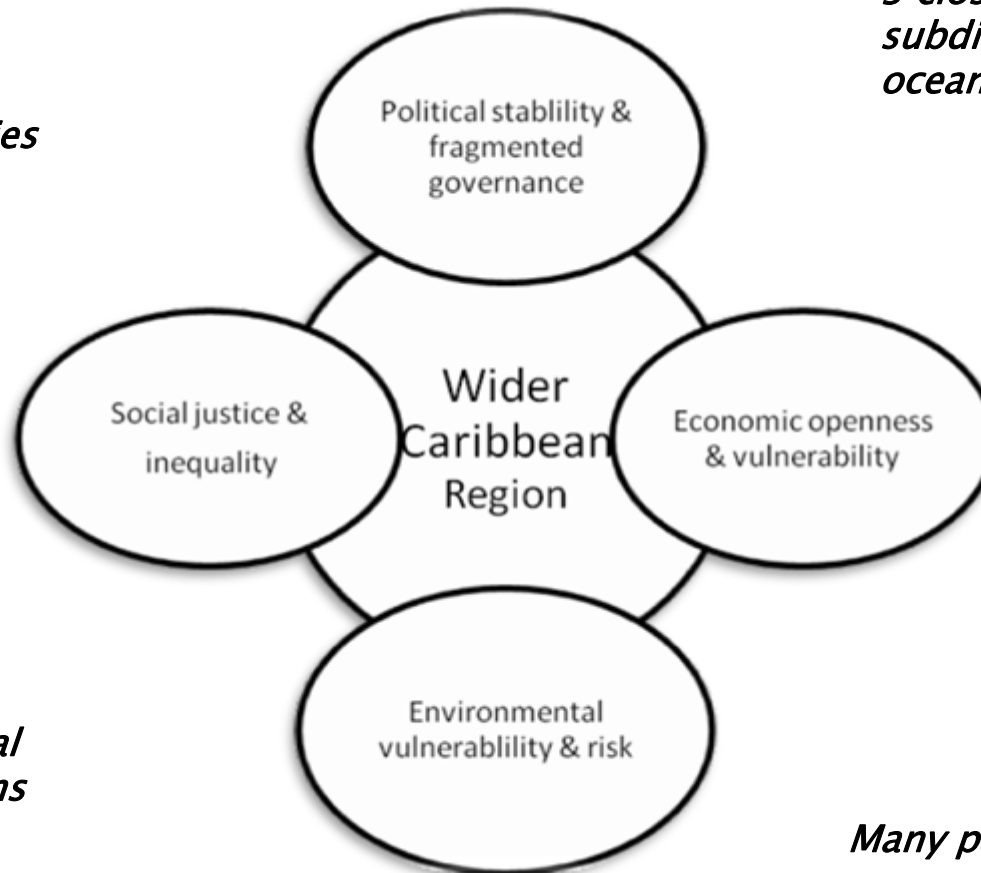
...Things as they are ...the WCR

29 States and territories

152 million people

15 million km²

Overlapping territorial boundaries and claims



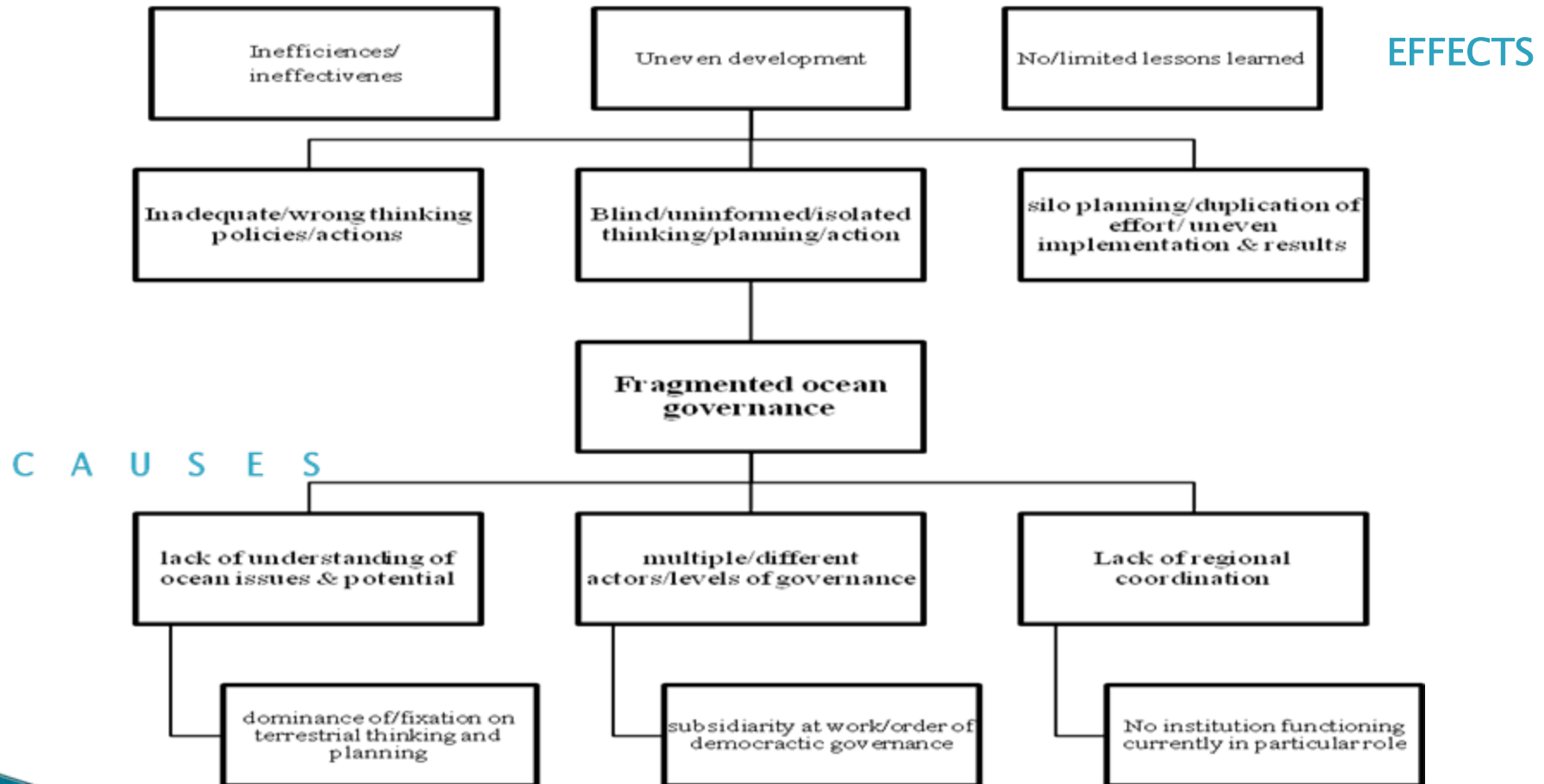
3 closely related subdivisions - reef, open ocean and continental shelf

8 major river systems

Basin area covers 75%

Many passages and straits

...Things as they are ...fragmented Ocean Governance and its results



The current state of Ocean Governance in the WCR.

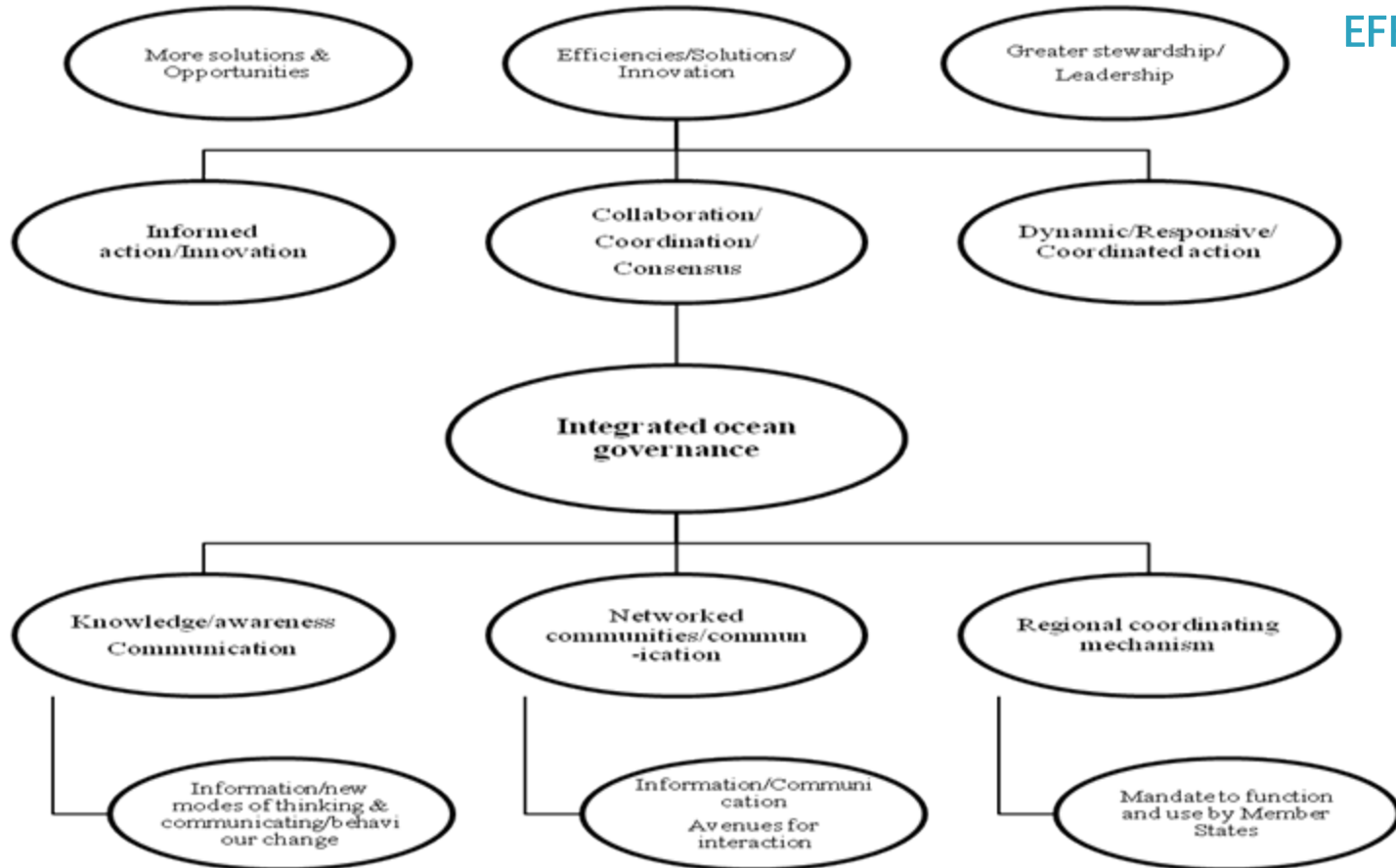
Planning ahead: towards more integrated Ocean Governance in the WCR

- ▶ *Result of all this ...*

“There must be greater integration of efforts and information to promote the sustainable development of the Caribbean Sea. For this to happen, Ocean Governance in the WCR must be based on open and greater communication networks among all stakeholders and facilitate regional coordination on selected issues... The challenge is to coordinate all such endeavours within a broad framework based on the best available information, including on the needs of the region and its future prospects with respect to the sustainable development of its ocean resources. “

...Planning ahead...

CAUSES



EFFECTS

A framework for integrated Ocean Governance in the WCR.

...Planning ahead ...

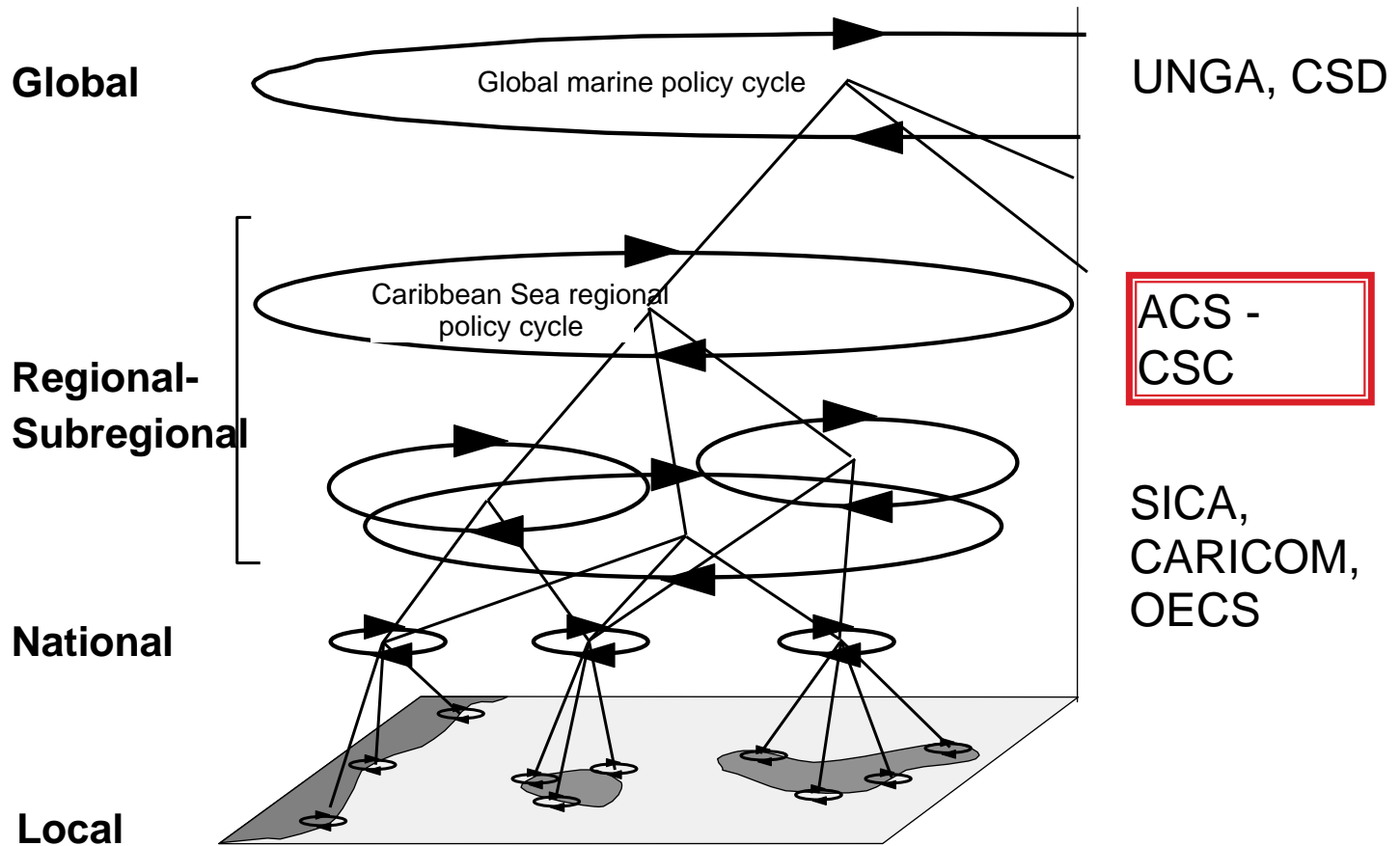
The foundation already exists in the Caribbean Sea Initiative

‘Recognize that the Caribbean Sea is an area of unique biodiversity and a highly fragile ecosystem that requires relevant regional and international development partners to work together to develop and implement regional initiatives to promote the sustainable conservation and management of coastal and marine resources, including the consideration of the concept of the Caribbean Sea as a special area in the context of sustainable development, including its designation as such in accordance with international law.’

(Excerpt: A/RES/65/155 – ‘Towards the sustainable development of the Caribbean Sea for present and future generations.’)

...Planning Ahead ...

... and the Caribbean Sea Commission (CSC).



The concept of a multi-scale governance framework for Ocean Governance in the WCR – with CSC as a policy cycle. Source: Centre for Resources Management and Environmental Studies (2011).

...Planning ahead...

▶ ***What does the theory suggest?***

- The merits of regionalism are widely accepted and in the WCR it has become State practice. Marine regionalism is becoming popular as a mode of ocean governance and has legitimacy under UNCLOS;
- *This is not to suggest that every issue of ocean governance should be subject to regional governance, but simply that ‘where logical ecosystem-based units of ocean management converge with international institutional arrangements is at the regional level (L. Kimball, 2003).’*

...Planning ahead...

- ▶ Marine regionalism can be examined on 2 broad levels:
 - Regions – which can vary according to geography, issue and levels of operation;
 - Institutional arrangements – equally diverse, can be formal or informal.

Ultimately, both regions and their institutional arrangements must be fit for purpose. A framework is not sufficient; content must provide for integrated consideration of all relevant constituent parts of Ocean Governance.

...Planning ahead...

- ▶ The issue then becomes the matter of integration:
 - Integrated policy one where *constituent elements are brought together and made subject to a single, unifying conception (Underdal, 1980)*;
 - 3 broad criteria that correlate to 3 stages of decision-making:
 - 1) comprehensiveness of inputs – scope;
 - 2) aggregation of inputs – overall perspective;
 - 3) consistency of outputs – coherence across levels.

...Planning ahead...

▶ What about Policy?

- Policy can be formal or informal/codified or performed stances on issues;
 - A formal policy is proposed for the region;
- Policy-making is a multi-level and multi-faceted process;
 - It can take varying forms in response to often conflicting ideas about whether or not an issue exists, whether it is solvable, the potential solutions, their relevance, concerns regarding their implementation and effectiveness. It be informed by relevant stakeholders and consider the overarching policy regime logic.

...Planning ahead...

- ▶ ***The evidence – policy-making in 3 marine regions:***
 - The European Union – *The Integrated Maritime Policy of the EU/ ‘the ‘Blue Book’, 2007;*
 - The Mediterranean – *The Integrated Maritime Policy of the Mediterranean Region, 2009;*
 - The Pacific Islands– *The Pacific Islands Regional Ocean Policy and Framework for Integrated Strategic Action, 2005.*
 - *Aim: to test the theory of marine regionalism and ascertain lessons learned.*

...Planning Ahead...

▶ Possible Criteria:

- All regions have some things in common and differences – the challenge is to identify relevant criteria.
- SIDS status – impact on treatment of marine resources and governance arrangements, including at the regional level;
- Mix of countries – how developed and developing countries negotiate ocean governance arrangements;
- Regional cooperation – effects of loose or formal arrangements on ocean governance arrangements; as well as the special circumstances of ‘sub-regions within wider regional arrangement.

...Planning Ahead...

The European Union



27 countries

500 m people

2 Oceans, 4
Seas

GDP
US\$17.7 t

Coastline –
app. 70,
000 km²

Map of Europe Source: EUROPA

Important maritime
activities, but also
vulnerabilities

Search for an integrated
framework

...Planning Ahead...

The Mediterranean



Map of the Mediterranean Region. Source: Geographic Guide.

50 m people

22 coastal States

2.5 km² semi-enclosed Sea

Geo-politically complex

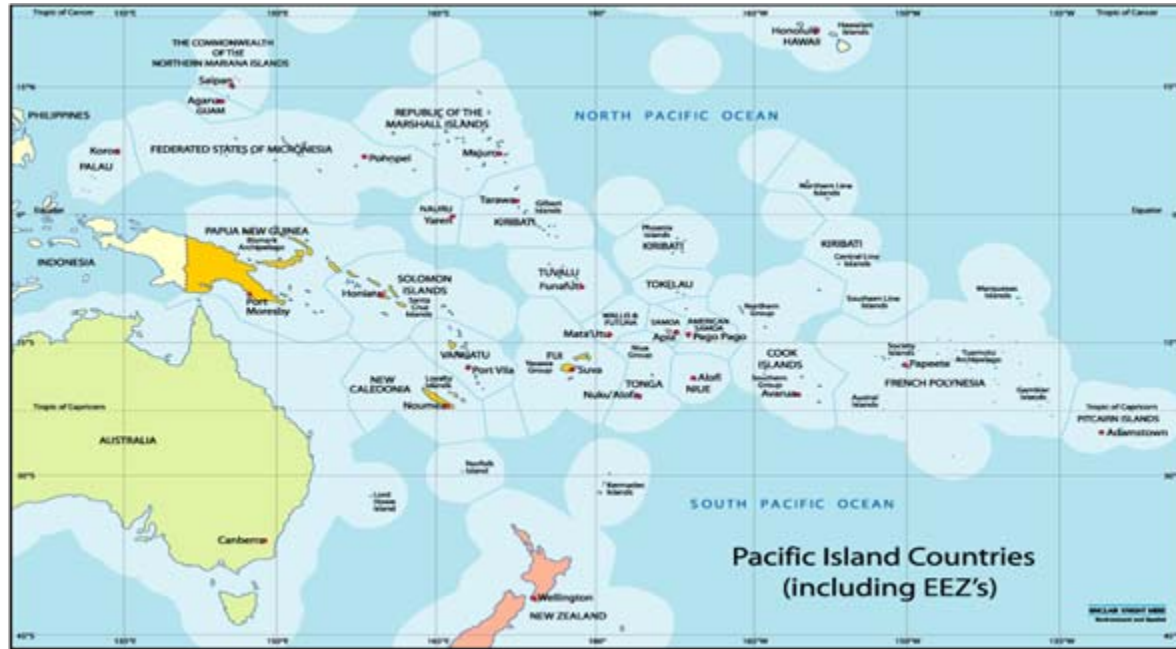
Distinct maritime zones

Special area for oil and garbage

Coastal erosion and degradation

...Planning Ahead ...

The Pacific Islands



Map of the Pacific Island Countries. Source: The Pacific Community

22 countries and territories that are members of the CROP

5 million inhabitants

30.6 m km² maritime area

Strong regional cooperation

a culture of resource conservation

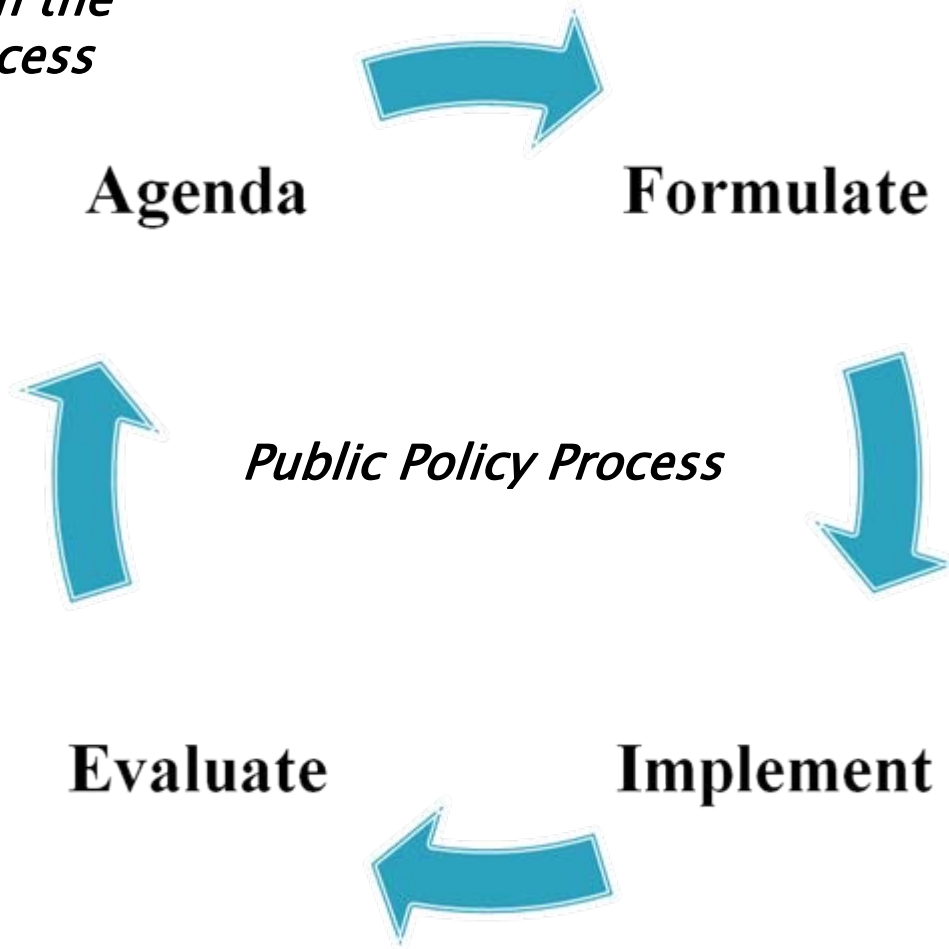
Lucrative fisheries

Overlapping EEZs

Multiple and overlapping governance systems

...Planning Ahead...

*Analysis based on the
public policy process*

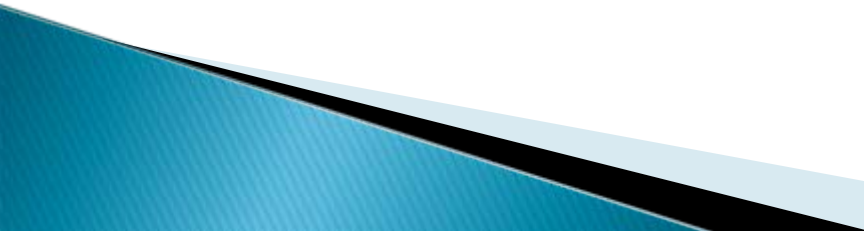


The Policy-making process (Jones, 1984)


...Planning ahead...

- ▶ **Summary of Key Findings of the Comparative Analysis**
 - Both broad-based and high-level political input is required in policy formulation for the oceans;
 - Policy prescriptions should be based on a consensus among all relevant stakeholders but ultimately, should be connected to wider aspirations and goals of sustainable development;
 - A policy plan is required to translate policy prescriptions into pragmatic and strategic actions, which are time-bound and open to monitoring and evaluation.

...Planning Ahead ...

- ▶ Institutional arrangements, whether existing or new, should be adapted to reflect the new integrated approach to ocean governance and the overarching logic of the regional grouping.
 - ▶ Follow-up of policies and actions is required to sustain momentum for the new approach.
 - ▶ Policy monitoring and review is essential to ensure consistent and coherent action towards goals and the wider vision.
 - ▶ Sustainable financing and cross-cutting tools must be provided to support integrated ocean governance.
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V. A Possible future for Ocean Governance in the WCR

- ▶ A possible policy framework for the WCR
 - There is no common conceptualization of EBM in the region;
 - Steps in train to formulate a vision for EBM in the WCR through inclusive and transparent dialogue among regional stakeholders;
 - The proposals to follow draw on this process and a SWOT analysis done of factors pertinent to Ocean Governance in the region.
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STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> ✓ Regionalism accepted as a standard ✓ Common issues unite ✓ Democracy well entrenched ✓ Growing concern for marine space ✓ Some commitment and leadership present ✓ Ocean governance arrangements exist ✓ General adherence to international law ✓ States seeking rights under UNCLOS ✓ Marine resources, though limited, exist 	<ul style="list-style-type: none"> ✓ Various regionalisms exist ✓ Differences divide ✓ Governance defined narrowly ✓ Inadequate science-policy interface ✓ Greater buy-in and ownership needed ✓ Ocean governance too complex ✓ Onerous commitments/compliance often poor ✓ Responsibilities under UNCLOS need attention ✓ Limited natural resource account
OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> ✓ Framework of ocean governance exists ✓ Technical assistance provide to small States ✓ Oceans are gaining more recognition ✓ Marine regionalism is emerging ✓ Lessons from regional experiences exist ✓ Blue industries are emerging ✓ Knowledge on the oceans is growing ✓ Marine space often larger than terrestrial ✓ Integrated development planning 	<ul style="list-style-type: none"> ✓ Benefits may be derailed by lack of capacity ✓ Not all small States treated equally ✓ Popularity without adequate understanding ✓ Marine regions may complicate regionalism ✓ Wholesale adoption of lessons learned ✓ Rampant exploitation a possibility ✓ Research skewed towards exploitation ✓ Overemphasis on sectoral governance ✓ Terrestrial approaches to marine issues

SWOT Analysis of factors pertinent to ocean governance in the WCR.

... A Possible Future ...

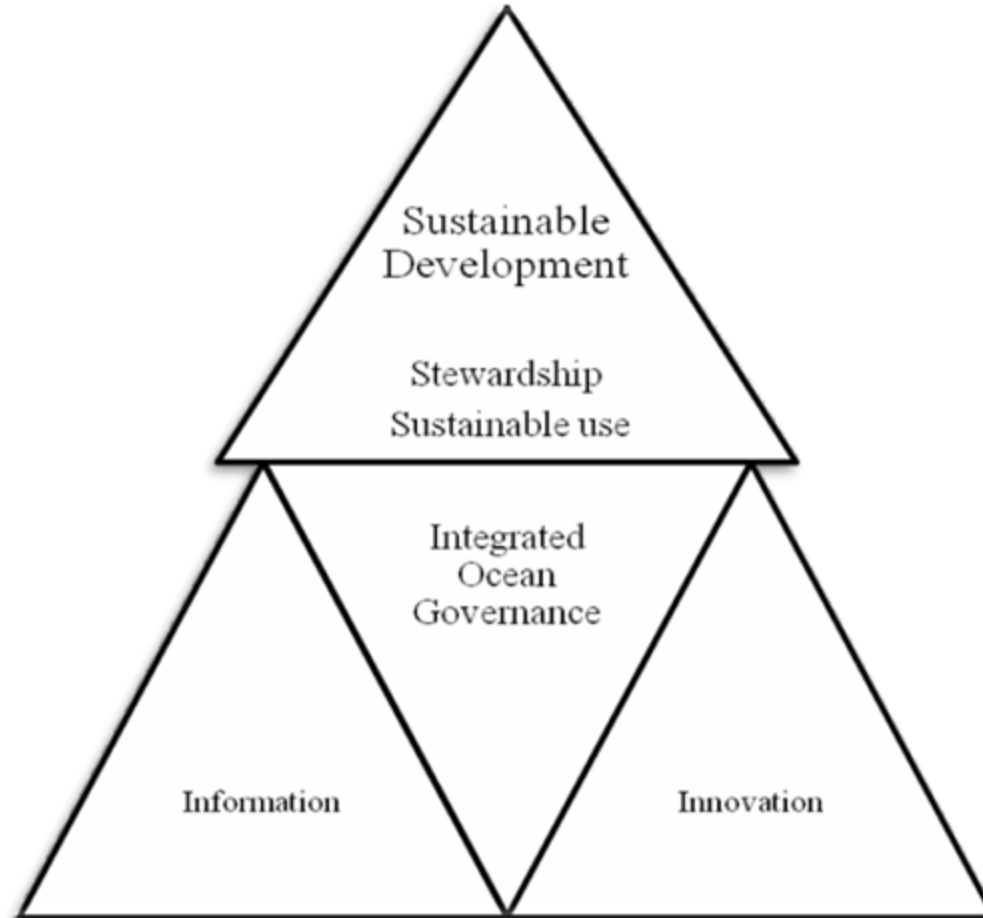
Logical Framework Analysis

Vision	Measurable Indicators	Means of Verification	Important Assumptions
Mission			
Principles			
Priorities			
Cross-cutting issues			
Strategic Actions			
Cross-cutting tools			
Outputs			

Logical Framework Analysis for a region ocean policy for the WCR

... A Possible Future ...

A model for Ocean Governance in the WCR



A proposed model for Ocean Governance in the WCR

... A Possible Future ...

▶ Policy Framework


- *Vision: A Wider Caribbean region that is fully aware of the importance and value of the Caribbean Sea and its resources to its sustainable development, creative, decisive and responsible in its imagination of further ways to both harness its potential and preserve its productivity and integrity for present and future generations and enabled by institutions and governance structures, at the appropriate levels and with the necessary powers and resources, capable of supporting both the current and future needs and aspirations of the people of the region.*

...A Possible Future...

- *Mission: To provide a framework of ocean governance that allows for informed and integrated decision-making and action with respect to the Caribbean Sea, supports the creativity and innovation needed to harness and realize its resources and fosters the stewardship required to ensure its preservation and protection for both current and future generations.*

...A Possible Future...

- **Guiding principles:**

- To include both traditional principles and the adoption of new principles required to facilitate the new vision of Ocean Governance to be pursued.
 - These can include, broadly, Sustainable Development, Good Governance, Innovation
 - More specifically: accountability, inclusiveness, transparency, rights and responsibilities, common but differentiated responsibilities, special and differential treatment, developing national capacities, regional cooperation, the peaceful settlement of disputes, equity ...
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...A Possible Future ...

- **Priority Areas:**
 - Living marine resources
 - Tourism
 - Disaster Management & Climate Change
 - Law of the Sea
 - Maritime Security
 - Marine Renewable Energy

... A Possible Future...

- **Cross-cutting issues:**
 - Capacity-building; Cooperation; Financing; Leadership; Diplomacy
- **Strategic Actions**
 - Operationalization of the CSC
- **Cross-cutting tools**
 - Data and information platform
 - Marine Spatial Planning (MSP)
 - Marine Protected Areas (MPA)
- **Outputs**
 - Integrated decision-making for the Caribbean Sea

VI. Last Thoughts

- ▶ *The countries of the WCR have committed to the pursuit of both sustainable development and ocean governance. Their efforts in these respective areas need to be integrated to ensure coherence in their activities, including their policy-making. A first task for coastal States of the region therefore is to establish the Secretariat of the Commission and empower it with the resources necessary to facilitate further actions for integrated ocean governance, including through the development of a regional ocean policy.*

...Last Thoughts ...

▶ Areas for future work:

- Need for a phased approach to integrated Ocean Governance
 - Pragmatic, but visionary agenda must be set;
 - Training and human resource development; communication campaigns to sustain attention and efforts for Ocean Governance; legislative issues must be addressed, but after confidence-building measures have been secured and consolidated;
 - Sustainable development of commercial aspects of Ocean Governance – the luxury does not exist to do otherwise. Ocean Governance and the Sustainable Development of the WCR are intertwined.



The efforts to manage and share marine resources can bring people together and help forge new alliances for sustainable development that are based on common interests and intergenerational equity. The task of proceeding forward now rests in our hands, for in the end we all have a stake in the health of the oceans (Platt and McGinn, 1999).

Thank you for your attention!

**Thanks to the UN–The Nippon Foundation
Fellowship for making this all possible!**

Thank you DOALOS for your hospitality!

Comments? Questions?

