Facilitating regional governance arrangements in the Wider Caribbean Region

Robin Mahon[1], Lucia Fanning[2], Patrick McConney[1]

[1]Centre for Resource Management and Environmental Studies (CERMES), University of the West Indies, Cave Hill Campus, St. Michael, Barbados

[2]Marine Affairs Program, Dalhousie University, Halifax, Nova Scotia, Canada

Regional cooperation arrangements

➢ Cooperation arrangements can facilitate:

- o Sharing expertise

- o Multi-country initiatives that take advantage of economies of scale

- o Collective representation

- o Governance at appropriate geographical scales

Regional cooperation and governance arrangements

➢ Regional and subregional cooperation has attendant tensions, primarily relating to sovereignty, balance of power between levels, and distribution of benefits.

➢ Familiar ground, so…

# How the CLME Project dealt with regional cooperation

The Project:

➢ Was sensitive to the complexity and importance of regional arrangements from the outset

➢ Evaluated them in the TDA

➢ Took them into account in the project design

➢ Engaged with many of the (25+) organisations in the WCR with responsibility for aspects of sustainable use of the ocean.

➢ Wanted to be sure that it understood the mandates and activities of these organisations, and their interrelationships

➢ So the SAP could adequately provide for their engagement in a regional framework or network.

# Building regional cooperation requires a conceptual framework

Earth System Governance

People, Places, and the Planet

Institutions and Environmental Change
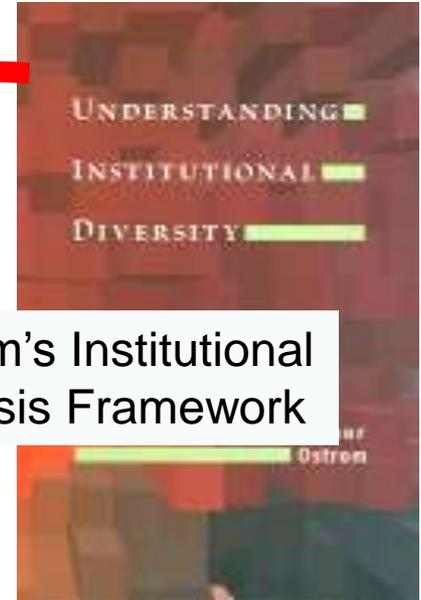
Ostrom's Institutional Analysis Framework

UNDERSTANDING INSTITUTIONAL DIVERSITY
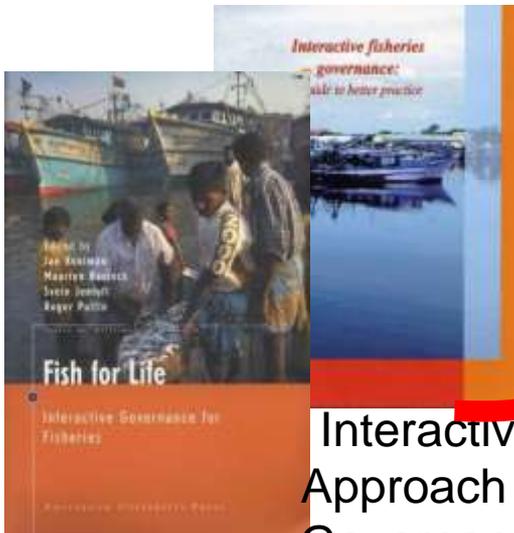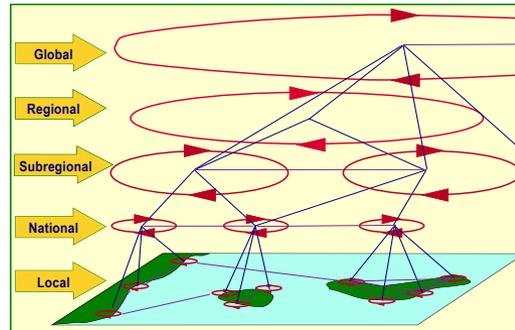
Interactive Approach to Governance

Fish for Life
Interactive Governance for Fisheries

Interactive fisheries governance: side to better practice

RESILIENCE thinking
Sustaining Ecosystems and People in a Changing World

Resilience Alliance

Global
Regional
Subregional
National
Local
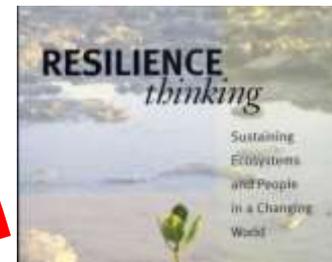
- ➤ **Scale**
- ➤ **Nesting**
- ➤ **Fit of institutions to ecosystems**
- ➤ **Interplay of organizations**
- ➤ **Regime complexes**
- ➤ **Network governance**
- ➤ **Subsidiarity**

The LME governance framework

A multi-level policy-cycle based governance framework

Global

Regional

Subregional

National

Local
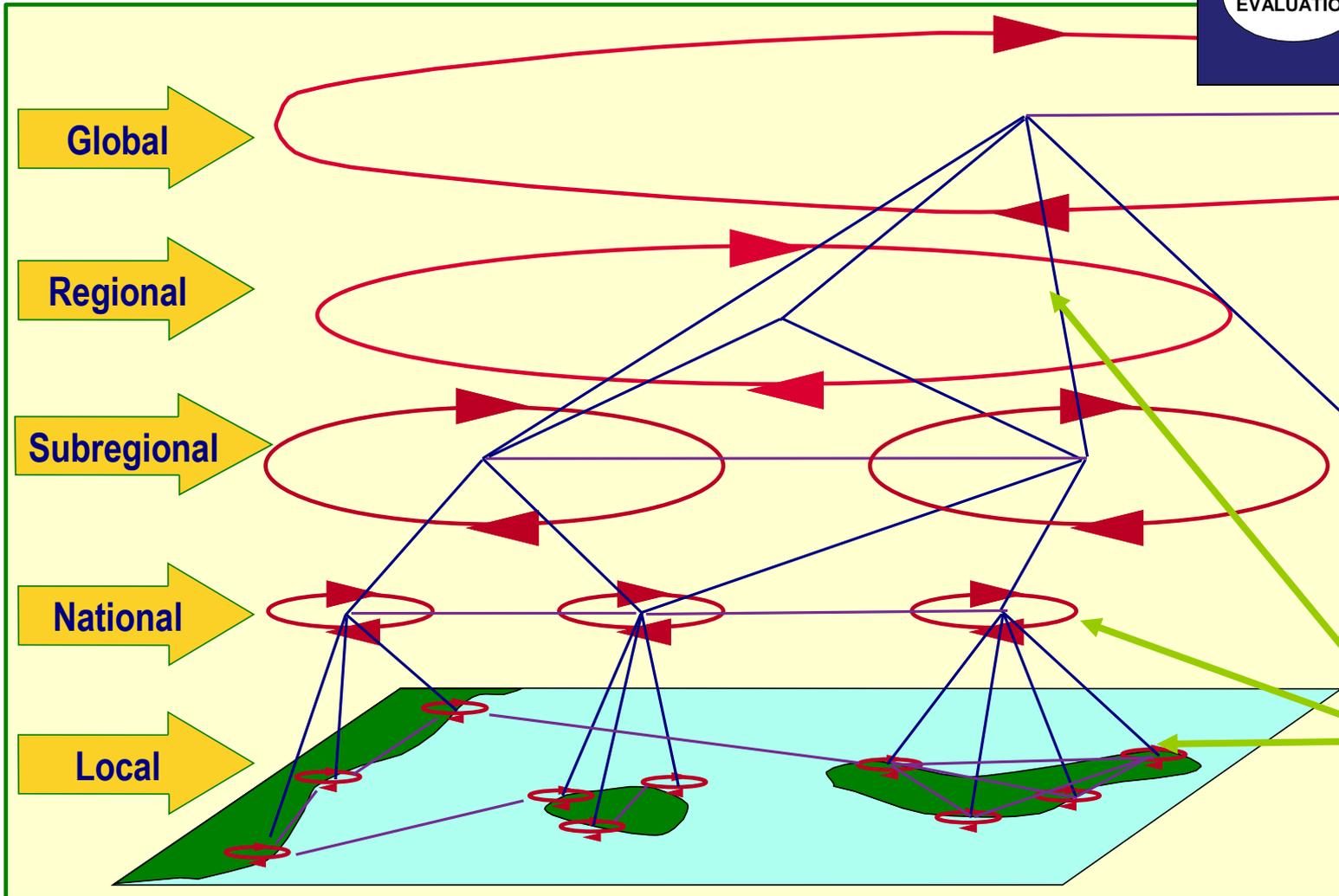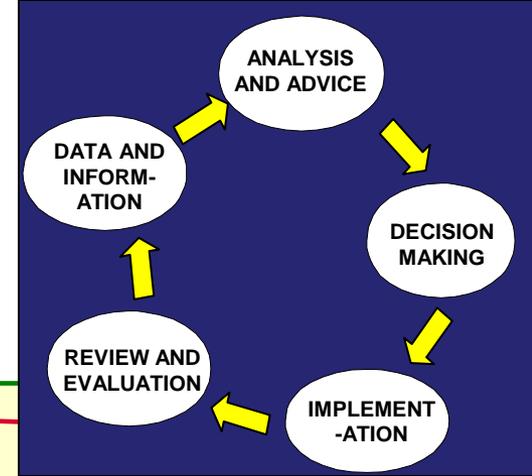
Policy cycles must be:

Complete

Linked vertically

Linked laterally

Diversity of policy processes as appropriate

ANALYSIS AND ADVICE

DATA AND INFORM-ATION

DECISION MAKING

REVIEW AND EVALUATION

IMPLEMENT-ATION

The framework was used to design the CLME Project

- ➢ Implemented as a series of partnerships with key organisations

- ➢ Which Comprised the PAG

- ➢ Framework facilitated engagement of regional organisations

The CLME Project components explore and build key aspects of the LME Governance Framework

Transboundary diagnostic analysis (TDA)

Strategic Action Programme (SAP)

LME Level Monitoring and Reporting

Strengthening Regional Governance

Promoting the Caribbean Sea Initiative

Large Pelagics Project.

Guianas-Brazil Shrimp and Groundfish

Eastern Caribbean Flyingfish

Reef Fisheries and Biodiversity

Spiny Lobster

Framework was used to explore roles and relationships of organisations

Fisheries subframework – organisations already exist for key roles

- Global
  - Global marine policy cycle → UNGA – CSD / COFI?
- Regional / Subregional
  - Caribbean Sea regional policy cycle → ACS – CSI/CSC
  - Regional/subregional fisheries policy cycle → WECAFC? CARICOM/CRFM? SICA/OSPESCA? OECS/ESDU?
  - Lobster cycle / Flyingfish cycle → OECS? WECAFC FFWG?
  - Pelagics cycle → CRFM?
- National → OSPESCA? WECAFC WG?
- Local
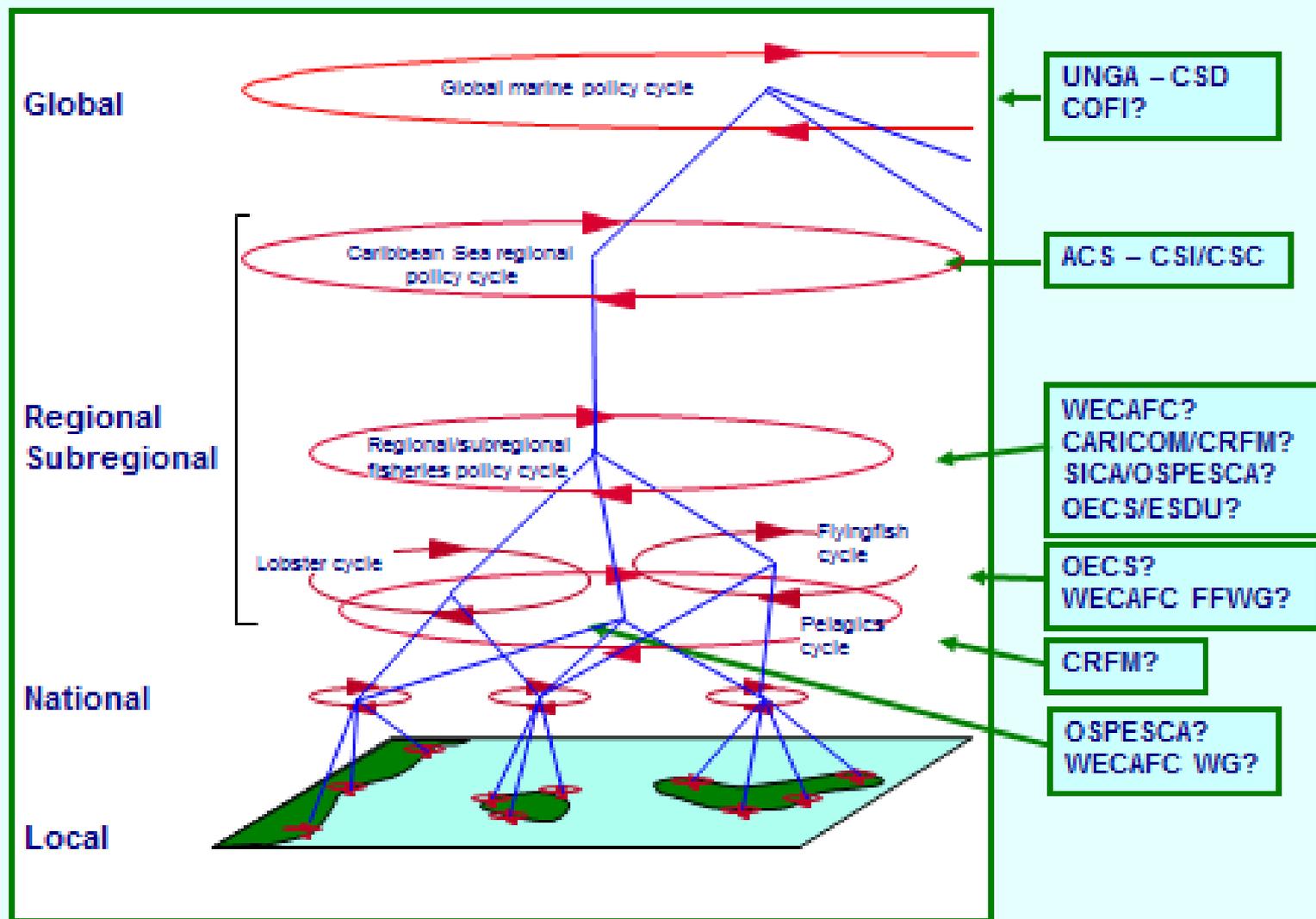
The framework as a tool for assessment and intervention

Global

Global marine policy cycle

Regional/ subregional

Regional ocean governance policy cycle

Regional/subregional fisheries cycle

Reef ecosystem cycle

Flyingfish cycle

Pelagic fishery cycle

National

Local
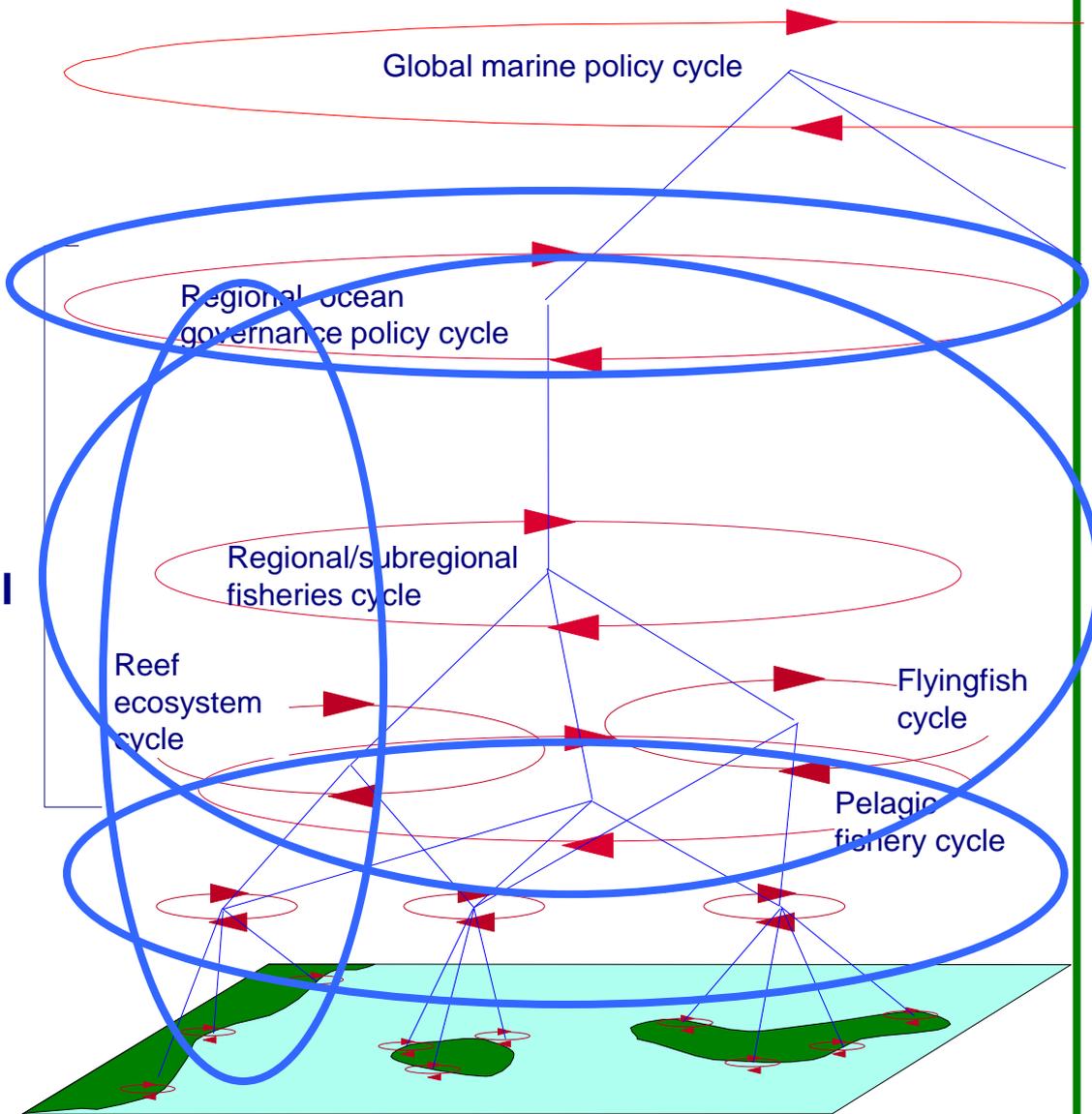
Focused on:

➢ Overarching coordination and integration

➢ Visioning and principles at the level of the whole system.

➢ The gaps, overlaps and networking among regional organizations;

➢ Architecture of specific arrangements and associated policy processes;

➢ The national-regional interface;

How the CLME Project dealt with regional cooperation

➢ Regional arrangements were at the forefront in the CLME project

➢ Issues of resource management, pollution, habitat degradation were seen in the context of these governance arrangements

➢ Framework provided the basis for a discussion about regional arrangements

➢ Concept of an emerging governance complex or governance regime became a part of the discussion.

➢ Ultimately, the SAP was designed around a regional governance framework.

➢ The project did not take on the persona of a regional organization, but kept to its role as a facilitator of regional cooperation.

REGIONAL GOVERNANCE FRAMEWORK FOR LIVING MARINE RESOURCES

REGION-WIDE OCEAN POLICY LEVEL
Regional ocean governance policy mechanism
(Caribbean Sea Commission, or equivalent, with membership of all relevant regional IGOs and NGOs)

PLANNING AND OPERATIONAL LEVELS

Fisheries

Reef fisheries ecosystem

Lobster

CA lobster
(OSPESCA)

Other
lobster
(CRFM/
WECAFC)

Reef fisheries
and
biodiversity
(UNEP)

Pelagic fisheries ecosystem
(CRFM/OESPESCA/FAO)

Large pelagics

Ocean- wide ⟷ Regional

Flyingfish (CRFM)

**Continental shelf fisheries
ecosystem** (CRFM/FAO)

North Brazil
Shelf
ecosystem ⟷ Other
continental
shelf

**Habitat
destruction**
(UNEP-SPAW)

Pollution
(UNEP-LBS/OSP, MARPOL
IMO)

Problems with developing and gaining acceptance for the RGF

➢ New language and idea set – difficult conversations

➢ Too academic – when are we going to actually do stuff?

➢ Organisational tensions

    ➢ Roles

    ➢ Overarching coordination

➢ GEF PCU tensions – cooperation, interaction and multiple players can play havoc with a workplan

Some conclusions and outcomes

Taking a structured approach allowed for:

➢ Regional complexity to be broken down into component parts that can be assessed.

➢ Development of interventions that target weak parts of the framework and strengthen them, with the long-term goal of a fully functional framework.

➢ Organizational actors could see

  ➢ The framework as a whole, and

  ➢ Their role in it, who they should be interacting with and what needs to be done to enhance their capacity to play that role.

➢ Hopefully, the conversation has been shifted.

Thank you