



Eastern Caribbean Regional Ocean Policy



Organisation of Eastern
Caribbean States

Eastern Caribbean Regional Ocean Policy



OECS Secretariat
SAINT LUCIA



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Social & Sustainable Development Division
OECS Secretariat
Morne Fortune
P O Box 179
Castries
Saint Lucia

T: (758) 455 6372
F: (758) 452 2194

www.oecs.org



Special Advisory Services Division
Commonwealth Secretariat
Marlborough House
Pall Mall
London SW1Y 5HX

T: +44 (0) 207 747 6263
F: +44 (0) 207 004 6450

www.thecommonwealth.org



Table of Contents

TABLE OF CONTENTS	2
EXECUTIVE SUMMARY	4
1 INTRODUCTION AND SCOPE	7
1.1 Background	7
1.2 Issues facing the marine environment	8
1.3 Ocean governance	9
1.4 Purpose and scope of this document	10
2 BACKGROUND	11
2.1 Context	11
2.2 Risks and threats to the marine environment	17
3 CURRENT STATUS OF GOVERNANCE IN THE OECS	19
3.1 Policy environment	19
3.2 International framework	19
3.3 Regional governance arrangements	25
3.4 OECS framework	28
3.5 Implications for the OECS and Member States	30
3.6 The need for a regional ocean policy	33
4 FOUNDATION FOR THE REGIONAL OCEAN POLICY	34
4.1 Stakeholder consultation	35
4.2 Defining a vision for the future	41
4.3 Principles for ocean management	42
5 SCOPE OF THE REGIONAL OCEAN POLICY	43
5.1 Spatial dimension and jurisdiction	43
5.2 Actors involved	44
5.3 Issues and Interests	45
5.4 Administrative system of governance	46
APPENDIX 1: EASTERN CARIBBEAN REGIONAL OCEAN POLICY (ECROP)	51
APPENDIX 2: ECROP THREE-YEAR STRATEGIC ACTION PLAN	63





Executive Summary

OECS Member States have jurisdiction over an extensive area of marine space along with the associated living and non-living resources therein. Such resources contribute significantly to the economies of OECS Member States and are fundamental to the wellbeing of its citizens. However, while some marine resources in these waters are clearly over utilised and therefore stressed, the economic potential of other resources is to some extent un-assessed and underutilized.

While emerging opportunities exist to enhance the contribution made by the oceans to the sustainable development of OECS Member States, it is unlikely that any one resource is sufficient to sustain development goals. An approach is needed that coordinates management across sectors and resources and integrates environmental management directly with economic development, fiscal policy and social goals. Such an approach requires a change in how we view, manage, govern and use the ocean.

Central to such a change is the need to transition to a more integrated governance approach that requires all uses, users and values to be considered. This is consistent with the ecosystem based management approach which addresses the three pillars of sustainable development, namely, environmental, social and economic. The sustainable development of a portfolio of marine resources will require governance and policies that integrate environmental and economic considerations. OECS Heads of Government have clearly signalled their desire to begin this transition and, as a first step, wish to develop an integrated regional ocean policy framework to guide the future use of the region's marine waters.

This discussion document outlines options for a new Eastern Caribbean Regional Ocean Policy that will promote and guide the future sustainable use and development of the region's marine waters and resources. The document provides an outline of the key threats and challenges faced by policy makers and managers; the basis for such a national policy; a future Vision for the ocean; and a suggested set of principles, and goals for ocean governance in the Eastern Caribbean Region. The document also highlights a number of options for institutional reform towards implementing the regional policy. A draft policy document is appended to the report (Appendix 1); a draft three-year action plan is also attached as Appendix 2. The policy elements and goals of the Eastern Caribbean Regional Ocean Policy (ECROP) and Action Plan (AP) are:



Policy 1 - Secure access to resources

Goal 1.1 – OECS member countries formalize maritime boundaries in order to secure, exercise and protect their rights and jurisdiction over marine areas and resources.

Policy 2 - Maintain and improve ecosystem integrity

Goal 2.1 - The overall quality of the marine environment is conserved and enhanced through protection, maintenance or restoration of natural and physical features, processes and biological diversity and the ecologically sustainable use of marine resources.

Policy 3 – Promote social and economic development

Goal 3.1 – Sustainable use of marine resources, taking into account social, economic and environmental needs, is promoted and incorporated in national development policies and planning

Goal 3.2 - Opportunities from existing, under-utilised resources are optimized while new and emerging opportunities for marine industries and marine-related development are identified and encouraged.

Policy 4 – Adopt multiple-use ocean planning and integrated management

Goal 4.1 - Clear coordinated institutional mechanisms for integrated regional and national coastal and ocean management are established and implemented across relevant sectors.

Goal 4.2 – OECS member countries establish national legal frameworks that give effect to international and regional obligations and reflect an integrated approach to planning and management of marine space.

Goal 4.3 - OECS member countries explore and build on multiple use marine spatial planning and zoning mechanisms

Policy 5 – Promote public awareness, transparency, participation and accountability

Goal 5.1 - Public awareness, understanding and appreciation of the importance of the ocean is raised

Goal 5.2 - All citizens have access to information concerning the marine environment, as well as the opportunity to participate in the decision-making processes.



Policy 6 – Support research and capacity building

Goal 6.1 - Our understanding of the marine environment, its natural processes and our cultural marine heritage is increased and our capacity for informed decision-making is developed and strengthened.

Goal 6.2 – A clear marine research strategy is developed that identifies key data requirements for decision making (including monitoring and evaluation) and supports investment for new and emerging opportunities.

Goal 6.3 – Decision makers and planners receive training in marine science, marine affairs and marine management that is relevant to coastal and ocean management.

Policy 7 – Building resilience and managing for uncertainty

Goal 7.1 - The increasing risk of coastal hazards and climate change are recognised and managed through the incorporation of appropriate adaptation and resilience building strategies into sustainable development, conservation and governance actions.

The proposed scope and institutional arrangements for ECROP are summarized as follows:

1. The geographical scope of Eastern Caribbean Regional Ocean Policy is the coastlines and all marine waters within the 200 nautical mile limits of the nine Eastern Caribbean island countries and territories which are members of the OECS.
2. This policy will be implemented through regional and national institutional arrangements which emphasize national responsibility and regional cooperation, consultation and stakeholder participation. OECS member countries have established an OECS Ocean Governance Team formed of representatives drawn from each member country (in some cases these are the same persons as the National Ocean Governance Focal Points) and have identified and mandated lead National Coordination Agencies to participate in this process, working closely with the OECS Secretariat Ocean Governance Unit, in leading and coordinating activities at the regional level. Key elements of the institutional framework therefore include:
 - OECS Ocean Governance Team
 - National Coordination Agencies
 - National Ocean Governance Focal Points
 - Ocean Governance Unit of the OECS Secretariat



3. A mechanism for stakeholder engagement is also necessary. It is suggested that, initially, an advisory group of major stakeholders, including NGOs and key marine user groups, may be most useful in the implementation of this policy.

1 Introduction and Scope

1.1 Background

Coastal and ocean areas contribute significantly to the economies of all OECS Member States and are fundamental to the wellbeing of their citizens; through direct economic activities, provision of environmental services, and as home to much of the population. Many of the resources are over utilised and therefore stressed, resulting in an overall decline in the quality of the marine environment and the services it provides.¹ Notwithstanding, the economic potential of some marine resources remains un-assessed or underutilized. These latter resources include, but are not limited to, non-living resources such as petroleum products, marine renewable energy sources, and mineable resources

The interconnected nature of the marine environment means that utilisation of one type of marine resource (for example non-living resources such as petroleum products) has the capacity to impact on other marine resources (including living resources such as fish) and the wider marine environment. These factors present Governments with significant challenges in terms of ensuring the integrated and sustainable management of marine resources within their jurisdiction.

Agenda 21 of the United Nations Conference on Environment and Development acknowledged in Chapter 17, that planning and management for multiple ocean uses requires the full range of uses, users and values to be considered, while ensuring that the integrity of ecosystems is maintained. This approach was also supported by the United Nations General Assembly, which in 2005 adopted Resolution 60/30 noting that:

The problems of ocean space are closely interrelated and need to be considered as a whole through an integrated, interdisciplinary and intersectoral approach

Although emerging opportunities exist to enhance the contribution made by the oceans to the sustainable development of OECS Member States, it is unlikely than any one resource is sufficient to sustain development goals. An approach is needed that coordinates management across sectors and resources and integrates environmental management directly with economic development, fiscal policy and social goals.

¹ This was made clear in the global Millennium Ecosystem Assessment.



Central to this approach is the need to transition to a more integrated governance approach that requires all uses, users and values to be considered. This is the unique key to achieve adequate management of the oceans and seas under national jurisdiction and is one of the most important conditions for the future of the oceans.

At its 54th Session, the OECS Authority agreed *inter alia* on the establishment of an OECS-wide approach to commence work on the development of a regional integrated ocean governance framework, inclusive of the development of a draft ocean policy framework and action plan.

1.2 Issues facing the marine environment

While the oceans offer great potential in terms of sustainable economic development, they are under increasing pressure from many uses (such as tourism, mining, petroleum exploration and the like). Changes in the marine environment resulting from human activities are occurring faster than previously anticipated, affecting especially the most vulnerable marine ecosystems such as coral reefs and coastal habitats. Of the range of threats faced by the oceans, the most significant include:

- Impacts associated with climate change including sea level rise, increases in sea surface temperatures and ocean acidification;
- Unsustainable fishing practices leading to resource depletion and habitat damage;
- Pollution from land based and marine activities;
- Introduction of marine invasive species; and
- Destruction of coastal and marine habitats due to coastal development and extractive industries

The impacts of climate change and variability (as well as general environmental variability) may also lead to an increase in the cumulative impacts of traditional stressors (such as pollution or habitat destruction) on ecosystems.

The oceans' ability to maintain their diversity and productivity, and to provide a wide array of valuable services to people, is therefore increasingly being compromised. By applying adaptive management approaches through strong policy guidance, these stressors and the impacts of our activities can be reduced. Designing and implementing effective governance and management strategies is critical to address the challenges posed by the increasing impacts of human activities on the oceans and to ensure the effective management and sustainable use of living and non-living marine resources.



1.3 Ocean governance

Management of the oceans is a complex web of inter-related, converging and competing demands and interests. Adequate governance structures and institutional coherence are essential to respond to growing environmental pressures and are inextricably linked with the goals of economic development. However, the concept of “ocean governance” has many dimensions, and is not therefore easy to define.

Ocean governance establishes the framework for management and encompasses the values, policies, laws and institutions by which ocean space and marine resources are managed. The concept includes both formal and informal arrangements and addresses:

- the institutions involved;
- formal and informal agreements and behaviours;
- how ocean space and marine resources are managed and utilised;
- how to evaluate and respond to both problems and opportunities;
- what are acceptable future patterns of resource utilisation and what rules and sanctions should be applied to affect these; and
- roles and responsibilities of the various stakeholders involved in the use and management of marine resources.

Planning and management for multiple ocean uses requires the full range of uses, users and values to be considered, through an integrated, interdisciplinary and inter-sectoral approach. To this end, many countries have developed integrated national ocean governance frameworks.

The OECS Authority has signalled its desire for the development of a regional ocean governance framework, which includes the adoption of a regional ocean policy and integrated ocean management structures which will coordinate with relevant national structures.

In developing such a framework, two cross cutting elements are essential:

- Policy framework for integrated ocean management; and
- Institutional design and policy capacity.

The most pressing rationale for a focus on governance at the regional scale lies in the many transboundary oceanographic and ecological linkages within the Wider Caribbean. With many marine resources being shared, it can be expected that there will be emphasis on transboundary or shared resources which require cooperation for governance. This



must include both exploited and non-exploited resources. An integrated policy framework is an essential element of the governance framework, and serves as the basis to develop all of the activities that are carried out within marine space. Such a policy permits a clear vision of the direction OECS Member States should take to achieve management in ocean affairs. In this regard a regional ocean policy will assist the OECS and its members in setting out basic principles, clarifying roles and responsibilities of different agencies and stakeholders in regard to ocean management, formulating basic plans and priorities in regard to ocean management and prescribing other basic matters concerning measures for ocean and marine resource management.

1.4 Purpose and scope of this document

This discussion document outlines options for a new Eastern Caribbean Regional Ocean Policy (ECROP) that will promote and guide future sustainable use and development of the OECS' coastal and marine waters. The document provides an outline of the key threats and challenges faced by policy makers and marine managers, the basis for such a national policy, a future 'vision' for the ocean and a suggested set of principles and goals for ocean governance in the Eastern Caribbean Region.

Section 2 of this document provides some background and the current context for the marine waters of the Eastern Caribbean including current status and the range of challenges currently experienced.

Section 3 provides information on the governance arrangements currently in place in the Eastern and wider Caribbean regions.

Sections 4 discusses the foundation for an Eastern Caribbean Regional Ocean Policy including a summary of concerns raised by stakeholders from each of the nine OECS Member States regarding the current state and management of the marine environment and the basic principles around which such a policy should be developed.

In conclusion, section 5 presents an outline of the proposed policy framework including a set of draft policy goals and some options for institutional reforms to implement the policy.

A draft policy document is appended to this report as the basis for future discussion (Appendix 1).



2 BACKGROUND

2.1 Context

2.1.1 Regional profile

Bordered by the Atlantic Ocean to the east and by the Caribbean Sea to the west, the Lesser Antilles are a long, partly volcanic island arc in the Caribbean Sea. The Lesser Antilles Chain includes eight sovereign States and 14 dependences of the UK, Netherlands, France and US respectively. For the purposes of this document, the Eastern Caribbean Region refers to these islands and the marine waters surrounding them.

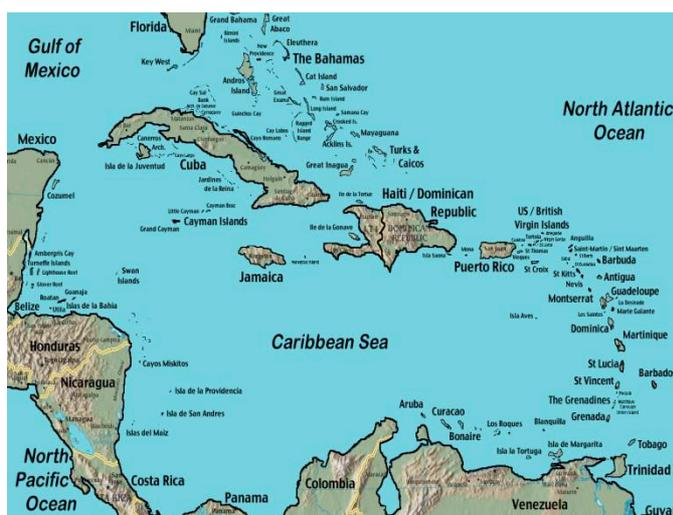
Of the 22 States and Territories, nine are members of the Organisation of Eastern Caribbean States. OECS island members are grouped into two categories:

1. Full members being the six independent countries, Antigua and Barbuda, Grenada, St Kitts & Nevis, St Lucia and St Vincent & the Grenadines; and non-independent Montserrat; and
2. Associated members being the two British Overseas Territories: Anguilla and the British Virgin Islands

This, smaller, OECS region covers a land area of some 3,500 square kilometres and is home to over to 630,000 people. Notwithstanding the small land area, OECS regional waters cover an area well in excess of 350,000 square kilometres, some 100 times the land area. Hence, the marine waters of the OECS region and the marine resources therein offer member States significant opportunities for future economic development.

2.1.2 Marine environment

The wider Caribbean region (shown in the adjacent map) is a large marine ecosystem (LME) characterized by coral reefs, mangroves, and sea grasses, but including other environments, such as sandy beaches and rocky shores. These tropical ecosystems incorporate a high diversity of associated flora and fauna, and the nations that border the Caribbean collectively encompass a major global marine biodiversity hot spot. This rich biodiversity,





which is partly due to isolation within the Caribbean Sea, has resulted in relatively high rates of national and regional endemism and contains the greatest concentration of rare and endemic marine species in the Western Hemisphere.

The Eastern Caribbean itself is among the top five global biodiversity hot spots in the world due to its marine and coastal ecosystems. While these ecosystems are essential to the tourism and agriculture sector and the overall economy of the Eastern Caribbean, many of these are considered overexploited and under-protected.

The region's coastal zones constitute rich and unique habitats, which includes coral reefs, sea grass beds, mangroves and salt ponds. The coastal and marine biodiversity includes a rich diversity of reef and pelagic fish, lobsters, conch, turtles, algae, resident and migratory birds. Offshore waters are home to numerous species of marine mammal and sea turtles as well as deep water pelagic fish species. These coastal resources provide the basis for a range of economic and social activities, including the tourism and fishing industries.

The diversity of marine fish in the region is typical of tropical marine habitats. While the list of species may number into the thousands, only a small percentage is currently commercially exploited by the fishery sector.

Consideration must also be given to the variety of non-living resources potentially or currently available in the marine environment. These include a fossil fuels, marine renewable energy sources, a variety of marine aggregates (some of which could potentially serve as sources of valuable metals). Services such as those related to tourism and transportation must also be looked at; also the development of new activities or sectors such as aquaculture and bioprospecting, particularly for pharmaceutical products,

2.1.3 Utilisation of the marine environment

Uses of the marine environment contribute significantly to the overall economy of the Eastern Caribbean Region; through direct economic activities, provision of environmental services, and as home to much of the population. There are also strong cultural attachments to coastal resources and their uses.

Tourism – Tourism is a key part of the economy of every single OECS Member State. For some, it accounts for almost the whole economy. The sector is a substantial source of employment. It is also a major source of foreign exchange and has, since the 1990's, helped to offset a decline in agriculture and in agricultural exports. Overall, tourism accounts for 75% of the OECS collective GDP.

Like other similar destinations in the Caribbean, these islands are vulnerable to damage from natural disasters and shifts in tourism demand. Reduced tourism arrivals and foreign



investment resulting from the global financial crisis led to a general economic contraction in 2009 and 2010. A mild recovery began in 2011.

Tourism is heavily reliant on the marine environment in terms of cruise ship tourism, beach side hotels and beaches, scuba diving, recreational and sport fishing and recreational yachting. The quality and status of the marine environment could therefore have a significant impact on the value of this sector, depending how tourists perceive the quality of the marine environment and the experience it offers, relative to other islands in the region.

Transportation - Like all islands, OECS Member States are almost entirely reliant on shipping to support their economies. More than 90% of all goods imported to member States arrive by sea and most, if not all agriculture products are exported by sea. Thus, shipping and the supporting infrastructure such as ports and harbours are vital to the economic growth of the islands.

Since a number of OECS members operate large open ships' registries, a significant amount of revenue is also derived from ships listed on those national Registers of Ships. Domestic and regional shipping is also a significant marine activity sustaining socio-economic development.

Fisheries - Within the OECS Agricultural sector fisheries remains a significant output of Gross Domestic Product although the importance of fisheries to individual economies shows significant variation across the member States (Table 1).



Table 1: Selected indicators of the contribution of fisheries to the economies of OECS Member States²

COUNTRY	Contribution to 2008 GDP (EC\$M)*	% of total 2008 GVA*	Landings (tonnes)
Anguilla	5.35	1.48	333
Antigua and Barbuda	24.30	1.29	653
British Virgin Islands⁺	10.87	0.9	1000
Dominica	10.23	2.14	1079
Grenada	11.49	1.35	1260
Montserrat	0.23	0.37	46
St. Kitts and Nevis	12.18	1.76	339
Saint Lucia	11.30	0.77	1523
St. Vincent and the Grenadines	11.62	1.39	809

* - Values at constant 1990 prices. Source ECCB National Accounts Statistics 2008

⁺ - Not a member of ECCU so GDP & GVA figures not from same source

n/a - not available

Domestic consumption of locally caught fish has increased in recent years and in some States the tourist market for fish products is also strong, consuming a large amount of fish compared to the domestic market. This support to the increasingly important tourism industry needs to be considered when determining the extent to which the fisheries sector contributes to the economies.

The distribution³ of fishery resources in the member States can be broadly divided up on a geographical basis. The Leeward Islands to the north have significant shallow water resources (coastal reef demersal and pelagic resources) and more distantly located offshore pelagic and deep slope resources. To the south, in the Windward Islands,

² Source: OECS, *Status of implementation of the OECS Fisheries Management and Development Strategy and Implementation Plan as at 30 March 2012*. Prepared by the OECS Environment and Sustainable Development Unit. April 2012, p. 2.

³ As well as types.



shallow water resources are less significant. Deeper water pelagic and deep slope resources are relatively near and easily accessible.⁴

Coastal fisheries in particular have declined sharply in some countries in recent years, and storms and anchoring have heavily damaged the reefs. Anecdotal evidence suggests that catches of conch, lobster, and some demersal fishes are all declining. There has been limited research that appears to substantiate this view. Future development of the offshore fishery resources and larger pelagics are considered to offer possible opportunity for technical and economic diversification in this sector.

The OECS Fisheries Management and Development Strategy (2000-2005) and Implementation Plan, with its goal of achieving optimal use of available resources to generate sustainable economic and social benefits, remains highly relevant. The strategy speaks to a vision of: a well developed and diversified regional fisheries sector, reflecting stakeholders participation and fishers safety with increased investment in sustainable production and marketing, resulting in social and economic well being of fishers and the wider community is realised.

Conservation - Conservation is an important tool to ensure that future generations can enjoy the same, or better, quality of life as those today. Conservation supports and improves healthy fisheries, maintenance of sustainable levels of biodiversity, improved tourist experiences, and recreational opportunities.

Opportunities may exist for further development of existing sectors, particularly fisheries and tourism, and also the development of new activities or sectors such as aquaculture, bioprospecting, offshore oil and gas production and offshore renewable energy.

2.1.4 The 'value' of the marine environment

In addition to the specific activities listed above, the ocean provides a variety of goods and services essential to economic growth and social development⁵. The sustained supply of goods and services from the oceans is central to OECS future wellbeing and prosperity. This supply depends not just on the presence, but also the quantity and quality of marine biodiversity. The recent study on The Economics of Ecosystems and Biodiversity (TEEB) expressed this by stating that in addition to the diversity of species, genes and ecosystems, it is the sheer abundance of individual animals and plants, as well as the extent of ecosystems that are critical components of 'natural capital' and key determinates of the scale and nature of the benefits derived.

⁴ OECS, *Status of implementation of the OECS Fisheries Management and Development Strategy and Implementation Plan as at 30 March 2012*. Prepared by the OECS Environment and Sustainable Development Unit. April 2012, p. 3.

⁵ See Schuhmann, P.W. 2012. *The Valuation of marine ecosystem goods and services in the wider Caribbean Region*. CERMES Technical Report No 63:57pp.



This link between nature and the economy is often described using the concept of ecosystem services, or the flows of values to human societies as a result of the state and quality of natural capital. The Millennium Ecosystem Assessment provides a useful four category framework within which to view ecosystem services that contribute to human well-being, each underpinned by biodiversity:

Provisioning services – for example wild foods, crops, freshwater and derived medicines;

Regulating services – for example filtration of pollutants by wetlands, climate regulation through carbon storage and water cycling, pollination and protection from disasters;

Cultural services – for example recreation, spiritual and aesthetic values, education; and

Supporting services – for example soil formation, photosynthesis and nutrient cycling.

The concept of ecosystem services provides a framework to recognise the many benefits of nature – by maintaining stocks of this natural capital we can allow the sustained provision of flows of ecosystem services, and thereby ensure future human well-being. Some, such as provisioning services can be valued in financial terms, whilst other non-use values are often influential in decision-making but are rarely valued in monetary terms.

If appropriately governed and managed the ocean can therefore contribute at a significant scale to society as a whole through:

Food security –adequate scales and levels of marine resource protection, management and enforcement will provide long-term sustainable and renewable supply of food;

Sustainable economic growth – the sustained supply of goods and services provides the basis for a range of economic activities, primary amongst these is marine tourism that can be a major contributor to GDP for islands and coastal areas.

Energy security – ocean currents and wave energy can be captured to provide a sustained source of energy, the ocean supplies a place to site wind farms relieving pressures on land, and in remote small island states solar energy could reduce a near-total dependency on imports of diesel and other fuels.

Climate change mitigation – shallow coastal water ecosystems, such as mangroves, tidal marshes and even sea grass meadows, some often considered to consist of unattractive mud, are now seen as a critical part of our approach to managing essential natural carbon sinks.

Disaster risk reduction and mitigation – coastal habitats such as coral reefs, mangroves and coastal marshes provide significant protection from episodic events such as cyclones and hurricanes. Through appropriate management the presence of such



ecosystems also act as day-to-day natural solutions to coastal erosion and flooding from storms and increasing sea levels.

Poverty reduction – healthy marine ecosystems associate with healthier local communities on the basis of more and better quality sustained supplies of food in the form of fish protein. This is coupled with the fact that healthier more intact ecosystems generally harbour less pathogens of consequence to humans.

2.2 Risks and threats to the marine environment

The sustainability of coastal and marine resources is affected by a number of human activities. A preliminary Transboundary Diagnostic Analysis, undertaken as part of the Caribbean Large Marine Ecosystem (CLME) Project, identified three priority transboundary problems that affect the wider Caribbean Sea: (i) unsustainable exploitation of fish and other living resources; (ii) habitat degradation and community modification; and (iii) pollution.⁶ Climate change has added to these pressures. The CLME Project also identified 7 root causes that are aligned with the barriers outlined by the meeting participants in the table below⁷.

Major threats to the marine ecology of the Eastern Caribbean region include increases in exotic invasive species; poorly planned and regulated coastal development resulting in the destruction of marine ecosystems such as coral reefs and mangroves; solid and liquid waste dumping by cruise ships/hotels/resorts; unsustainable extraction of natural resources such as overfishing and sand harvesting for construction; and the increasing intensity of hurricanes and other storm events.

The consequences of these impacts includes loss in recreational opportunities, loss of natural habitats for flora and fauna, loss of natural protection of the coastline, as well as loss of livelihoods and economic opportunities to fishers, hoteliers and related business.

In addition to these issues, a meeting of marine stakeholders from the across the OECS Member States⁸, identified a broad range of threats to the marine environment and barriers to achieving better management (Table 1 below).

⁶ <http://caricom-fisheries.com/Projects/MajorProjects/tabid/58/Default.aspx#579>.

⁷ This shows that the root causes are common throughout the wider Caribbean region suggesting that the OECS can work with other regional agencies and initiatives to improve marine management

⁸ As a first step in the process of developing regional and national ocean governance frameworks, the OECS and ELS co-hosted a two day workshop in Saint Lucia, on 8-9 February 2012. See *OECS Ocean Governance Regional Workshop: Interim Summary Report*. Report prepared by the Commonwealth Secretariat. April 2012. 20 p.

**Table 2: Threats and Barriers to Achieving Integrated Ocean Governance**

	THREATS	BARRIERS
ENVIRONMENT	Manmade disasters	Lack of control over land based activities
	Vulnerability to natural hazards & climate change	Lack of data relating to marine environment
	Environmental pollution/spills	Lack of public awareness
	Overexploitation of resources	
	Poor agricultural practice	
	Habitat damage and community changes	
	Declining marine water quality	
	Impact of man-made stressors	
	Invasive species	
SOCIO-ECONOMIC	Population growth / pressure	Inadequate marine planning and prioritisation
	International economic conditions	Lack of public participation
	Changing demographics	Low level of compliance
	Food security	Inadequate human & financial resources
	Threats to livelihoods	Limited alternative livelihoods
	Poverty	Lack of education
	Socio-economic pressures resulting in unsustainable practices	Lack of public awareness
	Low priority given to ocean governance	
	Prevailing attitudes	
REGULATION & MONITORING	Political interference	Failure to implement and enforce legislation
	Poor leadership	Failure to domesticate international law
	Absence of land use plans	Lack of public awareness and need for buy in on importance of environmental issues
		Lack of education and public awareness
		Slow legislative process
		Regulatory gaps – inadequate and out of date legal frameworks
		Reluctance to enforce legislation and policy
		Inadequate financial, human and physical resources
		Lack of enforcement mechanisms
		Cost of current technology
		Inadequate marine planning & prioritisation
		Ineffective governance and management structures
		Lack of cooperation between enforcement agencies
INSTITUTIONAL ARRANGEMENTS	Institutional fragmentation	Third party geopolitical barriers
	Weak regional coordination	Lack of consultation with stakeholders
	Political influence and changing political priorities	Lack of intergovernmental collaboration
	Corruption	Lack of empowerment
	Resistance to change	Lack of political will
	Disconnect between regional and national priorities	Lack of cooperation and coordination
		No private sector consultation
		Lack of strategic planning and development goals
		Limited pool of regional legislative drafters
		Inadequate consideration of regional context
		Inadequate human resources/capacity
		Lack of financial resources for implementation
		Inadequate financial resources



3 Current Status of Governance in the OECS

3.1 Policy environment

The term "Ocean Policy" has become a shorthand term for describing a planned system-wide approach to Ocean management. It involves extensive stakeholder consultation and agreement on a set of common objectives. An "Ocean Policy" approach should also be flexible enough to be used to achieve common goals; thereby gaining the support of a wide range of participants. It provides benchmarks against which priorities can be set and progress measured. It also provides mechanisms for audit and review.

Whilst many countries are beginning to develop national oceans policies, the idea of a regional ocean policy is relatively new and has only been attempted in one other region of the world, the Pacific. As such, there is currently no ocean policy for the Eastern or wider Caribbean and no specific plan for development of marine resources and activities. The development of the ECROP is therefore being framed against the relevant regional and international treaties and conventions that apply to this region.

3.2 International framework

The ability of OECS Member States to realize the benefits of the extended maritime jurisdiction is dependent on managing marine resources and activities sustainably within the framework of international law. This framework comprises a complex network of international and regional agreements, intergovernmental and civil society organisations and economic/market based drivers the most important of which are briefly discussed below.

3.2.1 Law of the Sea Convention

The basic international framework governing the oceans is provided by the 1982 United Nations Convention on the Law of the Sea (the 1982 Convention), which establishes a comprehensive framework for use and development of the oceans. The Convention defines the extent of various jurisdictional zones, delineated according to distance from the coastlines on the basis of set baselines, and sets out the rights and obligations of countries on the basis of those zones. Countries have sovereignty over their internal waters, territorial seas and archipelagic waters, and sovereign rights over the resources in their EEZ and the seafloor of their continental shelf.

The major features of the 1982 Convention include *inter alia*: the conservation and management of living marine resources; rights to seabed non-living resources; the obligation to protect and preserve the marine environment; navigational rights; legal status



of resources on the seabed beyond the limits of national jurisdiction; the conduct and promotion of marine scientific research; and a binding procedure for settlement of disputes between States. These basic parameters also guide the application of other conventions insofar as they relate to the oceans.

Another vital aspect of the 1982 Convention is that it governs activities both on land and at sea. That is, to the extent that activities on land impact the marine environment or the habitat of marine species, they are addressed by various provisions of the 1982 Convention.

The Convention has been supplemented by two implementing agreements:

- i. The first is the 1995 Agreement Relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (Fish Stocks Agreement or FSA) supplements and elaborates the 1982 Convention fishery provisions, providing further guidance on implementation.
- ii. The second is the 1994 Agreement Relating to the Implementation of Part XI is to be interpreted and applied as a single instrument with the 1982 Convention. It clarifies and replaces many of the Convention's deep seabed mining provisions adopted in 1982 and prevails over the Convention in the event of any inconsistency.

While all OECS Member States have ratified the 1982 Convention, not all have ratified the two implementing agreements (See table below).



Table 3: Status of LOSC and implementing agreements among OECS Member States⁹

Country	LOSC (ratified)	Part XI (ratified)	UN Fish Stocks Agreement (ratified)
Anguilla (UK)	July 25, 1997	July 25, 1997	Dec 10, 2001, Dec 19, 2003
Antigua & Barbuda	Feb 2, 1989		
British Virgin Islands (UK)	July 25, 1997	July 25, 1997	Dec 10, 2001, Dec 19, 2003
Dominica	Oct 24, 1991		
Grenada	Apr 25, 1991	July 28, 1995 (simplified procedure)	
Montserrat (UK)	July 25, 1997	July 25, 1997	Dec 10, 2001, Dec 19, 2003
Saint Lucia	Mar 27, 1985		Aug 9, 1996
St. Kitts & Nevis	Jan 7, 1993		
St. Vincent & Grenadines	Oct 1, 1993		

3.2.2 Convention on Biological Diversity (CBD)

The objectives of the CBD include the conservation of biological diversity, the sustainable use of its components and the fair and equitable sharing of the benefits arising out of the utilization of genetic resources. The Convention encompasses all living organisms and their ecosystems, and establishes principles and procedures for the management and conservation of biological diversity.

The CBD reaffirms the sovereignty of States over their own biological resources, and their sovereign right to exploit these resources, pursuant to their own environmental policies and subject to the responsibility to ensure that activities within their jurisdiction do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction. Moreover, each Party is required to take action to protect components of coastal and marine biodiversity within its national jurisdiction. Coastal States can exercise jurisdictional rights over their marine waters as defined by the 1982 Convention. As such,

⁹ Table from Christie (2008). Donna R. Christie, *Review of key provisions of UNCLOS and review of maritime policies, legislation and international jurisprudence and writing relevant to ocean governance*. Report prepared for the OECS Environment and Sustainable Development Unit. July 18, 2008, p. 3.



the CBD's obligations apply within these maritime zones, insofar as they are consistent with rights and obligations under the 1982 Convention.

The CBD contains a series of potentially far reaching obligations related to the conservation of marine biodiversity and the sustainable use of genetic resources, species and ecosystems. In particular, it places great emphasis on *in situ* conservation, calling upon Parties to adopt measures ranging from the establishment of a system of protected areas, to the rehabilitation of degraded ecosystems and the protection of natural habitats and species conservation in natural surroundings.

The CBD requires *inter alia* Parties to develop national strategies, plans and programmes for the conservation and sustainable use of biological diversity. This planning should incorporate a number of sustainable use management tools such as protected areas which are required under Article 8 of the Convention. There currently appears to be a tendency to develop protected areas as "stand alone" management measures; however, a basic principle is that protected areas should be integrated into wider strategies so that external activities do not adversely impact marine and coastal ecosystems.

All OECS Member States have ratified the Convention.

3.2.3 Sector Specific Governance

A broad range of sector specific international agreements and institutions have also been developed over the past 30 years, including:

- The United Nations' **International Maritime Organization** (IMO), which regulates international shipping. Over the years, IMO has developed and implemented an extensive framework of international conventions, protocols, recommendations and related resolutions relating to maritime safety, security and protection of the marine environment. The major focus of these conventions has been on the prevention of shipping casualties and pollution of the marine environment;
- At the global level, the UN **Food and Agriculture Organization** (FAO) plays an important role in fisheries management and conservation. One important measure is the non-binding Code of Conduct for Responsible Fisheries, which supplements both the 1982 Convention and the FSA by establishing principles and criteria for national and international legal and institutional arrangements and to provide standards of conduct for persons involved in the fishery sector;
- In the field of marine mammals, the **International Whaling Commission** established by the 1946 Whaling Convention remains the predominant organization insofar as whales are concerned. For other cetacean species, there are a growing number of regional conservation initiatives, notably pursuant to the Convention on Migratory Species; and



- Many of the UNEP Regional Seas Agreements (such as the Cartagena Convention which relates to the Wider Caribbean Region) also address sector specific issues, notably shipping and petroleum exploration and production. Again, the focus of these agreements is on prevention of pollution of the marine environment.

3.2.4 UNCED

Of the major agreements reached at the United Nations Conference on Environment and Development (UNCED), perhaps the most important non-binding agreements is Agenda 21, which made explicit the linkages between human activities and environmental integrity and articulated numerous important soft law principles, including inter alia integration, the precautionary principle, pollution prevention, the polluter pays principle, public participation and community-based management.

Among the 40 chapters of Agenda 21, Chapter 17 deals with “Protection of the oceans, all kinds of seas, including enclosed and semi-enclosed seas, and coastal areas and the protection, rational use and development of their living resources.” Chapter 17 makes it clear throughout that the UNCED considered the 1982 Convention to be the necessary foundation for the environmental law of the sea. Thus the 1982 Convention and UNCED processes, when taken together, provide a comprehensive international environmental law for the oceans.

At UNCED, coastal States made a commitment to ‘integrated management and sustainable development of coastal areas and the marine environment under their national jurisdiction.’ In this regard, Chapter 17 notes that it is necessary to inter alia:

- Provide for an integrated policy and decision-making process, including all sectors, to promote compatibility and a balance of uses;
- Identify existing and projected uses of coastal areas and their interactions; and
- Apply preventive and precautionary approaches in project planning and implementation, including prior assessment and systematic observation of the impacts of major projects.

Chapter 17 of Agenda 21 further notes that each coastal State should consider establishing, or where necessary strengthening, appropriate coordinating mechanisms for integrated management and sustainable development of coastal and marine areas and their resources at both the local and national level.

Some of the key international agreements that OECS Member States have acceded to or ratified that are relevant to the marine environment are listed below.



International Marine Environmental Agreements

- United Nations Convention on the Law of the Sea, 1982
- Convention on Biological Diversity, 1992
- Convention of International Trade in Endangered Species, 1972 (CITES)
- International Convention for the Regulation of Whaling 1948 and 1959
- Convention on the Protection and Development of the Marine Environment in the Wider Caribbean, 1983 (Cartagena Convention) and related Protocols
- International Convention for the Prevention of Pollution from Ships, 1973, as modified by the Protocol of 1978 (MARPOL 73/78)
- International Convention on Civil Liability for Oil Pollution Damage, 1969 (CLC '69)
- Protocol of 1992 to Amend the International Convention on Civil Liability for Oil Pollution Damage, 1969 (CLC '92)
- International Convention for the Establishment of an International Fund for the Compensation of Oil Pollution, 1971 (FUND '71)
- International Convention relating to Intervention on the High Seas in Cases of Oil Pollution Casualties, 1969; (INTERVENTIONS '69)
- Protocol of 1992 and 2003 to the International Convention for the Establishment of an International Fund for the Compensation of Oil Pollution, 1971
- 1996 Protocol to the International Convention on the Prevention of Marine Pollution by Dumping Wastes and Other Matter, 1972, (LC PROT 1996)
- International Convention on Liability and Compensation from Damage in Connection with Carriage of Hazardous and Noxious Substances by Sea (HNS Convention, 1996)
- International Convention on Oil Pollution Preparedness, Response and Cooperation (OPRC Convention), 1990
- International Convention for the Control and Management of Ship Ballast Water and Sediment, 2004 (BWM, 2004)



3.3 Regional governance arrangements

The wider Caribbean ocean governance framework is characterised by a collection of multilateral environmental agreements, political agreements, non-binding agreements, programmes, projects and national laws, which exist at various levels.

Over 30 different regional and sub-regional organisations with some level of engagement in governance of the ocean and its resources operate in the region and support these arrangements. They include UN organisations and regional intergovernmental organisations oriented towards all aspects of ocean governance and marine resource management, although integration across them is poor resulting in both gaps in implementation and duplication of effort. The absence of a regional body to provide a coordination function is increasingly being recognized as a significant gap by Caribbean countries and organizational partners.¹⁰

A number of key organisations and initiatives are outlined below:

3.3.1 Caribbean Environment Programme and the Cartagena Convention

The Caribbean Environment Programme (CEP) is one of 18 UNEP administered Regional Seas Programmes. The UNEP Regional Seas Programmes aim to promote the sustainable management and use of the marine and coastal environment, by engaging littoral States in comprehensive and specific actions to protect their shared marine environment. It has accomplished this by collaboration with groups of governments sharing a common sea area to establish Regional Seas Conventions and Actions Plans, to be coordinated and implemented by countries bordering the relevant marine area.

The CEP is managed for the countries of the Wider Caribbean Region through the Caribbean Action Plan (1981). The Action Plan led to the 1983 adoption of the *Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region* (Cartagena Convention), a comprehensive, umbrella agreement, which provides the operative legal framework for much of the ocean governance activity in the wider Caribbean.

The Cartagena Convention covers the combined EEZs of its Caribbean region parties. As well as requiring the adoption of measures aimed at preventing and controlling marine pollution, the Convention also requires parties to take appropriate measures to protect and preserve fragile ecosystems.

¹⁰ http://cermes.cavehill.uwi.edu/PolicyPerspectives/CERMES_Policy_Perspectives_2011_11_01.pdf.



The Convention is supplemented by three protocols:

- The Protocol Concerning Co-operation in Combating Oil Spills in the Wider Caribbean Region (Oil Spill Protocol);
- The Protocol Concerning Specially Protected Areas and Wildlife in the Wider Caribbean Region (SPA Protocol); and
- The Protocol Concerning Pollution from Land-Based Sources and Activities (LBS Protocol).

The Cartagena Convention provides support to the implementation of sub-regional, regional and global initiatives involving the countries of the Wider Caribbean. These include the Saint Georges Declaration for OECS, Caribbean Sea Commission, Millennium Development Goals and several multilateral environmental agreements.

3.3.2 Caribbean Sea Commission

The Association of Caribbean States (ACS) and partners have been pursuing the Caribbean Sea Initiative since 1998 mainly through promotion of the UN Resolution 'Towards the sustainable development of the Caribbean Sea for present and future generations' at the UN General Assembly. It was first adopted in 1999. It was then reported upon, revised and readopted in 2000, 2002, 2004, 2006, 2008 and 2010 (Res 65.155).¹¹

In the process, the Caribbean Sea Commission (CSC) was established in 2008 to promote and oversee the sustainable use of the Caribbean Sea. The CSC has therefore been recognized as one body that could potentially provide a regional ocean governance policy harmonisation and coordination function for the wider Caribbean region.¹²

The CSC has adopted the large marine ecosystem (LME) Governance Framework as its working model for regional ocean governance arrangements. It will focus first on living marine resources which are the basis for livelihoods in fisheries, tourism and domestic recreation, as well as providing many other ecosystem services.

¹¹ In the resolution the UNGA 'Recognises 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, inter alia, the consideration of the concept of the Caribbean Sea as a special area in the context of sustainable development, including its designation as such without prejudice to relevant international law'.

¹² The potential to add value to the work of the other implementing organisations by performing this role was recognized at the Expert Consultation on Operationalisation of the CSC in 2010. It has also been endorsed by regional political fora and by the UN General Assemblies of the United Nations.



3.3.3 Caribbean Large Marine Ecosystem Project

The Caribbean Large Marine Ecosystem and Adjacent Regions (CLME) project is a large-scale Global Environment Fund project, with the overall objective promoting the sustainable management of cross-border resources, based on an ecosystem approach. More specifically, the CLME Project will facilitate the strengthening of the governance of key fishery ecosystems in the WCR. For this purpose, CLME will give particular attention to the strengthening the existing governance arrangements in the region.

The CLME project builds on and complements existing projects and initiatives that emphasize technical and institutional aspects of sustainable living marine resource (LMR) use by focusing on governance, knowledge, and institutional issues in a transboundary marine context. The Strategic Action Programme being developed by the CLME project is seen as providing a roadmap towards improved governance of the Wider Caribbean Region's main ecosystems.

3.3.4 Revised Treaty of Chaguaramas and Caribbean Community Common Fisheries Policy

The Revised Treaty of Chaguaramas establishing a Caribbean Community including a Single Market and Economy, is the successor treaty to the original treaty establishing the Caribbean Community and Common Market (CARICOM). The Revised Treaty comes out of the commitment of its States Parties to achieve sustained economic development based on international competitiveness, co-ordinated economic and foreign policies, functional cooperation and enhanced trade and economic relations with third States.

In ensuring “the prudent and rational management of the resources of Member States”, the treaty recognises both “the precautionary” and “polluter pays” principles and those related to preventative action, rectification of environmental damage at source as well as the need to protect the Region from the harmful effects of hazardous materials transported, generated disposed of or shipped through or within the (Caribbean) Community. The treaty also directs that its members “shall promote the development, management and conservation of fisheries resources in and among the Member States on a sustainable basis”. In article 58 the Revised Treaty speaks to the adoption of “measures for the effective management of the soil, air and all water resources, the exclusive economic zone and all other maritime areas under the national jurisdiction of the Member States”.

Article 60 of the Treaty promotes of the development, management and conservation of the fisheries resources in and among the Member States on a sustainable basis. In support of this, and to give effect to the Revised Treaty in the context of fisheries management and development, CARICOM countries have approved a draft agreement on a Caribbean Community Common Fisheries Policy “to promote the sustainable utilisation



of fisheries resources and the need to protect associated ecosystems through the efficient development, management and conservation of such resources”.

3.3.5 CARICOM - Caribbean Regional Fisheries Mechanism

The Caribbean Regional Fisheries Mechanism (CRFM) was established in March 2003, with its mission being to “To promote and facilitate the responsible utilization of the region's fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region”.

The objectives of the CRFM are:

- Efficient management and sustainable development of marine and other aquatic resources within the jurisdictions of its Member States;
- Promotion and establishment of co-operative arrangements among interested Member States for the efficient management of shared, straddling or highly migratory marine and other aquatic resources;
- Provision of technical advisory and consultative services to fisheries divisions of Member States to assist with the development, management and conservation of their marine and other aquatic resources.

Conservation and protection of fish stocks and ecosystems is a priority objective of the CRFM. The activities of OECS member countries in this regard are guided by the CRFM's Strategic, Medium-Term and Annual work plans.

3.4 OECS framework

In 2010 the OECS adopted the revised Treaty of Basseterre which gives additional roles and responsibilities to the OECS Secretariat, including with particular reference to ocean governance. Under the revised Treaty, OECS Member States are also required to co-ordinate, harmonise and undertake joint actions and pursue joint policies particularly in the fields of “matters relating to the sea and its resources”.¹³

At the 54th meeting of OECS Heads of Government, the OECS Authority requested the OECS Secretariat to:

¹³ *Revised Treaty of Basseterre establishing the Organisation of Eastern Caribbean States Economic Union, Treaty of Article 4 section 4.1(o).*



continue the process of devoting resources to building capacity at the regional and national levels in the area of Oceans Governance to start the process of implementation of the Secretariat's joint work programme in this area.

OECS anticipates the establishment of a Programme for Sustainable Oceans Governance to promote maritime cooperation arrangements, at the regional and national levels, as a framework for the sustainable management of ocean resources.

A number of existing initiatives are relevant to the development of the ECROP.

3.4.1 OECS - St. George's Declaration

The St. George's Declaration of Principles for Environmental Sustainability in the OECS (2001 & 2006) is the benchmark environmental management framework in the Eastern Caribbean region. Structured around twenty one principles, the Declaration mandates OECS Member States to ensure the sound management of the biophysical environment, and is implemented by OECS member countries at the national level through the National Environmental Management Strategy (NEMS). These strategies offer countries the opportunity to set and pursue national goals and targets in addition to, or at a more rapid pace than, those included in the St. George's Declaration.

3.4.2 OECS Fisheries Management and Development Strategy and Implementation Plan (2000-2005)

The Second Meeting of the OECS Ministers of Environment Policy Committee (EPC II) mandated the OECS Secretariat, through its Natural Resources Management Unit (NRMU) to initiate the development of a fisheries strategy for member. The OECS Fisheries Management and Development Strategy and Implementation Plan was adopted in 1999 with an initial five year timeframe.

The overall Goal of the Strategy is the optimal use of available resources to generate sustainable economic and social benefits. The strategy is centred on four key Aims. Namely:

- Improved Management of the National Fisheries Industries
- Market Diversification within the Fisheries Sector
- Diversified and sustainable production base
- Improved Regional capability for Fisheries Management

Although the Strategy was developed with an initial five year timeframe, it remains highly relevant today and the goals and objectives are still pursued by Member States



3.4.3 Draft OECS Common Tourism Policy

The Common Tourism Policy has been drafted with a view to improving the region's economic competitiveness vis-à-vis tourism. A key focus of this policy is the need to deliver economies of scale, share intelligence, and collaborate to achieve greater market impact in pursuit of the policy aim to improve the region's competitiveness and enable it to compete more efficiently for tourism.

The overarching objective of the Policy is to achieve balanced growth and development of the tourism sector in the OECS Economic Union Area via the progressive harmonisation of tourism policies.

The policy recognizes the fact that the ocean, in terms of beaches and as a cruising/yachting area is perhaps the region's greatest visitor tourism asset and highlights the need for a high standard in environmental conservation to avoid the risk that visitors will seek destinations in other parts of the world if it perceived that the environment is not well cared for.

The policy also recognises the significant contribution made by marine based tourism activities (such as yachting, cruise ships and ferry services)

3.4.4 Other initiatives

The OECS has pursued, with donor assistance, a series of projects directed towards environmental conservation including the Protecting the Eastern Caribbean Region's Biodiversity (PERB) Project that ran from 2008 to 2010 and the OECS Protected Areas and Associated Livelihoods project (OPAAL) which ran from 2005 to 2011. In 2011 the Reducing Risks to Human and Natural Resources resulting from Climate Change (RRACC) was launched, to address issues related to coastal zone management and freshwater resources management. The five-year project focuses on building resilience to the impacts of climate change primarily in the Tourism and Agriculture sectors.

3.5 Implications for the OECS and Member States

The discussion above highlights a broad range of international and regional obligations that the OECS and its member States must address in the development and implementation of a regional ocean governance framework. These matters are discussed in detail by Donna Christie in her 2008 analysis for the OECS Secretariat. IN addition the OECS Member States will have to look at devising overarching policies for other sectors in the marine area/ocean; for example, oil and gas exploration and exploitation, which could become a dominant/overwhelming sector, if/when discovered and developed. Having said this, three notable areas that need to be addressed are maritime boundaries delimitation; protection of the marine environment and regulation of international shipping.



3.5.1 Maritime boundary delimitation

The 1982 Convention requires that the baselines from which the various jurisdictional zones are measured be set out on charts, have due publicity and be deposited with the United Nations. This requirement is far from fulfilled by OECS Member States. According to David Robin,¹⁴ “fundamental work related to the establishment and promulgation of baselines from which the breath of the maritime zones are measured and on which maritime boundary delimitation activities are based is still not completed in all OECS Member States.”

There remain a significant number of boundaries within the OECS area that require to be settled, making comprehensive management of maritime areas at present difficult. Furthermore, some OECS Member States have not promulgated adequate national maritime zones legislation, potentially making enforcement within those zones problematic.

3.5.2 Protection of the marine environment

The current international and regional legal framework creates specific obligations regarding protection of the marine environment. In addition to the general duty to protect and preserve the marine environment, the 1982 Convention sets out specific obligations of States regarding measures to address all sources of pollution of the marine environment. These obligations are mirrored at the regional level by the Cartagena Convention.

The 1982 Convention also introduces obligations related to protection of biodiversity by providing that measures taken by States must include those “necessary to protect and preserve rare or fragile ecosystems as well as the habitat of depleted, threatened or endangered species and other forms of marine life.” These obligations are further bolstered by the provisions of the CBD and the SPAW Protocol to the Cartagena Convention.

In terms of giving effect to these obligations, States are obliged to adopt laws and regulations to prevent, reduce and control pollution of the marine environment from a range of sources and should endeavour to harmonize their policies at the regional level. United Nations General Assembly Resolution 55/7 (adopted in October 2000) adds to this by calling on States “to harmonize, as a matter of priority, their national legislation with the provisions of the Convention”.

¹⁴ David V. Robin, *Audit of National Maritime Agencies in the Organisation of Eastern Caribbean States Member States* (2007), at 55.



There are clearly gaps and overlaps at the national level in terms of the legislation to comprehensively give effect to these obligations. The opportunity therefore exists for the OECS to establish a broad framework within which to update and harmonise national frameworks.

3.5.3 Regulation of international shipping

As noted above, a number of OECS Member States operate large open ships' registries. While the 1982 Convention provides that all States have the right to navigate the high seas with vessels of their registry, the concomitant obligation that States must effectively exercise jurisdiction and control over ships flying their flag also applies.

In practice, this means that States operating such open registries are required as a minimum to have certain administrative bodies and legal frameworks in place, to give effect to international obligations and to ensure that ships flying their flag comply with those frameworks. This applies in particular to the provisions of SOLAS and MARPOL 73/78 relating to maritime safety and prevention of pollution respectively. There are also FAO and ILO instruments addressing flagged fishing vessels on the high seas.

This situation presents a significant risk to individual OECS Member States. From 2014, the International Maritime Organisation will require certain standards of Flag Administrations as mandatory. Failure to meet these standards is likely to have negative consequences for the states in question, in terms of ships being blacklisted by Coastal States and the possibility that owners will move ships to other registries that meet the IMO standards. Given the income generated by open registries, this will have direct economic consequences for the States in question.

All OECS Member States are also deemed 'coastal' and 'port' states under the 1982 Convention and as such are required to fulfil a number of obligations pertaining to the safety of navigation of foreign flagged ships in their waters. Such obligations include but are not limited to: collection and compilation of hydrographic data; provision of navigation safety aids; obligation to issue notices of any nautical hazards with the territorial sea, the adoption of measures to prevent collision of ships at sea.

Given the significant volume of international traffic that both transits and visits the various OECS Member States, this is another area that would benefit from a more harmonised approach across the OECS. As with environmental protection, many States do not meet the minimum requirements required under the 1982 Convention or the various IMO instruments.



3.6 The need for a regional ocean policy

The OECS Member States recognise the transboundary and dynamic nature of the ocean, the increasing number and severity of threats to its long term integrity and the reality that sustainable economic and social development will depend on wise use of the ocean and its resources. While the OECS has clearly prepared a number of strategies and policies of relevance to the governance of the region's marine space, no single overarching policy framework to harmonise and coordinate these exists. The existing policy framework is inadequate for supporting the integrated approach needed in ocean governance.

This may result in increased conflict between users of the marine environment, leading to increased inequality in the distribution of benefits from the use of the marine resources. Moreover, future opportunities for development may be overlooked because of the lack of a national oversight pertaining to management and development of the marine environment.

Increased regional collaborative arrangements are necessary to avoid fragmentation of programmes and conflicting commitments in different sectors as ocean related activities increase. Given the complexities of the marine environment, and the range of stakeholders with an interest in the way it is managed, the development of an overarching framework to improve governance of the OECS' marine space is essential. The Eastern Caribbean Regional Ocean Policy will aim to provide such a framework.

3.6.1 Benefits of a regional ocean policy

The Eastern Caribbean Regional Ocean Policy is intended to enhance the benefits that have so far accrued to OECS Member States from their pursuit of a common Economic Union. The likely benefits from such a policy include:

- avoidance of duplication of efforts in a situation of scarce human and financial resources;
- assistance with improvements in capacity and general confidence-building in managerial expertise;
- continued avoidance of politically and economically damaging marine resource demarcation disputes;
- the strengthening of the current functional task-oriented approach to regional unity;
- attracting donor funding because of the policy's coordinated and longer term focus;
- as a robust and consensually agreed reference point for developing national ocean policy;



- as a robust and consensually agreed reference point for developing and presenting Regional positions in international fora; and
- as a consensually agreed reference point for developing capacity building programmes that meet the needs of Member States and Territories.

4 Foundation for the Regional Ocean Policy

The regional ocean policy aims to provide a framework for sound management of present and future activities within the marine waters of OECS member countries. It is anticipated that the policy will be complemented by the development of country-specific national ocean policies, which will give effect to the regional policy framework while also reflecting the unique circumstances of each member country.

Such a policy should therefore provide a clear vision of the direction the OECS wishes to take to achieve management in ocean affairs in the Eastern Caribbean region.

The policy should achieve the following:

- Address issues of regional concern pertaining to marine space;
- Develop out of accepted, widely held values on use and management of the ocean;
- Define a vision, principles, goals and objectives for the future governance of Eastern Caribbean regional marine waters; and
- Specify the institutional arrangements that are needed to achieve the desired outcome.

A regional ocean policy will not only ensure the ecological integrity of the resource base for social and economic development, but also provide the bases for planning, resources allocation and the provision of a secure investment climate for the development of marine resources by individual countries and territories in the region. Thus, the objective of the policy may be defined to include:

- To provide the framework for the sustainable development of marine resources in the region;
- To provide a framework to achieve a better coordination of implementation of existing international and regional obligation;
- To provide a framework for consistent/compatible national action on marine issues
- To provide a framework for a more effective coordination of regional organizations.



Policy development involves stakeholder consultation and agreement on a set of common objectives and should encompass a set of decisions which are intended to influence and determine planning, decisions and actions relating governance of marine space and resources. The regional ocean policy is therefore being developed in three stages as follows.

4.1 Stakeholder consultation

As a first step in the process of developing the regional policy, the OECS, in conjunction with the Commonwealth Secretariat, co-hosted a two day workshop in Saint Lucia, on 8-9 February 2012. 41 country participants representing all nine OECS member countries attended the workshop. As an adjunct to the workshop, the Commonwealth Secretariat also commissioned a stakeholder survey, which was distributed to participants prior to the workshop.

4.1.1 Workshop objectives and format

In bringing the various representatives together, the primary objective of the workshop was to establish consensus among OECS Member States on the way forward for developing an ocean governance framework for the Eastern Caribbean region.

Participants worked in six 'working groups', divided equally to include representatives from different countries and different functional disciplines, including but limited to: Environmental Management and Conservation; Fisheries; Maritime Transport; Foreign Affairs; Tourism; Economic Development and Planning; and Treasury.

Four substantive questions framed the context of the workshop

- What key social, economic and environmental benefits are currently provided to eastern Caribbean countries by the marine environment?
- What possible future opportunities for sustainable development could the marine environment provide?
- What existing risks, threats and barriers are perceived to be preventing countries from fully realising the opportunities the oceans present?
- In order to realise a future vision for the region's oceans, what steps are necessary to overcome threats, barriers and management challenges?

In addressing these questions, participants were encouraged to consider their vision for the future of the eastern Caribbean marine waters.



4.1.2 Summary of key outcomes of stakeholder consultations

The outcome of the St Lucia workshop reveals a wide range of issues with respect to management of the ocean in the eastern Caribbean, which can be grouped into thirteen (13) broad thematic areas that a future policy should address:



Access to resources

Securing access to and the rights to utilise marine resources, requires countries to establish the legal limits of their maritime jurisdiction through the delimitation of maritime boundaries in accordance with the provisions of the 1982 Convention. The absence of clearly defined maritime boundaries in many eastern Caribbean States may ultimately inhibit the management of the ocean space and marine resources and may create obstacles to the exercise of rights accorded to them under international law. Such rights include those concerning the development of marine resources that affect tourism, access to potentially lucrative fish stocks and employment, the conservation and management of the marine environment more generally as well as the potential development of energy from oceanic and seabed sources.

According to Christie,¹⁵ this issue of resolution of internal boundaries within the sub-region is important, but not critical, to establishment of an integrated ocean policy for the OECS and OECS Members. With harmonized strategies at both the regional and State level addressing ocean policy that conforms to THE 1982 CONVENTION, the OECS Treaty and regional needs, the potential for conflict is minimized even without resolution of internal boundaries. Resolution of baselines and of the seaward scope of the claims of OECS States in regard to non-OECS States, however, remains a priority for establishing the interests of the sub-region in relation to other States.

Environmental quality

Protection of the health of marine ecosystems is fundamental to sustaining marine biodiversity, economic resilience and the cultural, recreational, aesthetic and intrinsic values that people hold in relation to the oceans.

Water quality and marine pollution were particularly raised as a concern, with widespread agreement about its importance to a healthy sea. Particular concerns were expressed over the issue of pollution from ships and land based sources, although it is recognised that much of the waste found on beaches in the region probably comes from offshore sources rather than locally.

Protection and preservation of the marine environment

Damage to marine ecosystems and depletion of marine resources were concerns raised by workshop participants with many supporting the need for active measures to protect marine habitats and biodiversity. The health of coral reefs and associated biodiversity were seen as of critical importance both from an environmental perspective and as an economic one due to the strong reliance on the tourism sector.

¹⁵ Christie (2008), p 151.



A range of views on how and why marine ecosystems should be protected have been voiced, but there is general agreement that some areas should be protected at some times, by both statutory and less formal means. There is a need for permanent and temporary protection measures, and greater community involvement.

Sustainable use of marine resources

With specific reference to fisheries, many workshop participants felt that some resources were over exploited due to lack of effective regulation and illegal fishing. Overexploitation of fish stocks also causes degradation of habitats, and negative impacts on many ecosystems and fishing communities.

Consistent with a number of regional initiatives highlighted in this document, fishery management needs to move toward a more ecosystem-based approach to improve its effectiveness and reduce conflicts between socioeconomic forces and biological sustainability. An ecosystem-based management approach will be particularly helpful in protecting essential fish habitat and reducing the impacts of by-catch.

Participation

Active and meaningful stakeholder participation should be central to decision-making. If all stakeholders can participate and express their views and the ultimate decision taken is consensus based, this helps to reduce future potential conflicts among users as well as helping to achieve compliance. Communities and resource users should be consulted during planning and commencement of any developmental projects, and sufficient and correct information should be made available to them beforehand so that participation is meaningful.

Workshop participants noted that more meaningful participation would ultimately result in greater awareness and ownership, with people taking responsibility for sustainable development of the ocean environment.

Regulation and enforcement

A general observation from the workshop was that existing regulatory frameworks in most OECS countries exhibited both duplication and gaps in their coverage and that no country frameworks anticipate or provide an enabling environment for future uses of the marine environment. Certain activities, such as fisheries, have comprehensive legislation while others do not.

Furthermore, many participants felt that lack of compliance monitoring and enforcement is a significant problem - if rules are developed to manage people's interaction with the marine environment, it is important those rules be observed.



Overseas experience shows that voluntary compliance is essential to effectively manage the impact of people's behaviour on the marine environment. To achieve this, people need to understand the implications of their behaviour. Therefore, information and education will be important to promoting such understanding.

Economic opportunities and benefits

Economic opportunities came up prominently during the discussions, due to the high dependence on the marine environment for peoples' livelihoods. In small islands nations such as OECS Member States, the ocean presents perhaps the best opportunity for future economic growth. There is a general recognition that the ocean offers a range of future opportunities which have not yet been realised or, in some cases, even identified.

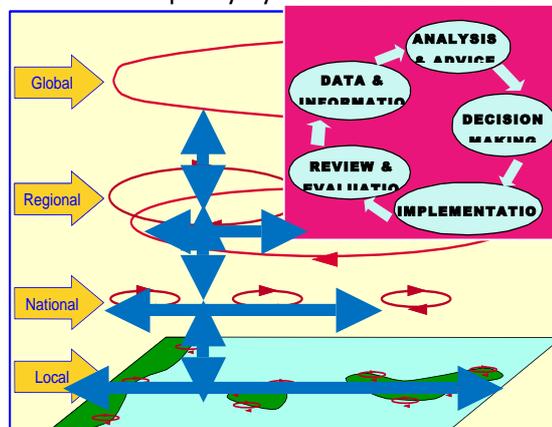
It is clear that workshop participants saw further potential for economic benefit to be derived from the sea – both from living and non-living resources – and that there is a need to explore ways of realising this potential. The potential value of oceanic resources of OECS Member States far exceeds those on land.

Governance

Workshop participants specifically highlighted the need for a regional ocean policy to provide better integration of the range of activities and processes currently associated with managing the marine environment.

If a regional ocean policy is to provide a framework that harmonises and coordinates among the existing governance arrangements that exist across the OECS, it must build on what already works and also on other related activities in the OECS and wider Caribbean, as part of a multi-level policy cycle. The proposal for an ECROP should, therefore, be seen primarily as a framework to achieve the objectives of current institutional arrangements and to identify priority areas for concerted action and to provide confidence building mechanisms to implement these. The policy would assist in identifying the gaps and overlaps in the existing system and tie current efforts into a coherent whole.

A multi-level policy-cycle based framework



Creating the **political will** to challenge the *status quo* and to implement integrated ocean governance was frequently raised as a major concern and a barrier to future development. It is here that a major focus must be placed in order to successfully implement the ECROP.



Training and capacity building

A key challenge identified by nearly all workshop participants was the need for capacity building (mostly at the national level) in order for member countries to implement integrated ocean governance at the national level. There is also a need to devise new ways of working that leverage greater capacity from current systems to make change happen through for example increased regional cooperation, sharing of costs and knowledge and public/private partnerships. It is particularly important to recognise the capacity that does exist (for example Universities, other countries, private sector), either at a national level or at a wider Caribbean level.

Awareness creation, participation and consultation will assist in upgrading skills and understanding of decision makers and professional in all sectors. Furthermore, increased cooperation on certain issues, coupled with greater coordination both within and between governments will help reduce costs and speed up the transition to more sustainable governance and management arrangements.

Security

Many workshop participants referred to the concept of security, although the context of security varied among stakeholders.

Some workshop participants referred to the need to ensure a *safe and secure marine environment* referring to the safety of shipping and for mariners through the provision of adequate charting, infrastructure and effective regulation. It is thought that the issue of safety should also be seen as giving consideration to piracy, which is thought to be significant in the southern Caribbean.

The issue of *security of marine resources* from illegal and unregulated exploitation was of concern to many participants, with particular concerns being raised over the effectiveness of compliance and enforcement efforts.

The impact of natural hazards, such as hurricanes, on the coastline was highlighted as an issue with workshop participants raising the issue of *protection of land and infrastructure*. Related to this is the issue of climate change impacts on coastal areas and many workshop participants recognised the importance of building resilience into coastal systems as a method of mitigating these risks.



Social benefits

As well as the economic benefits and environmental imperatives, a range of social benefits provided by the marine environment were identified by workshop participants as of importance. These include not only the recreational and amenity benefits but also the intrinsic value of the coast and marine environment.

The importance that marine resources play in food security and supporting sustainable livelihoods has been identified previously in this document and is an issue that needs to be provided for in any future policy framework.

Marine information, education and awareness raising

Knowledge of the marine environment is a critical need for effective decision making. Without it, effective management policies cannot be achieved. Many workshop participants expressed concern at how little is known about the oceans. There was a strong call for improved general understanding of the marine environment across the community, since the more that is known about the marine environment, the better people's interaction with it can be managed. The importance of hydrographic data for future maritime activities in particular was highlighted by some workshop participants.

Lack of marine environmental awareness and environmental education opportunities for both coastal inhabitants and tourists/visitors to the islands were ideas suggested by some workshop participants. It was felt that better general education about the marine environment was one way of enhancing personal levels of responsibility.

Emphasis should be placed on sensitising the coastal population on coastal environmental issues, introducing relevant subjects through the school curriculum by involving Education ministries, as well as capacity building especially for office bearers for effective implementation of the policies and activities.

4.2 Defining a vision for the future

Participants at the Saint Lucia workshop were asked to express their views on what kind of marine environment they wanted to see, and what kind of resource uses they wanted to see there. In response to this, participants identified the following key elements of what should be addressed in a Vision:

- Clean and healthy seas
- Rich marine biodiversity
- Provide for livelihoods



- Contribute to economic / social development
- Sustainably managed
- Integrated and harmonised at the national and regional levels
- Security, compliance and enforcement
- Participatory process

These various elements have been combined and moulded into a draft **Vision Statement** which will form the basis for subsequent rounds of consultation and discussion.

The 'Vision Statement' is the starting point to articulating the broader policy framework. It is an expression of stakeholders' aspirations about how they may benefit from a healthy and productive marine environment. The vision therefore becomes the context in which the broader governance framework is framed.

4.2.1 Vision Statement

Healthy and richly biodiverse oceans, sustainably managed in an integrated way to promote economic development and the livelihoods and aspirations of current and future generations

4.3 Principles for ocean management

The guiding principles (Sustainable Development, The Right to Development, Ecosystem Health, Ecosystem Based Management, Integrated Ocean Governance, Duty of Care & Accountability, Knowledge Based Decision Making, Precautionary Approach, Public Participation, Access & Benefit Sharing, User Pays & Other Economic Instruments: see appendix 1), based both on agreed norms for environment and development and the special character of coasts and oceans, emerges from the consultation process and should be used to inform the development and implementation of the ECROP.



5 Scope of the Regional Ocean Policy

The main elements of an ocean policy are:

the **spatial dimension** - the geographical area where the policy will be applied;

the **jurisdiction** - the area over which the OECS and its member countries exercises obligations, rights and sovereignty;

the **actors involved** - the actors that participate in this process and who should play an active role in the planning and implementation phases;

the **included issues and interests** - the national objectives and strategies, which are the issues and interests, that will be part of the national policy; and

the **administrative system of governance**.

5.1 Spatial dimension and jurisdiction

OECS Member States are grouped into two categories:

1. Full members being the six independent countries, Antigua and Barbuda, Dominica, Grenada, St Kitts & Nevis, St Lucia and St Vincent & the Grenadines and one non-independent country: Montserrat; and
2. Associated members being the two British Overseas Territories Anguila and the British Virgin Islands.

Under the 1982 Convention, OECS Member States have rights and responsibilities over an extensive area of ocean. As such, the geographical area and the jurisdiction where the ECROP will apply will include the coastlines¹⁶ and all marine waters within the 200 nautical mile limits (in addition to the continental shelf beyond 200 nm as appropriate) of the nine Eastern Caribbean island countries and territories which are members of the OECS.

Given that not all OECS Member States are adjacent to each other – several member States neighbour non-OECS Member States of CARICOM – it is not possible to apply the policy to all OECS waters in a contiguous manner. From an ecological perspective, it is highly desirable for the policy and any related management actions to apply to all waters in the region. Hence, efforts should also be made by the OECS Secretariat and Heads of

¹⁶ The coastline is the area where the land meets the sea; since a precise line cannot be determined due to the dynamic nature of the tides, the term “coastal zone” is often used instead. This is the spatial zone where interaction of the sea and land processes occurs.



Government to engage adjacent non-OECS Member States in a broader policy development process.

Since a number of French overseas territories in the region have already expressed a desire to become members of the OECS, it may in fact be prudent to undertake such consultation sooner rather than later. Not to do so may in fact prejudice the wider uptake acceptability and uptake of the policy in the future.

5.2 Actors involved

It has been established that in order to adopt an ocean governance framework and an integrated national ocean policy, traditional governmental entities must work through this process with members of the private sector, academic institutes, and non-governmental organizations, among others.

This process must be horizontally and vertically integrated, to ensure consensus and allow for the required national participation. The governmental entities related with the management of ocean issues at the national and local level would participate, in collaborating with the main political entities represented in Parliament and members of the private sector related with maritime activities (representatives of the maritime industries, academics, NGOs etc).

5.2.1 Private sector

The Eastern Caribbean supports a diverse network of private sector activity, including commercial and sport fishing, aquaculture, boat maintenance, oil and gas exploration and extraction, marine aggregate extraction, tourism and recreation, boating, marine transportation and ports, marine navigation, and communications. The development of an integrated regional ocean governance framework should aim to promote the development of private/public partnerships and standards that will support existing and emerging ocean industries, and ensure the conservation and sustainability of ocean resources.

5.2.2 Civil society

There are also non-government organizations, interest groups and academics with a wealth of expertise that can provide informed advice on matters such as economic, environmental and social issues, science and technology, community living, jobs and growth, and public education. The regional ocean governance framework should actively encourage the participation of these groups and individuals in its evolution and implementation.



5.3 Issues and Interests

The issues to be addressed in the ECROP were presented in section 4 above. The main interests of the policy are articulated in the form of ‘policy goals’¹⁷, which emerge from the visioning process.

5.3.1 Policy Goals

The following nine core goals support the principles for ocean management referred to in section 4 above¹⁸ and are proposed to guide efforts towards ensuring a healthy and productive marine environment.

Goal 1. Exercise jurisdiction

Maritime boundaries are formalized in order to secure, exercise and protect OECS member countries’ rights and jurisdiction over offshore areas and resources.

Goal 2. Protection and restoration of marine ecosystems

The overall quality of the marine environment is conserved and enhanced through protection, maintenance or restoration of natural and physical features, processes and biological diversity and the ecologically sustainable use of marine resources.

Goal 3. Sustainable economic, social and cultural opportunities

Economically and environmentally sustainable use of coastal and ocean resources is promoted and incorporated in national development policy and planning to ensure long term economic development and job creation.

Goal 4. New and emerging opportunities

Opportunities from existing, under-utilised resources are optimized while new and emerging opportunities for ocean industries and ocean-related development are identified and encouraged.

Goal 5. Multiple use, planning and zoning

OECS member countries explore and build on multiple use marine spatial planning and zoning mechanisms by linking the ocean to coastal and inland issues for improved planning and control of marine activities.

Goal 6. Integrated ocean planning and management arrangements

Clear coordinated institutional mechanisms for integrated regional and national ocean and coastal management are established and implemented across relevant sectors such as

¹⁷ Policy goals describe what is desired or what is to be achieved by implementing the policy.

¹⁸ As well as the St. Georges Declaration of Principles for Environmental Sustainability in the OECS



fisheries, tourism, transport, energy and environment including, where appropriate, partnerships between government, the private sector and civil society.

Goal 7. Education and capacity building

Our understanding of the marine environment, its natural processes and our cultural marine heritage is increased and to our capacity for informed decision-making¹⁹ by all stakeholders is developed and strengthened.

Goal 8. Public awareness and understanding community needs

Public awareness, understanding and appreciation of the importance of the ocean is raised while the needs and aspirations of communities are accommodated through active public participation in the development of new policies.

Goal 9. Adapt to changing environment

The increasing risk of coastal hazards and climate change are recognised and managed through the incorporation of appropriate adaptation and mitigation strategies into sustainable development, conservation and governance actions.

5.4 Administrative system of governance²⁰

Clarification is needed on the ocean governance mandates and responsibilities of different sectors and spheres of Government at both the national and regional (OECS) levels.

5.4.1 Regional arrangements

The development and implementation of regional/national ocean governance frameworks requires an orderly process of planning and assessment, consultation and collective decision making, policy making, coordination and management. The government institutions, agencies, local authorities, private sector and civil society all constitute the institutional frameworks that should be geared towards implementation of the policy and legal frameworks

An important step is the establishment of an effective multi-sectoral coordination mechanism, within existing organisational structures, to progress the implementation of any regional governance framework.

The OECS anticipates the establishment of a Programme for Sustainable Oceans Governance to promote maritime cooperation arrangements as a framework for the

¹⁹ This would include data management and analysis, as well as implementation of monitoring and evaluation.

²⁰ The following comments include suggestions made by Professor Donna Christie in her post-workshop report to the OECS Secretariat. See note 9 above.



sustainable management of ocean resources.²¹ It was envisaged that this would lead to the establishment of an Oceans Management Unit under the oversight of an Ocean Management Authority. However, to date none of these administrative arms have been effectively established.

At its 54th Session, the OECS Authority agreed *inter alia* on the establishment of an OECS-wide approach to commence work on the development of a regional integrated ocean governance framework, inclusive of the development of a draft ocean policy framework and action. The Authority further called for establishment of an OECS Ocean Governance Team to work, in conjunction with Member State lead agencies and the Secretariat, on “an OECS-wide approach to commence work on the development of a regional integrated ocean governance framework, inclusive of the development of a draft ocean policy framework and action.”

Sustainable Development, The Right to Development, Ecosystem Health, Ecosystem Based Management, Integrated Ocean Governance, Duty of Care & Accountability, Knowledge Based Decision Making, Precautionary Approach, Public Participation, Access & Benefit Sharing, User Pays & Other Economic Instruments

5.4.2 National coordination

Notwithstanding the need for regional coordination, sovereignty and jurisdiction over marine resources remains with Member States. Hence, at the national level, there is a need for member States to establish coordinating agencies, together with national inter-sectoral committees, with a mandate for integrated ocean management. These bodies will provide the functional link between the member States and the organisation with respect to matters relating to ocean governance.

Essential to the success of this process is the early identification of the lead coordinating agencies that will steer the process at the national level. It is important that such coordinating agencies have a clear mandate from the respective Government to engage at the OECS level and to direct and coordinate activities at the national level.

Participants in the St Lucia workshop expressed concern about what kind of agency should be designated as the “lead national agency” to participate in the process of development of an ocean policy framework called for by the OECS Heads of Government.

It is recommended that Member States be given some guidance about the purpose of the appointment of the lead State agency and the scope of the agency’s duties, both in regard

²¹ OECS, unpublished concept note, *A six year programme for sustainable oceans management in the OECS region*, p.7. Peter Murray, pers. Comm.



to coordinating the participation of other maritime agencies and local stakeholders within their jurisdiction and in regard to the agency's role in ocean policy development at the regional level.

A better understanding of these roles can assist the Member States in appointing the appropriate agency. In the process used for ocean policy development and implementation in other countries or regional organizations, the lead agency is often an environmental agency because environmental issues seem to cut across all sectors, but this does not have to be the case. Depending on the priorities of a Member State, natural resource agencies or maritime commerce agencies, for example, may be the appropriate "lead agency." Because the goal is "integrated ocean management", there should be an effort to assure that ocean policy development is not "captured" by a single agency, however.

5.4.3 Ocean governance team

As noted above, the OECS Authority has called for establishment of an OECS Ocean Governance Team to *inter alia* guide the development of a regional integrated ocean governance framework. This is an essential requirement to ensure the necessary political engagement and to establish effective coordination mechanisms with other competent entities and the community in general. In addition to coordinating the development and implementation of the regional governance framework, an institutional home will be needed for supervisory and support activities relating to ocean governance at both the regional and national levels.

Considering this context and the critical importance of integration in the management of oceans, it is clearly necessary to modify the present administrative structure. The first action which should be taken is to establish the OECS Ocean Governance Team. Many workshop participants suggested that such a body should be formed of representatives drawn from each country. It therefore seems logical that the Ocean Governance Team could be constituted of the heads or high-level representatives of the agencies designated as the lead agencies in each member State. Such a team will likely provide representation by different sectors of marine activities.

If this model is chosen, the team should make use of advisory groups in development of a draft ocean policy/governance framework.

A **scientific advisory committee** would be essential.

An **economic advisory committee** may also be needed, although the Secretariat may be able to provide relevant support on economic issues.

The Secretariat may also be able to provide support on legal issues and requirements. A mechanism for stakeholder engagement is also necessary. Initially, an **advisory group**



of major stakeholders, including NGOs and key marine user groups, may be most useful in development of a draft, before seeking broader participation.

The first task of the Ocean Governance Team should be to oversee the process of developing the draft ECROP. The draft should be approved by the OECS Authority through a relevant legal instrument.

In the longer term, the Ocean Governance Team may also be developed into a more permanent Ocean Management Commission within the OECS. In that case, team members may be appointed based on expertise and experience in vital sectors of ocean use, expertise in the marine environment and experience in ocean policy development and ocean management. This kind of team would also require the assistance of advisory committees, among them an advisory committee composed of representatives of the Member State-designated lead agencies. The Secretariat may also provide important support as well as regional coordination.

This is by no means an exhaustive list of possible models, but it would seem efficient to determine whether a permanent OECS Ocean Management Commission is likely to emerge from the process. If so, pulling together some of the necessary expertise from the region as part of the OECS Ocean Governance Team would create a foundation for the new Commission.

In summary, for such an institutional coordinating mechanism to be effective, the following key factors are essential:

- The coordinating body would be established at a level that has access to the highest levels of government.
- The coordinating body would have to have a clear and defined mandate and sufficient resources and capacity to do its job.
- The coordinating body should be comprised of appropriate administrative heads of relevant agencies. Representation by experts and nongovernmental organisations is also necessary.
- Key functions of the coordinating body would be to promote²² the regional vision, goals and objectives for ocean governance at the national level, to strengthen inter-governmental and inter-sectoral collaboration, to reduce conflict and provide a forum for conflict resolution among sectors and ocean users.
- The coordinating body could be established in a phased approach: Initially, the Ocean Governance Team would fulfil this role but in time it will need to be institutionalised and could become an OECS Ocean Governance Commission.

²² As well as monitor and evaluation implementation of.



This interim measure could last a few years, during which time the structure, functions and enabling instruments of the commission could be established.



Appendix 1: Eastern Caribbean Regional Ocean Policy (ECROP)

Preamble

1. The Caribbean Sea Large Marine Ecosystem (CLME) is a semi-enclosed sea adjacent to the Atlantic Ocean, south of the Gulf of Mexico. It is one of the larger salt water seas with a diverse marine life that is fundamental to the livelihoods of coastal communities. However, the region is under environmental stress as climate variability and change, habitat degradation, pollution, unsustainable fishing, and unsustainable tourism threaten the CLME, and the livelihoods linked to it
2. The countries of the wider Caribbean have repeatedly indicated the need for attention to shared living marine resource management at the regional and international levels through participation in regional arrangements, and through signing various international treaties and agreements.
3. Like all small island States, the member countries of the Organisation of Eastern Caribbean States (OECS) are ocean nations whose economies, environment and social fabric are inextricably linked to the ocean and its resources. Under the United Nations Convention on the Law of the Sea, the six independent Members of the OECS have rights and responsibilities over at least one hundred and twenty-six thousand square kilometres of ocean – more than fifty one times the area of the islands' land mass.
4. The marine waters of the Eastern Caribbean have unique flora and fauna of global significance and are among the top five global biodiversity hot spots in the world due to the diverse marine ecosystems. The Caribbean is home to about 9% of the world's coral reefs covering about 20,000 square miles, most of which are located around the Eastern Caribbean islands and the Central American coast. The many ecosystem functions and services that the marine environment provides are closely interlinked and activities and impacts in one part of the ocean may result in unintended and unexpected consequences elsewhere.
5. The ocean is an essential part of the Eastern Caribbean economy - from the uses made of ocean space, the economic values we attach to it, the important goods and services it supplies, the wealth of resources it contains, to the activities it supports. These include resources that can be extracted for commercial trade (such as oil, gas, seabed minerals and fish), and services that provide for economic activity (tourism) or recreation, as well as ecological services that can provide human protection (storm protection) and the recycling of nutrients or cleansing of pollution. The sustained



supply of goods and services from the oceans is central to our future wellbeing and prosperity.

6. The OECS recognises that the ocean and its resources offer significant opportunities for economic diversification and the generation of wealth for the benefit of all Eastern Caribbean States. There is, however, no room for complacency. Our ocean systems are under increasing pressure from many uses, such as fisheries, shipping, offshore petroleum activities, tourism and recreation. These give rise to significant environmental pressures, such as increases in exotic invasive species, poorly planned and regulated coastal development, solid and liquid waste dumping by cruise ships/hotels/resorts, and unsustainable extraction of natural resources such as fisheries, and sand for construction.
7. The habitats supported by the region's coral reefs are critical to support tourist activities such as fishing and diving, and their continued destruction could severely damage the region's economy. Our failure to properly manage the human activities that affect the region's ocean and coastal environment is compromising their ecological integrity, diminishing our ability to fully realize their potential, costing us jobs and revenue, threatening human health, and putting our future at risk.
8. The fundamental role of the ocean to the economies and livelihoods of Eastern Caribbean States underscores the importance of achieving better coherence across the social, economic and environmental pillars of sustainable development, but in a fundamentally different way from the manner in which modern society has historically viewed the balances and linkages up to now.
9. OECS Heads of Government recognise the need to ensure the sustainable management of the ocean as the basis for livelihoods, food security and economic development. Our commitment to the development of a common policy for this region stems from an awareness of an increasing number and severity of threats to its long term integrity. This policy presents a framework for the sustainable development, management and conservation of the resources and marine environment within the Eastern Caribbean.
10. This policy is not a legally binding document; however its guiding principles are founded in international law, as reflected in the United Nations Convention on the Law of the Sea and other international and regional agreements including the St Georges Declaration.
11. We invite others to recognise our commitment to these guiding principles and support our strategies to implement this policy across the Eastern Caribbean Region to ensure it remains healthy and sustains the livelihoods and culture of our citizens.



Purpose

12. The purpose of the Eastern Caribbean Regional Ocean Policy is to establish a framework that can guide inter-sectoral planning and development of ocean activities in a rational and sustainable manner for the social and economic development of OECS member countries, to generate jobs and income and to contribute to social inclusion.
13. This policy is the basis for effective coordination and collaboration among OECS member countries and the harmonisation of national and regional actions in relation to the marine resources of the Eastern Caribbean.
14. Notwithstanding the need for regional coordination, sovereignty and jurisdiction over marine resources remains with member States. Hence, at the national level, there is a need for individual countries to formulate more specific policies and strategic action that are appropriate to them.

Vision

Healthy and richly biodiverse Eastern Caribbean marine environment, sustainably managed in an integrated way to promote socio-economic development and support the livelihoods and aspirations of current and future generations

Guiding Principles

15. The following guiding principles should be applied by OECS member countries to all policies, plans, regulations, decisions and actions affecting access to and use of the region's marine space and the associated resources²³. They should be considered together.

Sustainable Development - Sustainable development principles should rest at the core of the regional ocean policy: It should recognize the need for integration of social, economic and environmental aspects of decision making, and that any current and future ocean resource development must be carefully undertaken without compromising the ability of future generations to meet their needs.

The Right to Development - Human development in harmony with the environment is fundamental to the achievement of sustainable development, so that individuals and societies are empowered to achieve positive social and environmental outcomes.

²³ Including those of the sea bed



The value of the resources provided by the oceans must be recognized and opportunities for their economic development optimised to meet society's needs and promote the wellbeing of coastal communities.

Ecosystem Health - The diversity, health and productivity of marine ecosystems is fundamental to the management of both the oceans and the land.

The integrity of marine ecosystems must be maintained and, where appropriate, rehabilitated, with a desired end of maintaining or recovering natural levels of biological diversity and ecosystem services.

Ecosystem Based Management - There is a need to move away from the sectoral and species-based approaches from which characterize ocean governance systems. Marine environments must be treated as a distinctive and indivisible system, recognizing the interrelationships between marine users and ecosystems and between the land, sea and air.

Large scale marine spatial planning and other area-based management measures, which recognize the interactions and interdependent nature of the various systems on islands, should be integral parts of an ecosystem approach to oceans management.

Integrated Ocean Governance - Integrated governance is a commitment to planning and managing human activities in a comprehensive manner while considering all factors necessary for the conservation and sustainable use of marine resources and the shared use of ocean spaces.

The many potentially beneficial uses of ocean and coastal resources should be acknowledged and managed in a way that balances competing uses while preserving and protecting the overall integrity of the marine environment.

Duty of Care & Accountability - Access to environmental resources carries attendant responsibilities to use them in an ecologically sustainable, economically efficient, and socially fair manner. Individual and corporate responsibilities and incentives should be aligned with each other and with broad social and ecological goals. All people and organisations must act with due care to avoid negative impacts on the coastal environment and coastal resources.

Decision makers and members of the public should be accountable for the actions they take that affect ocean and coastal resources.

Knowledge Based Decision Making - Ocean planning and management decisions should be based as far as possible on the best available information concerning of the natural, social, and economic processes that affect ocean and coastal environments. Decision makers should be able to obtain and understand quality



science and information in a way that facilitates sustainable use of ocean and coastal resources.

Precautionary Approach - The knowledge base for managing the marine environment is arguably weaker than for other ecosystems, but this should not be used as ground for lack of action.

In the face of uncertainty about potentially irreversible environmental impacts, marine management efforts must err on the side of caution, adopting a risk-averse and precautionary approach to decision making.

Public Participation - Full stakeholder awareness and participation contributes to credible, accepted rules that identify and assign the corresponding responsibilities appropriately. All stakeholders should therefore be engaged.

The support of the public in the formulation and implementation of decisions concerning governance of ocean uses is seen as crucial to its success. Partnerships between government, the private sector and civil society must be built in order to ensure co-responsibility for coastal management and to empower stakeholders to participate effectively.

Access & Benefit Sharing - The fair and equitable sharing of the benefits arising from the use of common ocean resources, and the responsibilities for their continued health and productivity, among all citizens.

OECS member countries should govern marine resource use in a manner that aims at sharing the benefits arising from the utilization of marine resources (including genetic resources) in a fair and equitable way, including by appropriate access to resources and by appropriate transfer of relevant technologies.

User Pays & Other Economic Instruments - Access to common ocean resources for private profit should be priced to give a reasonable rate of return to the community. Charges for access to ocean resources should reflect the community interest and short- and long-term economic, environmental, social, and cultural costs and benefits.

Those who generate and release wastes into the ocean should bear the costs of containment, avoidance, abatement, or remediation to the level of best practice.



Policies and Goals

Policy 1 - Secure access to resources

16. Securing access to and the rights to utilise marine resources, requires countries to establish the legal limits of their maritime jurisdiction through the delimitation of maritime boundaries in accordance with the provisions of the United Nations Convention on the Law of the Sea. The absence of clearly defined maritime boundaries in many eastern Caribbean States inhibits the management of the ocean space and marine resources and may create obstacles to the exercise of rights accorded to them under international law. Such rights include those concerning the development of marine resources that affect tourism, access to potentially lucrative fish stocks and employment, the conservation and management of the marine environment more generally as well as the potential development of energy from oceanic and seabed sources.

Goal 1.1 – OECS member countries formalize maritime boundaries in order to secure exercise and protect their rights and jurisdiction over marine areas and resources.

Policy 2 - Maintain and improve ecosystem integrity

17. The marine ecosystems of the eastern Caribbean and their marine biological diversity are a key regional asset for our member States. OECS Member States recognise that ecosystem health and integrity is fundamental to ecologically sustainable development. If our use of them is well managed they can meet a broad range of economic, social and cultural aspirations. They also provide a range of essential services that would be extremely costly or impossible to restore or replace once they are lost.

Goal 2.1 - The overall quality of the marine environment is conserved and enhanced through protection, maintenance or restoration of natural and physical features, processes and biological diversity and the ecologically sustainable use of marine resources.

Policy 3 – Promote social and economic development

18. The ocean offers the potential for numerous opportunities to generate significant economic, social and cultural benefits. Examples of the potential are found in fisheries, aquaculture, tourism, transportation, oil and mineral production, education and research. Developing this potential in a sustainable manner presents OECS member countries with many new opportunities which can create new jobs, achieve a



higher rate of growth, reduce poverty, and secure international biodiversity and sustainability obligations.

Goal 3.1 – Sustainable use of marine resources, taking into account social, economic and environmental needs, is promoted and incorporated in national development policies and planning framework to ensure long term social and economic development.

Goal 3.2 - Opportunities from existing, under-utilised resources are optimized while new and emerging opportunities for marine industries and marine-related development are identified and encouraged.

Policy 4 – Adopt multiple-use ocean planning and integrated management

19. The vast range of both land-based and marine human activities affecting the ocean requires integrated planning and management to ensure that development goals, strategies, and projects do not operate at cross purposes. The application of integrated and ecosystem based management approaches can assist in this regard. Well-integrated governance frameworks, which recognize the interactions and interdependent nature of the various systems on islands, help to accommodate and resolve conflicts between the vast range of marine-related interests and values, and can highlight any trans-boundary implications of marine developments.

Goal 4.1 - Clear coordinated institutional mechanisms for integrated regional and national coastal and ocean management are established and implemented across relevant sectors such as fisheries, tourism, transport, energy, health and environment including, where appropriate, partnerships between government, the private sector and civil society.

Goal 4.2 – OECS member countries establish national legal frameworks that give effect to international and regional obligations and reflect an integrated approach to planning and management of marine space.

Goal 4.3 - OECS member countries explore and build on multiple use marine spatial planning and zoning mechanisms by linking the marine environment to inland issues for improved planning and control of marine activities.

Policy 5 – Promote public awareness, participation and accountability

20. The care of the marine environment is the responsibility of everyone. However, lack of awareness and environmental education results in low levels of personal responsibility. Community participation is a key to promoting and instituting a duty of care for the marine environment. Through stewardship initiatives, OECS member



countries can encourage the public to volunteer and actively participate in the caring for marine resources in meaningful and positive ways.

21. An informed public allows two-way communications among government agencies, users groups and local communities to ensure the social acceptability that will enhance the successful implementation and enforcement of ocean governance decisions. There is a need to make available accurate, timely and documented official information on proposed ocean governance activities through media coverage and public fora, meetings and discussions, and information education campaigns in the local language.
22. Awareness creation, participation and consultation will assist in promoting understanding and stewardship by all stakeholders.

Goal 5.1 - Public awareness, understanding and appreciation of the importance of the ocean is raised while the needs and aspirations of communities are accommodated through active public participation in the development of new policies.

Goal 5.2 - All citizens have access to information concerning the marine environment, as well as the opportunity to participate in the decision-making processes. In this regard, the access to justice by citizens for redress and remedy in environmental matters is a cornerstone of enhancing accountability.

Policy 6 – Support research and capacity building

23. Modern ocean management requires integrating social and environmental information so that human activity is better factored into sound decision-making. There are a variety of ways by which knowledge is acquired and understood, and a number of sources from which it can be obtained. Integrating such diverse and complex information, supplemented by new research to improve understanding of the marine environment (particularly of marine ecosystems), contributes to the advancement and management of oceans resources.
24. For this reason, a system should be developed to integrate and provide marine-related information now dispersed among different organisations, with a view to organizing such information efficiently and rationally in a user-friendly manner that allows member countries to manage their coastal and marine zones and resources in a way that strikes a balance between conservation and productive development. Such a system will also contribute to the development of marine industries, promotion of basic research and streamlining of marine surveys.
25. There is also a need to devise new ways of working that leverage greater capacity from current systems to make change happen through, for example, increased regional cooperation, sharing of costs and knowledge and public/private partnerships.



It is particularly important to recognise the capacity that does exist (for example Universities, other countries, private sector), at a national, regional or wider Caribbean level. Increased cooperation on certain issues, coupled with greater coordination both within and between governments will help reduce costs and speed up the transition to more sustainable governance and management arrangements.

Goal 6.1 - Our understanding of the marine environment, its natural processes and our cultural marine heritage is increased and our capacity for informed decision-making is developed and strengthened.

Goal 6.2 – A clear marine research strategy is developed that identifies key data requirements for decision making, monitoring and evaluation, and supports investment for new and emerging opportunities.

Goal 6.3 – Decision makers and planners receive training in marine science, marine affairs and marine management that is relevant to coastal and ocean management.

Policy 7 – Building resilience and managing for uncertainty

26. Planning and management for use of ocean resources, particularly the living marine resources, must be able to respond to considerable uncertainty. Member countries should be able to accommodate uncertainty in the accuracy of assessments of resources and of risks and the variability and unpredictability of the marine environment and implement strategies that build ecological resilience into marine systems.
27. For the Eastern Caribbean marine environment, the impacts of climate change will be particularly important. These may include relative sea level rise, increased sea surface temperatures, ocean acidification and changes in ocean circulation. Even in the absence of increased intensity or frequency of tropical storms and hurricanes, increased sea surface temperatures will intensify their impact on coastlines in the Caribbean. These changes will lead to increased vulnerability for development and significant changes for many Eastern Caribbean States.
28. Understanding the impacts and effects of climate change and other stressors is key to maintaining a healthy environment. This will influence how we use and value our coasts and seas both now and in the future. Adaptation, including in the marine environment, is necessary to deal with the potential impacts of these changes which are already in train.

Goal 7.1 - The increasing risk of coastal hazards and climate change are recognised and managed through the incorporation of appropriate adaptation and



resilience building strategies into sustainable development, conservation and governance actions.

Scope of the policy

29. The geographical scope of Eastern Caribbean Regional Ocean Policy is the coastlines and all marine waters within the 200 nautical mile limits of the nine Eastern Caribbean island countries and territories which are members of the OECS.
30. OECS member countries are grouped into two categories:
 - i. Full members being the six independent countries, Antigua and Barbuda, Commonwealth of Dominica, Grenada, St Kitts & Nevis, St Lucia and St Vincent & the Grenadines and the non-independent Montserrat; and
 - ii. Associate members being the two British Overseas Territories: Anguilla and the British Virgin Islands
31. In many cases the policies reflected in this Regional Ocean Policy should also be taken into account in the terrestrial planning system and other consenting regimes which affect or might affect the marine area.
32. The OECS Secretariat and Heads of Government should also undertake to engage adjacent non-OECS States in a broader policy development process to achieve a broader acceptance and application of the provisions of this policy. Notwithstanding this, it is recognised that membership of the OECS is not static and that other countries in the region may wish to join in the future. In this regard, negotiations with prospective new members shall not prejudice the implementation and status of this policy.
33. The Eastern Caribbean Regional Ocean Policy aims to fulfil the following key purposes:
 - i. A regional consensus on priorities for actions to ensure improved ocean governance and sustainable use of the ocean and its resources;
 - ii. A framework for regional coordination of action;
 - iii. A framework for regional and international institutions to use in integrating their work; and
 - iv. Guidance to development partners and donors on regional priority areas requiring their support.



Actors

34. This policy provides the basis for a new strategic management framework to involve all levels of government and interested parties to work towards a set of common objectives.

Governments

35. National Governments have fundamental responsibilities for the stewardship and management of their nations' marine waters and resources. However, there are equally important roles and responsibilities for local governments, which have responsibility for many of the land-based activities affecting the marine environment.

Private sector

36. The Eastern Caribbean supports a diverse network of private sector activity, including commercial and sport fishing, aquaculture, boat maintenance, oil and gas exploration and extraction, marine aggregate extraction, tourism and recreation, boating, marine transportation and ports, marine navigation, and communications.
37. The development of an integrated regional ocean governance framework should aim to promote the development of private/public partnerships and standards that will support existing and emerging ocean industries, and ensure the conservation and sustainability of ocean resources.

Civil society

38. There are also non-government organizations, interest groups and academics with a wealth of expertise that can provide informed advice on matters such as economic, environmental and social issues, science and technology, community living, jobs and growth, and public education. The regional ocean governance framework should actively encourage the participation of these groups and individuals in its evolution and implementation.

Broader community based participation

39. Local communities should be encouraged to participate in planning and management strategies and share responsibility for the management of ocean resources. As such, the public should have sufficient opportunities for informed community contributions to decisions and management and ocean management decision making should be open for public scrutiny.



Institutional arrangements

40. This policy will be implemented through regional and national institutional arrangements which emphasise national responsibility and regional cooperation, consultation and stakeholder participation.
41. OECS member countries have established an OECS Ocean Governance Team formed of representatives drawn from each member country and have agreed to identify and mandate lead National Coordination Agencies to participate in this process, working closely with the OECS Secretariat Ocean Governance Unit, in leading and coordinating activities at the regional level.
42. Key elements of the institutional framework therefore include:
 - OECS Ocean Governance Team
 - National Coordination Agencies
 - National Ocean Governance Focal Points
 - Ocean Governance Unit of the OECS Secretariat
43. The Ocean Governance Team should make use of advisory groups in the development and implementation of the regional ocean policy/governance framework including but not necessarily limited to:
 - A scientific advisory committee.
 - An economic advisory committee.
 - A legal advisory team
44. A mechanism for stakeholder engagement is also necessary. Initially, an advisory group of major stakeholders, including NGOs and key marine user groups, may be most useful in the implementation of this policy.



Appendix 2: ECROP Three-Year Strategic Action Plan

Priority 1: Maritime Boundary Delimitation

It is in the national interest of all OECS Member States that they deposit with the United Nations, base-point coordinates, charts and other information delineating their maritime zones in order to establish and secure their rights and responsibilities over their marine waters and the resources therein.

Action 1.1 - Negotiate, agree and delimit maritime boundaries with third party (non-OECS) States - (Policy Goal 1.1)

Activities	Responsibility
<ul style="list-style-type: none"> Re-establish the OECS Maritime Boundary Delimitation Task Force to include representatives from the Secretariat and from each OECS State including expertise in law, cartography, marine survey, fisheries and geology and was mandated to undertake technical preparatory work for negotiations with third party States 	OECS Secretariat
<ul style="list-style-type: none"> Review and revise, as appropriate the OECS General Negotiating Briefs established with regard to third party States 	OECS Secretariat

Action 1.2 - Negotiate, agree and delimit maritime boundaries between OECS Member States - (Policy Goal 1.1)

Activities	Responsibility
<ul style="list-style-type: none"> Establish or re-establish as appropriate National Maritime Boundary Delimitation Committees 	States
<ul style="list-style-type: none"> Review and revise, as appropriate, national baselines and base points and implementing domestic legislation 	States
<ul style="list-style-type: none"> Commence negotiations between OECS Member States to delimitate their maritime boundaries 	States / OECS Secretariat



Priority 2: Preserve and Protect the Marine Environment

The ocean ecosystems of the eastern Caribbean and their marine biological diversity are a key regional asset for our member States. OECS Member States recognise that ecosystem health and integrity is fundamental to ecologically sustainable development. They also provide a range of essential services that would be extremely costly or impossible to restore or replace once they are lost. If utilisation of these resources is well managed they can meet broad range of economic, social and cultural aspirations.

Action 2.1 - Establish a network of marine protected areas and implement [where practicable] the Caribbean Challenge Initiative - (Policy Goal 2.1)

Activities	Responsibility
<ul style="list-style-type: none"> Assessment of existing MPAs in each Member State 	States
<ul style="list-style-type: none"> Development and establish of a national plan for the system of protected areas (also known as the “Systems Plan”) as appropriate 	States
<ul style="list-style-type: none"> Strengthen management systems and capacities 	States
<ul style="list-style-type: none"> Establish management plans for Marine Protected Areas (MPAs) or Zones 	States
<ul style="list-style-type: none"> Establish mechanisms for sustained financing of MPAs including through the establishment of the national biodiversity trust fund 	States

Action 2.2 - Improve compliance with international and national environmental requirements - (Policy Goal 4.2)

Activities	Responsibility
<ul style="list-style-type: none"> Update the national St. George’s Declaration (SGD) report 	States
<ul style="list-style-type: none"> Undertake a stocktaking of member countries’ implementation of international environmental agreements 	OECS Secretariat/States
<ul style="list-style-type: none"> Incorporate Environmental and Socioeconomic Impact Assessments into planning and decision making frameworks 	States



Priority 3: Promote Sustainable Economic Development

A strong and sustained maritime economy is only possible if the mechanisms that enable investors to support maritime activities are created. To do so it is essential to provide credible up-to-date information that can be used to enhance the economic and social development of OECS countries. It is also necessary to promote the definition of rapid, transparent and investment-friendly mechanisms for the creation and attraction of maritime industries and the exploitation of existing natural resources.

Action 3.1 Develop the ocean economy - (Policy Goals 3.1 & 3.2)

Activities	Responsibility
<ul style="list-style-type: none"> Member States complete systematic analysis to quantify the value of their ocean economies and the potential value of key marine resources/activities 	States²⁴
<ul style="list-style-type: none"> Enhance the ocean as a key element in the tourism sector, creating conditions for the best use of the ocean and coastal zones and supporting the quality and diversity of the range of tourist products 	States / OECS Secretariat
<ul style="list-style-type: none"> Promote and enhance the region's port and marina facilities, by examining the viability of value added services, to enhance the economic opportunities they present 	States / OECS Secretariat
<ul style="list-style-type: none"> Support continued implementation of the OECS Fisheries Management and Development Strategy and Implementation Plan 	States / OECS Secretariat

Action 3.2 - Adopt an integrated approach to development and management of the ocean - (Policy Goals 4.1 & 4.2)

Activities	Responsibility
<ul style="list-style-type: none"> Promote a shift from the traditional sector-specific approaches to management to a more integrated 'whole of government' governance approach that recognise the contribution the ocean economy can make to national development goals 	States / OECS Secretariat
<ul style="list-style-type: none"> Strengthen processes that support integrated or ecosystems based management²⁵ and assist member governments to 	OECS Secretariat

²⁴ This could be led/coordinated at the regional level as some resources may be shared. It would also make the best use of limited capacities to do such analyses and take a harmonised approach



develop capacity to undertake integrated management that is responsive to local conditions	
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Action 3.3 - Apply marine spatial planning for improving management to achieve economic development - (Policy Goal 4.3)

Activities	Responsibility
<ul style="list-style-type: none"> Promote spatial planning of existing activities, foreseeing potential and future uses and mapping out opportunities at the regional and national levels²⁶ 	OECS Secretariat
<ul style="list-style-type: none"> Conduct an audit to ascertain existing availability of marine data 	OECS Secretariat
<ul style="list-style-type: none"> Document all existing and possible future activities that occur and their spatial extent 	OECS Secretariat
<ul style="list-style-type: none"> Facilitate a workshop to evaluate and synthesise the data and to start generating a Marine Spatial Plan 	OECS Secretariat

²⁵ This includes providing support to Member States in the implementation of OECS Fisheries Management and Development Strategy and implementation Plan

²⁶ This includes an initial scoping study to review, across all States of the OECS, the national and regional requirements for Maritime Spatial Data



Priority 4: Reform Ocean Governance

The Regional Ocean Policy stems from the desire to achieve responsible ocean governance across the OECS. Governance is an overarching theme that is an essential part of the ECROP. The overall aim of reforming the current governance arrangements should be to establish, strengthen, and implement effective governance mechanisms that contribute to the implementation of the ECROP.

Action 4.1 - Establish high-level coordinated institutional arrangements for integrated ocean and coastal management - (Policy Goal 4.1)

Activities	Responsibility
<ul style="list-style-type: none"> Establish a regional OECS Ocean Governance Team made up of a network of national Focal Points from each member country 	States / OECS Secretariat
<ul style="list-style-type: none"> Identify and mandate a national lead agency to participate at the regional OECS level 	States
<ul style="list-style-type: none"> Establish an organizational structure and lines of communication that supports the programs established by the National Agency and facilitates consultation with private stakeholder 	States
<ul style="list-style-type: none"> OECS Secretariat and Heads of Government engage adjacent non-OECS Member States in a broader policy development process to achieve a broader acceptance and application of the regional ocean policy 	States / OECS Secretariat
<ul style="list-style-type: none"> Promote efforts to build coordination, create greater capacity and reduce duplication by pooling resources to reduce costs 	OECS Secretariat

Action 4.2 - Review, strengthen and/or establish policy, legal and planning arrangements in accordance with national and regional needs and capacities - (Policy Goal 4.2)

Activities	Responsibility
<ul style="list-style-type: none"> Undertake a stocktake of IEAs that OECS Member States should accede to 	OECS Secretariat
<ul style="list-style-type: none"> National governments accede to and implement all relevant international and regional instruments 	States
<ul style="list-style-type: none"> OECS member governments establish national ocean policies which must both reflect national priorities and be consistent with 	States



the regional policy framework. The process of establishing and implementing such a policy should be inclusive of relevant stakeholders	
<ul style="list-style-type: none"> • Improve existing and develop new, as appropriate, national legislation and guidelines on marine environmental protection 	States
<ul style="list-style-type: none"> • Effectively participate in relevant regional (Caribbean-wide) ocean governance initiatives 	OECS Secretariat / States

Priority 5: Awareness Raising and Participation

An informed public ensures the social acceptability that will enhance ocean governance decision making and implementation. Community participation is a key to promoting and instituting a duty of care for the marine environment. Awareness creation, participation and consultation will assist in promoting understanding and stewardship by all stakeholders; ensuring that decision makers and members of the public are accountable for actions they take that affect both ocean and coastal resources

Action 5.1 - Increasing awareness and stimulating participation - (Policy Goals 5.1 & 5.2)

Activities	Responsibility
<ul style="list-style-type: none"> • Support and promote public awareness of oceans and ocean issues and promote public education on oceans 	States / OECS Secretariat
<ul style="list-style-type: none"> • Establish a process to identify and stimulate the participation of local communities and local industries in planning and management strategies and to share responsibility for the management of ocean resources 	States / OECS Secretariat



Priority 6 Support Research and capacity building

Knowledge of the marine environment is a critical need for effective decision making. The more that is known about the marine environment, the better people's interaction with it can be managed. Integrating diverse and complex information, supplemented by new research contributes to the advancement and management of oceans resources. It is particularly important to recognise the capacity that does exist at a national, regional or wider Caribbean level and determine what needs exist or will need to be met in the future. Upgrading skills and understanding of decision makers and professional in all sectors can be assisted by awareness creation, participation and consultation.

Action 6.1 - Develop research strategy and support training – (Policy Goals 6.1, 6.2 & 6.3)

Activities	Responsibility
<ul style="list-style-type: none"> Develop a marine research strategy that identifies key data requirements for decision making, monitoring and evaluation and supports investment for new and emerging opportunities 	OECS Secretariat/ States
<ul style="list-style-type: none"> Determine training needs related to marine science, marine affairs and marine management that is relevant to coastal and ocean management 	OECS Secretariat / States
<ul style="list-style-type: none"> Support training of decision makers and planners in marine science, marine affairs and marine management that is relevant to coastal and ocean management 	States/ OECS Secretariat
<ul style="list-style-type: none"> Facilitate/support research to increase understanding of the marine environment, its natural processes and cultural marine 	UWI – CERMES / States / OECS Secretariat



Priority 7 – Building resilience and managing for uncertainty

Planning and management for use of ocean resources, particularly the living marine resources, would help Member countries to accommodate uncertainty in assessments of resources and implementation of strategies that build ecological resilience. The impacts of climate change are particularly important as they will lead to increased vulnerability for development and significant changes for many Eastern Caribbean States.

Action 7.1 - Adaptation and resilience building (Policy Goal 7.1)

Activities	Responsibility
<ul style="list-style-type: none"> Identify appropriate adaptation and resilience building strategies²⁷ for incorporation into sustainable development, conservation and governance actions to reduce risk of coastal hazards and climate change 	States
<ul style="list-style-type: none"> Facilitate/support the incorporation of appropriate adaptation and resilience building strategies into sustainable development, conservation and governance actions to reduce risk of coastal hazards and climate change 	States / OECS Secretariat

²⁷ This would be linked to the Caribbean Community's Strategy and Roadmap; and, Caribbean Disaster and Emergency Management Agency's (CDEMA's) Comprehensive Disaster Management (CDM) Strategy.