

## Preliminary Sub-Regional, Regional and International Stakeholder Assessment Report

A discussion paper for the CLME Synthesis Workshop  
By

Jorge Angulo, Ph.D.



CLME Project Implementation Unit  
Centre for Resource Management and Environmental Studies (CERMES)  
University of the West Indies  
Cave Hill Campus, Barbados

February 2007

# Table of Contents

<b>1. INTRODUCTION .....</b>	<b>2</b>
<b>2. STAKEHOLDERS IDENTIFICATION .....</b>	<b>3</b>
2.1 SUB-REGIONAL STAKEHOLDERS.....	5
2.1.1 <i>The Organization of Eastern Caribbean States (OECS)</i> .....	5
2.1.2 <i>Caribbean Regional Fisheries Mechanism (CRFM)</i> .....	5
2.1.3 <i>The Caribbean Conservation Association (CCA)</i> .....	6
2.1.4 <i>Organización del Sector Pesquero y Acuicola del Istmo Centroamericano (OSPESCA)</i> .....	7
2.1.5 <i>Organización Latinoamericana de Desarrollo Pesquero (OLDEPESCA)</i> .....	8
2.2 REGIONAL STAKEHOLDERS.....	10
2.2.1 <i>Association for Caribbean States (ACS)</i> .....	10
2.2.2 <i>Caribbean Environment Programme (CEP)</i> .....	10
2.2.3 <i>Caribbean Natural Resources Institute (CANARI)</i> .....	11
2.2.4 <i>Integrating Management of Watershed and Coastal Area Management in Small Island Developing States of the Caribbean (IWCAM)</i> .....	12
2.3 INTERNATIONAL STAKEHOLDERS .....	13
2.3.1 <i>Western Central Atlantic Fishery Commission (WECAFC)</i> .....	13
2.3.2 <i>The Nature Conservancy</i> .....	14
2.3.3 <i>The Food and Agriculture Organization of the United Nations (FAO)</i> .....	15
2.3.4 <i>United Nations Environment Programme (UNEP)</i> .....	16
2.3.5 <i>World Wide Fund For Nature (WWF)</i> .....	17
2.3.6 <i>The Wider Caribbean Sea Turtle Conservation Network (WIDECAST)</i> .....	18
2.3.7 <i>The World Conservation Union (IUCN)</i> .....	18
2.3.8 <i>International Ocean Institute (IOI)</i> .....	20
<b>4. RECOMMENDATIONS FOR ENHANCING STAKEHOLDER INVOLVEMENT IN THE PROJECT ..</b>	<b>21</b>
<b>5. CONCLUSIONS.....</b>	<b>23</b>
<b>6. REFERENCES .....</b>	<b>25</b>
<b>ANNEX 1 .....</b>	<b>26</b>

## 1. Introduction

According to Chevalier (2001) the term stakeholder was, apparently, first described in the literature back in 1708 to mean a bet or a deposit. Since then the definition has changed and today it is mostly accepted as anyone significantly affecting or affected by someone else's decision-making activity. A search conducted over the internet on stakeholder definition produced an amazing result of 549 hits, which clearly reflects the increasing popularity and use of the term in the literature.

Despite the myriad of definitions all share a common term which is “interest” of someone (individual or group). In this regard Renard (2004) stressed the importance of avoiding misunderstanding in defining stakeholders and called for taking into account that:

- Stakeholders are not only local people. They include governments and their agencies, as well as people, organizations, institutions and markets, which are not necessarily located close to the natural resource that is being managed. For example in a coastal management area stakeholders will include local residents and a wide range of governmental agencies and businesses.
- Stakeholders are not only organizations and formal groups. They include individuals, communities and informal networks. Facilitators of planning and management processes must be prepared to recognize and involve the sectors of society that are not fully represented and organized. For instance, in the Caribbean region most of the users of natural resources do not belong to a specific organization.
- Stakeholders are not only the users of natural resources. They include people and institutions that impact directly but also indirectly on the resources even without using them, and they include people who may not even be aware that they have a stake in the management of these resources. For example, all users of a watershed area in a small island are stakeholders in the management of the coastal resources below the watershed, since they impact on these resources.
- Stakeholders change over time. New stakeholders can enter a resource management system, while others may lose their role of interest. For example changes in the local economy and society or the status of resources will provoke changes in the ways people use the resources. This implies that stakeholder identification is an ongoing process and must include a historical dimension in the analysis.

Additionally stakeholders have been classified according to their level of interest and/or relation to a particular issue as primary and secondary. This differentiation has come from the field of project planning and management, where it can be helpful to distinguish between those who will be directly affected by a project, and those who are only marginal to that intervention. Renard (2004) criticized this classification stating that it is not particularly useful for natural resource management in the Caribbean. This author considers that relationships between and among people and natural resources tend to be changing and complex, therefore fitting stakeholders in one of these categories runs the risk of marginalizing some groups and could exclude less obvious, powerless and voiceless stakeholders. It is my opinion, however, that although

relationships between stakeholders and natural resources may change over time the recognition of who has a primary or secondary stake in a particular issue is important to facilitate the analysis. Two aspects then become crucial to guard us from being exclusive. First, ensure a comprehensive inclusion of all possible stakeholders in early stages of the analysis and second, guarantee the inclusion of a historical dimension in the analysis.

The use of Stakeholder Analysis (SA) as a tool has become increasingly popular in the management, development and policy fields during the last decade (Brugha and Varvasovszky, 2000). This popularity reflects recognition among managers, decision makers and researchers of the vital role of stakeholders (individuals, groups and organizations) who have an interest (stake) and the potential influence the actions and aims of an organization, project or policy direction. Through the collection and analysis of data on stakeholders, one can develop an understanding of, and possibly identify opportunities for influencing, how decisions are taken in a particular context and how a particular decision may influence a particular result.

The SA has developed as a tool or a set of tools with different purposes in its application in different fields. Particular examples of its application are the Rapid Rural Appraisal, the Participatory Rural Appraisal and the Participatory Action Research methods. Furthermore, dispute resolution practices and the social actor perspective in the social sciences are also related to SA (Chevalier, 2001).

In addition SA is becoming popular for several reasons. Firstly, SA involves recognition of the fact that obstacles to peace, equity, sustainability or growth cannot be solved through technological means alone. Analysis of issues such as: poverty, environmental degradation, power relations and conflicting interests requires that social relations involving all interested parties must be addressed and alternative solutions explored. Secondly, SA also has the advantage of being a flexible, context-specific paradigm that helps focus attention on specific problems, actors and opportunities for change. This is particularly helpful in the context of natural resource management issues where complex and interdependent relationships of groups relying on common resources such as land, water and forests typically prevail.

Due to constraints in time and resources, this report's objective is to produce a preliminary stakeholder assessment of the Caribbean Large Marine Ecosystem and adjacent regions in issues related to sustainable management of the shared living marine resources at sub-regional, regional and international levels. While it is recognized that engaging key stakeholders at the local and national levels are essential to the success of the CLME Project goals, details on these stakeholders are not discussed in this report and will be elucidated in subsequent work on stakeholder analysis.

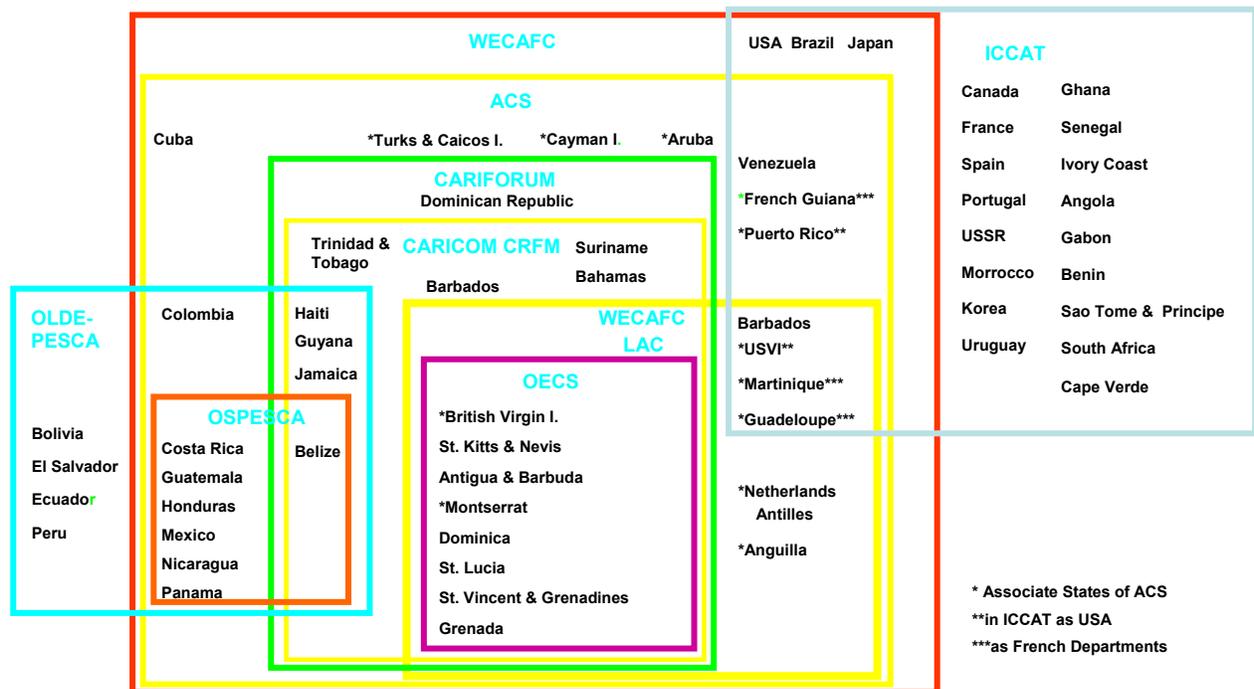
## **2. Stakeholders Identification**

The Caribbean is a diverse region that includes 14 continental countries and 23 island nations (Beekhuis, 1981). This diversity of cultures, languages, and socio-economic development makes generalization a rather difficult task. Nonetheless, every Caribbean country shares common natural resources most of which are transboundary in nature (Angulo-Valdes in press). This is particularly true for the island nations that coexist in the Caribbean Basin.

The Sustainable Management of the Shared Marine Resources of the Caribbean Large Marine Ecosystem and Adjacent Regions Project (CLME Project) has developed a large marine ecosystem (LME) governance framework to ensure management sustainability of the shared living marine resources in the Caribbean. This governance framework is based on four propositions and focuses on a linked examination of two well-known components of LME-level governance (the policy cycle and the multi-level nature of LME). The framework aims to accommodate the diversity of policy cycles at multiple levels (scales) and the linkages among them. It also takes into account several aspects such as context, purpose, jurisdictional scale, capacity and complexity and makes available means to identify critical areas that need intervention.

This section of the report will identify a preliminary listing of stakeholders at three levels - sub regional, regional and international and will assess their current and potential roles as well as ways to enhance their involvement in the project. The complexity of the institutional arrangements for many of the governmental stakeholders involved in living marine resource management at the sub-regional, regional and international levels is illustrated in Figure 1.

**Figure 1. Complexity of Institutional Arrangements in the Wider Caribbean.**



Source: Adapted from Chakalall, B., Mahon, R., and McConney, P. 1998. Current issues in fisheries governance in the Caribbean Community (CARICOM). *Marine Policy*, 22: 29-44.

## **2.1 Sub-Regional Stakeholders**

### **2.1.1 The Organization of Eastern Caribbean States (OECS)**

The Organization of Eastern Caribbean States (OECS) came into being on June 18th 1981, when seven Eastern Caribbean countries signed a treaty known as the Treaty of Basseterre. The **OECS** is an inter-governmental organization dedicated to economic harmonization and integration, protection of human and legal rights, and the encouragement of good governance between countries and dependencies in the Eastern Caribbean. It also performs the role of spreading responsibility and liability in the event of natural disaster, such as a hurricane. The main organ of the OECS, the Secretariat, is based in Saint Lucia.

#### **Member States**

Currently they are nine member states: Antigua and Barbuda, Commonwealth of Dominica, Grenada, Montserrat, St Kitts and Nevis, St Lucia and St Vincent and the Grenadines and two associated member state: Anguilla and the British Virgin Islands comprising this group.

#### **Current and Potential Role Assessment**

The OECS through its Environment and Sustainable Development Unit (ESDU) can play a role in

- (i) ensuring that Member States interests are considered in project activities, we can also
- (ii) provide representation/oversight (?), particularly when Member States representatives cannot attend, as well as
- (iii) serve as an information conduit/ activity monitor during project execution

### **2.1.2 Caribbean Regional Fisheries Mechanism (CRFM)**

The CRFM is the core of a complex interactive network of a wide variety of stakeholders in fisheries. Their mission is “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.” Three bodies together make up the CRFM. These are: 1) the Ministerial Body; 2) the Caribbean Fisheries Forum; and 3) the CRFM Secretariat. CRFM headquarters are located in Belize however the secretariat staff is located at two offices: one in Belize, at its headquarters, and the other in the eastern Caribbean to provide a base from which to serve this part of the CARICOM region.

#### **Member countries**

Membership in the CRFM is open to all CARICOM countries as full members. The current members are: Anguilla, Antigua and Barbuda, The Bahamas, Barbados, Belize, British Virgin Islands, Dominica, Grenada, Guyana, Haiti, Jamaica, Montserrat, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, Turks and Caicos Island.

## **Current and Potential Role Assessment**

- Coordinating the project's interaction with member countries.
- Provide advice through the steering committee of other similar bodies.
- Provide a link to CARICOM/CAROFORUM regional policymaking body – eg COTED

CRFM goals and objectives are similar to the project's so they would like to see a good level of integration between the project activities and their own. They should therefore be able to assist with implementation, directly or indirectly, of some of the project activities in their member states.

### *2.1.3 The Caribbean Conservation Association (CCA)*

The CCA works toward enhancing the quality of life for present and future generations of the Caribbean by facilitating the development and implementation of policies, programmes and practices, which contribute to the sustainable management of the region's natural and cultural resources. CCA has initiated, co-sponsored, endorsed and funded a variety of regional conservation programmes, ranging from an endangered species research and conservation effort directed at the preservation of the Caribbean green turtle, the development of a vibrant outreach programme in Environmental Education and the formulation of a regional environmental education and communications strategy, to the compilation of environmental profiles for five countries within the Eastern Caribbean.

## **Member States**

CCA membership covers the wider Caribbean amongst non-governmental organizations, within government structures and by individuals interested in voicing civil society's concern for the state of the environment in the Caribbean region. They are 17 governments: Anguilla, Antigua & Barbuda, Aruba, Barbados, Belize, British Virgin Islands, Dominica, Government of France, Grenada, Guyana, Jamaica, Montserrat, St Kitts & Nevis, St Lucia, St. Vincent & the Grenadines, Republic of Trinidad and Tobago, Venezuela, 60 non-governmental organizations, as well as 130 associates (individuals), and several student members.

## **Current Role Assessment**

- Mobilizing civil society and NGO partners; public education and outreach

## **Potential Role Assessment**

- Communications and information dissemination to civil society and NGOs in member states;
- Capacity building and technical assistance to partners and members participating in CLME.

#### *2.1.4 Organización del Sector Pesquero y Acuícola del Istmo Centroamericano (OSPESCA)*

The OSPESCA was created in 1995 as a coordinate response of several Central-American countries to a growing concern for the status of their fishery resources. It was recognized that fishery resources occurring in their waters were a common asset, most of which were highly migratory; therefore coordinate action needed to be implemented to protect those resources and to ensure their long-term use. Since then OSPESCA has been working in ensuring sustainable development of fisheries and aquaculture for member countries. To make this effort even more effective in 1999 OSPESCA is included in the General Secretary of the Central American Integration System; under which The Fishery and Aquaculture Regional Unit is created to coordinate and control implementation of agreements and resolutions enacted by OSPESCA.

OSPESCA main goal is to promote coordinated and sustainable development in the fishery and aquaculture sectors within the framework of the Central America Integration System. This should be achieved by defining, approving and conducting policies, strategies, programmes and regional projects dealing with fisheries and aquaculture. OSPESCA promotes the creation of a regional and development model for fisheries and aquaculture to maximize social benefits for local population.

Another two regional organizations have been created OSPESCA

#### **Member States**

Seven countries are active members of OSPESCA. They are: Belice, Salvador, Nicaragua, Panama, Honduras, Guatemala and Costa Rica. Dominican Republic acts as Associate State and three countries Spain, Mexico and China are observers.

#### **Current Role Assessment**

- To promote regional policies toward the integration of fisheries and aquaculture.
- To promote and follow implementation of the Regional Framework for Fisheries and Aquaculture.
- To coordinate inter-institutional and inter-sectorial efforts of regional reach with ecosystem and interdisciplinary approaches.
- To obtain support for the application of existing legislations and policies related to fisheries and aquaculture.
- To create regional strategies, programmes, projects, and agreements dealing with fisheries and aquaculture.
- To strength regional organizations of fishery and aquaculture producers.

- To coordinate regional participation in international for a related to fisheries and aquaculture.

Under OSPESCA two regional organizations have been created to act as advisor bodies. They are the Confederacion de Pescadores Artesanales de Centroamerica (CONFEPESCA) and the Organizacion de Empresarios de la Acuicultura y la Pesca (OECAP). Both organizations were created in 1997 and their main contributions have been to provide inputs to OSPESCA for designating policies, programmes, agreements and projects dealing with fisheries and aquaculture and to ensure representation of these two important sectors within the OSPESCA work.

### **Potential Role Assessment**

OSPESCA constitutes one of the most important stakeholders in the region and its contribution to the CLME project could be significant. Currently there are nine working projects dealing with several important issues of fisheries and aquaculture. These projects span from fishery organization to data collecting and management, and capacity building for technical staff and fishermen. This is very convenient for the CLME project because it could use the already existing infrastructure and coordination to spread results and get more people involved in the project.

#### *2.1.5 Organización Latinoamericana de Desarrollo Pesquero (OLDEPESCA)*

OLDEPESCA was created by the Latin American States represented at the third Annual Meeting of Ministers responsible for matters concerning fisheries in 1981. The agreement reached by signatory countries gave OSPESCA international legal personality and stated that OLDEPESCA shall be based on the principles of equality, sovereignty, independence of the States, solidarity, non-intervention in domestic affairs and respect for the different political, economic and social systems, in accordance with the Declaration of Principles of International Law and with reference to relations of friendship and cooperation between States in accordance with the Charter of the United Nations unanimously approved at the General Assembly of the U.N. during its XXV Session, and respect for the sovereignty of States over their fishery resources.

The main purpose of the Organization is to meet Latin American food requirements adequately, making use of Latin American fishery resource potential for the benefit of Latin American peoples, by concerted action in promoting the constant development of the countries and the permanent strengthening of regional cooperation in this sector.

### **Member States**

There are 14 country members: Belice, Bolivia, Cuba, Costa Rica, Ecuador, Salvador, Guatemala, Guyana, Honduras, Mexico, Nicaragua, Panama, Peru and Venezuela.

### **Current Role Assessment**

Main roles of OLDEPESCA are:

- To promote adequate utilization of fishery resources, preserving the marine and freshwater environment through the application of rational policies for the conservation of resources.
- To encourage and strengthen the Latin American cooperation in the development of the rational exploitation of sea and freshwater fishery resources, for the benefit of the peoples in the region.
- To increase substantially a food supply of sufficient nutritional value, the prices, preparation and presentation of which are in keeping with the needs of the low-income inhabitants of the region.
- To increase in the same manner, consumption of marine and freshwater products in the region.
- To encourage, similarly, export diversification and expansion.
- To promote marketing systems to expand the regional exchange of products of the sector.
- To promote generation of jobs and improvement of incomes, through greater social and economic development of the communities related to the fish of the region.
- To improve and strengthen the productive, institutional, organizational and human resources capacity of the sector.
- To promote and organize utilization of the joint negotiating capacity of the Latin American region, as well as to determine, identify and channel international, technical and financial cooperation, through concrete regional coordination and cooperation within the scope of the sector.

### **Potential Role Assessment**

Similar to OSPESCA, OLDEPESCA should be used as a practical mean to implement results obtained from the CLME project. First of all, it is a relative old organization with several years of expertise. Second, it encompasses many important countries for what they represent in the Latin American context. This is different political, economical and social scenarios. Third, several of its member states also belong to OSPESCA ensuring, somehow a possible collaboration between the two organizations towards a common goal.

## **2.2 Regional Stakeholders**

### **2.2.1 Association for Caribbean States (ACS)**

The ACS was established via a convention that was signed on 24 July 1994 in Cartagena de Indias, Colombia, with the aim of promoting consultation, cooperation and concerted action among all the countries of the Caribbean. comprising 25 Member States and three Associate Members. Eight other non-independent Caribbean countries are eligible for associate membership. The main organs of the Association are the Ministerial Council, which is the principal organ for policy-making and direction of the Association, and the Secretariat. The secretariat of the organization is located in Port of Spain, Trinidad and Tobago.

#### **Members and Associate Member States**

The ACS Member States are: Antigua and Barbuda, Bahamas, Barbados, Belize, Colombia, Costa Rica, Cuba, Dominica, Dominican Republic, El Salvador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Nicaragua, Panama, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago, Venezuela. Its Associated Member States are: Aruba, France (on behalf of French Guiana, Guadeloupe, and Martinique), Netherlands Antilles and Turks and Caicos Islands.

#### **Current and Potential Role Assessment**

The Association looks forward to the strengthening of the regional co-operation and integration process, with a view to creating an enhanced economic space in the region; preserving the environmental integrity of the Caribbean Sea which is regarded as the common patrimony of the peoples of the region; and promoting the sustainable development of the Greater Caribbean. The ACS jointly with Social Partners look forward to contributing effectively to the accomplishment of this goal.

### **2.2.2 Caribbean Environment Programme (CEP)**

The CEP was initiated in 1976 by the United Nations Environment Programme with the assistance of the Economic Commission for Latin America and the Caribbean (ECLAC), at the request of the Governments of the Wider Caribbean Region. A framework for regional projects and activities was first formulated in Montego Bay, Jamaica on 6-8, April, 1981, when the Action Plan for the Caribbean Environment Programme was adopted by the First Intergovernmental Meeting.

The CEP is a conglomerate of legislative, programmatic and institutional frameworks and entities working together in assisting the nations and territories of the Wider Caribbean Region to protect their marine and coastal environment and promote sustainable development. The CEP is

managed by and for the diverse Caribbean nations and territories under a legal and programmatic framework they created in 1981 called the Caribbean Action Plan.

### **Current and Potential Role Assessment**

The programme objectives embraced by the Caribbean Action Plan, include the following:

- Assistance to all countries of the region, recognizing the special situation of the smaller islands
- Co-ordination of international assistance activities
- Strengthening existing national and subregional institutions
- Technical co-operation in the use of the region's human, financial and natural resources

The Action Plan for the CEP contains several interdependent components to promote regional cooperation. Assessment activities identify the problems that need priority attention in the region. Regional agreements are negotiated to strengthen cooperation among States in addressing the identified problems in a given region. They also provide an important tool for national policy makers to implement national control activities. Management activities, aimed at controlling existing environmental problems and preventing the development of new ones, are one of the means by which States fulfill their treaty obligations. Coordinated assessment activities then continue to assist Governments by providing scientific information by which to judge whether the legal agreements and management policies are effective

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). The Convention has been supplemented by three protocols addressing specific environmental issues namely, oil spills, specially protected areas and wildlife and land-based sources and activities or marine pollution.

The Caribbean Regional Co-ordinating Unit (CAR/RCU) located in Kingston, Jamaica was created in 1986 and serves as Secretariat to the CEP. The CEP has four main sub-programmes:

- Assessment and Management of Environment Pollution (AMEP).
- Specially Protected Areas and Wildlife (SPAW).
- Information System for the Management of Marine and Coastal Resources (CEPNET).
- Education, Training and Awareness (ETA).

Though not a component of the Caribbean Action Plan, the CEP works in close collaboration with, and, receives tremendous support from its Partner Organizations, nationally, regionally and internationally.

#### *2.2.3 Caribbean Natural Resources Institute (CANARI)*

The CANARI is an independent technical and research organization, which analyses and promotes the participatory management of natural resources in the islands of the Caribbean. For more than twenty years, the Institute has developed a thorough knowledge of issues related to

participatory management. CANARI continues to be committed to a Caribbean model of development based on sustainable use of natural resources to meet the livelihood needs and aspirations of Caribbean people and to researching and promoting equitable participatory processes of visioning, decision-making and management.

### **Current and Potential Role Assessment**

CANARI's programme, which spans the entire insular Caribbean, comprises three main elements - research, analysis and advocacy on the methods and institutions required for participatory management. Themes include approaches to protected area management; capacity building for participatory management; collaborative natural resource monitoring; and, locating livelihood strategies in natural resource management.

- **Capacity Building and Technical Assistance for Participatory Management**  
CANARI actively stimulates and supports local, national, and regional initiatives that foster stakeholder participation in resource management. One of the ways in which this has been done is through technical assistance, which includes advice on programme design and implementation and an associated small grant scheme. More than forty initiatives throughout the Caribbean have received technical assistance and support from the Institute.
- **Sharing Lessons from Research and Analysis**  
An important element of CANARI's work is sharing the lessons of its research and analysis and those of other organizations involved in participatory resource management. This is done through the documentation of experiences and through training and technical support to government agencies, NGOs and community organizations. The Institute offers a range of workshops and seminars annually and will provide specialized training and technical services on request. The Institute's reports and publications are available to its partners, collaborators, students, and the general public.
- **Resources and Facilities**  
CANARI has five technical staff and four support staff. The Institute has its main office in Trinidad and Tobago, where its catalogued library collection is housed. CANARI maintains a project office in St. Lucia, where it has modest laboratory facilities. The Institute's programme is implemented with financial support from a range of national, regional and international agencies.
- CANARI recognises the value of strategic alliances with other institutions and organizations – international, regional, national and local – to further expand its capacity to carry out its mission. Such alliances, which encompass both formal partnerships and informal collaboration, enhance the quality of research in the region, reduce duplication and optimise the use of limited human and financial resources

#### *2.2.4 Integrating Management of Watershed and Coastal Area Management in Small Island Developing States of the Caribbean (IWCAM)*

The Caribbean Environmental Health Institute (CEHI), the United Nations Environment Programme (UNEP) and the United Nations Development Programme (UNDP) developed the Regional Project on Integrated Watershed and Coastal Areas Management (IWCAM) in Caribbean Small Island Developing States (SIDS) over a period of 6-8 years, starting in 1998, through a thorough consultative process in 13 countries of the Caribbean region. The IWCAM provides a framework for SIDS to better address environmental management challenges that they face.

### **Member Countries**

The member countries within this Project are: Antigua & Barbuda, Bahamas, Barbados, Cuba, Dominica, Dominican Republic, Grenada, Haiti, Jamaica, St. Kitts & Nevis, St. Lucia, St. Vincent & the Grenadines, Government of Trinidad & Tobago.

### **Current and Potential Role Assessment**

- IWCAM is well ahead in relation to full implementation. As such, IWCAM can share lessons related to GEF project implementation. These could include administrative, reporting, performance indicators, contracting, preparation of terms of reference, management structures etc.
- IWCAM will focus on pollution of the marine environment. Specifically, it will be seeking to assist countries with legal and institutional reforms related to coastal zone management. The assessments (e.g. legal and policy; training needs; indicators) being conducted can be used to inform the work which might be needed under the CLME.
- IWCAM will also be assisting with incentive mechanisms to encourage SIDS to ratify the Cartagena Convention, which aims to protect the marine environment from land-based sources of pollution.

## ***2.3 International Stakeholders***

### ***2.3.1 Western Central Atlantic Fishery Commission (WECAFC)***

The WECAFC was created by Article VI-1 of the FAO Constitution Resolution 4/61 at the FAO Council, Sixty-first Session, November 1973. A total of 33 country members are currently active. Some of them are not even located in the Caribbean but hold an stake in the process.

### **Current and Potential Role Assessment**

The main objectives of the WECAFC are to facilitate the coordination of research, encourage education and training, and assist its members in establishing rational policies to promote the rational management of resources that are of interest for two or more countries. The Commission has an advisory management function but has no regulatory powers. Some of its main actions are:

- to promote and assist in the collection of national statistics and biological data relating to fisheries in general and the shrimp fisheries in particular; and to provide for the compilation and dissemination of these data on a regional basis;
- to facilitate the coordination of national research programmes and to promote, where appropriate, the standardization of research methods;
- to promote the interchange of information relating to the fisheries of the region;
- to promote and coordinate, on a national and regional basis, studies of the effect of the environment and of pollution on fisheries, and studies of appropriate methods of control and improvement;
- to promote and assist the development of aquaculture and stock improvement;
- to encourage education and training through the establishment or improvement of national; and
- regional institutions and by the organization of training centres and seminars;
- to assist Member Governments in establishing rational policies for the development and utilization of the resources consistent with national objectives and the conservation and improvement of the resources; and
- to promote and coordinate international aid to further the achievement of the objectives referred to in the preceding sub-paragraphs.

WECAFC has significantly contributed to the development of fisheries in the Western Central Atlantic. For instance it has provided funds to undertake fishery resource assessment, improve fishery data management and fishery planning. WECAFC has also contributed to development of human capacities in the fishery sector in the region. It is this author opinion that given the characteristics and worldwide acknowledgement of the WECAFC it could play a vital role in the implementation of the LME governance framework.

### *2.3.2 The Nature Conservancy*

The Nature Conservancy is a conservation organization working to protect the most ecologically important lands and waters around the world for nature and people.

The mission of The Nature Conservancy is to preserve the plants, animals and natural communities that represent the diversity of life on Earth by protecting the lands and waters they need to survive.

The Nature Conservancy has developed a strategic, science-based planning process, called **Conservation by Design**, which allows identify the highest-priority places—landscapes and

seascapes that, if conserved, promise to ensure biodiversity over the long term. Conservation by Design allows achieving meaningful, lasting conservation results.

The Nature Conservancy has five priority conservation initiatives to address the principal threats to conservation at the sites where we work, focusing on fire, climate change, freshwater, marine, invasive species and forests.

### **Current and Potential Role Assessment**

- Work closely with partners, corporations, indigenous people and traditional communities all over the world, and people like you.
- Apply a science-based plan that achieves tangible results all over the world.
- Use a non-confrontational, collaborative approach.
- Continually strive to exercise integrity beyond reproach and to operate openly and transparently as we pursue our mission.

#### *2.3.3 The Food and Agriculture Organization of the United Nations (FAO)*

FAO leads international efforts to defeat hunger. Serving both developed and developing countries, FAO acts as a neutral forum where all nations meet as equals to negotiate agreements and debate policy. FAO is also a source of knowledge and information to help developing countries and countries in transition modernize and improve agriculture, forestry and fisheries practices and ensure good nutrition for all. FAO's mandate is to raise levels of nutrition, improve agricultural productivity, better the lives of rural populations and contribute to the growth of the world economy.

FAO provides the kind of behind-the-scenes assistance that helps people and nations help themselves. Achieving food security for all is at the heart of FAO's efforts - to make sure people have regular access to enough high-quality food to lead active, healthy lives.

FAO activities comprise four main areas:

- **Putting information within reach.** FAO serves as a knowledge network. It uses the expertise of its staff - agronomists, foresters, fisheries and livestock specialists, nutritionists, social scientists, economists, statisticians and other professionals - to collect, analyse and disseminate data that aid development. FAO also publishes hundreds of newsletters, reports and books, distributes several magazines, creates numerous CD-ROMS and hosts dozens of electronic fora.
- **Sharing policy expertise.** FAO lends its years of experience to member countries in devising agricultural policy, supporting planning, drafting effective legislation and creating national strategies to achieve rural development and hunger alleviation goals.
- **Providing a meeting place for nations.** On any given day, dozens of policy-makers and experts from around the globe convene at headquarters or in FAO's field offices to forge

agreements on major food and agriculture issues. As a neutral forum, FAO provides the setting where rich and poor nations can come together to build common understanding.

- **Bringing knowledge to the field.** Its breadth of knowledge is put to the test in thousands of field projects throughout the world. FAO mobilizes and manages millions of dollars provided by industrialized countries, development banks and other sources to make sure the projects achieve their goals. FAO provides the technical know-how and in a few cases is a limited source of funds. In crisis situations, we work side-by-side with the World Food Programme and other humanitarian agencies to protect rural livelihoods and help people rebuild their lives.

#### *2.3.4 United Nations Environment Programme (UNEP)*

The UNEP is considered the “voice” for the environment within the United Nations system. Its mission is to provide leadership and partnership in caring for the environment by inspiring, informing, and enabling nations and people to improve their quality of life without compromising that of future generations. UNEP is an advocate, educator, catalyst and facilitator, promoting the wise use of the planet’s natural assets for sustainable development. It works with many partners: United Nations entities, international organizations, national governments, non-governmental organizations, business, industry, the media and civil society. The organization has eight Divisions to promote and facilitate sound environmental management for sustainable development. These divisions span from early warnings of meteorological events to funding agencies such as the Global Environment Facility (GEF). UNEP also hosts several environmental conventions including the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES), the Convention on Biological diversity, the Convention on Migratory Species, etc. As it can be seen this organization

#### **Current Role Assessment**

- Assessing global, regional and national environmental conditions and trends.
- Developing international agreements and national environmental instruments that helps to address major environmental and social issues such as the scarcity of fresh water, degradation of the marine environment and the pollution of the atmosphere.
- Strengthening institutions for the wise management of the environment. The UNEP has initiated a ministerial-level intergovernmental process to strengthen environmental governance and reinvigorate global commitment to sustainable development.
- Integrating economic development and environmental protection.
- Facilitating the transfer of knowledge and technology for sustainable development.
- Encouraging new partnerships and mind-sets within civil society and the private sector.

#### **Potential Role Assessment**

- To enhance and expand access to environmental data and information to governments.
- To increase aid to governments for sustainable planning and development.
- To increase support to governments in anticipating, responding and managing disasters caused by environmental factors.
- Keep working in building trust among partners based on respect of rights and cultures.

### *2.3.5 World Wide Fund For Nature (WWF)*

Established in 1961, WWF operates in more than 100 countries working for a future in which humans live in harmony with nature. Currently over 2,000 conservation projects are being funded by WWF and 4,000 people across the planet are employed by the organization. The organization is almost unique in that it has that local presence to global presence, which provides it with the advantage of being at the core of the problems working very close with main stakeholders.

#### **Current Role Assessment**

WWF focuses on critical places and issues, and forges partnerships to make a measurable difference to the state of the world. Its mission is to stop the degradation of the planet's natural environment and to build a future in which humans live in harmony with nature, by:

- conserving the world's biological diversity
- ensuring that the use of renewable natural resources is sustainable
- promoting the reduction of pollution and wasteful consumption.

In the selection of these critical places and issues WWF works with local communities, government agencies, partner NGOs, and key businesses to implement programmes to ensure the solution of the problems. By doing this WWF tackles the social, economic, and policy issues which are critical to sustainable livelihoods for people and the ecosystems upon which they depend.

The WWF takes conservation efforts across the world by setting global programme targets under different themes. In this way the WWF implements an efficient system for measuring results and evaluate progress. The organization also conducts cutting-edge campaigns on hot issues, realizing the importance communications play in reaching new stakeholders and swaying political opinion. WWF has demonstrated a unique ability to partner with others and to broker concrete conservation solutions.

#### **Potential Role Assessment**

To enhance WWF fulfillment of its roles it should:

- continue to be global, independent, multicultural and non party political
- keep using the best available scientific information to address issues and critically evaluate all its endeavours
- work towards dialogue and avoid unnecessary confrontation
- build concrete conservation solutions through a combination of field based projects, policy initiatives, capacity building and education work
- truly involve local communities and indigenous peoples in the planning and execution of its field programmes, respecting their cultural as well as economic needs
- strive to build partnerships with other organizations, governments, business and local communities to enhance WWF's effectiveness
- run its operations in a cost effective manner and apply donors' funds according to the highest standards of accountability.

#### *2.3.6 The Wider Caribbean Sea Turtle Conservation Network (WIDECAST)*

The Wider Caribbean Sea Turtle Conservation Network (WIDECAST) is an international scientific network comprised of volunteer Country Coordinators (mainly sea turtle experts, natural resource professionals, and community-based conservationists), an international Board of Scientific Advisors, and Partner Organizations in more than 30 Caribbean States and territories. Each Coordinator works closely with a national coalition of stakeholders, including biologists, conservationists, resource managers, resource users, policy-makers, educators and others, to ensure that everyone has access to the dialogue, as well as to the unique products and services of the network.

WIDECAST was founded in 1981 by Monitor International, in response to decisions arising from a meeting convened jointly by the Caribbean Conservation Association (CCA) and World Conservation Union (IUCN) non-governmental organizations in the Caribbean region. The meeting, entitled Meeting of Non-Governmental Caribbean Organizations on Living Resources Conservation for Sustainable Development in the Wider Caribbean (Santo Domingo, Dominican Republic, 26-29 August 1981), recommended that a "Wider Caribbean Sea Turtle Recovery Action Plan should be prepared ... consistent with the Action Plan for the Caribbean Environment Programme"

#### *2.3.7 The World Conservation Union (IUCN)*

The IUCN is the world's largest and most important conservation network. The Union brings together 82 States, 111 government agencies, more than 800 non-governmental organizations (NGOs), and some 10,000 scientists and experts from 181 countries in a unique worldwide partnership.

The Union's mission is to influence, encourage and assist societies throughout the world to conserve the integrity and diversity of nature and to ensure that any use of natural resources is equitable and ecologically sustainable.

### **Current and Potential Role Assessment**

The IUCN supports and develops cutting-edge conservation science; implements this research in field projects around the world; and then links both research and results to local, national, regional and global policy by convening dialogues between governments, civil society and the private sector.

The priority of the Union's current Programme (2005–2008) is to build recognition of the many ways in which human lives and livelihoods, especially of the poor, depend on the sustainable management of natural resources.

In its projects, the Union applies sound ecosystem management to conserve biodiversity and builds sustainable livelihoods for those directly dependent on natural resources. The Union is actively engaged in managing and restoring ecosystems and improving people's lives, economies and societies.

The Union's databases, assessments, guidelines and case studies, prepared by its global membership, Commissions and Secretariat, are among the world's most respected and frequently cited sources of information and reference on the environment.

As the world's largest environmental knowledge network, the Union has helped over 75 countries to prepare and implement national conservation and biodiversity strategies. The Union also has the official status of Observer at the United Nations General Assembly.

Some examples of current and potential roles the IUCN has accomplished.

#### Knowledge

- Monitoring the state of the world's species through the IUCN Red List of Threatened Species
- Contributing to and supporting the Millennium Ecosystem Assessment
- Convening multi stakeholder events such as the World Parks Congress in 2003
- Disseminating the Union's knowledge and expertise through the World Conservation Bookstore

#### Policy

- Giving policy advice and technical support to governments, UN organizations, international conventions and other groupings such as the G8 and G77.
- Assessing all new sites nominated for natural World Heritage Site listing
- Contributing technical assistance to prepare national biodiversity strategies and action plans

- Providing technical support for drafting environmental laws and natural resource management strategies

#### Action

- Through the Water and Nature Initiative, working with 80 partners in a five-year global action plan in 10 water basins
- Through the Forest for Life Strategy, promoting wise management through guidelines for fire prevention and community management of forest resources
- Working with the corporate sector on energy and biodiversity, and mining and protected areas
- Facilitating Parks for Peace between countries in areas of conflict

#### 2.3.8 International Ocean Institute (IOI)

The IOI was founded in 1972 by Professor Elisabeth Mann Borgese as a knowledge-based non-governmental, non-profit international organisation devoted to the sustainable development of the oceans. It operates through the activities of its Headquarters residing in Malta and Operational Centres located in 25 countries around the world. As a non-governmental body with consultative status at the United Nations, the International Ocean Institute works to uphold and expand the principles enshrined in the United Nations Convention of the Law of the Sea – namely that the seabed and the oceans are the common heritage of humankind, for the benefit of humankind as a whole, with particular consideration of the poor.

The Mission of the International Ocean Institute is two fold:

- To ensure the sustainability of the Ocean as “the source of life”, and to uphold and expand the principle of the common heritage as enshrined in the United Nations Convention on the Law of the Sea.
- To promote the concept of *Pacem in Maribus* and its management and conservation for the benefit of future generations.

#### Current Role Assessment

- To provide major inputs to the UN Convention on the Law of the Sea.
- To organize and support training programs for coastal communities. Through such programs, the IOI Network promotes sustainable use of ocean space and resources through awareness creation, education, information dissemination, research and community initiatives.
- To produce research and policy-related publications dealing with ocean governance and ocean science.

- To organize series of Leadership Seminars to stress the implications of sustainable development with a focus on regional seas.
- To develop a system-wide program for the coordination, delivery, quality assurance and development of education programs in the field of ocean research.
- To promote global partnerships in education, training and capacity building programs.

### **Potential Role Assessment**

Despite its international status, the IOI has the main advantage of having operational centers located all over the world. For the Caribbean basin there are two Operational Centers available. One is located in Costa Rica hosted by the Universidad Nacional and the other one is located in Cuba hosted by the Universidad de la Habana.

It is important that the CLME project make use of these Operational Centers given the already existing connections between the OC and several host institutions in their countries. Also these two centers can play a vital role under the CLME project through the dissemination of results, capacity building and communication through the IOI Global Network.

### **4. Recommendations for enhancing stakeholder involvement in the project**

Success of any project largely depends on how effective it has been in producing long lasting impacts on communities. At the same time the impacts depend on stakeholder's perception of the project benefits, making crucial for the Project Management Unit to work hard in motivating stakeholder's participation especially at local and national levels which are the direct beneficiaries and more affected by project outcomes. Motivating stakeholder participation requires bringing the project and the stakeholders closer together. This requires communicating good understanding of the goals, objectives, activities and timeline and benefits of the project. It will also require building relationships between the project staff and representatives of the project on one hand and the stakeholders on the other. This is best accomplished by face to face meetings, like national and local consultations, attending workshops where stakeholders are gathered etc supported by simple non technical and technical written communication.

It was a recurring observation that the reality of the CLME project seems not to have come home yet to many, it is still seen as one of the many project out there that may or may not provide some support or benefits. In order to overcome this comment a series of recommendations are presented to the CLME Project Management Unit.

- Stakeholder identification should be done in a participatory manner. The Caribbean region is very diverse in many instances so inputs from different people are crucial to avoid leaving out of the project key stakeholders. A serious consultation process with relevant regional and national agencies based on experience of other projects should be undertaken.

- Communication must be ensured by all means: correspondence; telephone contact as much as possible followed by correspondence; e-mail; public notices in media (press and radio important in region; web site announcements and provision of background and other documents in good time).
- Effective briefings of stakeholders: background documents and summaries; handbooks (can help with understanding of process as well); attention to dissemination by a variety of means – library or reading room, website, e-mail, hard copy upon request.
- Identification and promotion of participatory approaches to natural resource management. Establish a network of stakeholders that allows considering issues that need management intervention so they can comment on those and propose solutions.
- Scheduling of consultations with attention to stakeholders other commitments. It is important to ensure that the PMU has direct communication with stakeholders.
- A possible structure of consultations could be: formal/recognition component (appreciate and commit); introduction to process and why needed; background - concise but comprehensive; careful thought to organization of working group sessions and agreeing a way forward.
- Evaluation of participation as project develops/progresses and correction of course if needed.
- Careful attention to direct reporting back to participants/stakeholders who have given time, in addition to publishing on website or other sources. This is important because shows project commitment on true partnership. Some effort is also needed to reach those who are not connected individually or at least by their organizations.
- Public education and sensitization to the issues may be important before stakeholders are motivated to become involved (e.g. some presentations to stakeholder groups and other PEO initiatives may be necessary in the early stages of the project).
- Stress economic and health impacts on decision-makers when providing information.
- It is essential to be flexible and receptive when dealing with hot issues, due to the diversity of cultures, languages, and social systems in the Caribbean.
- The creation of a central depository for information sharing and distribution encourages greater involvement because it is seen as a direct tangible benefit.
- Be able to provide clear incentives/benefits to stakeholders in induce participation.
- Identify and use a champion that is influential and can help motivate participation.

- Build trust through respect and commitment and communicate clearly with project participants.
- Provide adequate information on the project purpose, benefits and activities from the beginning.
- Make stakeholders feel wanted and part of/or have ownership of the project. Pay special attention to powerless groups and appropriate gender representation.
- Create avenues for the equitable participation and effective collaboration of Caribbean communities and institutions in managing the use of natural resources critical to development.
- Be fully open to public scrutiny and accountability.

## **5. Conclusions**

The challenge in front of us is development. In the insular Caribbean, as in any other part of the world, our mission is to shape and give life to an equitable, just and sustainable development. This is not easy task and natural resources become critical to this process of development for economic, social and cultural reasons. They provide goods and services that are essential to human survival and economic growth, and the relationship between people and their natural milieu shapes many essential aspects of social organization and cultural expression. Beyond its direct benefits to human societies, nature also has its intrinsic value. The conservation and management of the share living marine resources in the Caribbean are therefore an economic, social, ecological, cultural and moral imperative.

A wide range of policies and instruments is needed to achieve the goals of sustainability and equity. Central among these is true stake holder's participation, defined as a process of planning and decision-making which facilitates dialogue among all concerned parties, and which leads to a more equitable distribution of power among them. Participation is needed to ensure that planning processes benefit from local and popular knowledge, respect and build upon traditional systems, integrate resource management efforts into their larger context, improve effectiveness and efficiency, and contribute to broader goals of community empowerment and development.

Participatory processes of planning and decision-making can lead to the definition and adoption of forms of management where the authority and the responsibility are effectively shared among state agencies and other stakeholders. Sharing of management roles and responsibilities is particularly appropriate to resources which are held or may have historically been managed under some form of common property regime, namely forests, seas, rivers, coastal zones, wildlife etc.

In most instances, the management of these resources supports, and benefits from, collective action at the resource user level and collaboration between the various concerned parties. But human institutions, particularly those at the local level, are restricted by processes of state control and by the dominance of large market forces which discourage collective action. There are many

factors which now threaten social structures and prevent the participation of civil society in the development process. In the face of such disintegration, there is a need to rebuild a sense of community, to restore social cohesion, to protect cultural integrity, to raise a sense of ownership and control over the processes of development, and to strengthen individual self-esteem.

The Caribbean is therefore faced with two converging challenges, the challenge to manage natural resources for sustainable use to meet growing human needs, and the challenge to design and implement new modes of governance which enhance stakeholder participation, personal self-esteem and collective action. These challenges converge, because participation can make natural resource management more effective, and because the management of natural resources provides an ideal terrain for the promotion of collective action, the rebuilding of communities, and the creation of meaningful partnerships. The LME governance framework proposed in this project is a clear contribution towards achieving sustainability in the management of natural resources.

Over the past decades, there has been a growing consciousness of environmental issues and of their relevance to human development in the Caribbean, and there is now an acceptance of the need for participation in all the processes of development. The context is, in many respects, now favourable for the adoption of a governance framework which can lead to increased participation, a sharing of roles and responsibilities and effective resource management for sustainable use. There are, however, a number of factors that militate against the acceptance of this governance framework as they were explain in the previous section. There are also the concerns that concepts and principles are not always translated into action, and that the real implications of sustainable development may not be accepted by all actors.

There is therefore a demand for concrete responses, and for a governance framework which can guarantee that these responses meet the broader objectives of sustainability, equity and justice. There is an urgent need for action, and an imperative for those who wish to support that action to be strategic and focused. Starting from the real experiences of Caribbean peoples and institutions, there is a need for new policies, and there is a need to reconcile policy and practice.

## 6. References

Angulo-Valdes J (in press) Ecotourism and Marine Protected Areas: A Possible Synergy to Achieve the Sustainable Tourism Paradigm in the Insular Caribbean. *Ocean Yearbook* 21.

Beekhuis JV (1981) Tourism in the Caribbean: impacts on the economic, social and natural environments. *AMBIO* 10, 325-331.

Brugha R, Varvasovszky Z (2000) Stakeholder analysis: a review. *Health Policy and Planning* 15(3): 239-246.

Chakalall, B., Mahon, R., and McConney, P. 1998. Current issues in fisheries governance in the Caribbean Community (CARICOM). *Marine Policy*, 22: 29-44.

Chevalier J (2001) Stakeholder Analysis and Natural Resource Management. Available on line at: <http://http-server.carleton.ca/~jchevali/STAKEH2.html>. Data accessed: December, 2006.

Renard Y (2004) Guidelines for Stakeholder Identification and Analysis: A Manual for Caribbean Natural Resource Managers and Planners. Caribbean Natural Resources Institute Guideline Series. 27p.

## **Annex 1**

### **List of websites consulted**

<http://http-server.carleton.ca/~jchevali/STAKEH2.html>  
<http://www.ccanet.net/>  
<http://www.iwcam.org/>  
<http://www.oecs.org/units.htm>  
<http://www.onecaribbean.org/information/categorybrowse.php>  
<http://www.rlc.fao.org/organos/copaco/default.htm>  
[http://www.fao.org/fi/body/rfb/WECAFC/wecaft\\_home.htm](http://www.fao.org/fi/body/rfb/WECAFC/wecaft_home.htm)  
<http://www.fao.org/fi/default.asp>  
<http://www.wwf.ca/wwf.asp>  
<http://www.wwf.org/>  
<http://www.panda.org/>  
<http://www.reefcare.org/index.asp?page=http://www.reefcare.org/>  
<http://www.unep.org/Documents.Multilingual/Default.asp?DocumentID=43>  
<http://www.cep.unep.org/>  
<http://www.nature.org>  
<http://www.acs-aec.org>  
<http://www.canari.org/>  
<http://www.iucn.org/>