

Good Practice Guidelines for Successful National Intersectoral Coordination Mechanisms (NICs): Second Edition

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ACRONYMS AND ABBREVIATIONS

CCO Colombian Ocean Commission

CERMES Centre for Resource Management and Environmental Studies

CFMC Caribbean Fisheries Management Council
CIRM Inter-ministerial Commission for Sea Resource

CLME Caribbean Large Marine Ecosystem

CLME+ Caribbean and North Brazil Shelf Large Marine Ecosystems

CROP Caribbean Regional Oceanscape Project

EAF Ecosystem approach to fisheries EBM Ecosystem-based management

EEZ Exclusive Economic Zone
FAC Fisheries Advisory Committee

FAO Food and Agriculture Organization of the United Nations

FMP Fisheries Management Plan

GEAF Governance Effectiveness Assessment Framework

ICZM Integrated Coastal Zone Management

IMC Inter-ministerial [or Inter-ministry] committee (often synonymous with NIC)

IW International WatersMPA Marine protected area

NBSLME North Brazil Shelf Large Marine Ecosystem

NGO Non-governmental organization

NIC National intersectoral committee/coordination mechanism (same as IMC)

OECS Organisation of Eastern Caribbean States

OGC Ocean Governance Committee

OGF Ocean Governance and Fisheries Unit
RGF Regional Governance Framework
SAP Strategic Action Programme

TDA Transboundary Diagnostic Analyses

VMS Vessel Monitoring System

1 INTRODUCTION

1.1 Background

The Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+) region is geopolitically, one of the most diverse and complex globally. There are twenty-six independent states and eighteen dependent or associated territories that are located within, or border, the CLME+ region. In 2015, a 10 year CLME+ Strategic Action Programme¹ was finalized and politically endorsed by 25 states in the CLME+ region and 6 overseas territories.

Outcome 1 of the UNDP/GEF Project on Catalysing Implementation of the Strategic Action Programme (SAP) for the Sustainable Management of shared Living Marine Resources in the Caribbean and North Brazil Shelf Large Marine Ecosystems (CLME+ Project, 2015-2020, extended) is 'Integrative governance arrangements for sustainable fisheries and for the protection of the marine environment'. Under this, Output 1.2 is 'National Intersectoral Coordination Mechanisms (NICs). A first step towards this output is: (a) to determine best practices related to NICs in LME projects globally and (b) the trends and status of NICs in the CLME+ region.

The current approach to NICs has been crafted such that the CLME+ Project contributes to establishing and/or strengthening these mechanisms in a way that will serve both the needs of the regional organizations and the countries. Focus is placed on practical approaches for better documenting and understanding best practices of NICs in order to: (i) determine the existence of NICs, or similar mechanisms that have been tried in CLME+ countries and territories to carry out related functions; and (ii) use a participatory approach to monitor and identify progress with the intention to help establish and strengthen the operation of these mechanisms.

The establishment of NICs is identified in the CLME+ SAP as a target at the national level for implementing ecosystem-based management (EBM) and an ecosystem approach to fisheries (EAF) for shared living marine resources in CLME+. Within the CLME+ region other programmes, projects, initiatives and entities (many of which work in partnership and alliance with the CLME+ Project) have also identified NICs as being critical for achieving sustainable governance of ocean and marine resources. A few of the more recent activities within the CLME+ region involving NICs are highlighted in Table 1.

In the CLME+ region no existing NIC is perfect, however, the prevalence of legal mandates and increasing interaction among economic sectors and stakeholder interests (across multiple levels: nationally and regionally) reveals potential. The recognition of the need for these institutions to

¹ "10-year CLME+ Strategic Action Programme for the Sustainable Management of the shared Living Marine Resources of the Caribbean and North Brazil Shelf Large Marine Ecosystems"

be adaptive has grown^{2,3,4}. More consideration is being given to inclusivity and the dynamics of stakeholder interactions within the NICs and between them and other interests in the policy domain.

Table 1. Summary of select programmes within the CLME+ region that highlight the importance of NICs

Partnerships and alliances	Programme/Project/Initiative	NIC Component	Expected Outcomes
Food and Agriculture Organization (FAO) and UWI-CERMES.	Sub-Project on "Ecosystem Approach to Shrimp and groundfish fisheries in the Northern Brazil Shelf" (UNJP/RLA/217/OPS). The aim of the project is to maximize the contributions of the shrimp and groundfish resources to human wellbeing and socio-economic development in the CLME+ region.	To support participatory governance arrangements (i.e NICs) by strengthening/establishing these arrangements at the national level to facilitate implementation of EAF.	The information on NICs will be used to inform the status of NICs and the EAF Sub-regional fisheries management plan (FMP).
FAO, Caribbean Natural Resources Institute (CANARI), Caribbean Network of Fisherfolk Organizations (CNFO), Caribbean Regional Fisheries Mechanism (CRFM) Secretariat and Caribbean ICT Research Programme (CIRP), UWI-CERMES.	Implementing the "Developing Organizational Capacity for Ecosystem Stewardship and Livelihoods in Caribbean Small-Scale Fisheries (StewardFish)" project.	To promote and support good governance and learning for adaptation institutionalized among fisherfolk organisations	A key expected outcome is strengthening the participation of fisherfolk organizations in, and the inclusion of StewardFish in suitable NICs and to develop a good practice guideline.

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² Mahon, R. and L. Fanning. 2019. Regional ocean governance: Integrating and coordinating mechanisms for polycentric systems. Marine Policy 107. https://doi.org/10.1016/j.marpol.2019.103589

³ Mahon, R. and L. Fanning. 2019. Regional ocean governance: Polycentric arrangements and their role in global ocean governance. Marine Policy 107. https://doi.org/10.1016/j.marpol.2019.103590

⁴ NIC workshops and interviews with key stakeholders in at least nine CLME+ countries (Barbados, Dominica, Grenada, Guyana, St. Kitts and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname and Trinidad and Tobago) provided insight into the institutional capacities needed to support NICs. Stakeholders across all nine countries indicated that for NICs to be successful (when and where established) they need to be adaptive; to be able to adjust to limitations, capitalize on opportunities and respond to change.

Partnerships and alliances	Programme/Project/Initiative	NIC Component	Expected Outcomes
FAO, Caribbean Natural Resources Institute (CANARI), Caribbean Network of Fisherfolk Organizations (CNFO), Caribbean Regional Fisheries Mechanism (CRFM) Secretariat and Caribbean ICT Research Programme (CIRP), UWI-CERMES.	Implementing "Climate Change Adaptation in the Eastern Caribbean Fisheries Sector (CC4FISH)" project	Climate change adaptation mainstreamed in multilevel fisheries governance through "strengthened institutional regional and national capacity on mechanisms to implement climate change adaptation measures"	NICs feature prominently in fisheries management plans that incorporate ecosystem approach to fisheries (EAF), climate change adaptation (CCA), disaster risk management (DRM)
Organization of Eastern Caribbean States (OECS) Commission and their Ocean Governance and Fisheries (OGF) team.	Caribbean Regional Oceanscape Project (CROP) - The CROP has a role in supporting and implementing the CLME+ SAP. The CROP is designed to contribute to strengthening capacity for ocean governance, and coastal and marine geospatial planning in the participating countries. Under CROP, participation countries are to develop/strengthen their national ocean policies and have national ocean governance committees (OGC) in place.	To understand and improve good practices and institutional arrangements including but not limited to marine spatial planning, integrated coastal management, and marine protected areas.	The OECS-OGF and the University of the West Indies-Centre for Resource Management and Environmental Studies (UWI-CERMES) collaborated within CROP to learn from multi-stakeholder coastal and marine governance arrangements in the Eastern Caribbean CROP countries. The information gathered would be used to inform the development of ocean governance policies and the formation of national ocean governance committees (in participating CROP countries).

Although there has been a general increase in the awareness of the importance of NICs3, processes in NICs continue to be poorly documented and consequently institutional memory is often also poor⁵.

⁵ Continued investigation of NICs in the CLME+ region revealed that where NICs do exists or have been recently established, documentation of processes and procedures are neither well documented (if at all) nor easily accessed or shared.

These guidelines build on the 2015 survey of NICs in LMEs and the CLME+ region. The first edition of the guidelines, published in 2017, presented the challenges and good practices exemplified by some functioning NICs within some CLME countries, based on the report on the NICs survey report⁶. This document updates the 2017 guidelines. Empirical data collected from countries within the CLME+ was used to inform this second edition of guidelines to support establishing and/or reactivating NICs throughout the CLME+ region.

1.2 Using these guidelines

These updated guidelines on good practices that favour success are intended for all current and potential NIC stakeholders. These range from citizens as members of the public to policy-makers as leaders in governance. Sections that follow provide: (i) a summary of the key features and functions of most NICs; (ii) an update to good practices for success; (iii) some samples of successful NICs; and (iv) references and resources for readers to obtain more information. In conformity with the first edition, these guidelines are kept as short and simple as possible considering the complexity of the subject. Abundant and easily accessible guidance exists online on governance institutions and processes suitable for all types and scales of arrangements. Readers are encouraged to peruse these concise guidelines for general context, and then seek more specific information that addresses their queries or concerns.

2 REVIEW AND SUMMARY OF NICS FEATURES AND FUNCTIONS

In the CLME+ region NICs may include Fisheries Advisory Committees (FAC), Ocean Governance Committees (OGC), sustainable development commissions, integrated coastal management institutions, climate change bodies and other mechanisms for intersectoral coordination. These may have greater or lesser roles in marine affairs depending upon many factors that are constantly changing to determine their mandate, scope, priorities, membership, etc⁷. NICs must be adaptable and resilient in order to be sustainable under very dynamic conditions while maintaining their core function of intersectoral coordination^{5,6,7}.

2.1 Role within governance framework

Given the nature of the issues faced by many of the states and territories in the CLME+ region, addressing them will require, and benefit from having, nationally well-coordinated, and regionally linked, intersectoral mechanisms operating through complete and nested policy

⁶ McConney et al. (2016) and Compton et al. (2017) have demonstrated in detail the importance of having national well-coordinated intersectoral mechanisms and how they can be an optimal way to achieve national and regional goals for the implementation and success of an ecosystem-based management (EBM) and ecosystem approach to fisheries (EAF).

⁷ Stakeholders across CLME+ countries have indicated that NICs are usually established to meet specific administrative or legal mandates and their successfulness is, in part, driven by political priorities. Factors such as membership and financial support for capacity (e.g. human, technical) and resource-building (e.g. acquiring any necessary materials or equipment) are critical to NICs function.

cycles⁸. Hence the need for NICs is not only for projects such as CLME+, but also for broader aims such as achieving the sustainable development goals (SDGs) and a blue economy. This calls for transboundary and national governance (emphasizing NICs) to span both the social and ecological parts of living marine resource systems impacted by overfishing, pollution, habitat degradation, climate change and variability, natural hazards and so on (Figure 1).

NICs operate within the policy cycle(s). Policy cycles are iterative processes and NICs may handle all or some stages of a policy cycle. As shown in Figure 1 the five basic stages are (1) data and information, (2) analysis and advice, (3) decision-making (4) implementation, and (5) review and evaluation. A properly functioning NIC carries out its mandate within the assigned stages of the policy cycle while demonstrating good governance in practice.

The NIC can be seen as an operational arm of good and effective governance, nested within multi-level policy cycles that can span several issues and economic sectors. Since NICs for marine affairs play key roles in national and regional ocean governance processes they are permanent assets of regional governance arrangements. They should also be components of these processes. Countries can monitor governance by assessing how well their institutions perform, therefore within the policy cycle, reviews and evaluations should be a critical focus for all good practicing NICs to foster learning and adaptation.

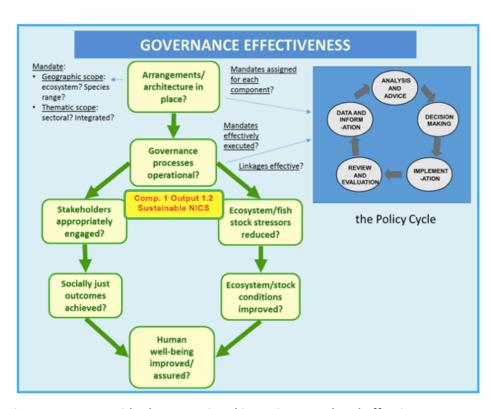


Figure 1. NICs provide the operational input into good and effective governance processes

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⁸ See several previous references

2.2 Design criteria

A well designed and led NIC, based upon principles of good governance within a range of possible arrangements would, among other things:

- Have a comprehensive inclusion of stakeholders;
- Have a supportive environment that creates opportunities for stakeholder participation and encourages individuals to become champions and leaders;
- Have endorsement politically, administratively and legally with clear mandates;
- Have well-established reviewing processes for evaluating effectiveness and enhancing growth through adaptation;
- Have national multi-level integration of sectors; facilitate bilateral linkages between national and regional government processes; and
- Have a scope and mandate that can address specific tasks.

2.3 Successes, challenges and gaps

Establishing and sustaining NICs is challenging. NICs have a track record of becoming inactive, therefore it is important to monitor the performance and activity levels of newly established NICs. As described in the 2017 edition of these guidelines, some NICs may not be well matched to their ideal mandate. The 2015 NICs survey results suggested that there were no NICs that were a perfect fit to the scale and scope sought by the CLME + Project to support ocean governance. Issues of mis-matches of scale and scope have negative impacts on NICs.

In considering these challenges, the current work on NICs aims to learn, in collaboration with the stakeholders engaged in both active and inactive NICs, the actual structure and function of NICs, and how they are linked to regional transboundary marine resource governance. Better understanding of how these institutions function and their ability to adapt to external and internal change would help to improve knowledge and awareness of: institutional histories, their strengths and weakness, issues that threaten institutional effectiveness, transboundary linkages required, social network relationships and the capacities needed to achieve effective governance. Additionally, guidance would be provided on better supporting the establishment and strengthening of NICs for CLME+ and beyond.

Applied research on NICs and interactions with NIC and potential NIC stakeholders have contributed to positive developments in NICS within the CLME+ region. For example, through OECS-CROP (Table 1), the Eastern Caribbean countries of Dominica, Grenada and St. Kitts and Nevis have been actively engaged in developing national ocean policies, while St. Vincent and the Grenadines' national ocean policy was approved by government in August 2018. These four countries, via their national ocean policies, have also been working towards developing NICs for ocean governance. To date, Saint Lucia and St. Vincent and the Grenadines have established, under their national ocean policies, national ocean governance committees (NOGCs). Outside of OECS-CROP, Antigua and Barbuda has established a NOGC and other OECS Member States are in the process.

More recently, work in the southeastern CLME+ region, under the FAO CLME+ Sub-Project on Ecosystem Approach to Shrimp and Groundfish Fisheries in the Northern Brazil Shelf, activities in participatory governance aided improving the understanding of NICs in Trinidad and Tobago, Guyana and Suriname. Suriname and Guyana have NICs for an ecosystem approach to fisheries in place, while Trinidad and Tobago has a potential NIC for fisheries, with all three having intersectoral linkages. Meanwhile in the northern Caribbean region: Jamaica has made provision for a FAC in their 2018 Fisheries Act; and the Bahamas NIC (The BEST Commission) will be reconstituted under the expanded portfolio of the Environmental Advisory Board upon the passing of the 2017 Ministry of the Environment Bill. Most recently in Belize, on 20 January 2020 the Senate formalized the adoption of an EBM approach. The Belize legislation created a Fisheries Advisory Council in order to allow fisherfolk more active participation in decision-making.

This handful of examples along with others suggests that NICs are gaining traction regionally, permitting a conclusion that the CLME+ region has met its 60% target as NICs in practice and in progress have reached 68% of CLME+ countries and territories (Table 2).

Table 2. Status of NICs as of July, 2019. Operating NICs in the CLME+ region exceeds 60%

NIC in practice	NIC in progress	No NIC
Antigua and Barbuda	Aruba	Anguilla
Barbados	Bahamas	British Virgin Islands
Brazil	Belize	Dominica
Cayman Islands	Bonaire, St. Eustatius, Saba	Dominican Republic
Colombia	Costa Rica	Guadeloupe
Cuba	Curacao	Haiti
French Guiana	Jamaica	Honduras
Grenada	Mexico	Panama
Guyana	Montserrat	St. Barts
Guatemala		St Kitts and Nevis
Nicaragua		Venezuela
St. Lucia		
Suriname		
St. Vincent and the Grenadines		
Trinidad and Tobago		

Even with NICs in place there are still limitations with regards to capacities that require further development. The most common limitations identified across several CLME+ are presented in Table 3. Additionally, stakeholders indicated that more support is needed for research and data collection and analysis.

Despite the mis-matches (e.g. between NIC scale and some issues), and the limitations to NIC successful function, there is potential to expand and improve existing NICs while realizing the capacities needed to establish new NICs.

The gradual improvement in the awareness and development of NICs within the CLME+ provides evidence to support the on-going need to strengthen NICs, especially for the improvement of interactive governance in light of existing conflicts between and within stakeholder groups and economic sectors. Promoting best practices for good governance is essential to facilitating effective governance.

Table 3. The most common limitations identified in 2019 across several CLME+ countries as being most critical and in need of capacity development to support NICs.

Countries	Technical	Governance
Saint Lucia	Funding to support: 1. Hiring of financial advisors (to leverage additional funding) 2. Supporting training to develop enforcement capacity	Effective legislation needed for supporting a framework that can address issues related to enforcement
St. Vincent & the Grenadines	 Financial Education awareness 	Policy Implementation
St. Kitts & Nevis	Human capacity to support: 1. Administrative and management needs such as having: waste management specialist, pollution control specialist, communication specialist/ public education officer.	
Grenada		 Clear policies and legislation along with management plans. Improved understanding of governance structures.
Dominica	 Training for capacity building Administrative assistance to support management 	Legislation in place and support for enforcement and monitoring.

Countries	Technical	Governance
Trinidad & Tobago	 Funding Human capacity/manpower Governance and leadership training 	 Legislation and enforcement Communication and agreement among stakeholders Board/ committee
Guyana	Funding to support training (develop expertise)	 Policies and guidelines Provisions for improving implementation
Suriname	Funding (for supporting implementation activities) Training (develop expertise)	1. Legislative review (for better/more informed decision-making) 2. Implementation/Enforcement of policies 3. Increased participation and better collaboration among stakeholders

3 GOOD PRACTICES FOR SUCCESS

This second edition of the guidelines focuses on the lessons learned from exchanges (via workshops and interviews) with NIC or potential NIC stakeholders across several countries in the CLME+ region. The majority of stakeholders were state and non-state members of established NICs. The other (non- NIC) stakeholders were either individuals identified as most likely to be a member of a NIC (were one to be established) or persons outside of NICs, but with a stake in the marine, ocean or coastal sectors. Stakeholders were given the opportunity to review the first set of guidelines and provide input based on their knowledge and experiences⁹. Although efforts were made to collect more evidence-based information such as meeting minutes and agendas, decisions recorded with follow-up action, policy announcements, responses to decisions, etc.; much of this information was either unavailable because of poor documentation and archiving or persons' reluctance to share possible sensitive information. Where useful, information from firsthand observations¹⁰, a few policy documents and a limited number of meeting agendas was

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⁹ A total of 90 stakeholders across 5 [OECS] countries (Dominica, Grenada, St. Kitts and Nevis, St. Lucia and St. Vincent and the Grenadines) participates in this review. Stakeholders represented various sectors of government (i.e. fisheries, sustainable development, health and the environmental, maritime authority, legal affairs, foreign affairs, national security, tourism (and related departments e.g. parks and beaches authority) and non-government (i.e. environmental NGOs, academia, civil society groups (e.g. fishers cooperatives, divers association, water taxi association, hotel association etc).

¹⁰ Primarily refers to the opportunities where policy processes were observed at stakeholder meetings and workshops which engaged both NIC appointed and NIC affiliated stakeholders. For example: in Suriname, the observation of one of their weekly fisheries meetings between the minister and fisheries stakeholder to update the fisheries decree [for 2020]; the Conference on Ocean Governance Frameworks and the Eleventh Meeting of the

used to qualify workshop and interview exchanges. All input received was used to better inform good practices that favour success.

We found that the good practices identified in the first edition of the guidelines resonated positively among the stakeholders. The good practices presented in this second edition were revised to reflect and help address some of the specific challenges facing NICs within the region and within their current national situations. These updated practices are shared next.

The reminder of the document references good governance principles (from which NICs are derived). Table 4 outlines 13 good governance principles¹¹ that are thought to be most important in assessing good governance of natural resources, at least within the Caribbean context.

Table 4. Description of 13 good governance principles used for assessing governance performance.

PRINCIPLE	STATEMENT
Accountability	The persons/agencies responsible for the governance processes can be held responsible for their action/inaction
Adaptability	The process has ways of learning from its experiences and changing what it does
Appropriateness	Under normal conditions, this process seems like the right one for what it is trying to achieve
Capability	The human and financial resources needed for the process meet its responsibility are available.
Effectiveness	This process should succeed in leading to sustainable use of ecosystem resources and/or control harmful practices
Efficiency	This process makes good use of the money, time and human resources available and does not waste them.
Equity	Benefits and burdens that arise from this process are shared fairly, but not necessarily equally, among stakeholders
Inclusiveness	All those who will be affected by this process also have a say in how it works and are not excluded for any reason.
Integration	This process is well connected and coordinated with other related processes.
Legitimacy	The majority of people affected by this process see it as correct and support it, including the authority of leaders
Representativeness	The people involved in this process are accepted by all as being able to speak on behalf of the groups they represent
Responsiveness	When circumstances change, this process can respond to the changes in what most think is a reasonable period of time
Transparency	The way that this process works and its outcomes are clearly known to stakeholders through information sharing

OECS Ocean Governance Team October 8-10, 2019 held in Saint Lucia; and the 15 October, 2019 OECS CROP Ocean Governance Training in Saint Lucia.

¹¹ Mahon, R., L. Fanning, and P. McConney. 2011. Observations on governance in the Global Environment Facility (GEF) International Waters (IW) Programme. Version 3. July 2010. CERMES Technical Report No. 45. 40pp

4 TEN GOOD PRACTICES

This section sets out ten good practices recommended as guidelines for successful NICs.

1. Promote and practice the principles of good governance as fundamental to NICs

The most prominent good practices concern promoting and implementing the principles of good governance. The majority of the remaining recommendations are derived from these principles. More must be done in this regard. Based on interactions with stakeholders across the eight CLME+ countries identified in Table 3, there were at least five good governance principles that stood out as being essential to NICs: accountability, adaptability, capability, inclusiveness and transparency. In countries where stakeholders perceived NICs by] to be functioning well, accountability and inclusiveness were considered to be good and this was consistent with NICs that had either a legal or an administrative mandate. Capability, adaptability and transparency were among the principles that were less noted or weaker. This is mainly linked to the limiting capacities (Table 3) and poor documentation as well as access to NIC processes. Another characteristic that is fundamental for NICs that stakeholders felt should be taken into consideration for good governance principles to be effective is the concept of political will. This is willingness of the politicians and or stakeholders to positively and successfully engage in, influence and take decisive actions within the policy or organizational process¹². A majority of stakeholders expressed their belief that a general lack of political will exists in many of their governance processes. The resounding opinion of these stakeholders was this lack of political will severely impacts cooperation among the sectors and the enforcement of policies and regulations¹³.

2. Ensure the availability and use of up-to-date and non-conflicting legislation

Whether or not a NIC is enshrined in legislation does not necessarily determine its success. However, NICs often make use of legislation that is important to their functions. Where legislation is not up-to-date issues are generated. There are numerous examples of outdated and conflicting legislation through the CLME+ region. For example, in Trinidad and Tobago there is conflicting legislation between maritime and the Fisheries Division regarding responsibilities for vessel licencing and registrations. This conflict has lent itself to administrative problems between the agencies, especially concerning access to information. Maritime is responsible for the

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¹² Treadway et al. (2005) describes political as a behavioral concept based on the need for achievement and intrinsic motivation. Political will can be viewed as the individual's willingness or motivation to "expend energy in pursuit of political goals". Energy can be further qualified by power. Where an individual has the appropriate amount and type of power, less energy is needed to achieve the desired goals.

¹³ It should be noted that although political will was cited, among the majority of stakeholders, as being problematic, there was not a clear and shared understanding of the dimensions on what political will is or could mean. Some stakeholders considered political will as an action that resided solely among politicians (due to their position of power), while others thought it resided with any individual in a policy or decision-making process.

registration of all vessels and Fisheries is responsible for the licensing of vessels. Despite the direct and vested interest of Fisheries as key stakeholders in the vessel registration and licensing process, Maritime's registration information is not easily accessed or readily available for use in the licensing process. There is also a similar situation in Suriname between the Maritime Inspections Unit and the Fisheries Department.

Reliance on outdated legislation makes executing decisions of the NIC difficult. It is therefore important to consider not only whether a NIC should be statuary or non-statuary entity but also whether the legislation in use to achieve objectives is up-to-date. It is important to have modern legislation that does not overlap excessively with existing ones and does not cause conflicting mandates. There must be clear guidance on agency responsibilities and extent to which they can execute legislation. Stakeholders also highlighted that another consideration for improving this good practice is having the human capacity to support legislative actions such as drafting and or changing policy; this is lacking in many countries. Fundamental to this is the legal design of these policies and Acts; crafting legislation that is adaptive, minimising the need and the lengthy time it takes to update legislation.

3. Innovatively reduce the operational costs of meetings and communicating

Cost can be a constraint in the establishment and operation of NICs. In some case reducing operational cost for attending meetings and communicating can be critical to the immediate success of a NIC or any other governance arrangement and process. Operational costs are particularly problematic for larger developing countries in which NIC members have to travel inconvenient distances with high costs of transport and demands on their time. Examples include Jamaica, Belize and Guyana. The situation is similar in countries that are made of up of several islands, such as St Vincent and the Grenadines, Bonaire, Saba and St. Eustatius. Cost-saving measures such as teleconferencing, wholly or partially online meetings, using text broadcasts and otherwise investing in information and communications technology is a best practice. Special attention should be paid to communication mode and preferences as well as cultural practices. Consideration should also be given to innovatively increasing opportunities for collaboration, rather than solely focusing on cost-saving. For example, in St. Kitts and Nevis [stakeholders indicated] operational costs for meetings are not especially high, because conscious efforts are made to maximize participation and minimize cost. Consequently, most meeting spaces are free and available and meetings are usually half day, reducing costs associated with providing refreshments. To promote and facilitate stakeholder participation, meetings are alternated between St. Kitts and Nevis. Video conferencing is utilized when necessary.

4. Mobilise champions and leaders to give a NIC new energy and direction

Clear incorporation of a NIC within a Ministry or Department appears to be crucial in sustaining NICs. NICs need clear leadership to be sustained and develop next steps. In Barbados the demise of the National Commission on Sustainable Development (1995-2005) was argued to be partly due to the untimely death of its chair as well as the fact that after the development of the National Sustainable Development Policy no agency actively championed the responsibility to implement the policy. After two failed attempts over the past decade to establish an ocean-

oriented NIC, it was argued that the OGC that is currently being developed in Barbados has to have a clear institutional backing, with strong and dedicated leadership. Mobilising champions and leaders therefore appears to be best practice.

Stakeholders strongly believe that there should be visionary leadership¹⁴ within a NIC for providing clear direction. Succession planning is also necessary to ensure quality representation and the role of leaders and champions is understood. Stakeholders are also of the opinion that an important attribute of good leadership is passion. Leaders and champions should be passionate about the causes being addressed. A lack of passion was cited among the reasons why Saint Lucia's National Lionfish Taskforce became defunct.

5. Develop internal solution-based conflict management mechanisms

Conflict is not necessarily a dispute, but any type of interaction that serves to defeat the objective of the institution. Employing conflict management, declaring conflicts of interest and active problem-solving are all practices that help prevent a NIC from unnecessarily grinding to a standstill over small matters. Conflicts may arise where there is a lack clarity. If a committee or organisation does not have a clear understanding of its exact function and the roles and responsibilities of its stakeholders, issues could surface and persist, especially problems with authority, power and levels of compensation. According to some stakeholders in St. Kitts and Nevis, The Conservation Commission was unsuccessful because the priorities of the commission were not in line with the terms of reference. An important consideration when establishing a NIC is size (i.e. number of members comprising the NIC). The larger the NIC, the greater the chances are of generating conflict within the NIC¹⁵. NICs, should be inclusive and representative but also manageable in size¹⁶ to suit their function and mandate.

6. Guiding policy influence by effectively mapping and managing networks

Advocacy and collaboration for policy influence could improve by effectively mapping and managing networks. Outcomes should be more effective when more sectors are included in the decision-making processes. Careful consideration should always be given to the types of individuals included in policy influence and decision-making. Representation by "low-ranking officials" such as junior personnel rather than high-ranking staff who are usually better

¹⁴ According to Taylor et al. (2014) visionary leadership can be seen as a type of transformational leadership, creating opportunities for improving the capacity of an organization to meet the needs of its stakeholders. Visionary leaders are able to empower others (within and outside of the organization), foster high levels of cohesion, commitment, trust, motivation and enhance the performance of the organization.

¹⁵ Fisheries stakeholders in Trinidad and Tobago recalled that there was much internal conflict among the membership of the Seafood Industry Development Company (SIDC), mainly as a result of personalities, interests and competencies, which became difficult to address as the membership grew.

¹⁶ The former (SIDC) in Trinidad and Tobago provides an example of a NIC which was unsuccessful in spite of exhibiting some key NIC features: it was a legal entity, with administrative support and incentives, and had a very inclusive membership. Despite these features, the size of its membership (20+ stakeholders) became unmanageable, especially with increasing demands from its members, many with competing interests.

connected to policy advice or decision-making may reduce effectiveness. As a result, committees may not be able to make progress and influence decision-making with their advice. However, there is the realization that "high-ranking officials" may not always have the time or interest. NICs cannot and should not always be at policy level as technical NICs are often necessary, but they must legally, administratively or informally be able to exert policy influence. Policy and network mapping of their design and operation, with regular monitoring and evaluation, can serve as a best practice as was shown in some studies of NICs and marine science-policy interfaces. In exerting policy influence for improved decision-making, stakeholders stated that the challenge lies in maintaining composure and influencing policy while taking into consideration the political climate and proclivity for political interference.

7. Include multiple stakeholder groups directly or through sub-structures

Including the appropriate groups and representation can help greatly with policy influence. However, it is important to engage stakeholders within their capacities. In the 2015 NIC survey many respondents considered it essential to have stakeholders present from not only the state but also civil society and the private sector. Several (26%) only had state members, but most NICs contained non-state members. Where non-state stakeholder groups were not well represented, those NICs have sub-committees or technical committees that are heavily involved in the NIC and comprise scientists, NGOs, and private sector actors. NGOs and other civil society actors are therefore often consulted either formally, informally through sub- or technical committees or in ad hoc stakeholder meetings. Stakeholders agreed that directly involving multiple stakeholder groups (as sub-committees, working groups or advisors to a NIC) is essential for success. This level of involvement allows for the sharing and inclusion of multiple ideas and approaches that can benefit a wide cross section of stakeholders.

In some situations, there are several overlapping focal points for various projects, economic sectors and international or regional organisations. It may be useful to have a separate substructure (e.g. secretariat)¹⁷ for this common form of representation in order to address the interorganisational communication, coordination and collaboration separate from the substantive resource management. The result should be more effective engagement. Stakeholder identification and analysis, assessing who needs to be involved is also critical to engaging and including the most appropriate groups of stakeholders, for effective outcomes. In Suriname, stakeholder analysis is central to governance processes. The practice has been implemented in various projects across the country and has proven to be successful in helping to gauge power dynamics, particularly in Fisheries NICs; stakeholders who have been involved with this practice stated it is usually quite successful.

¹⁷ The Sustainable Development and Environmental Division in Saint Lucia, has designated a secretariat for the National Ocean Governance Committee (NOGC) to as a coordinating and communications hub for the membership of the NOGC.

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8. Understand the hidden power dynamics associated with NIC stakeholders

Information on the membership of NGOs and other non-state actors in a NIC or its sub-committees (stakeholder identification) does not inform about the distribution of power, authority and responsibility on the NIC (stakeholder analysis). Similarly, chairmanship and other formal designations alone cannot reveal these features (especially the exercise of power) at the individual level. Stakeholders agreed that understanding these dynamics is very important to NIC functions and requires deeper analysis.

Power, authority and responsibility may be important features of success in terms of change agents, champions and leadership, particularly in difficult times of NIC adaptation and change management¹⁸. However, paying attention¹⁹ to the often hidden dynamics in NICs seems to be critical, and it is a good practice to understand stakeholder power dynamics.

9. Increase private sector participation for economic links and policy influence

Private sector membership is expected to increase, consistent with recent emphasis on more public-private partnerships, especially with blue economy initiatives. NICs with a majority of low-level government officers, and those that address technical matters removed from policy-making, are not likely to exert much influence in ocean governance. In such cases NGO and private sector members may significantly elevate the status and profile of the NIC, and hence its performance potential. There is value in increasing participation of the private sector. However, their participation should not outweigh that of the other stakeholders involved. Stakeholders expressed that the level of participation by the private sector should be both appropriate and equitable. Private sector engagement is likely to be a best practice and improve the functioning of a NIC.

10. Document processes for transparency, accountability, institutional memory

Some NICs show more inclination to share documents online than others. This may less reflect the character of the particular NIC than it does the practices of the parent organization or public information policy of the country. There is sometime no formal process in place for documenting processes²⁰. More often than not if documents are shared publicly (online, hard copy reports, etc.) they are typically final products and not minutes of NIC meetings or the documents that

¹⁸ According to Mahon and McConney (2004) it is unlikely that many NICs will have access to insight on power dynamics from social science as such skills are seldom present in, or acquired by, lead marine agencies such as fisheries departments.

¹⁹ A better understanding of hidden dynamics within NICs can be had by possibly engaging the expertise of social scientists to study the dimensions of social international and agendas among NIC members.

²⁰ Poor documentation processes became more evident with further investigation of NICs throughout the CLME+. In most cases NIC meeting minutes were considered confidential, documents such as agendas and policy briefs or pieces of legislation were not readily available or easily accesses. The few agendas reviewed for established NICs, were not shared by consecutive years or meetings dates; there did not seem to have a system in place for documenting and archiving. This is being further investigated.

NICs used to reach decisions. Persons outside of the NIC are thus unlikely to know how it operates or what it is doing. The limited sharing of process documentation most likely contributes to impaired institutional memory. Monitoring and evaluation is critical to institutional memory to capture lessons learned and strengthen capacity over time, thus these should be recorded and shared. Stakeholders have suggested developing platforms for accessing and sharing information. However, to support documentation processes, there is a need for administrative support (capacity to record information). Meeting actions, review processes and reports are critical for the functioning of the committee. Information should be open source where possible. Having a secretariat might be useful²¹. Improving access to information can lead to empowerment for decision-making, improved technical capacities and development of processes and principles for decision-making.

5 SAMPLES OF SUCCESS

Identifying success stories for NICs within the CLME+ region continues. Given the region's diversity, it is unlikely that a single model would be useful for all types of NICs and governance arrangements in the region. A few NICs (not researched in full) continue to provide examples of the majority of desirable features. The Brazil, Puerto Rico and OECS NICs are again included in these guidelines. The information from the initial investigation (via online and literature sources) remains largely unchanged, even with further investigation. Therefore, we cannot validate all information as reflecting what is actually practiced on the ground. The Suriname NIC despite it being very new was briefly examined and included as success example because of how well it has been functioning. The information provided for this NIC was based on brief discussions with key stakeholders.

Inevitable differences in experiences and views among the stakeholders familiar with these NICs will no doubt make consensus unlikely. The reader is guided to interpret the information that follows accordingly, and to generally be aware that the nature of vested interests in NICs typically leads proponents to claim success.

<u>Brazil Inter-ministerial Commission for Sea Resource (CIRM)</u>

Scope

The CIRM in Brazil is one of the few remaining NICs that appears to have been successful over a long time, and may have created an enabling environment for marine governance. It was initially created as an academic initiative in 1974 comprising multidisciplinary scholastic groups devoted to the governance of the ocean in Brazil. It aimed to meet the requirements of the scientific community in order to develop policies and plans for the marine and coastal environment. After five years, the commission decided it needed to create a body to implement the decisions of the CIRM. For that purpose, in 1979, the Secretariat of the CIRM - SECIRM was created. Since its inception the SECIRM was structured to be articulate and implement the plans and actions of

²¹ The NOGCs of Saint Lucia and St. Vincent and the Grenadines both have secretariats. However, their effectiveness is yet to be determined. Further investigation in underway.

CIRM. The move to an implementation agency therefore appears to be a major factor in the success of this NIC.

Structure

Scientific research is still the central component of this Brazilian NIC. It is legal in status yet apparently flexible in that after its creation in 1974 its governing legislation was amended in 2001, 2003, 2007, 2008 and 2009. It is a large organisation with a specialised secretariat and four official working groups. Despite the start as a scientific group, the CIRM has high-level policy-relevant representation. The members of the CIRM, recommended by the head officers of their respective agencies are in high posts with high technical-professional capacity. They are assigned by the State Minister of Defense, through delegation competencies from the President of the Republic, to the CIRM Coordinator. NGOs and private sector interests are not officially members of the committee; however, they are closely involved through sub-committees and working groups.

Puerto Rico/US Virgin Islands Caribbean Fishery Management Council (CFMC)

Scope

The CFMC is responsible for the creation of FMPs for fishery resources in the US Caribbean EEZ off PR and the USVI. As the CFMC is focused purely on fisheries in appears to be rather narrow based near NIC, yet successful lessons to be learned. The CFMC is on the eight regional fishery management councils, established 1976, under the Magnuson- Stevens Act as amended in 1996 and 2007, and now called the Sustainable Fisheries Act for conservation and orderly utilization of the fishery resources of the United States of America. Although the CFMC is not regional it has wide influence through engagement with regional fisheries bodies, and the Western Central Atlantic Fishery Commission (WECAFC) in particular concerning the management of queen conch. This interaction touches upon all stages of the policy cycle for that fishery in the region. It illustrates some vertical and lateral linkages at and between national and regional levels.

Structure

The CFMC has ten members, seven with vote and three with voice but no vote. All members come from state agencies and there are no NGOs, civil society actors or private sector members of the committee. However, under the CFMC there are three DAPs which operate at the local level. DAPs are advisory to the CFMC on the development and management of fisheries; coordination of activities; identifying potential conflicts between user groups of a given fishery resource; currents trends and developments in fishery matters. The DAPs were established in 2014 and show an increasing tendency to involve stakeholders in their processes. They have a large number of NGOs, civil society actors and private parties on board covering the three areas St. John, St. Croix and Puerto Rico.

Stakeholder participation increased since the new system was put in place (from 15-20 in total to 45 in total). Meetings of the DAPs are open to the public, and fishers and other interested persons are invited to participate with oral or written statements on agenda items. The minutes and reports of the CFMC meetings are available on their website.

Organisation of Eastern Caribbean States (OECS) Ocean Governance Committee (OGC)

Scope

The OECS Sustainable Ocean Governance initiative has previously been mentioned. The OECS, serviced by its Commission, currently has ten members: The British Virgin Islands, Anguilla, Antigua and Barbuda, St. Kitts and Nevis, Montserrat, Dominica, Martinique, Saint Lucia, St. Vincent and the Grenadines and Grenada. The sample terms of reference of a national Ocean Governance Committee (OGC) was showcased in Appendix 6 of the report on the survey of NICs as a good example of the scope of a NIC. The concept of the OGC continues to be examined and to evolve and adapt under the scrutiny of the Commission's Ocean Governance Team. The OECS-OGF is currently working with its member states to develop national ocean policies and ocean governance committees.

Structure

The initial national OGC composition was entirely governmental. The current move to engage non-governmental and community-based organisations is more inclusive and participatory. The scope has also broadened in range of topics and the extent of civil society outreach and stewardship. Lessons to be learned from these small islands as good practices have much to do with the above adaptation and the need to coordinate a diverse array of initiatives and developmental directions, many of which are short to medium-term projects. This calls for flexible and nimble institutional arrangements.

The geo-political connections among the national OGCs and between them and the OECS Commission are clearly embedded in the design of the institutional arrangement for sustainable ocean governance (ECROP). It is too soon to be clear on how the linkages between the stages of the policy cycle are functioning within and between governance levels in this case. This will continue to be monitored.

Committee for the Regulation of Fisheries

In the context of EBM and EAF, special mention is made of this fisheries committee, which exemplifies features and functions of a desire NIC.

Scope

The committee was established in late 2018 in Suriname. The aim of the committee is to reorganise the sector and formulate an action plan for combating illegal fishing activities. There is good cooperation among its membership and one of the committee's first assignments is to implement vessel monitoring systems (VMS) on sea and coastal vessels, because attempts to implement VMS in 2015 failed. From its inception the committee has cited improved collaboration among its stakeholders in working together to implement VMS. The committee is currently building the capacity of its staff (both fisheries and coast guard) by training persons on how to identify fake licenses and inspect for the correct fishing gear.

Structure

The committee is inter-departmental and is comprised of representatives from the departments of: justice, internal affairs (coast guard), defence (maritime/marine police), agriculture (fisheries)

and others (e.g. persons within fisheries in charge of IUU and VMS). The committee is only expected to last until October of 2019. It's continuation beyond then is not certain. Progress will be monitored.

6 REFERENCES AND RESOURCES

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6.2 Online resources

The table below provides a variety of online resources of relevance to NICs. These range from the web sites of some NICs to online research tools and publications of interest. These are only a sample. Many more are available. Web links may, however, become broken. If a link does not work, then use a search engine to find the resource by key word once it is still available online.

Resource	Web link		
Some NIC web sites			
Comisión Colombiana del Océano	http://www.cco.gov.co		
Caribbean Fishery Management Council	http://caribbeanfmc.com		
National Ocean Council	https://obamawhitehouse.archives.gov/administrat		
	ion/eop/oceans		
Comite Nacional de Pesca y Acuicultura	http://www.gob.mx/conapesca		
Comisión Intersecretarial Para El Manejo	http://digaohm.semar.gob.mx/CIIO/cimaresCIIO.ht		
Sustentable De Mares Y Costas	<u>ml</u>		
Belize National Climate Change Committee	http://climatechange.ict.gov.bz/belize-national-		
	<u>climate-change-committee</u>		
Bahamas Environment, Science and Technology	http://www.best.gov.bs		
Commission			
Inter-ministerial Commission for Sea Resources	https://www.mar.mil.br/secirm/ingles/secirm.html		
Online tools, publicat	ions and other resources		
Overseas Development Institute publications	https://www.odi.org/publications		
Resilience Alliance publications	http://www.resalliance.org/publications		
FAO EAF Toolbox	http://www.fao.org/fishery/eaf-net/toolbox/en		
Good governance guide	http://www.goodgovernance.org.au		
UNESCAP What is good governance?	http://www.unescap.org/sites/default/files/good-		
	governance.pdf		
Institutional Analysis and Development	https://ocsdnet.org/about-ocsdnet/about-ocs/iad-		
Framework	<u>framework</u>		
Large Marine Ecosystem Governance Toolkit	https://iwlearn.net/manuals/governance-		
	toolkit/gef-lme-learn		
Ecosystem-Based Management Tools Network	http://www.natureserve.org/conservation-		
	tools/ecosystem-based-management-tools-network		
Eastern Caribbean Regional Ocean Policy	http://www.caribbeanelections.com/eDocs/strat		
	egy/oecs strategy/OECS Eastern Caribbean Oce		
	an Policy 2013.pdf		