Effective governance frameworks to implement ecosystem-based management

: ecological connectivity through *institutional* connectivity
Where should the governance ‘steer’ come from?

State steer – government and law

Market steer – capitalism and economies

People steer – participation of communities and civil society
Governance is not just:-

‘Strategies used by governments to help govern’

‘Government by and through markets’

‘Governing without governments’

It is a combination of the three, as appropriate to a given context
Growing recognition in governance debates that there is a need to move beyond ideological arguments as to which approach is ‘right’

: develop governance models, frameworks and approaches that combine the role of states, markets and communities
<table>
<thead>
<tr>
<th>Economic incentives: using economic and property rights approaches to promote the fulfilment of MPA objectives (10)</th>
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<tbody>
<tr>
<td>Interpretative incentives: promoting awareness of the conservation features of the MPA, the related objectives for conserving them, the policies for achieving these objectives and support for related measures (3)</td>
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<td>Knowledge incentives: respecting and promoting the use of different sources of knowledge to better inform MPA decisions (4)</td>
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<td>Legal incentives: use of relevant laws, regulations etc. as a source of ‘state steer’ to promote compliance with decisions and thereby the achievement of MPA obligations (11)</td>
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<tr>
<td>Participative incentives: providing for users, communities and other interest groups to participate in and influence MPA decision-making that may potentially affect them, in order to promote their ‘ownership’ of the MPA and thereby their potential to cooperate in implementation of decisions (12)</td>
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In the face of strong driving forces, the combined use of a diversity of inter-connected incentives makes MPA governance frameworks more resilient. … but without strong legal incentives to reinforce the MPA governance framework, it is inherently unstable. Resilience in MPA governance frameworks is therefore woven by complex webs connecting different categories of incentives, legal incentives providing essential strong and reinforcing links.
Regional (federal) structures

National (state) structures

Local structures

Local direct/indirect user – environment interface

Participation & Institutional learning

Co-evolve

‘Negotiated’ compliance

Market interactions
As EBM is scaled-up, the governance challenges increase, as there arguably must be a degree of coordination, including some of control from higher institutional levels (vertical linkages), and cross-sectoral executive control (horizontal linkages), in order to address ecological linkages and human-use linkages across space.
Ecosystem connectivity through Institutional connectivity

Need for cross-sectoral, cross-space institutional linkages, with some **overarching** priorities & controls: ecosystem-*based*
Ecosystem-based Management Policy

- Fisheries policy
- Development policy
- Biodiversity policy
- Catchment policy
- Flood risk policy

Business-as-usual
Ecosystem-based Management Policy

EBFM policy

Development policy

Biodiversity policy

Catchment policy

Flood risk policy

Fisheries law, decisions & practice

Coastal development law, decisions & practice

Marine conservation law, decisions & practice

Catchment management Law, decisions & practice

Flood risk management Law, decisions & practice

Ecosystem connectivity through Institutional connectivity
The role and effectiveness of ocean governance depends on a number of factors:

- The extent of **coherence**, coordination and consistency of management across diverse sectors and realms
- The extent of capacity & political will
- Sectoral approaches versus integrated approaches
- The presence of an authority figure or institution
- The existence of an effective regulatory regime
- The extent of the rule of law to address corruption
- The accountability of decision makers
- Trans-boundary influences & impacts
EBM promotes inter-sectoral planning:

- Recognising connections within & across ecosystems
- Understanding and addressing cumulative impacts
- Managing for multiple objectives

: through *effective* implementation of EBM
Place-based management through self-governing systems is unlikely to be effective in leading to ecological connectivity.

Combination of governance approaches is necessary: state, market and civil society, along with related institutions/incentives.

Political will and leadership are particularly important.

Some degree and form of hierarchical coordination is necessary to achieve institutional connectivity and thereby ecological connectivity.

Analyse EBM case studies in terms of whether & how ecological connectivity is matched by institutional connectivity. 

→ guidance
Integated Maritime Policy (IMP)

• A framework for promoting integrated maritime policy through economic development (GDP)

• MSP as a mechanism for balancing different uses

• Conservation and MPAs as one of the uses of sea space

• Soft policy

Marine Strategy Framework Directive (MSFD)

• A framework for implementing ecosystem-based approach, including through marine spatial planning (resilience)

• MSP as a mechanism for achieving ‘good environmental status’

• Conservation through MPAs at the core of its implementation

• Legally binding
MSFD approach to sustainability

- Fisheries development
- Oil-gas development
- Renewables development
- Tourism development

Society

Ecosystem Conservation
If ecosystems collapse: catastrophe
Recovery?
IMP approach to sustainability

- Fisheries development
- Oil-gas development
- Ecosystem Conservation
- Renewables development
- Tourism development

Society

Economic Growth
If economic sectors and growth collapse: crisis
Recession but can recover
Coastal Management Continuum

Short-term priorities (GDP)
- Economic development-focus
- Dominance of elites
- Sectoral
- Many unresolved conflicts
- Low institutional connectivity
- Low ecological connectivity
- Low resilience
- *Unsustainable*

Long-term priorities (resilience)
- Ecosystem-based approach, inc MPAs
- Accountability & Justice
- Conservation +
- Compatible economic development
- Cross-sectoral integration +
- Trade-offs
- Effective conflict management
- High institutional connectivity
- High ecological connectivity
- High resilience
- *Sustainable*
What roles can international organisations like UNEP have in supporting the shift ‘towards greener coastal economy’? balance between economic development and EBM?

- Economic incentives, *eg* Blue Carbon payments
- Setting targets, *eg* obligations such as 10% MPAs by 2020, MSY by 2015: promoting political will and commitment
- Governance Capacity-Building: combining top-down *and* bottom-up approaches
- Scientific Capacity Building, *eg* reducing uncertainties, knowledge exchange
- Translating science into policy → decisions → behaviour changes: ecological connectivity through institutional connectivity