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DEVELOPMENT

Strengthening global governance of Large Marine Ecosystems by incorporating coastal management and Marine Protected Areas

Alfred M. Duda¹

Global Environment Facility, Washington DC, United States

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ABSTRACT

After 20 years of programming GEF International Waters (IW) LME projects, it is time to assemble experiences and promote learning and capacity building among the projects in the LME portfolio. This review is focused on strengthening the multi-scale approach to LME governance by reviewing existing approaches and advocating the incorporation of Integrated Coastal Management (ICM) and Marine Protected Areas (MPAs) at local scales into all GEF-funded LME projects.

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1. Introduction

In its 1995 GEF Operational Strategy, the Council of the Global Environment Facility (GEF), an international financial institution supporting developing countries engaged in improving degraded environments, approved the use of Large Marine Ecosystems (LMEs) as a unit for ecosystem-based approaches to management of the coastal oceans in the International Waters (IW) focal area. The 66 LMEs that make up the coastal oceans of our planet are the most highly productive areas of the oceans, the most threatened, and are critical for the global economy. While they are estimated to provide direct services approaching \$US 3 trillion annually with a non-market value estimated at \$\$US 22 trillion each year (Hudson and Glemarec, 2012), LMEs continue to become further depleted and degraded.

E-mail address: alfredduda@gmail.com

¹ Senior Advisor, 1991–2013.

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After 20 years of programming GEF International Waters (IW) LME projects, it was time to assemble experiences and promote learning and capacity building among the projects in the LME portfolio. This review is focused on strengthening the multi-scale approach to LME governance. It does so by reviewing existing approaches and advocating the incorporation of Integrated Coastal Management (ICM) and Marine Protected Areas (MPAs) at local scales into all GEF-funded LME projects.

Development of the Global Governance (GG) practice in LMEs was encouraged by the GEF Secretariat for several reasons. The GEF IW portfolio has matured over 20 years of programming LME projects. In fact, as of December 15, 2013, the GEF Council had approved initial, strategic LME IW projects covering 22 LMEs globally involving 112 countries. Good practices from these strategic projects that produced initial strategic action programs need to be shared and their use scaled up for greater governance impact in the portfolio (Carlisle, 2014). A second consideration is that separate Integrated Coastal Management (ICM) and Marine Protected Areas (MPA) projects have been requested by countries and subsequently were approved. They address concerns at a different scale than the LMEs. Therefore, use of these tools is essential to incorporate into LME work and need to be included under the larger LME umbrella to address transboundary concerns at the local level. Third, coastal and marine systems continue to be degraded and depleted globally, in rich countries as well as GEF recipient countries despite 40 years since the original regional seas programs were established and 30 years since the U.N. Convention on the Law of the Seas (UNCLOS) was adopted. If these ecologically, economically, and socially important LMEs are to be sustained, transformative changes in how coasts and oceans are managed need to be implemented before it is too late.

This paper represents an historical perspective and review of the role of the GEF in fostering ecosystem-based approaches to management of LMEs. It begins with a background section on the GEF IW Operational Strategy as it relates to LMEs and the issue of global governance for LMEs and their coasts. Several GEF IW projects related to ICM and MPAs are part of the review as are several non-GEF projects. A discussion of different types of global governance structures for LMEs is included. The review concludes with a section on recommendations for LME project outcomes that pertains mostly to in-house GEF agency practices and GEF policies. An earlier version of this paper contributed to the preparation of the GEF project entitled: "Strengthening Global Governance of Large Marine Ecosystems and their Coasts through Enhanced Sharing and Application of Large Marine Ecosystems/Integrated Coastal Management/Marine Protected Areas Knowledge and Information Tools".

2. Background on GEF IW strategy and LMEs

This section includes an introduction to the GEF IW Strategy pertaining to LMEs, the key processes recommended for use by GEF to begin addressing transboundary concerns of LMEs and their coasts, and an explanation of the 5-module Assessment and Management approach. When the GEF Council approved the GEF Operational Strategy in 1995, it recognized the sensitive international political dimensions of assisting states in collective management of transboundary water systems in its IW focal area. The Council noted that global environmental benefits would accrue if countries worked together on priority concerns of these transboundary systems, which are actually the dominant waters on Earth. The GEF Council included the concept of LMEs in its 1995 Operational Strategy (GEF, 1995) as a vehicle to foster ecosystem-based, multi-country management of coastal and marine resources in the IW focal area. Eighty percent of the global marine fisheries catch comes from the 66 LMEs that parallel the continental coasts and represent multi-country, ecosystem-based management units. The recent GEF 6 Replenishment continues to utilize LMEs as the key organizing approach to address transboundary coastal and marine concerns and opportunities.

This geographic LME approach, including coasts and adjacent river basins, represents a pragmatic way to operationalize the "ecosystem based management (EBM) approach" with an area sufficiently large to include GEF transboundary considerations, especially living resources. LMEs are place-based, ecologically defined areas for which stakeholder support for integrating essential national and multi-country reforms and international agency programs can be mobilized into a cost-effective, collective

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