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A legal analysis of ocean governance strategies in Small Island Developing States: The case of Jamaica, Mauritius and Samoa.

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Abstract

The SAMOA Pathway and the SDG 14 advocate for a better use of the oceans and seas. For many SIDS, the oceans and seas represent their existence and the livelihood of their people for centuries. Hence, it is important that the SIDS devise sound ocean governance strategies to enable them to benefit from the sea and its resources for the years to come.

Keywords: Jamaica, Mauritius, Samoa, Small Islands Developing States

1. Introduction

The issues faced by Small Islands Developing States (SIDS) was first discussed during the 1992 United Nations Conference on Environment and Development. Located in the Caribbean sea, Indian and Pacific Oceans, SIDS are a group of island States that face similar social, economic and environmental challenges. These challenges range from rapid population growth to high expenditure costs on infrastructure, transport and communication. In addition to these, SIDS have fragile natural environments which are prone to natural calamities (UN-OHRLLS, 2018).

Following the 1992 Conference, a series of actions were taken by the international community to assist SIDS in overcoming their challenges. In 1994, the Barbados Programme of Action for the Sustainable Development of SIDS (BPOA) was adopted. The BPOA encouraged SIDS to identify key areas for development and act on them accordingly. In 1999, the BPOA +5 was implemented which requested SIDS to focus on six main areas upon which they would place their development strategies. These areas were: climate change, natural and environmental disaster and climate variability, freshwater resources, coastal and marine resources, energy and tourism. Six years later, in 2005, the representatives of SIDS met in Mauritius to implement the Mauritius Strategy of Implementation to further address the increasing social, economic and environmental issues faced by the island States.

In 2014, the SIDS Accelerated Modalities of Action (SAMOA) Pathway was set up. Just like the previous implementation strategies, the SAMOA Pathway aimed at helping SIDS overcoming their challenges and promote sustainable development. However, compared to the other implementation strategies, this SAMOA Pathway addresses an element which is of considerable importance for the livelihood of many people from these island States. This element is the oceans and seas.

Sections 53 to 58 of the Pathway lay emphasis on the need for SIDS to sustainably use the sea as a development strategy. Section 53 stresses on the importance of the sea for local communities in SIDS. Many communities' culture and traditions are intrinsically linked to the sea. In line with that, governments are encouraged to adopt integrated ecosystem-based approaches for exploiting the sea and its resources. From a regulatory point of view, Section 55 of the Pathway reaffirms the significance of the United Nations Convention on the Law of the Sea as providing the legal background for the sustainable use of the sea and marine resources.

In addition to the SAMOA Pathway, in 2015, the United Nations adopted the 2030 Agenda for Sustainable Development. This Agenda contains 17 Sustainable Development Goals (SDG) which aim at protecting the human rights of every individual and promoting sustainable development in all countries (2030 Agenda for Sustainable development, 2015).

Among the 17 SDGs, SDG 14 focuses on the oceans and seas. Entitled 'Life Below Water', the goal of SDG 14 is to strike the right balance between the way human use the sea and developing sustainable measures which aim at ensuring healthy oceans and seas (Schmidt *et al*, 2017). With its seven targets, SDG 14 provides for a detailed list of the objectives that it aims to achieve before 2030.

Many SIDS have adhered to the words and spirit of the SDG 14. During the 2017 United Nations Conference to Support the Implementation of Sustainable Development Goal 14, also known as the Ocean Conference, SIDS and other Member States of the United Nations (UN) have voiced out their commitments to take actions on a national level so as to implement SDG 14.

The purpose of this paper is to analyse what have been done by countries, which are Member States of the SIDS, to implement the commitments that they have taken under the SAMOA Pathway and the SDG 14. The case of Jamaica, Mauritius and Samoa will be examined. The paper will provide for an examination of the existing legal frameworks in these countries to assess: the extent to which these SIDS have been able to implement international ocean governance regulatory framework within their own national legal system and study the positive and negative effects of these implementation.

The research method to be used is a desktop black letter research method. In order to analyse the legal implications of the current ocean governance framework for SIDS, different international conventions as well as local laws will be analysed.

In line with the black letter research method, an impact and effectiveness approach will be used. This approach will allow for an assessment of the relevance of the different laws that exist in the chosen SIDS with regards to ocean governance. Via this approach, recommendations can be made to either: strengthen the current laws applicable or to create new laws that will be more effective.

The paper is divided into three parts: Part I will examine the international legal framework that regulates the concept of ocean governance. Part II of the paper will analyse the cases of Jamaica, Mauritius and Samoa with regards to the legal frameworks that they have developed in order to implement SDG 14. The final part will provide for recommendations as to how to find an equilibrium between international commitments and national policies.

2. Part I: International Legal Frameworks For Ocean Governance

The concept of ocean governance, which many consider as the key to a successful management of the oceans and seas, does not have up to now an agreed upon universal definition (Rothwell and VanderZwaag, 2006). Many institutions as well as scholars have provided for their own definition and understanding of the concept of ocean governance.

The European Commission on Maritime Affairs defines ocean governance as the management and use of the oceans' resources in ways that will maintain the oceans 'healthy, productive, safe, secure and resilient'. For the International Union for the Conservation of Nature (IUCN), international ocean governance refers to the creation of institutions, agreements, rules and processes that oversees how humans use the oceans and their resources.

Miles (1999) defines ocean governance as consisting of a set of norms, institutional arrangements and policies. For Campbell *et al* (2016) ocean governance represents a combination of biophysical, political and social features of the oceans. Pyć (2016) describes ocean governance as managing the different uses of the sea while at the same time protecting the marine environment. His analysis goes further by adding that ocean governance also implies the setting up of international rules and procedures, common regional action plans and national policies and strategies for sea use and management.

All these definitions of ocean governance, whether institutional or from an academic perspective, highlight three main elements that should encompass the concept of ocean governance. These elements are: a legal framework, institutional arrangements and implementation mechanisms (Bailet, 2002). These three features of ocean governance can be found in the United Nations Convention on the Law of the Sea.

When talking about the legal framework that regulates the oceans and seas, the main body of law that has to be mentioned is the 1982 United Nations Convention on the Law of the Sea (UNCLOS). The Convention was opened for signature in 1982 and came into effect in 1992 after ratification by Member States.

The UNCLOS is considered as the 'Constitution of the sea' for various reasons (Koh, 1982). Comprising of 320 articles and nine annexes, the UNCLOS rests on four major pillars that support the foundation of a sound ocean governance framework.

The first pillar is the division of the sea that the UNCLOS provides for. The purpose of dividing the sea into various delimitations is to avoid conflicts among countries with regards to navigation or fishing rights (Lodge, 2012). Parts II, V, VI and VII of the Convention deal with the different delimitations of the oceans and sea. The delimitations starts from the territorial sea (Article 2 of UNCLOS) to the Continental Shelf (Article 77 of the UNCLOS). The water falling outside the scope of a country's sovereignty forms part of the High Seas which is regulated by Part VII of the Convention.

The second pillar of the conventions dwells into the fact that the UNCLOS caters for environmental control and scientific research done at sea. Part XII of the Convention is solely dedicated to the

protection and preservation of the marine environment while Part XIII regulates Marine Scientific Research.

The UNCLOS also deals with the navigational rights of ships across the oceans and seas. Article 17 of the Convention specifically provides for the right of innocent passage. This right allows ship from different nations to pass through the territorial sea of any coastal state without any hinderance from the latter. The rationale behind introducing the right of innocent passage in the UNCLOS is to allow the carriage of goods by sea by different countries without being stopped by coastal States (Lodge, 2012).

Finally, the UNCLOS rests on the fourth pillar which is the institutional arrangement that it has developed with regards to dispute resolution. Section 5 of Part X caters for the settlement of disputes and advisory opinions. The Convention has created its own Tribunal, the International Tribunal for the Law of the Sea, which has the jurisdiction to hear matters related to any breach of the Convention. Furthermore, the Convention has established other institutions that regulates maritime activities such as: the International Seabed Authority (Article 156 UNCLOS) or the Commission for the Delimitation of the Continental Shelf (Annex II of the UNCLOS).

With regards to the implementation aspect, by ratifying the Convention, many countries have adhered to implement the rules provided in the UNCLOS within their national laws. In so doing, they need to set up local institutions that will ensure the *mise en oeuvre* of the law.

The UNCLOS provides for the legal framework required when defining the concept of ocean governance. This umbrella agreement covers all aspects of ocean governance. From the legal requirements to the setting up of institutions, the UNCLOS is a solid embodiment of the concept of ocean governance.

The international legal framework for ocean governance also consists of elements of soft law. These can be found within the SDG 14. This SDG deals with the conservation and sustainable use of the oceans, seas and marine resources. Made up of seven targets and different timelines to achieve those targets, SDG 14 calls out countries to undertake sustainable practices with regards to sea use and management.

SDG 14 recognises the importance of having healthy oceans as this will generate environmental, social and economic benefits for people as well as coastal communities. Countries are encouraged to undertake actions, in the short and long run, that will ensure a sustainable use and management of the sea and its resources.

An example of such an action can be illustrated by using Target 14.6. This particular Target states that countries should eliminate fisheries subsidies that lead to overfishing or illegal, unreported and unregulated fishing by 2020. By doing so, countries will counter all the environmental, economic and social consequences linked to such activities. One way to implement this Target is through the elaboration of national legislations. By embodying the requirements of the different Targets in national legislations, countries commit themselves to implement these requirements which ultimately will lead to the realisation of the SDG.

The conservation of the oceans and marine resources is a standalone goal among the various SDGs (FAO, 2017). The importance of the oceans for mankind is now highlighted by various international bodies and agreements. SDG 14, through its seven targets, provides for a framework that assist countries in adopting measures that will ensure ocean resources are used in a sustainable way that will promote environmental, economic and social welfare in the long run.

The table below provides for the seven Targets of SDG 14.
(Source: <https://sustainabledevelopment.un.org/sdg14>)

Sustainable Development Goal 14 Targets			
Target 14.1	By 2025, prevent and significantly reduce marine pollution of all kinds, in particular from land-based activities, including marine debris and nutrient pollution		
Target 14.2	By 2020, sustainably manage and protect marine and coastal ecosystems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration in order to achieve healthy and productive oceans		
Target 14.3	Minimize and address the impacts of ocean acidification, including through enhanced scientific cooperation at all levels		
Target 14.4	By 2020, effectively regulate harvesting and end overfishing, illegal, unreported and unregulated fishing and destructive fishing practices and implement science-based management plans, in order to restore fish stocks in the shortest time feasible, at least to levels that can produce maximum sustainable yield as determined by their biological characteristics		
Target 14.5	By 2020, conserve at least 10 per cent of coastal and marine areas, consistent with national and international law and based on the best available scientific information		
Target 14.6	By 2020, prohibit certain forms of fisheries subsidies which contribute to overcapacity and overfishing, eliminate subsidies that contribute to illegal, unreported and unregulated fishing and refrain from introducing new such subsidies, recognizing that appropriate and effective special and differential treatment for developing and least developed countries should be an integral part of the World Trade Organization fisheries subsidies negotiation		

Sustainable Development Goal 14 Targets			
Target 14.7	By 2030, increase the economic benefits to small island developing States and least developed countries from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism.		
Target 14.a	Increase scientific knowledge, develop research capacity and transfer marine technology, taking into account the Intergovernmental Oceanographic Commission Criteria and Guidelines on the Transfer of Marine Technology, in order to improve ocean health and to enhance the contribution of marine biodiversity to the development of developing countries, in particular small island developing States and least developed countries		
Target 14.b	Provide access for small-scale artisanal fishers to marine resources and markets		
Target 14.c	Enhance the conservation and sustainable use of oceans and their resources by implementing international law as reflected in the United Nations Convention on the Law of the Sea, which provides the legal framework for the conservation and sustainable use of oceans and their resources, as recalled in paragraph 158 of “The future we want”		

3. Part II: Case study: Jamaica, Mauritius and Samoa.

Rationale for the choice of countries

Jamaica, Mauritius and Samoa are islands States that form part of the SIDS group. All the three countries have ratified the UNCLOS and have committed to realise the SDG 14 Targets. Being located in the Caribbean Sea, Indian Ocean and Pacific Ocean respectively, the case study of these three island States will illustrate some of the issues that SIDS often face with regards to implementing a sound ocean governance framework.

The study of Jamaica will be based on an analysis of the current status of the legal framework that regulate ocean related activities in the country, with a particular focus on the fisheries sector. An analysis of the various laws will be undertaken to show their effectiveness in meeting the requirements of SDG 14.

The institutional framework with regards to managing ocean related activities will be the focus of the analysis for Mauritius. The different institutions, their roles and management strategies will be examined.

For Samoa, the implementation strategies of the existing ocean governance approach will be analysed. The participatory approach undertaken by the government will be assessed to evaluate its benefits and costs for local communities.

Jamaica

Located in the Caribbean Sea, Jamaica is a small island State with a population of 2.9 million people. Since its independence in 1962, the Jamaican's economy depends on the fisheries sector, agriculture and the services sector like tourism and ICT/BPO.

The fishing industry is an important component of the socio-economic life in Jamaica. Fishing and fish consumption are closely linked to the right to work and right to food in the country. The fishing industry is mainly composed of artisanal fishing and sustains the livelihood of approximately 20,000 fishermen (Jamaica Ministry of Agriculture and Fisheries). Moreover, according to a study done by the Food and Agricultural Organisation (FAO), fish consumption in Jamaica is the highest in the Americas (FAO, 2016).

With a heavy reliance on the fishing industry, overfishing has become a curse for the marine flora and fauna of the country as well as for local fishing communities (Waite *et al*, 2011). Over the years, overfishing has put much pressure on the coral reef surrounding the island and has caused a drastic decrease in the fish population living in the coral reef. Fishermen are now turning to other fish species which is causing further damage to the marine ecosystem.

One of the reason for overfishing in Jamaica is the fact that the fishing industry sustains the livelihood of many people in the country. The fishing industry is not only composed of fishermen but also other fish-related economic activities such as food processing, consumption or sale of fish. With a rise in population and a rise in demand for fish and fish products, there is increasing pressure on fishermen to bring on land more fish and this is having a direct impact on the sea and the marine ecosystem.

Marine conservation and protection as well as using the sea to sustain livelihood are central elements of a sound ocean governance system. With regards to the legal and institutional aspect of ocean governance, the Jamaican government has set up a series of laws to ensure a sustainable use and management of the sea and its resources.

Having ratified the UNCLOS and in line with it, the country legislated the Maritime Areas Act 1996 which declares Jamaica as an archipelagic State and provides for the extent of its sovereignty over the waters surrounding it. In addition to this, the country legislated other laws with regards to ocean governance. These laws are *inter alia* the Fishing Industry Act 1976, the Shipping Act 1998 and environmental laws.

The Fishing Industry Act is the main law that regulates fishing activities in the country. It provides for the permitted activities and restrictions with regards to fishing within the Jamaican waters. For

example, Section 3(1) of the Act states that only people holding a valid fishing licence can engage in fishing in Jamaica. Sections 18 to 23 deal with fisheries protection and allow the Minister concerned to set up fish sanctuaries or declare any period as a closed season. During the closed season, fishing certain species is not permissible.

Soft laws have also been devised to assist the country in implementing its ocean governance framework. For example, the country has set up its Vision 2030 which is a national development plan that goes in hand with the SDGs. With regards to achieving SDG 14, in a speech at United Nations Conference to Support the Implementation of Sustainable Development Goal 14, Jamaican's Minister of Foreign Affairs and Foreign Trade, Honourable Kamina Johnson Smith, reiterated the will of the country to create further marine protected areas (MPAs) in order to ensure the conservation and protection of marine life. By setting up marine protected areas, the Jamaican authorities will be in line with Target 14.2. This will allow the country to sustainably manage and conserve its marine ecosystem and at the same time control activities, such as overfishing, that represent a threat to the ecosystem.

Mauritius

Mauritius is a small island State located off the eastern part of mainland Africa. Just like for Jamaica, the sources of revenue for the country depend on several sectors. The main economic sectors in Mauritius are: agriculture, textile, tourism and the financial services sector. With an Exclusive Economic Zone of approximately 2.3 million km² and with a view of further diversifying the economic activities of the country, in 2012, the government embarked on the project of developing an ocean-based economy for Mauritius.

Through the implementation of the ocean economy, many initiatives have been undertaken to develop various sectors linked to sea use and exploitation. For example, a roadmap was devised which focuses on seven clusters to be created in order to make an ocean-based economy a reality in Mauritius. These clusters are: seabed exploration for hydrocarbons and minerals, fishing, seafood processing and aquaculture, Deep Ocean Water Application, marine services, seaport related activities, marine renewable energies and ocean knowledge (Ocean Economy a Roadmap for Mauritius, 2013). All the sectors combined are expected to contribute to 20% to the Gross Domestic Product (GDP) of the country by 2025.

From a societal perspective, the development of the ocean-based economy in the country has helped in creating employment and particularly the participation of women in ocean-based related economic activities. For example, women are encouraged to participate in the cultivation of seaweed and also to get involved in the seafood processing cluster as ways to earn a living.

In 2015, the Ministry of Ocean Economy, Marine Resources, Fisheries and Shipping was created. The aim of the Ministry is to make ocean economy become a pillar of the Mauritian economy while ensuring the sustainable use of aquatic resources and promoting social development.

When developing an ocean-based economy, one major component that has to be taken into consideration is to develop a marine spatial plan. Marine Spatial Planning (MSP) is defined by Ehler and Douvère (2009) as the process of organising marine space in ways that will achieve economic, ecologic and social objectives.

In Mauritius, the process of conducting MSP for the development of an ocean-based economy falls under the aegis of the Ministry of Defence and Rodrigues (http://mdr.govmu.org/English/defence/Pages/CSMZAE_About_Us.aspx). The Ministry of Ocean Economic, Marine Resources, Fisheries and Shipping has the mandate to develop the ocean economy. However MSP, which is an important aspect in developing an ocean-based economy, falls under the aegis of another ministry. This institutional duality can generate overlapping in decision-making and compliance. Furthermore, this overlapping can give rise to questions with regards to the implementation of MSP within the ocean economy context. One question that can be asked is the extent to which the Ministry of Ocean Economy, Marine Resources, Fisheries and Shipping has a role to play in the implementation of MSP while developing the ocean economy in Mauritius.

In line with its international commitments under SDG 14 and the SAMAO Pathway to use the seas and oceans in a sustainable way, Mauritius is developing its ocean-based economy in a way that promotes human well-being and environmental protection. However, the main issue that has to be addressed in the country are the institutional overlapping that exist.

Samoa

The Independent State of Samoa is located in the Pacific Ocean and has a population of approximately 195,840 persons. Most of the population is made up of indigenous communities who have live on the island for generations.

Throughout the years, the government of Samoa along with these indigenous communities have been able to develop legal and implementation strategies that combine traditional knowledge and culture with the modern concept of sustainable development.

As for many other SIDS, the sea represents a vital source of food and livelihood for the people in Samoa. For centuries, the indigenous communities in Samoa have used the sea, not only as a source of food, but also as a component of their existence. Based on the ideology that nature and people are homogenous, they have developed an intrinsic link with the land and sea. The different communities have devised ways to manage the ecosystems surrounding them in a sustainable way (Hviding, 2003).

For example in some communities, customary fishing rights were controlled by a Chief or a particular clan. Fishing could only be done from the beach to the seaward edge of the reef. This method allowed the communities to control the amount of fish being caught. In other communities, the consumption of certain kind of fish was forbidden for religious belief and this had the effect of enhancing fisheries and ecosystem conservation (Johannes, 1978).

In line with the sustainable use of marine resources as provided for in the SAMOA Pathway and SDG 14, the Samoan government is working hand in hand with local communities to realise the commitments they have taken under these two agreements. The government enacted the Village *Fono* Act in 1990. The purpose of this Act is to legally give village councils (*Fono*) the authority to control and manage the sea around them. The fishing communities can provide for their knowledge about when to fish and what kind of fish can be caught during a particular period. This

illustrates the use of the sea in a sustainable way. Furthermore, this Village *Fono* Act takes on a participatory and inclusive approach as it allows for government stakeholders and non-governmental organisations to assist indigenous fishing communities in preserving and controlling the marine resources (Techera, 2009).

The case of how the government of Samoa and the indigenous communities work together to achieve a sustainable use of marine resources is an example that should be followed by other SIDS who have a high indigenous fishing population. The participatory and inclusive approach undertaken by the government ensures that: the customary rights of the indigenous fishing communities are respected and at the same time show to the international community that they are achieving their commitments made under SDG 14 and the SAMOA Pathway.

4. PART III: Recommendations and Conclusion.

These three case studies show the implementation of the three main components of ocean governance as described by Bailet. These component are: the legal implications, the institutional arrangements and the implementation phase.

The case of Jamaica illustrated the legal lacuna that exist in combatting overfishing and hence the inability of the country to fully realise its commitments under the two international agreements. The short term consequences of overfishing are being felt on the coral reef surrounding Jamaica which is leading to a rapid depletion of many fish communities. The long term consequences will be the effect that the overfishing will have on the socio-economic life of the Jamaicans.

It is therefore recommended that the Government of the country devised a legal framework that will address the issue of overfishing in the country. In addition to the existing list of fishing prohibitions that exists in the current Fishing Industry Act, the government can provide for the interruption of catching a certain type of fish for a particular period in order to allow the species breed. Another recommendation would be to penalise the catch of certain species or infant species.

Mauritius has over the years put in place laws that has allowed the country to go in line with the commitments it has taken with the international community. However, the main issue for the country is the institutional overlapping that can create compliance and implementation divergence. The fact that there is the Ministry of Ocean Economy, Marine Resources, Fisheries and Shipping taking care of implementing the ocean economy concept and having the Ministry of Defence and Rodrigues to implement MSP, which is an integral part of the ocean economy concept, is a clear illustration of institutional overlapping and the drawbacks of these can lead to: duplication of work, inefficient and ineffective use of resources and lack of harmonisation in decision making.

It is recommended that the institutional aspect of ocean governance in Mauritius should be seen as a whole. Having a single entity catering for the sustainable use of marine resources for the economic development in Mauritius will bring many advantages for the country. First, it will allow for a structured framework where a single entity will be responsible of implementing all the elements of the ocean economy in Mauritius. This involves looking at MSP as well as ensuring the good running of the seven clusters. Secondly, resources will be used in an efficient and effective way as there not be any duplication of work or resources. Finally, having a single entity will bring coherence in decision-making and ensure a sound implementation of the decisions.

Samoa can be described as the example to follow for many SIDS with regards to the implementation aspect of the ocean governance strategy. The government of the country has taken into consideration the customary laws of the indigenous communities in the country when making laws. Furthermore, the government has also encouraged the communities to participate in decision making and has ensured that the communities participate during the implementation phase of those decisions.

Other island States should follow the examples of Samoa. The participation of local communities in decision making allows for an integrated approach to sea use and management. The government consulting and encouraging the participation of local communities in decision making, particularly for using the sea and its resources, ensures their sustainable use.

The SAMOA Pathway and the SDG 14 advocate for a better use of the oceans and seas. For many SIDS, the oceans and seas represent their existence and the livelihood of their people for centuries. Hence, it is important that the SIDS devise sound ocean governance strategies to enable them to benefit from the sea and its resources for the years to come. All of the SIDS have already taken the steps needed to create a reliable and efficient ocean governance system. However, in the process of its realisation, these SIDS are facing some challenges. The cases of Jamaica and Mauritius have illustrated the legal and institutional challenges that may exist when implementing ocean governance components. Yet, some countries like Samoa, have been able to overcome some of the challenges and have focused on a participatory approach towards ocean governance. With time, it is believed, that all SIDS will be able to fully implement the three components of the ocean governance framework in order to have a fully integrated and holistic approach to sea use and management.

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