

NAURU

REVIEW OF NATURAL RESOURCE AND ENVIRONMENT RELATED LEGISLATION



Prepared by Secretariat of the Pacific Regional Environment Programme (SPREP) and EDO NSW

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INTRODUCTORY NOTE

The following review, prepared jointly by the Secretariat of the Pacific Regional Environmental Programme (SPREP) and the Environmental Defenders Office Ltd (EDO NSW), updates and builds on the reviews conducted in the early 2000s under the International Waters Project.

The review offers a brief overview of environmental legislation in force in each Pacific Island country identified and is current as of January 2018.

A number of sources were referenced for this update, including:

- Prior reviews prepared by SPREP;
- Pacific Islands Legal Information Institute Paclii;
- ECOLEX an information service on environmental law, operated jointly by FAO, IUCN and UNEP; and
- Government websites.

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This review is for information purposes only. It is not intended to be a complete source of information on the matters it deals with. Individuals and organisations should consult a local lawyer for legal advice on specific environmental matters.

If you have any feedback in relation to this review, please forward your comments to: registry@sprep.org.







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CONSTITUTIONAL AND ADMINISTRATIVE STRUCTURE

1.1. The Constitution

The Nauru Constitution (Constitution) came into effect on 31 January 1968, known as Independence Day. The Constitution is the basis of all laws in Nauru. Laws in force in Nauru before Independence Day will continue in force subject to the Constitution, until and unless it is repealed by a later law. No reference is made in the Constitution to environment-related matters. However, the Constitution does protect people from the deprivation of property, and to this extent, relates to land rights.

Nauru started a process of constitutional reform in 2004. The government established a parliamentary standing committee on constitutional review (the 'CRC'), having identified a number of provisions that needed to be addressed. In 2006, the CRC designed a six-step process of review based on public awareness, public consultation, activities of the Constitutional Review Commission, the Constitutional Convention and passage of Bills by Parliament, and concludes with the submission of the amendments to a referendum.

In this context, new amendments to the Constitution were proposed through the *Constitution of Nauru* (*Referendum Amendments*) *Bill* in 2010. This law was put for approval by referendum. However, the referendum did not receive the two-thirds support required for the proposed changes to take effect and thus the Bill was defeated in June 2012.

However, the process of Constitutional reform has not concluded. In February 2013, the Chairman of the Constitutional Review Committee introduced 11 separate Bills amending the Constitution. Together, the Bills amend the Constitution as proposed by the *Constitution of Nauru (Parliamentary Amendments) (Consequential Amendments) Bill 2010*, with a few minor refinements. Each of the Bills was taken to the first reading. The amendments contained in these measures do not require a referendum. As they do not relate to Articles listed in Schedule 5, and therefore can be made by Parliament in accordance with Article 84. However, all Bills before the 20th Parliament lapsed on 23 May 2013 when the 20th Parliament was dissolved, including the 11 Bills to amend the Constitution.

1.2. Traditional Practices

Laws Repeal and Adopting Ordinance 1922-1967

This ordinance provides that German laws cease to apply in Nauru and that certain laws of England, the Commonwealth of Australia, Queensland and Papua shall apply as laws of Nauru. As a consequence, some laws from foreign jurisdictions still have force in Nauru.

Custom and Adopted Laws Act 1971

Entered into force in 1972, this Act's objective is "to make better provision relating to the institutions, customs and usages of Nauruans, and to adopted laws". It repeals certain provisions in *the Laws Repeal and Adopting Ordinance 1922-1967* and amends the schedules in the Ordinance.

Section 3 requires that courts have regard to Nauruan customs in certain matters, and section 4 clarifies the laws of England that have been adopted in Nauru. Under section 6, certain laws of England are not to be adopted as part of Nauru's laws as listed in the first schedule, including laws on agriculture, animals, compulsory purchase of land, fisheries, mines, minerals and quarries, and water supply. This Act was amended by the *Custom and Adopted Laws (Amendment) Act 1972, Custom and Adopted Laws (Amendment) Act 1976*, and the *Custom and Adopted Laws (Amendment) (No 2) Act 1976*.

This law retrospectively validates a number of regulations that relate to environmental management, including:

- Fisheries Regulations 1998;
- Animals Act 1982; and
- Animals Regulations 2001.

ENVIRONMENTAL LAW, PLANNING AND ASSESSMENT

2.1. National Environmental law

Nauru environmental legislation focuses on particular environmental topics separately, such as fisheries or disaster risk management, but does not create an overarching regime for environmental protection.

There is no broadly applicable environmental law that sets up one or more environmental management bodies, prescribes the duties of those bodies, and provides for environmental offences and requires certain environmental plans to be prepared. However, it appears that the government is interested to develop such an instrument. Such a law may also provide for environmental impact assessments for certain developments.

No laws have been identified in the field of physical planning and building controls. Land management legislation does not seem to provide for forward (or 'strategic') planning for land use and protection. The current legislation focuses on regulating the relationship between the phosphate industry and the land owners in Nauru.

Nauru Lands Committee Act 1956

The Ordinance establishes the Nauru Lands Committee. The Committee is to consist of between five and nine members appointed by the Nauru Local Government Council. The Committee has the power to determine questions as to the ownership of, or rights in respect of land, where the issue involves Nauruans and Pacific Islanders.

This Ordinance was amended in 2012 to extend the Committee's powers to determine the distribution of the personal estate of deceased Nauruans. The amendment also included a requirement for Committee decisions to be published in the Gazette within 21 days.

2.2. Environmental Impact Assessment

Lands Act 1976

The Lands Act is the principal legislation in Nauru that deals with phosphate, which is a fundamental resource of land in Nauru. The Act provides for the leasing of land for the purposes of the phosphate industry, for other public purposes and for the removal of trees, crops, soil and sand, as well as payment of compensation in respect of these. With the introduction of the Lands Act, the Lands Ordinance (1921-1968) has been repealed.

Key provisions of the Act include:

- Section 3 Makes it an offence for a Nauruan to transfer or attempt or purport to transfer, any Nauruan land to a person or entity that is not Nauruan.
- Sections 5-6 Where the Nauru Phosphate Corporation or the Council requires land to support the phosphate industry or for public purposes, they must submit a written request to the

Minister responsible for that land. If the Minister supports the request, the Minister may approach the landowners requesting that they agree to lease the land specified. The land can be leased with the agreement of three quarters of the landowners.

- Section 8 Where land is leased to the Nauru Phosphate Corporation for mining, the Corporation is entitled to:
 - mine all the phosphate on that land;
 - remove any building situated on the land;
 - remove the topsoil, trees and vegetation from that land and use, destroy or otherwise dispose of them; and
 - remove coral and limestone from the land and use it or otherwise dispose of it.
 - The maximum period of the lease to the Corporation for mining purposes is five years.

The Act includes six schedules outlining fees, including payments, royalties, rent, and compensation.

The Act is supported by various related legislation and subsidiary legislation, including:

- Attachment of Earnings and Phosphate Royalties Act 1973;
- Lands (Review of Land Rental Rates) Order 2014;
- Nauru Phosphate Agreement Ordinance 1968;
- Nauru Phosphate Corporation Act 1969;
- Nauru Phosphate Royalties (Payment and Investment) (Amendment) Act 2005;
- Nauru Phosphate Royalties (Payment and Investment) (Amendment) Act 2011;
- Nauru Phosphate Royalties (Payment and Investment) Act Amendment Act 1972;
- Nauru Phosphate Royalties (Payment and Investment) Ordinance 1968;
- Nauru Phosphate Royalties (Payment and Investment) Ordinance Amendment Act 1968;
- Nauru Phosphate Royalties (Payment and Investment) Ordinance Amendment Act 1970;
- Nauru Phosphate Royalties Trust (Amendment) Act 1990;
- Nauru Phosphate Royalties Trust (Amendment) Act 1997;
- Nauru Phosphate Royalties Trust (Amendment) Act 2009;
- Nauru Phosphate Royalties Trust Ordinance 1968; and
- Phosphate Industry Finance Act 1968.

2.3. Land

The Nauru Rehabilitation Corporation Act 1997

The *Nauru Rehabilitation Corporation Act* establishes the Nauru Rehabilitation Corporation which has the responsibility for coordinating, promoting, carrying-out, managing and participating in, rehabilitation works in Nauru. The functions of the Corporation include:

- To coordinate, promote, partake in, identify, initiate and carry-out projects for the rehabilitation and development of worked out phosphate lands and unworked phosphate lands as directed by the Minister;
- To implement government policy with regard to the rehabilitation and development of the worked out phosphate lands of Nauru;
- To perform and promote such other activities in relation to the rehabilitation and development as the Minister may direct, either alone or in conjunction with Australia in furtherance of the policies and objects of the Nacos Agreement and the Development Cooperation Agreement; and
- To manage and administer the moneys and assets of the Corporation.

The Act also establishes a Board of Directors, responsible for the policy and general administration of the affairs of the Corporation.

Other legislation related to specific areas of land include:

- Land (Declaration of Ownership) Ordinance 1962 relates to payments made to Nauruan owners of a piece of land, known as the German Wireless Station, which was mined for phosphate by the Nauru Phosphate Corporation and for which the Administration received surface rights or phosphate royalties.
- Lands (Validating) Ordinance 1951 validates the lease of an area to the British Phosphate Commissioners approved by Harold Hastings Reeve, purporting to be the Acting Administrator of Nauru in 1949.

BIODIVERSITY CONSERVATION

In the case of the protection and conservation of biodiversity, there are different laws for specific issues such as management of fisheries and protection of wild fauna, but no overall legislation for the management and conservation of natural resources and biological diversity.

3.1. Conservation and protection of natural resources

Endangered Species

Wild Birds Preservation Act 1937

This Act provides for the preservation of wild birds through prescribing penalties for taking certain birds or their eggs. Section 6 prohibits the taking of birds listed in the first schedule during certain seasons or the whole year, including magpies, snipe, quail, Nauru canneries and wild noddies. Section 7 prohibits the taking of the eggs of these birds. Frigate Birds may only be harvested with the permission of the Administrator (second Schedule). The Act also prescribes penalties for possessing any trap or snare for the purposes of taking these birds.

Fisheries

The fisheries of Nauru provide crucial natural resource and the legal provisions applying to the development and conservation of the fisheries is a key element of the environment protection regime applying in this country.

Sea Boundaries Act 1997

This Act demarcates Nauru's sea boundaries and the maritime zones within those boundaries by declaring the rights of the Republic of Nauru in these zones. This law is essential for the effective exercise of jurisdiction over a nation's maritime zones, with implications for its capacity to protect its environment and implement its international obligations.

The Act defines baseline, inland water, territorial sea, contiguous zone and exclusive economic zone. Moreover, it provides a comprehensive definition for "conserving and managing" as follows:

"includes adopting and using all rules, regulations, methods and measures that:

- are required to build, restore or maintain, or are useful in rebuilding, restoring or maintaining, any living marine resources or the marine environment; or
- are designed to ensure that:
 - *i)* a supply of food and other products may be taken, and that recreational benefits may be obtained, on a continuing basis; and
 - *ii) irreversible or long-term ill effects on the living marine resources or the environment are avoided; and*

iii) there will be a multiplicity of options available with respect to future uses of these resources".

Nauru Fisheries and Marine Resources Authority Act 1997

This legislation establishes the Nauru Fisheries and Marine Resources Authority. The Authority is governed by a Board of Directors and a Chief Executive Officer (CEO) as appointed by the Board. The CEO is responsible for the work of the Authority, the effective execution of its administrative and technical functions.

The objectives of the Authority include:

- To manage, develop, conserve and protect the fisheries and marine resources of Nauru in such a way as to conserve and replenish them as a sustainable asset for future generations;
- To promote the sustainable utilisation of the fisheries and marine resources of Nauru to achieve economic growth, improved social standards, improved nutritional standards, human resource development, increased employment and a sound ecological balance;
- To pursue effective strategies for managing the fisheries and marine resources of Nauru so as to maintain the integrity of marine ecosystems, to preserve biodiversity, to avoid adverse impacts on the marine environment and to minimise the risk of long term or irreversible effects of resource extraction operations; and
- To enhance the administrative, legal, surveillance and enforcement capacities of the Republic for the management, development, conservation and protection of the fisheries and marine resources of Nauru.

Nauru Fisheries Act 1997

The *Nauru Fisheries Act 1997* is administered by the Nauru Fisheries and Marine Resources Authority (Authority) and repealed the previous *Marine Resources Act 1978*. The Act's main objective is to make provision for the management, development, protection and conservation of Nauru's fisheries and living marine resources.

The Act covers a number of issues related to the management and conservation of fisheries. Section 4 confers the responsibility for the utilisation, management, development, conservation and protection of fish in the fisheries waters to the Authority, which must act in accordance with the policy directions of the Minister.

The Act recognises the dependence of the people of Nauru on the fish and marine resources for their food and livelihoods and the need to avoid adverse impact on the marine environment, to preserve the biodiversity and maintain the integrity of marine ecosystems. For this reason the Act includes principles to guide the activities of the Authority in section 4.

Some amendments were introduced in 2011 and 2017, including in relation to licencing and maintenance of a National Fisheries Register of licences and authorisations. The Act is also supported by a number of regulations as discussed below.

Fisheries Regulations 1998

This regulation entered into force in 1998 and implements the *Fisheries Act 1997*. It provides a framework for regulating fishing activities in the waters of Nauru by obligating the registration of small boats, which are used for fishing and by providing for licenses for fishing activities carried out by national and foreign boats. The *Fisheries (Amendment) Regulations 2010* makes minor amendments to the regulation.

Fisheries (PNA Third Implementing Arrangement) Regulations 2009

The regulation gives domestic legislative effect to the *Third Arrangement Implementing the Nauru Agreement* Setting Forth Additional Terms and Conditions of Access to the Fisheries Zones of the Parties to the Nauru Agreement Concerning Cooperation in the Management of Fisheries of Common Interest (2008) between the Federated States of Micronesia, Kiribati, Marshall Islands, Nauru, Palau, Papua New Guinea and Solomon Islands and Tuvalu. In substance, it sets more specific licencing terms and conditions, requirements for catch retention, and prohibits fishing in some areas of the high seas.

The regulation was amended in 2010 and 2015 to prohibit sets associated with whale sharks.

Mining and Minerals

The Constitution addresses the mining of phosphate and vests the right to mine phosphate in the Republic of Nauru in article 83. Under article 83, the Government of Nauru is not responsible for the rehabilitation of land from which phosphate was mined prior to 1 July 1967. Article 63 empowers parliament to establish a fund for the benefit of persons from whose land phosphate deposits have been recovered.

No laws are in place which provide generally for the regulation of extraction of minerals, mining and related activities on land except for those that deal with phosphate resources.

International Seabed Minerals Act 2015

The *International Seabed Minerals Act* governs Nauru's engagement in Seabed Mineral Activities in the area beyond national jurisdiction and associated administrative functions.

The Act's objectives include the following:

- to establish a legal framework for the sponsorship, and for the effective control, by Nauru of contractors to undertake Seabed Mineral Activities in the Area;
- to provide that Seabed Mineral Activities under Nauru's sponsorship in the Area must be carried out
 under Nauru's effective control in accordance with best international practice, and in a manner that is
 consistent with internationally accepted rules, standards, principles and practices, including Nauru's
 responsibilities under the UNCLOS and specifically Nauru's duty to protect and preserve the marine
 environment;
- to secure optimum benefits, long term-economic growth and sustainable development for Nauru from the development of its Seabed Mineral sector; and
- to implement measures to maximise the benefits of Seabed Mineral Activities for present and future generations.

To achieve the stated objectives, the Act:

- creates a regulatory system and designates a responsible authority to licence, monitor and manage Nauru's involvement with Seabed Mineral Activities;
- establishes a system for Sponsorship Applications, and the grant of Sponsorships Certificates under which Sponsored Parties will be authorised to engage in Seabed Mineral Activities under specific and enforceable conditions; and
- provides for Nauru to receive payments for its Sponsorship of Seabed Mineral Activities, and for a ring-fenced Seabed Minerals Fund for the responsible long-term management of any funds raised by Nauru from Seabed Mineral Activities.

3.2. Biosafety

Agricultural Quarantine Act 1999

The objectives of this Act are to provide for the protection of plants, animals and public health and the protection, development and utilisation of the natural resources and the environment by preventing the introduction and further spread of injurious diseases and pests. It provides the procedures and facilities for

services to ensure the safe movement of plants and animals in to, out of and within Nauru. It also extends obligatory international cooperation in the prevention of the movement of diseases and pests in international trade and traffic.

The Act implements the objectives primarily through quarantine and exports management. Part II provides for the appointment of Quarantine Officers and Part VII prescribes offences under the Act.

Other supporting regulations include the following:

- Agricultural Quarantine (Fees) Regulations 2015 prescribes fees for the purposes of the Act; and
- *Plant and Animal Quarantine Regulations 2004* sets out general and specific quarantine requirements in relation to plants and animals, as well as administrative mechanisms for enforcing the Act.

Biosecurity Bill 2004 - Under development

The objective of this bill is to protect health, environment and agriculture of Nauru and to facilitate trade in its animal and plant products. This draft law seeks to make comprehensive provision for biosecurity related issues and processes, by harmonizing the existing provisions at the national level with those existing in the region.

Quarantine Act 1908

This Act regulates measures for the inspection, exclusion, detention, observation, segregation, isolation, protection, treatment, sanitary regulation, and disinfection of vessels, persons, goods, things, animals, or plants. The objective of these measures is to prevent introduction or spread of diseases or pests affecting man, animals, or plants.

In particular, part V of the Quarantine Act provides for the quarantine of animals and plants as it relates to importation. It operates together with the *Agricultural Quarantine Act 1999*, which covers exportation and other aspects of animal and plant quarantine.

Animals Act 1982

The Act repealed certain provisions of the *Licenses Ordinance (1922-1967)* and made new provisions for the licencing of animals. The Act primarily relates to the licencing of dogs, their importation and care. However, the definition of animal under the Act extends to "birds, fish, reptiles, insects and spiders".

The Act is supported by the following regulations:

- Animals Regulations 2000 extends the provisions of the Animals Act to most other animals and was amended in 2008 to remove the requirement for an import licence for live animals; and
- Animals (Prescribed Fees) Regulations 1982.

WASTE MANAGEMENT AND POLLUTION

4.1. Waste

Litter Prohibition Act 1983

The *Litter Prohibition Act* makes provision for the abatement of litter, and repeals section 15 of the *Public Health Ordinance 1967.* Section 2 makes it an offence to throw, drop or deposit litter, refuse or rubbish of any kind in a public place. Section 4 also imposes a duty on private persons to report littering offences to the police, failing which he/she will be fined \$300. Amendments in 2014 introduced an offence for persons with

a registered business if rubbish is not disposed of at the rubbish dump or burns rubbish. It also requires them to ensure that the business premise is free of any litter, refuse or rubbish of any kind.

4.2. Marine Waste

Salvage of Derelict Wreck Act 1969

The main objective of this Act is to provide for the salvage of derelict wrecks and for the appointment of a receiver of a wreck for the Republic of Nauru.

4.3. Pollution

Chemical Weapons Convention Act 2012

This Act gives effect to the *Convention on the Prohibition of the Development, Production, Stockpiling and Use of Chemical Weapons and on their Destruction 1993.* It establishes a Chemical Weapons Authority and lists chemicals that are prohibited and chemicals with which certain activities such as trade, are limited.

Port Authority Act 2015

The *Port Authority Act* 2015 repeals the *Port Authority Act* 2006 and replaces it with a new law applying to all aspects of the structure, composition, functions and administration of the Port Authority of Nauru, and to management and operation of the Port of Nauru.

The Authority is required to ensure the safe movement, loading, discharging, handling and storage of dangerous goods and may stipulate conditions under which dangerous goods may be handled. Section 59 makes it an offence to pollute within the port, which includes every person who throws, discharges, deposits, causes, suffers, or allows to be thrown, discharged, or deposited any harmful substance into any waters of a port. 2016 amendments introduced more rigour around election and appointment of the Chief Executive Officer and the Board of Directors for the Authority.

OTHER

5.1. Disaster Risk Management

National Disaster Risk Management Act 2016

This Act repeals the *National Disaster Risk Management Act 2008* and replaces it with a new law that provides for matters relating to disaster risk management in Nauru.

The purposes of the Act are:

- to help communities in Nauru:
 - i) mitigate the potential adverse effects of an event;
 - ii) prepare for managing the effects of an event; and
 - iii) effectively respond to, and recover from a disaster;
- to provide for effective disaster management for Nauru; and
- to provide procedures for effective coordination of international disaster relief assistance.

The Act establishes a number of bodies, including the following:

 National Emergency Services - coordinates the emergency services in Nauru. The Department of National Emergency Services must also prepare a National Disaster Risk Management Plan;

- National Emergency Operations Centre coordinates disaster monitoring, warning and post-disaster response activities; and
- A National Disaster Risk Management Council has various functions, including the overall responsibility for disaster management and emergency responses during disaster and the formulation of policy.

5.2. Public Health

Sanitary Inspectors Ordinance 1921

This Ordinance relates to the inspection of houses, premises or land by authorised officers for the purposes of checking its cleanliness and sanitary condition. The Ordinance provides power to authorised officers to direct the cleaning of unsanitary premises, land or houses.

Food Safety Act 2005

This Act provides for the protection of the health of consumers, including provisions around:

- the production, processing, distribution and trade in safe food; and
- procedures and facilities for services to ensure the safety of the food supply.

5.3. Culture

Nauruan Antiquities Ordinance 1935

The main objective of this law is to provide for the protection of Nauru antiquities, relics, curios and article of ethnological and anthropological interest and scientific value. It was most recently amended in 2011.

MULTILATERAL ENVIRONMENTAL AGREEMENTS

INTERNATIONAL ENVIRONMENTAL INSTRUMENT	STATUS			
BIODIVERSITY				
Convention on Biological Diversity (CBD)	R			
Cartagena Protocol on Biosafety	Α			
 Nagoya Protocol on Access and Benefit-Sharing 	-			
Convention on International Trade in Endangered Species (CITES)				
Convention on Migratory Species (CMS)	-			
Convention on Wetlands (RAMSAR)	-			
World Heritage Convention (WHC)	-			
WASTE AND POLLUTION				
Hazardous waste and pollution				
Basel Convention	Α			
Rotterdam Convention	-			
Stockholm Convention	R			
Atmospheric Pollution				
Vienna Convention	Α			
Montreal Protocol	Α			
Ship-based pollution				
UNCLOS (Part XII : Protection and Preservation of the Marine Environment)	R			
London Convention - Convention on the Prevention of Marine Pollution by Dumping of	IX IX			
Wastes and Other Matter	R			
London Protocol				
CLIMATE CHANGE				
UNFCCC	A			
Kyoto Protocol	R			
LAND DEGRADATION				
UNCCD	А			
REGIONAL AGREEMENTS	STATUS			
Waigani Convention				
Noumea Convention	R			
Dumping Protocol	R			
Emergencies Protocol				

Ratification (R), Acceptance (Ac), Accession (A), Signed (S), Succession (Sc)