101-Canada’s Ocean Governance Training Program

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Genesis of the 101 Training Programs

To understand the rationale for the establishment of the 101-Canada Training Program, one must consider and appreciate the early life of Elisabeth Mann Borgese (1918–2002), the founder of the International Ocean Institute (IOI). Her 1999 Nexus Institute lecture, “The Years of My Life,” provides an autobiographical insight into her privileged upbringing among globally acknowledged intellectuals and the Mann family’s escape from Nazi Germany, prior to the Second World War, first to Switzerland and eventually to the United States. Her interests were eclectic, and even at a young age she could be passionately single-minded, for example, her life-long love of the ocean. She met Professor G.A. Borgese in Princeton, New Jersey in 1938 and married him in 1939.

In 1946 Chancellor Robert Hutchins of the University of Chicago launched a Committee to Frame a World Constitution as a response to the debacle of the Second World War. Elisabeth Mann Borgese became an active participant in the work of the Committee. In 1948 the Chicago Preliminary Draft of a World Constitution was published, and one of its provisions declared that earth, water, air and energy were “the common property of the human race,” a foretaste of things to come! Later that decade, the Korean War and McCarthyism contributed to the demise of world federalism and the ideals developed, perhaps naively, by the Chicago team. Consequently the Borgeses moved to Italy where Professor Borgese died in 1952 at age 70.

In 1964, Dr. Hutchins established the Center for the Study of Democratic Institutions (CSDI), an antidote to McCarthyism, in Santa Barbara, California. In 1967, he invited Elisabeth Mann Borgese to become a Fellow of the Center and offered her a three-year project to draft a constitution for the oceans. Coincidently that same year, Arvid Pardo, Ambassador of Malta to the United Nations (UN), presented his seminal address to the UN entitled ‘The Common

1 E. Mann Borgese, “The Years of My Life, The Nexus Lecture,” Ocean Yearbook 18 (2004): 1–21; see also H. Pils and K. Kühn, Elisabeth Mann und das Drama der Meere (Hamburg: mareverlag, 2012).

2 See J.W. Boyer, “Drafting Salvation,” The University of Chicago Magazine 88, no. 2 (December 1995), http://magazine.uchicago.edu/9512/9512Salvation.html.
Heritage of Mankind’. The subsequent symbiosis of Arvid Pardo and Elisabeth Mann Borgese would have far-reaching effects. Her project at the CSDI resulted in “The Ocean Regime,” a proposal that applied the basic principles of the Chicago Constitution to the oceans. The posited regime was the basis for the first of many conferences entitled Pacem in Maribus (Peace in the Sea). The first conference (PIM 1), in 1970, was appropriately held in Malta, the home of Arvid Pardo who became a friend and collaborator with Elisabeth Mann Borgese. The conference led to the establishment of the International Ocean Institute and IOI’s active involvement in the Third United Nations Conference on the Law of the Sea (UNCLOS III). The IOI initially served as the Secretariat and think tank for the PIM conferences that were held annually and brought together representatives from all sectors of the marine community. IOI later grew to a network of centers worldwide. To fully appreciate Elisabeth Mann Borgese’s prescient perspectives on ocean governance, involving environmental and cultural analyses, the reader is encouraged to read The Oceanic Circle: Governing the Seas as a Global Resource.

101 Training Programs: Their Debut

The concept of the IOI training programs arose in the context of the law of the sea negotiations. Early drafts of the negotiation text indicated a high demand for qualified ocean experts. It was difficult for developing countries to meet this requirement, hence the loss of influence and opportunities. Accordingly, IOI introduced a 12-week Ocean Mining Course in Malta in 1980 with 19 participants from 11 developing countries. Scholarships were provided by the governments of Germany, the Netherlands, and Mexico and the European Economic Community (EEC). The Canadian International Development Agency (CIDA) subsequently became a contributor for many years thereafter, facilitated by a review from the then International Centre for Ocean Development (ICOD) in Halifax. Three training programs were developed: Ocean Mining (Class A);

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3 E. Mann Borgese, “The Ocean Regime: A suggested statute for the peaceful uses of the high seas and the sea-bed beyond the limits of national jurisdiction,” A Center Occasional Paper Vol. 1, No. 5 (Santa Barbara, CA: Center for the Study of Democratic Institutions, 1968).
4 E. Mann Borgese, The Oceanic Circle: Governing the Seas as a Global Resource (Tokyo: United Nations University Press, 1998).
5 E. Mann Borgese, “Training Programme for the Management and Conservation of Marine Resources,” in Six International Development Projects, ed., Ian McAllister (Halifax: Dalhousie University, Centre for Development Projects, 1982), 85–91; see also E. Mann Borgese, “The Training Programme of the International Ocean Institute,” Ocean & Coastal Management 40, no. 1 (1998): 93–97.
Economic Zone Management (Class B); and Regional Courses (Class C, which included elements of A and B).

According to Professor Mann Borgese, the first two years of the IOI training programs were considered to be ‘experimental’ and the next three years ‘consolidation’. During this period two seminal events would profoundly impact the evolution of IOI’s training initiatives. The United Nations Convention on the Law of the Sea was adopted in 1982 and in 1994 entered into force; an event of profound importance, as cogently expressed by Professor Mann Borgese in her Nexus Lecture:

> The emerging system of ocean governance, both structure and process, reaching from the local to the national to the regional subsystem, to the global system, comprehensive, consistent, participatory and non-hierarchical, in what Gandhi called “the majesty of the Oceanic Circle” will, I believe, respond to the requirements of the new Law of the Sea in conjunction with the new environmental international law as developed by [the United Nations Conference on Environment and Development].

In 1986, the prestigious Club of Rome published an influential report, “The Future of the Oceans,” the first publication of its kind on the ocean by the Club, and prepared by Professor Mann Borgese, a Club member. The plethora of uses and complexity of the oceans were succinctly described by the Club’s co-founder, Aurelio Peccei, by the word ‘problématique’, i.e. “the tangle of problems and issues that are interconnected and interacting by obvious and obscurely sensed mechanisms.”

In the experimental and subsequent consolidation period of the IOI training programs, i.e., the early 1980s referred to by Professor Mann Borgese, a number of inevitable challenges were experienced and important criteria were established. They included the following: course location (economic zone management, to be delivered in Canada); process for selection of candidates (flexible); cultural differences (sensitivity required); length of course (psychological considerations in favor of 10–12 weeks, needing real commitment); number of course participants (20–25); ideal age (25–35 years); ideology of lecturers (progressive); character of program (interdisciplinary, foundation course); number of lecturers (6 for the duration of course and another 12–20
for a day or two); follow-up options (alumni, newsletters, and regional refresh-
er courses). These criteria continue to be evaluated each year as the current IOI-Canada Training Program goes through its planning cycle.

The IOI Training Program in Canada

Shortly before the first training program in Malta in 1980, Elisabeth Mann Borgese was appointed as a Senior Killam Fellow at Dalhousie University in Halifax, Nova Scotia, Canada. This one-year appointment was followed by a position in the Department of Political Science as a full professor. To quote Professor Mann Borgese, she was “the guest who stayed forever.”

In 1981, the first IOI Training Program on Economic Zone Management, hosted by Dalhousie University, was sponsored by the then Centre for Foreign Policy Studies (now the Centre for the Study of Security and Development). Internationally recruited lecturers were joined by those from the former Dalhousie Ocean Studies Program (DOSP), the Bedford Institute of Oceanography, and local government and private sector organizations to deliver the Training Program. From the first training program in Halifax in 1981 to her death in 2002, Professor Mann Borgese chaired the Planning Council and retained a dominant oversight of the planning and delivery of the IOI courses.

The organization of IOI training programs at Dalhousie University was for many years a collaborative process involving the Centre for Foreign Policy Studies and the IOI Headquarters in Malta. In 1985 the Lester Pearson Institute for International Development joined the collaborators, followed intermittently by the Marine Affairs Program (Dalhousie University), the Oceans Institute of Canada (the successor of DOSP), and others. From 1993 onward, the organization and delivery of the Training Program became the sole responsibility of IOI-Canada, as it is now known.

The rationale for the Training Program and its curriculum have been consistent over the years: it remains intensive and interdisciplinary, while keeping a global perspective on ocean governance, and viewing the ocean as a complex system with varied users and multiple, often conflicting, uses (Figure 1). The course is primarily (but not exclusively) designed for mid-career professionals from developing countries who are prepared to step outside their area of specialization. Among other goals, the course challenges participants to deepen their understanding of complex ocean issues in sustainable development, to update their academic knowledge, and to assist countries to maximize benefits from the UN Convention on the Law of the Sea. In recent years, IOI-Canada has been unable to accept the optimum number of course applicants due to
the challenge of securing sufficient scholarship funds. The actual number of participants accepted is determined by the balance of funds received from the IOI Headquarters in Malta and funds secured from numerous other sources through ongoing IOI-Canada efforts.

The title of the IOI-Canada Training Program was changed between 1981 and 2002 to reflect evolving priorities. Initially it was entitled 'Marine Resource Management: the Exclusive Economic Zone'. It then morphed into 'The Entry

**Figure 1** A graphical representation of ocean governance.
into Force of the UN Convention on the Law of the Sea, its Implementation and Agenda 21'. In 1996 it became ‘The UNCLOS, Its Implementation and Agenda 21’, a title it retained until 2001. The following year the course title became the familiar one of ‘Ocean Governance: Policy, Law and Management’ that has been retained to this day.

The IOI-Canada Training Program is organized as a series of thematic modules that have varied over the years in number and content to reflect current research and ocean priorities. Numerous resources, including issues of the *Ocean Yearbook*\(^\text{10}\) and *World Ocean Review*\(^\text{11}\) both published in partnership with IOI, assist this process. The modules of the 2017 Training Program, for example, included the following: Orientation and Introduction to the Training Program; Ocean Sciences; Law of the Sea and Principled Ocean Governance; Maritime Security; Communication and Negotiation; Fisheries and Aquaculture; Integrated Coastal and Ocean Management; Marine Transportation; and Energy.\(^\text{12}\) Examples of content update include the introduction of ethics and communication skills as subjects of increasing importance. Climate change and adaptation, sustainable development, the Blue Economy,\(^\text{13}\) and areas beyond national jurisdiction are other examples of issues given increasing exposure. Material from a Massive Open Online Course (One Planet–One Ocean: From Science to Solutions), with which IOI is involved, will also be introduced in 2018. In addition to more than 240 classroom hours, a variety of field trips complement the Training Program. Halifax and the province of Nova Scotia, with its 13,300 kilometers of coastline, offer ideal venues for such experiential trips.

The importance of hands-on activities as an important pedagogical tool was clearly appreciated when a practical negotiation exercise was introduced in 1983. This activity was complemented by the introduction of a course-long simulation exercise in 2006. The simulation exercise has been significantly enhanced since that time. Its primary purpose is to facilitate the integration of the extensive information delivered to, and provided for, the course participants. A basic introduction to geographic information system (GIS) technology allows participants to fully benefit from, and contribute to, this simulation.

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\(^{10}\) See the *Ocean Yearbook* (Brill Nijhoff) website, https://brill.com/view/serial/OCYB.

\(^{11}\) See the *World Ocean Review* website, http://worldoceanreview.com/en/.

\(^{12}\) See the IOI-Canada website, http://internationaloceaninstitute.dal.ca.

\(^{13}\) World Bank and United Nations Department of Economic and Social Affairs, *The Potential of the Blue Economy: Increasing Long-term Benefits of the Sustainable Use of Marine Resources for Small Island Developing States and Coastal Least Developed Countries* (Washington, DC: World Bank, 2017).
Additional benefits of the simulation exercise include the experience of working within multidisciplinary and multicultural teams, negotiation skills, leadership development, and the enhancement of communication skills.14

The planning, preparation and management of the IOI-Canada Training Program is the collaborative effort and responsibility of the IOI-Canada staff. A course director is responsible for the day-to-day delivery of the Program, with the assistance of a course co-ordinator. The foundation of the Training Program continues to be a diverse and experienced team of lecturers who now number between 100 and 120 per course. The lecturers are subject specialists from academia, government, non-governmental organizations, First Nations, and the private sector. Module leaders, also subject specialists, have been appointed since 2007, and in most cases are IOI-Canada senior research fellows or alumni. The module leaders provide guidance when required and help to highlight the relationship between the topics presented in their respective module. The lecturers and the module leaders generously contribute their time and expertise on a pro bono basis.

Detailed evaluations are regularly prepared by the participants, in addition to an intensive half-day of course review on the final day with the participants and module leaders. The evaluations provide the IOI-Canada staff with valuable insights and guidance for the preparation of the following year’s Training Program. The compendium of current and anticipated ocean issues, documented in this publication, will also provide guidance. An external review is planned for 2018 to evaluate the structure, delivery, and validity of the Training Program.

In conclusion, the IOI-Canada alumni, now numbering 701 from 104 countries, represent a potentially dynamic and influential ‘resource’. Course participants are obligated to pass on their newly acquired knowledge, the multiplier effect, on return to their home country. The relationships, both professional and personal, developed over the two months of the Training Program, may continue for years, facilitated by ubiquitous social media, the IOI-Canada website,15 and the annual Alumni News. The future well-being of the ocean and its governance will surely benefit from this committed cadre of ocean practitioners. As Professor Mann Borgese would have wished, they constitute a veritable ‘army’ of ‘ocean ambassadors’ (the ‘ocean mafia’, as she referred to them), a fitting legacy for her devotion to the ocean and its governance.

14 For details of the simulation exercise see the essay by Fournier and Griffiths in this volume.
15 Supra note 12.