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Governmentality: What do the Great Barrier Reef management and Norwegian spatial fisheries management have in common?



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Abstract - Governmentality

What do the Great Barrier Reef management and Norwegian spatial fisheries management have in common? The presentation addresses the importance of governmentality (Foucault 1978), understood as the art of governing for successful marine governance (MG). Management of the Great Barrier Reef and the Norwegian spatial management of fisheries are used as examples of systems that depends on and foster governmentality as a fundament for governability. If Marine Spatial Planning shall contribute to increased co-existence and synergies in use of marine space, has be accepted as a legitimate and rational instrument for MG.

MSP as a tool in marine governance

Governance is more than governing:

“The whole of public as well as private interaction taken to solve societal problems and create societal opportunities. It includes the formulation and application of principles guiding those interactions and care for institutions that enable them.”

(Kooiman et al. (2005:17) Fish for Life. Springer)

Resource governance is about governing people, not the resources

MSP is a governance tool – used to direct human behaviour



Australian Government
Great Barrier Reef
Marine Park Authority

Great Barrier Reef Marine Park



AREA
344,400 km²

LENGTH
2300 km long

70 million
football fields

Roughly the
same area as...

Norway



ITALY



JAPAN



GERMANY



MALAYSIA

3000



coral reefs

600



continental islands

1625



types of fish

133



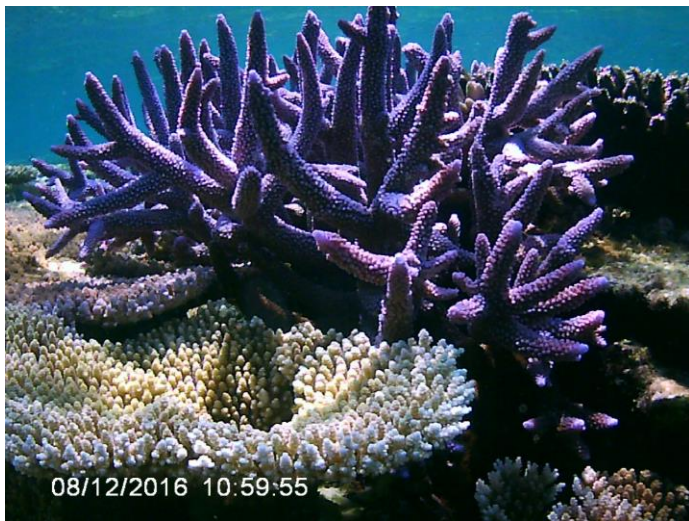
varieties of
sharks and rays

600



types of soft
and hard corals

Co- existence and multi- use



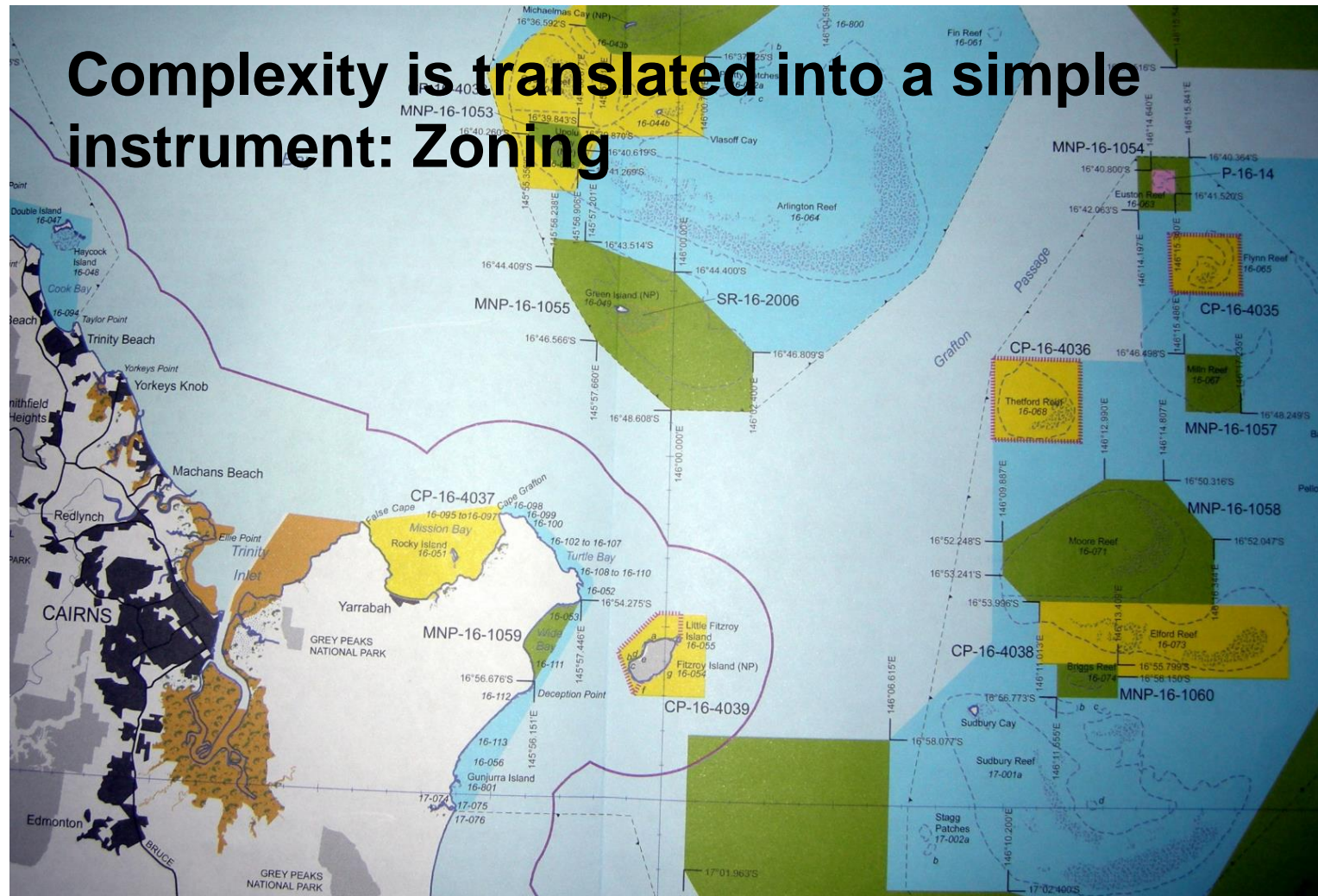
Photos: JPJ



GBR Marine Park

- The Grandfather of all marine parks (John Day former GBRMPA director)
- One of the most complex spatial management systems in the world
- One coordinating body- GBRMPA – complex legislation
- Well-functioning – but also challenges (poaching and other ill. practices)
- Control and enforcement are difficult
- Strong support in important groups, conservation and recreation
- Continuously developing
- Knowledge intensive governance
- Many challenges – a complex socio-ecological system
- A key condition – a governance object that can be defined and framed by laws, maps, science etc.
- Traditional Use of Marine Resources Arrangements (TUMRAs)

Complexity is translated into a simple instrument: Zoning





Spatial fisheries management i Norway



Norway:
10 000
commercial fishers

1700 year round
operating vessels

2-5000 part time
vessels

2,5mill tons of
whitefish and
pelagic from
fisheries

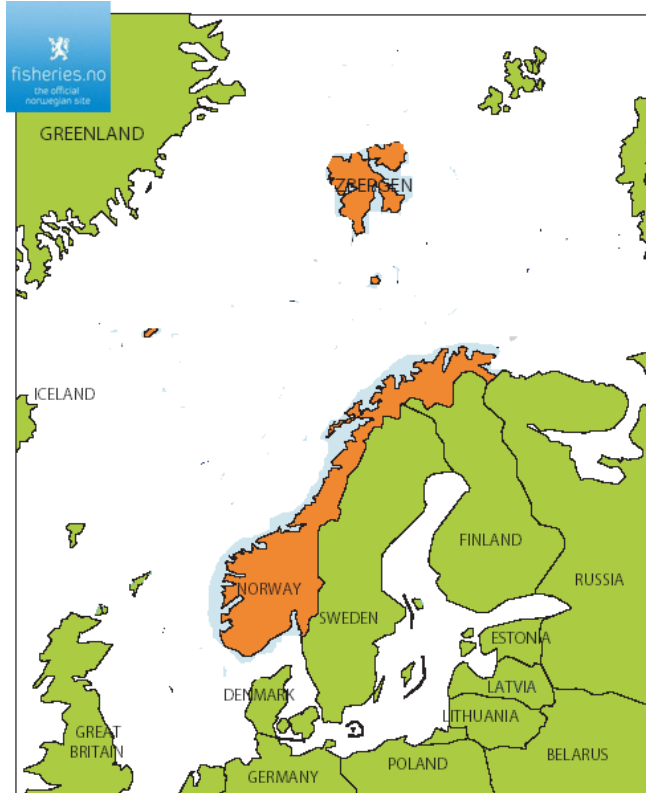
Unregulated and
unmonitored
recreational
fisheries

5000 tons of NA
cod set aside for
recreational
purposes

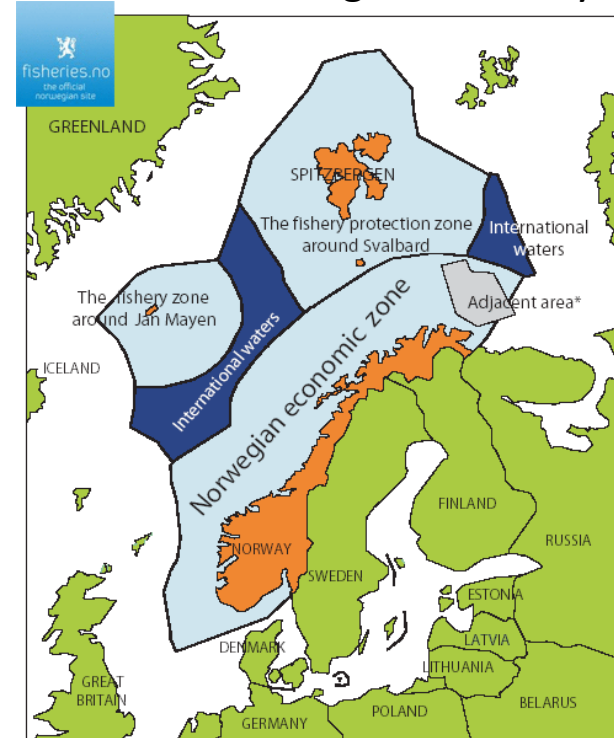


Creating space: The legal reconstruction - from Mare Liberum to “Mare Nostrums”

1976 low governability



1980 increased governability



*Adjacent area in the Barents Sea which is covered by a temporary agreement between Norway and Russia.

Norway increases spatial control

- Regulation of fishers' behaviour in specific areas
- Securing space for a diverse fishing fleet
- Regulation of vessels and gear that can be used in those areas
- Long history – spatial regulations have been used in coastal waters since the 17. century
- Regulation of order, equity and sustainability
- Enhance coexistence in time, not necessarily in space
- Flexible arrangements and enforcement
- Fisheries are diverse, dynamic and requires flexibility

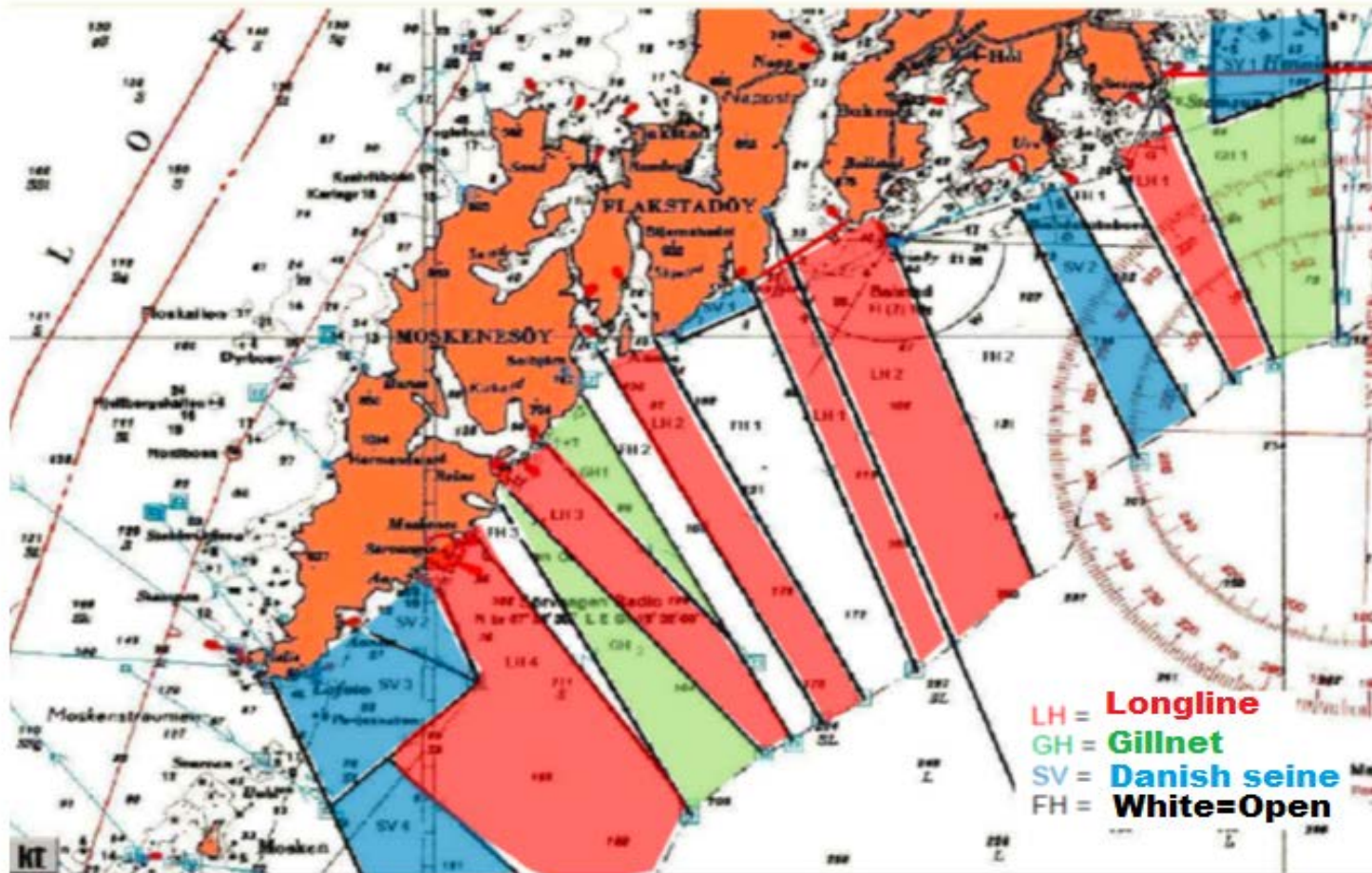
Types of arrangements

Values

	Effectivity	Equity and Fairness	Conservation and Sustainability
Rules for order («Privatizing» sea space)	X		
Rules for access (The Sea is free)		X	
Rules for access and order (Regulated freedom)	X	X	
Local management arrangements	X		
Flexible areas (established based on needs)	X	X	X
Spatial regulations for trawlers (6 NM) Spatial regulation for autoliners over 21.35 m (4 NM) (Co-existence in time)		X	
Fjord-lines		X	X
Real Time Closures, Attention Areas, MPAs			X

Space for co-existence of different gears in Lofoten (up to 2011)

Source: Fisheries Directorate

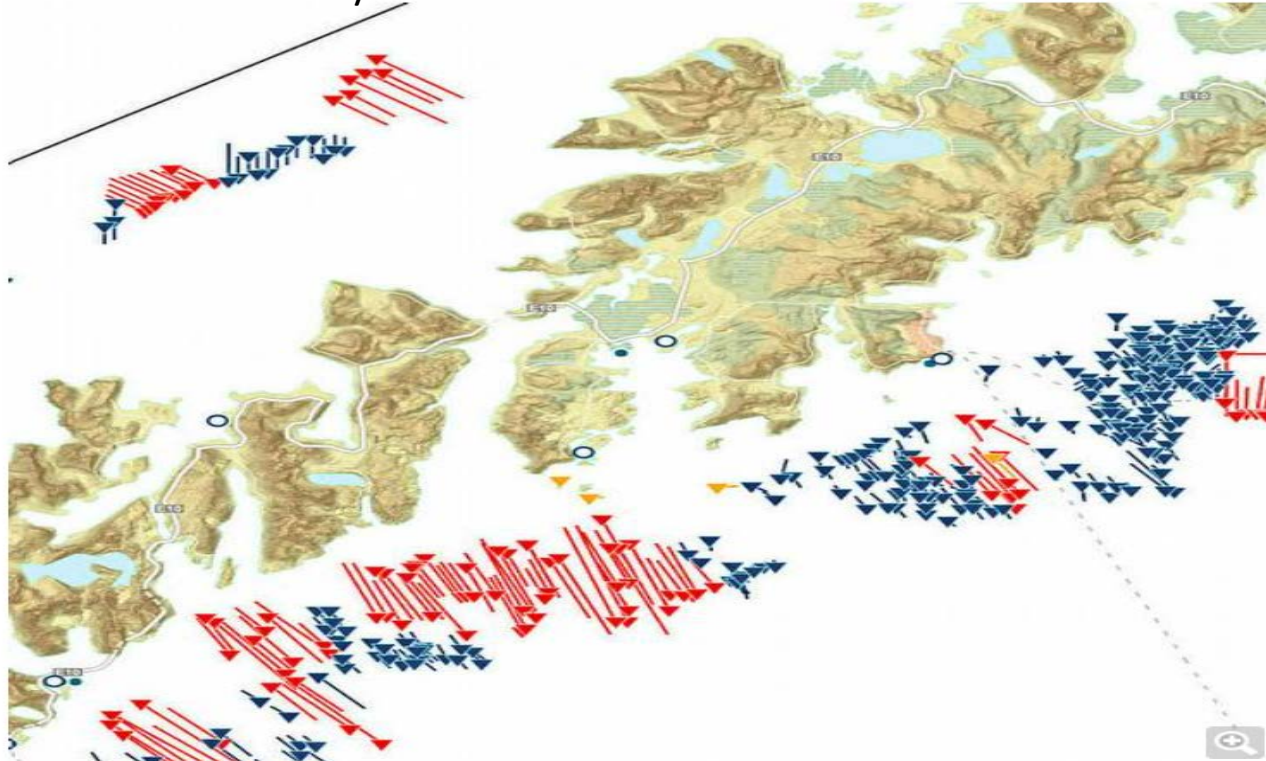


The added value

- Order
- Effectivity
- Access - Space for all
- Win-win
- Communities at sea



Use of space in March 2018 – no spatial regulation – still a pattern of territoriality
Fishers regard space as “theirs”
<https://www.barentswatch.no/fiskinfo>




MYE BRUK: Slik kan kartet over innmeldt bruk i en del av Lofoten se ut en dag i slutten av mars.
FOTO: BARENTSWATCH / KYSTVAKTSENTRALEN


Small-scale, equity and conservation


- Fjord-lines – originally established to protect coastal cod
- Boats over 15 m shall fish outside the lines
- Developed into an instrument for fulfilment of political goals
 - Secure space for the smallest fjord fishers
 - Fulfil Norwegian obligations to protect the material fundament for the Coastal Sami population (eqv. to TUMRAs)
- A specific body- the fjord-fisheries board, suggest lines for the ministry. Active fjord-fishers are members
- The fjord-lines are not fixed



Tegnforklaring

 Temporary closed area

 Fjord-lines for protection of coastal cod

 Fjord-lines for Purse seine

 Hook limit for long liners

Source: Fisheries Directorate

The Norwegian FSM

- Sector responsibility
- FSM has to be accounted for in spatial planning
- MSP or CZP do not overrule the sector arrangements
- Supported by and partly developed by the fishing industry
- Embedded in tradition
- Sensitive for size and scale – small scale is protected from competition from large scale
- Ecological sustainability first, but still a balance between ecological social and economic sustainability is a goal
- Part of a complex and knowledge intensive governance system

What do GBR management and Norwegian fisheries SM have in common? Governmentality

- Michel Foucault (1978) – governmentality – the art of governing
- Ideas, institutions, means and techniques to make society governable
- I see governmentality as a responsive relationship between legitimate institutions with capacity to govern and actors with willingness and capacity to be governed
- The processes are political, social, technical and cognitive
- Together they coproduce the governance system and the governance objects (the fish stock, the space)
- Governmentality is a condition for governance and without it power and force is needed to govern
- GBRM and NSFMS depend on governmentality

GBR management and Norwegian FSM

- A lot of space
- Governable people – governing capacity – strong institutions
- A mix between bottom-up and top-down initiatives
- Legal/statutory back-up of processes and arrangements
- Co-existence through co-use/multi-use
- Development of arrangements in collaboration with stakeholders
- If stakeholders find solutions, they have been approved
- Co-existence is possible if it adds social or economic value
- Use of space can be regulated through regulation of time
- Consensus about the need to govern
- Acceptance of the main governing tools
- The arrangements are examples of the art of governing in practice
- Successful MSP must contribute to development of governmentality

References and support

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On creation of space:

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- Presentation is partly based on Johnsen, Morrison and Marshall 2017. Two approaches to complexity and ecosystem management: How fisheries are made governable in Norway and Queensland, Australia, Mare conference 2017
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