

THE TRANSFORMATION OF THE GOVERNMENT OF SCOTTISH FISHERIES

SUSTAINABLE INTERDEPENDENCE OF KNOWLEDGE, TERRITORY, MARKETS AND ECOSYSTEMS

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Introduction

Conventional representations

- Fatalist accounts of both the EU CFP & Scottish fisheries
 - CFP = centralized; rigid
 - Scottish fisheries (whitefisheries; nephrops; pelagic) = industrialized over-fishing

Yet, recent experience of Scottish industry

- CFP can be worked upon to permit local diversity
- New ideas in regional governing practices are possible



Change not inevitable but the result of 'political work'
Mobilization at regional scale -> territorially cohesive approach

What are the outcomes for Scotland?

➤ New representations & diagnosis:

- Images of ecosystem changes joined up with new interdependent visions for policy changes;
- individual stock problems no longer disconnected - change of scale; connections b/n elements
- Images of fishers as 'holders of knowledge', not just economic rogues

➤ New actor relations: Partnership governing bodies;

Trade associations

- Altered rule-setting & business competitions between groups of actors along the supply chain
- Fishers: lack of compliance towards strategies of engagement



➤ New regulatory instruments: Quality & responsible fishing schemes;

Innovative quota management policy instruments *within* CFP (cod recovery plan)

- Scottish Conservation Credits
- Catch Quota System

Study (Carter 2014. *Marine Policy*): political science research methods to capture complexity of practices & arguments over long time span 1999-2012

Data collection methods: theory-driven process tracing methods (Hall 2008); qualitative - collecting arguments and narratives; identifying conflicts/competitions

□ Documentary analysis

position papers, commissioned reports, letters and policy documents of public bodies, collective private organisations and NGOs; minutes of meetings; scientific advice provided by ICES; MSC certification reports; speeches at conferences; articles in media

□ Semi-structured elite interviews

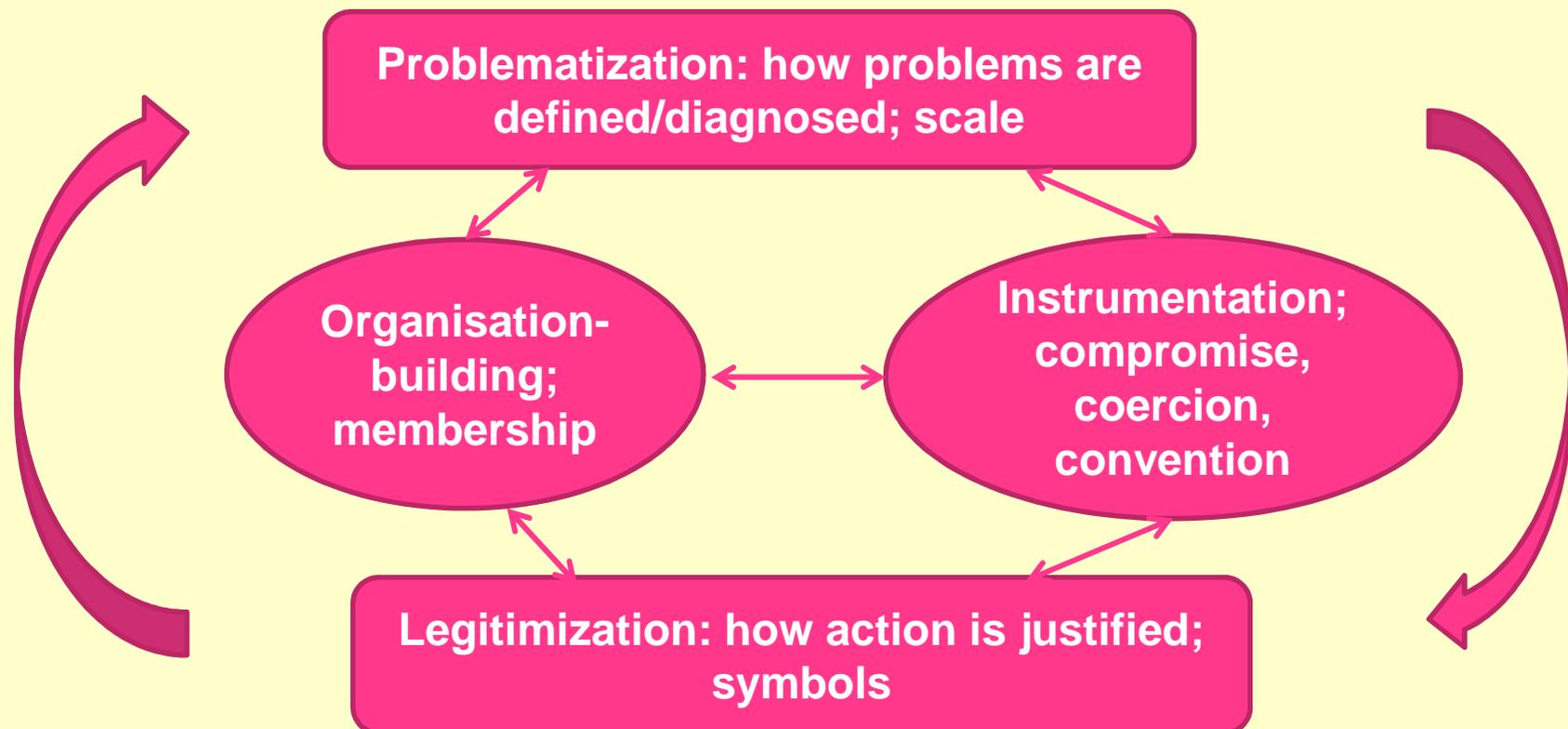
DG MARE (European Commission), the European Parliament's PECH committee, the UK Government, the Scottish Government, Regional Advisory Councils, English/Welsh/Northern Irish and Scottish collective professional organisations of fishers, producer organisations (Scotland and SW England), trade associations, professional associations of processors, e-NGOs, community bodies, retailers and scientists

□ Participant observation; Informal exchanges with actors

Data collection & analysis: concept of 'political work'

Political processes do not 'just happen', but are the result of **political & institutional work** of actors

Different studyable practices which create, maintain, disrupt institutions (Jullien & Smith, 2014; Lawrence & Suddaby, 2006)



Main findings

North sea cod crises = crises for industry as a whole: « common suffering »; mixed fishery interactions; SFF & POs work to redefine fishers' professional identities & rule-setting & business behaviour

Former competitions

(e.g., fishers vs scientists; fishers vs fishers; fishers vs managers, NGOs, processors, supermarkets)

re-structured & institutionalised in new Scottish arenas; co-management partnership with a market face; from 'fighting' to 'trusting'

Work to i) set private standards on quality and responsible fishing; ii) modify EU CFP rules -> rewards & buy back days at sea; iii) quota - RTCs; high grading ban; CQS; fully-documented trips

Quality & sustainability as socio-economic & ecological incentives: socio-ecosystem; 'environmental responsibility'

(Salles, 2011) 'communities matter'

PW on changing ecosystem state also informed by PW on cross-cutting political interdependencies; this was key

Knowledge interdependencies

- Presence of actors in arenas not *of itself* enough to change management (Degnbol & Wilson, 2008); Need new knowledge on ecosystem state and industrial (+ other) pressures
- Recognise different types of knowledge, at different scales held by different groups, as interdependent
- New data collection built in instrument design

Territorial interdependencies

- New Scottish Government & Parliament 1999; fisheries as devolution challenge; not 'realm of fate', but 'realm of public deliberation' (Hay, 2007)
- Multi-positioning strategies; PW to build RACs at EU scale: PW to alter UK negotiating position within the CFP
- Territory also as a power resources to promote interests; *Scottish langoustine!* heritage

Production & commercial interdependencies

- Add value to product through building markets & social relations
- Greenpeace pressure on supermarkets' seafood sourcing policies
- Strategy for MSC certification (90% pelagic industry MSC)
- MSC linked to public instruments

Conclusions: Consequences for governance

1. Asking whether the CFP is working or failing is ultimately not a very useful question

2. Better to ask **'how'** does it work - and **'how'** does it fail?



In general, depends on interactions of actors and institutions over implementation in particular contexts

- Political science can bring nuanced approaches to studying these interactions
 - It is certainly NOT true that “*Modern political science explains political processes by interests of politicians whose actions are driven by a combination of selfish and altruistic motives*” (Khalilian et al, 2010: Marine Policy, 1181).

this reductionist view of politics gets us nowhere

- & does not correspond to advances in political theory aiming at
 - grasping the complexity of the social political and institutional work of multiple actors at different scales

In the case of Scotland, we can identify a particular type of political work and set of motives with a particular set of consequences for governing fisheries

- Need comparative political science work to go further with these results
- Especially as instruments only apply to vessels landing in Scotland (ie. Not all vessels operating in the ecosystem concerned)

Consequences for governance contd.

3. In Scotland, the need for new governance of ecosystems in different states was only addressed by actors when they also recognised and addressed broader shifts in society

On the one hand,

political processes which govern ecosystem degradation are not static

On the other hand,

formal rules and socio-economic facts do not fully explain power & practice

4. This finding has consequences for applications of governing tools, such as DPSIR

- Current socio-economic indicators on 'Drivers' & 'Pressures' are based on available statistics & static facts
 - Do not control for political processes between drivers & pressures
- Based on our study of Scotland, current data collection is therefore inadequate and needs supplementing
 - Need new process and discursive indicators to measure political work around (multiple potential) drivers and institutionalizing pressures & their social meaning

Governance & ecological consequences

- What are the ecological effects of these governing changes?
 - Project mono-disciplinary; the study of ecological consequences not part of the project = a weakness
- Have to rely on secondary source material which is sometimes contradictory (Gascuel et al, 2014, Cardinale et al, 2013; Holmes et al, 2011; Kraak et al, 2013)
 - Changes in North sea cod, although hard to correlate changed Scottish fishing practices with catch changes; CCS & West of Scotland cod stock still a problem
- Or rely on external certification (e.g. MSC) which also has its limitations (e.g. conflicts over MSC of North sea nethrops fishery)
- New interdisciplinary research projects required to address connections - changes in state of ecosystems & changes in governing arrangements, eg. **Project ECOGOV, LabEx COTE, U-Bordeaux (2015-18), PERCEe**



Roche - Percée

MERCI!

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