Lessons in fisheries politics

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ARTICLE INFO

Handled by Chennai Guest Editor
Keywords:
Fisheries politics
Recreational fishing
Representative entities for harvesters
Sport Fishing Advisory Board
Intersectoral advisory institutions
Civility

ABSTRACT

Advocates for recreational fishing, public servants charged with fisheries management, and scientists and other experts who provide objective advice, all need to understand the nature and dimensions of fisheries politics. Accusing someone of “playing politics” usually is intended as a criticism, even an insult. But politics is the social process by which differences are expressed and resolved. If you don’t have differences, then you don’t have politics. A political situation, whether it is in a family, the workplace, government administration or a contest for public office is the process through which differences are discussed and settled.

Fisheries politics takes place at many levels. It determines the allocation of harvest between competing interests. It sets the international rules between nations for the conservation and sharing of migratory and straddling stocks. Underlying these political relationships are rules and norms of political behavior that can be learned and practised by those who wish to maximize their influence over how fisheries are managed and practised.

Canada’s West Coast provides a useful example of efforts by the Canadian government to facilitate fisheries politics by providing structures and processes within which different interests can contribute to the politics of fisheries management. A participant-observer brings his perspective as both an ardent angler and a political scientist specializing in the relationship between interest groups and government to suggest some rules for effective engagement in fisheries politics.

Accusing someone of “playing politics” usually is intended as a criticism, even an insult. But this usage overlooks the fact that politics simply is the social process by which differences are expressed and resolved. If you don’t have differences, then you don’t have politics. A political situation, whether it is in a family, the workplace, government administration or a contest for public office should be the civilized means by which differences can be discussed and settled.

The future of recreational fishing in Canada and elsewhere will be determined by the ability and willingness of its participants and their supporters to engage in politics. It is inevitable that there will be arguments around the methods and results of fisheries science. There will always be debate about how to measure and set conservation levels. Conflict over access between competing groups of harvesters and between their respective national jurisdictions is unavoidable and there is obvious tension between anglers and those who believe sport fishing constitutes unethical treatment of animals. It is essential to the future of recreational fishing that there be meaningful processes in which these kinds of differences can be discussed and hopefully resolved.

1. Effective politics needs sensible and sensitive representative entities and processes

There are useful lessons to be learned from efforts in the Pacific Region of Canada’s Department of Fisheries and Oceans to provide structures and processes within which fisheries policies can be played out. Both elected officials and public servants have been sensitive to the need to hear from those affected by their decisions. They have demonstrated this sensitivity by supporting development of representative organizations and by maintaining a complex array of advisory bodies within which diverse interests can play a role in fisheries management.

These efforts deserve full credit. Regardless of partisan changes in ministers and governments, on the West Coast the department has attempted to ensure that its constituents are heard from in a consistent way. This is not to suggest perfection either in process or outcome. Nor is this example necessarily capable of replication elsewhere. As a social process, politics needs to accommodate itself to local circumstances. What works on Canada’s West Coast may not be transferable elsewhere in our diverse federal country, let alone to other jurisdictions. But as a long-time participant in fisheries politics and as a political scientist whose academic specialization has been the relationship between...
private interests and government, I think there are helpful lessons to be learned from this example.

DFO has facilitated and encouraged the creation of a series of representative entities for harvesters on the West Coast. In many respects, this process started with creation of the Sport Fishing Advisory Board (SFAB) in 1964 when anglers saw their access to chinook and coho salmon being undermined by a preoccupation with the interests of commercial harvesters. The department reacted to the demands of anglers by facilitating creation of a common table with representatives of a diverse array of recreational organizations and individuals. It has since supported the growth or creation of similar entities to represent the interests of commercial and indigenous harvesters as well as to give voice to non-harvest interests preoccupied with conservation.

The SFAB provides a useful example from the perspective of recreational fishing. The current geographic structure is based on 23 committees in local communities. Elected chairs then represent their members on either a North or South Coast Regional Committee, which in turn sends representatives to a Main Board. Between Main Board meetings, an executive of ten members acts on behalf of the sector.

An important aspect of the SFAB structure is the requirement that at all levels a decision-making majority rest with what are defined as “primary” members, anglers who do not have a vested economic interest in the fishery, as distinct from representation of “secondary” interests which derive economic benefit as service providers to the fishery. This is reflected explicitly through designated seats at all three levels to both primary and secondary organizational members. As two key examples, the British Columbia Wildlife Federation with its local fish and game clubs is the largest primary organization while the Sport Fishing Institute is the industry association for fishing lodges, charter boat operators and tackle manufacturers.

DFO gives explicit support to the SFAB process by covering the travel expenses of its volunteer participants.

2. Effective politics needs intersectoral advisory institutions

Having facilitated and supported the creation of an array of entities representing the interests of harvesters and conservationists, DFO also has established a series of processes within which these interests can provide management advice on different fisheries. In each of these advisory bodies the department provides logistical support and in some cases travel expenses for volunteer participants. These bodies comprise a lengthy list, examples being the Salmon Integrated Harvest Planning Committee, the Halibut Advisory Board, the Groundfish Integrated Advisory Board, the Tuna Advisory Board, the Sardine Advisory Board, the Prawn Advisory Board and the Crab Intersectoral Advisory Board.

The recreational fishery perspective on each of these bodies is put forward by representatives chosen by the SFAB. As an example, the Salmon IHPC has two regional components, for the North and South Coasts. On both, the SFAB has three representatives and alternates, who share the table with commercial, Aboriginal and Marine Conservation Caucus representatives. Since their terms of reference encourage most of the advisory committees is to give consensus advice whenever possible, voting numbers are not an issue. When consensus is not possible, the rules dictate the need for officials to carefully document any differences and ensure these are reflected in advice to the Minister.

One complexity in the operation of these advisory processes has been how to include representation from the indigenous community in circumstances where individual First Nations assert a constitutional right to government-to-government relations with Canada and its provinces and territories. When First Nations meet separately with department officials to the exclusion of others it creates at least the perception that the interests of recreational and commercial harvesters might be neglected.

3. International politics

DFO also has recognized the need to ensure that the interests of its diverse constituencies are reflected at the international level. The Pacific Salmon Commission was created in 1985 to assist the Canadian and US governments in managing the conservation and harvest of five species of anadromous fish that originate in the two countries but are vulnerable to mixed stock interception and harvest.

The Commission has been structured to ensure that harvesters from both countries are represented on a series of geographic panels. These panels in turn give advice to four commissioners and four alternates from each country.

Another example of this effort to ensure political representation of harvester interests at the international level is the International Pacific Halibut Commission. In this case, three commissioners from each country are provided with advice by a bilateral panel of processors and by a Conference Board in which aboriginal, recreational and commercial harvesters from both countries meet annually to try and reach agreement or at least consensus on the development of harvest policy.

4. The politics of science and protected areas

While some scientists might like to pretend that “politics” has no relevance to their “objective” conclusions and the work behind it, the reality is that the scientific method of using experimentation and observation to answer questions in a rigorous way is all about the resolution of differences. In other words, science has its own politics.

In Canada, this reality has been recognized through the structure of the Canadian Science Advisory Process (CSAP) which includes harvester and conservationist representatives in the peer review process by which scientific findings are considered before being incorporated into advice to management.

Similarly, under Canada’s Species at Risk legislation, the process for listing threatened or endangered species includes the opportunity for input from affected interests. A recent example is a request for input on whether to list Boccacio, a groundfish species, as endangered. This was circulated widely to the department’s advisory bodies. Having been provided with links to the relevant background material, people were told that an online public consultation period would be active September 7–December 8, 2017 and that an online survey was open for comment. This sort of consultation was an important part of the process leading to the endangered listing of Southern Resident killer whales, which has now entered the phase where internet-based consultation on possible recovery measures is being followed by a public symposium.

A similar political process is being applied by Canada to the development of Marine Protected Areas as part of efforts to give credence to its international conservation commitments. As an example, the rules for designation of an MPA for unique Glass Sponge Reefs in Hecate Strait, initially were developed by a working group from the department’s Groundfish Integrated Advisory Board (GIAB). The consensus recommendation of that body was later undermined by an internet-based lobbying campaign and the department currently is wrestling with how to reconcile consensus advice from its advisory bodies with contradictory efforts taking advantage of new communications technology.

Another recent example of DFO’s efforts to manage the politics around creation of protected areas is the creation of a series of MPA Network Ocean Advisory Committees with representation of all affected interests.

5. Conclusion: four key rules of fisheries politics

As a self-described “fisheries politician” I would like to conclude these comments on how fisheries politics plays out in my jurisdiction by offering some observations based on many years as a participant in fisheries management activity, sometimes as an advocate for domestic
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