

Ocean Governance and Policy

ENVS 1805

Spring 2023

Fridays, 3-5:30pm

Urban Environmental Lab (UEL) 106

Prerequisites: none

INSTRUCTOR:

Dr. Leslie Acton

Office location: UEL 209

Office hours: Th 1-3pm

Email (preferred): [email@brown.edu]

Office phone (not preferred): [phone number]

Please note that Dr. Acton reserves the right to make changes to any part of this document should it be necessary and appropriate. **The most up to date version of this document can be found on the course's Canvas page.**

PREREQUISITES:

None

MASKING POLICY:

Masks are not required in the classroom for this course. Students, please use your own discretion in deciding whether to use a mask. If additional safety measures (e.g., social distancing from classmates) related to COVID-19 are needed or desired, please let me know, and I will do my best to meet them.

MANAGING SHOPPING PERIOD CLASSROOM DENSITY:

Seats will be reserved for those who register for the course first, and remaining seats may be taken by waitlisted and/or other students to the extent possible.

COURSE DESCRIPTION:

This course offers an overview of ocean and coastal governance and policy. As residents of the Ocean State, how well do we understand how society interacts with ocean spaces and resources, from local to national and global scales? We will investigate how marine policy planning and implementation processes interact with particular political, social, and economic contexts through case study examples, local practitioner guest speakers, and in-class debates. Using a variety of marine policy sectors (e.g., fisheries, energy, and biodiversity management), we will critically evaluate management tools (e.g., market mechanisms, regulations, area-based management, and community-based management). We will unsettle “established” policy assumptions, asking: Who governs oceans? How does power relate to ocean policy creation and

outcomes? What are the roles of science, knowledge, institutions, history, and context in how ocean governance plays out on the ground...or in the waves?

COURSE GOALS:

By the end of this course students should be able to:

1. Demonstrate a broad understanding of historical and current marine governance issues across scale and major sectors.
2. Critically evaluate the use of governance approaches and policy tools in particular coastal and marine contexts.
3. Effectively and confidently engage with various actors involved in coastal and marine governance, including policymakers, resource users, knowledge producers and providers and other stakeholders.
4. Engage in thoughtful discussion of various ocean and coastal governance issues using respectful, evidence-based oral (speaking and listening) and written (writing and reading) communication.

LAND ACKNOWLEDGMENT:

Brown University is located in Providence, Rhode Island, on lands that are within the ancestral homelands of the Narragansett Indian Tribe. We acknowledge that, beginning with colonization and continuing for centuries, the Narragansett Indian Tribe have been dispossessed of most of their ancestral lands in Rhode Island by the actions of individuals and institutions. We acknowledge our responsibility to understand and respond to those actions. The Narragansett Indian Tribe, whose ancestors stewarded these lands with great care, continues as a sovereign nation today. We commit to working together to honor our past and build our future with truth.

DISCUSSION AND COMMUNICATION:

Interacting with respect: Instructors and students are expected to interact respectfully and honestly at all times. This includes all written, verbal, and electronic communications.

Discussion guidelines: In class discussion is a particularly important learning component of this course. Ideas and comments should be expressed thoughtfully and with respect to one's peers. Critiques should remain civil and allow for rebuttal. It's also important to allow time for others to participate and never interrupt or talk over fellow students. Respecting your peers and openly listening to their comments creates a positive learning environment. We will spend time drafting our own discussion guidelines in more detail at the beginning of the semester.

Timely communication: I will do my best to respond to any email message sent before 3:00pm on the same day. After 3:00pm, I will respond on the next working day.

ACCESSIBILITY AND ACCOMMODATIONS:

Brown University is committed to full inclusion of all students. Please inform me early in the term if you live with a disability or other conditions that might require modification of any course procedures. You may speak with me before class, during office hours, or by appointment. If you need accommodations around online learning or in classroom accommodations, please be sure to reach out to [Student Accessibility Services \(SAS\)](#) for their assistance at 401-863-9588 or sas@brown.edu. Undergraduates in need of short-term academic advice or support can [contact an academic dean in the College](#) by emailing college@brown.edu.

CAMPUS RESOURCES:

[Student Support Services Deans](#) can be a helpful resource to discuss personal, family or health-related concerns, as well as a potential academic and personal plan. They are available for same-day consult and/or scheduled appointment. A list of other resources can be found [here](#).

DIVERSITY, EQUITY, INCLUSION & JUSTICE:

Though many governance scholars explicitly examine how injustices related to race, gender, class, and other bases for historical marginalization lead to inequitable and unjust outcomes, the field of environmental governance has historically been built on a small subset of privileged voices, most often white men. I acknowledge that many of the readings for this course were authored by those privileged voices. Integrating a diverse set of experiences is important for a more comprehensive understanding of environmental and ocean governance, and I have attempted to engage with scholarship produced by diverse authors with diverse perspectives. However, this is a continual work in progress; please contact me (in person or electronically) or submit anonymous feedback if you have any suggestions to improve the quality of the course materials in this or any way.

Furthermore, I would like to create a learning environment for my students that supports a diversity of thoughts, perspectives and experiences, and honors your identities (including race, gender, class, sexuality, religion, ability, etc.) To help accomplish this:

- If you have a name and/or set of pronouns that differ from those that appear in your official Brown records, please let me know.
- If you feel like your performance in the class is being impacted by your experiences outside of class, please don't hesitate to come and talk with me. I want to be a resource for you. Remember that you can also submit anonymous feedback (which will lead to me making a general announcement to the class, if necessary to address your concerns). If you prefer to speak with someone outside of the course, Dean Bhattacharyya, Senior Associate Dean of Diversity and Inclusion, is an excellent resource.
- I (like many people) am still in the process of learning about diverse perspectives and identities. If something was said in class (by anyone) that made you feel uncomfortable, please feel free to contact me about it. Again, anonymous feedback is always an option.

USE OF TECHNOLOGY TO SUPPORT YOUR LEARNING IN THIS COURSE:

The IT Service Center (<https://it.brown.edu/get-help>) provides many IT Services including remote assistance, phones, tickets, and chat.

COURSE MATERIALS:

All readings and assignments for this course will be posted in the course page on Canvas. Please check Canvas regularly for updates. If you have trouble accessing materials on Canvas, please let me know ASAP so that I and/or the Help Desk (help@brown.edu) can work with you to give you access to the resources you need.

COURSE RELATED WORK EXPECTATIONS:

Over 13 weeks, students will spend 2.5 hours per week in class (32.5 hours total). Required reading for the seminar meetings is expected to take approximately 7 hours per week (91 hours). Writing your three reflection papers is estimated to take 10 hours, and planning for, attending, and writing up your policy meeting assignment will take about 7 hours. Researching your stakeholder role, and writing your research paper and final reflection paper for the stakeholder negotiation is expected to take approximately 40 hours over the course of the term. (42 hrs + 84 hrs + 15 hrs + 40hrs = 180.5 hrs)

ASSESSMENT:

Grades for this course will be determined as follows:

Participation: 20%

Reflection papers: 15%

Policy meeting assignment: 15%

Stakeholder negotiation:

- Research paper: 20%
- In-class debate: 20%
- Reflection paper: 10%

Readings:

Students should expect to read 60-70 pages of literature each week for this course. I will send out discussion questions via Canvas on the Friday before the next week's readings. Students need not submit written responses to the questions, but they should read assigned literature with the questions in mind and come prepared to discuss them. This is a senior seminar level course, and reading and preparing for class discussions is essential to process and understand course concepts.

Participation:

Participation is a very important part of this course. The participation grade will be based on in-class contributions to group discussions (both quantity and quality). To contribute effectively, you must attend class periods; see below for an overview of the course attendance policy.

Students are expected to come prepared to each class period, having read assigned materials. In-class contributions should demonstrate preparation for the class through reading, writing (if completing a reflection paper this week), critical thinking, and reflection.

Attendance:

Students are expected to attend all class periods; attendance is part of your participation grade. Please let me know if you will be missing any classes ahead of time. You are allowed one missed class session without penalty. After this, any missed classes will affect your participation grade unless you have cleared your absence with me beforehand. Students are responsible for any lecture material or assignments missed.

Reflection papers:

During the semester, students are expected to write three 2-page papers, double-spaced, reflecting on class readings and how they relate to one or more course themes. These papers should not be a review of the readings; rather, they should comprise a critical analysis of the information in the readings. They are due at the start of the class period of your selected week. The first reflection paper is due in Week 3, at the beginning of class on Feb. 10th, and it will be based on readings from Week 2. Students may choose which weeks to submit the other two papers. Additional information on expectations and the grading rubric will be provided during the first week of class.

Policy meeting assignment:

Over the course of the semester, students will attend a local policy meeting, public hearing, or similar event directly related to the formulation and implementation of oceans and coastal policy. Students will then prepare a short report and reflection about the event (approximately 500 words or more) summarizing and reflecting on what happened. More information will be provided during the first week of class.

Stakeholder negotiation assignment:

Each student will be assigned a unique role in a stakeholder negotiation, which will be the final capstone assignment for the course. The assignment includes 3 components: (1) A research paper on your stakeholder position, comprising 20% of the course grade; (2) Participation in an in-class negotiation, comprising 20% of the course grade; and (3) A reflection statement on the negotiation, comprising 10% of the course grade. More information on the negotiation process will be provided in the first few weeks of class.

WRITING REQUIREMENT:

As this is a WRIT-designated course, you will be required to complete multiple written assignments. You will receive substantive feedback on your writing, which you will use to help you revise your work or to complete subsequent writing assignments.

MISSED/LATE ASSIGNMENTS:

Assignments must be completed in a timely manner and submitted at the specified time. Assignments submitted up to 24 hours late will be penalized by 10%; assignments submitted up

to 48 hours late will be penalized by 25%. Any assignment submitted more than 48 hours after the due date will be regarded as incomplete and given a grade of 0.

ACADEMIC INTEGRITY:

Academic achievement is ordinarily evaluated on the basis of work that a student produces independently. Students who submit academic work that uses others' ideas, words, research, or images without proper attribution and documentation are in violation of the academic code. Infringement of the academic code entails penalties ranging from reprimand to suspension, dismissal, or expulsion from the University.

A student's name on any exercise (e.g., a theme, report, notebook, performance, computer program, course paper, quiz, or examination) is regarded as assurance that the exercise is the result of the student's own thoughts and study, stated in their own words, and produced without assistance, except as quotation marks, references, and footnotes acknowledging the use of printed sources or other outside help ([Academic Code, p. 5](#)).

COURSE POLICIES:

Phones should be set to silent mode and put away. Laptop computers are allowed only for the purpose of note-taking and class related work. Students who misuse technology will be expected to take hand written notes instead. Multiple infractions will negatively impact the student's final grade.

CLASS RECORDING AND DISTRIBUTION OF COURSE MATERIALS:

Lectures and other course materials are copyrighted. Students are prohibited from reproducing, making copies, publicly displaying, selling, or otherwise distributing the recordings or transcripts of the materials. The only exception is that students with disabilities may have the right to record for their private use if that method is determined to be a reasonable accommodation by Student Accessibility Services. You may take notes and make copies of course materials for your own personal use, and you and other students in the class may share notes and materials when studying. Any other sharing of lecture notes or any course materials cannot be done unless you have my permission in writing, whether you are paid for the materials or not. Similarly, I will not share anything you submit to me unless I have your written permission. Disregard of the University's copyright policy and federal copyright law is a Student Code of Conduct violation.

Topic	Date	Readings and Assignments
(1) Welcome and Course Intro	Friday, Jan. 27	
(2) Tragedy of the Commons and Course Themes	Friday, Feb. 3	<p><u>Readings:</u></p> <ul style="list-style-type: none"> • Feeny, D., F. Berkes, B. J. McCay, J. Acheson. 1990. “The tragedy of the commons: Twenty-two years later.” <i>Human Ecology</i> 18(1): 1-19. (14 pages) • Acheson, J. 1975. “The lobster fiefs: Economic and ecological effects of territoriality in the Maine lobster industry.” <i>Human Ecology</i> 3(3): 183-207. (23 pages) • Havice, E. and L. Campling. 2007. “Shifting tides in the western and central Pacific Ocean tuna fishery: The political economy of regulation and industry responses.” <i>Global Environmental Politics</i> 10(1): 89-114. (22 pages) • <i>(optional)</i> Bryant and Wilson. 1998. “Rethinking environmental management” • <i>(optional)</i> Ostrom, E. 1990. <i>Governing the Commons</i>, Chap. 1 • <i>(optional)</i> Hardin, G. 1968. <i>The Tragedy of the Commons</i>.

<p>(3) Discussion of Stakeholder Debate</p>	<p>Friday, Feb. 10</p>	<p><u>Assignment:</u> First reflection paper due on Week 2 readings</p> <p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Gordon, H. S. 1954. “The Economic Theory of a Common-Property Resource: The Fishery.” <i>Journal of Political Economy</i> 62(2): 124-142. (19 pages) ● Zacharias, M. 2019. “An introduction to policy and policy development.” In <i>Marine Policy: An Introduction to Governance and International Law of the Ocean</i>. London: Routledge. (53 pages)
<p>(4) High Seas and International Oceans Governance</p>	<p>Friday, February 17</p>	<p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Suarez de Vivero, J. L. and J. C. Rodriguez-Mateos. 2023. Facing a new ocean decade: Geopolitical change and challenges in ocean governance. <i>Geopolitics</i>. (18 pages) ● Gjerde, K. et al. 2016. Protecting Earth’s last conservation frontier: scientific, management and legal priorities for MPAs beyond national boundaries. <i>Aquatic Conservation: Marine and Freshwater Ecosystems</i> 26: 45-60. (12 pages) ● Gray, N. 2018. Charted waters? Tracking the production of conservation territories on the high seas. <i>International Social Science Journal</i> 257-272. (13 pages) ● Vadrot, A. et al. 2022. Who owns marine biodiversity?: Contesting the world order through the ‘common heritage of humankind’ principle. <i>Environmental Politics</i> 3(2). (20 pages) ● Explore current BBNJ negotiations here ● (optional) Rothwell, D. and T. Stephens. 2010. Chapter 1: History and Sources of the International Law of the Sea. ● (optional) Campbell, LM and N., Gray. 2019. Area expansion versus effective and equitable management in international marine protected areas goals and targets. <i>Marine Policy</i> 100: 192-199. (7 pages)

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| | | <ul style="list-style-type: none">• <i>(optional)</i> Mendenhall, E. et al. 2022. Direction, not detail: Progress towards consensus at the fourth intergovernmental conference on biodiversity beyond national jurisdiction. <i>Marine Policy</i> 146: 1-10. (9 pages) |
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(5) Regulatory
Governance and
Policy: Fisheries

Friday, Feb. 24

Readings:

- Hennessey, T. and M. Healey. 2000. "Ludwig's ratchet and the collapse of New England groundfish stocks." *Coastal Management* 28: 187-213. (23 pages)
- Dubik, B., E. Clark, T. Young, S. B. J. Zigler, M. Provost, M. L. Pinsky, K St. Martin. 2019. "Governing fisheries in the face of change: Social responses to long-term geographic shifts in a US fishery." *Marine Policy* 99: 243-251. (7 pages)
- Boucquey, N. 2016. "Actors and audiences: Negotiating fisheries management." *Journal of Environmental Policy and Planning* 18(4): 426-446. (17 pages)
- *(optional)*: Sea Grant. Understanding Fisheries Management Manual. Part II: The Regulatory Process (p. 16-31)
- *(optional)* Gulf of Mexico Fisheries Management Council. Navigating the Council Process.
- *(optional)* Wilson, D. and B. McCay. 1998. How the participants talk about 'participation' in Mid-Atlantic Fisheries Management.

<p>(6) Market-Based Governance Approaches: Fisheries</p>	<p>Friday, March 3</p>	<p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Olson, J. 2011. “Understanding and contextualizing social impacts from the privatization of fisheries: an overview.” <i>Ocean and Coastal Management</i> 54: 353-363. (8 pages) ● Mansfield, B. 2004. “Neoliberalism in the oceans: “Rationalization,” property rights, and the commons question.” <i>Geoforum</i> 35: 313-326. (17 pages) ● Costello, C. et al. 2008. “Can catch shares prevent fisheries collapse?” <i>Science</i> 321: 1678-1680. (main article only, supplemental materials optional) (3 pages) ● Foley, P. et al. 2015. “Governing enclosure for coastal communities: Social embeddedness in a Canadian shrimp fishery.” <i>Marine Policy</i> 61: 390-400. (10 pages) ● Carothers, C. et al. 2010. “Fishing rights and small communities: Alaska halibut IFQ transfer patterns.” <i>Ocean and Coastal Management</i> 53: 518-523. (6 pages) ● (optional) Bene, C. et al. 2010. Trade matters in the fight against poverty”: Narrative, perceptions, and the (lack of) evidence in the case of fish trade in Africa.
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<p>(7) Small Scale Fisheries and Area-Based Management</p>	<p>Friday, March 10</p>	<p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Basurto, X. et al. 2012. “The Emergence of Access Controls in Small-Scale Fishing Commons: A Comparative Analysis of Individual Licenses and Common Property-Rights in Two Mexican Communities.” <i>Human Ecology</i> 40: 597-609. (11 pages) ● Bradford, K. and R. Katikiro. 2019. “Fighting the tides: A review of gender and fisheries in Tanzania.” <i>Fisheries Research</i> 216: 79-88. (8 pages) ● Sievanen, L. et al. 2013. “Fixing marine governance in Fiji? The new scalar narrative of ecosystem-based management.” <i>Global Environmental Change</i> 23: 206-216. (9 pages) ● Carlisle, K. and R. Gruby. 2019. “Customary Marine Tenure in Palau: Social Function and Implications for Fishery Policy.” <i>Human Ecology</i> 47: 527-539. (11 pages) ● (optional) Bennett, A. and X. Basurto. 2018. Local institutional responses to global market pressures: The sea cucumber trade in Yucatan, Mexico.
<p>(8) Knowledge and Politics in Oceans Governance</p>	<p>Friday, March 17</p>	<ul style="list-style-type: none"> ● Degnbol, P. et al. 2006. “Painting the floor with a hammer: Technical fixes in fisheries management.” <i>Marine Policy</i> 30: 534-543. (9 pages) ● Fox, C. and C. Sneddon. 2020. “Local knowledges and environmental governance: making space for alternative futures in the Arctic circumpolar region and the Mekong River Basin.” In <i>A Research Agenda for Environmental Geopolitics</i>, edited by Shannon O’Lear, 88-103. Cheltenham: Edward Elgar Publishing Limited. (14 pages) ● St. Martin, K. and M. Hall-Arber. 2008. “The missing layer: Geotechnologies, communities, and implications for marine spatial planning.” <i>Marine Policy</i> 32: 779-786. (7 pages) ● Richmond, L. et al. 2019. “Local participation and large marine protected areas: Lessons from a U.S. Marine National Monument.” <i>Journal of Environmental Management</i> 252. (8 pages)

		<ul style="list-style-type: none"> ● Acton, L., R. Gruby, and A. Nakachi. 2021. “Does polycentricity fit? Linking social fit with polycentric governance in a large-scale marine protected area.” <i>Journal of Environmental Management</i> 290. (10 pages) ● (optional) Gruby, R. et al. 2017. “Conceptualizing Social Outcomes of Large Marine Protected Areas.” <i>Coastal Management</i>. ● (optional) Friedlander, A. et al. 2016. “Co-operation between large-scale MPAs: successful experiences from the Pacific Ocean.” <i>Aquatic Conserv: Mar. Freshw. Ecosyst.</i> 26: 126-141. ● (optional) https://humansandlargempas.com/ (includes results from the project and additional resources)
(9) RI Coastal communities and climate change	Friday, April 7	<p><u>Assignment:</u> Stakeholder Negotiation Research paper detailed outline due</p> <p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Hayden, B. 2010. The Hand of God: Capitalism, Inequality, and Moral Geographies in Mississippi after Hurricane Katrina. <i>Anthropological Quarterly</i> 83(1): 177-203. (22 pages) ● Binder, S. et al. 2015. Rebuild or relocate? Resilience and postdisaster decision-making after Hurricane Sandy. <i>American Journal of Community Psychology</i> 56: 180-196. (16 pages) ● CRMC. 2018. <i>The Rhode Island Shoreline Change Special Area Management Plan: Executive Summary</i>. (8 pages) ● Watch Prep-RI 7 Training Modules: here. ● (optional) CRMC. 2018. <i>The Rhode Island Coastal Resources Management Council Shoreline Change Special Area Management Plan (SAMP)</i>. Focus on Chapters 1, 2, 4, and 6.

<p>(10) Values and competing interests: Marine Spatial Planning</p>	<p>Friday, April 14</p>	<p><u>Reading:</u></p> <ul style="list-style-type: none"> ● Douvère, F. 2008. The importance of marine spatial planning in advancing ecosystem-based sea use management. <i>Marine Policy</i> 32: 762-771. (9 pages) ● Fairbanks, L. et al. 2019. Remaking Oceans Governance: Critical perspectives on marine spatial planning. <i>Environment and Society: Advances in Research</i> 10: 122-140. (14 pages) ● Flannery, W. et al. 2018. Exclusion and non-participation in Marine Spatial Planning. <i>Marine Policy</i> 88: 32-40. (8 pages) ● Haggett et al. 2020. Offshore wind projects and fisheries: Conflict and engagement in the United Kingdom and the United States. <i>Oceanography</i> 33(4):38–47. (7 pages) ● Listen here to the Possibly podcast and the Public’s Radio Feb. 2020 episode - “Divided Waters: Can Offshore Wind Energy and the Fishing Industry Coexist in the Age of Climate Change?” ● (optional) Ehler, C. 2008. Benefits, lessons learned, and future challenges of marine spatial planning. <i>Marine Policy</i> 32: 840-843. ● (optional) Ehler, C. and F. Douvère. 2009. Marine Spatial Planning: A step-by-step approach toward ecosystem-based management. ● (optional) National Ocean Council. 2013. National Ocean Policy Implementation Plan.
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<p>(11) Ocean governance: Where are we headed?</p>	<p>Friday, April 21</p>	<p><u>Assignment:</u> Policy meeting assignment due</p> <p><u>Readings:</u></p> <ul style="list-style-type: none"> ● Peters, K. 2020. The territories of governance: Unpacking the ontologies and geophilosophies of fixed to flexible ocean management, and beyond. <i>Phil. Trans. R. Soc. B</i> 375: 1-10. (9 pages) ● Blythe J. et al. 2023. Blue justice: A review of emerging scholarship and resistance movements. <i>Cambridge Prisms: Coastal Futures</i> 1: 1-12. (10 pages) ● Interview with Ayana Elizabeth Johnson, <i>Ocean Justice: Where Social Equity and the Climate Fight Intersect</i>. Yale Environment 360. Found here. ● Vierros, M. et al. 2020. Considering Indigenous Peoples and local communities in governance of the global ocean commons. <i>Marine Policy</i> 119: 1-13. (9 pages) ● McGeehan, P. 2023. New York’s Wind Power Future is Taking Shape. In Rhode Island. <i>The New York Times</i>. Found here. ● Gattuso, J.P. et al. 2021. The Potential for ocean-based climate action: Negative emission technologies and beyond. <i>Frontiers in Climate</i> 2: 1-8. (6 pages) ● (optional) Mahor and Symons. 2022. The international politics of carbon dioxide removal: Pathways to cooperative global governance. <i>Global Environmental Politics</i> 22(1): 44-68. ● (optional) Ocean Justice Forum. 2022. An Equitable and Just Ocean Policy Platform.
<p>(12) Final Stakeholder Negotiation</p>	<p>Friday, April 28</p>	<p><u>Assignment:</u> Stakeholder position paper due</p>

NO CLASS

Friday, May 5

Assignment: Reflection statement on negotiation due