



**Federal Agency Workshop:
Developing the National System of MPAs
January 26-27, 2005
Washington, DC**

Summary Report

Prepared by EcoLogix Group Inc.



**Federal Agency Workshop:
Developing the National System of MPAs
January 26-27, 2005
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Background

Marine protected areas (MPAs) in the United States are widely used as a tool for helping conserve the nation's wealth of natural and cultural resources for all Americans and the world. These precious resources, including coral reefs, kelp forests, whales, shipwrecks, and a wide variety of marine life in the oceans, coasts, and Great Lakes, are vital to the economic sustainability of the nation for this and future generations. MPAs provide recreation and economic opportunities for millions of Americans; help sustain critical habitats and marine resources; and act as an "insurance policy" by helping protect marine resources from human impacts.

Over the past two decades, the use of place-based marine conservation and management tools, including the use of MPAs, has risen dramatically. Currently, there are hundreds of federal, state, territory, and tribal authorities and thousands of sites in U.S. waters. Each site may have varying definitions of types and purposes. These sites range from multiple-use to no-take reserves, although less than one percent (1%) of MPAs in the U.S. are no-take reserves.

The complexity of MPAs and their recognition as vital tools for marine conservation and management are the foundation of Presidential Executive Order 13158 on MPAs, which was signed on May 26, 2000. The Executive Order directs the National Oceanic and Atmospheric Administration (NOAA) and the Department of the Interior to work with other federal agencies and consult with states, territories, tribes, and the public to develop a scientifically-based, comprehensive national system of MPAs. The MPA Center was established to execute this role.

As part of this effort, the MPA Center has outlined a multi-year process to engage the nation in developing the national system of MPAs. This process includes collecting and considering continuous stakeholder and partner input into the development of the national system, enhancing relationships with stakeholder organizations engaged in these issues, developing and applying sound science about marine resources and their use, and communicating clear, consistent information about the process. The process includes a series of workshops and listening sessions to enable the MPA Center to receive input from a wide variety of stakeholders and partners.

January 2005 Federal Agency Workshop

The MPA national system workshop for federal agency partners was convened by the MPA Center on January 26 and 27, 2005 at the Hotel Washington in Washington, D.C. The goals of the workshop are set forth below in detail. The MPA Center structured the event to ensure a vital learning experience for all, including the Center itself, on the process of developing a national system of MPAs, and to enhance relationships and a commitment to participation among the participating agencies. A copy of the workshop agenda is contained herein as Appendix #1. The event was facilitated by MPA Center staff and personnel from EcoLogix Group, a contractor assisting the Center in this effort.

In attendance were seventy-four (74) participants representing a broad spectrum of federal agencies that included the National Marine Sanctuary Program, National Estuarine Research Reserves, and other NOAA offices; U.S. Fish and Wildlife Service, National Park Service, Minerals Management Service, and other offices of the Department of the Interior; Fishery Management Councils; other agencies (U.S. Department of State Oceans Affairs/Marine Conservation; U.S. Agency for International Development, U.S. Army Corps of Engineers; USDA Forest Service; U.S. EPA; the U.S. Coast Guard; Naval Operations, Operational Environmental Readiness, the Naval Historical Society); the MPA Federal Advisory Committee; and the National MPA Center. Appendix #2 contains a complete list of the participants.

The workshop was marked by the articulation of constructive suggestions from the diverse set of participants. Many in attendance remarked that the event brought together numerous agencies concerned with MPAs that had not met with each other previously. The diversity of thought and purpose made for lively discussion and productive sessions. This report captures the broad content of the workshop. It includes a summary of the workshop goals; an explanation of the workshop format; a summary of the major issues, concerns, and themes expressed and discussed by the participants; the highlights of key follow-up actions to be taken by the MPA Center as a result of the workshop; and references to key threats to marine resources, “hot” regional issues, and key contacts that are detailed in the notes accompanying this report.

Workshop Goals

Prior to the convening of this first workshop, the MPA Center established a broad-based planning group with representatives from several partner federal agencies, to assist in the development, planning and execution of the agenda. The planning group members are listed in Appendix #3.

Over the course of several conference calls, the planning group established a series of goals for this first workshop. The goals chosen were as follows:

- 1) To foster a greater understanding of and support for the development of the national system of MPAs among the federal agencies that will help implement this system;
- 2) To obtain feedback from federal agencies and site managers on the goals, opportunities and barriers to the creation of a national system of MPAs; and
- 3) To gain support for coordinated federal outreach to field offices, states and other stakeholders by establishing contacts and next steps for stakeholder meetings planned for 2005.

Workshop Format

The workshop format was designed both to educate and elicit input on a national system of MPAs and to ensure a continuous dialogue following the event. Joe Uravitch, Director of the MPA Center, welcomed everyone to the event and kicked off two days of active sessions.

The agenda included several presentations designed to educate participants. These educational sessions included: a presentation by the MPA Center on the objectives and process for creating a

national system of MPAs; presentations by representatives from other federal agencies on the involvement of their respective agencies in the management of MPAs; three presentations of case studies demonstrating coordinated MPA planning and management; and an update on the activities of the MPA Federal Advisory Committee's activities. These presentations are posted on the web at www.mpa.gov.

The balance of the agenda was devoted to a series of sessions designed to elicit input from the participants on the development of a national system of MPAs. Through involvement in a series of participatory small group breakouts and plenary discussions, the participants provided the MPA Center with a wealth of information and ideas related to the goals of the workshop.

Workshop Issues, Concerns, and Themes

The content and input emerging from each of the workshop sessions was captured in detail by MPA Center and EcoLogix Group staff (see Appendix #4). Immediately following the workshop, MPA Center staff convened several meetings to discuss the input from participants and review the notes from the small group and plenary sessions. In doing so, they were able to identify a number of issues, concerns, and themes that emerged from its federal partners that must be considered in proceeding with a national system of MPAs. These include the following:

- The participants affirmed the importance of a science-based national system.
- Some participants saw that one of the benefits of the national system would be to provide ecological connectivity.
- There is need for a common vision of the national system to be integrated with the vision and goals being developed with the MPA Federal Advisory Committee. The overall goals need to be clarified, so that all the federal players understand them.
- Participants identified the importance of linking the national system of MPAs to ecosystem-based management, recognizing that this is a long-term endeavor. Many believe that this will help address issues such as land and atmospheric interactions.
- Many participants saw the importance of linking the national system to other uses of the ocean (e.g. ocean zoning).
- Many participants agreed on the importance of developing a common terminology to avoid confusion and contention (e.g. MPA, cultural vs. maritime heritage). Specifically, the distinction between MPAs and "no-take" zones must be clarified, as should that between MPAs and marine managed areas (MMAs).
- There was a concern regarding the MPA Center's classification system categorizing sites according to one primary conservation purpose (natural heritage, cultural heritage, and sustainable production). Several managers point out that many sites are multi-purpose. Charlie Wahle of the MPA Center's Science Institute proposed

modifying the classification system based on input received at the workshop. Under the new proposal, sites might be classified in six categories:

- Natural Heritage
 - Cultural Heritage
 - Sustainable Production
 - Natural and Cultural Heritage
 - Natural Heritage and Sustainable Production
 - All
-
- There was strong interest in improving the effectiveness of existing MPAs and in creating a system that in its whole would bring about greater cooperation, integration and efficiency.
 - Participants thought that integration should be enhanced between natural and cultural conservation efforts.
 - There was some concern about a tension between focusing on existing sites versus adding new sites. Given limited resources, should we focus on improving what we have now, or filling in the gaps?
 - There was concern regarding enforcement, staff, and resource limitations with regard to MPAs.
 - There was an expression of the need for continued communication and connection with MPA sites, and the need to demonstrate the value of the national system. Specifically by:
 - Providing information
 - Training and technical assistance
 - Sharing MPA science and design
 - Getting input from sites on the national system
 - Participants said it is important to work together across MPA Programs to raise awareness and create an ocean ethic.
 - There were concerns regarding how regional priorities will be set in the development of the national system.
 - Participants suggested documenting regional and local coordination success stories as examples of the types of benefits programs and sites might realize from the development of a national system of MPAs.
 - Participants said there is a need for a coordinated strategy for public outreach on the national system. Key questions to be addressed include reaching key stakeholder groups, and identifying alternative mechanisms for public input (in addition to public meetings). Participants recommended identifying key people in the field and doing preparatory work with them before the public sessions.

Identified Threats to Marine Resources

As part of the workshop agenda, participants were asked to engage in a plenary brainstorm to identify threats to marine resources as related to MPAs. The objectives of the exercise were to highlight the varying perspectives of the participants, to demonstrate the diverse objectives of MPAs, and to remind participants of the multitude of issues that MPAs are faced with around the country. While the complete list of identified threats is contained in Appendix #5, most of them related to pollution, climate change, habitat, fishing practices, and governance issues.

Current Issues and Key Contacts for Field Meetings

In anticipation of a series of upcoming regional listening sessions designed to elicit input from stakeholders around the country, a session of the workshop was devoted to brainstorming on current issues and key contacts from a regional perspective. The brainstorming was organized by geographic area and included discussions on the following regions: New England, the Gulf of Mexico, the Great Lakes, Pacific mainland, Alaska, Pacific Islands, the Southeast, and Washington, D.C. (including the mid-Atlantic). See Appendix #6 for a complete list of the issues and organizations identified.

Follow-Up Actions for the MPA Center

As a result of the active and productive exchange at the workshop, a number of follow-up actions and steps have been identified and will be pursued by the MPA Center. Among the most important are the following:

- The MPA Center should discuss workshop results with the Interagency MPA Workgroup, and establish subgroups as needed to follow up on specific actions.
- There is a need for ongoing communication with key players in the field so the MPA Center can more effectively coordinate planning on the forthcoming public stakeholder meetings and the development of the national system process. Specifically, the MPA Center needs to begin laying the groundwork for the regional public meetings by further identifying and contacting key players in the field.
- There is a need to establish an Interagency Steering Committee (at a higher level than the current Interagency Workgroup) to formalize support from various agencies' leadership.
- The MPA Center needs to work with the National Marine Sanctuary Program, National Park Service, U.S. Fish and Wildlife Service, and National Estuarine Research Reserve System on planned regional workshops for MPA managers as

part of the Administration's U.S. Ocean Action Plan. The workshops will promote a "seamless network" of MPAs through increased cooperation and partnerships, and will be coordinated by the National Marine Sanctuary Program.

- The Center needs to identify what resources are needed to provide support for regional coordination (e.g. maps from MMA Inventory).
- There is a need for continuous and expanded agency in-reach within NOAA, the Department of the Interior, and other agencies, as well as working more with the MPA Federal Advisory Committee to identify additional opportunities for dialogue with MPA programs and sites.
- There is a need to coordinate MPA actions with development and implementation of ecosystem approaches to management.
- The MPA Center must send out periodic updates to its various partners.

Conclusion

The first MPA national system workshop for federal agency partners proved to be both informative and instructive for all in attendance. New relationships were developed, existing ones renewed, and a growing understanding and interest in the pursuit of the goals of Executive Order 13158 emerged. The MPA Center received invaluable input regarding the development of a national system of MPAs and is now poised for a series of state agency and public listening sessions that will be held around the country in the coming months. The relationships forged and strengthened and the information received at these events will serve as vital components in the effort to create the national system of MPAs for the United States.

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Appendices

Appendix #1: Workshop Agenda

Appendix #2: Workshop Participant list

Appendix #3: Workshop Steering Committee list

Appendix #4: Workshop Issues, Concerns, and Themes Session Notes

Appendix #5: MPA Threats Identification Session Notes

Appendix #6: Hot Issues and Key Contacts Session Notes



APPENDIX 1. AGENDA

Federal Agency Workshop: Developing the National System of MPAs January 26-27, 2005 Hotel Washington, Washington DC Skyroom (Rooftop Level)

Meeting Goals:

- 1) Foster a greater understanding and support for the development of the national system of marine protected areas among the Federal Agencies that will help implement this system.
- 2) To obtain feedback from federal agencies and site managers on the goals, opportunities and barriers to the creation of a national system of marine protected areas.
- 3) To gain support for coordinated federal outreach to field offices, states and other stakeholders by establishing contacts and next steps for stakeholder meetings planned for 2005.

DAY 1 – January 26

- 9:00-9:20 Welcome and Introduction to Workshop
Joseph Uravitch, Director, Marine Protected Areas Center
- 9:20-10:45 National System of MPAs: An Overview
Jonathan Kelsey, National System Coordinator, MPA Center
Charlie Wahle, Science Institute Director, MPA Center
- Definition and Types of MPAs
 - Why a National System of MPAs?
 - What We Have Now – Marine Managed Area Inventory
 - Framework for an MPA National System
 - Questions and Discussion
- 10:45-11:00 Break
- 11:00-12:15 Background on Key MPA Programs
- NOAA Fisheries Programs – *Rebecca Lent, Deputy Assistant Administrator*
 - National Marine Sanctuaries – *Brad Barr, Senior Policy Advisor*
 - National Parks – *Gary Davis, Visiting Chief Scientist, Ocean Programs*
 - National Wildlife Refuges – *Dan Ashe, Science Advisor to the Director*

- National Estuarine Research Reserves – *Laurie McGilvray, Chief, Estuarine Reserves Division*
 - Minerals Management Service Programs – *Elizabeth Burkhard, Marine Biologist*
- 12:15-1:15 Lunch (on your own)
- 1:15-2:30 Challenges in implementing and supporting MPA Programs – Small Group Breakouts
(Note: all breakout groups organized by track: natural heritage, cultural heritage, sustainable production)
- What current challenges do you currently face in implementing or supporting MPA programs?
 - Which of these challenges might be addressed through a national system of MPAs?
- 2:30-3:15 Report Out from Breakout Groups and Discussion
- 3:15-3:30 Break
- 3:30-4:00 Status Report from the MPA Federal Advisory Committee, *Bonnie McCay, Vice Chair, MPA Federal Advisory Committee*
- 4:00-5:00 Regional Case Studies: Coordinated MPA Planning and Management, *Cliff McCreedy, National Park Service, Moderator*
- Regional Coordination on Cultural Resource Issues in Hawaii and the Western Pacific, *Hans Van Tilburg, Maritime Heritage Resources Coordinator, National Marine Sanctuaries Program*
 - Coordinating Natural Heritage Conservation at Pacific Coast National Parks, Sanctuaries and Refuges - *Don Neubacher, Superintendent, Point Reyes National Seashore*
 - Cooperative Efforts Toward Sustainable Fisheries – South Atlantic Fishery Management Council – *Kerry O'Malley, South Atlantic Fisheries Management Council*
- 5:00 Summarize Feedback from Day 1
- 5:15 Adjourn



AGENDA

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Skyroom (Rooftop Level)**

DAY 2 – January 27

- 8:30-8:45 Welcome, Highlights and Introduction to Day 2
- 8:45-10:00 Opportunities to Address Challenges Through the National System of MPAs - Small Group Breakouts
- How could the national system of MPAs help address the challenges identified in Day 1?
 - How would a national system that addresses these challenges be structured and what would be the key components of the system?
- 10:00-10:45 Report Out From Breakout Groups and Discussion
- 10:45-11:00 Break
- 11:00-12:15 Benefits and Goals of a National System – Small Group Breakouts
- What would be the most important benefits of the national system of MPAs?
 - What should be the long-term goals of a national system?
 - What should be the shorter term objectives of the national system?
- 12:15-1:15 Lunch (on your own)
- 1:15-2:30 Report Out from Breakout Groups and Discussion
- 2:30-3:15 Plenary: Engaging Partner Programs
- How can we best engage partner programs in the field in developing the national system?
 - What mechanisms can we use / build to communicate with field staff in partner programs?

- 3:15-3:30 Break
- 3:30-4:00 Plenary Discussion: Engaging Stakeholders
- Planned State and Public Workshops
- Discussion:
- What mechanisms can we use / build to engage stakeholders in developing the national system?
 - How can we better coordinate our outreach efforts in support of National System development?
 - Nationally
 - Regionally
 - With particular stakeholder sectors
- 4:00-4:15 Wrap Up / Next Steps
- Continuing the dialogue
- 4:15 Adjourn

APPENDIX 2.
Attendance for Federal Agency Workshop
“Developing a National System of Marine Protected Areas”
January 26-27, 2005
Washington, DC
Updated 1/19/05

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Appendix 3. Workshop Planning Group

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**Appendix 4: Workshop Issues, Concerns, and Themes – Session Notes
Federal Agency Workshop Summary
“Developing a National System of MPAs”**

Breakout Sessions

BREAKOUT: NATURAL HERITAGE 1

1. Challenges to MPA Programs

- Diverse, conflicting and unclear goals
- Different expectations
- Terminology
- What does a national system mean to sites? (costs and benefits)
- Getting managers to think beyond their boundaries (ecosystems)
- MPA viewed as a “dirty word”
- Belief that MPA means “no take”
- Limitations in authorities (e.g. consistent uses)
- Lack of jurisdiction and authorities
 - Patchwork
 - How to share authorities
- Turf
- Environmental challenges
- Limitations of what we have now
- Political realities
- Not overstepping – need to build support through a process that is not too burdensome
- Connecting natural heritage and sustainable production goals

2. Opportunities for the National System

- Coordinated mapping (US Ocean Action Plan)
- Sound science will bring public support

3. Benefits of the National System

- Good definitions (boundaries and metadata)
- Enhanced communication between partners and stakeholders
- Inspiration for the public
- Resource benefits
- Fill in gaps; address resource protection needs
- Public education
- Lead to greater conservation of coastal and marine resources under an ecosystem approach
- Better, clearer information
- Help us cross local, state, national and international programs and jurisdictions
- Provides a forum for sharing information and collaboration
- Benefits to the public: efficiency, better coordination

- Need for compelling message about benefits to the public
- Sustainable use of resources
- Link to historical changes in coastal and marine ecosystems
- Social and economic benefits
- Raises awareness and knowledge of marine heritage
- Cultural element can be a way to connect with the public
- Existence value – knowing that a resource is protected

4. The National System Could Address:

- Boundary delineation
 - Standard approach for all sites
- Terminology
- Ecosystem management
 - Land/sea interaction
 - Linkages among MPAs
 - Addressing external threats
 - Coordination mechanisms / providing for continuity and a paradigm shift
 - Ecosystem persistence and use
 - Shared vision
 - Leverage and maximize authorities
- MPA Design – economy of scale for research on:
 - Size
 - Number
 - Connectivity
 - Area
 - Location
- Gaps - identify what's needed
 - Find jurisdictional solutions
 - Bottom-up approach
- Jurisdictions
 - Understand all tools and authorities
 - Knit an effective web
- Ecological understanding and information sharing (nested scales)
- Costs and benefits
 - Filling gaps – budget impacts
 - What must sites stop doing to be part of the national system?
 - No unfunded mandates

5. Goals of the National System of MPAs

- Efficient
- Effective
- Good ocean governance
- Improved integrated management
- Resource protection
- Better understanding of human interactions with the ocean
- Complement recommendations of the US Commission on Ocean Policy

- Identification of gaps in protection and authorities
- Better public awareness of existing MPAs and their limitations to they can be addressed
- National pride in ocean heritage (development of an ocean ethic)
- Improving ocean literacy
- Provides protection for the nation's ocean heritage
- Reflects public desires and goals
- Need sites to identify with MPAs and the national system
- Better serve the public
- Establish a baseline that won't slip
- Tension between understanding and maximizing what we have now and looking beyond that
- Protected areas within the context of the ecosystem
- Be part of a national water quality monitoring program (marine and Great Lakes) as called for in the US Ocean Action Plan

BREAKOUT: NATURAL HERITAGE 2

1. Challenges to MPA Programs

- Internal and external communications – providing accurate information to public and media (science, credibility, roles, academia, funding, etc.)
- Lack of information about authorities/agencies
- Uniting “enviros” and “fishers”
- Agencies need help communication with their regions and staff
- Using/showing good science re: resources for native populations
- Loose use of MPA terminology (no-take vs. multiple use)
 - Purposes of using terminology may contradict some audience's meaning (stewardship, critical habitat)
 - MPA does not mean just “no-take”
 - Purpose of terms (like “protected”)
 - Agreement on meanings of terms
 - Current MPA definition is too restrictive to meet some programs goals
 - MPA definition may mean different things in different regions (“ecosystems” instead?)
- Managing upland impacts
 - Exclusion of upland areas from MPAs
- Integrate into larger MPA framework
- Systematic and strategic approach to management needed via one agency (federal or local)
 - Created more confusion than help in regions
 - **Systematic communication strategy for key constituents
- Clarify groups/agencies involved with MPA efforts (public confused)
- Focus on doing what's best for America's resources
 - US Ocean Commission—coordinate actions that different agencies will take to protect resources (more than communications)
- Staff and economic resources may be lacking – if adding resources, need to allocate efficiently

- National System is process-heavy – needs to be tightened and needs to show early visible demonstrations of success of how it will be/is being carried out (i.e. Pacific Coast pilot)
- Need to convince public there is a problem
- Clarify what we are trying to fix (why standardize or via one agency?)

2. Challenges to National System

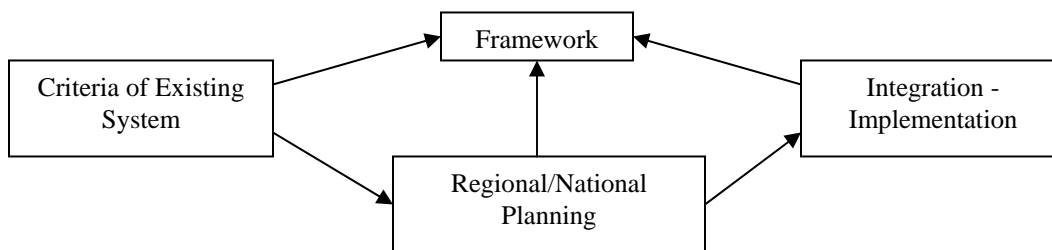
- MPA Center as facilitator for programs/agencies
- MPA Center coordinate unified messages and definitions
- MPA Center coordinate communications strategy

3. Benefits of the National System

- a. to the nation's resources and people
 - b. to MPA sites and programs
 - c. to other agencies who work with MPAs
- Coordination among MPA partners of activities
 - Ability to share limited resources across regions/sub-regions
 - Improve capability to manage resource (sum should be greater than the parts)
 - Clarify what we are doing, what an MPA is
 - Prioritize issues and unite agencies on how best to address issues – science and management questions
 - Ability to identify national trends/data/gaps/needs
 - Better informed about oceans/coasts in general (not just MPAs)
 - Communicate those benefits (coordination at national level)
 - Efficient government (public might see) – standard information and messages across all relevant agencies (avoid bureaucratic perception) – shows government is organized
 - Federal/state system
 - Nationwide issue (effects Midwest too)
 - For states
 - clearer federal objectives/framework on how feds are working together
 - mutual self interest focus on state planning with federal planning (share science and other resources)
 - Recognize other managing agencies (in addition to NOAA) and increase funding
 - Elevate awareness within agencies to get increased funding (re-prioritize)
 - Opportunities to combine management to share resources (efficiency)
 - Build national constituency to disseminate information re: MPAs (standardize)
 - Framework for monitoring and adaptive management
 - Accountability
 - Measure of success
 - Improved outreach and awareness for marine issues among constituents at all levels (compared to park/land awareness)
 - Broader vision on steering management efforts – research/science guidelines
 - Ecological linkages

- Improved communication between feds and states; better understanding of needs; COORDINATION is key
- For states:
 - Potential funding from federal government to help manage resources or help seal their message.
 - Political goodwill (federal to state)
 - Mapping, monitoring help which puts them on federal radar for potential funding
 - Unified goal/mutual problem-solving
 - State benefits to federal agencies (they may have grants or other more immediate)

4. National System Structure



- Roles and responsibilities of partners
- Deficiencies, expectations
- Understand various mandates to know who we are working with on programmatic and agency level
- Find commonality to build direction/support
- Multi-agency steering committee: local/regional/national
- Multi-agency regional coordination to expand efforts – identify successes to serve as models for broader national level
- Clarify why we are doing this and be clear about goals
- Framework function at regional/site level
 - Needs to be adaptable at different sites/regions
- Steering committee
 - National level – broader vision/goals and standards
 - Geographic representation (management, policy) that makes recommendations to national body
 - Regional office directors should meet re: system coordinating, information sharing, resource discussion
 - Sub-regional groups-idea sharing, partner opportunities and learning goal of each site
 - Two-way street between top-down and bottom-up
 - Bottom-up = regional to public to local grass roots input
 - Need to create groups like these two bottom-up examples
 - “Joint Ventures” that operate at various levels and involve government, industry, etc. to organize issues/approach
 - MLPA (Marine Life Protection Act) in California
- Short-term pilot studies – adaptive management while system is being developed on smaller level than a coast pilot

- Committees driven by project and how to reward/succeed (not just another set of meetings)
 - Enhance roles, not place additional burden on managers
- Coordination should be planned to be sensitive to workload (or it may backfire) at regional/local levels
- Any regional/local/geographic committees should not have a forced structure (be informal)
- Recognize and reward interagency coordination
- Define overall picture (with conceptual models and snapshots) – issues, time
- Acknowledge that data may have to be labeled as “best available data”
 - MPA Center help in coordinating data
- Identify areas where we don’t have data

5. Goals of the National System

- Short-term
 - Completing inventory
 - Identify gaps
 - Identify regional priorities
 - National awareness of our ocean/coastal issues
 - Increased communication among federal, state, and tribes (jurisdiction and science)
 - Linking science to specific management issues
 - Identify research needs
 - National System Action Plan to gain support (build on Administration’s Action Plan); short term goal = framework
- Long-term
 - National awareness of our ocean/coastal issues
 - Increased communication among federal, state, and tribes (jurisdiction and science)
 - Linking science to specific management issues
 - Enhanced ability for ecosystem management
 - Ecological linkages
 - National System Action Plan to gain support (build on Administration’s Action Plan); long term goal = complete plan
- Multi-agency support
 - Reduce turf battles
 - Develop a funding strategy
- Reduce fears that NOAA will get all credit/funding
 - By helping identify who gets funding
 - Ensuring that one program/agency doesn’t take from another
- Focus on management goal to reduce turf battles
- Relate to user needs and provider capabilities (enforcement, monitoring)
- Focus on outcome continuing to protecting marine heritage
- Contribute to fishery management interests (MPAs as a tool in the toolbox of management)
- Create multi-agency body (steering committee) focused on MPAs (based on existing committees at Administrative level and MPA Center level)

BREAKOUT: CULTURAL HERITAGE

1. Challenges to MPA Programs

- MMS doesn't have authority to protect sites identified as part of surveys. When talking about MPAs on outer continental shelf (OCS), where's the authority?
 - Might make a case for shipwreck being hard bottom critical habitat (look at multi-use possibilities)
 - Industry folks who do the surveys may themselves damage the wreck
- Enforcement
 - Legal authority
 - How do you enforce?
- NPS lacks the authority to protect some sites (particularly true for parks with submerged lands – states often have jurisdiction – cooperation may not exist or isn't spelled out legally)
- FWS – cultural components of sites may not get adequate attention because don't have resources to describe, gather needed data
 - they get attention as natural heritage sites, results in most sites classified as natural heritage because cultural not documented
 - Need to increase inventory internally
 - Agencies without robust cultural focus may slide into natural heritage [classification] and cultural sites will be overlooked.
- Agency in-reach and education to folks not familiar with cultural resources
 - Lots of overlap between natural and cultural heritage – truly comprehensive ecosystem management involves cultural resources
 - Shipwrecks are non-renewable resources, so require a different mindset.
- Challenge to remind people that cultural resources/human dimension is part of ecosystem management – need to incorporate into ecosystem management without losing the uniqueness of cultural resource sites.
- "Primary" conservation goal in the classification system is problematic; shouldn't elevate one resource over the other
- Terminology/definitions
- Current management structure isn't going to change based on MPA system (e.g. GRPA goals won't change) – So needs to fit into system.
 - MPA system efforts may need to align with ongoing performance measures efforts.
- Cultural resource folks need to answer the ecosystem management question – need to respond at ecosystem level (show significance at that broader level).
- Don't forget prehistoric sites (don't forget sites beyond shipwrecks)
- Documenting what [we] have (Survey).
- Once we locate areas, security issue (if we are going to make it an MPA, we will have to tell folks it's there).

2. Opportunities for the National System

- [National] System provides opportunities for better cooperation and coordination when multiple jurisdictions (e.g. NPS and States)
- Assistance documenting the cultural resources and their importance (outreach and education)
- MPAC might develop information that could help with agency in-reach
- Opportunities to work within existing performance measurement efforts
- Look to existing authorities and definitions (don't reinvent the wheel)
- Definitions can bring in more than shipwrecks – broader human dimension
- Definitions can include cultural landscapes; can then assess system for representativeness
 - Tie to human use over time
- Opportunity to talk about the importance of the heritage aspects (beyond just the tangible artifacts)
- Coordinate assets and capabilities (e.g. piggy-back with natural resource surveys)
 - Internal education and importance
 - Guidelines/Best Management Practices for efficiently coordinating research efforts
 - Freedom of Information Act (FOIA) rules need to be considered (vary across agencies) e.g., differences between disclosure of location between MMS, NMS, and Pilot Survey/AWOIS
- Opportunity to build cultural dimensions into NOAA's overall work on ecosystem management.

3. Benefits of the National System

- Achieve goals (listed below)
- Maximize efficient use of assets and capabilities for resource conservation
- Facilitate discussion of if and how to do a national inventory of cultural resources (discuss security/disclosure of location issue)
- Topic for workshop = should we characterize the cultural landscape at national scale (i.e. national inventory)?

4. Shorter Term Goals

- Workshops: publication of the workshop proceedings
 - topics: issues, regions, coordination, security
- Raising awareness of different types of resources and their interconnectivity
- Encourage holistic/interdisciplinary research that answers multiple questions
 - Interagency
 - Pooling resources, for example on:
 - Deep-water wrecks
 - Titanic research
 - National Ocean Partnership Program (NOPP)
 - NOAA/Office of Ocean Exploration (OOE)
- Facilitating awareness and use of research findings (e.g., MMS study program)

5. National System Goals

- Help agencies and managers coordinate activities and share knowledge
- Improve resource protection
- Systemic approach to resource protection: gap analysis
- Communication of a common theme/mission (addresses confusion/complexity): terminology
- Stakeholder involvement through entire process
- Encourage interrelationships between resources and between threats
 - Recreational diver may impact both Natural Resources and Cultural Resources
- Increased awareness of how a discipline's activities affects another discipline's resources
- Facilitate the efficient use of shared assets
- Coordination/Streamlining permitting process (reduce confusion)
 - For example, one permit application, multiple agencies approve or not
- Sharing lessons learned
 - Case studies
 - Generic approaches of how something is done with a critical analysis of why it worked or didn't work
- A forum for communication to congress: policy gaps/overlaps
- Communicating issues with a common voice
- Clearinghouse – information source for issues, funding source(s), etc.
 - One-stop shopping
 - Research findings
 - Funding Sources
 - Training Opportunities

6. National System Structure

- Informational component (e.g., inventory)
- Liaison for each agency ("go to person") and MPAC "contact" staff who keep track of each agency (two people communicate regularly)
 - Liaison could link regional folks with MPAC
- Agency liaison talks to issue specialists,; specialists confer with regional people
- Agency liaison might form MPA working group
- Workshops periodically could bring together whole working groups
- Could still be topic-specific working groups (e.g., cultural)
 - Three track working groups
- How [do we] have efficient communication given both regional structures (have regional MPAC staff) and topical cross-cuts?
- How does bi-lateral/multi-lateral coordination fit in? (e.g., NMSP and NPS coordination)
- Keep interagency working groups; groups need a product (liaison distills into report and shares down the line) – "Shared ownership of system"
- Attraction is contact at MPAC that can help identify opportunities (e.g., funding, information)

- Coordination between MPAC regional staff and agency regions' staffs (e.g., could even share some staff time)
 - Regions are where a lot of this will get done
 - "We already talk to each other. MPAC needs to be careful not to insert itself as a required intermediary"
- Local links will always happen, but there will be needs that can't be met that way. That's when having national system helps/can facilitate. (when you don't know who to call, have place to go, need a Point of Contact.
- Value added is agency leadership is bought in/knows they are expected to coordinate. (so when share resources, it's accepted up the chain)
- When there is no State Historic Preservation Officer (SHPO), have someone to call
 - Could also be impetus for state to create a SHPO
- Talk to each other when doing budgets
 - Can advocate for projects; high priority because are coordinating/pooling resources
- Can also coordinate on training – use each other's expertise; attend each other's training
- Training is another benefit of natural system; education
 - Joint training
- National Conference of SHPOs – all state office are important
- Don't want to be encouraging an "end-run" around states (perception issue)
 - Include states early in the process
- Tribal organizations need to be included

7. How?/Operating Principles

- Operating Principles
 - First, do no harm
 - Appreciate how much is already going on with interagency coordination
 - Get out of the way, follow, lead
 - Initial response should be to look at what's happening and build on it
 - Is a problem, but response needs to be measured; help agencies do job better, but don't do job for them
 - Don't create processes don't need
- Facilitate
 - Act when invited to act
- Remember water is a small portion of agencies' missions – submerged cultural resources may not be priority (be aware of agencies' priorities and what has already been done)
- How to get input on definitions of cultural resources?
 - Look at agencies' definitions (they are required to use these; aren't going to change)
 - Cultural resources working group might be used
 - Some folks within agencies still unsure of definition of MPA
 - Two pieces/components:
 - Terminology (doesn't matter what you pick)

- What gets put in the cultural resource box? (this has to be bottom up)
 - Excel spreadsheet on what people report in cultural resource category
 - FAC making a recommended definition
 - Articulate and document all definitions of participating agencies; then maybe have workshop with agency folks and FAC working group
 - Where do paleontological resources fall? Cultural if modified by human activities.
- If develop good definition, agencies might evolve toward it over time
- Workshop and/or symposia to discuss security/disclosure issue; whether need national inventory
 - Valuable to bring in experts inside and outside of federal agencies
 - Special session at conferences (piggy back on – folks are there anyway)
- Define levels/types or workshops/meetings/symposia – some are only needed at start (e.g., this workshop), others are ongoing (training).

BREAKOUT: SUSTAINABLE PRODUCTION

1. Challenges to MPA Programs

Key of Challenge Type:

- ⊙ Legal
- Boundaries
- ★ Public Perception
- S Science
- ℳ Management, Budget and Planning

<u>Challenge</u>	<u>Type</u>
Location	○
Enforcement	○
Political Reality	★
Evaluating Effectiveness	S
Research and Proof/Evidence	S
Lack of Science	S
Clear Goals	ℳ
Lack of Assets for Enforcement	ℳ
New technologies for enforcement	○
Boundary delineation (clearly defined boundaries)	○
Applying the precautionary principle	ℳ
Understanding/addressing overlaps	⊙
Establishing baselines	S
Constituent Concerns	★
<ul style="list-style-type: none"> • Industry community • Recreational community 	
Remoteness	○
Regulation enforcement vs. Socio-economic gains	S

Unknown external market value outside the network (what is it worth to watch a whale?).....	S
Outreach/communication	★
By-in from constituents	★
Subsistence and native rights (Alaska specifically)	◎
Identifying <u>all</u> stakeholders and their issues.....	★
Engaging stakeholders.....	★
Addressing historical perceptions	★
MPA “Creep” may worsen under national system (something new is always popping up)	ℳ
Consider other “tools”	ℳ
Defining what we are protecting and why	ℳ
Address perceptions of what we are protecting and why	★
Understanding jurisdictions	○
Determine sustainable production contribution	S

2. Benefits of the National System

- Allows for Inventory of areas; know what we have
 - Analysis
- Lessons learned from other countries, models, and US programs
- Provide motivation to address issues; i.e. management effectiveness (site, system, and programs)
- Provide sense of ownership
- Standardize guidance
- Collaborative management
 - Working toward common goals
 - Big issues; i.e. climate change
- Facilitate interagency coordination (“get above the radar”)
- Coordinated plan/budget
- Environmental analysis of external management activities
- Heightened awareness and responsibility
- International conservation
- Efficiency and effectiveness in system/programs/sites

3. Long Term Goals

- Coordinated management at all levels
- Ecological resiliency
- Compliment ecosystem management (regional)
- Pursue international MPAs to increase effect of national MPAs
- Allow regular flexibility for approaches

4. Short Term Goals

- Education of common terminology (within and outreach)
 - Build into Ocean Communication

- Short-term guidelines how work together, classification, next steps
- Research priorities
- National MOU → Regional
- Get states on board/full partners ASAP

5. Concerns

- Does National MPA Center have resources and ability to do next steps with:
 - Inv. Of how function
 - Eval. of sites with system goals
- Need many scientists from variety of programs to do work
- Don't do it backwards

6. How National System Addresses Challenges

- Boundaries
 - Design guidance (special and content)
 - Inform development of sites
- Science
 - Map/classification of systems/sub-system (collecting/filtering)
 - Transfer/translate science for management/public
 - Sites used for observation - reference sites
 - Status and trends
- Management
 - Develop coordinated management plans
 - Assess values of market and non-market
 - Facilitate agreement on jurisdictions
- Legal
 - National common message
 - One stop shop for boundaries
- Outreach
 - Report to public with information on status and trends
 - Show different types of MPAs

7. National System Structure

- Made up of existing agencies and authorities
 - Agree on goals and implement individual authorities to reach goals
- Use existing Federal/Organization MOUs (i.e. IAFWA)
- Recognize regional ecosystem-based management
- Guided by biogeographic classification

Appendix 5: Threats to Marine Resources (Plenary Brainstorming)

- Hypoxia
- Climate change
- Degradation of water quality
- Overfishing
- Effects of aquaculture and mariculture
- Population growth and overdevelopment
- Invasive species
- Rampant looting of cultural resources
- Sediment contamination
- Lack of understanding
- Loss of biodiversity – trophic levels
- Red tide events
- Biodiversity effects
- Loss of ecosystem function
- Recreational boating and aircraft disturbance of species
- Degrading habitat
- Fishing gear and debris
- Human vs. natural inputs
- Commercial salvage without requirements for salvors
- Incidental take
- Habitat fragmentation
- Sea level rise
- Coastal erosion
- Destructive fishing practices
- Lack of adequate authority for cultural resource protection on the outer continental shelf
- Ignorance
- Poor intergovernmental coordination
- Freshwater consumption and its impacts on tidal marshes
- Nonpoint source pollution
- Channel dredging; piers
- Contaminated fish and shellfish
- Contaminated recreational waters
- Atmospheric deposition
- Sudden wetland die-off
- Sedimentation
- Beach renourishment

Appendix 6: Hot Issues and Engaging Partner Programs

“Big Picture” Issues:

- MPA Center should do “missionary work” first
- Organize at coastal meetings work sessions
- Designate MPA Center liaisons within appropriate agencies
- Dispersing information throughout
- Accountability on other agencies
 - Start educating people within some other agencies through publications and meetings
- Cultivating relevant field people
- Dialogue with FAC
- Send out periodic updates
 - Standard paragraph to incorporate into federal agency publications
- Regional NWHI multi-agency science planning workshops
 - Pacific sea bird group
- Integrate with states, territories, etc.
- Share schedule of public meetings
- Disseminate executive order
- Disseminate key definitions
- Disseminate short description of this process
- Send consistent MPA message
- Create FAQs
 - What can MPA Center bring to process
 - What does MPA Center need from programs
- Liaison urges their people to read MPA stuff
- Understand limitations of technological information
- Make better use of web site
- Associations, fishing groups, etc., NGOs, constituents
- Partners need dates of field meetings
- Consistent message in various agency publications
- Do not let public meetings become bad press from venting
- Attending conferences, meetings, workshops, and pursue other venues:
 - US Coral Reef Task Force interface
 - Agenda South Florida Ecosystem Task Force
 - Interactive web site
 - Oceans Policy Commission
 - Recreational Fishing council meetings
 - Course on MPAs being developed
 - ASMFC
 - Work university systems (political level)
 - Chesapeake Bay Executive committee
 - Great lakes commission
 - The International Joint Commission (IJC) = an independent binational organization established to help prevent and resolve disputes relating to the use and quality of boundary waters (Great Lakes)
 - Gulf of Maine Council
 - Fish and wildlife managers meetings

ENGAGING REGIONAL STAKEHOLDERS

Discussion about stakeholder outreach

- Need to do outreach to key stakeholder groups ahead of time
- Need to work with agencies to make sure duplication is minimized when doing outreach
- What alternatives are there to meetings? Email comments? Webcasts?
- How many participants can we handle?
- What about people who aren't near a public meeting?
- Formal vs. less formal meetings

WASHINGTON D.C.

Hot Issues

- What is meant by "avoid harm"?
- Look at summary from meeting four years ago
- Adding new sites, raising the level of protection

Who

- What about regional (mid-Atlantic) groups?
- NOAA Constituent List

NEW ENGLAND

Hot Issues

- Wind farms
- LNG terminals
- Aquaculture / mariculture
- Stellwagen Management Plan update
- Fisheries closures (timing)

Who

- NE Association of Marine and Great Lakes Labs
- Coastal Conservation Association
- Gulf of Maine
- Maine Coastal Trust
- Island Institute
- Conservation Law Foundation
- Salmon Federation
- Offshore Lobstermen's Association
- NE Seafood Coalition

GULF OF MEXICO

Hot Issues

- Coastal erosion
- Manatees
- Caloosahatchee River
- Dead zone
- Red tide
- Fisheries closures
- Sea turtles

- LNG terminals
- Decline in shrimp industry
- Water diversion

Who

- Charlotte Harbor group
- Boaters

GREAT LAKES

Hot issues:

- Invasive species
- Contaminated sediments
- Nonpoint source pollution
- Tribal fishing rights
- Point sources
- Thunder Bay NMS
- Great Lakes Executive Order
- MPA definition

Who

- International Joint Commission
- NE Association of Marine and Great Lakes Laboratories
- Old Woman Creek Social Assessment Team
- Great Lakes Commission

PACIFIC MAINLAND

Hot Issues:

- Chumach Indian designation
- Abandoned oil & gas platforms
- Undeveloped oil and gas leases
- Fiber optic cables
- LNG terminals
- Artificial reefs
- State MPA processes
- Sanctuary management plan updates
- Fishery closures (piecemeal approach)

ALASKA

Hot issues:

- Salmon
- Marine mammals
- Subsistence fishing
- Rockfish
- Unexploded ordinance
- Cruise ships (graywater)
- Halibut
- Aquaculture and mariculture
- Herring
- Sea cucumbers

PACIFIC ISLANDS

- DOD activity (target islands; submarines)
- Offshore cables
- Wave energy
- Native fishing rights
- Invasive species
- Marine mammals
- State MPA processes
- NW Hawaiian Island Reserve
- Use of the term "culture" in Pacific
- Long line fisheries
- Federal recognition of indigenous people
- Cruise ships
- Tourism

SOUTHEAST

Hot Issues

- Viecques (unexploded ordinance, cleanup)
- Dry Tortugas
- Economic hardships
- Fisheries regulations

Who

- Caribbean FMC
- Caribbean MPA Network
- Caribbean Marine Laboratory
- Local CCA representatives