

TORTUGAS 2000 WORKING GROUP
JUNE 22, 1998
OLD CITY HALL, KEY WEST
MEETING TIME: 9:00 a.m. to 3:25 p.m.

SUMMARY OF ACTION ITEMS & RESPONSIBLE PARTIES:

- * All Working Group members will be contacted by telephone to confirm their attendance or that of an alternate at meetings. **(FKNMS staff)**
- * Meeting summaries will now go to the interested parties mailing list as well as to Working Group members. **(FKNMS staff)**
- * Meeting summaries will be sent out more quickly. **(FKNMS staff)**
- * Follow-up with interpretive staff at Dry Tortugas National Park about putting up signage about the Tortugas 2000 Ecological reserve process. **(Bob Brock)**
- * Working Group members are encouraged to subscribe to the Tortugas listserve by sending an email message to reefkeeper@reefkeeper.org. In the SUBJECT header, type "Subscribe T2000." No additional text in the MESSAGE area is required. **(All Working Group members)**
- * A contact list for distribution to the public will be compiled with Working Group members' name and affiliation, e-mail address, fax number, and mailing address. **(FKNMS staff)**
- * Submerged Cultural Resource Permit holders will be kept informed of the Tortugas 2000 process by receiving meeting summaries and other Tortugas 2000 mailings. **(FKNMS staff)**
- * A correction and explanation will go out in the next issue of *Sounding Line* about the map of the area under consideration for the Tortugas Ecological Reserve. **(FKNMS staff)**
- * The summary document from the South Atlantic Fisheries Management Council's workshop on Marine Reserves will be made available to the Working Group when it is released. **(Pete Moffit)**
- * Outreach Subcommittees: (Lead individuals listed)
 - Commercial Fishers: **(Billy Causey** will pursue who the lead will be.)
 - Recreational Fishers : (Ted Forsgren will be asked to assume the lead by **FKNMS staff.**)
 - Diving: **Vicki Weeks (Alex Stone will join this subcommittee.)**
 - Commercial Salvors: **Billy Causey**
 - Environmental Organizations: **Dave Holtz**
 - Citizens-at- Large: **Fran Decker**
 - Media: **Alyson Matley**
 - Science: **Erich Mueller**
 - Dry Tortugas National Park commercial users: **Bob Brock**
- * The "co-coordinators" for the Tortugas 2000 process will actively participate in all meetings. **(Billy Causey and Ed Conklin)**
- * Working Group members who were not here will be contacted to determine if they are still committed to this process **(Billy Causey)**
- * Staff of FMFC, GMFMC, SAFMC will be added to our mailing list and they will be asked to notify their participants about the Tortugas 2000 process at their meetings. **(FKNMS staff)**
- * Contact Working Group members regarding the time and date for the next meeting. **(Billy Causey)**

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- * Inform Billy Causey of any scheduling constraints during October. (**All Working Group members**)

ATTENDEES:

Name	Affiliation
Michael Eng - facilitator	NOAA Coastal Services Center
Erich Mueller	Mote Marine Lab
Jim Bohnsack	National Marine Fisheries Service
Billy Causey	Florida Keys National Marine Sanctuary
Michael Weiss	NOAA's Office of the General Counsel
Bob Brock	National Park Service
Andy Griffiths	Fishing charter boat representative on the Sanctuary Advisory Council (SAC)
Dave Holtz	Environmental representative on the SAC
Fran Decker	Represents citizens-at-large on the SAC
Alex Stone	Recreational diving representative
Bob Woodward	Florida Marine Fisheries Commission
Pete Moffitt	S. Atlantic Fisheries Management Council
Felicia Coleman	Gulf of Mexico Fisheries Management Council
Joe Kimmel	National Marine Fisheries Service
Debbie Harrison	Environmental representative on the SAC
Nick Funicelli	US Geological Survey
Joanne Delaney- rapporteur	Florida Keys National Marine Sanctuary

Working Group Members Not Present:

Ed Conklin, Florida Department of Environmental Protection
 John DeBok, US Coast Guard
 Richard Diaz, Commercial fishing representative to the Working Group
 Don DeMaria, Commercial fishing representative on the Sanctuary Advisory Council
 Ted Forsgren (invited), Coastal Conservation Association
 Ben Haskell, Florida Keys National Marine Sanctuary
 Tony Iarocci, Commercial fishing representative on the Sanctuary Advisory Council
 Russ Nelson, Florida Marine Fish Commission

INTRODUCTIONS and NEW WORKING GROUP MEMBERS :

- At its initial meeting, members of the Working Group expressed a desire to ensure adequate representation of the recreational diving community. Consequently, the Sanctuary Advisory Council invited Alex Stone to join the Working Group. Alex is the director of ReefKeeper International, a non-profit coral reef conservation association. His interests in the proposed Ecological Reserve are to help facilitate the process; to help ensure that it gets established in the right place so that it includes productive bottom habitat; to help ensure that the socioeconomic analysis weighs the benefits - and not just the costs -of an ecological reserve; and to do what we can to not disrupt each other's activities and livelihoods.

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- At its initial meeting, the members of the Working Group also expressed a desire to include representation from the Gulf of Mexico Fisheries Management. As a result, Felicia Coleman, chair of their Marine Reserves Subcommittee of has been invited to join the Working Group. Although she is not authorized to represent the official views of the Gulf Council, Felicia will be providing a conduit for communication and information between this process and the Gulf Council.
- At its initial meeting, the members of the Working Group recognized that they had inadequate means for communicating with the Cuban-American fishermen who utilize the Tortugas area. Consequently, Richard Diaz a commercial fisherman, was invited to join the Working Group to help facilitate this communication and to obtain input especially from the Spanish-speaking commercial fishing community.
- At its initial meeting, the members of the Working Group also expressed a desire to include representation of the recreational sportfishing community. Consequently, Ted Forsgren, Executive Director of the Coastal Conservation Association, was invited to join the Working Group.

ACTION: Working Group members are encouraged to help keep informed those members who are absent from the meeting, since the success of this effort is contingent on people staying engaged and working together to address their interests and concerns about an Ecological Reserve.

ACTION: All Working Group members need to be contacted by telephone to confirm their attendance at meetings. Alternates should be invited to attend if members are unable to be there. Alternates for all Working Group members should be identified. (A list was passed around for members to indicate their alternates).

REPORTS ON OUTREACH ACTIVITIES BY WORKING GROUP MEMBERS

Action items from the last Working Group meeting included a number of members taking the lead in developing outreach strategies to various audiences. The Working Group's concern was how to better engage and involve the range of parties who would be affected by an Ecological Reserve in the Tortugas area. The Working Group agreed on the need for increased outreach to different groups.

Commercial Fishers Outreach Subcommittee: Billy Causey, Tony Iarocci, Don DeMaria:

- Identified as a large gap during the last meeting. Commercial fishing representatives were not present to provide an update.
- Ben Haskell and Ben Richards have spent some time on the docks talking to commercial fishers boat to boat.
- Small groups of fishermen talked about the Tortugas Ecological Reserve and about their interests and concerns related to the reserve. It seems that line fishermen and lobster fishermen use the area in different ways. The fishermen were urged to participate in tonight's forum.

Recreational Fishers Outreach Subcommittee: Jim Bohnsack, Ed Conklin, Bob Brock:

- Ted Forsgren may be joining the Working Group.

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- Billy Causey spoke with a representative of the Islamorada chapter of the Florida Conservation Association. With Ted Forsgren's participation on the Working Group, the club did not feel the need to be actively involved in the process.

Community at Large Outreach Subcommittee: Fran Decker

- Fran has met with several groups in Key West and has a meeting planned in Marathon. She has been making lots of contacts in the community.

ACTION: From now on, meeting summaries should go to the mailing list of interested parties, as well as to Working Group members. In addition, meeting summaries should be posted on the Sanctuary's Tortugas 2000 website. Meeting summaries also need to be sent out more quickly.

The Florida Keys National Marine Sanctuary's Tortugas 2000 website is up and functioning. The address is < <http://fpac.fsu.edu/tortugas/index.html>>. Hopefully this will give the Working Group a quicker and more efficient means of sharing information.

ACTION: Bob Brock will follow-up with interpretive staff at Dry Tortugas National Park about putting up a Sanctuary display on the Tortugas 2000 Ecological Reserve process.

Dive Community Outreach Subcommittee : Fran Decker, Dave Holtz, Jim Bohnsack

- Alex Stone's addition to the Working Group was the major effort to increase outreach to the diving community. He will be communicating with divers throughout South Florida.
- Vicki Weeks will focus her outreach efforts on Monroe County.
- ReefKeeper has a section highlighting the Tortugas 2000 process on it web site at <<http://www.reefkeeper.org>>. ReefKeeper is also publishing a Tortugas 2000 Newsletter which will be distributed to all dive clubs and dive shops in their database from Palm Beach south. ReefKeeper has also established a listserv for the Tortugas 2000 process. A

ACTION: All Working Group members with access to email may want to subscribe to the Tortugas 2000 listserv maintained by ReefKeeper International by sending an email message to <reefkeeper@reefkeeper.org>. Type "Subscribe T2000" under the SUBJECT header. No other text is required under the MESSAGE header.

Since the primary avenue for public input at this stage of the Tortugas 2000 process is through Working Group, it is important that members be available and accessible to the public. More structured public involvement will occur in October through the formal NEPA (National Environmental Policy Act) process and development of the Draft EIS (Environmental Impact Statement).

ACTION: A contact list with the name, a affiliation, e-mail, fax, and mailing address of all Working Group members will be compiled and made available to the public. All members present agreed to provide this information.

Commercial Salvors Outreach Subcommittee: Billy Causey

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- No outreach efforts have been made to commercial salvors.
- Only one salvor is currently permitted to operate in the Tortugas. He is conducting a magnetometer survey.

• **ACTION: Submerged Cultural Resource permit holders** operating in the Tortugas area should be kept informed of this Ecological Reserve process. They should be put on the mailing list to receive Working Group meeting summaries.

Environmental Organizations Outreach Subcommittee: Dave Holtz, Debra Harrison

- Developed mailing list of environmental organizations throughout Florida.
- Two mailings have gone out updating environmental organizations on the Tortugas 2000 process.

The latest edition of *Sounding Line*, the newsletter for the Florida Keys National Marine Sanctuary included a map in an article on the Tortugas 2000 process which confusingly identified a no-anchor area for ships 50m or greater in length on the Tortugas Bank. The map could be easily misinterpreted to imply that the indicated area was the area being considered for the Ecological Reserve. This is not the case and should be clarified to the extent practical.

ACTION: A correction and clarification will be included in the next issue of *Sounding Line*.

Media Outreach Subcommittee: Dave Holtz, Alyson Matley

- Alyson Matley, on the Sanctuary staff, has handled media relations thus far.
- There is a need for close coordination, communication, and consistency with the activities of the Working Group.

Dry Tortugas National Park Outreach Subcommittee: Bob Brock

- Outreach activities regarding the Tortugas 2000 process will occur through the park's interpretative program.
- Bob has forwarded the list of businesses with permits to conduct commercial activities in the park to Ben Haskell.

Scientific Community Outreach Subcommittee: Erich Mueller

- Input received through a list server was minimal. One concern was that a research permitting process would still be available in the new reserve. Information on specific sites of research interest and activities was not received.
- Contacted Jane Lubchenco, past president of AAAS (American Association for the Advancement of Science) and an expert on the development of marine reserves at the national policy level. She is working with John Ogden from the Florida Institute of Oceanography to develop generic guidelines on marine reserves.

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REPORT ON SOUTH ATLANTIC FISHERIES MANAGEMENT COUNCIL'S
MARINE RESERVES WORKSHOP - Peter Moffit

- The South Atlantic Fisheries Management Council (SAFMC) devoted 1.5 days to discussion marine reserve issues at its last meeting.
- Workshop was comprised of three sessions, with each session bringing a different perspective to the issues.
 1. scientific basis for reserves
 2. practical applications - social, economic, operational aspects of managing a reserve
 3. those impacted by a reserve
- Peter suggests that the more you can communicate with people about the location and other specific aspects of a reserve the more reasonable it becomes.
- Workshop exceeded his expectations. He was very pleased with the different perspectives they were able to bring out.
- The SAFMC has established a Marine Reserves Advisory Panel.
- Enforcement and science interests had important questions and comments. Perhaps their enforcement officers could share with this group the types of questions that came up during the workshop.
- Creating a balance sheet of impacts regarding various social issues is important. It's also important to provide for monitoring and enforcement during the planning stages for a reserve.
- It's important for the Working Group to be aware that they are addressing an issue that's much broader than just south Florida or even the fisheries management councils. The concept of marine reserves as a fisheries management tool is growing world-wide and was highlighted during the recent National Ocean Conference.

• **ACTION: Summary document from the South Atlantic Fishery Management Council's workshop on Marine Reserves will be made available to the Working Group when it's released.**

ACTION: Confirmation of leads for each of the Outreach Subcommittees:

Commercial Fishers: **Billy Causey** will pursue who the lead will be.
Recreational Fishers : **Ted Forsgren** will be asked to assume the lead.
Diving: **Vicki Weeks** will be the lead. (Alex Stone will join this Subcommittee.)

Commercial Salvors: **Billy Causey** will be the lead.

Environmental Organizations: **Dave Holtz** will be the lead.

Citizens-at-Large: **Fran Decker** will be the lead.

Media Relations: **Alyson Matley** will be the lead.

Science: **Erich Mueller** will be the lead.

Dry Tortugas National Park commercial users: **Bob Brock** will be the lead.

ROLES OF CO-CHAIRS

- At the initial meeting, it was agreed that Ed Conklin and Billy Causey would serve as co-chairs of the Working Group. Since the State of Florida and the federal government

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share trustee responsibility for the Sanctuary, it seemed appropriate for the Working Group to be co-chaired by them. However, some concerns have been raised that with Billy and Ed as co-chairs, it might appear to others that the state and the federal government was controlling the Working Group process, rather than it being a collaborative effort.

- Their role is to guide the process to ensure that important issues are addressed, to lay out any significant legal or policy constraints through their active participation in discussions, and to take in the input provided by the participants. Their role is not to control or maneuver the Working Group towards a pre-determined outcome.

• **ACTION:** Billy Causey and Ed Conklin will be referred to as the “Co-Coordiators” of the Working Group. They will actively participate in meetings. It’s the role of the facilitator to ensure that all Working Group members have a fair and equal opportunity to contribute to discussions.

ACTION: Billy Causey will contact Working Group members who are not present to find out if they are still committed to participating in this process.

ACTION: Staff of the Florida Marine Fisheries Commission, the Gulf of Mexico Fisheries Management Council, and the South Atlantic Fisheries Management Council will be added to our mailing list. They will be asked to notify their participants about the Tortugas 2000 process.

CLARIFICATION OF THE ROLE AND PURPOSE OF THE WORKING GROUP:

- Although considerable time was spent on the role of the Working Group, there is still a need for additional clarification. It would be helpful for the group to develop and agree upon a statement of purpose to guide them during this process.
- Some legal and policy constraints exist regarding the purpose and scope of the Working Group. It cannot legally function as an independent decision-making body. Rather, it needs to be considered as a working group of the legally constituted Sanctuary Advisory Council. The Working Group should attempt to come up with a consensus recommendations about the Tortugas Ecological Reserve for consideration by the State of Florida and the full Sanctuary Advisory Council.
- The Working Group effort is part of the overall public involvement process that is focusing on obtaining meaningful input from specifically targeted constituent groups.
- At this point in the public involvement process, the Sanctuary and the State of Florida are in a listening mode, trying to help fill in the informational gaps about the ecological and socioeconomic aspects of the Tortugas area.
- The next stage of the public involvement process will involve formal engagement of the NEPA procedures which include legally mandated scoping meetings and broader public input process.
- Following the scoping meetings, the Sanctuary will develop the specific objectives for an Ecological Reserve in the western portion of the Sanctuary. The criteria to be used

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for evaluating different management alternatives will not be established until the objectives for the Ecological Reserve have been clearly articulated.

- The Sanctuary is utilizing and building on the comments received during the draft management plan process regarding marine zoning and attempting to fill the identified information gaps. The broad objectives in the Sanctuary's Final Management Plan regarding Ecological Reserves should serve as guidance to the Working Group and be used in developing the criteria for evaluating different management alternatives for the Tortugas Ecological Reserve..
- The Working Group should focus on developing a recommendation for a preferred boundary alternative for the Tortugas Ecological Reserve. In addition, the Sanctuary would like help from the Working Group in putting together a range of alternatives, as required by the NEPA process.
- An agreement with the National Park Service would be needed if the preferred alternative includes areas within the boundaries of Dry Tortugas National Park. It is yet to be determined exactly what role and relationship the National Park Service will have in regards to the Tortugas Ecological Reserve.

The Working Group worked on articulating and reaching agreement on the scope and purpose of its efforts given the legal and administrative constraints under which it would need to operate.

Considerations and constraints on the purpose and scope of the Working Group:

- ◇ The Working Group cannot be a decision-making body.
- ◇ The Working Group is part of a broader public involvement process.
- ◇ The Working Group can make recommendations to the Sanctuary Advisory Council and the Florida Department of Environmental Protection.
- ◇ An important function of the Working Group is to help gather ecological and socioeconomic information, as well as information about user group activities in the Tortugas area.
- ◇ The efforts of the Working Group need to be integrated with the mandated scoping process required by NEPA (National Environmental Policy Act) procedures.
- ◇ Criteria for evaluating boundary alternatives should be established after the specific objectives for a Tortugas Ecological Reserve are articulated.
- ◇ The efforts of the Working Group should be guided by the language in the Sanctuary's Final Management Plan, with the intent of making recommendations based on improved information.
- ◇ There are no constraints on the Working Group regarding the criteria it develops for evaluating various boundary alternatives or regarding the specific boundary lines it recommends for the Tortugas Ecological Reserve.
- ◇ An "Ecological Reserve" has a broader meaning than just as a "replenishment" area.
- ◇ The Working Group should try to develop a consensus recommendation on a "preferred alternative" for the size and location of the Tortugas Ecological Reserve to Sanctuary Advisory Council, as well as assist in developing a range of other alternatives

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- ◇ There is some flexibility possible regarding the specific regulations for managing activities in the Ecological Reserve.
- ◇ Additional coordination is necessary with the National Park Service in establishing the Ecological Reserve.

Results of the group exercise to articulate the purpose and scope of the Working Group:

Using the best available information, the Tortugas 2000 Working Group will collaborate in seeking to reach agreement on a recommendation to the State of Florida and the Sanctuary Advisory Council regarding a preferred alternative for an ecological reserve in the Tortugas area.. The Working Group will develop criteria for evaluating a range of alternatives regarding location, size, and regulations that are consistent with the objectives for "Ecological Reserves" that were defined in the Florida Keys National Marine Sanctuary's Final Management Plan.

WHAT WOULD OUR IDEAL RESERVE LOOK LIKE?

Group Exercise Results:

Protects biodiversity

Protects a diversity of critical habitats

Protects species diversity

Protect ecological structure, function, and integrity

Capture suite of habitats critical to productivity

Influence beyond boundaries

Able to function for replenishment

Relatively unimpacted

Simplified boundaries for users and enforcement

Maximize socioeconomic benefits

Primarily no take with gradient of uses

Allows non-consumptive use

Discussion of Group Activity:

- Reminder that some Working Group members and their constituencies are not represented here to provide their input during the exercise.
- There is a concern that the efforts of the Working Group should not have to be continually revised because some members are absent.

ACTION: Billy Causey will contact all Working Group members not in attendance today. In the future, Sanctuary staff will attempt to confirm the

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attendance of members prior to meetings. If Working Group members cannot attend, they should try to make sure that their alternate will participate in their place.

- This exercise attempts to capture a sense of what the Working Group thinks would be an ideal ecological reserve.
- These qualities will need to be further defined and made specific during the criteria development stage.
- The outcome of this exercise does not represent a consensus at this point because some members of the Working Group representing significant perspectives on the issues have not participated.
- There is a concern that non-participation by key groups may serve to undermine the process.
- It is hoped that Working Group members will accept the responsibility to represent their constituency in this process, since decisions will be made, whether they are part of process or not. By participating in this process, groups will have the opportunity to work together to address their interests and concerns.
- It is important that the conveners of this effort determine if the absent members of the Working Group are feeling disenfranchised from the process.
- It may be necessary to think of additional strategies to get others involved who have the credibility, authority, and influence to get folks to the table and to engage in this process

ACTION: This group visioning exercise will be continued during the next Working Group meeting.

SCOPING MEETINGS

- October is timeframe for these meetings, but no dates have been set yet.
- Scoping meetings will be held in Washington, DC, Miami, Naples/Fort Myers area, and in the Keys.
- A “workshop”-type format will be used for the scoping meetings rather than the more traditional “public hearing”-type format.

SOCIOECONOMIC ANALYSES: presentation by Walter Keithley, Louisiana State University

- The three components of a socioeconomic analysis focus on : regulatory impacts, an initial regulatory flexibility analysis, and a final initial regulatory flexibility analysis.
- We conduct a regulatory impacts analysis to help understand the economic consequences of various alternatives. This analysis will help explain who would be negatively impacted in the short-term and examine the economic benefits of a given action, as well as the costs of that outcome.
- When possible, benefits and costs are quantified using economic analysis tools . If it's not possible to quantify these costs and benefits, an attempt is made to “qualify” them.

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- A basic economic concept utilized in socioeconomic analyses is “consumer surplus,” which is the value one associates with an item that exceeds the price you had to pay for it.
- Another concept is “producer surplus,” which is revenues minus costs. As an example, if ecological reserves work the way we think they can in replenishing fish stocks in surrounding areas, in the short term, although some groups would experience reduced producer surplus because of decreased revenues and/or increased costs, in long run, we may achieve an overall “consumer surplus” and end up with a win-win situation for all groups.
- Indirect benefits might include the value of just having the resource out there and protected. Although difficult to quantify, there is an economic value associated with simple existence of the resources. There is also an economic value associated with biodiversity.
- Another factor to consider is the management costs to the government, which may be relatively large compared to benefits derived. Management costs should be treated like any other cost. Ideally, the benefits of a given action will exceed the costs to user groups and to the government.
- The Initial Regulatory Flexibility Analysis is designed to predict the impacts of a regulatory action on small businesses.
- If the Initial Regulatory Flexibility Analysis triggers a certain number of criteria in terms of potential impacts to small businesses, then a Final Analysis is undertaken which involves providing opportunities for public comment.
- The Regulatory Flexibility Analysis process compliments the socioeconomic analysis that is completed as part of the Supplemental Environmental Impact Statement and Final Management Plan for the Tortugas Ecological Reserve.
- The economic analysis will also assess the benefits that occur outside the reserve boundaries.

SOCIOECONOMIC FORUM

- Reed Dietring (Sp??) [Check the spelling]- Chief Ranger of Dry Tortugas National Park will be discussing visitor usage, replacing Wayne Landrum.
- Bob Leeworthy is making a presentation on the economics of marine reserves.
- Alex Stone will be discussing the value of non-extractive uses.
- The agenda has six consumer/user-typepresenters and three economists/non-users.
- The Chair of tonight’s forum tonight should emphasize that this is only the beginning of the information gathering process. It is not intended to provide a complete picture. Additional information will be compiled.
- Tonight’s forum is designed to help understand some of the potential socioeconomic impacts of an ecological reserve in the Tortugas area, but it will not meant to address all the potential benefits of a marine reserve.
- Vicki Weeks will be added to tonight’s agenda to discuss recreational fishing and diving activity in the Tortugas area.

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MARINE RESERVES SYMPOSIUM

- Florida State University will be sponsoring an international symposium on “Essential Fish Habitat and Marine Reserves” on November 4-6 (W-F) in Sarasota, FL.
- Purpose of the symposium is to try to engage scientists whose research has not necessarily been focused on marine reserves to bring additional perspectives to the subject and to explore questions that may not have been raised yet.
- The symposium will conclude with a roundtable discussion during which all the presenters will address the question of “where do we go from here?” with marine reserves.
- A number of the Working Group members will be attending the symposium in Sarasota. The suggestion was made for Working Group members attending to meet Tuesday, November 3rd and Friday, November 6th, to discuss the application of the symposium topics to the Tortugas Ecological Reserve.

NEXT MEETING

- The next meeting of the Working Group will be scheduled for the day after the Scoping Meeting to be conducted in the Florida Keys, sometime in October. The exact dates have not yet been set.
- The field trip to the Dry Tortugas area will also be scheduled for this time.

ACTION: Billy Causey will arrange the times and dates for the next Working Group meeting and will contact all members. Please let him know what are your scheduling constraints during October.

CLOSING THOUGHTS

- The Working Group needs to redouble efforts to engage all the affected parties in the process if it is going to be successful.