

UNITED STATES of AMERICA
NATIONAL OCEANIC and ATMOSPHERIC ADMINISTRATION

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MARINE PROTECTED AREAS
FEDERAL ADVISORY COMMITTEE

THIRD MEETING, DAY 2 OF 3

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WEDNESDAY, APRIL 7, 2004

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KEY LARGO, FLORIDA

The Committee convened at 8:35 a.m. in the African Queen Room, at the Holiday Inn Key Largo, 99701 Overseas Highway, Key Largo, Florida.

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Committee Members Present:

Dr. Tundi Agary
Mr. Robert L. Bendick, Jr.
Mr. David Benton
Dr. Daniel W. Bromley, Chairman
Dr. Anthony Chatwin
Dr. Michael J. Cruickshank
Dr. Rodney M. Fujita
Dr. John R. Halsey
Dr. Mark A. Hixon
Mr. George D. Lapointe
Dr. Bonnie J. McCay, Vice Chair
Mr. Melvin E. Moon, Jr.
Mr. Robert J. Moran
Dr. Steven N. Murray
Mr. Michael Nussman
Dr. John Ogden
Mr. Terry O'Halloran
Mr. Lelei Peau
Dr. Walter T. Pereyra
Mr. R. Max Peterson
Ms. Barbara Stevenson
Dr. James P. Ray
Dr. Daniel Suman
Captain Thomas E. Thompson

Ex-Officio Members Present:

Ms. Mary Glackin
Ms. Jacqueline Schafer
Mr. Merlin Bartz
Ms. Lisa Phelps
Mr. Jeffrey Pearson
Mr. Randall Bowman

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Also Present:

Dr. James Kendall
Lauren Wenzel

From the National MPA Center:

Ms. Ginger Hinchcliff, Director, Training & Technical
Assistance Institute
Mr. Joseph A. Uravitch, AICP, Director
Dr. Charles Wahle, Director, MPA Science Institute

Panel Members:

Billy Causey, Superintendent, Florida Keys
National Marine Sanctuary
Kacky Andrews, Director, Florida Department of
Environmental Protection, Coastal and Aquatic
Managed Areas
Linda Canzanelli, Superintendent, Biscayne
National Park
Bill Kruczynski, US Environmental Protection Agency
Program Manager, FKNMS, Water Quality Protection
Program
Bob Howard, Resource Manager, Everglades and Dry
Tortugas National Bank
Rick Spinrad, Assistant Administrator for National
Ocean Service

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P-R-O-C-E-E-D-I-N-G-S

(8:35 o'clock a.m.)

CHAIRMAN BROMLEY: I would like to call our meeting to order, please. I'd like to acknowledge David Benton who is here today with us. Thank you, David. And Tundi is here, but I don't see her at the moment. But we're a little more complete today than we were yesterday. So welcome.

The organization for today is that in a very few moments we will receive provisional reports from the subcommittees. We'll take a break at ten. Subcommittees will meet from 10:14 to 11:15. And we ask that when you come back in at 11:15, those of us who are here at the table, at least up in the front, move back so that our panel, the Inter-Agency Coordination of Marine Protected Areas in South Florida, can sit up here at the front, and we will introduce those people at that time. So when we come back from our break, those of us in the front row, Joe, is that the idea, move back there.

The dress to day is remarkably different from yesterday. There's some danger that it might be catching, and future meetings might look rather more than fun than the meetings on the past. So I'm admiring all of your legs, and thank goodness they

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1 have these skirts in front of the table so it isn't
2 too distracting. All I see is white toes sticking out
3 under these tables.

4 Terry, I like your toes very much. I hope
5 this isn't on the record. It probably is.

6 (Laughter.)

7 CHAIRMAN BROMLEY: Moving right along.
8 And then this afternoon, of course, we have a serious
9 working adventure on the books. So we've received
10 some criticism for meeting in nice places, and so I
11 suppose this afternoon we'll really bring down angry
12 e-mails from taxpayers who somehow manage to hear that
13 we're out on a boat. We really are working hard.

14 MR. LAPOINTE: We should make it worth the
15 anger.

16 CHAIRMAN BROMLEY: That's right. If
17 they're going to be angry at us, let's just do it the
18 whole way.

19 So we are ready now to receive what we
20 have called provisional reports from the
21 subcommittees. Mark, shall we start in order this
22 time, Number One?

23 DR. HIXON: I'm actually here. Thank you,
24 Mr. Chairman.

25 Subcommittee One yesterday grappled with

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1 some very difficult issues and I believe made very
2 good progress on first, revising and starting to
3 finalize the vision and goal statement for a National
4 System of Marine Protected Areas, and addressing in
5 particular the thorny issue of what does "lasting
6 protection" mean in the definition of MPA given in the
7 Executive Order. We've actually " we're very close to
8 completion on that and may be providing our
9 definitions of lasting protection to the full
10 Committee before leaving, but I don't want to
11 guarantee that at this point.

12 That's it.

13 CHAIRMAN BROMLEY: That's all. Wonderful.

14 DR. HIXON: That's all we did.

15 (Laughter.)

16 CHAIRMAN BROMLEY: That's all you did.

17 Any other comments from others on " you
18 could elaborate a bit more. We have an hour and a
19 half on the agenda. We don't need to kill useless
20 time.

21 DR. HIXON: I prefer to be succinct.

22 CHAIRMAN BROMLEY: Amazing. Okay, thank
23 you.

24 Anyone in Subcommittee One want to
25 elaborate on Mark's?

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1 Okay, Lelei, Subcommittee " oh, yes, John?

2 DR. OGDEN: Thank you. What about other
3 definitions, Mark, particularly MPA itself? Are you
4 working on those as well?

5 DR. HIXON: Yes. The vision and goal
6 statement contains quite a few key words and key
7 concepts that then are followed by a glossary of very
8 explicit definitions. We believe this to be important
9 because of the mis-communication that takes place when
10 a particular word is used and five different people
11 hear it and have five different meanings in their
12 mind. So we're actually spending quite a bit of time
13 on making very explicit definitions, including
14 clarifying the " and making more explicit the
15 definition of MPA in the Executive Order.

16 CHAIRMAN BROMLEY: Yes, George?

17 MR. LAPOINTE: This is a bit of an
18 elaboration to what Mark said. One of the things
19 we're not doing is trying to reinvent the wheel. In
20 this glossary section we're looking at other documents
21 that are available to us, other people who have
22 already beaten these horses dead, and stealing
23 literally from them so that we don't have to then have
24 our MPA definition compared to somebody else's, you
25 know, slightly different.

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1 DR. HIXON: And if I could add to that.
2 We're actually using the original wording from the
3 Executive Order, but simply defining the terms within
4 that definition.

5 CHAIRMAN BROMLEY: May I ask, as you do
6 this, are you referring back to the sources from which
7 you find compelling definitions, so that it shows the
8 record that you're " that while you have borrowed these
9 terms or you're invoking them, that they are
10 consistent with the way so-and-so or states have used
11 them, or particular Federal agencies have used them?
12 I think that would be useful if you anchor them in
13 some sort of history.

14 DR. HIXON: That is correct. We're
15 actually going to have references associated with the
16 glossary.

17 CHAIRMAN BROMLEY: Okay.

18 DR. HIXON: So we cite a particular
19 authority and have that reference.

20 CHAIRMAN BROMLEY: Yeah, right. Good,
21 okay. I think that's great.

22 Yes, Rod?

23 DR. FUJITA: Thank you, Mr. Chairman.

24 Mark, is your subcommittee thinking about
25 a system in terms of distinct by geographic regions?

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1 The reason I ask is because the Stewardship Committee
2 is thinking about making a recommendation about doing
3 stewardship processes on a regional basis.

4 DR. HIXON: The overall system would
5 comprise the explicitly defined Marine Protected Areas
6 in U.S. waters. Within the overall National System
7 there would be what we're tentatively calling sub-
8 systems that are of different perspectives. So there
9 would be programmatic sub-systems, such as the
10 National Marine Sanctuary System. There would be
11 regional sub-systems, such as the Gulf of Mexico. And
12 there would be functional sub-systems, such as those
13 particularly targeting sustainable production for
14 fisheries.

15 CHAIRMAN BROMLEY: Are there other
16 questions or comments for Mark?

17 Okay, Lelei, are you ready for
18 Subcommittee Two?

19 MR. PEAU: Thank you, Chair.

20 Subcommittee Two, as I reported yesterday,
21 we came up with four topic areas, as you can see:
22 building, planning, enforcement and compliance, and
23 followed by monitoring and adaptive management.

24 From these four, Mr. Chair, we came up
25 with eight highlights, not necessarily under the four

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1 topics. The first is to identify and consult with a
2 broad range of stakeholders at the outset, when
3 considering whether to use MPAs and when planning and
4 implementing programs that include MPAs, as well as
5 after MPA establishment when evaluating and adapting
6 MPAs.

7 The second highlight: recognize the
8 importance of full and genuine stakeholder
9 participation in creating conditions for greater
10 legitimacy, awareness and sense of share ownership and
11 community, all the central ingredients for compliance.

12 The third highlight: create social and
13 economic incentives to increase voluntary compliance
14 and follow-up enforcement as well as levels of
15 participation in planning and evaluation.

16 The fourth highlight calls for enhancement
17 outreach and education associated with MPAs. An
18 informed local user group is likely to achieve a
19 higher level of compliance as stakeholders become
20 increasingly aware of the ecological and economic
21 justification for regulations.

22 Fifth, use of technological tools to
23 facilitate participatory gathering of ecological and
24 socioeconomic data, incorporation of local knowledge
25 and planning, such as GIS-based decision support

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1 tools.

2 Sixth is to assess enforcement and
3 compliance aspect of MPA and improve as needed. In
4 addition to biological indicators of successful
5 enforcement, the socioeconomic status of local
6 stakeholders needs to be assessed, as this can drive
7 the success or failure of MPA.

8 Seventh is to train and evaluate MPA
9 managers with regard to MPA performance, indicators,
10 desk management, practices and adaptive management.

11 And eight is funding means and mechanism.

12 Our group also came up with definitions
13 for stewardship, which is the process and culture and
14 institution intended to insure that goals and
15 objectives are being achieved. Our intent, Mr. Chair,
16 this afternoon, was to go back to our " the four topic
17 areas that I noted and try to finalize the last two
18 topic areas. This is enforcement and monitor. We
19 spent most of our afternoon on the first two topics.
20 We also recognize that there is a need for us to then
21 formulate specific recommendations that will then be
22 submitted to the Committee as a whole.

23 CHAIRMAN BROMLEY: Thank you.

24 MR. PEAU: Now I would like to invite
25 members of Subcommittee Two for any omissions or

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1 additions to that quick report.

2 CHAIRMAN BROMLEY: Yes, Rod?

3 DR. FUJITA: I just add that we also came
4 up with a provisional definition of the second -- of
5 effectiveness, which is closely related to leadership,
6 and we define effectiveness as the degree to which
7 goals and objectives are met.

8 CHAIRMAN BROMLEY: May I ask a question on
9 that point?

10 Do you offer insight as to ways to measure
11 that? I mean, effectiveness is the extent to which
12 they are met, but are there operational indicators,
13 data points? Could I get some elaboration on that?

14 DR. FUJITA: We don't actually recommend
15 any specific indicators or metrics in our report,
16 because we believe "- I think that it's the consensus
17 that the metrics system and indicators are very
18 dependent on both the site and the set of goals that
19 are adopted for a particular MPA, and indeed will be
20 for a system of MPAs, as distinct from an individual
21 MPA. So I think it's impossible to specify a set of
22 metrics at this point, but our recommendation is that,
23 you know, on a site-specific/goal-specific basis that
24 ecological indicators and socioeconomic indicators,
25 along with metrics, be included.

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1 CHAIRMAN BROMLEY: Okay, Mark?

2 DR. HIXON: Rod, was there any
3 consideration in their discussion of monitoring and
4 effectiveness to include general recommendations
5 regarding statistical observational design? For
6 example, before and after control impact design, or
7 any type of approach that allows one to discern
8 whether the trajectory occurring within an MPA can be
9 separated from global environmental variation, for
10 example?

11 DR. FUJITA: John, Dr. Ogden, would you
12 like to speak to that?

13 DR. OGDEN: Well, following on what Rod
14 just said, certainly this is going to have to be
15 basically a baseline vista and change all sorts of
16 thing for all of the metrics. In fact, when you look
17 at the afternoon's discussion we intend to have in our
18 group, enforcement, compliance, biophysical
19 monitoring, socioeconomic monitoring, all of these
20 things are essentially -- would be -- have to be
21 compared against some kind of early-on baseline or
22 pre-implementation baseline. I'm not sure that
23 answers that question. We're not getting into, at
24 this point at least, into the statistical methods or
25 anything like that that are involved.

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1 DR. FUJITA: We do speak to physical power
2 and the need to have enough ways to compare various
3 parts -- we haven't yet discussed the idea of
4 hypothesis-driven monitoring, which I think speaks to
5 your question. You know, monitoring is specifically
6 designed to differentiate between natural and systemic
7 change and the merits of, you know, before and after
8 sampling and, you know, replicating habitats and so
9 forth. We haven't gotten to that level of detail, but
10 we could if you'd like us to.

11 DR. HIXON: I believe that would be great.

12 CHAIRMAN BROMLEY: Bonnie?

13 DR. McCAY: Yes, I think adaptive
14 management is noted one of the topics, and I think as
15 we get into discussing that with a little more focus,
16 that this will necessarily come up.

17 CHAIRMAN BROMLEY: Other questions?

18 Yes, Max?

19 MR. PETERSON: Maybe more of a comment.
20 I'm glad you're looking at the question of stewardship
21 and effectiveness. Let me suggest that you look at
22 some of the existing definitions, though, because
23 effectiveness, for example, in the common definition
24 means both efficiency and meeting targets, and I think
25 it's important that we don't create unique definitions

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1 that don't relate to other definitions in common use,
2 because otherwise we'll have a hard time communicating
3 with the public.

4 CHAIRMAN BROMLEY: Lelei?

5 MR. PEAU: Just one other added comment
6 I'd like to make on monitoring. We're also looking at
7 some of the existing models and extracting lessons
8 learned from those examples, both successes and also
9 failure, and then build upon those lessons learned in
10 terms of doing monitoring and coming up with
11 indicators that could help for -- you know, suggest
12 for national policy.

13 CHAIRMAN BROMLEY: Good. Are there other
14 questions?

15 Yes, Steven?

16 DR. MURRAY: Just a quick comment. I
17 think the conversation has gone " revolved around
18 aspects of monitoring and evaluation. Presumably that
19 will be prefaced by a statement regarding the
20 importance of dedicating resources to carry out
21 monitoring and evaluation. My experience with MPAs
22 has been, frequently, it's all too easy to put them in
23 place and then folks sort of walk away from making
24 evaluative efforts to determine whether they have or
25 haven't reached their goals.

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1 I think that " at least we talked in our
2 subcommittee about goals being clearly outlined for
3 MPAs, and we should have in place some effective
4 ability to achieve evaluative efforts, and the
5 importance of that I think really needs to be
6 stressed, certainly from the science standpoint as
7 well as from the socioeconomic standpoint.

8 CHAIRMAN BROMLEY: Very good.

9 DR. FUJITA: Let me respond that our
10 subcommittee has considered a number of funding
11 priorities, including socioeconomic research,
12 monitoring, you know, planning processes. We decided
13 to wait until kind of near the end of our
14 deliberations to look at the full spectrum of things
15 that we might want to recommend, so then we could
16 assign some kind of priority and not pre-judge it.

17 CHAIRMAN BROMLEY: Okay. Very good.

18 Are there other "

19 DR. MURRAY: Just one more quick add-on.
20 These are obviously done, and you pointed out, Rod,
21 studies of temporal trajectories playing out over time
22 scales that sometimes are not consistent with funding
23 decision time scales. And so I think reiterating the
24 importance of that is also critical.

25 CHAIRMAN BROMLEY: Other comments?

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1 Yes, Mark?

2 DR. HIXON: I had another question having
3 to do with this whole issue of what is rigorous
4 science. There seems to be some efforts at various
5 levels of politically defining what rigorous science
6 is, and I was wondering if you were going to attempt
7 to grapple with that issue; for example, defining
8 sciences, both natural science and social science, and
9 including the importance of peer review.

10 DR. OGDEN: I don't think we've addressed
11 that.

12 CHAIRMAN BROMLEY: Was your hand up,
13 Lelei?

14 MR. PEAU: No.

15 CHAIRMAN BROMLEY: Very well. Yes, Jim.

16 DR. RAY: Just two comments. When we talk
17 about monitoring we start talking about baseline.
18 Let's be very careful how we use the term baseline,
19 because you could be recommending things that really
20 aren't achievable. A one-time look in space and time
21 is not a baseline. The environment's too variable and
22 changes too much. And so you got to be careful how
23 you use baseline.

24 Just another comment about peer review.

25 An awful lot of the kind of monitoring that goes on,

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1 and sampling that goes on, really isn't the kind of
2 information that will get accepted in most peer review
3 journals. You know, the standard gathering of data,
4 monitoring -- it's just hard to get that kind of stuff
5 peer reviewed because a lot of it's not new and novel
6 and it's " there's a lot of monitoring that goes on
7 that never sees the peer review literature. So it's
8 just a problem sometimes as far as, you know, setting
9 that as a criteria. It's desirable and whenever the
10 information justifies it, it should be, because of the
11 metrics, but the fact is there's an awful lot of
12 monitoring that goes on that's very valuable that
13 never sees the light of day as far as peer review.

14 CHAIRMAN BROMLEY: Mark?

15 DR. HIXON: Just to respond to Jim. My
16 meaning of peer review definitely includes publication
17 and peer review journals, but it also includes just
18 independent peer review by a panel of scientific
19 advisors or what have you, independent of publication.

20 CHAIRMAN BROMLEY: John?

21 DR. OGDEN: That exact same comment.

22 CHAIRMAN BROMLEY: If I may, on this
23 discussion about science. Would it be useful, since
24 people do try to bludgeon others with the science
25 word, would it be useful for this group or some other

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1 group to have some discussion about what we mean. And
2 Jim's intervention about peer review reminds me that
3 what we often mean by science is a process in which a
4 community, a knowledge community, looks at, considers
5 and worries about the veracity of what's undertaken,
6 and that might be useful to talk about -- what we mean
7 by science. It's broader than some people think. So
8 I just ask whether this group or some group wants to
9 dig in there just a bit, so that science doesn't
10 become a club that some people use to beat others
11 around. Because we see this a lot in the
12 environmental area. Some people say, "Oh, I have
13 science on my side and all you have is mere opinion,
14 or you just have emotions about this stuff." And we
15 see the dialogue being highjacked by those who will
16 grab a hold of a flag with science on it, and somehow
17 maybe we need to get into that just a bit. I'm just
18 asking.

19 John, your hand is up.

20 DR. OGDEN: I think that's an excellent
21 idea, at some point. I'm reminded of the effort of
22 many organizations to provide this definition, because
23 of the confusion about science. I mean, people are
24 confused. They think on the one hand that science is
25 the tools of science, these magnificent tools. On the

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1 other hand, they think it's a bunch of numbers and
2 models that nobody but a specialist can follow. And
3 it's really much simpler than that, as you alluded to.

4 It's a way of knowing. It isn't the only way of
5 knowing. It is a way of knowing. And I think, you
6 know, in there, in that mix, there are some important
7 concepts that could be brought out.

8 CHAIRMAN BROMLEY: I think it would be
9 important somewhere along the way to do this.

10 Yes, Rod?

11 DR. FUJITA: I think it's a great idea.
12 It's an ongoing controversy and source of confusion.
13 You know, I think there is an approach that one could
14 take to try to develop some attributes; for example,
15 strong inference versus weak inference. That's one
16 attribute of the quality of science. Another is the
17 quality of the data and quality control on the data
18 and the inferences that are drawn from that. You
19 know, there could be a spectrum.

20 So instead of being a very qualitative and
21 subjective type of judgment about what's this science
22 and what's that science, you could actually have some
23 indicators of what constitutes strong inference versus
24 weak inference

25 CHAIRMAN BROMLEY: Good.

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1 DR. FUJITA: I don't know if my
2 subcommittee is equipped to talk about it. We don't
3 have that many scientists.

4 CHAIRMAN BROMLEY: Well, maybe that's the
5 best advantage, you know.

6 Yes, Steven?

7 DR MURRAY: I think you made a very good
8 point here, and I think that it's well worth the group
9 paying some attention to this. I think not only the
10 attributes or characteristics that Rod just discussed,
11 but also I think it's very important to lay out the
12 inherent uncertainty with which science addresses
13 environmental issues. There are some who would like
14 to argue that science works like, you know, the law of
15 gravity, that there has to be absolute certainty with
16 regard to outcomes. Those of us who do science
17 realize, particularly in environmental issues, that
18 there's a considerable amount of uncertainty involved,
19 and best available science and the strength of the
20 evidence and so on need to be the indicators. And I
21 think that's a very important point to make and to lay
22 out.

23 CHAIRMAN BROMLEY: Yeah. Science is a
24 process.

25 Other questions? Yes, George?

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1 MR. LAPOINTE: It's not a question so much
2 as maybe a different view, as we move toward this
3 process. We need to be cautious that we don't build a
4 system that's so built on science that we can't move
5 forward unless we have it perfect. And there are
6 times when we do " we need to put science in the entire
7 mix of decisions we're making, and be able to move
8 forward without, you know, the perfect science system.

9 CHAIRMAN BROMLEY: That's right.
10 Wonderful.

11 Lelei?

12 MR. PEAU: I just want to add on that
13 comment. I think it's really an important point,
14 because in the islands I think timing is an attribute
15 to seriously take into consideration, where every
16 decision or action that we have to make is based on
17 the best information that's available. And we cannot
18 wait for, with due respect, for science to kick in,
19 because by the time research is completed, the harm is
20 -- from nature to publication to resources to the
21 ecosystem.

22 CHAIRMAN BROMLEY: Rod?

23 DR. FUJITA: Just a quick one. I think
24 that whatever group you're in to talk about science,
25 you ought to consider the standard of science that's

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1 applied as to management measure. I think it's really
2 important to keep that standard uniform and not have
3 double standards wherein one set of management
4 measures is judged with a much lower standard that
5 science requires than other measures. And I think
6 sort of historically and currently, a lot of
7 management measures are based on beliefs and no
8 evidence whatsoever; whereas others, a very high
9 burden of proof is set for other kinds of measures,
10 including marine reserves, I think.

11 So anyway, it's something that " it's a
12 matter of science and policy, and how science is
13 applied, to judge the efficacy of the various kinds of
14 managements. It should be a uniform standard.

15 CHAIRMAN BROMLEY: Bonnie?

16 DR. McCAY: Speaking to that point and the
17 others, I would want to reinsert the issue of bringing
18 local environmental knowledge, local ecological
19 knowledge, traditional knowledge, into the mix. And I
20 think George's point is well taken, that there are
21 lots of difference sources of knowledge, with
22 different bases and different kinds of evidence. And
23 so I think this is going to be a big challenge, to
24 come up with something that we would all agree with.
25 But I think recognizing the mixtures is extremely

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1 important.

2 CHAIRMAN BROMLEY: Wally?

3 DR. PEREYRA: Thank you, Mr. Chairman.

4 Following Rod's thinking, I always have to
5 remind myself when I'm thinking of standards and
6 levels of standards by which I will measure the
7 success of my investigation, it's always that the
8 higher the standard of not accepting a false
9 hypothesis, I also increase the likelihood of
10 rejecting the truth. And that's something that I
11 think in environmental studies we have to keep -- at
12 least I know I have to keep -- in focus all the time,
13 because that trade-off is very important, particularly
14 when we're working in areas where we don't have the
15 data sets that we'd like to have with the controls
16 we'd like to have, and so forth.

17 CHAIRMAN BROMLEY: John, was your hand up
18 a moment ago?

19 DR. OGDEN: Max has had his hand up.

20 CHAIRMAN BROMLEY: Okay, sure, Max.

21 MR. PETERSON: Let me inject a little bit
22 of what I call practicality into this discussion. One
23 definition of management is a person that's required
24 to make a decision with inadequate information,
25 inadequate funding, and inadequate time -- which I

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1 gather is routine where early decision is required.

2 It seems to me that there's all kinds "
3 and I'm concerned about this whole monitoring thing
4 because I think monitoring is extremely important.
5 It's also a black hole, and it's very difficult to get
6 funding for. You can spend any amount of money that
7 anybody would be able to come up with on monitoring,
8 particularly if it's not well designed and not well
9 thought out.

10 So let me suggest that I think you had the
11 key. We need to be talking about following scientific
12 principles of making decisions. We may or may not
13 have detailed scientific studies. And I've also sat
14 in a chair where I've had eminent scientists argue
15 both sides, based on long studies that were peer
16 reviewed. So a peer reviewed study doesn't
17 necessarily mean you have the truth. It means that
18 this group of people who reviewed it thought this
19 study was done properly.

20 The final thought here is, I would suggest
21 that you deal with monitoring and evaluation, that we
22 talk about different kinds of monitoring and
23 evaluation for different purposes. The manager of an
24 area, like the Keys -- you have to do certain daily
25 monitoring and evaluation, based on a lot less than

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1 detailed studies. And you've got long-term questions,
2 "Is this area accomplishing it's objectives? Are the
3 local people buying into this, and is it doing its
4 educational role?"

5 So there's a whole bunch of different
6 reasons you're monitoring. And it seems to me what we
7 need to be clear on is, what is the purpose of the
8 monitoring and the studying as you go into it, because
9 then you've explained that to the public and likely to
10 get support. Just using the term, we need to monitor
11 and evaluate this area, is almost sure to glaze over
12 the eyes of any appropriator, as several people have
13 pointed out.

14 CHAIRMAN BROMLEY: Very good, thank you
15 Barbara?

16 MS. STEVENSON: I think that this is
17 something we definitely should discuss. As I was
18 listening to people commenting, I was very glad that I
19 was on the Committee that was going to discuss it. I
20 was very concerned about Rod's comment, because it's "
21 to me what we need is something that says almost the
22 direct opposite. Sometimes you need certain criteria
23 and sometimes you need certain other criteria. So I'm
24 obviously not going to discuss it here, but that one
25 could have such different viewpoints means that we

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1 really do need to discuss it.

2 CHAIRMAN BROMLEY: Yeah, great.

3 Terry?

4 MR. O'HALLORAN: My point was regarding
5 the discussion on science. In my experience, a lot of
6 the times when we're talking about science regarding
7 the MPAs, we're talking about the biological and
8 ecological science, and we tend to forget about the
9 social science. And if at the end of the day the
10 people are using these areas, their behavior and
11 acceptance of it is critical to the success. I just
12 want to make sure that we don't forget the importance
13 of the social science aspect of it when we're talking
14 about science.

15 CHAIRMAN BROMLEY: Thank you for that
16 editorial. We are grateful, those of us who are
17 social scientists.

18 I'm very heartened by this conversation.
19 I thought I was the only post-modernist in the room,
20 and I find that I'm surrounded by a bunch of you that
21 really do believe that science is just stories that we
22 haven't yet found reasons to doubt.

23 (Laughter.)

24 CHAIRMAN BROMLEY: And that is a plausible
25 definition of science. They're stories we tell

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1 ourselves that nobody's given us good reason to
2 dispute yet. And we hold a lot of beliefs for which
3 there are no data, and yet those beliefs are stories
4 that seem to fit. So this is fun. I had no idea we
5 would get into this here.

6 Are there others who " thanks, Lelei, you
7 really stirred up a storm here. John?

8 DR. OGDEN: Following on your comment
9 really, is that -- you know, it's a common
10 misconception, I think, that science needs this
11 process. The public certainly has this. We are a
12 manifestation of our democracy, and those policy
13 decisions are going to be made by that democracy and
14 informed -- insofar as they can be -- by these
15 stories, and if we " as you put them " and I think as
16 you say, it's as good a definition as we have. So
17 science is informing but not driving, not leading, not
18 making those policy decisions.

19 CHAIRMAN BROMLEY: Good, okay. Other
20 comments?

21 Yes, Michael?

22 DR CRUICKSHANK: As you go through life,
23 you discover that there are myriad points of view on
24 every subject, and in each case a different viewpoint
25 appears. And so it's essential to understand that

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1 there are different viewpoints, whether we're
2 scientists or engineers.

3 CHAIRMAN BROMLEY: Good, that's right.

4 Could I change the subject a little bit
5 back to a point " I may be the only one in the room who
6 gets nervous when I hear stakeholders. But this is a
7 word that's worked its way into our conversation, and
8 Group Two used it a lot. To me that conjures up a
9 narrowing of interests, and I can imagine many, many
10 people who are terribly concerned about the state of
11 the oceans who would not look like a stakeholder. It
12 could be, but is this an idea that we want to think
13 about? I mean, are the only stakeholders here those
14 who live within X kilometers of the oceans? And I
15 know they're not. I see all of you shaking your head.

16 But how could we use this word stakeholder and yet
17 reassure people like myself who live about as far from
18 any ocean as one can live and still be in the
19 continental United States, that those of us in the
20 heartland are stakeholders in the ocean, too? Am I
21 the only one who worries about this?

22 MR. LAPOINTE: Let's limit it to 10,000
23 kilometers from the ocean.

24 CHAIRMAN BROMLEY: 10,000 kilometers from
25 the ocean.

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1 (Laughter.)

2 CHAIRMAN BROMLEY: Let's see. Randy?

3 MR. BOWMAN: If I could provide some
4 reassurance on that. I think that is a standard term
5 that the government agencies have used for quite some
6 time now to mean the public in pretty much all
7 manifestations, both organized and unorganized.

8 CHAIRMAN BROMLEY: Then why don't they use
9 the word public?

10 MR. BOWMAN: It's a buzz word that has
11 crept into government terminology.

12 CHAIRMAN BROMLEY: I'm worried about buzz
13 words.

14 MR. BOWMAN: If you can come up with a
15 better term "

16 CHAIRMAN BROMLEY: Public.

17 MR. BOWMAN: It is a standard term that
18 generally is used to be all inclusive.

19 CHAIRMAN BROMLEY: Two syllables, public.
20 Three syllables, stakeholders. Sorry.

21 Rod?

22 DR. FUJITA: I just wanted to say that one
23 of the draft recommendations that we're working on is
24 to recommend that government agencies charged with
25 protecting the ocean, one of the first steps that they

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1 ought to take would be to identify the interest
2 groups, stakeholders at large, and assess them. Our
3 intent there is to insure that the broadest range of
4 interests are represented from the outset. So we're
5 defining it very, very broadly to include the public.

6 CHAIRMAN BROMLEY: Okay, Mike?

7 DR. CRUICKSHANK: I was thinking it's not
8 that old a word. I just came across it about fifteen,
9 twenty years ago. Stakeholder, almost like money. I
10 think it really means interested party or interested
11 person, whatever, from whatever background, in my mind
12 anyway.

13 CHAIRMAN BROMLEY: Thank you. Okay,
14 George?

15 MR. LAPOINTE: When I worked on a project
16 dealing with public outreach with the International
17 Association of Fish and Wildlife Agencies, some social
18 scientist, and I don't have a clue who it was, said a
19 stakeholder is somebody with a direct, indirect or
20 perceived interest in an issue. Because there are
21 members of the public who don't care about certain
22 issues. But it strikes me that " I mean, much like
23 we're taking down definitions and finding one that
24 helps us out in this respect.

25 CHAIRMAN BROMLEY: Barbara?

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1 MS. STEVENSON: I have problems with the
2 word stakeholder, and I was actually going to bring it
3 up in committee yesterday, but I brought up enough
4 stuff I figured I shouldn't bring up another thing.

5 CHAIRMAN BROMLEY: Oh, no, please,
6 Barbara, bring it up.

7 MS. STEVENSON: But to the industry,
8 stakeholder is a piece of wood someone is trying to
9 shove through our heart, and that is why every time we
10 see it we react to it. So if you can come up with
11 some other word, I would suggest it would be helpful

12 CHAIRMAN BROMLEY: Okay. Good. Joe?

13 MR. URAVITCH: Just a minor point, and
14 it's really not a question, it's just sort of a
15 statement, to make sure the neglected region is not
16 forgotten. You keep talking about oceans. We're also
17 involved in the Great Lakes. I just wanted to remind
18 everybody. Every once in a while you sort of have to
19 do that.

20 CHAIRMAN BROMLEY: Okay, good. Max?

21 MR. PETERSON: I am also nervous about the
22 word stakeholder. I think what maybe we're thinking
23 about, there are two kinds of people that are affected
24 by a decision to establish an MPA. One is the local
25 people and the surrounding people who have a direct

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1 impact from it. It's not that they have some view in
2 their mind. It's a question of whether their
3 livelihood is affected, or whether " and I was just at
4 the biosphere reserve in Mexico and was told by the
5 person that used to be the deputy in charge of that,
6 that that area existed on paper for about twenty-five
7 years, but it only existed in fact for the last ten
8 years, because it took that long for the local people
9 to decide they would support it.

10 So I think there are two kinds of -- I
11 prefer to call them different parts of the public.
12 There's the part of the public that's directly
13 affected by the decision, but then there's others that
14 may be a long ways away that are affected by the
15 cumulative impact of decisions. I remember the woman,
16 Dorothy Height, who's a long-time president of the
17 American-African " at the Negro women's group who said
18 "All kinds of decisions are being made that affect us
19 in the central city that we never are considered an
20 interest group, we're not organized, we're not
21 considered a stakeholder, but yet those decisions
22 affect us"

23 So I think that -- I'm nervous with
24 narrowing the thought to just those that have a stake
25 in it because they're an interest group or an

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1 organization. They're already over-represented in our
2 society, to tell you the truth. Those interest groups
3 that are able to hire lobbyists and so on are already
4 over-represented. So we want to be sure that we use a
5 term, I think, that talks about broad representation.

6 CHAIRMAN BROMLEY: Thank you. Bonnie?

7 DR. McCAY: I certainly agree that this is
8 a problematic term, and it has become a shorthand and
9 most of us aren't explicit about what it means. So I
10 would urge us to find something else.

11 One of the problems is, even if we say
12 interested parties, as Max has suggested, we may not
13 be capturing the realities, the social realities.
14 There are lots of people who are groups whose
15 interests are invisible, silent.

16 MR. PETERSON: I'm not suggesting
17 interested parties. I'm suggesting public as a whole.

18 DR. McCAY: Yeah, yeah. So -- But that's
19 one of the ways to think about it. Who has interest
20 in this, and we often " it takes a lot of work to find
21 out who that might be, but there's also the public
22 trust. And even if people do not have interest, they
23 may have rights.

24 CHAIRMAN BROMLEY: Okay. Jim, and then
25 Bob Bendick.

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1 DR. RAY: There is a little problem in
2 trying to define and use the word stakeholder, because
3 the reality is " let's take for example, the Florida
4 Keys Marine Sanctuary. Let's say they were going to
5 make some change. Would it really affect how people
6 use the Sanctuary? It would affect the local people.

7 And so by requirement, they have to have
8 public hearings for discussion of it. So whether you
9 like to come or not, they have to identify who they
10 consider to be the interested parties, the stakeholder
11 groups, however you want to define it.

12 So the question is, is there some local
13 organization they're supposed to contact to make sure
14 that you've got your input? The reality is that it's
15 very difficult. They have to have a public meeting
16 and allow everyone to have an opportunity to discuss.
17 They have to identify, you know, who those interested
18 organizations and parties are, not only the local
19 people but those that represent, you know, the broader
20 country. So it's a real problem on a day-to-day
21 basis, to identify, you know, who those groups and
22 organizations are that represent the public at large,
23 because again, it's not realistic to be sending public
24 notices for a meeting in Marathon Key, you know, to
25 Alaska and every place else, you know, invite them to

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1 come to come to a meeting.

2 It's an interesting discussion over, you
3 know, what are the stakeholders' group. It still gets
4 narrowed back down.

5 CHAIRMAN BROMLEY: Bob Bendick?

6 MR. BENDICK: This is probably terribly
7 out-dated, but a bunch of the stakeholders in these
8 issues that we're talking about aren't born yet, can't
9 represent themselves in these forums, and somebody has
10 to keep them in mind. Maybe it's the scientists or
11 someone. But we can " scientists in terms of
12 projecting what's likely to happen years from now.
13 But I " while I'm a strong believer in sort of the
14 democratic process, we do have to think about those
15 interests that are not able to be at the table yet.

16 CHAIRMAN BROMLEY: Good. Thank you, Bob.

17 Are there are other discussions,
18 questions, reactions, or anything?

19 Yes, Wally?

20 DR. PEREYRA: Thank you, Mr. Chairman.

21 I think what I hear is talking about here
22 or discussing is what I've heard labeled as "intrinsic
23 existence" value, which is a value that is there but
24 it's very hard to quantify, and a lot of the intrinsic
25 existence value that we have is in the environment.

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1 I think it is expressed in a way by a
2 fairly large body of people in small amounts of value
3 they place, but as a whole it represents a fairly
4 significant value to the marine environment. And
5 quite often we don't hear that voice expressed because
6 it isn't focused, it isn't the sort of voice that
7 would come up and maybe make a presentation to us or
8 to other organizations of this type. And so we, I
9 guess, as decision-makers, have to sit back and try to
10 somehow gauge this rather diffuse value that's
11 represented out there. And I think that's a challenge
12 that we have to take into consideration when we're
13 dealing with what we're dealing with here.

14 CHAIRMAN BROMLEY: Thank you. If I may
15 follow up on that.

16 In resource economics, we have the
17 terminology use value and non-use value, which I think
18 we're always kind of getting around. Use value, back
19 to Jim's point, are those who actually use the thing.

20 Non-use value are those who care about it but don't
21 use it. And then we have something called option
22 value or existence value, which is Bob Bendick's
23 interest, in the sense that people care about the
24 existence of the Florida Keys Preserves, or they care
25 about a particular asset even though they may never

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1 use it, and they care about it for their grandchildren
2 or what have you.

3 And so there is a literature that seeks to
4 take this idea of a stakeholder and elaborate it a
5 bit, so that it gives standing, if I may use a legal
6 term, gives standing to people who are not users, who
7 don't have an income stream dependent upon it, but yet
8 have an interest in it. They care about it either
9 because they may use it, that's option value, or they
10 never intend to use it but they want to make sure that
11 it's there for their grandchildren.

12 And how we want to get into that, which
13 group wishes to take it up, we can decide that later.

14 But it seems to me this discussion about stakeholders
15 does get us into that domain a little bit.

16 Rod?

17 DR. FUJITA: Absolutely it does, and I
18 would argue that it also, if we want to get into this
19 in a deeper way, it has a lot of implications for the
20 way socioeconomic analysis is conducted. In my
21 experience, the classic cost-benefit analysis that's
22 applied in the environmental impact assessments of
23 ocean conservation measures is terribly skewed toward
24 an emphasis on economic cost side and short-term
25 horizons, versus a longer-term horizon and market

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1 value, the non-use value, because they're more
2 difficult to quantify.

3 So there's a real need to " and that's one
4 of the only ways that managers can assess or consider
5 the impact of a decision on non-local stakeholders of
6 future generations, is to try to capture that in the
7 analysis. So if you're using an analysis and liken it
8 to trying to assess the prospect of buying a house --
9 knowing only the termite report and not knowing any of
10 the amenities that the house offers -- it's a very
11 skewed analysis. It's likely to lead to bad
12 decisions.

13 So I think one of the really important
14 aspects of this whole discussion, that one of the
15 subcommittees ought to take on, is how to fix the cost
16 benefit or other kinds of socioeconomic analysis used
17 in a quantitative way to guide decision-making on MPAs
18 and other ocean conservation measures.

19 CHAIRMAN BROMLEY: If I may, I'd like to
20 ask if Subcommittee Two would give some thought to
21 this. And the only thing I would say is, I don't
22 think you want to try to fix cost benefit analysis,
23 sorry Rod, not that it doesn't need fixing, I'll fix
24 it, yeah. But if you're going to talk about
25 stewardship, and I believe that's in the title of

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1 Subcommittee Two, you need to dig down a little bit, I
2 think, to help us figure out what this is. And
3 Subcommittee One is talking about lasting protection,
4 I believe, we would like to know what that means, but
5 it also connects with stewardship, and we'd like to
6 know what that means, stewardship for who. Who
7 exactly are we stewarding this thing for, and why?

8 So I think it falls in Subcommittee Two, I
9 think.

10 David, your hand is up?

11 MR. BENTON: Thank you, Mr. Chairman.

12 Your point is very well taken, and I was
13 actually thinking I was going to ask this at the end
14 after we got all the reports, but I think maybe this
15 is a good time. If you talked about this yesterday, I
16 apologize, but one of the things that's been sort of
17 troubling me a bit is how we're going to handle, and
18 what your plan is, about how we're going to review and
19 get real interaction around this group with the
20 products of the different subcommittees.

21 I find it very difficult right now to
22 track exactly what's going on in the subcommittees, to
23 then see how we're going to have some real quality
24 time to deliberate on what the recommendations for
25 this body is. Language, if I could, the language in

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1 the guidelines that were passed out by the Center
2 staff that indicated that maybe even the subcommittees
3 were going to directly transmit some of the materials
4 straight to the agencies, which I don't think was the
5 intention. I think it was maybe poor drafting in what
6 they wrote.

7 At some point, maybe after we get the
8 report from Subcommittee Three or whatever, I don't
9 know, but at some point I would appreciate a
10 discussion on how we're going to see their products,
11 and then how we're going to deal with the products.
12 In a way, it might be useful to get earlier drafts to
13 inform the subcommittees that maybe they're going down
14 a path that isn't all that " isn't going to be all that
15 productive. I don't know. I really don't know.

16 CHAIRMAN BROMLEY: It is something that we
17 addressed yesterday at several different times.
18 Rather than repeat it now, if it's all right with you,
19 we can " you and I can chat about it, but let me just
20 give you a brief shorthand.

21 Subcommittees do not in any way submit
22 anything to the principals who are guiding us and who
23 have authorized us to work. Everything subcommittees
24 do comes back to us for serious discussion and
25 deliberation. It was my position yesterday that this

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1 large group will be more effective, directly dependent
2 upon how much hard work and combat takes place in the
3 subcommittees, and I ask that when the subcommittees
4 do report back to the full group that they come here
5 with propositions around which there is large
6 consensus, super-majority support for the positions
7 that they bring to us. And if they can't reach solid
8 agreement on stuff, then what have you. But we did go
9 into that yesterday, and others, I think, have
10 indicated they'd like to contribute.

11 But the point is, subcommittees do nothing
12 except the work, and we act on the work they have
13 done, and if we don't like the work they've done, we
14 send it back to them and say, "Please, go back and
15 tell us exactly what you had in mind here."

16 Is that what I said yesterday? Is that
17 what we sort of agreed to?

18 George, and then Mark and Tony.

19 MR. LAPOINTE: My question wasn't on that
20 process so much, another statement.

21 CHAIRMAN BROMLEY: Well, can I come back
22 to you? Oh, let me " Mark and Tony.

23 DR. HIXON: Yeah, I confirm what you said
24 just now, Mr. Chairman. I also wanted to add that I'm
25 not sure all the subcommittees are doing this, but at

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1 least Subcommittee One has posted on the secure web
2 page every draft of every document we've worked on.
3 So any full Committee member has access to that at any
4 time.

5 CHAIRMAN BROMLEY: Good. Tony?

6 DR. CHATWIN: My point, Mr. Chairman, is
7 to the previous discussion.

8 CHAIRMAN BROMLEY: Well, fine. Are there
9 others that want to " did I say today what I said
10 yesterday? Is that still an acceptable way of
11 operating?

12 David?

13 MR. BENTON: Just a minor clarification.
14 Before we leave this meeting tomorrow we will have a
15 draft, some kind of draft from different subcommittees
16 to look at ahead of time when we get into discussions
17 of their report, or are we just going to get a verbal
18 report?

19 CHAIRMAN BROMLEY: My guess is there will
20 be some variation. What we expect tomorrow, what we
21 ask for by tomorrow, in their sort of preliminary
22 final reports, is a progress report of where they
23 stand on the different issues that they have
24 undertaken to deliberate. And they will give us that
25 in a variety of ways. I don't know whether it will be

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1 written or whether it will be a verbal report.

2 What they will tell us is, "Here are the
3 things we have settled on at the moment." We are not,
4 I don't think, in a position tomorrow to act on any of
5 them, other than to say, "Very good. That's a nice
6 list for you to keep working on, and you've ignored
7 some stuff that somebody around this table thinks
8 Subcommittee Three ought to dig into a bit," and that
9 what this full Committee will do tomorrow is, I think,
10 ratify the work plans that are going to go forward by
11 the subcommittees to be flushed out, and they will
12 report back to us at our fall meeting, which we think
13 will be some time in September. And that's the
14 process that I envisioned. I think that's sort of
15 what we talked about yesterday. Is that right?

16 Okay, is this on the process, Terry?
17 Yeah, go ahead.

18 MR. O'HALLORAN: I agree with what you
19 said, Mr. Chairman, about the process. I think maybe
20 at the end of these meetings the subcommittees " I want
21 to commend Subcommittee One for having their
22 information up on our secure website. I think that is
23 very good, and perhaps at the end of our sessions here
24 between now and September the other subcommittees have
25 material on those websites, so that everyone has

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1 access to that, time to contemplate, e-mails back and
2 forth, and continue some dialogue in that way.

3 CHAIRMAN BROMLEY: Yeah, that's my
4 understanding. That would be wonderful.

5 Okay, now Tony.

6 DR. CHATWIN: Thank you, Mr. Chairman.

7 My comment was just in terms of the
8 stakeholder discussion, and I think the statement made
9 was that Subcommittee Two should go and determine who
10 we are focusing on, and I'd just like to bring to the
11 attention of the Committee that in our mandate, in the
12 Executive Order, it's quite clear that it's for the
13 benefit of present and future generations. So it's
14 not a question of whether we should consider, but how
15 best the National System to benefit present and future
16 generations.

17 CHAIRMAN BROMLEY: Okay. Thank you.

18 George?

19 MR. LAPOINTE: Bob, when you were talking
20 about the value -- future generations, you were
21 talking about values for, not values of. I thought we
22 were going to get into "

23 CHAIRMAN BROMLEY: I love your metaphors,
24 George, head-popping, wrapped around the axle. I
25 haven't heard this for a number of years. It's great.

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1 MR. LAPOINTE: Unfortunately, that's the
2 job I work in.

3 (Laughter.)

4 CHAIRMAN BROMLEY: You're wrapped around
5 the axle a lot, are you?

6 Max, is your hand up?

7 MR. PETERSON: Yes. This is probably an
8 area that Bonnie is more an expert in, but let me
9 suggest that I think we have maybe tried to use public
10 involvement for purposes it's not designed for, when
11 you talk about something that has national
12 implications. I'm reminded by members of Congress
13 that we're in a representative democracy where
14 decisions that are of national significance are
15 supposed to be made by elected representatives, not by
16 bureaucrats who select a sample of the public and make
17 decisions based on that.

18 So we do live in a representative
19 democracy in the United States. So there's some
20 questions that should not be decided by the opinion of
21 stakeholders, however defined. If they're of national
22 significance and involve national questions, they are
23 supposed to be -- in our society -- decided by elected
24 representatives in the democracy.

25 So just think about that as we think about

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1 the public, and I think the whole idea of stakeholders
2 is that a bureaucracy can only really deal with
3 stakeholders, they can't really deal with the public
4 as a whole. They're not set up to deal with the
5 public as a whole, because they have trouble. So
6 maybe that perspective, maybe Bonnie could help us a
7 little bit as we write this whole business of how we
8 deal with the public and stakeholders, because we are
9 talking about different levels of decisions.

10 CHAIRMAN BROMLEY: Do you want to say
11 anything, Bonnie?

12 DR. McCAY: Just briefly that I think " I
13 respect what you're saying here, and I think the
14 concern of Subcommittee Two is that we're aware, as
15 everybody else here is, that MPAs are very, very
16 difficult creatures to create and to maintain because
17 there are so many different " as well as conceptive
18 interests involved in them. And without getting the
19 input of those, it's not going to work, no matter what
20 Congress does.

21 MR. PETERSON: And I agree with that, and
22 I think we agree in principle that unless the people
23 directly affected have some level of support for it,
24 it won't succeed. So you do have that group of "
25 segment of the public who have " are directly impacted

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1 by it, who are different than ones that just have an
2 opinion on it. Right?

3 CHAIRMAN BROMLEY: I think the issue here
4 is, the shorthand version is: whose resource is it,
5 anyhow? We see this played out. I mean, if we want
6 to get out of the water, we see it played out in
7 Alaska, most profoundly in terms of oil exploration
8 and timber policy and other stuff. Whose resource is
9 it, anyway? And I don't have an answer for that, but
10 that's shorthand for the issue.

11 MR. PETERSON: The shorthand is that the
12 United States is made up of states, Mr. Chairman, and
13 that's where the fundamental responsibility was placed
14 under our Constitution, right?

15 CHAIRMAN BROMLEY: Unless there's a
16 national interest for something that happens to reside
17 in the state that begins with an A.

18 MR. PETERSON: Well, unless Congress "
19 unless there's a reserve to the Federal Government,
20 which originally was defense and coin and money and a
21 few things like that.

22 CHAIRMAN BROMLEY: Yeah, right, I knew I'd
23 get a fight if I mentioned it.

24 Mr. Benton from Alaska has a comment to
25 make.

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1 (Laughter.)

2 MR. BENTON: Mr. Chairman, as the only
3 legitimate person to be able to comment " or the only
4 person to be able to comment legitimately about
5 Alaska, I'm just going to withdraw and withhold any
6 comment.

7 CHAIRMAN BROMLEY: You're going to do
8 what?

9 MR. BENTON: I'm just not going to say a
10 thing. I just want to say one thing, which was, there
11 was a very similar discussion that was going on one
12 time between a group of folks that actually had much
13 more direct influence on what was going to happen with
14 Pacific salmon negotiations. I was the negotiator for
15 the United States for Alaska on that, and I just
16 reminded them that except for one small fluke of
17 history, I would have been the fisheries master from
18 one of the world's probably third largest nuclear
19 powers, because we would have been a Soviet satellite
20 state that was spun off at the collapse of the Soviet
21 Union.

22 (Laughter.)

23 CHAIRMAN BROMLEY: Some state-side people
24 would have said that "

25 Okay, enough. I think Mel Moon has been

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1 dying to get into this conversation. So, Mel?

2 MR. MOON: Wow, what a conversation. It's
3 hard to follow that one.

4 Our group, we had a discussion about the
5 original purpose of our function, and had some
6 discussion on title and our goals. And I think we
7 agreed that we would continue on the coordination of
8 MPA efforts on a regional national level.

9 The first task that we were able to agree
10 on was the Ocean Commission report. There was still a
11 lot of concern about a document of that magnitude
12 having some weight that would need to be understood
13 and coordinated with as it relates to inter-
14 governmental coordination of MPA efforts. So we
15 created a subcommittee of two to three people who are
16 going to develop a two- to three-page analysis and
17 bring that back at the next fall meeting. So that
18 will be assignment number one. It will be completed
19 in the fall.

20 The next topic we had was on inter-
21 governmental coordination and communication in
22 particular. And we started out with the definitions
23 of types, that being federal, state, tribal, and
24 other. And then we progressed on to taking on some
25 sub-titles of how to approach this. And the three

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1 sub-titles were planning, enforcement and monitoring
2 of MPAs.

3 Some of the things that we look at under
4 these tiers would be for good representation and
5 function of an MPA. We look for successful elements
6 such as consistency, cost-effectiveness coverage. We
7 discussed attributes of good coordination. We
8 included an example of a real life experience such as
9 -- and in particular the Florida Keys was one that we
10 had cited as a real life example, to be included. And
11 then we would approach this in two sectional ways.

12 One would be under a national approach,
13 and the other one would be under a regional. We
14 developed a list of goals and fundamentals. And then
15 we'd also approach this project with the coordination
16 of this product in mind with Group Number Two in
17 particular.

18 So as a result, we formed two working
19 groups on this that would just take the attributes-of-
20 success approach, and they were to be titled the
21 intergovernmental coordination and creation of
22 national system of MPAs, that is Group Number One.
23 And Group Number Two was the operational coordination
24 on regional levels. So we have assignments for these
25 groups to go back and come back with some details on

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1 these discussions that we had outlined in our title.

2 The third item that we had a discussion
3 over was on the concept of culture. And we had a
4 previous assignment, before we left the last meeting
5 in San Mateo, and we asked John Halsey to come back
6 with a draft of the definition of culture. And he
7 had done that, provided that draft to the Committee,
8 and we reviewed it and we'll talk more about it today,
9 with the emphasis being that we'll be able to provide
10 this to the full Committee on Thursday.

11 And then we had a discussion about the
12 full title of culture to some extent, feeling that it
13 was a sort of a sub-set of the state and federal
14 tribal definitions, and under tribal definitions
15 culture kind of came up to the top.

16 So we think this is a broader issue that
17 needs to be expanded upon. It needs to perhaps have
18 another subcommittee focused on this. We had some
19 discussions about perhaps meeting interim with a
20 smaller group. Myself and John have been appointed to
21 the cultural section. We'd love to have Bonnie join
22 us in terms of future discussions. But perhaps we'll
23 bring this back to the full Committee on Thursday, on
24 the full creation of a subcommittee that may deal with
25 this. So we're kind of in the midst of still having

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1 discussions right now about that.

2 I would also like to inform the group that
3 I've had some concerns about where the tribal aspects
4 have fallen into the categories here, and I don't know
5 if there's a real awareness that exists about the
6 difference between our cultures. And we seem to get
7 lumped up a lot of times as sort of a national type of
8 thing. We're not national at all. It's very
9 individual.

10 So I would like to work with the
11 subcommittees, I guess a small group, to perhaps pull
12 together a panel at our next meeting this next fall
13 that would deal with indigenous representatives to
14 come to the table and give a presentation about
15 traditional knowledge, about the elements that they're
16 dealing with in terms of Marine Protected Areas and
17 science, and their culture. And you know, perhaps a
18 representative from the Northwest, from Pacific
19 Islands, from the Great Lakes, and from Alaska. These
20 are areas where I know tribes have rights, treaty
21 rights that secure their access to natural resources
22 in Marine Protected Areas. So I just kind of set that
23 out for everybody to consider, and whether or not we
24 can report that at the Thursday meeting to move
25 forward.

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1 And also, part of the cultural thing, we
2 needed to make sure that as a product as we moved on,
3 that we would certainly need to have some
4 connectedness with Groups One and Two. And we were
5 hoping to get perhaps a subcommittee, to finally get
6 there, have some representatives from each of the
7 committees. That's it.

8 CHAIRMAN BROMLEY: Very nice. Thank you,
9 Mel.

10 Questions, comments. Yes, Rod, and then
11 Wally.

12 DR. FUJITA: Thank you, Mr. Chairman.

13 Mel, is your subcommittee planning to
14 develop some recommendations for monitoring and
15 evaluating regional and national networks of marine
16 reserves, or MPAs?

17 MR. MOON: Yes. There were certain
18 attributes that we wanted to look at that were
19 experiences that have been gained from other places,
20 and I guess the title that we're going to look at is
21 basically just the successes that have happened from
22 that, and then to tie that in with the national
23 creation of MPAs.

24 CHAIRMAN BROMLEY: Wally?

25 DR. PEREYRA: Thank you, Mr. Chairman.

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1 Mel, I'm very interested in your comments
2 about how we deal with the native American side of
3 this particular issue. Will you or your committee be
4 giving thoughts to how you would coordinate or enter
5 the interests, concerns of the native American groups
6 within the regions? I'm thinking, for example, of
7 Alaska. We got Akiachak, Yupiit, Aleut, Kwakiutl -- I
8 mean's there's " and they all have different ways of
9 dealing with the marine environment, and the
10 importance of it is different in different cultures,
11 inter-regionally. And this can become quite an
12 awesome task, to try to have this represented
13 properly. And I'm wondering, are you going to be
14 giving some thought as to how that's handled in a " in
15 some kind of a systematic way so it's properly
16 represented?

17 MR. MOON: Obviously the cross-diversity
18 is enormous and to try to get a subsection will be a
19 task that we'll have to undertake to try to get " you
20 know, you're not going to cover everybody, but you're
21 going to try to get at least enough pieces of an
22 awareness for the purpose of understanding from this
23 forum here to understand the rights, understand the
24 approaches, understand the diversity. That's the
25 goal.

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1 CHAIRMAN BROMLEY: Good. Other questions,
2 comments? Yes, John?

3 DR. HALSEY: I just wanted to say that
4 what we have in hand at the moment is basically re-
5 casting of the existing Federal standards for the
6 National Register of Historic Places which is thirty
7 years old now, and it's been well tried and tested in
8 terms of determining what you would call the durable
9 kinds of cultural resources that are out there, the
10 man-made structures, the shipwrecks, the built
11 environment -- as it were -- that exists under water.

12 And I was doing this with the hopes of
13 maintaining consistency with existing Federal
14 definitions and so forth, so that we're not re-
15 inventing a lot of things there. And there exists in
16 the Federal standards definitions of cultural
17 significance and how to go about assessing these
18 things.

19 CHAIRMAN BROMLEY: Good. Bonnie?

20 DR McCAY: First of all, I'm really
21 interested in this idea of the panel. I think it
22 would be great, even just to communicate that there is
23 cultural diversity, and that it can be very profound
24 and important.

25 In relationship to the issue of Federal

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1 definitions and so forth, I'm wondering, we haven't
2 even discussed the environmental justice, and culture
3 is certainly connected to issues that are included
4 within the environmental justice Executive Order and
5 so forth.

6 But my take is quite other, and it's --
7 Subcommittee Three, I'm wondering how you have thought
8 about " we too have thought about the system idea and
9 how one " what is involved in monitoring and evaluating
10 a system or a network, where there's programmatic or
11 functional or regional? I know most of our thought
12 has been focused on a particular Marine Protected
13 Area. So have you thought about this issue of
14 evaluating a complicated system, inter-jurisdictional,
15 et cetera?

16 MR. MOON: I guess the " I mean the inter-
17 jurisdictional did come up, and we had " and actually
18 was played in in terms of the title, you know, re-
19 naming ourselves in terms of that, but I think we went
20 back to the coordination and the communication as the
21 key description of what we were doing.

22 I suppose we're going to have the
23 Committee get back together and have more dialogue
24 about the national versus the regional approaches, and
25 deal with some of those topics such as function and

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1 whatnot, and activities that happen within the MPAs,
2 and we'll see what they come back with.

3 DR. McCAY: I guess what I'm thinking of
4 would be indicators for the effectiveness and so
5 forth, if we're thinking about the system.

6 MR. MOON: Oh, definitely. I think it's
7 about the successes of functioning MPAs and those
8 parts, those attributes that make it work, that make
9 it functional.

10 CHAIRMAN BROMLEY: Lelei?

11 MR. PEAU: Mr. Chairman, I have a quick
12 comment and a procedural question.

13 Mel, is your thinking on the cultural
14 panel, are you restricted to members here, or are you
15 inviting folks from different jurisdictions?

16 MR. MOON: On the "

17 CHAIRMAN BROMLEY: For the fall meeting,
18 which panel "

19 MR. MOON: I would encourage that those
20 who have an interest and some expertise, I would
21 welcome them to join us in the planning of that. If
22 it's agreed to by this forum that that's something you
23 want to do, then I would welcome that.

24 MR. PEAU: On a procedural matter, Mr.
25 Chair, if you could clarify, what is the procedure for

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1 a subcommittee requiring the Center to conduct some
2 work? Are we allowed to go directly to the Center?
3 I'll give a specific example.

4 There are ongoing inventories of MPAs
5 conducted with the system from the Center. Since we
6 are " we've been spending a lot of time discussing the
7 monitoring attributes and characteristics.
8 Subcommittee Two, during our deliberations yesterday,
9 did bring up the fact that -- I'm certain you would
10 like to see some analytical review conducted on the
11 outcome of those inventories. Not knowing the time
12 frame and not knowing the sources available to the
13 Center, but I think instead of us re-inventing the
14 wheel, I think it's really important that we
15 capitalize on the existing resources and those
16 studies, and then perhaps whatever caps or issues that
17 have not been addressed is something that we'd like to
18 maybe focus our limited resources to assist the
19 Center. But I'm not really quite sure of the
20 procedure. Are we allowed to go directly, or do we
21 have to come to this Committee as a whole?

22 CHAIRMAN BROMLEY: I'll get expert opinion
23 here in a minute on that. My guess would be that you
24 are not allowed to go directly to the MPA Center.
25 Whether we as a full Committee " I mean everything the

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1 subcommittees do, back to my answer to Dave Benton,
2 first of all has to be ratified by us. I mean, we
3 have to say, "Yes, that is a good task. We agree with
4 that work plan." Then the question is, can you " can
5 we do that, and I knew that I'd get the answer to the
6 larger question, and here it is.

7 Role of the MPA Center staff. MPA Center
8 staff are available to the FAC and its subcommittees
9 as subject matter and resource people. With the
10 exception of the Designated Federal Officer, they do
11 not serve as staff to the FAC, okay, or its
12 subcommittees. Staff may be assigned by the MPA
13 Center or the Designated Federal Officer to perform
14 specific tasks to facilitate FAC -- that's us -- and
15 subcommittee meetings such as notetaking.

16 I now would like somebody to tell me what
17 that means.

18 (Laughter.)

19 MR. URAVITCH: Mr. Chairman, I guess the
20 question is, what is the question that needs to be
21 addressed, and in what time, because we obviously have
22 limited resources and we're not in a position to
23 provide ongoing staff support for every question
24 raised by every subcommittee or the full Committee.
25 We're certainly willing to work with the Committee and

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1 the subcommittees to try and advance the process,
2 because that's of interest to all of us. But I think
3 that would be subject to discussion, and I think it
4 ought to come through the full Committee and the
5 Chair, and then we could negotiate on that and see
6 what's realistically feasible.

7 CHAIRMAN BROMLEY: Operationally, I would
8 imagine that if Subcommittee Two or any subcommittee
9 has a substantive issue -- as you raised, Lelei --
10 that it would come to the full Committee, we would
11 want to hear your reasons why this was necessary,
12 where you were going to plug it in, and then we would
13 have to decide whether we want to go to Joe and the
14 other responsible officers and perhaps negotiate what
15 might be done. I mean, I would imagine, Joe, that MPA
16 staff could " the Center staff could point them in lots
17 of directions. They could say, "Gee, you know, you
18 people are much closer to the literature that's out
19 there, you could serve as a resource that way,"
20 without actually doing the work.

21 Is that right?

22 MR. URAVITCH: Yes, that's correct. And
23 there are obviously certain things we're willing to
24 take on, like yesterday we agreed to make sure that we
25 look through the Commission Report when it came

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1 through, pull out relevant sections and make that
2 information available. I think it's the more detailed
3 analytical work that would be difficult for us to
4 undertake. And one of the things we're looking for
5 the Committees to perform, are recommendations on the
6 kinds of things we ought to be doing.

7 CHAIRMAN BROMLEY: Is that okay, Lelei?

8 MR. PEAU: Yes.

9 CHAIRMAN BROMLEY: It doesn't mean you
10 shouldn't " your subcommittee should not go ahead and
11 develop a list of what you think you'd like to have
12 and bring it to us.

13 MR. PEAU: Can I make one quick
14 observation? When the idea of the national MPA
15 inventory was " came about, there was some real serious
16 discussion in the Islands in terms of capturing some
17 of the traditional practices in MPA. I felt strongly
18 on inclusion of those MPA, with the understanding that
19 this will somehow help this group to guide the
20 National MPA objectives so that there is some
21 representations and acknowledgment of those existing
22 traditional practices. I'd be remiss if again not
23 reiterating the significance of having those sites
24 available so that we can deliberate at the national
25 level and make sure that the national policy has some

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1 acknowledgment of those existing resources. So I'll
2 stop there, Mr. Chair.

3 CHAIRMAN BROMLEY: Good. Okay, thank you
4 Barbara?

5 MS. STEVENSON: Yeah, I want to go back to
6 the cultural section for a moment. We talked about
7 this a little bit in Subcommittee Two yesterday.

8 I'm very concerned that the discussion
9 here sort of is focusing back down on both the
10 physical cultural and a significant -- but only a part
11 of the entire cultural context that we'll be dealing
12 in. I just want to make sure that the Committee
13 understands that there are cultural differences that
14 go beyond native American, and that we need to
15 recognize, when we're dealing with how to manage these
16 MPAs, that the cultural differences in the rest of the
17 population are recognized and dealt with.

18 MR. MOON: I understand that. There is a
19 broader context to do with the cultural theme and it
20 deals with all levels of cultural, physical and " and
21 so that is going to be continued and that's the
22 purpose of the subcommittees.

23 The other panel is just for our
24 understanding and our education about, you know, who
25 are these people and how do they deal with their

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1 problems, which are different than how you usually
2 deal with them. So it's just an education process.

3 CHAIRMAN BROMLEY: Rod?

4 DR. FUJITA: I just want to clarify,
5 because I'm still a little unclear on how and who will
6 develop the indicators, the monitoring protocol, and
7 the recommendations for how to monitor and evaluate a
8 national and regional network of Marine Reserves.
9 Mainly because Subcommittee Two was thinking about
10 doing that, but I'd like to get that off our work plan
11 if we can.

12 It occurred to me that maybe it would be
13 more appropriate for Subcommittee One to communicate
14 to Subcommittee Three "

15 (Laughter.)

16 DR. FUJITA: " some attributes of systems
17 that are different from the properties of individual
18 MPAs that would be important to monitor. Mark Hixon
19 has a very good understanding of those issues of
20 productivity and spacing and total network size, those
21 characteristics of the system that are different, that
22 need to be monitored in a different way, and then
23 maybe Subcommittee Three could work out the details on
24 how to coordinate Federal and state activities as they
25 carry out that sort of monitoring plan.

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1 CHAIRMAN BROMLEY: Good. Thank you.
2 George?

3 MR. LAPOINTE: My comment was building on
4 Barbara's, that in fact I like the idea of Mel's panel
5 to discuss the diversity among indigenous interests.
6 And we just need to recognize that among fishing
7 communities there's an equal diversity, you know, and
8 we can all talk about that; we don't need to, but
9 that's an important thing for us to pay attention to.

10 CHAIRMAN BROMLEY: Bonnie?

11 DR McCAY: I pass.

12 CHAIRMAN BROMLEY: You pass. Okay.

13 I think in view of the clock, our final
14 comment from Tundi.

15 Are you passing, Tundi?

16 DR. AGARY: I'd like to defer to Mark.

17 CHAIRMAN BROMLEY: Okay, Mark.

18 DR. HIXON: To respond to Rod very
19 briefly. What Subcommittee One has done regarding
20 networks is to provide a definition in the glossary,
21 because networks are referred to in the vision of
22 goals statement. So that will be available on the web
23 very soon, if not sooner.

24 CHAIRMAN BROMLEY: Okay. Tundi?

25 DR. AGARY: I have a question that

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1 probably is premature and may be just food for thought
2 for Subcommittee Three, but I wondered as you're
3 talking about regional coordination whether you leave
4 open the opportunity for advising NOAA on how to make
5 itself amenable to international cooperation,
6 particularly as we have some regions in the United
7 States that would require international cooperation to
8 effectively manage those marine areas.

9 MR. MOON: Actually, that's a good subject
10 matter, and we have not discussed internationally
11 important issues, but I think that's a good one to put
12 back on the table.

13 CHAIRMAN BROMLEY: Okay, Jackie, did you
14 want to say something?

15 MS. SCHAFER: Just to reassure Tundi that
16 we will certainly try to bring some of the expertise
17 of the U.S. Agency for International Development,
18 which works internationally in a number of places
19 overseas in these particular areas, and we'll be able
20 to address those concerns as we move ahead.

21 CHAIRMAN BROMLEY: Good, thanks. Thank
22 you.

23 Before we break, I'd like to make an
24 operational suggestion and ask you how you react to
25 it. I thought I had agreement yesterday among the

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1 three subcommittees that two individuals from each
2 would meet this morning at 10:15 as a sub-subcommittee
3 to hammer out the culture issue. And then I thought I
4 heard Mel say that you guys had one worked out that
5 you'd like to present to us tomorrow morning. Do I --
6 that I misunderstood you.

7 And then this morning your suggestion that
8 at the fall meeting we have a panel on culture
9 triggers the following thought, and then I think I
10 heard that John Halsey had a definition. I know
11 Subcommittee Two has a definition. And so the
12 question I have is, if we want this on our panel in
13 the fall, what I'd like to see would be this group of
14 six, two from each, if I may, meet now instead of with
15 their subcommittee, to both come up with one working
16 hypothesis about what it is we're going to consider
17 culture to be, and that you also give some thought to
18 what this panel might look like, because tomorrow
19 morning we have to plan in a rough way what our agenda
20 will be for the fall, and if you want to have a panel
21 on culture, which I think people seem interested in
22 having, we'd like to have some parameters as to how
23 many people that might be, who they might be, what
24 interests will be represented, and what have you.

25 So did I misunderstand, Mel, when you "

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1 MR. MOON: Actually, the problem is just a
2 matter of too many meetings and not enough need. And
3 there's some problems in our committee because our
4 Vice Chair has left us. The Committee is chairless,
5 per se, and there are some other problems with
6 Committee Number Two -- they have some business that
7 they'd like to go back and address, too. So it's a
8 coordination issue that's creating the problem.

9 CHAIRMAN BROMLEY: Right. I understand,
10 and I knew when we thought about that that this was
11 going to take the Chair of Subcommittee Two away and
12 the Chair of Subcommittee Three, and this is probably
13 not a good thing. But Mark, go ahead and then I'll
14 follow up.

15 DR. HIXON: Thank you, Mr. Chairman.

16 My concern about this is it's basically
17 sort of decapitating all three subcommittees to create
18 a temporary subcommittee. I know the members of my
19 subcommittee are in the midst of grappling with some
20 very difficult issues, and frankly no one wants to
21 miss out.

22 CHAIRMAN BROMLEY: Right, I understand
23 that.

24 DR. HIXON: And given the diversity of the
25 public within our subcommittee, we want to keep it

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1 intact if we can.

2 CHAIRMAN BROMLEY: Bonnie?

3 DR. McCAY: And I think that we can
4 discuss the ways that we want to define culture via e-
5 mail quite adequately. There's nothing contentious
6 here. So I don't see that that's a problem. The
7 planning I would hope we could do that way as well.

8 CHAIRMAN BROMLEY: Okay.

9 MR. MOON: There are two pieces,
10 obviously, the panel and then there's the formation of
11 another committee. And my suggestion was that we
12 should review the formation of another committee or
13 subcommittee. Maybe that's something that needs to be
14 decided by the full Committee. That's just a
15 suggestion.

16 CHAIRMAN BROMLEY: That's fine. I'll back
17 off of that.

18 So let's go into our three subcommittees.
19 I do believe that it would be nice tomorrow if you
20 want to come forward with a sort of a formal motion
21 about a substantive piece of the program in the fall;
22 i.e., a panel on culture, that sometime this afternoon
23 -- when you're on the boat and not in the water --
24 that those of you that " let's call it the cultural
25 coalition here " do some homework and be ready in the

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1 morning to bring to us a proposal about a panel and
2 some general parameters of who might be on it, not
3 necessarily names, but the kinds of people that you'd
4 like to bring forward. And so, if that's okay?

5 John?

6 DR. HALSEY: As a practical matter, would
7 it be possible " how do we get these people to wherever
8 it is we're going? Are they going to have to pay
9 their own way?

10 CHAIRMAN BROMLEY: No, I believe there's
11 funds. If you pass on dinner tonight, we'll be able
12 to " we'll have some money to bring people to wherever
13 it is we plan to meet.

14 (Laughter.)

15 CHAIRMAN BROMLEY: I believe there's
16 funds, yes. There is money. Okay.

17 So, let me just remind you. We're going
18 to break now. I'm going to leave it to the three
19 subcommittee Chairs to get your people mobilized at
20 exactly 10:15 so that I don't have to do this, and
21 we'll meet in the same places that we did yesterday,
22 and " right, that starts at 10:15, and at 11:15 we need
23 to be in this room ready to receive our panels.

24 John?

25 DR. HALSEY: What's the drill on departing

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1 for the snorkeling trip?

2 CHAIRMAN BROMLEY: The drill is " Lauren?

3 MS. WENZEL: What we ask people to do is,
4 after the panel discussion, we're going to have your
5 box lunches out here by the door and then you'll walk
6 out and the boat is just across the canal here. So we
7 can take you across. It's a five minute walk. But we
8 need folks to be ready to go. It looks like a few
9 people obviously need to go change, so we'd ask you to
10 do that quickly after the panel discussion, come down
11 here, pick up your box lunch, and we'll walk together
12 to the boat.

13 CHAIRMAN BROMLEY: And we should meet for
14 the walk sort of right out here; is that right?

15 MS. WENZEL: Yes.

16 CHAIRMAN BROMLEY: Okay.

17 (Whereupon, the meeting was recessed until
18 11:15 a.m.)

19 CHAIRMAN BROMLEY: I'm going to ask Joe to
20 introduce the speakers and the panels.

21 MR. URAVITCH: Okay, thank you.

22 One of the reasons we came -- or asked the
23 Advisory Committee to come down to the Florida Keys --
24 is it's probably one of the premier, if not the
25 premier example of intergovernmental, inter-program

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1 cooperation in the United States today. It's been a
2 long and complicated process and continues to be, and
3 it was one I was involved with in the early 19 " late
4 1980s, early 1990s, and it's good to see how well it's
5 done. It's certainly done more than I ever suspected
6 people could do.

7 You see a good example sitting here of
8 what it takes to make this happen, and this is
9 probably half the organizations that could be here at
10 the table talking about what they do, but these are
11 certainly some of the major institutions that are
12 involved. I thought maybe the best thing to do is
13 start off by introducing Billy Causey, who's the
14 Superintendent of the Florida Keys National Marine
15 Sanctuary, which is what first brought us here, and
16 let Billy introduce the rest of his colleagues who he
17 works with on a daily basis, and let you guys run the
18 show, given that we have a limited amount of time and
19 I don't want to talk too much.

20 So, Billy Causey.

21 MR. CAUSEY: All right, thank you very
22 much, Joe. And again, I want to welcome the Committee
23 to the Florida Keys and to South Florida. It's great
24 to have you all here.

25 To my left, far left, is Superintendent

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1 Linda Canzanelli with the Biscayne National Park, and
2 Linda is just up the road from us. Once we get our
3 map up we'll be able to give you some geography and
4 give you a South Florida geography lesson.

5 And then to my immediate left is Bob
6 Howard, who is Resource Manager with Everglades and
7 Dry Tortugas National Parks.

8 To my right, immediate right, is Kacky
9 Andrews, who is the Director of the Department of
10 Environmental Protection's Coastal and Aquatic Managed
11 Areas.

12 And then next to Kacky is Eric Kiefer,
13 Park Manager for John Pennekamp Coral Reef State Park.

14 And to the far end is Dr. Bill Kruczynski,
15 who is with EPA, and Bill is our resource " or he's the
16 project scientist for the Water Quality Protection
17 Program for the Sanctuary here in the Keys, working
18 for EPA.

19 What we're going to do is, we're just
20 going to talk five minutes, and those of you that know
21 me, that's a challenge for me. But what we want to do
22 is point out the kinds of partnerships that we've
23 established here in South Florida and how we work with
24 one another. For the NGOs and the non-governmental
25 groups and the scientists that we work with, that any

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1 of us work with, I'm going to say up front we're not
2 talking about those partnerships, but more the inter-
3 agency partnerships and the way we work in an
4 integrated way here in South Florida and the
5 Sanctuary.

6 Our history in the Florida Keys goes back
7 some time with the State of Florida. The Florida Keys
8 National Marine Sanctuary at this point in time is
9 2900 square nautical miles in size, and 60 percent of
10 the Sanctuary lies in state waters and 40 percent in
11 Federal waters. I'm not going to talk as much about
12 that partnership, because Kacky is going to be
13 discussing that directly. But it goes back to in the
14 early 1980s when John Pennekamp Coral Reef State Park
15 managed all the way out to the outer reef tract,
16 Molasses Reef where we're going to be going today on
17 the field trip, and that was beginning in 1960, in
18 December of 1960, state waters. And in 1974 the
19 territorial sea limit was rolled back for the State of
20 Florida, back to three nautical miles, which left the
21 Pennekamp Park unprotected. In 1975, the Key Largo
22 National Marine Sanctuary was designated to take over
23 that area.

24 The state continued to manage the Key
25 Largo Sanctuary, and then I started managing a little

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1 tiny key National Marine Sanctuary in 1983 down off of
2 Big Pine Key. And that sort of laid the ground work
3 or the framework for a state-Federal partnership that
4 goes back to the early 1980s. Today we've continued
5 that kind of relationship, but we've expanded it to
6 other areas.

7 The Florida Keys National Marine Sanctuary
8 overlaps six state parks, three aquatic preserves,
9 four wildlife refuges, and within this boundary we
10 have all these multiple agencies that have various
11 jurisdictions and authorities, and it's critical that
12 we work with each and every one of them.

13 We also adjoin and have contiguous
14 boundaries with the Biscayne National Park to the
15 north of us, as well as the Everglades National Park
16 which is to the north of us on the bay side, and we
17 surround the Dry Tortugas National Parks. It's
18 critical that in order to manage, using the kinds of
19 approaches that we use, such as ecosystem management
20 approaches, that we work together in a very
21 coordinated way, in a very integrated way. We have
22 several different bodies that helps us do that, at
23 both the national level and the local level.

24 We have the South Florida Ecosystem
25 Restoration Task Force that all of our agencies are

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1 members of at both the national level, and then we
2 have locally a working group that all of our agencies
3 are represented on, and we also have the tribes, local
4 governments and other agencies.

5 We also have the U.S. Coral Reef Task
6 Force that again, each of our agencies are represented
7 on the U.S. Coral Reef Task Force, but we in the field
8 also have responsibilities and activities that we
9 integrate with on a regular basis.

10 And then of course we have own
11 initiatives, and Bill Kruczynski will touch on some of
12 the things that we're doing with EPA.

13 With that, I'm going to go ahead and pass
14 it on to Superintendent Canzanelli, but I want to
15 point out we're trying to stick to five minutes each,
16 and then we want to open it up to Q and A's.

17 To punctuate what I was saying, you may
18 have heard about the Tortugas Ecological Reserve over
19 the years. In order to establish that 151 square-
20 nautical-mile area we had to work with seven different
21 jurisdictions. Four of those jurisdictions had veto
22 capability on the process. The last two steps in the
23 process were to go to the State Fish and Wildlife
24 Conservation Commission, and ultimately to the
25 Governor and Cabinet, sitting as the Board of Trustees

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1 over submerged state lands. And those were the two
2 last critical steps, and we in fact had unanimous
3 support every step of the way, which was very
4 gratifying to us.

5 Can we do it again? I don't know, but as
6 long as we are talking and as long as we're
7 integrating our activities, I feel confident that we
8 can.

9 Now I'll turn it over to Linda.

10 MS. CANZANELLI: Hi. It's great to be
11 able to be here today.

12 Biscayne National Park is a smaller park
13 definitely than Everglades, and one of the things that
14 " the only way we can survive and the only way we can
15 do things is really through partnerships. So
16 partnerships are really our life blood in the park.
17 And we have quite a few important partnerships in this
18 area, but probably the one, given I'm on limited time,
19 that I want to talk about at least first is our
20 partnership on the development of our Fisheries
21 Management Plan.

22 Biscayne National Park was established in
23 1968 as a national monument, which makes us 35 years
24 old last year, and we " the park was established in two
25 parts. It was expanded in 1980 when it was turned

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1 into a national park. And when that happened there
2 was a north and south component added. Well, the
3 original component of the park, which is the center
4 core, basically the enabling legislation says that the
5 Secretary of the Interior shall consult with the
6 state, and then pretty much they can go off and do
7 whatever they want in that area.

8 When the north and south areas were added
9 in 1980, the state retained fishing rights in those
10 areas of the park. So the park is very segmented.
11 Now Biscayne National Park is 173,000 acres, 270
12 square miles. We are Miami's front door. And it is
13 virtually impossible for people to know when they are
14 in the park.

15 One of the challenges we have -- the Trust
16 for Public Land recently did a poll of people, asking
17 people, did they go out to Biscayne National Park and
18 all those questions. Something like ten percent of
19 them said yes, they went out to Biscayne National
20 Park. They asked them, do you go out into Biscayne
21 Bay. Something like eighty percent of the people said
22 yes. They asked them where they liked to go in
23 Biscayne Bay, and the places they mentioned were Boca
24 Cheeca, Elliot Key, all places in Biscayne National
25 Park.

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1 So obviously they don't know that they're
2 in Biscayne National Bank when they're in Biscayne.
3 So that's one of the challenges.

4 Well, even though we're thirty-five years
5 old, nobody had ever done -- and 95 percent water --
6 no one had ever done a Fisheries Management Plan at
7 Biscayne National Park. Unfortunately, when the rest
8 of the Florida Keys system was planned in a fisheries
9 plan, Biscayne was not done. So we were left to
10 either do it our own or to partner. And I felt really
11 strongly that we needed to partner with the state. If
12 people don't even know when they're in the park, one
13 of the worst things we could do was to go off on our
14 own and establish a bunch of fishing regulations not
15 in conjunction with the State of Florida, and then
16 have only a limited number of people being able to
17 enforce them. Basically my law enforcement folks
18 would have been the only ones who are able to enforce
19 them.

20 So we entered in -- with a Memorandum of
21 Understanding, we entered into an agreement with the
22 Florida Fish and Wildlife Conservation Commission in
23 2000 to do a Joint Fisheries Management Plan for
24 Biscayne National Park. This has turned out to be so
25 many benefits that I never ever, ever, ever

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1 anticipated. It makes me feel brilliant at times for
2 having suggested the idea in the first place. And
3 it's really been a wonderful relationship. Because of
4 all the science that we're using as part of this, it's
5 being peer reviewed, the state is part of all that,
6 and because of their involvement " we aren't even
7 finished the plan. We're hoping to finish the plan
8 this year. But because we had already presented such
9 information about lobster mini-season and lobster take
10 within the park, that the Florida Fish and Wildlife
11 Conservation Commission voted to change -- before the
12 lobster mini-season in 2003, they voted the lower the
13 legal number of lobster that could be taken in
14 Biscayne National Park from twelve to six a day in
15 advance of it, because of this partnership and the co-
16 involvement in it.

17 In addition, one of the great things has
18 been " I don't know how many of you know about the
19 Federal " my least favorite thing that Congress ever
20 did, which is pass FACA, the Federal Advisory Council
21 Act, the Park Service does not have " we only have a
22 very limited number of " and I always rant about this
23 in front of -- including to Congressional visitors who
24 come down here. It's my favorite rant. We aren't
25 able to bring together groups of people in order to

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1 consult them and to use them to help to advise us on
2 policy. And I really think that a park like Biscayne
3 -- where we are Miami's front yard -- it's
4 phenomenally important for us to be doing that.

5 And so what we did, because of this
6 partnership is, I asked Billy if he would be willing
7 to let us use a committee of the Sanctuary's Advisory
8 Council, Advisory Group, to use to be our Advisory
9 Group on this Fishery Management Plan so we could get
10 even more in depth input from folks than we were doing
11 as part of just our public scoping. And we were able
12 partly to get around FACA by the fact that the state
13 was our partner in this. So really they're doing this
14 with the Sanctuary. They're not advising me, they're
15 advising the state, who then passes the information on
16 to me. It's a nice " it passes the red face test.

17 But it's really been a phenomenally
18 important and valuable partnership that's had lots of
19 unexpected and really valuable benefits to the Park
20 Service, including looking at the fisheries more
21 holistically, so we're not looking at it just within
22 the geographic area of Biscayne National Park, but
23 we're looking much broader, regionally, on how we can
24 benefit fisheries.

25 And I'll end there.

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1 MR. CAUSEY: Thank you very much. You
2 have a minute.

3 Now we'll hear from Bob Howard with
4 Everglades National Park. Bob?

5 MR. HOWARD: Good morning.

6 Our new acting Superintendent, Dan Kimble,
7 was not able to be here today, because he had
8 scheduled all-employee meetings, where he was going to
9 meet all of his employees. So it made it very
10 difficult for him to get out here, but he regrets not
11 being here with Billy and the panel.

12 I'll start very quickly with Dry Tortugas,
13 in that a general management plan was done about four
14 years ago, three years ago, and it was in conjunction
15 with the Sanctuary for the Ecological Reserves. That
16 was where I think there was a real beginning of a
17 close working relationship, even though " and that
18 partnership out there has extended on to the Sanctuary
19 and the state officers coming out to the park and
20 assisting us with law enforcement in the park. We
21 have such a small staff out there, that when Billy can
22 come out with his ship, or the Fish and Wildlife
23 Commission officers can come out with their ship with
24 five guys on it, you can really get the attention of
25 some of the fishermen out there. And there have been

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1 some fabulous cases, I think, done.

2 But Billy asked me to talk a little bit
3 more about the South Florida Ecosystem and the
4 comprehensive Everglades program and what effect that
5 that has on the marine environment for the park and
6 the partnership. Now as you well realize, that's a
7 huge partnership. The local interest, the state
8 interest, the other Federal interests, commercial and
9 environmental groups and individuals are all
10 participating in that. And I could spend a lot of
11 time talking about the fresh water component of that,
12 but as all of you realize, eventually it dumps out
13 into the Gulf of Mexico or, more directly, in the
14 Florida Bay, and then that all, the flow through the
15 Gulf of Mexico comes right on through the Sanctuary,
16 comes through Pennekamp, comes through a lot of state
17 property down south of the park.

18 That I think really makes the Everglades
19 Restoration Program, the South Florida Ecosystem
20 Program, such an important program from a Marine
21 Protected Area perspective. I think what that allows
22 us to do is that fresh water, salt water, very
23 productive estuary system allows for a real prolific
24 increase in fisheries and sea grass and other things.

25 As all of you know, though a lot of people will talk

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1 probably about the ocean side, the Atlantic side, for
2 the Sanctuary and a lot of the Keys and for Florida
3 Bay, what goes on in the Gulf of Mexico, what goes on
4 more locally or regionally up in Tampa and Fort Myers,
5 very, very much has an impact on the Keys. Billy's
6 got a great Sanctuary map that shows you these eddies
7 where the loop current comes in and around the Dry
8 Tortugas and then starts this big eddy that brings all
9 of these water quality issues to Everglades National
10 Park, to the Sanctuary, to the Keys, to the coral
11 reefs.

12 So the partnerships that we have to work
13 with, I think, are just critical. Billy has been a
14 real focus with us, the working together I think has
15 been a real success.

16 MR. CAUSEY: Thank you. I only brought
17 people together that would say good things about our
18 relationship.

19 (Laughter.)

20 MR. CAUSEY: Now it's my pleasure to
21 introduce my co-trustee. Kacky is my co-manager in
22 managing the Florida Keys National Marine Sanctuary,
23 and she's going to explain how that came about between
24 the Governor and Cabinet. You've heard us talk about
25 state/Federal partnerships. Two-thirds of my team, or

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1 our team here in the Keys, are state employees, either
2 with DEP or with the State Fish and Wildlife
3 Conservation Commission, and NOAA funds 99.9 percent
4 or something like that. I'll let Kacky explain.

5 MS. ANDREWS: Thanks, Billy.

6 Just to give you a little bit of
7 background. The Governor and Cabinet, and the Cabinet
8 is three other elected statewide officials, act as a
9 Board of Trustees over all of the sovereign lands in
10 the State of Florida. So that is why, since most of
11 the Sanctuary waters fall in the state, the Governor
12 and Cabinet had a very keen interest when the
13 Sanctuary was getting created. And it had to go to
14 the Governor and Cabinet for approval.

15 There was, you know, a certain level of
16 discomfort, I think, in the Keys, it's fair to say,
17 when this was first getting created. And so as this
18 was moving through the Governor and Cabinet, the
19 Governor and Cabinet asked for about, I think, eleven
20 different MOA's or MOU's or agreements to get worked
21 out before the state signed on. But that gave the
22 state the level of comfort and also a certain level of
23 buy-in into the process, so we would be active co-
24 managers with the Federal Government in this area, and
25 which has spawned just huge benefits into the future.

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1 How this works on the ground is, you know,
2 you say well, as Billy pointed out, we have a bunch of
3 eighteen, I guess, DEP employees working down here in
4 the Sanctuary with the Federal employees. It's not
5 that you have like the Federal Sanctuary Building and
6 then the State Sanctuary Building. They're in the
7 same buildings. They're in desks next to each other.

8 They work side by side, and they all have the
9 Sanctuary logo on their shirts. And so it really is a
10 true partnership, a true working together in the most
11 basic terms.

12 Once a year we drag Billy to Tallahassee
13 and we put him up before the Governor and Cabinet and
14 give them an up-date of all we've done. The Governor,
15 Governor Bush invariably asks, "How's the Tortugas
16 doing? Is it working?" And we're pleased to say,
17 "Yeah, the indications are good."

18 But as you can see, with all the different
19 jurisdictions sitting up here, and we have different
20 authorities, we have different legal requirements, we
21 have different policies, are there disagreements? You
22 bet. But you know, we work through them. It's
23 incredibly easy " it would be incredibly easy if we
24 were all defined by our differences. Everybody at
25 this table refuses to be defined by the differences.

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1 We insist on being defined by the similarities of what
2 we're all trying to do. And so when we have those
3 disagreements or when we get to those points where our
4 jurisdictions aren't matching up real well, we work it
5 out. And it's basically that simple.

6 And that's all I had. Thanks.

7 MR. CAUSEY: And now we have Eric Kiefer.

8 MR. KIEFER: I'm Park Manager at John
9 Pennekamp, and I guess that's kind of the original
10 partnership that started this whole thing, whereas we
11 are part of the Sanctuary but managed under the state
12 park system. And it's really been working out
13 phenomenally. We have no problems there.

14 Actually now what we're trying to do is
15 kind of integrate more and more together. For
16 instance, one of the things we're looking at the
17 feasibility of now is trying to get the state park
18 officers brought under the same guidelines as the
19 Federal officers and use some of their procedures to
20 garner back some of the damages caused to the reefs
21 and the sea grasses that we have.

22 In the state park system to -- if you run
23 aground and destroy a reef, what we have to prove is
24 that you meant to do it, you criminally meant to do
25 that, and charge you with a felony, and try to get

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1 some money from you and then, you know, for the damage
2 assessment, which kind of goes up into another big
3 pot. The way they do it in the Sanctuary is, you
4 know, all we're trying to do is recoup the cost to
5 restore the resource, and to recoup it right here in
6 the area and use that money to repair what's been
7 done. And they've been real effective at that and
8 they have a really great system. And so the state
9 parks is now trying to " and it hasn't been done yet,
10 hasn't been finalized, but the feasibility is being
11 looked at to do that. So that's going to be real
12 helpful to us, to keep the resources protected.

13 We do a lot of " we rely on the Sanctuary
14 a lot for expertise and for training. When we do
15 things that " you know, when we're doing things that we
16 don't have the expertise in, we can always go to them
17 and they " Reef Medic is one program they run. I have
18 all -- my staff is certified in that. They do a lot
19 of really neat ideas, getting out patrolling the reef
20 in a friendly manner. We've been through that program
21 -- it's called Team Ocean.

22 So there's just a lot of ways that we work
23 together. Other inter-agency cooperation we've done.

24 The Florida Keys Environmental Restoration Trust Fund
25 is an organization where we're using their funding and

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1 funding through the Army Corps of Engineers, and
2 mitigation monies are restoring a lot of mangrove
3 habitat, actually taking the land that was completely
4 developed and tearing down the developments, and then
5 putting the original habitat in there, the Dispatch
6 Slue, Cary Sport, Egret Island. At Egret Island we're
7 also doing a lot of sea grass restoration, and that's
8 with them. Of course we work with the FWC in a lot of
9 law enforcement areas, including lobster trap removal.

10 So the last two things that I think I can
11 talk about just in cooperation is something that's
12 kind of brand new, it's called the Southeast Florida
13 Park Area Managers Organization, and that's just
14 everybody at Biscayne and Everglades, all the parks
15 around, and we just kind of get together and try to
16 figure out what we can do so we're all on the same
17 page and how we can improve, because we all are
18 connected. And so we are constantly trying to reach
19 out and see how we can integrate and keep things
20 working on a consistent level.

21 And a new thing they just started. We've
22 had problems out here with people parking their boats
23 and dumping the sewage out of their boats into the
24 water. And that's not allowed in Monroe County, but
25 it's kind of hard to enforce, and it's kind of hard to

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1 catch them at it. And so what the Sheriff's
2 Department has now done is, they've decided we're
3 going to go around with a boat. I think this is
4 pretty much done now. And they're going to get a boat
5 and actually go up to these people and say, "Hey,
6 we're here to take your sewage," and then they'll
7 bring it to Pennekamp where we have the facilities to
8 dispose of it.

9 So all in all, the partnerships with
10 everybody here and the way things have been " the
11 ability of everybody to work together and willingness
12 has been " it's really great.

13 Thank you.

14 MR. CAUSEY: Thank you, Eric.

15 Now we have Dr. Bill Kruczynski with EPA.

16 DR. KRUCZYNSKI: Welcome to the Florida
17 Keys. This is a great time of year to be here. The
18 humidity is low and the mosquitoes.

19 I can only remember one other time talking
20 to a group this large without an overhead projector,
21 and that was my daughter's wedding.

22 (Laughter.)

23 DR. KRUCZYNSKI: So I feel a little naked
24 up here.

25 We're active partners with NOAA in

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1 management of the Florida Keys National Marine
2 Sanctuary. It came about through the Act. When
3 Congress passed the Florida Keys National Marine
4 Sanctuary Act, it recognized that water quality was
5 key in keeping the biological communities in the Keys
6 at some level of productivity, and that sea grasses
7 and corals, the two major biological communities here
8 in the Keys, are sentinels of water quality and
9 generally don't do well when water quality
10 deteriorates.

11 So when the Act was passed in 1990, it
12 directed EPA, Congress directed EPA to develop a Water
13 Quality Protection Program for the Florida Keys. We
14 weren't exactly sure what that was, but we did it, and
15 it took about six years to figure it out and do it.

16 In 1992 Congress said that EPA and the
17 State of Florida should be partners in the management
18 of this Act, or the application of this Water Quality
19 Protection Program, and so we've been working together
20 with NOAA and the State of Florida, trying to improve
21 water quality in and around the Keys.

22 We finalized what we called the Water
23 Quality Protection Program document in 1996, which has
24 about 95 activities listed in it that need to be
25 accomplished in order to improve or maintain good

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1 water quality in the Keys. And that Water Quality
2 Protection Program plan or document was then
3 incorporated in the Sanctuary's Management Plan. When
4 they finalized their EIS on management of the
5 Sanctuary, water quality was part of that " it is part
6 of that management plan.

7 All of the history of getting to where we
8 were with the implementation of the management plan,
9 including the Water Quality Protection Program, is in
10 the document called First Bi-Annual Report to
11 Congress, and I brought about ten copies with me. If
12 you'd like to have those, you're welcome to them.

13 In the Act also, it says that we would
14 develop a Steering Committee and a Technical Advisory
15 Committee and a Management Committee for the
16 Sanctuary. So we're on the Management Committee and
17 our Act is helping manage the Sanctuary.

18 An example of that would be the joint
19 development of a science plan a couple of years ago, a
20 comprehensive science plan where EPA and NOAA worked
21 together to do that.

22 One of our tech members is on this panel,
23 John Ogden, who's been very active on the Technical
24 Advisory Committee which keeps us scientifically
25 straight in the process, or tries to.

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1 (Laughter.)

2 DR. KRUCZYNSKI: The Steering Committee
3 consists of high level officials in all of the
4 agencies that are involved in the program -- state,
5 local, Federal -- and the movers and shakers trying to
6 get things done. Once the planning is in place, then
7 they can help get things done.

8 Some of the things that we've accomplished
9 in the last five years, we developed a No Discharge
10 Zone for Key West, where sewage is being pumped out
11 and no longer discharged into waters. We did that in
12 2000 and 2002, July, we did that for all of the state
13 waters surrounding the Sanctuary under the Clean Water
14 Act.

15 I helped, along with others, develop a
16 Wastewater Master Plan for the county. So we have a
17 master planning process in place, trying to clean up
18 sewage problems in the Keys. We developed a
19 Stormwater Master Plan. For those two main planning
20 documents, about three million dollars worth of
21 planning are in place, and now we're trying to fund
22 the various individual components that need to be done
23 to make those improvements.

24 Part of that process, EPA put about a half
25 a million dollars into the system to test on-site

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1 systems, something that people can add to their septic
2 tanks that will allow " that will stop contamination of
3 groundwaters and ultimately surface waters.

4 We have a pilot project on the ground
5 right now that's going to be " that pipes are going to
6 be turned on in the next three or four months in the
7 Little Venice area in Marathon, where we put about
8 \$4.3 million of construction grant money into an AWT
9 demonstration project, a central collection and
10 treatment system, which will take about 500 or so
11 homes that are almost all on septic in the Keys and
12 give them a central treatment system. The way that
13 works is when these homes were developed in the '50s
14 they just dug a hole in the ground, and when people
15 flush their toilet it goes into this hole in the
16 ground. Because the water level is so close to the
17 surface here in the Keys, the interchange between
18 groundwater and surface water is very quick.

19 We've been active partners in the
20 development and implementation of a comprehensive
21 monitoring plan in the Keys, where we annually monitor
22 the state of coral at 44 stations or so. Water
23 quality, we do quarterly at 150 stations surrounding
24 the Keys, and sea grass we do annually at 36 permanent
25 stations and a bunch of other places.

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1 EPA has put in about \$1.8 million into
2 special studies, trying to figure out cause/effect
3 relationships, what happens when you flush your
4 toilet, how long does the water take before it gets to
5 surface waters, or what are the causes of coral
6 diseases, for example, trying to get at those serious
7 questions.

8 We put some of that into a document, and
9 I've brought about ten copies of this with me, Water
10 Quality Concerns in the Florida Keys: Sources,
11 Effects and Solutions, which sort of summarizes the
12 state of the science of what we know.

13 I think if I had a suggestion to you all
14 in partnering, is to get a partner that has some money
15 --

16 (Laughter.)

17 DR. KRUCZYNSKI: -- and is willing to
18 bring it to the table. Because Congress told us to be
19 here, we were very lucky. We've got about a 1.4
20 million budget a year to help with the management of
21 the Sanctuary.

22 The other key issue that I'd like to tell
23 you is that it's critical to have a person on site.
24 We couldn't get a lot of this stuff done if EPA wasn't
25 willing to stick a person in the Keys that likes to

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1 fish, likes to swim, and is willing to work with Billy
2 on occasion.

3 (Laughter.)

4 DR. KRUCZYNSKI: That's all I have to
5 really say about partnering with the Sanctuary.

6 Billy asked me if " if I have one more
7 minute, Billy?

8 MR. CAUSEY: Actually, you used it up, but
9 go ahead.

10 DR. KRUCZYNSKI: Other agencies that we're
11 partnering with. I've been involved with the Dredge
12 and Fill Program since 1972, which is Section 404 of
13 the Clean Water Act. And there Congress made the
14 mistake of telling the Corps of Engineers that you
15 will manage the program, and EPA, you will oversee the
16 program. And that's led to nothing but hardships up
17 until today. We never agree on jurisdiction. We
18 never agree on how the regulations are supposed to be
19 implemented, et cetera, et cetera. So having two
20 agencies oversee the same program, I think, is a
21 mistake.

22 MR. CAUSEY: Okay, thank you.

23 And now we have time to open it up for
24 some Q and A?

25 CHAIRMAN BROMLEY: Well, as a matter of

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1 fact, we don't. We could entertain one, but we're
2 already five minutes behind.

3 Let me ask you this, will each of you be
4 on the boat with us this afternoon?

5 MR. CAUSEY: Bob will be there. I'll be
6 there. Kacky will be there. Three of us.

7 CHAIRMAN BROMLEY: I see hands. If your
8 questions are to one of the three that will be on the
9 boat with us today, let's do it then.

10 DR. CHATWIN: Thanks for giving us this
11 presentation. I have a question which Dr. Kruczynski
12 started to address, and that is, were all your
13 partnerships mandated by legislation, or the ones that
14 you identified were necessary in the course of "

15 MR. CAUSEY: In the Florida Keys National
16 Marine Sanctuary Act in 1990, Congress did in fact
17 direct us to: 1) establish a Sanctuary Advisory
18 Council to help advise Sanctuary Managers, but they
19 also laid out the need to work with state, Federal,
20 local partners and agencies in implementation of the
21 Management Plan. We did that from the very beginning
22 by bringing together an inter-agency core group that
23 helped us actually not only write the Management Plan
24 but develop all of the concepts. Then that
25 legislation has been revised over the years,

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1 particularly with the Water Quality Protection
2 portion.

3 DR. OGDEN: One quick question. By the
4 way, thank you very much for coming here, and I really
5 hope you understand that this is a true model for what
6 we expect will be the situation with regards to marine
7 protections in the future all over the country.

8 I have to ask a difficult question of
9 Linda, though, because yesterday we heard of the FWC's
10 comments, and I don't know whether this is off-handed
11 or not, that essentially marine reserves, that is,
12 places where fishing is prohibited, would be used in
13 the scheme " in your scheme only as a last resort.

14 MS. CANZANELLI: In the Memorandum of
15 Understanding that Biscayne established with the
16 Florida Fish and Wildlife Conservation, there is a
17 paragraph in there where the FWC says that during the
18 first five years -- unless there's sort of
19 overwhelming scientific compelling information -- they
20 are not going to support no-take areas in the
21 Fisheries Management Plan. And basically because what
22 we've agreed to do is to try a progressive group of
23 things to try to improve fisheries. And the peer
24 review science supports that. There's real difference
25 of opinion as to whether or not no-take areas actually

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1 help with fishery.

2 Now, we're also at the same time doing a
3 General Management Plan, which is a twenty-year
4 planning document. And within the Memorandum of
5 Understanding we also said that Biscayne National Park
6 may propose no fishing areas in our General Management
7 Plan, that the FWC is not a partner in. That's a
8 purely National Park Service document. And that we
9 would potentially propose that, because the goal of a
10 General Management Plan is to protect ecosystems and
11 to enhance visitor experiences. And there is " if you
12 do a literature search on no-take areas with regards
13 to protection of ecosystem, it is overwhelmingly in
14 support that no-take areas are very beneficial to
15 ecosystems.

16 So we're in the process of " we just went
17 through a ninety-day public comment period. We're in
18 the process of reviewing all those comments, and we'll
19 be coming out with another draft document on our
20 General Management Plan. So we're a little bit split
21 on that.

22 DR. RAY: Thank you. Just a great
23 compliment, to see the coordination between state and
24 Federal. It's very reassuring to see that.

25 My diving started in the Keys in 1960 on

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1 Little Key, so most of the places that you represent
2 I've been over the years.

3 Real quickly, two questions. One, do you
4 feel that the level of monitoring you've had is
5 adequate, and secondly, the fact that a fair majority
6 of the area has been protected for quite a few years
7 now and monitored, does the monitoring show that since
8 being under protection that the condition of the Keys
9 has started to improve, or are we still in a decline?

10 MR. CAUSEY: I'll go ahead and take that
11 first, and I'll say, in answer to the latter part of
12 your question, is that I would have to say we're in a
13 state of decline. But -- although we've seen our
14 coral monitoring has demonstrated that we've seen a
15 leveling off of the amount of coral loss that we're
16 seeing. And this has been demonstrated from our
17 Comprehensive Coral Monitoring Plan.

18 What we haven't seen is that this has not
19 turned up again. In fact, we're not seeing new growth
20 or tremendous recruitment.

21 The monitoring has shown us a lot, not
22 just what we're seeing through the EPA funded project,
23 but also many other projects. And I feel that this is
24 probably the most intensely monitored Marine Protected
25 Area in the world, and I think John would agree with

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1 me on that. And still, I could have questions
2 unanswered every day, but I think we have enough
3 information to make some of the tough decisions that
4 we should be making.

5 But the decisions are far more complex
6 than just me pushing or Kacky going to the Governor
7 and Cabinet. It involves local communities. It
8 involves society. And I hear you talking about how
9 society is being fed into this process, and that's so
10 critical.

11 I hope I answered your question. The answer
12 is yes, we have a lot of monitoring. We're still
13 seeing decline in some areas, but I feel confident
14 that we're going to turn the corner on that over time.

15 CHAIRMAN BROMLEY: The counter to that is
16 what would the situation be had you not been in place
17 working. I think the real test of this is what would
18 the system have been?

19 MR. CAUSEY: It's phenomenal in what we've
20 been able to accomplish. And I have to say the
21 success there, even if we look at sea grass scarring,
22 boat crop scarring or whatever, we're seeing major
23 accomplishments in some areas. As far as coral
24 decline that is occurring at the global, regional and
25 local scales, that's a little harder for us to be able

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1 to get our arms around and say this is the cause. But
2 we hope to be able to do that.

3 CHAIRMAN BROMLEY: Bill, can you say
4 something in thirty seconds?

5 MR. KIEFER: Thirty seconds? No.

6 (Laughter.)

7 MR. KEIFER: The Water Quality Monitoring
8 Program is 150 stations taken quarterly. Am I
9 satisfied with that? The answer is no. We don't have
10 " it's just too infrequent. We've been doing it since
11 1995, so we have enough data to show trends. We show
12 increasing phosphorus, almost linear, since 1995, and
13 in waters around the Keys, and increased nitrogen
14 around the Keys. But the sampling is too infrequent
15 to get at the sources very well. We don't know
16 whether it's from episodic events like run-off from
17 the Mississippi River, or whether it's something else.
18 So I'm not happy with that.

19 MR. O'HALLORAN: I just have a question to
20 see whoever's going to be on the boat today. We've
21 heard about the Dry Tortugas as being an excellent
22 model of success, and I'm real interested in finding
23 out more about that process, particularly as involved
24 with local communities and users. Is someone going to
25 be on the boat to "

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1 MR. CAUSEY: I'll be on board.

2 MR. HOWARD: Can I do just one quick
3 thing, which was the statement about the monitoring.
4 I failed to bring up with Billy and with EPA the
5 Waterway series, and as probably all of you know, one
6 of the crucial elements is education of the public,
7 and I think that that's one of the bigger success
8 stories, the Waterway series and the inter-agency
9 Visitor's Center down in Key West. So I think that's
10 again one of the things that we've seen happen because
11 of the work we've had together.

12 MR. CAUSEY: And Waterways is a TV program
13 that EPA, the Park Service and Sanctuary fund, and
14 it's aired on seventeen cable stations, and then we
15 also have an inter-agency Visitor's Center that's
16 going down in Key West at the Dr. Nancy Foster Florida
17 Keys Environmental Complex. That's going to be the
18 Sanctuary, State of Florida, National Park Service, as
19 well as Fish and Wildlife Service.

20 I think we're going to have to stop or
21 we're going to miss our boat.

22 (Whereupon, the meeting was in recess at
23 12:05 p.m. until 8:00 a.m., Thursday, April 8, 2004.)

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