

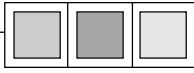
PRIBILOF ISLANDS COLLABORATIVE



Executive Summary of the Preliminary Design Meeting

SEPTEMBER 22-33, 2003

UAA COMMONS • ANCHORAGE, ALASKA



Background

On September 22–23, 2003 over 60 people met to talk about the concerns and future of the Pribilof Islands' economy and ecosystem and how they might be able to work together to address issues of common concern. These individuals were from St. Paul and St. George Islands, fishing industry and environmental groups, and federal government agencies. All individuals spoke on behalf of themselves, not their organizations.

Proposed Collaborative Design

After a day of meeting and discussing issues, individuals worked in small groups to address components of a collaborative process. This summary is comprised of their proposals along with suggested next steps that were also discussed. These proposals were presented by the small groups to all present, but were not discussed in detail by the larger group due to time constraints; the proposals should be viewed as a starting point for discussion by stakeholder groups. Those who met on September 22–23 recognized that there were a number of perspectives not present, and those perspectives will also need to be woven into the process design.

Components of a Collaborative Process

1. Problem Statement
2. Interaction with the North Pacific Fisheries Management Council
3. Structure of Collaborative Process
4. Timeline
5. Information needs
6. Funding/resources

Proposed Problem and Mission Statements

This small group drew twice as many participants as any of the other groups, which was a sign that participants clearly understood the significance of a problem statement being fundamental to the success of a collaborative process.

Proposed Problem Statement

The human, economic, cultural and social health of the Pribilof Communities, as well as the commercial fishing industry, are threatened by declines in the populations of marine mammals, birds, crabs, and other species. Some of these changes are significant, including recent declines in the halibut CPUE in and around the Pribilof Islands. The causes and effects of such changes are not well understood. Existing data are not being adequately utilized and additional research may be necessary. Traditional knowledge and wisdom are not currently supported and are not routinely and properly included in management and research decisions.

There are a variety of methods that may be available to address these concerns, including the creation and/or modification of conservation zones, seasonal opening/closings, by-catch regulations, and other fish and non-fish management tools. Because of the wide variety and

disparate interests involved in the Central Bering Sea, an inclusive process needs to be developed that can address these issues and that will result in one or more proposed measures designed to address them.

Proposed Mission Statement

The Pribilof Collaborative process is intended to establish a forum of stakeholders and controlling government agencies dedicated to identifying issues confronting the environment surrounding the Pribilof Islands and take decisive actions to address these concerns through methods and actions recommended by the collaborative. The collaborative recognizes the inhabitants of the Pribilofs as the primary stakeholders with respect to such issues and will advocate the equal contribution and importance of Western science and Traditional Environmental Knowledge in addressing these issues.

Proposed Interaction with the North Pacific Fisheries Management Council Process

The following proposal was based on the premise that the Pribilof Islands Collaborative will interact with the North Pacific Fisheries Management Council on an on-going basis, and that the Collaborative will also meet on a regular, on-going basis. The Collaborative needs to meet regularly in order to clarify its message to the Council, and to understand the Council's responses. Further, this group stated that it would also be necessary for those in the Collaborative to report back to their respective organizations and constituencies regarding the information between the Collaborative and the Council. In this way, the issues and responses will be better understood by a much larger number of individuals and organizations.

Why is it important to interact with the Council?

- To get data that the Council has/Council can get.
- To take action, as the Council has jurisdiction or decision-making authority over fishery issues.

How does interaction usually occur?

- Formally, by having consistent, committed engagement between the Council and those representing the Collaborative.
- Informally, by having the Collaborative:
 - Represent a critical mass of constituents,
 - Develop Council champion(s) (liaisons who are credible with both the Collaborative and the Council), and
 - Use good, credible information that the Council knows is reliable.

How could the Collaborative effectively interact with the Council?

- Collaborative designates "Council Team."
- Collaborative holds regular meetings.
- Council Team reports at the beginning of the Collaborative's regular meetings.
- Collaborative develops task list for Council Team during meeting.
- Collaborative sets the Team's agenda at the end of each meeting.

How does the Collaborative choose the Council Team? The following characteristics were identified:

- Needs to be composed of "honest brokers."
- Needs to disclose any agenda conflicts.
- Needs to be transparent in its representation (clear about which hat a Team member is wearing on any given issue, at any given time).

Proposed Timeline

This proposed timeline for the Pribilof Collaborative is designed to coincide with the NMFS EIS process on the Pribilof northern fur seal subsistence harvest that will include examining fisheries impacts on the Pribilof Islands northern fur seal population. The timeline also shows scheduled meetings of the North Pacific Fisheries Management Council, which take place every two months, except during the summer, as well as the projected timeline of the Council's northern fur seal committee, which will track the NMFS EIS process.

The timeline indicates that the soonest the Council would be able to take action on fur seal issues would be late 2004, for implementation in 2005. Other Council decision making procedures, such as emergency actions, were also briefly talked about as possible ways to address issues and concerns, but the group recognized that it would need additional information about them, as it was not clear how these decision making processes work.

	2004																
	2003	2004	Oct	Nov	Dec	Jan	Feb	Mar	April	May	June	July	Aug	Sept	Oct	Nov	Dec
EIS Furs Seals		Public Meetings				Draft EIS											(After this EIS Fur Seals process is separated from Collaborative and NPFMC)
NPFMC Meetings	X		X			X			X			X					X (Final NEPA/Regs with action in '05)
NPFMC Fur Seal Committee Meetings	X																
Collaborative Process Meetings						X			X								Joint Meeting w/ NPFMC Fur Seal committee to develop recommendations to NPFMC to present in October regarding subsistence harvest effects on fish

Proposed Structure of a Collaborative Process

Those present were provided information on three primary collaborative design options and other information regarding the elements of a collaborative. From that, this small group suggested:

Proposed Collaborative Process Option: Committee and Task Groups (*See page 7 of this summary*)

Proposed Stakeholder Groups

- Island entities (9 from each Island, with 1 individual from each of the city governments, 1 from each of the corporations, 1 from each of the tribal councils),
- CDQ groups (2 people),
- Fishing industry (8 people, each from a different type of fishery),
- Environmental organizations (5 people),
- Government: Non-voting, NPFMC, NMFS, USFWS, IPHC and others.
- Science (including traditional & local knowledge): Non-voting, but are key to provide information and technical support, but are not stakeholders. How this group interacts with the stakeholder group needs to be determined.

Proposed Rules

Members: Each interest group names its members (33 members was considered the maximum number feasible. (Rationale: If open to larger number of people there was concern that chaos would result).

Alternates: None (Rationale: Alternates lead to lack of continuity).

Consensus Definition: Recognition that two definitions could have value. One is using a range or a continuum, and two, a strong or overwhelming majority would be required from each group. (See page 8 for Definitions of Consensus)

Steering Committee: The Organizing Committee should serve as the initial Steering Committee. (If others want to participate they are welcome to do so. Conference calls are held every Wednesday at 9 am Alaska time. Call in number: 1 (800) 503-2899 pass code: 2795504#)

Participants:

Aqualina Lestenkof, St. Paul Island	Greg McLashen, St. George Island
Heather McCarty for CBSFA	Larry Cotter, APICDA
Evie Witten, World Wildlife Fund	Randy Hagenstein, The Nature Conservancy
Georgia Kashavarof, St. George Island	Joe Sullivan, Mundt McGregor

Staffing for the Organizing Committee has been provided by Evie Witten, and the group was comfortable with her continuing in this role for the time being/until the next meeting when staffing could be addressed more fully.

Broader Participation: Achieved through caucuses or conferences to enable all who want to participate.

Subcommittees or Task Groups: Should be used to address specific issues/topics.

Proposed Informational Needs

Recognizing the enormity of determining the information needs regarding concerns and the future of the Pribilof Islands' economy and ecosystem, this small group structured their response as follows:

Determine *What's There*: Assemble and compile available data, and make it accessible to all and in layman's terms. This should include the history of Pribilof people and the fishing fleet.

Determine *What's Not There*: Traditional environmental knowledge not used. Also need to include non-Native experience, i.e. those in the fishing industry are a community with valuable knowledge too.

Determine *What's New*: Many items, or examples, were provided:

- Socio-economic status of all effected, from Pribilofs to the broader state impacts, to Seattle, California, processors.etc.
- Size of fishery in relation to size of area to fish.
- Establish place where documents can be accessed by all,
- Transfer satellite data into useable information on a continuous basis (more than a thesis project), Learn more about juvenile seals, and social structure of fishes,
- Learn more about other collaborative efforts (both successes and hurdles)
- Who should all the stakeholders be; how do we determine who's missing?
- Effectiveness of no-trawl zones

Additional Recommendations:

- Leverage, related, existing work (ecosystems/economies)
- Participate with existing research that being done by other

Proposed Funding and Resources

Budget

\$250,000–\$350,000 for 18 months. This was a figure roughed out a year ago for 9 meetings, which would include some travel to/from Islands, facilitation, and some data analysis.

Possible Funding Sources

- Federal Government, both agencies and direct appropriations
- Foundations (Rasmuson may be a possibility), usually takes a lot of relationship building
- Existing Federal Grant programs, such as U.S. EPA Environmental Justice, which usually take about six months from submitting
- Individual contributions (by stakeholders), which is probably not viable over the long-term

If a federal agency is to assist, there needs to be a contract in place with a 501(c)(3) nonprofit to do so.

Proposed Next Steps

October 3rd: Develop Executive Summary of this Preliminary Design meeting within the next week.

October 9th: Status report/update to the North Pacific Fisheries Management Council by the Organizing Committee during the Council's October meeting in Anchorage.

October 31st: Those at the meeting agreed to "get as much support" as possible from their organizations by October 31st. This could mean a resolution or checking-in with Evie Witten, who will continue to staff the Organizing Committee. (Please contact Evie, preferably by email: wwf@acsalaska.net or 907.279-5504).

Ongoing: Organizing Committee should continue to support this effort and target January for a next meeting.

January 2004: Proposed next meeting.

January 2004: Those who have been shepherding this process over the past year will determine what has been spent, as a means to develop a budget projection.

Proposed Agenda Items for a January 2004 Meeting

Purpose of a January 2004 meeting is to learn about the following. This meeting may be held jointly with the NPFMC Fur Seal Committee.

- Traditional Environmental Knowledge
- Western Science being used to formulate NMFS/ Draft EIS on the Pribilof northern fur seal subsistence harvest
- History of the Pribilof Islands
- History of the fishing industry
- NPFMC process

To provide information about the proposed Collaborative, such as:

- Budget information
- Detailed workplan

COMMITTEE AND TASK GROUPS

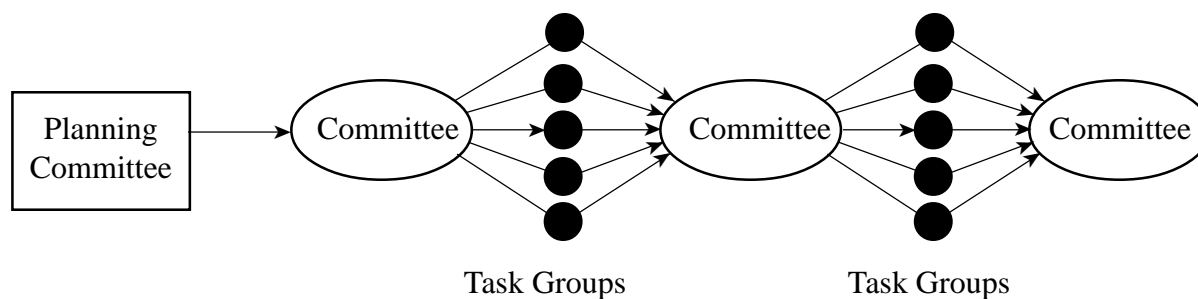


Figure 1. Committee and Task Groups Model

The most commonly used model for structuring a public/community consensus process is a committee, combined with task groups or subcommittees.

The committee may have anywhere from 10 to 60 members, who represent the different interest groups concerned about a problem.

The committee agrees on procedures, identifies issues, gathers information, generates options and develops recommendations or reaches agreements.

Task groups are established by the committee to:

- Gather information on specific issues,
- Identify related concerns, or
- Develop alternative strategies to solve a problem.

Task groups are usually organized around substantive topics identified by the larger committee. Often members of task groups include those from different interests and others who have different roles, and are therefore knowledgeable about the issues from a variety of perspectives, such as decision makers, technical resource people, those who will need to implement the decisions, and the general public.

Individuals invited to join a task group can then contribute their expertise and experience on a specific topic without also having to invest the time to participate in the larger process. Task groups report their results to the committee.

The committee may use one set of task groups to help it research information and identify issues to be addressed, and then establish a new set to help it generate solutions, or it may retain the same task forces through an entire program. A committee should be large enough to permit the representation of different interests and small enough to make decisions.

(—from the Preliminary Design Meeting handouts)

DEFINITIONS OF CONSENSUS

DEFINITIONS

Option 1: A Continuum

Endorse	Endorse with a minor point of contention	Agree with reservations	Abstain	Stand aside	Formal	Block
“I like it.”	“Basically I like it.”	“I can live with it.”	“I have no opinion.”	“I don’t like this, but I don’t want to hold up	“I want my disagreement to be noted in writing but I’ll support the decision.”	“I veto this proposal.”

(Adapted from *Facilitator’s Guide to Participatory Decision-Making* 1996)

This definition has been used by many Watershed Efforts in Oregon and Washington.

The last (shaded) column on the right side of the continuum is *not* considered “consensus” in this process. However, anything in the other six columns could be considered “agreement by consensus.”

Option 2: Overwhelming Agreement—Agreement Among *Nearly All* Stakeholders

This definition of consensus means overwhelming agreement. And, it is important that consensus be the product of a good-faith effort to meet the interests of all stakeholders. ***The key indicator whether or not a consensus has been reached is that everyone agrees they can live with the final proposal;*** that is, after every effort has been made to meet any outstanding interests. Thus, consensus requires that someone frame a proposal after listening carefully to everyone’s interests. Interests, by the way, are not the same as positions or demands. Demands and positions are what people say the must have, but interests are the underlying needs or reasons that explain why they take the positions they do.

Benefits of Using this Definition

Most consensus building efforts set out to achieve unanimity. Along the way, however, it often becomes clear that there are holdouts – people who believe that their interests will be better served by remaining outside the emerging agreement. Should the rest of the group throw in the towel? No, this would invite blackmail (i.e., outrageous demands that have nothing to do with the issues under discussion). Most public dispute resolution professionals believe that groups or assemblies should seek unanimity, but settle for overwhelming agreement that goes as far as possible toward meeting the interests of all stakeholders. It is absolutely critical that this definition of success be clear at the outset.

(—from the *Preliminary Design Meeting* handouts)

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*Materials for the Preliminary Design Meeting and this Executive Summary
designed/provided by Resource Solutions, University of Alaska Anchorage*

Thank you

to the following organizations for providing funding support for this meeting:

Aleutian Pribilof Islands Community Development Association

Central Bering Sea Fishermen's Association

NOAA Fisheries—Protected Resources Division

The Nature Conservancy

World Wildlife Fund
