

Opportunities and Challenges in Engaging Stakeholders in Marine Reserves Planning in Oregon

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Title: **Opportunities and challenges in engaging stakeholders in marine reserves planning in Oregon**

Abstract approved:

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This paper explores the contributions of social capital, social connections, and stakeholder engagement to the goals of ecosystem-based management in a local scale marine planning process. The body of work presented here, through a journal article and report, uses the lens of social capital to evaluate stakeholder engagement in making recommendations for marine reserves through a community team process. In 2010, stakeholders were convened through a community team process to make recommendations for three potential marine reserves in Oregon. In 2012, Oregon Department of Fish and Wildlife contracted with Oregon State University to conduct a rapid evaluation of the stakeholders engaged in that process. Stakeholders on each community team (CT) were surveyed using a web-based questionnaire; 70 (n=70) out of 96 participated in the rapid evaluation. The evaluation report assessed aspects of marine governance, including decision-making, meeting management, and team formation and makes recommendations to improve future processes. Data gathered through the survey was then reviewed using a social capital framework to explore the research question: how does social capital enhance or detract from the goals of

marine ecosystem based management (MEBM) in local level marine planning processes? Results indicated that connectivity was enhanced during the CT process. Due to the dualistic nature of social capital, information sharing was both enhanced and detracted during the CT process. Respondents' comments regarding power dynamics, through the operation of linking capital, between the CTs, non-governmental organizations, and state entities are discussed relative to the influence these dynamics had on marine reserves planning overall and on the CT process in Oregon.

**The Opportunities and Challenges in Engaging Stakeholders in
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APPROVED:

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Arwen Bird, Author

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CONTRIBUTION OF AUTHORS

Arwen Bird is the primary author of the manuscript and report in this project. She conducted the survey, gathered and organized data, performed quantitative and qualitative analyses on the data, and drafted the language for both the manuscript and report. Flaxen Conway provided guidance throughout the process of gathering theory to inform survey development, data analysis, editing, and formatting.

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DEDICATION

In memory of Emily Gottfried and Debra Connaway, women who manifested a different world each and every day, through kindness, thoughtful attention, and food offerings at meetings.

This thesis is also dedicated to Tanya, for her presence in my life and the inspiration to return to what nourishes me.

The Opportunities and Challenges in Engaging Stakeholders in Marine Reserves Planning in Oregon

Chapter 1: Introduction

Governance of marine resources is inherently complicated by uncertainty found within the social ecological system (SES) [1,2,3]. Declining marine resources and ocean health contribute to this sense of uncertainty and impact social, cultural, and economic dimensions of marine resource governance [4,5]. These effects reflect the strong interdependence between human society and the environment in which humans are situated [2,3,6] and through evolving terminology such as the coupling of social and ecological systems into one SES. This interdependence is also reflected across jurisdictional and spatial scales, both within and between the SES [3,7,8]. As changes in the environment increase, conflict between ocean resource users can result [9]. Transforming conflict for the benefit of governance presents the opportunity for shaping management that is sustainable and promotes resilience and adaptation in the SES [3,6,9].

Reflecting the inherent complexity in the social aspects of the SES, management that involves multiple stakeholders is not without challenge [11]. Given the diversity of social, cultural, and economic interests of people using ocean resources, conflict among stakeholders is a natural part of marine governance [9]. At all stages of a process and among various levels of hierarchy, there can be disagreements about the need for the process, process design and implementation, content to be covered in meetings, and potential outcomes. At the same time, the

greater attention to process design elements, such as how decision-making through collaboration or consensus will be achieved, the greater the likelihood of achieving the intended goals of the process [9]. The challenges of co-management involving diverse stakeholders can be overcome through attention to the social and cultural dimensions of marine governance, including norms and practices, coordinating usage, negotiating trade-offs, and knowledge sharing [1,2,3].

Marine governance is built through three parts: providing overall vision and negotiating tradeoffs, management practices to operationalize the vision set forward; and monitoring to provide feedback regarding progress toward the vision [10,12]. Governance, management, and monitoring can work in tandem through what has been termed *adaptive co-management* [11,12,13]. This has evolved in recent years as a set of practices that can embody an ecosystem-based approach [13]. As the name implies, this style of management accounts for the uncertain nature of the SES and adapts accordingly. Co-management implies practices and strategies that enable knowledge sharing and decision-making across stakeholders and hierarchies relative to the marine ecosystem under governance [6]. Understanding the role of social behaviors and norms facilitates the involvement of diverse actors in co-management [3,11,14]. This style of management also enables the continuous acquisition of new knowledge from a broad range of stakeholders [1,15]. Adaptive co-management can entail a significant investment of resources on the part of various entities, such as state agencies responsible for management of marine ecosystems [9]. At times, however, resource considerations can be prohibitive for stakeholder engagement.

The social dimensions of marine governance are reflected in components of stakeholders' social capital and social connectivity. In his seminal work on the theory, Bourdieu [16] defined social capital as “the aggregate of the actual or potential resources which are linked to possession of a durable network of more or less institutionalized relationships of mutual acquaintance and recognition—or in other words, to membership in a group” (p. 248). The components of social capital are the potential for resources embedded within social networks and the relationships or connections that channel these resources among actors or, in the case of marine governance, stakeholders, in a system [4,5].

Social capital and social connectivity play an important role in governance of marine resources through networks of relationships. These networks of relationships can foster the quality and quantity of knowledge sharing [15], identification of decision making power [3,13], and transformation of conflicts [9] in marine governance. Social connectivity and the capital that flows through it may enhance or hinder management practices and governance as a whole [4,14,15]. Because this paper examines the function of social capital in marine governance and is less an analysis of social network strength, the term *connectivity* will be used primarily to describe the connections or relationships between actors in marine governance.

In recent decades, *ecosystem based management* (EBM) has gained prominence as a holistic governance approach to the SES [6,18,20,21]. McLeod et al. [6] outlined elements and actions related to EBM, including the overall goal to “maintain an ecosystem in a healthy, productive, and resilient condition so that it can

provide the services humans want and need” (p. 1). EBM is place-based, focuses on a specific ecosystem, explicitly accounts for the interconnections within systems, and considers the interdependence of social, ecological, economic, and institutional perspectives [6].

The scale at which governance is implemented is also an important element of EBM within the SES [3,11]. The scale of governance may impact the development of relationships, the potential for collaboration, and the strength of social capital among stakeholders. Layzer [11] discussed the benefits of small- or local-scale marine resource management: “collaboration among stakeholders seems most likely to produce human and social capital when citizens bound by attachment to a particular plan can engage in face-to-face deliberation” (p. 4). Ostrom [3] and Armitage et al. [7] discussed the ability of small- or local-scale management units, in which direct users are able to self-organize the management of marine resources, as most likely to foster sustainable use. Differing conceptual approaches articulate different goals, such as collaboration in management or sustainability of plans in marine governance. Research by Armitage et al. [7], Layzer [11], and Ostrom [3] pointed to the importance of considering the scale of a governance approach in seeking processes that are collaborative or require consensus among stakeholders.

Although the development of social capital may not be an articulated goal of marine governance, it is linked to local scale marine governance, collaboration, consensus, and cooperation. These goals are often compatible and, for the purpose of this paper, are less of a focus than the process through which they are achieved.

Social capital and connectivity can enhance or detract from the outcomes of this type of governance [1,10,11]. As governance describes the overall vision, social relationships between the actors in a management process influence the achievement of that vision.

There is a growing body of literature on the contributions of social connectivity and social capital to natural resource governance [1,3,19,20], a subset of which focuses on these dynamics in marine resource contexts [4,17,25]. Given the importance of stakeholder involvement to adaptive co-management and ultimately to EBM, it is important to investigate social capital and connectivity to determine the strengths and weaknesses of a process. This paper assists in addressing the need for this investigation in two parts. Chapter 2 is an article that uses a social capital conceptual framework to examine the 2010 Marine Reserve community team (CT) process in Oregon. The article focuses on the ways that connectivity, bridging, and linking capital enhance or detract from information sharing, power dynamics, and the goals of Marine Ecosystem Based Management (MEBM). Chapter 3 is a report prepared for Oregon Department of Fish and Wildlife (ODFW) summarizing the evaluation of the CT process that specifically addresses CT formation, meeting management, decision-making, the process of making recommendations, and participants' overall experience of the marine reserve CT process.

Chapter 2: Manuscript of the Journal Article

**Utilizing a social capital framework to understand stakeholder engagement:
A case of Marine Reserves in Oregon.**

Arwen Bird

1. Introduction

Changes in the marine environment such as declining fish stocks, habitat reduction, and increased acidification of ocean waters generate conflict between ocean users. The conflicts arise in various levels of governance and through the complex social networks that populate marine governance at varying scales relative to the marine ecosystem [9,11]. However, opportunity is present at the same time. Opportunity in this sense comes through better understanding of the perspectives and dynamics among stakeholders in marine governance. This understanding can then be used to inform design and planning in marine governance [15].

A social capital framework provides a mechanism to explore the ways that power dynamics and information flow between stakeholders and, among other factors, influence marine governance [15]. The defining components of social capital are the accrued resources embedded within a social structure and the connections between the actors that channel these resources [4,5]. Designing planning processes within marine governance with an appreciation of the ways that social capital is enhanced or detracted can facilitate outcomes in marine governance. This article explores the ways that social capital among stakeholders enhanced or detracted from the goals of Ecosystem Based Management (EBM) during a marine planning process in Oregon.

EBM is a holistic approach to management that accounts for the interdependence between social and ecological systems in maintaining ecosystem health and resilience, the primary aim of which is the provision of ecosystem

services [6]. Reflecting this close coupling, the literature on natural resource governance has likewise shifted to use the term social ecological system (SES) [1,3,7,14,22]. Using Ostrom's [3] "Framework for Analyzing Sustainability in Social Ecological Systems," the variables of social capital and knowledge sharing of social ecological system among users, were analyzed for their contributions to marine ecosystem based management (MEBM). Ostrom elucidated:

Users of all types of resource systems who share moral and ethical standards regarding how to behave in groups they form, and thus the norms of reciprocity, and have sufficient trust in one another to keep agreements will face lower transaction costs in reaching agreements and lower costs of monitoring" [3, p.421].

This paper applies the lens of social capital and connectivity to explore the nature of connection, information sharing, and power dynamics between stakeholder groups, managing agencies, and other state entities in implementing MEBM on a local scale. The research explored the question: *How did social capital enhance or detract from the goals of MEBM in a local-level marine planning process?* through three components: the nature of connectivity between the actors, information sharing, and the power dynamics within this local level process.

2. Conceptual Framework

Appreciation for the role of social capital in planning processes is gaining momentum in the field of marine resource management [4,17,24]. Like its counterparts in economic and cultural contexts, *social capital* refers to an accrued ability to leverage potential or actual resources through a network of relationships,

that is, social connections [16,17]. Central to this idea is that investment in social relationships correlates to benefits in other forms of capital. This is particularly true through an enhanced ability to achieve outcomes, such as appointments to decision-making bodies or winning employment contracts [3,4,17,22,23]. Because of social capital's ability to be translated to other forms of capital, it can be understood as a proxy for power in relationships [16].

Social connections among actors are nested within the layers of hierarchy in governing marine resources. Governance in this context describes putting a vision into action through co-management practices such as planning processes [12].

MEBM provides a framework for management in governance of marine resources and calls for acknowledgment of the interconnection within social systems.

Successful governance must simultaneously acknowledge and navigate structural power differences among stakeholders in marine planning processes [26, 27, 28].

Clarifying the ways social capital is operating among participants in a planning process gives insight to the quality of information shared, capital built for future planning, and the ways that power dynamics operate in the process. Social capital plays a significant role in adaptive co-management in that it facilitates the ability to make necessary trade-offs [25].

2.1 Social capital, components and application

The concept of social capital can be traced to Bourdieu [16] and Coleman [29], whose research was aimed at understanding the translation between social relationships and attendant benefits through other forms of capital, such as economic

and cultural. One example of this translation is the manner in which social networks contribute to appointments to decision-making bodies, such as planning commissions or boards of directors [16]. Bourdieu [16] conceptualized social capital as a means of transmitting power through resources accrued in social connections between individuals and groups. Portes [5] expanded this concept to include, among other aspects, enforceable trust as a currency for social capital. Over time, social capital has expanded conceptually through a growing body of work to include reciprocity, trust, norms, social control, and commitment to decision making [3,4,17].

Coleman [29] described social capital as being able to simultaneously account for rational actions on behalf of both individuals and groups. The relationship between social capital and its ability to influence marine governance in group and systemic contexts can be assessed through the forms of linking and bridging social capital operating in social connections [4,17,25,28]. *Linking capital* refers to relationships between groups in vertically stratified hierarchy [4,17]. One such example is the relationships that the managing agency responsible for a process has with stakeholders in that process [4,17]. *Bridging capital* refers to relationships among actors at the same relative hierarchical level, such as the different stakeholder groups appointed to a planning team [4,17].

2.2 The dualistic nature of social capital

The literature on social capital also reveals a growing understanding of the dualistic nature of this concept [4,5]. The benefits derived through social capital,

such as enhanced ability to achieve individual and organizational goals through leveraging other forms of capital [4,5,16,17], can also be used for negative social effects, such as using the information gathered for illegal actions. Portes [5] described the need for an exploration of these downsides of social capital: “Social ties can bring about greater control over wayward behavior and provide privileged access to resources, they can also restrict individual freedoms and bar outsiders from gaining access to the same resources through particularistic preferences” (p. 21). Although limited, some literature on the topic of social capital within marine governance considers its dualistic nature in application to places and governance processes [4,17, 24]. Marin et al. described this duality with an example: “fishers consider the bureaucracy involved in permit renewals, and in setting allowable catch levels and harvest deadlines, hinders their ability to respond to market opportunities” [4, p.854]. While this examples shows negative aspects, fishers’ engagement with managing entities can either facilitate or hinder their livelihood, thus demonstrating the dualistic nature of social capital in marine governance. This balance is reflected in the outcomes or goals achieved through both specific processes and MEBM as a whole.

2.3 Social capital in collaborative and adaptive governance

Adaptive co-management has emerged to address the wicked problem of natural resource issues [26,30]. Just as the wicked problems that Rittel and Webber [30] described are unique, have no technical solution, and are not likely to have final

resolutions, so too are the dynamics of human relationships. In response, the practice of adaptive co-management has emerged to address these challenges with implementation strategies that embrace the wickedness of the problems inherent in navigating social relationships among diverse actors [9,15,26]. Management actions based in an adaptive framework can facilitate social capital and connectedness through a dynamic behavioral process between and among the levels that exist in marine governance [22]. Acting as bridging entities in marine governance, managing agencies can facilitate connections through regularly scheduled meetings and clear expectations from participating stakeholders, including the mechanisms through which decisions are made (consensus or collaboration, for example) [22].

Adaptive co-management entails bridging knowledge, improving cooperation, collaborative monitoring, fair distribution of power, and accountability [3,26]. Operationalizing adaptive co-management can happen through explicit policies and procedures that clarify expectations, such as the ways that leaders communicate with respective stakeholder groups in a planning process [3,15]. Stephenson and Moller [31] described the elements of centralized information databases and formalized knowledge-sharing procedures as key elements to creating more consistent and effective knowledge accumulation for all parties. Management plans are then created with reliable and verified data and facilitate more consistent practices across social and ecological scales [28,15].

Central to elements of adaptive co-management are the degrees of social capital and connectedness available to build the resilience of practices and plans in

natural resource management [1,3,25]. When capital and connectedness are stronger, the length of the relationship increases and so can the likelihood of cooperation [32]. The presence of social connections can also enhance the resilience of natural resource management in the face of interpersonal or interorganizational challenges and in intersystemic changes in the environment [25]. Nkhata, Breen, and Freimund [22] described a dynamic whereby social capital and connectedness enable relationships to “grow, mature and collapse and reorganize based on mutual adaptations in behavior” (p. 5). In this regard, conflict is viewed as a natural part of marine planning, expected and used as a potential avenue to transform connections between individuals or groups [9]. As relationships between stakeholders and managers change and adapt, so too do individuals’ and groups’ ability to co-manage natural resources, especially when interpersonal or interorganizational relationships move from a conflict-based orientation to cooperative interaction [32]. Measures that improve connectivity and relational capacity within and among stakeholders and managers acting to govern marine environments, such as leadership training and capacity building, also enhance the feedback loops for more adaptive and comprehensive management practices critical to the application of MEBM [15].

Social capital and connectivity in marine governance can be assessed through tangible outcomes such as data sharing and communication [15]. Management practices such as stakeholder workshops and regularly facilitated meetings organized by bridging entities enable communication, knowledge sharing, and build social capital [14,15,17,22]. Institutionalizing these investments can also lower overall

transactional costs, transform conflict, and facilitate connectivity [3,9]. Nkhata et al. [32] also described the problematic nature of the converse, when routine opportunities for social connectedness are allowed to degenerate through missed or infrequent meeting times, and give rise to adversarial states. On an ecological scale, thus, investing in opportunities for stakeholders to gather, share knowledge, and build communication can translate to more adaptive and scale-appropriate resource management frameworks [3,15].

The capacity for co-management and the fair distribution of power and accountability in governance are inextricably tied to the emic and etic skills of the interpersonal, intrapersonal, interorganizational, and intraorganizational abilities to recognize, build efficacy, and navigate cultural differences [33]. Investing in cultural awareness- and capacity-building with stakeholders facilitates more equitable relationships and connections among actors in a governance system [15]. When relationships are more equitable, they include diverse stakeholders' perspectives and ways of knowing, such as local, traditional, and scientific knowledge [15,26]. This kind of capacity building entails an investment of resources and a commitment on the part of bridging entities and agencies to use information gathered from stakeholders in shaping management plans [9]. The strength of relationships between stakeholders may improve through this kind of resource investment, and the marine environment under governance may benefit through "better synchronized and complementary conservation and management efforts across the region" [15, p. 187]. The legitimacy of a plan may also be bolstered when government agencies

demonstrate the prioritization of cultural awareness through allocation of resources to build capacity in this area.

Among the emerging body of research that applies social capital in marine governance, there is a need for research regarding the ways that relationships between stakeholders can enhance or detract from the goals of MEBM. Literature documenting research regarding social capital and connectivity in local scale marine governance has helped to illustrate its import; however, there is little that applies social capital and connectivity in relation to MEBM. Considering the opportunities that arise when diverse stakeholders are able to work collaboratively in developing plans, such as more adaptive and scale-appropriate management frameworks in marine ecosystems, and understanding the elements that enhance or detract from achieving these aims holds the possibility of improving marine governance as a whole.

This paper assists in addressing this gap by exploring the ways that linking and bridging capital operated in a local scale marine planning process to designate Marine Reserves in Oregon. Three research questions comprise the social capital lens that is used to review the data:

- First, drawn from the work of Bodin and Crona [1], Portes [5], and Bourdieu [16], what is the nature of connectivity and thus potential for bridging and linking capital among stakeholders in the planning process?
- Second, drawn from the work of Weiss, Hamann, Kinney, and Marsh [15] and Nkhata et al. [22], how does social capital enhance or detract from information sharing during the process?
- Third, drawn from the work of Ostrom [3] and Berkes [26], how do power dynamics influence co-management practices?

3. Background: the Oregon Context

Policy implementation of designating Marine Reserves (MR) in Oregon began in 2008, when then-Governor Kulongoski issued Executive Order 08-07 and directed the Ocean Policy Advisory Council (OPAC) to lead an MR public nomination process [34]. The Executive Order directed that MR individually or collectively would be “large enough to allow scientific evaluation of ecological benefits... [and] small enough to avoid significant economic or social impacts” [34, p. 2]. The 2009 Oregon Legislature passed House Bill 3013, requiring the Oregon Department of Fish and Wildlife (ODFW) to evaluate MR site proposals at Cape Falcon, Cascade Head, and Cape Perpetua through the formation of CTs at each location. Each CT was directed to evaluate the original OPAC proposed site and make a final MR site recommendation to ODFW by November 2010. The statute also outlined eight specified stakeholder groups for the CTs:

- Commercial fishing (CF),
- Recreational fishing (RF),
- Recreational use (Rec),
- Science (Sci),
- Conservation (Cons),
- Local government (LG),
- Watershed councils (WC),
- Non-fishing industry (NFI).

The legislation also outlined a voting structure of two representatives and two non-voting alternates for each stakeholder group on the teams [35].

The three CTs met between January and November 2010. Meeting locations rotated among different related communities, including communities adjacent to the site and communities that could be affected by an MR designated within the area. As designated in HB 3013 [35], CT meetings were open to the public. The three CTs initially elected co-chairs to work with the facilitator and ODFW staff in setting

meeting agendas. A charter for each CT was developed and included the team's purpose:

The purpose of the marine reserves Community Team is to further evaluate the marine reserve site as recommended by the Ocean Policy Advisory Council (OPAC) and House Bill 3013 and make final recommendations to Oregon Department of Fish and Wildlife (ODFW) by October 2010. The starting point for the evaluation and recommendation is the site boundaries and proposals recommended for further evaluation. Through a consensus building process, each Community Team will further evaluate the proposed area and determine if modifications¹ are needed to ensure the sites are ecologically meaningful while avoiding significant social and economic impacts.

1. Modifications could include a recommendation of no marine reserve [35].

All three CTs forwarded final MR recommendations to ODFW in November of 2010 [36].

4. Methods

4.1 Data collection

In January 2012, the ODFW staff sent an email to their listserv of CTs (all of the representative and alternate stakeholders) introducing the concept of the evaluation. An online questionnaire followed, with the purpose of rapidly evaluating participants' understanding of team formation, the elements of the process, and the operationalization of social capital during the CT process. Data were gathered via standard protocol for confidential and web-based surveys [37]. An email with a link to the questionnaire was sent to all representatives and alternates serving on each CT (total = 96); all received unique ID codes to ensure

their anonymity. Respondents were emailed thank you-notes after completing the survey. Data collection ended March 30, 2012. The response rate for all CT members was 73% (n=70). There was little variation in responses across stakeholder groups (Table 1).

Table 1.
Response total for each stakeholder group

| CF | RF | Rec | Sci | Cons | LG | WC | NFI | Mean |
|----|----|-----|-----|------|----|----|-----|------|
| 9 | 11 | 8 | 8 | 11 | 7 | 10 | 6 | 9 |

CF: Commercial Fishing; RF: Recreational Fishing; Rec: Recreational user; Sci: Science; Cons: Conservation; LG: Local Government; WC: Watershed Council; NFI: Non-Fishing Industry

In order to clarify the avenues through which social capital may have been operationalized during the 2010 CT meetings, data from the survey and documents that outlined the structure of the process were reviewed. Structural documents included the charter documents of the CTs [38], bylaws [39], and solicitation [40] for the three community teams outlined by the managing agency (ODFW). Observations based in this review are discussed and assist in illustrating the ways that social capital between stakeholders and outside entities may have influenced the process of implementing MEBM through this local level marine planning process.

4.2 Operationalization of variables

Data gathered through the questionnaire for the rapid evaluation process provides insight about built social capital and not a direct assessment of social

connectivity and social capital. As such, a research question and three sub-questions were used to guide the review of survey data.

All narrative responses were reviewed to develop an understanding of the overall research question: *How does social capital enhance or detract from the goals of MEBM in local level marine planning processes?* Respondents' answers to the quantitative survey questions were reviewed for their ability to contribute to an understanding of the operation of research questions. At times, understanding as determined by the quantitative portions of questions seemed to contradict the narrative data offered by respondents. Other times, the quantitative data appeared to support narrative responses. The relationship between narrative and quantitative data is discussed with presented results in section 5.

In addition to a general review of the narrative data to illustrate respondents' perspectives of the operation of bridging and linking capital through social connection, a sub-sample of responses to specific questions was reviewed in order to more specifically apply a social capital lens to the data. These question groups were selected for their ability to illustrate the potential operation of research sub-questions addressing the nature of connectivity, information flow, and power dynamics during the CT process.

The operation of social capital depends on the existence of social connectivity [1,5,9]. Hence, a review of questions that assist in illustrating the nature of social connection between stakeholders and between stakeholders and the managing agency is the first sub-question: *What was the nature of connectivity and*

thus potential for bridging and linking capital among stakeholders? To examine the relationship between the potential for bridging and linking capital stakeholders and the managing agency, responses to quantitative and qualitative portions of the following questions were analyzed:

- What level of contact did you have with ODFW staff before the 2010 CT process started? (Frequent contact, Some contact, Little contact, The first time I had contact with ODFW was during this process);
- Do you feel like ODFW has communicated MR planning information with you since the CT process has ended? (Y/N); and
- Would you be willing to serves as a member of a Community Team again? (Y/N).

The next sub-question addressed the flow of information among stakeholders and the managing agency. Weiss et al. [15] and Nkhata et al. [22] had found that the quality and quantity of information shared among stakeholders in marine planning processes was influenced by social capital and connectivity. In order to better understand the potential implications their findings in this process, the second research question was developed: *How did social capital enhance or detract from information sharing during the process?* Answers to the following questions were reviewed:

- Do you feel like the stakeholder group that you represented stayed informed and aware AS A RESULT OF YOUR SERVING on the CT? (Y/N); and
- Did you feel like there was enough data/information to make the recommendation? (Y/N).

This research question guided a review of the narrative and quantitative responses to better illustrate the relationship between social connection, social capital, and information flow during the CT process. Drawing on the work of Ostrom [3] and of Berkes [26] to develop an understanding of the importance of power in marine governance, the third research question was developed: *How did power dynamics*

influence co-management practices? Answers to the following questions were reviewed to better illustrate the operation of power in the form of linking and bridging capital:

- How would you rate your understanding of how the CT were formed (who determined who'd serve, the composition of the team, the timing of formation, etc.)? (Full understanding, Moderate understanding, Little understanding, No understanding);
- How did you feel about how stakeholders were represented on the CT? (Seemed right to me, Did not seem right to me, I don't have a feeling either way); and
- Did you feel like everyone had an equal say in CT decision-making? (Y/N).

4.3 Data analysis and reporting

Responses to the initial questions are reported in frequencies for each variable described above. Given that the total population for this study was fewer than 100 people and not intended for inference outside of those who served on the CTs, statistical tests to determine significance can only be applied to CT participants. Where possible, Cramer's V statistical test values are included to demonstrate effect sizes. Cramer's V statistical tests measures the relative strength of the relationship between two variables, where .10 reflects a small, .30 reflects a medium, and .50 denotes a large effect or relationship size [41]. The Cramer's V statistical tests also generated *p* values and those results are also included. Data are limited to information collected through surveys from CT team members.

Narrative data were gathered through open-ended response options for questions and analyzed for themes and coded using words indicative of those themes,

otherwise known as *in vivo* terminology [42]. Eight themes emerged across all narrative responses regardless of the question [43, 44]:

- Outcome was predetermined;
- Under/over representation of group;
- Pressure from outside;
- Ineffective facilitation;
- Voice/perspective/dialogue missing;
- Lack of communication/information intra- or intergroup;
- Goals/direction unclear; and
- Process/leadership great.

Quotes reported in the results and discussion section were selected to represent these themes and for their relevance to the research questions. To ensure anonymity of respondents, location information, attribution according to stakeholder group, and CT location are not included in attributions.

5. Results and Discussion

Adaptive governance using the framework of MEBM benefits from the involvement of diverse stakeholders, through both the quality and quantity of information shared through local, traditional, and scientific ways [15]. Incorporating people with diverse perspectives relative to the marine environment can also present challenges, as conflict over these same resources can arise [9]. The overall research question developed for this review, *How does social capital enhance or detract from the realization of the goals of MEBM in local level planning processes?*, was developed to facilitate a better understanding of the challenges and opportunities that arise through the involvement of diverse stakeholders. Likewise, exploring the

nature of connectivity, information sharing, and power dynamics through the three research sub-questions further illustrated the overall operation of social capital and connections in governance of marine ecosystems.

5.1 Social capital's potential through connectivity

In order to answer the overall research question regarding how social capital enhanced or detracted from the goals of MEBM during the CT process, an understanding of the nature of the connections must first be developed. Respondents' answers to survey questions illustrated that connections between stakeholder groups evolved over time, both during the scheduled CT meetings and through contact between stakeholder group members outside of meetings. Some of these connections existed prior to the CT process and continued after its completion. Reviewing the narrative responses regarding stakeholder connections with each other and with the managing agency gave some insight into the nature of the connections that existed and thus the potential for bridging and linking capital [5,16].

Narrative responses illustrated some of the ways that connections between participants evolved over time. Their comments also addressed some of the potential outcomes of those connections, including the personal gains from connections with other stakeholders in the CT process:

“I've been involved in this deeply for at least 4 years now, it's been grueling, but I feel good about the areas that we came up with and the relationships that were established and strengthened through this process.”

“[The process of creating marine reserves is] better now - I have been participating in this conservation effort for a while.”

“From a selfish point of view, it was very enriching to meet a lot of new folks with differing points of view and have the kind of instruction and discussions I have had.”

The sense that the CT experience was enriching for at least one respondent could allude to potential bridging capital that was built during the process. Likewise, that “relationships were established and strengthened” could speak to the potential bridging and linking capitals that developed over time between stakeholders and between stakeholders and the managing agency.

Respondents were asked about their contact frequency with ODFW prior to the CT process and since the process ended. Their answers extended beyond just the CT process and included information exchange related to other aspects of marine governance:

“Not all contact was regarding marine reserves, some was fishery management related and social.”

“Many years in fisheries with related interaction.”

“Mostly on watershed matters and salmon id catch limits.”

Because contact happened for various reasons, some related to the CT process and some related to other areas of marine governance, it appears there is even more potential for bridging and linking capital to be built over time through various forms of contact. This potential is further illustrated in the contact frequency reported by all survey respondents (Table 2).

Table 2
Percent stakeholder groups indication of contact frequency with ODFW prior to the CTs^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI | Mean |
|-----------------------|----|----|-----|-----|------|----|----|-----|------|
| Frequent ^b | 22 | 36 | 25 | 13 | 30 | 43 | 0 | 25 | 24 |
| Some ^c | 56 | 36 | 0 | 63 | 10 | 14 | 44 | 50 | 34 |
| Little ^d | 22 | 18 | 25 | 12 | 30 | 14 | 22 | 0 | 18 |
| None | 0 | 9 | 50 | 12 | 30 | 28 | 33 | 25 | 24 |

a. Cramer's V = .28; Contact a few times each: b. week c. month d. year

The majority of stakeholders (77%) indicated frequent (a few times per week), some (a few times per month), or little contact (a few times per year) with ODFW. Among them, 24% had frequent contact. Contact frequency and the length of the relationship can influence a number of factors in marine governance, including the quality and quantity of information shared through bridging and linking connections [15].

5.2 Social connectivity through information sharing

Information sharing among users is one of Ostrom's subsystem variables that increased the likelihood of sustainable SES management [3]. Social connectivity and the capital that flows through connections can enhance or detract from the quality and quantity of information sharing in marine governance [15,32]. Survey responses gave some insight into the ways that social capital may have operated to enhance and detract from information sharing during the CT process. Respondents' shared their perspectives on the ways that social connections detracted from information sharing during the CT process.

“ODFW staff provided only a small fraction of the biological information available about the area, much of what their own biologists had gathered in the past was not provided to us. The fishermen actively tried to prevent the sharing of information about the most valuable fishing spots that was crucial for crafting a scenario that maximized biological diversity while trying to avoid favored fishing spots.”

“There were topics such as current health of fish stocks, current regulations, and ODFW's Nearshore Policy that were not allowed to be fully discussed.”

The respondents providing these perspectives implied that information not shared may have been used in making CT recommendations. Among the reasons shared by respondents for this detracted information flow through bridging and linking connections was a perception of distrust among stakeholders and between stakeholders and the managing agency. One respondent described their perspective that although information was shared, their trust of the information was tempered by its usefulness in decision making:

“The distrust extended to stakeholders, too, and misinformation was often presented that confused the process and delayed getting things done.”

The narrative responses revealed some of the ways that social connections and information flow were coupled during the CT process. The comments help to shed light on the social complexities that arise when involving diverse stakeholders, including the dualistic nature of social capital [3]. Social connections between stakeholder groups and the managing agency existed, and from the perspective of some respondents, these connections were used to detract from information flow during the CT process.

Bridging capital between stakeholders was also revealed in stakeholder responses regarding communication between and within groups because information flowed through social connections between stakeholders both within CT meetings and outside of the meetings to inform the recommendations.

“Stakeholder groups met to develop strategies and review information outside of the CT meeting.”

“When I had new findings or important information to share, I made it a point to contact the CT Group.”

Further illustrating the dualistic nature of social capital, respondents also shared the perspective that the quality of information provided may have detracted from accomplishing CT process goals. Because of contradictory information, some respondents dismissed the information they were receiving from other stakeholders:

“I did not feel there was reliable information about the use of the area. According to some, it was used all the time, according to others, seldom used. I tended to discount local knowledge after a while.”

The complexity of the flow of information between diverse stakeholders is further revealed in the data regarding connections and information flow among stakeholders of the same group. In this case, the majority of stakeholders indicated that their group stayed informed as a result of their service (Table 3).

Table 3
Percent stakeholders indicating their group stayed informed as a result of their service^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 86 | 83 | 88 | 88 | 100 | 44 | 89 | 83 |

a. Cramer's V = .42

The Cramer's V test ($v = .42$) indicated a medium-to-large effect for the initial survey responses to this question [41]. However, the narrative responses appeared to contradict that each group stayed informed as a result of their service; respondents articulated some of the barriers to keeping their group informed:

“I represented such a diverse group that it was impossible to communicate as much as I would have liked to.”

“Most were not interested in the process. They were too confused about the threat of a large conservation group and their threatening ballot initiative closing 35% of Oregon territorial waters to most uses.”

These respondents indicated group diversity and confusion about the process as challenges to keeping their group informed; other respondents talked about time constraints in communicating with their stakeholder group during the CT process.

The contradiction between the initial dichotomous (Y/N) answers and narrative responses may illustrate of the dualistic nature of social capital [5]: although stakeholders indicated that their group stayed informed, the quality and quantity of information flow was both enhanced and detracted by complex factors.

These data provide some insight into the ways that bridging capital may have been operating to influence information flow during the CT process. Complex factors, such as diversity within stakeholder groups, trust, and social connections acted to simultaneously raise awareness of the existence of potentially useful information and its non-use in CT decision-making. Information flow, in this context, was also an indication of power dynamics operating through bridging and linking connections to influence MEBM through the CT process.

5.3 Social capital and power in marine planning

Fair power sharing among diverse actors can contribute to adaptive co-management in marine governance through inclusion of information gathered through diverse of knowing [3,15,26]. This element of adaptive co-management using MEBM can be addressed through explicit policies and consistent practices that incorporate stakeholders across identities [15,26]. Certain elements of power sharing such as stakeholder group representation and the voting structure used were prescribed prior to the CT process, by both the promulgating legislation and ODFW [35,38,39]. In light of this element of CT process design consistency for sharing power and decision-making, there were differing perspectives regarding stakeholder representation and relative power among survey respondents. These differing perspectives are perhaps indicative of the inclusion of diverse stakeholders in the CT process.

Respondents expressed a range of opinions regarding the balance of representation of the stakeholders in the process, that it *seemed right* or *did not seem right*, with few expressing no opinion. The theme of *over- or underrepresentation of a group* was the most prevalent among narrative responses regarding stakeholder representation on the CTs, with 28% of the comments containing this overall theme. Respondents' narrative responses addressed the relevance of the perspective stakeholders brought with divergent views on who a "stakeholder" was. For some, stakeholders were people whose livelihood could potentially be impacted by the recommendations of the CT:

“Impacted users were under-represented. Users that will have absolutely no impact in their lives were over-represented. It's easy to be for an issue when it will have no negative impacts on you whatsoever.”

Others articulated stakeholder representation as being relative to goals outside of livelihood, such as conservation:

“There was overemphasis on fishing interests, even though these were supposed to be reserves for general conservation of marine biodiversity.”

This foundational perspective influenced respondents’ perspectives on the relative power that groups had during the process.

“The composition of the committee was biased towards fishing industry. The business representatives were fishing industry, as an example, and did not represent the majority of businesses in the area.”

“The balance should have been weighted more to those who make a living on the ocean.”

This sense of over- and underrepresentation was also true between stakeholder groups, where respondents indicated that there could have been greater delineation according to how much each group contributes economically.

“It was difficult to accept the equal weighting of some of the voting interests. In [location], approximately 2.3 million dollars of Dungeness crab alone comes annually from this area. Yet, equal voting weight was given to recreational kayak anglers, those that do not fill a couple of buckets with fish each year. To equate a fishery that can feed a city the size of Portland with one that may feed a couple of families in the summer seems wrong.”

The initial responses to the survey question regarding stakeholder representation indicated a general inclination toward either feelings of agreement or of

disagreement with the process of nomination and appointment of stakeholders to the CTs, with only 1% of the respondents expressing no opinion (Table 4):

Table 4.
Percent-by stakeholder group-feelings about how stakeholder groups were represented on the CT^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI | Mean |
|-----------------------------------|----|----|-----|-----|------|----|----|-----|------|
| Did not seem right to me | 56 | 90 | 13 | 25 | 40 | 57 | 10 | 33 | 41 |
| I don't have a feeling either way | 0 | 0 | 0 | 0 | 0 | 0 | 10 | 0 | 1 |
| Seemed right to me | 44 | 10 | 87 | 75 | 60 | 43 | 80 | 67 | 58 |

a. Cramer's V = .42

Stakeholder representation is one element of power dynamics that may have influenced co-management during the CT process. Respondents' perspectives regarding stakeholder representation are illustrative of their overall sense of the goals for the CT process and for marine reserves planning in general. Their perspectives about these larger goals lend insight into the ways that power, through linking capital, may have influenced co-management practices.

In describing their perspectives of the overall goals for marine reserves and the goals of the CT process itself, respondents illustrated potential linking capital between state entities leading up to CT formation. Respondents' thoughts regarding the clarity of overall goals for marine reserves prior to CT formation illustrated complex power dynamics that is often present in adaptive co-management of marine ecosystems [9,22]. The theme of *pressure from the outside* emerged in respondents' perspectives regarding the clarity with which overall goals for marine reserves have

been expressed by state entities, with 23% (5 of 22 narratives) of responses containing this theme:

“A representative from OPAC gave an informal talk to the community team. In addition, ODFW gave a presentation about the goals of the MR. I felt that the full story was not discussed due to political pressures from outside sources. There was mention that the goal of the MR was not another attempt to regulate the fisheries.”

Respondents’ sense of the overall goals for marine reserves also contained perceptions regarding the potential effects on the livelihood of stakeholders. The previous respondent alludes to this through a reference to the regulation of fisheries; another respondent drew connections between the power dynamics that operated between outside organizations and the ability of stakeholders to participate in processes like the CT process:

“Marine reserves in Oregon are being driven by special interest groups that have very well defined and financed agendas. That makes it difficult for user groups/stakeholders that have to take time off work to go to meetings (hundreds of hours a year) to have an equal footing in the decision making process. As a result the people who are impacted the most have the least say in the outcome.”

Respondents illustrated power dynamics relative to economic and other forms of capital and were able to place their group within these contexts. In addition to the state entities listed on the survey, such as the legislature, OPAC and the Governor’s office, in narrative responses respondents added the non-governmental organizations as influencing the overall goals for marine reserves. In order to influence the outcomes of the CT process as well as groups with potentially greater economic and

political capital, one respondent articulated the need for a public process like the CT process to influence the overall goals of marine reserves.

“The Governor’s office when expressing the need for the reserves was very confusing, I felt the legislature was working under duress or some outside pressure from the beginning. . . The lucky part, I feel was the fact that enough folks on the committees realized that a public process was the best chance at having any say in the direction the issues would go.”

Respondents’ sense of confusing goals from state entities, such as the Governor’s office, and the influence of state entities outside of structural elements, such as named stakeholders, were further articulated in respondents’ views regarding the goals of the CT process itself. Within the perception of pressure from the outside, respondents also named the “threat of a ballot measure” as a reason for the CT process itself.

“The only discernable goal as far as I could tell is simply to establish marine reserves to avoid . . . initiating a ballot measure to close even more of the coast to fishing --so this process placed the state under duress to establish the reserves.”

“The whole process seemed in the context of a choreographed performance which was oriented achieving a particular pre-ordained results and therefore, in my view, lacked elements of fundamental integrity. When you start with a threat to go to the voters with an initiative backed by millions of advocacy dollars if they are not satisfied with the result you can hardly expect there to be much respect for the process.”

“The decision making process was fashioned by the sideboards given to us. . . . The sideboards were went meant to create a site, the reason for this was the threat of a ballot measure that would create even larger marine reserves.”

In the perception of these respondents, political and economic capital was leveraged through linking connections between state entities to initiate the need for the CT

process. Once initiated, respondents indicated a range of perceptions regarding the clarity with which the goals for the CT process were expressed. Some described again the sense of confusion or lack of clarity between state entities in regard to the goals for the CT process.

“It depends on what you mean by ‘clearly expressed.’ I found the goals generally noble, but vague. After reading the proposals, I became alarmed with their lack of site specific prescriptions.”

“ODFW seems to have been ‘stuck’ with process, needing to put in ‘sideboards’ to make it manageable. They did a good job with what they had. I always had the feeling they were carrying someone else's water.”

“It was clear to me as a community team member that the make-up of the stakeholders on the team was designed to validate the system and use us to ‘do the work’ that was required for ODFW to do. No agency wanted their fingerprints on this; it was left for us to slug it out.”

As shown above, some respondents articulate clarity or lack of clarity relative to the sense that the CT process was intended for the purpose of another entity. This may indicate of the ways that linking capital through power dynamics between state entities were operating to initiate the CT process, as entities with greater amounts of political and economic capital negotiated leadership in marine reserves planning in Oregon.

6. Conclusion: Social capital, connectivity, and MEBM

Governance using MEBM is able to account for complexity through agreements garnered from diverse stakeholders [9,13]. Ostrom [3] described local leadership from stakeholders and knowledge sharing as key elements of governance

for sustainability. This research indicated that stakeholders appointed to represent their group in the CT process presented conflicting perspectives regarding their ability to convey information and communicate with other group members.

Connectivity between stakeholders within the CT process and group members outside of the CT process operated to simultaneously both enhance and detract from bridging capital in the process.

An important element of MEBM is governance that considers connections between systems, including connections between social systems [6,11]. One way to represent these connections is through the linking capital that works between levels of power in marine governance. This research indicated that during the CT process, linking capital was potentially enhanced and detracted. Responses of local government stakeholders contrasted with those of other stakeholder groups in this regard. As a group, local government stakeholders had the highest degree of contact with ODFW as the agency responsible for implementation of MEBM, but they had the lowest desire to participate in future CT processes. The results suggest that the stakeholders with greatest potential for shaping the CT process through contact with ODFW or through avenues of connection available to elected leaders at the city or county level indicated the least willingness to participate in the process again. The lower level of willingness to participate on the part of local government stakeholders may impact how future CT processes are shaped.

MEBM calls for co-management through knowledge sharing and decision making across diverse stakeholders groups [5,9]. The success of achieving the goal

of preserving ecosystem services for human needs is tied to the engagement of stakeholders in management. In this example, stakeholders were engaged through a planning process to make recommendations for marine reserves. This research evaluated the CT process and provided some insight regarding avenues through which bridging and linking capital operated toward the achievement of its own goals and to those of MEBM, as well. Marine reserves were designated through the CT process, and social capital was both enhanced and detracted between stakeholders, the ODFW, and state entities responsible for this process.

MEBM considers both the interdependence between systems and connections within systems. Mirroring the complexity in ecological systems, connections between stakeholders are equally dynamic at varying levels of hierarchy. Social connections between stakeholders within the social system directly contribute to management that in turn affects both social and ecological systems. This interdependence, or coupled nature of the dynamic between systems, is also reflected in the dualistic nature of social capital within the SES. Social capital, in both bridging and linking forms, worked to both detract and enhance from MEBM in this local scale marine planning process.

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Chapter 3: Report

Rapid Evaluation of the 2010 Marine Reserve Community Team Process

A report for the
Oregon Department of Fish and Wildlife



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Marine Resource Management Program
Oregon State University

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Executive Summary

The process of negotiating use and enjoyment of marine environments has occurred for generations along Oregon's coastline. In recent years, the designation of marine protected areas, and marine reserves more specifically, has garnered interest among policy makers, resource managers, resource users, and the public. Because of this broad array of interested parties, marine planning processes can be layered and complicated. Public processes should be designed to provide a safe and productive environment where dialogue can occur, enabling participants to share their interests and values along with their positions. It is important, therefore, to glean lessons learned from any given process and incorporate them into improving Oregon's marine planning process as a whole.

In December 2011 researchers at Oregon State University were contracted by ODFW to conduct a rapid evaluation of the 2010 Marine Reserve Community Team (CT) process. The evaluation was conducted January through March 2012, the data was analyzed April through June, and this report was written in August.

The results of this evaluation indicate that the majority of people who participated in the 2010 CT process felt that their experience with creating marine reserves (MRs) in Oregon was *good* or *great*. However, as usual, the real richness in learning comes from looking more closely at the details. This executive summary provides a quick glimpse into those details and, as such, is broken into three brief sections based on the results of the evaluation:

- Overall positive feelings and perspectives about the CT process,
- Overall negative feelings and perspectives with the CT process, and
- Some areas where there were 50-50 splits, contradictions, or lack of clarity about the CT process.

Overall Positives

Evaluation respondents generally indicated positive feelings or perceptions regarding the following topics:

- A strong majority of evaluation respondents indicated a *moderate* to *full understanding* of the MRs process prior to the 2010 CT process. Most respondents felt the goals for MRs were clearly expressed, but less so for planning MRs. This was true across locations, stakeholder groups, and form of service (representative or alternate).
- Across locations, stakeholder groups, and form of service, most respondents were clear about how the 2010 CTs were formed. A majority felt that the size and composition of the CTs *seemed right*. Smaller majorities indicated that how stakeholders were represented *seemed right*; there were differences between

location and stakeholder group, and representation came up often in comments and the themes of pre-determined outcomes and bias surfaced in the analysis of the narrative data.

- A strong majority of respondents felt the role they personally played was *very important* and a strong majority indicated a willingness to serve again as a member of a CT. There were, however, interesting variations between location and stakeholder group.
- On a whole, representatives and alternates across locations found that most of the biological/ecological and socioeconomic data was used and proved to be either *very useful* or *somewhat useful* in making recommendations. There were variations depending on the type of data (new or existing; biological or socioeconomic).
- Across locations, stakeholder groups, and form of service, most respondents felt the CT meetings were run on time and on track, and allowed for good public participation. Most believed that the meetings were managed by a combination of a facilitator and the group chair (except two stakeholder groups); most indicated that ODFW was part of the meeting management.
- A majority of respondents felt that the decision-making at CT meetings was fashioned by a combination of options (CT, meeting manager, and ODFW); there was some variation between location and stakeholder group.
- A majority of respondents (across locations, stakeholder groups, and form of service) felt that who did and did not get to vote *seemed right*; there was variation between stakeholder groups.
- Majorities of representatives and alternates indicated that the CT decision-making process was *agreed upon*, *followed* and *committed to* by everyone on the team; there was variation between locations and stakeholder groups.
- Across locations, the majority of respondents felt that decisions were made in meetings. Strong majorities of respondents indicated that subgroups were used to accomplish tasks, and a range of options was utilized.

Overall Negatives

One of the areas where the 2010 MR CT process received the most criticism was in the area of meeting management and decision-making. There were some differences in responses between forms of service (representatives and alternates) regarding meeting management and decision-making.

- Overall, commitment to decision making scored lowest across locations (only half of the respondents felt there that decision-making was *committed to*). There were differences between locations and stakeholder groups when it came to this aspect of decision-making.
- Across locations, 68% of respondents indicated that, at times, *a decision could not be reached*; this was even higher in some locations.
- There were differences between locations and stakeholder groups when it came to where decision-making took place (*in CT meetings, outside of CT meetings, or in and outside of CT meetings*). Although in two locations, strong majorities indicated that subcommittees or subgroups were used to accomplish tasks outside of the CT process, only 55% from the other location indicated this option.

There were differences between stakeholder groups with regard to CT structure, balance, and creation. Some stakeholder groups were described as being “well organized” and some sub committees or ad hoc groups were described as “efficient.” Other differences existed as well.

- Some stakeholder groups felt that that how stakeholders were represented *did not seem right* (recreational fishing).
- Some felt that the composition, and balance, of the CT was *not right* (recreational fishing, commercial fishing, local government).
- Some felt that they really did not have a good understanding of how the CTs were formed (recreation and science).

Although strong majorities of respondents felt that they *communicated useful information* during CT meetings, and that *others were heard*, lower percentages *felt heard* themselves. This was different depending on location and stakeholder group. This difference, of higher percentages reporting useful information was *communicated*, than being *heard* also extended to respondents views of ODFW, although to a lesser extent.

Splits/Contradictions

- A slight majority of representatives and alternates indicated that everyone had an *equal say* in CT decision-making. There were strong and often-conflicting differences between stakeholder groups and locations regarding this aspect of decision-making, particularly reflected in respondents’ comments.
- In terms of interests represented, it was split 50-50: some respondents said their interests were represented, and others not.

The report wraps up with some concluding thoughts and presents seven recommendations for the agency to consider in designing and implementing further stakeholder engagement processes.

Introduction

In early 2012 Oregon's 76th Legislature passed, and Governor Kitzhaber signed, Senate Bill 1510 requiring relevant state agencies (including Oregon Department of Fish and Wildlife [ODFW]) to implement recommendations for three new MR sites at Cape Perpetua, Cascade Head, and Cape Falcon. Formal MR discussions began at the state level in Oregon in 2000. The signing of Senate Bill 1510 was the culmination of a multi-year process to plan and site MRs within Oregon's Territorial Sea (0-3 nautical miles from shore). The recommendations cited in Senate Bill 1510 were based on input from an 11 month marine reserve community team process that included three community teams, 96 team members, 35 community team meetings, and an estimated 25,000 volunteer hours.

Marine reserves planning fits into a larger, on-going spatial planning process regarding uses within Oregon's Territorial Sea. Conversations with ODFW indicate that they are interested in understanding where and how they might make improvements to their outreach and community engagement processes. To that end, in December of 2011, ODFW approached researchers at Oregon State University (OSU) to conduct a rapid evaluation of the 2010 marine reserves Community Team (CT) process. OSU researchers designed an evaluation and administered a survey to participants of the three CTs in the early months of 2012. This report summarizes responses, themes and lessons learned from the rapid evaluation of participants in the 2010 CT process in Cascade Head, Cape Falcon, and Cape Perpetua.

Background

The formal implementation of planning for possible MRs designations began in 2008, when Governor Kulongoski issued Executive Order 08-07 and directed the Ocean Policy Advisory Council (OPAC) to lead a MRs public nomination process. OPAC was to forward to the Governor recommendations for not more than nine sites before January 1, 2009. The Executive Order also provided two 'sideboards,' serving as discussion parameters for the process, that potential MRs sites were individually or collectively to be: 1) large enough to allow scientific evaluation of ecological benefits, but 2) small enough to avoid significant economic or social impacts.

OPAC solicited proposals from the public and 20 MRs site proposals were submitted to OPAC in the summer of 2008. OPAC then forwarded recommendations to the Governor in November 2008, including recommendations that: a) two sites be designated immediately as pilot marine reserves; b) three sites undergo further evaluation and community dialogue as potential MRs sites; and c) one area undergo a local community process, led by the Oregon International Port of Coos Bay, to consider developing a new MR proposal.

Following the OPAC proposal process, the 2009 Oregon Legislature passed House Bill 3013 (ORS 196.540-.555, Appendix A). The statute required ODFW to implement the 2008 OPAC recommendations to further evaluate MRs site proposals at Cape Falcon, Cascade Head, and Cape Perpetua. The statute also required the formation of CTs for each site, "with diverse and balanced stakeholder representation to collaborate and develop MRs recommendations to be submitted to ODFW." The law also stated that, "collaboration may be facilitated by a neutral, outside party hired through a competitive bidding process".

In the Fall of 2009 ODFW set out to form CTs for Cape Falcon, Cascade Head, and Cape Perpetua "to collaborate and develop recommendations for potential marine serves, considering the biological and socioeconomic information..." (HB 3013, Section 2). The CTs were to evaluate the original site proposal recommended by OPAC in relation to

the two sideboards provided in Executive Order 08-07: “marine reserves that...are large enough to allow scientific evaluation of ecological benefits, but small enough to avoid significant economic or social impacts...” Each CT was to evaluate the original OPAC proposed site and make a final MRs site recommendation to ODFW by November 2010.

ORS 196.545 dictated that 8 specified interest groups be represented on each evaluation site CT: 1) local government, 2) recreational fishing, 3) commercial fishing, 4) industry not related to fishing (non-fishing industry), 5) recreation, 6) conservation, 7) coastal watershed councils, and 8) relevant marine and avian scientists. Each team included two representatives and two alternates for each of the eight specified groups. Community team members represented a diversity of places. Team members were chosen from communities of place with an interest in, and who may be affected by, a MR designated within the evaluation site. All three evaluation sites straddled or were in close proximity to two counties (Cascade Head straddled Tillamook and Lincoln; Cape Perpetua straddled Lincoln and Lane; Cape Falcon straddled Clatsop and Tillamook).

In November of 2009, ODFW publically solicited members to serve on the CTs. The solicitation materials outlined the representation structure and general voting structure; reiterating that each site would only have one CT comprised of eight legislatively-prescribed stakeholders groups with 32 members (Appendix B). Expectations of CT members were also included in that document:

- *Commit to team membership duties for a year.*
- *Attend team meetings that occur one to two times per month, lasting approximately two to three hours.*
- *Commit additional time outside of meetings, on average eight hours per month, to communicate with each other and the stakeholders that they represent and to prepare for meetings.*
- *Be respectful of all opinions presented.*

A few of the ‘sideboards’ outlined in the solicitation materials are important to highlight as they are relevant to CT structure and the perspectives of CT members. .

- *Team representatives and alternates are expected to communicate with each other to ensure seamless participation.*
- *Within the team, every team member has equal standing in decision making.*
- *ODFW oversees and approves the formation, selection, and operation of the community teams.*
- *Community teams will strive for consensus. . If consensus cannot be reached, decisions will be made by majority vote and opportunity provided for a minority report.*
- *Community teams will make recommendations directly to ODFW.*
- *ODFW and Sea Grant are expected to be at meetings to provide technical and policy support and guidance.*
- *ODFW will pursue funding to provide neutral, professional facilitation at meetings.*
- *Appropriate state, federal, tribal entities, and others may be invited to participate in an advisory role.*

In January 2010, ODFW publicly posted a Request for Proposals for a contractor to provide neutral professional facilitation of meetings for three marine reserves CTs. ODFW received seven proposals. The contract was awarded to Jim Owens with Cogan, Owens, Cogan. The contractor provided one facilitator and one note taker for every CT meeting and provided written summaries of each meeting that were provided to CT members and posted on the marine reserves website.

ODFW's outreach efforts predominately focused on informing the public about the process for considering MRs sites at Cape Falcon, Cascade Head, and Cape Perpetua, as well as information about how the public could participate. Coastal, Portland, and Eugene newspapers and radio stations provided coverage of the marine reserves process. The Oregon MRs website (www.oregonocean.info/marinereserves) was regularly updated by ODFW staff and served as a source of information for the public. ODFW also used an email distribution list, with 606 subscribers, to keep members of the public informed. Subscribers received a weekly email message announcing upcoming MRs related meetings.

Between January and November 2010, 35 CT meetings were conducted (Appendix F). Each CT held one to two meetings per month. Meeting locations were rotated between different communities of place, including communities adjacent to the site or communities that could be affected by a MR designated within the area. CT meetings

were open to the public and there were opportunities for written and verbal public comment provided at each meeting.

ODFW estimates that CT members collectively put in over 25,000 volunteer hours during this time period. CT members were expected to spend, on average, eight hours each month outside of meetings speaking with their constituents, working with other members of their interest group, and reaching out to other team members.

All three CTs decided upon electing co-chairs to work with the facilitator and ODFW staff in setting meeting agendas. In addition, each CT helped develop and agreed to a Community Team Charter (Appendix D). The Charter articulated the roles, responsibilities, and expectations of community team members and the team's purpose:

“The purpose of the marine reserves Community Team is to further evaluate the marine reserve site as recommended by the Ocean Policy Advisory Council (OPAC) and House Bill 3013 and make final recommendations to Oregon Department of Fish and Wildlife (ODFW) by October 2010. The starting point for the evaluation and recommendation is the site boundaries and proposals recommended for further evaluation. Through a consensus building process, each Community Team will further evaluate the proposed area and determine if modifications¹ are needed to ensure the sites are ecologically meaningful while avoiding significant social and economic impacts.

¹ Modifications could include a recommendation of no marine reserve. ”

Team members were also provided with background information on Oregon's marine reserves process and the site proposal recommended by OPAC. All three CTs forwarded final MRs recommendations to ODFW in November of 2010.

Methods

This rapid evaluation began in January 2012, with an introductory email sent by ODFW staff to their list-serves for the Cape Falcon, Cascade Head, and Cape Perpetua CTs introducing the concept of the evaluation. OSU research staff then sent individual emails to each CT participant. This report reflects data gathered via a standard-protocol, confidential, web-based survey (Appendix E) sent to representatives and alternates serving on each CT; each person received a unique ID code to ensure their anonymity in the process.

Respondents were emailed thank you notes after completing the survey. Non-respondents were sent two reminder emails to encourage their participation in the evaluation. Three respondents opted for a paper survey that was mailed and returned, and then entered manually into the web-based software. In the final two weeks of data collection, research staff called each non-respondent to encourage participation. Data collection ended March 30th, 2012. Data analysis was conducted April through June, and this report was finalized in August 2012.

Data is reported in percentages of answer rates for each variable (question). Because the total population for our study is less than 100 people, and not intended for inference outside of those who served on the CTs, statistical tests to determine p-values or Chi-square testing to determine effect sizes were not used or reported. Where possible, Cramer's *V* statistical test values are included. This test measures the relative strength of the relationship between two variables, where .10 reflects a small, .30 reflects a medium, and .50 denotes a large effect or relationship size.

The report uses descriptive language to refer to the values in charts and tables. For example, "*strong* or *substantial majorities*" refers to percentages greater than or equal to 75% for a particular question, whereas "*slight majorities*" refer to percentages between 50 and 60% of the total. Quotes taken from responses to the narrative

questions are representative of response themes from many survey respondents and because they lend color and depth to the report.

This report is limited to data collected through surveys from CT team members. In general, we report summary data across location because the focus of this evaluation is on the *CT process as a whole*. However, the data indicated, at times, differences between locations and these are reported in an effort to improve success in the future.

Results and Discussion

Seventy (70) surveys were received and processed from representatives and alternates serving on the Cascade Head, Cape Falcon, and Cape Perpetua community teams. Forty-two (42) surveys were received from CT representatives, and 28 surveys were received from alternate members. Based on a total of 96 possible surveys from CT members, our response rate was 73% for representatives and alternates across all three locations. A total of four people refused to take the survey (one person from Cape Falcon and three people from Cascade Head). One person from the Cape Perpetua team died in between their service on the 2010 team and the rapid evaluation. Survey response was fairly even across locations (Table1).

Table 1. Survey response rates by location.

| Cape Falcon | Cascade Head | Cape Perpetua | Mean |
|-------------|--------------|---------------|------|
| 24 | 22 | 24 | 23 |

Survey responses varied slightly among stakeholder groups (Table 2) across the three locations. Recreational fishing and conservation stakeholder groups responded in higher rates than their counterparts. Non-fishing industry and local government stakeholders were the lowest responding groups.

Table 2. Survey response rates by stakeholder group.

| CF | RF | Rec | Sci | Cons | LG | WC | NFI | Mean |
|----|----|-----|-----|------|----|----|-----|------|
| 9 | 11 | 8 | 8 | 11 | 7 | 10 | 6 | 9 |

Legend: Commercial fishing (CF), Recreational fishing (RF), Recreation (Rec), Science (Sci), Conservation (Cons), Local government (LG), Watershed Council (WC) and Non-fishing industry (NFI)

All of the co-chairs for the three CTs completed the survey; their responses are included in the above totals.

The survey and this report are broken down into five sections, following chronologic and key elements of the CT process. Except where noted, only the affirmative response percentages are presented in this report (e.g. percent ‘yes’ for a question that had a ‘yes’ or ‘no’ option). The total negative responses can be inferred by subtracting the positive percent from 100 for these questions. For questions where respondents could choose from a range of answers (e.g. ‘very likely’, ‘somewhat likely’, ‘likely’, etc.), percentages reflect the percent response for each category.

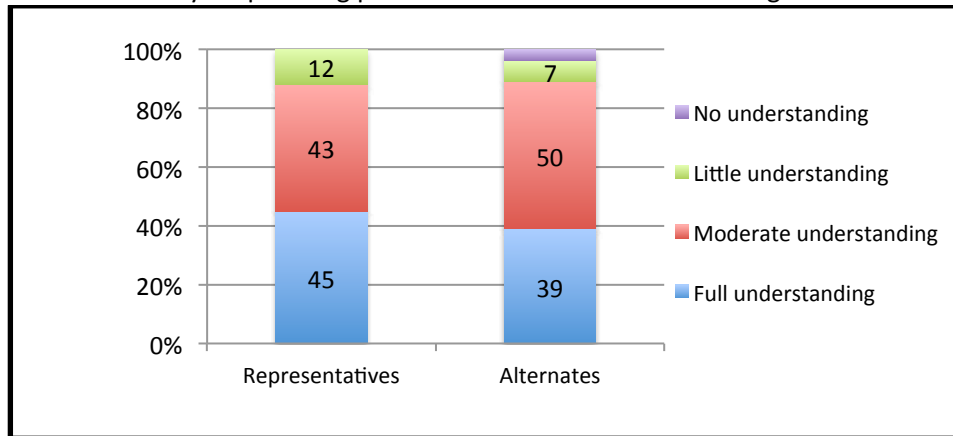
Section I. Before the 2010 CT process

This section of the survey was designed to gauge respondents understanding of Oregon’s overall marine reserves planning process in general, *prior to* their participation in the 2010 CT process.

Understanding the multi-year process

Although there was some variation between locations, a strong majority of survey respondents indicated a *moderate* or *full understanding* of the multi-year planning process that Oregon has undergone for MRs planning. A slightly higher percentage of representatives indicated *full understanding* of the multi-year process, when compared to alternates.

Chart 1. Percent representatives' (n=42) and alternates' (n=28) understanding of the multi-year planning process for marine reserves in Oregon.^a



a. Cramer's V = .36

This same pattern of a *moderate to full understanding* from survey respondents continued across stakeholder groups as well, with recreation stakeholders showing the greatest distribution across the four categories. Non-fishing industry group members indicated the greatest level of understanding prior to the 2010 CT process, with all of their representatives choosing a *moderate or full understanding*.

Table 3. Percent understanding – by stakeholder group – of the multi-year process for marine reserves planning PRIOR to 2010 CT process.^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|------------------------|----|----|-----|-----|------|----|----|-----|
| No understanding | 0 | 0 | 13 | 0 | 0 | 0 | 0 | 0 |
| Little understanding | 11 | 9 | 13 | 13 | 10 | 14 | 10 | 0 |
| Moderate understanding | 44 | 45 | 37 | 38 | 40 | 43 | 60 | 67 |
| Full understanding | 44 | 46 | 38 | 50 | 50 | 43 | 30 | 33 |

a. Cramer's V = .23

Comments elicited from respondents further illustrate the extent and breadth of understanding they brought to the CT process. Respondents also indicated their interest in sharing their understanding about the process with the communities they represent:

“I had followed the process by way of informational meetings along the coast in the communities where the set aside areas were proposed. Also through the legislative process.”

“My understanding was pretty good but most of the fishing industry was not so well informed, this is why I decided to become more involved. It seemed the conservation community was far more engaged, funded, and organized than coastal user groups (sport and commercial fisheries).”

“I returned to Oregon in [year] after a multi-decadal absence. Five years later I moved to the coast and began to hear tidbits of the process. It was not until I was invited to represent [stakeholder group] on the [location] team that I began to delve into the history and process.”

Goal and Process clarity

Our survey assessed clarity related to two related but separate facets: clarity about the overall goals for establishing MRs in Oregon, and clarity about the 2010 CT process itself.

Respondents generally indicated that overall goals for establishing MRs were clearly expressed by the Governor’s Office, OPAC, and ODFW. Half of respondents responded that the overall goals for MRs were clearly expressed by the Legislature (Table 4). Lower percentages of respondents (generally) indicated that the goals for the 2010 CT process were clearly expressed by state entities.

Table 4. Percent representatives and alternates indicating overall goals for marine reserves (MR Goals) and the 2010 CT process (CT Process) were clearly expressed by state entity.

| | Overall MR Goals | | | CT Process | | |
|-----------------------------------|------------------|-----|------------|------------|-----|------------|
| | Rep | Alt | Cramer’s V | Rep | Alt | Cramer’s V |
| The Governors Office ^a | 69 | 77 | .25 | 51 | 58 | .17 |
| The Legislature ^b | 49 | 52 | .11 | 36 | 46 | .11 |
| OPAC ^c | 74 | 44 | .30 | 60 | 69 | .21 |
| ODFW ^d | 57 | 77 | .25 | 51 | 69 | .22 |

a.) MR Goals Rep n=39, Alt n=26; CT Process Rep n=37, Alt n=26; b.) MR Goals Rep n=37, Alt n=25; CT Process Rep n=36, Alt n=26; c.) MR Goals Rep n=39, Alt n=26; CT Process Rep n=37, Alt n=26; d.) MR Goals Rep n=37, Alt n=26; CT Process Rep n= 37, Alt n=26

Variation exists between the three locations regarding the clarity with which each of the four state entities expressed overall goals for MRs. Across all three locations, the Legislature received the lowest affirmation for the clarity with which goals for MRs were expressed. Fewer respondents across all three locations indicated that the goals for the 2010 CT process were clearly expressed by state entities. Stakeholder groups differ with regards to the clarity that the overall goal(s) for MRs (Table 5) and the 2010 CT process (Table 6) were clearly expressed by each of the four State entities.

Table 5. Percent –by stakeholders group– indicating the **overall goal(s)** for establishing marine reserves were clearly expressed by State entity.

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI | <i>Cramer's V</i> |
|----------------------|-----------|-----------|------------|------------|-------------|-----------|-----------|------------|-------------------|
| The Governors Office | 44 | 80 | 67 | 75 | 89 | 83 | 90 | 50 | .37 |
| The Legislature | 33 | 11 | 67 | 63 | 56 | 67 | 63 | 67 | .40 |
| OPAC | 67 | 80 | 100 | 63 | 56 | 68 | 100 | 100 | .42 |
| ODFW | 33 | 22 | 100 | 88 | 67 | 67 | 89 | 83 | .56 |

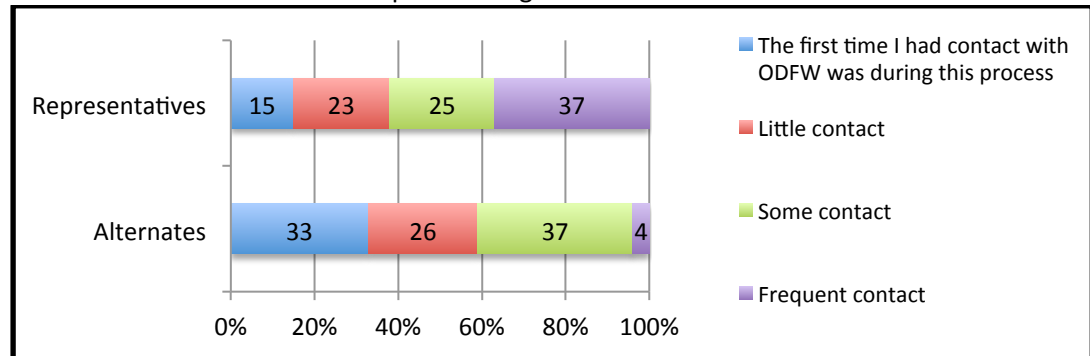
Table 6. Percent—by stakeholder group— indicating goals for 2010 CT **process** were clearly expressed by State entity.

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI | <i>Cramer's V</i> |
|----------------------|-----------|-----------|------------|------------|-------------|-----------|-----------|------------|-------------------|
| The Governors Office | 29 | 60 | 83 | 38 | 44 | 68 | 70 | 33 | .35 |
| The Legislature | 14 | 0 | 68 | 38 | 44 | 50 | 60 | 50 | .44 |
| OPAC | 68 | 80 | 100 | 63 | 56 | 68 | 100 | 100 | .29 |
| ODFW | 33 | 11 | 67 | 63 | 55 | 68 | 63 | 68 | .49 |

Contact with ODFW

Variation exists between the levels of contact that respondents had with ODFW staff prior to the 2010 CT process; a greater portion of representatives indicated frequent contact compared with alternates. Greater numbers of alternates (compared with representatives) indicated that the first time they had contact ODFW was during this CT process.

Chart 2. Percent representatives (n=40) and alternates' (n=27) level of contact with ODFW staff before the 2010 CT process began.^a



a. Cramer's $V = .28$

Section II. Forming the 2010 CTs

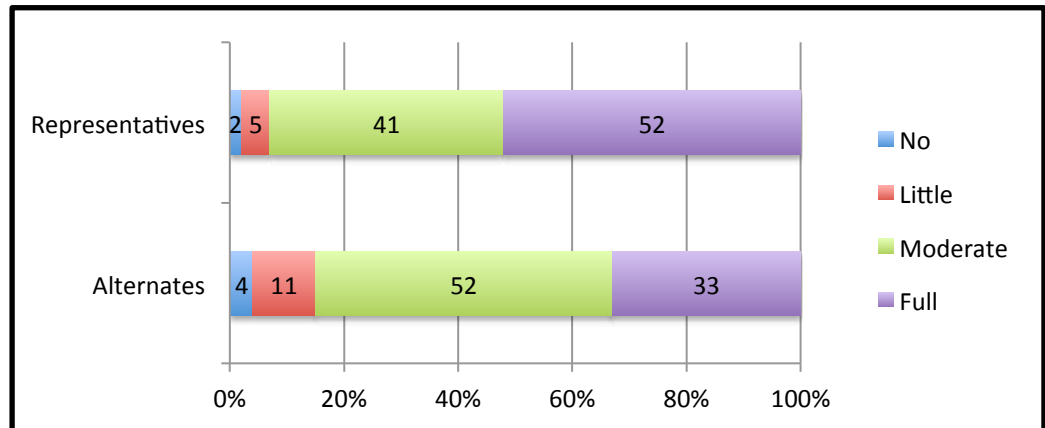
This section of our survey was designed to capture respondents' understanding of the design and composition of the CTs, including team formation, the number of people serving on the team, representation, and balance of interests on the teams.

Understanding team formation

Across type of service, locations, and stakeholder groups, a strong majority of survey respondents indicated a *moderate* or *full understanding* of team formation, including who determined who would serve, the composition of the team, and the timing of formation as elements of the process of team formation.

Representatives and alternates indicated differences in their understanding of team formation. A slight majority of representatives indicated *full understanding* of team formation, while none of the alternate members indicated this selection.

Chart 3. Percent representatives (n=42) and alternates' (n=27) understanding of team formation.^a



a. Cramer's V= .20

Viewing results across stakeholder groups, respondents representing non-fishing industry, recreation, and science indicated slightly lower levels of understanding for the formation process than their counterparts (Table 7), and commercial fishing respondents indicated the highest percent of *full understanding* regarding CT formation.

Table 7. Percent understanding –by stakeholder group^a— of CT formation.

| Level of understanding: | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-------------------------|----|----|-----|-----|------|----|----|-----|
| No | 0 | 0 | 12 | 12 | 0 | 0 | 0 | 0 |
| Little | 0 | 10 | 13 | 25 | 0 | 14 | 0 | 0 |
| Moderate | 33 | 50 | 37 | 25 | 60 | 29 | 50 | 67 |
| Full | 67 | 40 | 38 | 38 | 40 | 57 | 50 | 33 |

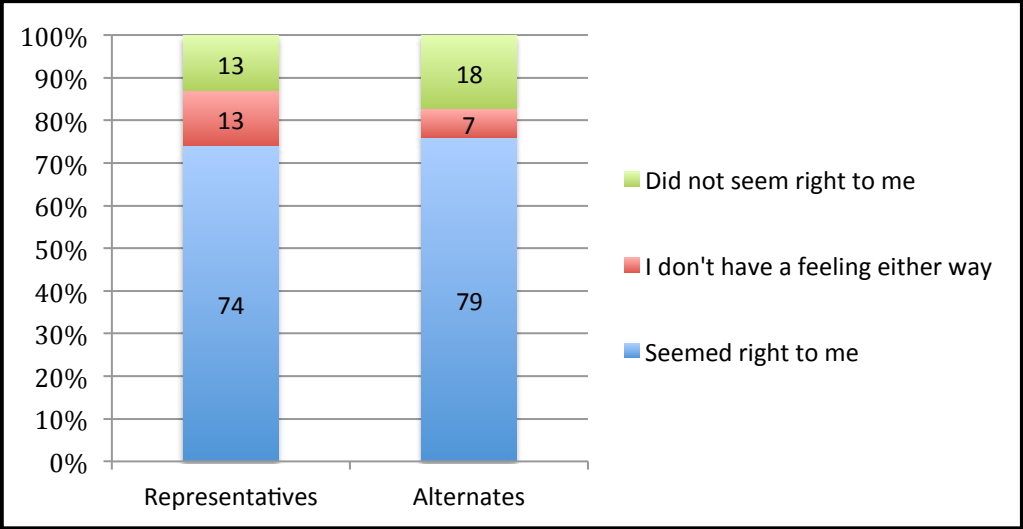
a. Cramer's V= .30

Size and Representation

Across locations, survey respondents generally felt that the number of people serving on the CT *seemed right* (Chart 4). The strongest majority of survey respondents indicated that the number of people on each CT *seemed right* was found among Cascade

Head team members; a quarter of respondents from the Cape Falcon team indicated that the number of people serving on the CT did not seem right.

Chart 4. Percent representatives (n=39) and alternates' (n=28) feelings about the number of people on each CT.



a. Cramer's V = .17

Across stakeholder groups (Table 8), the general perspective shared was that the number of people on each CT *seemed right* (with the exception of recreational fishing). All of the recreation respondents indicated that the number of people on each CT *seemed right*. A third of local government respondents indicated that they *don't have a feeling either way* regarding the number of people on each CT. Of all the stakeholder groups, recreational fishing and local government respondents indicated more even distribution between the three options for feelings regarding the number of people on each CT.

Table 8. Percent –by stakeholder group– feelings about the number of people on each CT.^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------------|----|----|-----|-----|------|----|----|-----|
| Did not seem right to me | 13 | 50 | 0 | 13 | 10 | 17 | 0 | 0 |
| I don't have a feeling either way | 0 | 20 | 0 | 0 | 0 | 33 | 10 | 17 |
| Seemed right to me | 87 | 30 | 100 | 87 | 90 | 50 | 90 | 83 |

a. Cramer's V= .45

Although the majority of representatives and alternates selected that the composition of teams *seemed right*, the majority of comments received appear to counter this sentiment and the theme of “representation” came up in several different ways:

“Impacted users were under-represented. Users that will have absolutely no impact in their lives were over-represented. It's easy to be for an issue when it will have no negative impacts on you whatsoever.”

“...the non fishing industry reps raised concerns for me. Given the economy of [county name], it would have been appropriate to have representatives from the tourism sector specifically. Further, roughly half the economy of [county name] come from investment and retirement income. That's a difficult stakeholder group to identify, but nonetheless may have deserved specific representation on the team.”

“There was overemphasis on fishing interests, even though these were supposed to be reserves for general conservation of marine biodiversity.”

Slight majorities of respondents indicated how stakeholders were represented on the CTs *seemed right* to them (Table 9).

Table 9. Percent representatives (n=41) and alternates (n=28) feelings about how stakeholder groups were represented on the CT.^a

| | Representatives | Alternates |
|-----------------------------------|-----------------|------------|
| Did not seem right to me | 42 | 43 |
| I don't have a feeling either way | 2 | 0 |
| Seemed right to me | 56 | 57 |

a. *Cramer's V* = .10

However, there were definite differences between stakeholder groups (Table 10). For example, a strong majority of recreational fishing representatives felt that how stakeholders were represented on the CTs *did not seem right* to them, whereas strong majorities of recreational and watershed council representatives indicated that how stakeholders were represented *seemed right*.

Table 10. Percent – by stakeholder group— feelings about how stakeholder groups were represented on the CT. ^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------------|----|----|-----|-----|------|----|----|-----|
| Did not seem right to me | 56 | 90 | 13 | 25 | 40 | 57 | 10 | 33 |
| I don't have a feeling either way | 0 | 0 | 0 | 0 | 0 | 0 | 10 | 0 |
| Seemed right to me | 44 | 10 | 87 | 75 | 60 | 43 | 80 | 67 |

a. Cramer's V=.42

Across locations, team members shared a variety of comments that illustrate their feelings about how stakeholders were represented on the teams. The theme that the process was “influenced” or that certain stakeholder groups (e.g. consumptive users) should be more greatly represented as they “have the most to lose” emerged throughout comments provided in the survey:

“CT was about evenly split between people who came in basically in favor of MR concept and people philosophically opposed.”

“The [location] committee seemed stacked just enough to insure votes in favor of implementation.”

“The commercial fishermen on the CT were the only group that had the financial dependency on the area of discussion, the only ones with something to lose financially.”

Balance of Interests

Across forms of service, slight majority of respondents indicated that the balance of interests *did not seem right* on CTs. Between stakeholder groups (Table 11), strong majorities of commercial fishing, recreational fishing, and a smaller majority of local government representatives, indicated that the balance of interests *did not seem right*. By contrast, majorities of recreationalist and science representatives indicated that the balance of interests *seemed right* to respondents.

Table 11. Percent representatives (n=40), alternates (n=28)^a and stakeholder groups^b indicating feelings about the balance between interests represented on the CT.

| | Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------------|------|------|----|-----|-----|-----|------|----|----|-----|
| Did not seem right to me | 53 | 54 | 89 | 100 | 14 | 25 | 50 | 57 | 30 | 33 |
| I don't have a feeling either way | 2 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 10 | 0 |
| Seemed right to me | 45 | 46 | 11 | 0 | 86 | 75 | 50 | 43 | 60 | 67 |

a. Cramer's V = .10 b. Cramer's V= .46

Shared response regarding team composition

As a whole, respondents believed that other members of their CT would share their responses to questions in the survey regarding team composition. There was variation between stakeholder groups regarding this belief (Table 12). All of the non-fishing industry and commercial fishing, and half of recreation, respondents indicated that other members of their CT would share their responses.

Table 12. Percent representatives (n=37), alternates (n=26)^a and stakeholder groups^b who believe their responses regarding team composition would be shared by other members.

| Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|------|------|-----|----|-----|-----|------|----|----|-----|
| 78 | 77 | 100 | 89 | 50 | 63 | 78 | 86 | 68 | 100 |

a. Cramer's V = .02 b. Cramer's V= .39

Respondents' comments about whether their views regarding team composition would be shared by fellow team members help to explain some of the differences between stakeholder groups on this question:

"Opposed members would probably say that those deriving a living on marine resource extraction were not adequately represented."

"The pro-MRs stakeholders would agree, the anti-MRs stakeholders would likely disagree."

"Most stakeholders generally (at first anyways) aligned themselves on one side or another (industry vs. conservation) with the conservation group having the upper hand. It was interesting that as the discussion

transpired over the eleven months, many switched sides (to support the coastal economy and fishing industry) when they were made aware of some of the realities of the issue.”

“How about maybe? I think there would be some supportive of the process, but as in all processes, there are winners and losers. There were clearly some who did not want the process to succeed.”

Section III. Meeting management

This rapid evaluation was designed to measure CT participants’ perspectives and understanding of how the meetings were run and the flow of the process. Data is presented regarding perspectives of who managed the process, the effectiveness of the meeting management, meeting ownership and comfort, and public participation.

Perceptions regarding who managed meeting process

The majority of respondents across form of service and stakeholder groups indicated that CT meetings were managed by a *combination* of the facilitators and Co-Chairs, although there were differences between locations. “*Other, please specify*” was the second most frequently selected choice.

Viewing the data according to stakeholder groups (Table 13), the same general pattern is revealed with the exceptions of local government and non-fishing industry respondents. For these two groups, the greatest proportions were split between meeting process management by a *combination* of leadership and *other*. Interesting differences appear in the contrast between stakeholder groups where none of the respondents selected an answer. For example, none of recreation, local government, or watershed council representatives selected *facilitator* for meeting process management, where members from the same teams made that choice.

Table 13. Percent representatives (n=41), alternates (n=28)^a and stakeholder groups^b indicating one of four options for meeting process management.

| | Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|---|------|------|----|----|-----|-----|------|----|----|-----|
| Chair or Co-Chairs | 7 | 21 | 0 | 10 | 0 | 13 | 20 | 14 | 30 | 17 |
| Facilitator | 15 | 4 | 11 | 30 | 0 | 12 | 10 | 0 | 0 | 17 |
| Combination of Facilitator, Chair and/or Co-Chair | 56 | 64 | 67 | 50 | 87 | 63 | 60 | 43 | 60 | 33 |
| Other, please specify | 22 | 11 | 22 | 10 | 13 | 12 | 10 | 43 | 10 | 33 |

a. Cramer's V = .27 b. Cramer's V = .30

Respondents' narrative data regarding "*other, please specify*" reveal a distribution of views regarding meeting management. Their answers also give some insight into the complex dynamics that influenced meeting process management:

"I honestly felt like managing the process fell on the shoulders of ODFW much of the time. The chairs and co-chairs did a respectable job, but for the extended general administrative management of community team meetings I felt like it was ODFW that sort of had to play that role. I guess I felt like it was necessary, given I work with a lot of community volunteers that a paid staff member or very strong leader in the community has to manage the overall process."

"Facilitator in the beginning, then co-chairs."

"Facilitator, chair, co-chair, and ODFW staff."

Were meetings run on time, track, and topic?

Across location there were strong majorities of respondents who indicated that meetings were run in a manner that kept the group on time, track, and topic (Table 14). There were slight differences between location when it came to perceptions of meetings being run in a manner that kept the group *on time* and *on track/topic*.

Table 14. Percent representatives, alternates and stakeholder groups indicating that meetings were run on time, track/topic.

| | Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------|------|------|----|-----|-----|-----|------|----|----|-----|
| On time ^a | 90 | 79 | 75 | 100 | 86 | 86 | 80 | 86 | 90 | 80 |
| On track/topic ^b | 84 | 70 | 86 | 89 | 63 | 88 | 70 | 83 | 80 | 80 |

a. Rep n=39, Alt n=28 and Cramer's V= .18

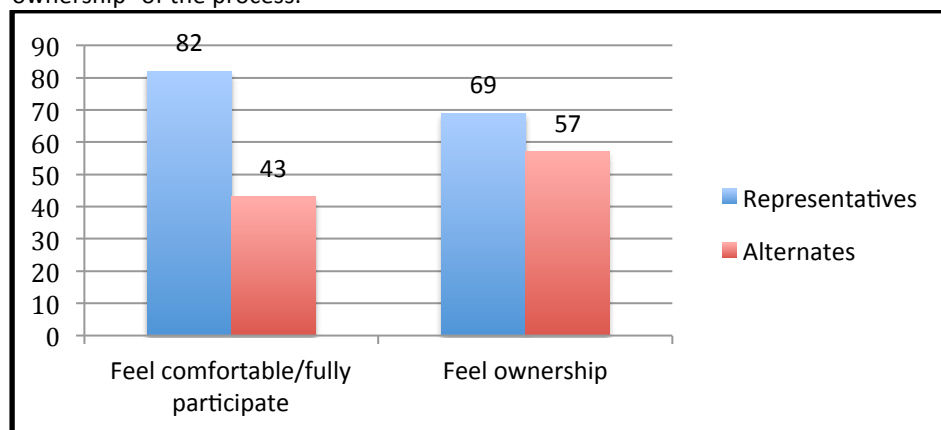
b. Rep n=37, Alt n=27 and Cramer's V= .15

Feelings of ownership and comfort

Survey respondents' feelings of ownership and comfort relative to meeting management vary widely according to type of service, location, and stakeholder group. Representatives and alternates reflected a significant difference in *feelings of comfort and ability to fully participate* relative to meeting management (Chart 5). Nearly twice as many representatives indicated feelings of *comfort* relative to meeting management when compared to alternates' indication of this choice.

There was, likewise, a difference in representatives' and alternates' feelings of *ownership*, although not as great as relative to *feelings of comfort and ability to participate* (Chart 5).

Chart 5. Percent representatives and alternates who indicated meetings management allowed them to feel comfortable/fully participate^a and feel ownership^b of the process.

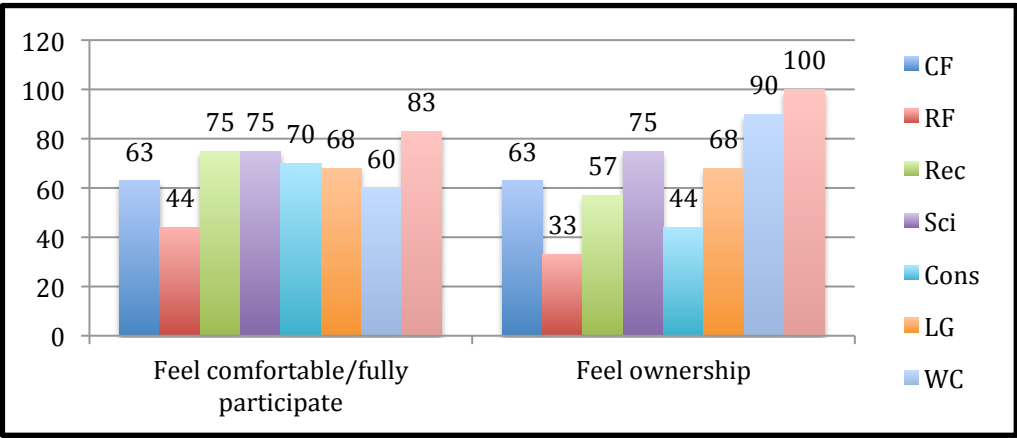


a. Reps n=38, Alts n=28; Cramer's V=.36 b. Reps n=35, Alts n=28; Cramer's V=.17

Looking at the data separated out by stakeholder group (Chart 6) reflects additional information about *feelings of comfort/ability to participate* and *ownership*. Recreational

fishing stakeholders indicated the lowest percentages in response to both questions; a majority felt that meetings were managed in a way that did not allow this group to *feel comfortable/fully participate* in, or *feel ownership* of, the process. By contrast, strong majorities of non-fishing industry stakeholders indicated that meetings were run in a manner that allowed *feelings of comfort, full participation* and *ownership*.

Chart 6. Percent stakeholders who feel that meetings management allowed them to feel comfortable/fully participate and feel ownership in the process.



Public Participation

Across locations, stakeholder groups, and type of service, survey respondents felt that meetings were managed in such a way that allowed for adequate public participation (Table 15).

Table 15. Percent representatives (n=40), alternates (n=27)^a and stakeholder groups indicating that meetings were managed to allow for adequate public participation.

| Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|------|------|----|----|-----|-----|------|-----|-----|-----|
| 90 | 82 | 67 | 75 | 100 | 100 | 70 | 100 | 100 | 100 |

a. Cramer’s V= .32

Narrative data further revealed the adequacy of and/or perspective about public participation:

"People were allowed an opportunity to vent or say whatever they wanted to at the beginning of the meetings. I guess you would call that public participation, but there was not any significant dialog following those comments as I remember it. Just an opportunity for them to comment."

"Most of us were interested in getting as much information as possible and some of it came through the public."

"(Public participation) Too much, really."

Narrative data also revealed the role that time – both during meetings and the timeline for the process itself – played in public, representative, and alternates' participation:

"Public participation was limited by the timeline. That timeline had been established by the governors office, again with an emphasis on a preconceived outcome."

"Generous time for public input was scheduled each week and public notice appeared adequate because there was a lot of attendance in many venues."

"This is difficult. I could see where the public was frustrated at times for not having more time for input, but the restrictions set were necessary. Important for public input early on and toward end of each meeting for those willing to sit through it all."

Section IV. Decision-Making

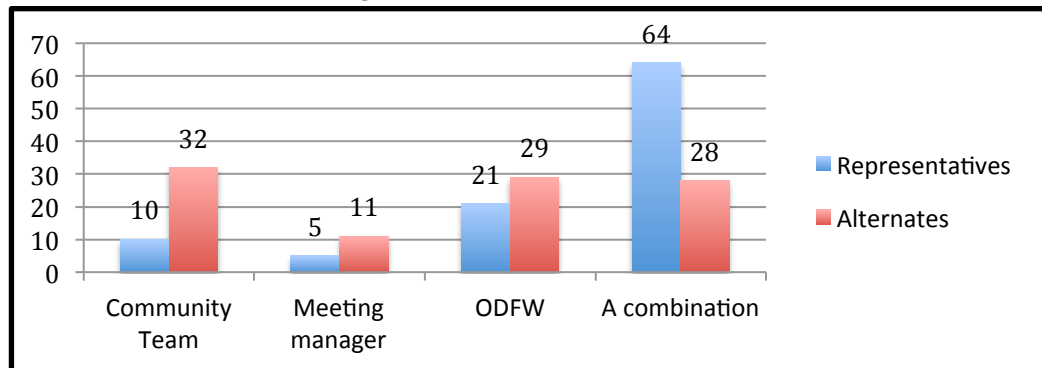
This rapid evaluation gathered information about respondents' views regarding how decisions were made and by whom, and how CT participants felt about decision-making.

Who fashioned decision-making?

There was some difference between representatives and alternates' responses regarding who fashioned decision-making. Representatives indicated that decision-making was fashioned by a *combination* of the available options (community team,

meeting manager and ODFW) in the highest percent (Chart 7), while alternates selected *community teams* slightly more often than *a combination*.

Chart 7. Percent representatives (n=39) and alternates (n=28)^a indication of who fashioned decision-making.

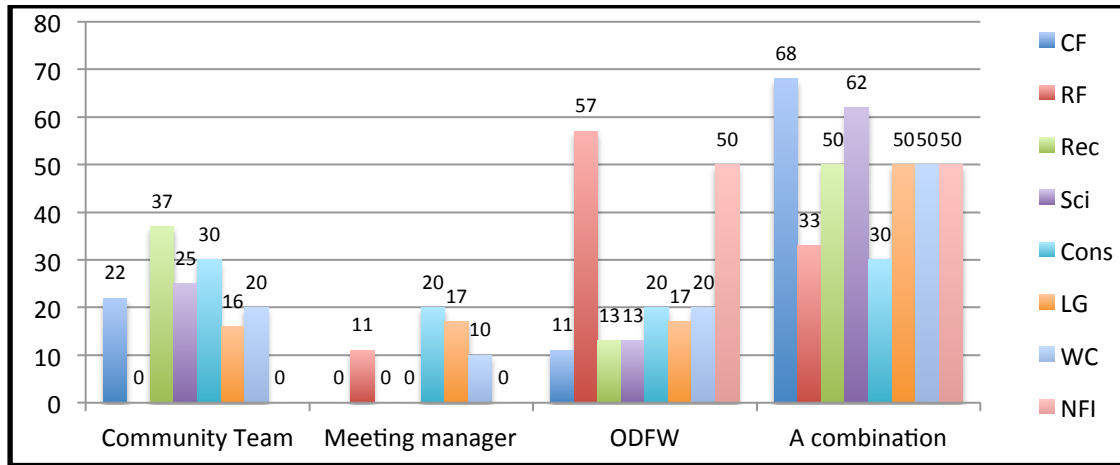


a. Cramer's V=.37

This variation extended to between location and between stakeholder groups, with the greatest percentage of respondents across stakeholder groups having selected some *combination* of the above in response to who fashioned decision-making (Chart 8). The notable exceptions are that slightly over half of recreational fishing and half of non-fishing industry respondents selected *ODFW* for this question. Nearly one third of conservation, and over a third of recreational, respondents selected the *community team* in response to who fashioned decision-making.

The responses between stakeholder groups are also notable for which choices respondents did *not* select in response to who fashioned decision-making. None of recreational fishing or non-fishing industry stakeholders selected *community teams* in response to who fashioned decision-making. None of the commercial fishing, recreation, science, or non-fishing industry stakeholders selected *meeting manager* in response to this question.

Chart 8. Percent –by stakeholder group^a-- indication of who fashioned decision-making.

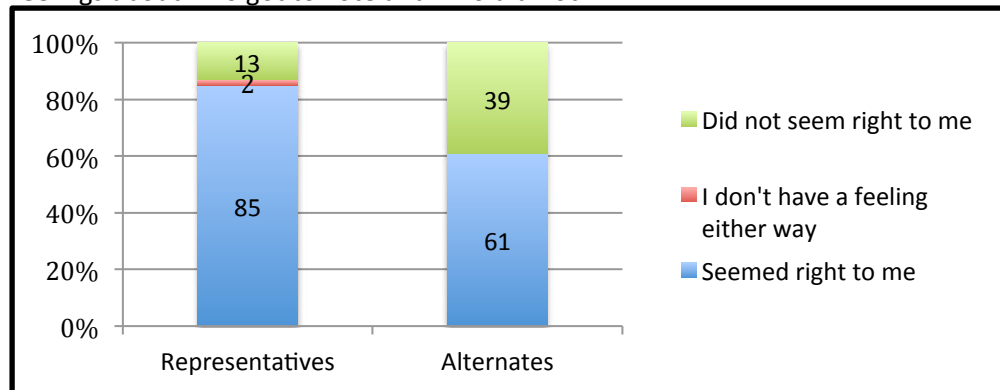


a. Cramer's V= .32

Voting

A strong majority of respondents felt that the voting structure, in terms of who got to vote and who did not, *seemed right* (Chart 9); this was true across level of service and location.

Chart 9. Percent representatives (n=40) and alternates' (n=28) indication of feelings about who got to vote and who did not.^a



a. Cramer's V=.32

Six of the eight stakeholder groups felt that who got to vote *seemed right*; commercial fishing and local government stakeholders were more evenly split in their feelings about voting (Table 16).

Table 16. Percent stakeholder groups^a indication of feelings about who got to vote and who did not.

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------------|----|----|-----|-----|------|----|----|-----|
| I don't have a feeling either way | 0 | 0 | 0 | 0 | 10 | 0 | 0 | 0 |
| Did not seem right to me | 57 | 30 | 0 | 12 | 10 | 50 | 10 | 17 |
| Seemed right to me | 44 | 70 | 100 | 88 | 80 | 50 | 90 | 83 |

a. Cramer's V= .38

Narrative data regarding voting revealed the themes of giving voice to a breadth of stakeholders and the balance of power within representation on the CTs:

"There was overemphasis on fishing interests, even though these were supposed to be reserves for general conservation of marine biodiversity."

"It was difficult to accept the equal weighting of some of the voting interests. In [location] approximately [dollar amount] of Dungeness crab alone comes annually from this area. Yet, equal voting weight was given to recreational kayak anglers, those that do not fill a couple of buckets with fish each year. To equate a fishery that can feed a city the size of Portland with one that may feed a couple of families in the summer seems wrong. "

"It soon became apparent that there were entirely too many participants and too many so called stakeholder groups. Some of these groups did not have what I felt were legitimate stakes but were, rather, advocate groups...The CT group was put together for the purpose of arriving at a result to satisfy advocacy groups rather than genuine consensus based on identifiable mutual interests."

Were decisions agreed, followed and committed to?

Overall majorities of representatives and alternates indicated that the community team decision-making process was *agreed upon, followed and committed to* by everyone on the team; *commitment to* scored lowest (Table 17). There was notable variation between locations, and of the three locations, greater numbers of Cape Perpetua team respondents indicated that decision-making was *agreed upon, followed and committed to* by everyone on the team.

Of the three elements included here, decision-making agreement received the highest average support across stakeholder groups (Table 17), with all of the recreationalist, watershed council, and non-fishing industry respondents having indicated that decision-making was *agreed upon*. Notable differences are the low percent of recreational fishing respondents who indicated that decision-making was *agreed upon*, followed by conservation and local government stakeholder respondents. Commercial fishing and conservation respondents indicated in the lowest numbers that decision-making was *followed* by everyone on the CTs. By contrast, recreational fishing, local government, and non-fishing industry respondents reflected the greatest percentages of *agreement* in that decision making was *followed* by everyone on the CTs. Lastly, science and non-fishing industry respondents indicated in the highest percentage that everyone on the teams was *committed to* decision-making. Smaller minorities of commercial fishing, recreational fishing, and a minority of conservation respondents indicated that decision-making was *committed to* by everyone on the team. Watershed council respondents were split on this element of decision-making.

Table 17. Percentages of representatives, alternates and stakeholder groups indicating that decision-making was agreed upon, followed and committed to by everyone on the team.

| | Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|---------------------------|------|------|----|----|-----|-----|------|----|----|-----|
| Agreed upon ^a | 80 | 77 | 78 | 40 | 100 | 88 | 67 | 67 | 80 | 100 |
| Followed ^b | 68 | 77 | 67 | 83 | 75 | 75 | 50 | 83 | 80 | 83 |
| Committed to ^c | 50 | 55 | 25 | 25 | 63 | 75 | 44 | 60 | 50 | 75 |

a. Representatives n= 35, Alternates n= 26 and *Cramer's V*= .25 for 'Reps' and 'Alts' data.

b. Representatives n= 38, Alternates n= 26 and *Cramer's V*= .16 for 'Reps' and 'Alts' data.

c. Representatives n= 32, Alternates n= 22 and *Cramer's V*= .10 for 'Reps' and 'Alts' data.

Respondents' comments revealed dynamics in team meetings that contributed to their perceptions regarding decision-making *agreement*, and the degree to which decision-making was *followed*, and *committed to*:

"I felt the decision making process was crammed down the throats of people who might have disagreed with the establishment of the Marine Reserve."

"This process was done with great difficulty as the team took time to understand their roles. There was a great deal of strategy that was played out involving delaying tactics, expressions of feeling rushed, difficulty with the process, and a desire to not reach decisions. Therefore I am not certain that the process was committed to."

"Though the process was agreed to, it was never clear that most of the time would be taken by process considerations and data gathering. The actual time allowed for debate, and for participants to present their case, was very limited. Those that followed the process got short changed by sticking to the topic at hand because they never had the chance to make their case. Those that editorialized and made their case out of context and even in a disruptive manner were heard."

"The entire CT did not have a choice in forming the sideboards for the decision making process but you could say some of the members who were vocal about the ballot measure were. Due to the threat of the ballot measure there were CT members that were not entirely committed to the process."

"The situation was somewhat dynamic. Yes or no answers to this would be misleading."

Did everyone have an equal say?

A slight majority of representatives (61%) and alternates (54%) indicated that everyone had an equal say in CT decision-making. There were major differences between locations; the percentage of Cape Perpetua team members (80%) who felt that everyone had an equal say was substantially greater, when compared to respondents from Cascade Head (48%) and Cape Falcon (47%).

There were differences between stakeholder groups as well (Table 18). A strong majority of science representatives and slightly fewer watershed council stakeholder group members felt that everyone had an equal say in the decision-making. By contrast, significantly lower percentages of recreational fishing and commercial fishing representatives agreed with this aspect of meeting process.

Table 18. Percent—by stakeholder group—**indication of feeling that everyone had an equal say in CT decision-making.**^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 38 | 11 | 63 | 100 | 60 | 50 | 80 | 67 |

a. *Cramer's V*= .52

Were there times where a decision could not be reached?

Across locations and stakeholder groups, a majority of representatives (66%) and alternates (71%) indicated that there were times when no decision could be reached during the CT meetings. There were differences across locations; majorities of respondents from Cascade Head (70%) and Cape Falcon (75%) indicated that there were times when decisions could not be reached, whereas a minority of Cape Perpetua respondents (47%) indicated this.

There were differences between stakeholder groups (Table 19). When compared to other stakeholder groups, far fewer percentages of science and watershed council stakeholder respondents indicated that there were times where no decision could be reached in CT meetings. These results are in contrast when compared to the strong majorities of commercial fishing, recreation, and local government representatives having indicated that there were times when no decision could be reached.

Table 19. Percent—by stakeholder group—indication that **there were any times when decisions could not be reached.**^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 88 | 75 | 88 | 38 | 70 | 86 | 40 | 68 |

a. *Cramer's V*= .41

Survey respondents narrative data related to decision making and meeting management revealed diverse perceptions regarding the way that influence played in

and outside of the meeting process, the ways that groups had (or did not have) influence, and the role of meeting managers in influencing the process:

"One of the chairs tried to use his position to influence the outcome. The fishing industry had a ton of pull; we gave them everything they wanted except 'no reserve', but in the end they refused to support any proposal."

"Environmental entities owned the process. Scientists, who should have at least seemed neutral, were not and pushed the reserved with every fiber in their bodies. The science really wasn't in that reserves would do any good what so ever on our coast, but these scientists kept at it."

"Major decisions came down more to survival of the fittest and loudest. The final recommendation for our team was basically shaped by 45 minutes or arguing around a small table, and not by any clear process. There literally was not enough room around the table for everyone to participate. Throughout the process, a handful of people regularly dominated discussions."

"The facilitator allowed participants to stray off topic and lobby for their position at inappropriate times. By not reining these people in, he let their views get much more air time than appropriate. In the beginning of the process, the "No MR" option was acknowledged as a possible and legitimate outcome. Toward the end of the process, ODFW made it clear the "No MR" option was not really an option. In other words, we were directed, in subtle fashion, to recommend an MR in some form."

"Everyone had ample opportunity to voice their opinions, some are naturally going to be more outspoken than others."

The use of subgroups/subcommittees

Overall majorities of representatives (82%) and alternates (73%) indicated that there were subcommittees or subgroups that did work for the team outside of actual CT meetings. Between locations this perspective varied greatly (and rightly so because some teams decided not to have formal subcommittees), with lower percentages of Cape Falcon (55%) respondents having indicated that subgroups/subcommittees did work outside of meetings when compared to their counterparts in Cascade Head (80%) and Cape Perpetua (100%).

Majorities of stakeholder group respondents indicated that there were subgroups/ subcommittees that did work outside of the CT process (Table 20).

Table 20. Percent—by stakeholder group—indication that there were subgroups/subcommittees that did work for the CT outside of the CT process.^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 75 | 86 | 88 | 63 | 78 | 86 | 80 | 83 |

a. Cramer’s V= .19

Respondents’ comments regarding the work of subcommittees or groups outside of CT process revealed an array of strategies that were used to reach community members regarding the workings of the CT process:

“The (stakeholder group) organized outside of meetings as did those supportive of the MR. The reserves were proposed by local community groups. For example, the [location] MR was proposed by a group with members from [community names]....”

“Our team chose not to work with formal committees. Members did form ad hoc groups of sorts for specific topics, such as the interviews conducted by users of [name] boat ramp. Members/ad hoc groups also organized outside meetings of community stakeholders.”

“There were some scientific presentations. I myself did some polling of my constituency. As far as I know, I am the only one who did so. There were outside groups in the fishing industry and in the conservation groups that I know of, that conferred and created strategy.”

“Some work was done outside the CT process. By example, a couple of us did some outreach surveys in our area to develop information about how the public viewed a “proposed marine reserve.” The results of our extensive work was eventually presented to the CT...”

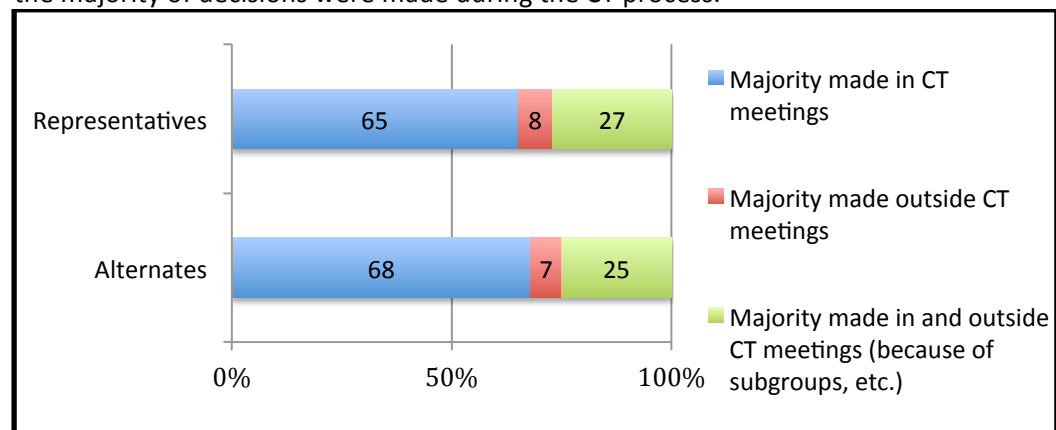
“Sub groups did research and established common bonds and understanding. Very good part of the process.”

“The economic subgroup met at least [#] times outside the normal meetings to find out what was important to each community. Science, fisheries, and economic groups met regularly outside the meetings. We could discuss important issues without the posturing outside the main meetings in small groups.”

Where were decisions made?

Majorities of representatives and alternates indicated that *decisions were made in CT meetings* (Chart 10). A lesser percent of representatives and alternates selected that the *majority of decisions were made in and outside of CT meetings* because of subgroups, etc., and a small percent indicated that the *majority of decisions were made outside of CT meetings*.

Chart 10. Percent representatives (n=37) and alternates (n=28) indicating where the majority of decisions were made during the CT process.^a



a. Cramer's $V = .22$

There were differences between stakeholder groups in response to where decisions were made during the CT process (Table 21). Commercial fishing, conservation, and local government stakeholder respondents indicated all three options, in varying percentages. Commercial fishing representatives chose between the three options fairly evenly, and indicated the highest percentage for *majority were made outside the CT meetings* of any stakeholder group. A majority of other stakeholder groups, with the exception of recreational fishing, chose *majority were made in the CT meetings*, followed by, *majority were made in and outside CT meetings because of subgroups, etc.* in response to the location of decision making.

Table 21. Percent—by stakeholder group—indicating where the majority of decisions were made during the CT process.^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|---------------------|----|----|-----|-----|------|----|----|-----|
| In CT meetings | 38 | 38 | 63 | 75 | 70 | 83 | 90 | 83 |
| Outside CT meetings | 25 | 0 | 0 | 0 | 10 | 17 | 0 | 0 |
| In and Outside | 37 | 63 | 38 | 25 | 20 | 0 | 10 | 17 |

a. *Cramer's V*= .39

Section V. Recommendations for MR designation

This section of our survey gathered respondents' views related to the CT's ability to make recommendations to ODFW. The CTs were given an initial charge, sideboards, and information to use in making decisions and ultimately recommendations. Our survey queried respondents' perspectives about the usefulness of this approach.

Was the range of options clear?

Across locations and stakeholder groups, a strong majority of representatives (81%) and alternates (79%) indicated that the range of options available—Marine Reserve, Marine Protected Area, Marine Research Area, No Marine Reserve, or some other combination thereof—were clear during the CT process. All of the respondents from the science, local government, watershed councils, and non-fishing industry stakeholder groups indicated that the range of options available was clear. Strong majorities of the recreation and conservation stakeholder groups indicated that the range of options were clear during the CT process. Whereas by contrast, a minority of commercial fishing, and a slight minority of recreational fishing, respondents indicated the range of options was clear.

Table 22. Percent—by stakeholder group—indicating that the range of options available during the CT process was clear.^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|-----|-----|-----|
| 29 | 43 | 88 | 100 | 80 | 100 | 100 | 100 |

a. *Cramer's V*= .64

Respondents' comments regarding this question revealed a variety of perspectives and themes that went beyond clarity. For example, perceptions of fear driving the overall process, or limited or preset alternatives:

"Any option other than the establishment of a Marine Reserve was not seriously considered. (Organization) threatened the process with an initiative if they did not get what they wanted. I suppose that might be called the other option. To me it seemed like a form of blackmail dressed up to look like a process."

"It became apparent that we would not be allowed to vote on the No MR option near the end of the process."

"Marine Research Areas and the No Marine Reserve option were NOT allowed for discussion for the [location] Team."

Throughout the process, the pending approval by OPAC was regularly held over CT members' heads. While fear of a ballot initiative was frequently held up as motivation for the CT to act, the basic fact that an overwhelming majority of Oregonians support marine reserves seemed to be missing and the conversation was limited to a handful of interests and stakeholder groups."

"Some will say that a "no-MR recommendation" was NOT an option but we were told from the beginning that it was an option, the CT would just have to bring forward a credible body of evidence as to why the sideboards outlined could not have been met. The [location] team was the body most likely to complain about this aspect."

"In my understanding all those options were not available. Much time was spent on whether "No Marine Reserve" could be one of the options. In fact there was disagreement between opinions of [state entity] members addressing my team."

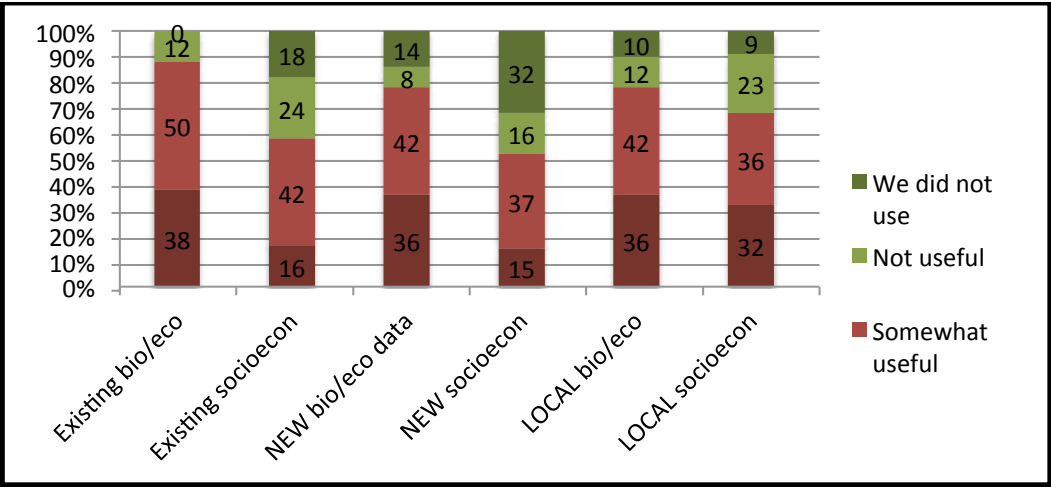
"Yes all those options were available initially. In the end the option had to add up to a certain % of area when combined with the other areas to hopefully curtail a ballot measure."

Information usefulness

On a whole, representatives and alternates across locations and stakeholder groups found that most of the biological/ecological and socioeconomic data was used and proved to be either *very useful* or *somewhat useful* in making recommendations. Small percentages of representatives and alternates indicated that some data was *not used* in

making recommendations. Of that rating “new socioeconomic data” received the highest percent for *not used* (Chart 11).

Chart 11. Percent categories for use of biological/ecological and socioeconomic data in community team recommendations.



Across locations, majorities of respondents indicated that all of the data used was either *very* or *somewhat useful*. However, there were differences between locations (Table 23).

Table 23. Percent categories for use of biological/ecological and socioeconomic data in community team recommendations, Cascade Head (CH), Cape Falcon (CF) and Cape Perpetua (CP).

| | Very useful | | | Somewhat useful | | | Not useful | | | We did not use this information | | |
|-----------------------------|-------------|----|----|-----------------|----|----|------------|----|----|---------------------------------|----|----|
| | CH | CF | CP | CH | CF | CP | CH | CF | CP | CH | CF | CP |
| Existing bio/eco data | 38 | 20 | 50 | 57 | 60 | 36 | 5 | 20 | 14 | 0 | 0 | 0 |
| Existing socioeconomic data | 14 | 7 | 29 | 47 | 53 | 50 | 14 | 27 | 7 | 14 | 13 | 14 |
| NEW bio/eco data | 25 | 33 | 75 | 55 | 27 | 25 | 0 | 27 | 0 | 20 | 13 | 0 |
| NEW socioeconomic data | 10 | 7 | 39 | 57 | 20 | 39 | 10 | 40 | 0 | 23 | 33 | 22 |
| Bio/eco LOCAL knowledge | 33 | 27 | 64 | 52 | 27 | 29 | 10 | 27 | 0 | 5 | 19 | 7 |
| Sociocon LOCAL knowledge | 29 | 13 | 29 | 38 | 40 | 38 | 29 | 33 | 29 | 5 | 13 | 7 |

Was there enough data/information?

Across locations and stakeholder groups, representatives (51%) and alternates (50%) were basically split in their feelings that there was enough data/information to make the recommendation. Viewing the data split out by locations illustrates that minorities serving on Cascade Head (43%) and Cape Falcon (44%) felt that there was enough data to make the recommendation, where a strong majority (79%) of Cape Perpetua team members felt there was enough data/information to make the recommendation.

Looking at the data split out by stakeholder group adds depth to the evaluation of whether there was enough data to make the recommendation (Table 24). Recreation, science, local government, and non-fishing industry stakeholder respondents felt that there was enough data/information to make the recommendation. By contrast, a minority of commercial fishing, recreational fishing, and watershed council respondents felt that there was enough data to make the recommendation. Conservation stakeholder respondents were split in their feelings on this question.

Table 24. Percent—by stakeholder groups—indication of feeling that there was enough data/information to make the recommendation.^a

| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 25 | 14 | 88 | 63 | 50 | 68 | 38 | 80 |

a. Cramer’s V= .47

Comments from respondents regarding the quantity of data revealed some of the differences found between stakeholder groups and describe the adequacy or inadequacy of data types:

“... We were literally told (by the charter fleet) that the entire charter fleet in [town] would collapse if this marine reserve went into effect. We were told by others that this area was never used so it would have no impact at all. The complete lack of data makes it difficult to make a decision. There was sufficient biological information.”

“Yes and No. There was way too much information, but the important information that we could have used, if it was out there, like did reserves work in a similar instance where the fishermen are under

such high regulation already. We all know reserves work where it has been over fished, and were there had been no regulation. But that just was not the case at [local location], so we had no good information."

"Biological and ecological info should have been presented to the team for clarification, rather than left as an open question. Economic data was sparse, came at multiple scales, and what not explained by an economist. I recall multiple instances where info presented was openly mocked by CT members. Spatial data was sorely lacking, and the [town] map (the only spatial data available) was very poorly handled."

"I did not feel there was reliable information about the use of the [location] area. According to some, it was used all the time, according to others, seldom used. I tended to discount local knowledge after a while."

"None of us really knew what was below the ocean surface that we were asked to consider as a Marine Reserve. The fishers had an idea of what was there by what they harvested, but the data provided about the biological/ecological world below the surface was absolutely necessary. I think we got enough to make our decision."

"Since crabbing is a huge economic driver in the area and once there was an acknowledgement that the fleet would catch the crab in another location / time that appeared to ease the crisis of taking their crab off the table so to speak - but ODFW did not acknowledge that freely- And other values were not clearly accepted - the land-sea link / value of reference areas to help mgt."

"The socioeconomic data could have taken years to collect and sort out. What was collected in a short period of time was quite good."

Was the eleven-month time frame reasonable and daunting?

Considering the task that each CT was asked to perform, a strong majority of representatives (79%) indicated that the 11-month time frame allotted for CTs was *reasonable* and 56% indicated the time frame was *daunting*. Similarly, a majority of alternates (70%) indicated that the time frame was *reasonable* and 67% indicated that it was *daunting*.

Although there was little difference between locations regarding the 11-month time frame being perceived as *reasonable*, there was some variation with regard to

perceiving the time frame as *daunting*; (82% Cascade Head, 50% Cape Falcon, and 57% Cape Perpetua).

Between stakeholder groups, all recreational, science, and conservation respondents, a minority of recreational fishing representatives, and half of commercial fishing respondents, indicated that the time frame was *reasonable* (Table 25). Majorities of recreational fishing and watershed council, half of the conservation and local government, and minorities of science and non-fishing industry, respondents indicated that the 11-month time frame was *daunting* (Table 25).

Table 25. Percent representatives, alternates and stakeholder groups indicating that the eleven-month time frame allotted was reasonable and daunting.

| | Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-------------------------|------|------|----|----|-----|-----|------|----|----|-----|
| Reasonable ^a | 78 | 70 | 50 | 43 | 100 | 100 | 100 | 57 | 71 | 80 |
| Daunting ^b | 56 | 67 | 57 | 80 | 60 | 40 | 50 | 50 | 83 | 40 |

a. Reps n=36, Alts n=23 and *Cramer's V*= .10; *Cramer's V*= .53 for stakeholder data.

b. Reps n=25, Alts n=15 and *Cramer's V*= .11; *Cramer's V*= .32 for stakeholder data.

Section VI. Overall experience in 2010

This section of our survey asked CT participants to reflect on and contextualize their experience of the 2010 CT process within the ongoing MR planning in Oregon. We queried perspectives about their individual roles, group roles, and influence and communication to inform and engage.

Individual role importance

Across locations and stakeholder groups, majorities of representatives and alternates selected either *very important* or *important* in response to rating the role that they (as individuals) played in the CT process (Table 26).

Table 26. Percent representatives (n=39) and alternates (n= 24) indicating the importance of the role each person played in the CT process.^a

| | Representatives | Alternates |
|----------------|-----------------|------------|
| Very important | 41 | 21 |
| Important | 41 | 46 |
| Not important | 18 | 33 |

a. *Cramer's V*= .23

There was variation between locations (Cascade Head, 86%; Cape Perpetua, 85%; Cape Falcon, 56%) and between stakeholder groups (Table 27) concerning the importance of the role each person played in the CT process.

Table 27. Percent --by stakeholder group-- indicating the importance of the role each person played in the CT process.^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----------------|----|----|-----|-----|------|----|----|-----|
| Very important | 38 | 17 | 38 | 25 | 80 | 0 | 22 | 34 |
| Important | 38 | 50 | 50 | 50 | 20 | 43 | 57 | 33 |
| Not important | 25 | 33 | 13 | 25 | 0 | 57 | 21 | 33 |

a. *Cramer's V*= .38

Communication as a form of information gathering and exchange

Across locations and stakeholder groups, strong majorities of representatives and alternates felt that they *communicated useful information* during CT meetings, and slightly lower percentages of representatives and alternates felt that they *were heard* during the CT meetings (Table 28). Although there were differences between locations, all were majorities.

Across locations and stakeholder groups, substantial majorities indicated that *other team members communicated useful information*, and strong majorities affirmed that *other team members were heard*. Strong majorities of representatives and alternates indicated that *ODFW communicated useful information* and *was heard* at CT meetings.

Table 28. Percent representatives and alternates answering affirmatively to elements of communication at the CT meetings.

| I feel like... | Reps | Alts |
|--|------|------|
| I communicated useful information | 97 | 82 |
| I was heard | 76 | 65 |
| Other team members communicated useful information | 97 | 100 |
| Other team members heard | 81 | 79 |
| ODFW communicated useful information | 92 | 86 |
| ODFW heard | 86 | 79 |

Although majorities across stakeholder groups also answered affirmatively to the elements of communication queried in our survey, there are some interesting variations between groups (Table 29). Majorities of recreational fishing and local government respondents did not feel *heard* at CT meetings, while all of the watershed council representatives felt *heard* at meetings. Near unanimous majorities of stakeholders felt that *other team members communicated useful information* at CT meetings. However, slightly lesser percentages of these groups felt that *others were heard*, with the exception of science, watershed council, and non-fishing industry respondents who indicated unanimously that *others team members were heard*.

A similar trend is reflected in stakeholders' indication of *ODFW communicating useful information* and whether *ODFW was heard* at CT meetings. Majorities across stakeholder groups indicated that *ODFW communicated useful information*, with slightly lower percentages reflected in respondents' feelings that *ODFW was heard*. Conservation and local government respondents indicated in the lowest percent that *ODFW was heard* at CT meetings.

Table 29. Percent –by stakeholder group-- answering affirmatively to elements of communication at the CT meetings.

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|--|-----|-----|-----|-----|------|-----|-----|-----|
| I communicated useful information | 100 | 89 | 100 | 88 | 90 | 83 | 90 | 80 |
| I was heard | 63 | 38 | 88 | 88 | 80 | 40 | 100 | 60 |
| Other team members communicated useful information | 100 | 100 | 100 | 88 | 100 | 100 | 100 | 100 |
| Other team members heard | 63 | 56 | 88 | 100 | 80 | 67 | 100 | 100 |
| ODFW communicated useful information | 88 | 100 | 88 | 100 | 80 | 71 | 90 | 100 |
| ODFW heard | 88 | 100 | 75 | 100 | 60 | 67 | 90 | 100 |

Were stakeholder groups informed and aware?

Strong majorities of representatives (90%) and alternates (75%) across locations indicated that the stakeholder group they represented stayed informed and aware as a result of their service on the CT. This same pattern holds across stakeholder groups (Table 30), with the notable exception of local government stakeholders, a slight majority of who indicated that their stakeholder group did not stay informed and aware as a result of their service on the CT.

Table 30. Percent –by stakeholder group-- indicating that the group they represented stayed informed and aware as a result of their service.^a

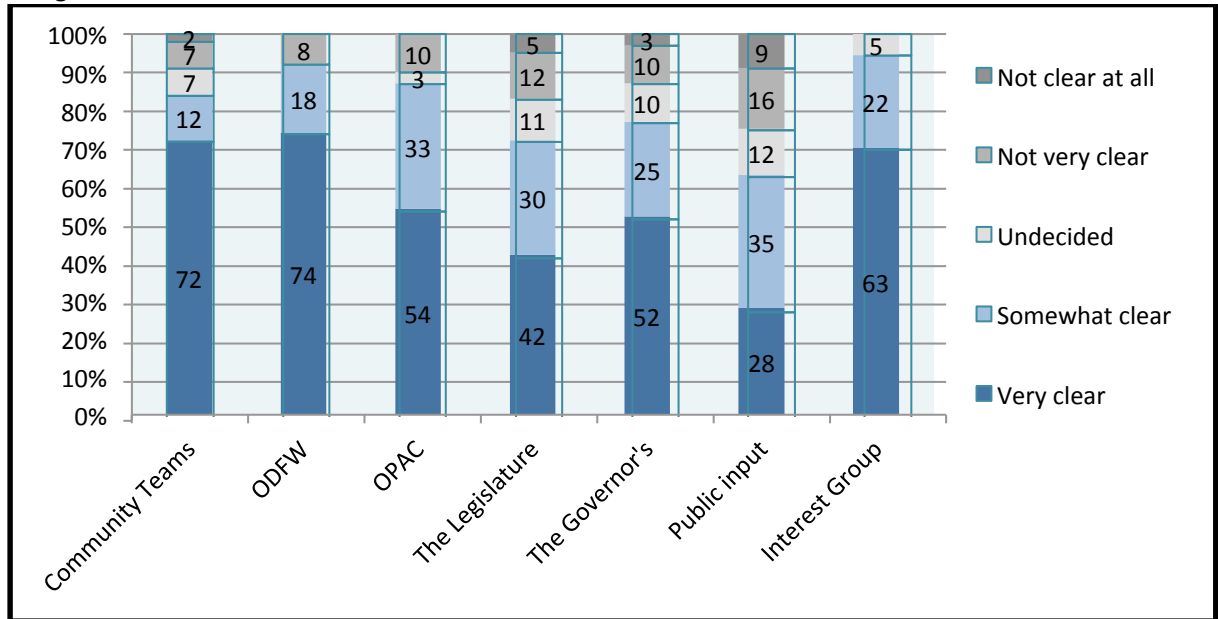
| CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|----|----|-----|-----|------|----|----|-----|
| 86 | 83 | 88 | 88 | 100 | 43 | 89 | 83 |

a. Cramer's V= .42

Role clarity of Groups in MRs Planning

Across locations and stakeholder groups, majorities of representatives and alternates indicated that roles in MRs planning for the seven state-level groups queried were either *very or somewhat clear* (Chart 12). Community teams, ODFW, and Interest Group input were indicated as having the highest percent role clarity in MRs planning in Oregon. Likewise, the Legislature and public input received the lowest indications of role clarity relative to the seven groups in this question.

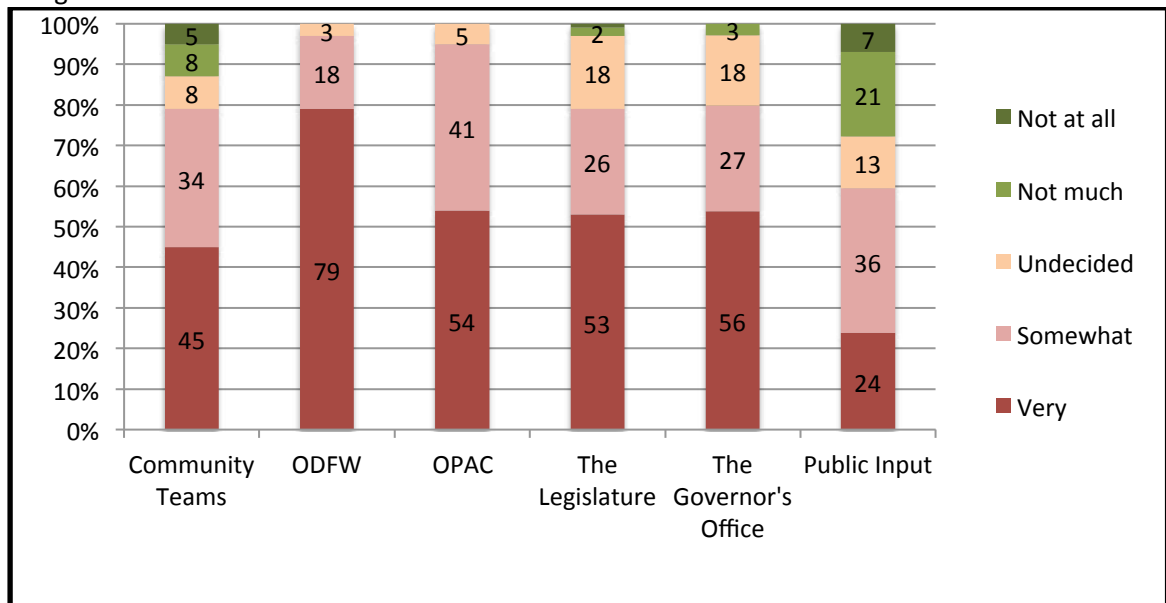
Chart 12. Percent categories for different groups role clarity in marine reserves planning in Oregon.^a



Influence of Groups in MRs Planning

Across location, stakeholder groups, and form of service, a majority of respondents indicated that ODFW was *very* influential on MRs planning in Oregon. A slight majority indicated that OPAC, The Legislature, and the Governor's office were also *very* influential in MRs planning. A fifth indicated that public input was *very* influential in the planning process.

Chart 13. Percent categories for different groups influence on marine reserves planning in Oregon.



Section VII. Overall experience 2012 and beyond

This section of our survey asked respondents to share their perspectives on current (Winter/Spring 2011) and future MRs planning processes in Oregon.

Influence of CT recommendation on further planning

Across locations and stakeholder groups, strong majorities of representatives and alternates indicated that CT recommendations had *a lot* or *some* influence on further MRs planning for the Governor's office, the Legislature, and ODFW. A slight majority of representatives and alternates indicated that the CT recommendation had *a lot* of influence on ODFW's further MRs planning decisions. Nearly half of representatives and alternates indicated that CT recommendations had *a lot* of influence on further MRs planning for the Governor's office.

Table 31. Percent category of influence CT recommendation had on further planning by state entities, as indicated by representatives and alternates.

| | Representatives | | | Alternates | | |
|------------------------------------|-----------------|------|------|------------|------|------|
| | A lot | Some | None | A lot | Some | None |
| The Governor's Office ^a | 48 | 30 | 22 | 46 | 36 | 18 |
| The Legislature ^b | 43 | 46 | 11 | 36 | 46 | 18 |
| ODFW ^c | 51 | 41 | 8 | 57 | 10 | 33 |

a. Representatives n= 37, Alternates n= 22 and *Cramer's V*= .07

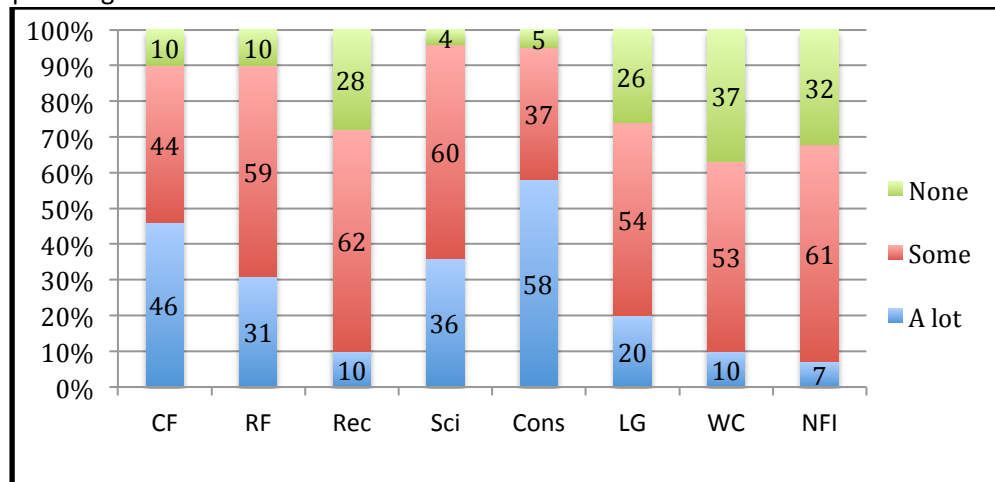
b. Representatives n= 37, Alternates n= 22 and *Cramer's V*= .11

c. Representatives n= 37, Alternates n= 21 and *Cramer's V*= .40 for this row.

Influence of Stakeholder groups—beyond CT process

Across locations and form of service, just over half of respondents indicated that the conservation stakeholder group has had *a lot* of influence beyond the CT process in further MR planning decisions. Nearly half of respondents indicated that commercial fishing has had *a lot* of influence in further MRs planning; and, a third of respondents indicated that the science stakeholder group has had *a lot* of influence beyond the CT process (Chart 14).

Chart 14. Percent category of influence stakeholder groups had on further planning.



Across locations and form of service, the majority of stakeholders indicated *some* or *no* influence, for their own group, beyond the CT process. Table 32 includes indications

from each stakeholder group regarding their influence on further MR planning decisions--beyond the CT process.

Table 32. Percent categories for stakeholder group influence beyond the CT process. Data reflects only what that group indicated for their own level of influence.

| | A lot | Some | None | <i>Cramer's V</i> |
|----------------------|-------|------|------|-------------------|
| Commercial fishing | 0 | 63 | 37 | .46 |
| Recreational fishing | 0 | 67 | 33 | .42 |
| Recreation | 13 | 63 | 25 | .39 |
| Science | 14 | 78 | 14 | .42 |
| Conservation | 22 | 67 | 11 | .39 |
| Local government | 0 | 50 | 50 | .45 |
| Watershed Council | 0 | 66 | 33 | .37 |
| Non-fishing industry | 17 | 50 | 33 | .30 |

Willing to serve again?

A strong majority of representatives and alternates indicated a willingness to serve as a member of a CT again, although there was some difference between locations. Viewing the data parsed by stakeholder groups, the same overall majority affirmed a willingness to serve again on a CT, with some variation (Table 33).

Table 33. Percent representatives (n=35), alternates (n=22)^a and stakeholder groups^b willing to serve as a member of a CT again.

| Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|------|------|----|----|-----|-----|------|----|----|-----|
| 84 | 79 | 75 | 68 | 100 | 75 | 100 | 57 | 89 | 100 |

a. Cramer's V= .16 b. Cramer's V= .30

ODFW communicated MRs planning information?

Across locations, a majority of representatives and alternates felt that ODFW has communicated MRs planning information with them since the CT process ended (Table 34). All of the science stakeholder group respondents, and strong majorities of recreational fishing and watershed council respondents indicated feeling ODFW has

communicated MRs planning information with them. A third of local government stakeholder representatives indicated feeling ODFW has communicated MRs planning information with them since the ending of the CT process.

Table 34. Percent representatives (n=35), alternates (n=22)^a and stakeholder groups^b indicating ODFW has communicated MR planning information with them since the 2010 process.

| Reps | Alts | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|------|------|----|----|-----|-----|------|----|----|-----|
| 82 | 61 | 75 | 83 | 63 | 100 | 70 | 33 | 88 | 68 |

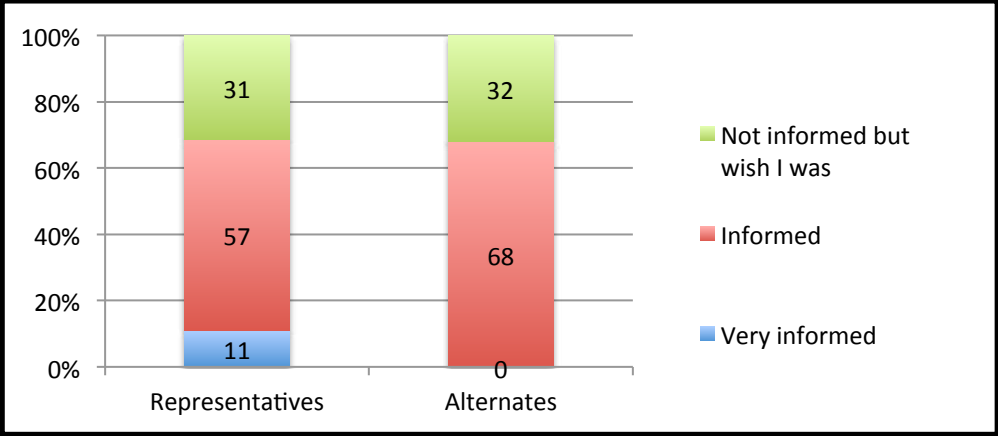
a. Cramer’s V= .16

b. Cramer’s V= .30

Feel informed about current planning?

Across locations and stakeholder groups, overall majorities of representatives and alternates indicated feeling either *very informed* or *informed* about current planning (early 2012) for MRs in Oregon (Chart 15). There were some differences between locations; Cape Perpetua team members indicated the highest percent (80%) of feeling *informed* or *very informed* about current planning, followed by Cascade Head (72%) and Cape Falcon (52%) team members.

Chart 15. Percent representatives (n=35) and alternates (n=22) indication of feeling informed about current marine reserves planning in Oregon.^a



a. Cramer’s V= .16

Regarding stakeholder groups (Table 35), a small number of recreation, local government, watershed council, and non-fishing industry stakeholder respondents indicated feeling *very informed* about current (early 2012) MRs planning. Majorities across stakeholder groups indicated feeling either *very informed* or *informed*, with the exception of conservation group representatives, a majority of whom indicated feeling *not informed*, but wish they were.

Table 35. Percent –by stakeholder groups-- indication of feeling informed about current marine reserves planning in Oregon.^a

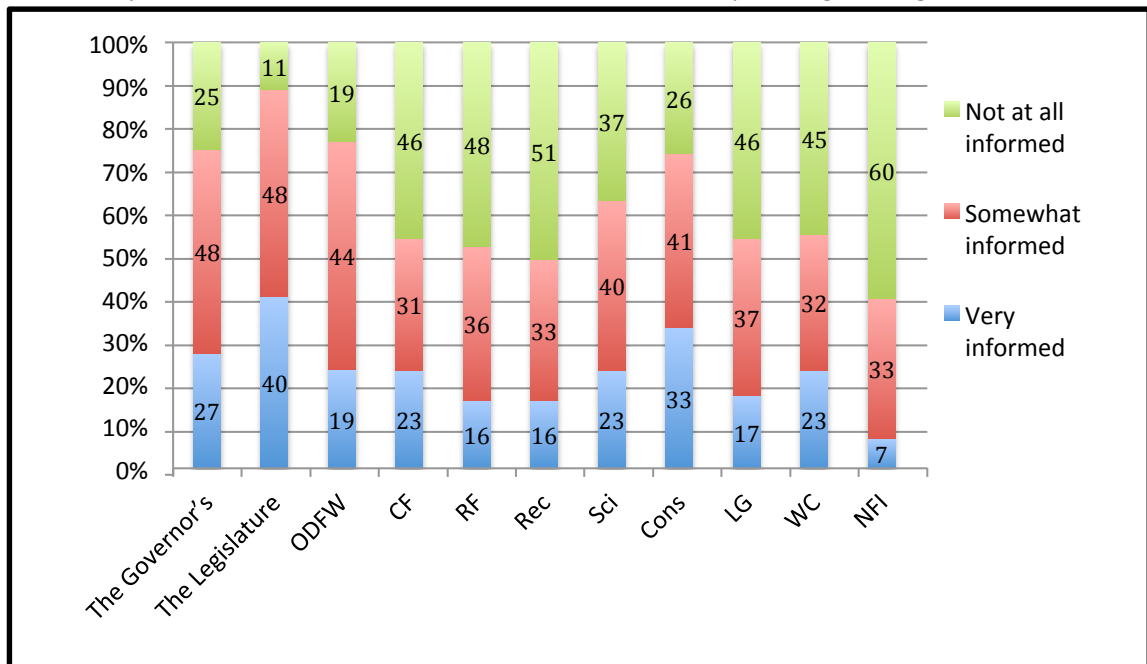
| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------------|----|----|-----|-----|------|----|----|-----|
| Very informed | 0 | 0 | 13 | 0 | 0 | 17 | 13 | 17 |
| Informed | 71 | 80 | 62 | 71 | 33 | 68 | 63 | 50 |
| Not informed but wish I was | 29 | 20 | 25 | 29 | 67 | 17 | 25 | 33 |

a. Cramer's V= .30

Feel informed about other groups?

Across locations and stakeholder groups, majorities of representatives and alternates indicated feeling either *very* or *somewhat* informed about the work of other groups and state entities current (early 2012) work on MRs in Oregon (Chart 16). The highest majorities for this question indicated either feeling *very* informed or *somewhat informed* about the current work of the Legislature; this is likely due in part to the survey process coinciding with the 2012 legislative session.

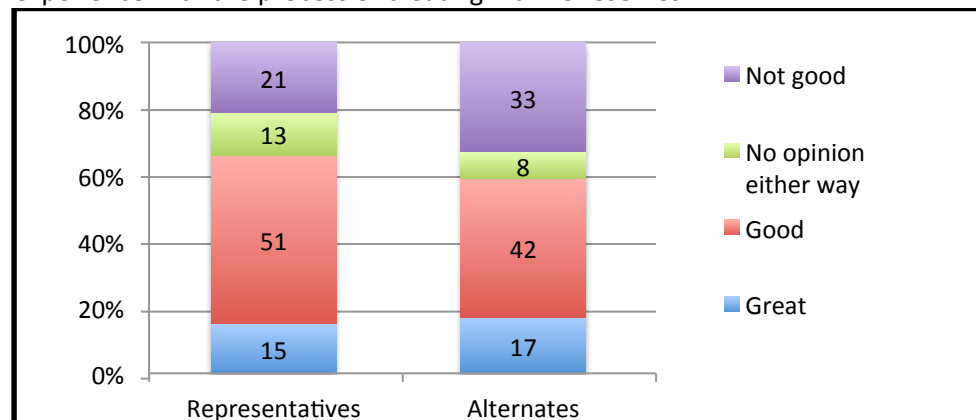
Chart 16. Percent representatives and alternates indications of feeling informed about state entity and stakeholder current work on marine reserve planning in Oregon.



Overall experience

Across locations and stakeholder groups, majorities of representatives and alternates indicated that their experience with the process of creating MRs in Oregon (CT meeting included) was *great* or *good*. A small percent of respondents had *no opinion either way* and one quarter indicated that their experience was *not good*.

Chart 17. Representatives' (n=39) and alternates' (n=24) ranking of their experience with the process of creating marine reserves.^a



a. Cramer's V= .15

There were variations between stakeholder groups with regard to how respondents ranked their experience with creating MRs in Oregon. Half of commercial fishing and the majority of recreational fishing stakeholders indicated that their experience was *not good*. All of the recreation stakeholders ranked their experience as either *good* or *great*.

Table 36. Ranking –by stakeholder group-- of individual experience with the process of creating marine reserves.^a

| | CF | RF | Rec | Sci | Cons | LG | WC | NFI |
|-----------------------|----|----|-----|-----|------|----|----|-----|
| Great | 0 | 0 | 50 | 25 | 20 | 0 | 11 | 17 |
| Good | 38 | 33 | 50 | 50 | 60 | 43 | 56 | 50 |
| Not good | 50 | 67 | 0 | 12 | 10 | 43 | 11 | 17 |
| No opinion either way | 12 | 0 | 0 | 13 | 10 | 14 | 22 | 16 |

a. Cramer's V= .37

Respondents' comments on this question revealed themes such as motivation to participate in or represent something larger than the individual, and a desire to protect a way of life or their community and current or future generations or relationships:

"Not good, to say the least. I have lost respect for people who I use to respect, and for government in Oregon. I respect the environmental movement for what they can get accomplished, which however is to the detriment of the coastal communities, and especially fishing families."

"Living at [location] (and being able to actually see the MR from my living room) gives me a sense of pride and a sense that I have perhaps done something that will provide a healthier ocean environment for future generations."

"Seems like birth, and I'm a guy."

"I came specifically to do damage control and minimize the size and economic impact of [location] MR. The conservation community and OPAC had thrown down the gauntlet and I felt obligated to respond. I deliberately tried to ignore the other two CTs to concentrate on positive and productive dialogue at [location]. The other two teams had a toxic taste to them, especially [location]. ...I had (have) a tremendous amount of my life invested in the area. I take it personal when others come and tell me what I know to be untrue or misleading"

to influence the outcome of what was intended to be a comprehensive public process.”

“I’ve been involved in this deeply for at least 4 years now, it’s been grueling, but I feel good about the areas that we came up with and the relationships that were established and strengthened through this process. I am cautiously optimistic that the legislature will pass the bill and these areas will move forward, as will the important research. I think at the end of the day these are very special places that deserve lasting protection, I hope that we give them the resources that they need for further study and stewardship.”

Conclusions and Recommendations

Public processes should be designed to provide a safe and productive environment where dialogue can occur, enabling participants to share their knowledge, interests and values along with their positions. It is important to glean lessons learned from any given process and incorporate them into improving future processes. This rapid evaluation is an attempt to do just that by asking respondents to reflect on their understanding, feelings and reflections of the 2010 CT process. This section of the report presents a synthesis of the results and provides ODFW with recommendations that will enable the agency to strengthen their ability to convene future marine planning processes.

In preparation for this evaluation, we reviewed the *By-laws & Expectations* (Appendix C) and *Charter* (Appendix D) documents for the three community teams. Our conclusions and recommendations are based in this larger breadth of data: results from the survey, ODFW’s preparation and actions during the 2010 CT process (the By-Laws & Expectations and Charter documents), and personal communication with ODFW staff.

What does research recommend?

Overall, previous research in the area of stakeholder engagement in marine planning processes reveals themes that are applicable to marine planning in Oregon, including

the 2010 CT process. For example, Pomeroy and Douvere (2008) describe the need for early and sustained stakeholder involvement in marine planning processes as a necessary and important element of successful planning processes. They describe communication, consultation, dialogue and avenues of social preparation as integral components in building skills and awareness among stakeholders in marine planning and in fostering support for spatial planning processes. This concept of capacity building through skill building and leadership development among stakeholders in marine planning processes is echoed by Christie et. al. (2009) when they discuss capacity building in the context of developing leadership and technical skills in local communities via the marine protected area planning processes. They state the reality that “conflict and controversy are a predictable part of MPA design and implementation and need to be planned for” (2009, p. 349). In successful stakeholder engagement processes stakeholders benefit from increased contact and relationship building. This is true because fostering relationships reduces conflict (Pomeroy and Douvere, 2008) and because participants gain pleasure from meeting, learning from, and getting to know the other participants (Gopnik et. al, 2012).

The inclusion of these elements of engagement reflects significant time and resource investment on the part of the sponsoring agency or organizer. This can include investing in skill building (public engagement process design and implementation, communication, facilitation, etc.) *within* the agency but it will yield payoffs *beyond* the agency (community capacity building). It can result in marine planning processes that are more likely to succeed. Pomeroy and Douvere (2008) highlight this reality:

Stakeholder participation and involvement encourages ownership of the plan, can engender trust among all partners, and can reduce conflict. However, stakeholder participation requires an investment of time and resources. It is critical that stakeholders are involved early and continually in all phases of the MSP process, including the planning, plan evaluation, implementation and post-implementation phases, and not just consulted afterwards. There should be wide-ranging and innovative approaches to stakeholder engagement. (p. 817)

Previous research also addresses the efficacy of ‘legally required’ methods of stakeholder engagement processes in achieving genuine participation in democratic process. Innes and Booher (2004) found that legally required methods, such as public hearings/review/comment procedures, do not work to “achieve genuine participation in planning or other decisions; they do not satisfy members of the public that they are being heard; they seldom can be said to improve the decisions that agencies and public officials make...” (p. 419) Rather, these authors propose a collaborative and participatory approach to planning including authentic dialogue, network building and institutional capacity as the central elements of a process to produce planning and policy outcomes. Our rapid evaluation, and the following recommendations and conclusions, are offered as considerations for the design of processes that include dialogue and network, relationship, and capacity building.

Positive elements of ODFW’s approach

The approach that ODFW implemented to bring stakeholder groups together to review and make recommendations toward the three marine reserve sites garnered a great deal of positive feedback from the respondents to our survey. Perhaps the greatest overall indication of this is that strong majorities of respondents indicated their willingness to serve again on a CT.

The following survey results also speak to something that should be repeated again in the design of future processes: that ODFW involved stakeholders early in marine planning and in team formation for the 2010 CT process.

- Strong majorities of respondents indicated either a *moderate* or *full understanding* of the multi-year planning process for marine reserves in Oregon prior to participating in the 2010 CT process.
- A majority of representatives indicated either frequent or some contact with ODFW prior to the 2010 CT process; fewer alternates indicated this.
- A majority of respondents indicated that the size and composition of the teams *seemed right*.

The By-laws & Expectations and Charter documents for the 2010 CT process outline a number of logistical elements of meeting management, including time to allow for proportionate representation of the views of stakeholder team members. This aligns

with previous research (Innes and Booher, 2004) that indicates that processes/structures that are designed to allow for stakeholder participation improves the decisions by tapping into local expertise. The following survey results reflect that ODFW considered this when designing the 2010 CT process and that this enabled stakeholder participation and strengthened the eventual recommendations that were made.

- Majorities of representatives indicated that meetings were run in a manner that helped them *feel comfortable/fully participate* and *feel ownership* in the process.
- Strong majorities across types of service, and stakeholder groups (with the exception of commercial fishing and conservation respondents), indicated that meetings were run in a manner that allowed for adequate public participation.
- Survey respondents indicated in strong majorities that meetings were run *on time* and *on track*.
- Majorities of respondents also indicated that meetings were managed by a combination of a facilitator and the group chair and that ODFW was part of meeting management.
- Decision-making at CT meetings was fashioned by a combination of options (CT, meeting manager, and ODFW), although this varied between location and stakeholder group.

The By-Laws & Expectations and Charter documents outline elements of decision-making that intended to help manage conflict and encourage communication, such as voting structure and the desire for consensus. The following survey results reflect that ODFW, through the design of the decision-making structure, enabled ways for participants to demonstrate leadership and negotiate conflict to a certain extent, through voting, during the process.

- Majorities of respondents indicated that decisions were made *in* the CT meetings, and that subgroups were used to accomplish tasks.
- Strong majorities of representatives and a majority of alternates indicated that the balance of who got to vote and who did not *seemed right*.
- Majorities indicated that the role they personally played was *very important*, although this varied between location and stakeholder group.
- During the 2010 CT process, strong majorities of respondents indicated that decisions were *agreed upon*, with smaller majorities of respondents indicating that they were *followed* and *committed to*.

Looking at the factors regarding stakeholder involvement (communication, consultation, dialogue and avenues of social preparation) and how they can both build skills and awareness as well as fostering support for planning processes (Pomeroy and

Douvere 2008), results from the survey indicate that these factors were beginning to gel as a result of participation in the CT process.

- Strong majorities of respondents indicated that they, others and ODFW *communicated useful information*, and that they were *heard* in the process.
- Overall, majorities of respondents indicated that new, existing and local socioeconomic and biologic data/knowledge provided for the CTs was either *somewhat or very useful*.
- Strong majorities of respondents indicated that the *range of options* available to make final recommendations *were clear*; however, there were differences across stakeholder groups regarding this element of communication.

Opportunities for improvement in ODFW's approach

House Bill 3013 charged ODFW with the formation of a work plan for potential marine reserves sites at Cape Falcon, Cascade Head and Cape Perpetua. The bill outlined the need for biological and socioeconomic assessments, providing the public with access to data and the formation of community teams to develop recommendations. This report, however, takes into account the reality that ODFW was charged with *carrying out* this statute, based in the decisions of the legislative branch, and therefore not all of ODFW's actions were decided by the agency. This unique position presented challenges but also afforded ODFW with networks and resources that could be accessed for improved planning. Reflecting on the unique position that ODFW found itself in for the 2010 CT process, our recommendations focus on improved process, communication, and structural design for future marine planning processes.

The following seven recommendations considered respondents' indications of what did not work well during the 2010 CT process, but they are also supported by the literature on stakeholder engagement in marine planning processes. They are presented as to their relevance to ODFW actions in the past (derived through the By-Laws & Expectations and Charter documents) and potential actions in the future.

Recommendations

1. Replicate What Worked Well

There were many aspects of ODFW's process, communication, and structural design that worked well for respondents. Design them in to future processes. It is critical that ODFW builds on existing relationships, knowledge and capacity to implement successful marine planning. Earlier sections of the report provide more of the strengths of this effort and reflect aspects of social and human capital built by the 2010 CT process.

2. Involve Stakeholders Early, Often and as Sustained Partners in All Phases of Marine Planning Processes

The old adage "the early bird gets the worm" fits here. Involve stakeholders early, often and as sustained as possible in all phases of marine planning processes. Continue involving stakeholders in the implementation of recommendations and monitoring phases of the marine reserves process. Although most did, there were some respondents to our survey that indicated moderate, little or no understanding of the multi-year process for marine reserves in Oregon. There was also a wide range of understanding among stakeholders regarding the goals and process clarity as expressed by state entities. Some stakeholder groups felt that the size of the CT was not right, some felt that the composition and balance of the CT was not right. All of these could possibly be signs that these people did not feel as though they were involved early or often or in a sustained manner. So it might be a place to start.

Throughout this section, we have suggested a few strategies to cultivate and maintain relationships that will facilitate future planning processes, through both team formation and overall communication. There is a breadth of literature on this particular aspect of stakeholder engagement (Christie et al, 2009; Foley et al, 2010; Gopick, 2012; and Pomeroy and Douvere, 2008), and as such there are many ways to engage stakeholders in an 'early, often and sustained' manner. Different groups and individuals will have the capacity to work with ODFW in varying degrees of

engagement. On a whole, the more that ODFW builds it's own skills on designing processes and ways to involve stakeholders, the more it will also build the skills of, and relationships with, community leaders and groups. All of this will result in a greater facility of early engagement.

3. Design to Balance the "Group Satisfaction" Triangle

The key to successful group process is to take the time up front to design the overall process – and each meeting – in such a way that all three aspects of group satisfaction are desired outcomes. Sentiments about decision-making structure and outcomes are often an indication of the balance, or lack of balance, in the three elements of group satisfaction: substantive satisfaction (the ability to get something done), process satisfaction (the ability to run meetings on time and on track), and psychological satisfaction (the ability of participants to work hard but feel the process was fair, open, and honest). Results of the survey indicated that this was not consistently happening:

- Although a majority of respondents indicated that everyone had an *equal say*, only minorities of some stakeholder groups indicated that everyone had an *equal say* in the process.
- Only half of the respondents felt their that decision-making was *committed to*.
- Across locations, 68% indicated that, at times, *a decision could not be reached*; this was even higher in some locations.
- Although a majority of representative respondents indicated *feeling comfortable/fully participate* and *ownership*, a majority of alternates did not *feel comfortable/fully participate*.

Both of these elements of meeting management – *feelings of comfort/participation* and *ownership* – have the potential to greatly influence meeting process and are, therefore, important to acknowledge and address in future planning processes.

Pomeroy and Douvere (2008) indicate designing effective stakeholder engagement also requires investment of time and resources on the part of the convening agency. In the future, we recommend that ODFW pull together an education and training 'team' to design the process (and the meetings). Invite a knowledgeable process design professional to join this effort, as well as the facilitator for the process/meetings. This would also be a place where a few key stakeholders could get involved early and often.

In fact, paying attention to, and designing in the three elements of satisfaction of participants, through such a team, before, during, and after a planning process will facilitate the strength, ownership and implementation of a management plan. It will also continue to build the skills/capacity of all members of the team. A design based on this basic triangle also offers a common language or viewpoint that meeting managers can use when managing the process and addressing feedback from participants. More information about this and process design are available via Oregon Sea Grant.

4. Recognize that Dissent Matters

Design the overall process, and each meeting, in such a way that initiates, reflects upon, and incorporates feedback (especially dissent) from participants. This is called designing in the consensus standard and there are educational materials available to help process designers and implementers (via Oregon Sea Grant). Previous research (Pomeroy and Douvère, 2008; and Christie et al, 2009) states that conflict is predictable in natural resource management and marine planning. At times dissent, confusion or miscommunication can lead to conflict in these processes. There are opportunities to continue to harness dissent for the benefit of future planning processes.

The fact is that dissent matters and we often miss valuable opportunities to strengthen social and human capital by avoiding it. Initiating, listening, reflecting, and incorporating what you can of feedback is one way of moving from “managing” conflict within a process to “transforming” conflict into a better process.

This can be designed into the process for specific topics, as well as the overall process. For example, setting up the use of “reflect on what I’ve heard before I can share what I believe” is one tool that can help slow down escalation of ill will and increase opportunities for people to feel heard and develop skills of listening and reflecting. Another simple way to initiate and incorporate feedback is through a 5-minute “what-went-well, and what-would-we-change, today” section at the end of every CT meeting. Another approach that was done and could be replicated again are regular debriefs for

staff and meeting managers after each public event/meeting (i.e., share and compare what people heard), and then to incorporate / act on consistent feedback from stakeholders. Other options include feedback forms at meetings, or possibly the minority report option that was outlined in the By-laws and Charter documents. The ultimate key here is to take advantage of dissent and to listen, reflect and respond to comments and opinions that are gathered through these various avenues.

5. Get People Talking and Listening

Use ODFW's networks and position to bring stakeholders together for dialogue to build relationships and understanding. These can be everything from informal skill building sessions, monthly dialogue series, or individual coffee meetings within and between stakeholder groups. Results from the survey indicate that regardless of what was said, many people did not feel heard:

- Lower percentages of respondents *felt heard* themselves (although this was different depending on location and stakeholder group) and overall, this difference extended to what information was used and how, and even the role of some stakeholder groups.
- There was a 50-50 split when it came to interests being represented: some respondents said their interests were represented, and others not.

Ironically, the thing that we've been doing most of our lives (communicating), most of us are not good at it and/or don't feel comfortable. The good news is that there are several tools that can be used in the design and implementation of public processes that can increase comfort with many styles of communication, stimulate and manage listening and expression. These tools are available via several sources including Oregon Sea Grant.

Leveraging ODFW's position and resources to build relationships within the agency, between the agency and stakeholder groups, and between stakeholder groups will smooth the progress of planning processes such as the 2010 CT process. Building and strengthening relationships will be reflected in the ease with which participants are able to express and receive differing perspectives regarding marine planning. Dialogue and contact inside and outside of meetings can serve as means of facilitating

conversation inside of the formal planning process. The more positive contact people of various identities (i.e. stakeholder groups) have with one another the greater ease with which they work together in a formal setting.

6. Build the Capital of ODFW and the Community

Develop organizational (ODFW and others) and community (of place and interest) capacity by offering the opportunity to build awareness and skills through continuing to engage and work together in all phases of ongoing and future planning. Although it may not always feel like it, ODFW is in a unique position to access resources and expertise for the benefit of the organization, community leaders, stakeholder groups, and the public when it comes to the marine environment. Leveraging this unique position to offer community leaders, stakeholders and ODFW staff the opportunity to build a variety of skills – listening, reflecting, direct expression, decision making, negotiation, and conflict transformation – will improve the functionality of each and every one of us and our future processes.

Community development research indicates that functional group processes tend to result in participants leaving with more than just coming to a decision on the issue at hand. Rather, they have built skills, abilities, and relationships that will allow them to deal more efficiently and effectively with the next issue. Functional group process also results in participants feeling satisfied and heard, regardless of the actual outcome on a particular issue. It is possible to create a process where participants feel satisfied, even if they did not get what they or their group wanted at the outset of a process (a.k.a., their “position”).

The same body of research speaks to how the functionality of the group process also leads to less burnout and more positive reputations of the effort and the groups participating. Therefore, to the extent that ODFW is able to facilitate awareness, comfort, skill building and capacity regarding working together, public policy processes, the marine environment and its users, and marine planning in Oregon as whole, everyone will benefit.

7. Cooperatively Discover, Learn, Inspire, and Manage

Tradeoffs are a reality for coastal and marine policy decision makers, managers, stakeholders, and the public. Historically, marine management decisions have focused on the ecological dimension. Humans have traditionally been viewed as a stressor on the ecosystem; often not been considered a functional piece of the ecosystem.

Ecosystem based management (EBM) for the coasts and oceans is a framework that guides the development of goals for a given ecosystem, and requires analysis of connections among components of that ecosystem and the social landscape that relies upon its ecosystem services (McLeod and Leslie 2009). Management within the EBM framework is “continuous, iterative, and adaptive” (Ehler 2008, p. 840), and it is a process that appreciates linkages and how one component of a system complements and depends upon another (places and people). Marine EBM is a framework comprised of a set of functions; spatial planning (CMSP) is but one tool/function/process that supports EBM.

The comments (and the statistics) in the survey reveal that despite some rubs here and there, people want to, and benefit from, sharing their knowledge and perspective. They want to be viewed as part of the solution, not the problem. Therefore, designing a functional process and approaching marine planning through an EBM lens (as one of many parts of EBM) might act as a springboard or opportunity to cooperatively discover, learn, and inspire a great deal of ecological and human dimension knowledge, and result in successful management.

Final Thoughts / Observations

The narrative data from the survey revealed that the overall 2010 CT process was influenced in large part by respondents’ belief in influence or a “pre-determined” outcome. Whether this perceived sense of predetermination was derived from the threat of a ballot initiative, the balance of stakeholder representation on the teams, or the actions of statewide policy makers such as the Legislature or the OPAC, this

perception was an undercurrent that influenced all stages of the CT process. We recognize that this perception may not be technically “real” yet it does deserve consideration when designing future processes. In response to this overall context, ODFW could consider designing and implementing tools and approaches that influence relationships and dialogue between groups (see recommendations). Although as a state entity ODFW does not determine specific strategies that various non-governmental stakeholder groups use, it could, however, leverage the resources and unique position that it serves to encourage building relationships and capacity within groups and communities. This built capacity can then be used to form or improve policies that are supported across a range of stakeholders or perspectives. Over the long term these relationships might have the ability to circumvent short-term, politically driven policy aims such as ballot initiatives and help to envision and implement long term planning in the marine environment.

When the previously mentioned elements of engagement are present, marine planning processes are more likely to succeed and their inclusion reflects significant time and resource investment on the part of the sponsoring agency or organization. The work of building social capital is perhaps the most laborious and time consuming, yet it has the potential for lasting rewards in the strength and ownership of marine planning processes (and the actual plans) by local communities of place and interest. ODFW’s role in developing functional, participatory processes for marine planning encourages ownership of plans developed, engenders trust among all partners, and builds lasting agreement for marine policy and practice in Oregon.

Chapter 4: General conclusion

Our lives are governed by relationships with other people, through social interactions, and with the natural world as we travel over land, river, and sea. We relate to some places differently than to others, but most people have a place they call home. Home often evokes feelings because of the relationships that we have with the people, waters, and land there. Additionally, we develop relationships with other people outside of our home as we age: some we call family, some friends, and others, acquaintances. Who we relate to and how we relate to them can determine the course of our lives.

Over time, a general harmony has evolved within the natural world, as viewed through its relationships. Birds travel in groups across the land and sea, and negotiate with each other to get the space they need. Many different species of phytoplankton (small plants that live in the ocean) coexist through relationships within the bandwidth of solar radiation that they use for energy. However, this harmony is also fraught with what humans call conflict. Animals at various trophic levels, including humans, argue, fight, and sometimes kill each other. For humans, these conflicts are often tied to our most basic needs. Some people view conflict as a fight for survival; and, differences exist in our perceptions of what constitutes a fight for survival. In the marine ecosystem, one person's livelihood, ability to feed their family, and pass on traditions is another person's poor fishing day. Our perceptions change over time, relative to our use of natural resources and to what is happening in the natural world.

Generations of Oregonians have enjoyed the offerings of the Pacific Ocean. Coastal communities depend not only on the income that commercial fishing brings, but on tourism, as people from all over the world travel to experience beachcombing, boating, coastal hospitality, and recreational fishing. In order to continue to survive and thrive, humans must make plans that will sustainably govern our behaviors and choices related to the marine environment. These plans must consider both the livelihood of this generation and those to come, situated in a web of relationship.

Plans made through marine governance are strengthened by considering not only the ways that humans enjoy the ocean, but also what is best for marine environments and the creatures that live in and depend on oceans. When the people making the plans, including stakeholders in small scale processes like the one reviewed here, have better relationships (enhanced social capital) and feel they are a part of the process and their voices are heard (empowerment), the outcomes of these processes are more likely to meet the goals set forward. In Oregon, consensus for marine reserves recommendations was the goal. As the data from this evaluation process revealed, there are many ways that goals can be overshadowed by the process through which they are achieved. If the process is sound, reflecting an understanding of the ways that human relationships grow and change, the goals will be achieved more naturally. The sustainability and durability of goals can also improve through sound process.

One way to develop plans that will last is through the design and implementation of processes that engage people in ways that consider how voice and

power are shared. These components, and many more, contribute to the success of a marine planning process. The more time and energy spent on the “front end” (designing how engagements will happen and with whom and why), the smoother the planning process will go. This is true particularly if the priority is facilitating relationships among the people involved—and ultimately in human relationship with the natural world.

Most often, differences arise in terms of how we want to make a plan but rarely with the aims of that plan. For example, stakeholders in general want vibrant, healthy fisheries throughout the Northwest, yet differences arise in how to achieve that goal. Even the most thoughtful planning cannot force any one person or group to enjoy the company of others, of course; however, process design can allow time and space for people to get to know each other on a human level and thereby realize that they have much in common. Planning for healthy, vibrant fisheries can be greatly improved when individual stakeholders have stronger relationships.

When differences do exist, the best way to deal with them is to acknowledge them openly. We do not have to agree with one another, but in order to make plans that will last, we must figure out ways to be and to work together. This is the essence of relationships in marine planning processes—and in most spaces and places where people gather to plan for their collective future. Acknowledgement of emotion alone is a powerful force in shifting the dynamics in relationships: it affirms the humanity of the person sharing their views and feelings, and enhances the social capital between people and groups. When we acknowledge the emotions of others, we are

doing the work of building relationships. In dominant western culture, acknowledgment is often discounted as “not *doing* anything.” This perspective ignores the importance of emotions and the power that they carry in all human actions and interactions.

People involved in marine governance can develop positive working relationships. Whether through the transfer of knowledge across generations of fishing or community activism, each stakeholder in a planning process carries a complex, unique network of relationships with marine ecosystems and other people. Given this kind of social complexity, investing in processes that facilitate better working relationships makes sense. The people who convene stakeholders for marine planning can help build social capital between people. Capital in the form of goodwill translates to better working relationships and plans that have a better chance of achieving higher levels of commitment. These working environments are also more enjoyable for everyone involved and may lead to sustained relationships.

This kind of investment also takes less energy on the part of policy makers. Marine plans that are made in the context of greater goodwill between stakeholders have more support and less likelihood of opposition in the future. The adage “you have to go slow to go fast” fits here. Granted, taking the time to create opportunities for communities to clarify their vision, or to develop their own initiatives, may feel too slow for policy makers who want problems fixed to match election cycles. But the more ideas and plans that emerge from the people most directly impacted by a

problem, the greater likelihood of the strength and longevity of that plan. These are hallmarks of strong policies that can leave a legacy for individual policy makers.

Shifts in marine governance planning and implementation are happening, regardless of the short or long-term goals set forth by decision makers. With greater intention, these shifts can occur more quickly, a benefit for the whole SES.

Ultimately these shifts, manifesting in the establishment of whole ecosystem approaches (e.g. MEBM), may enable a growing understanding of the coupled, adaptive nature of the SES. These concrete changes in management approaches reflect the harmony of the natural world. Phytoplankton figured out a long time ago how to share ocean, albeit with occasional conflicts in their relationships. For millennia, humans were able to negotiate relationships with each other, and with the natural world, that reflected greater harmony than they do now. Through various choices, including the decision to colonize and exploit people and resources over generations, the dominant worldview has shifted away from the ability to share space with other people and the natural world in a way that prioritizes relationship. This point is not meant to idealize or romanticize the ways of previous generations but to empower this generation to act with intention. Shifts toward a more harmonious, holistic approach to marine governance are happening. The more we regard the web of relationships we are nested within for its importance in the survival of the SES, the more likely we are to act with intention to facilitate beneficial change.

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Appendices

Appendix A: HB 3013

75th OREGON LEGISLATIVE ASSEMBLY--2009 Regular Session

Enrolled House Bill 3013

Sponsored by COMMITTEE ON RULES

CHAPTER

AN ACT

Relating to ocean resources; and declaring an emergency.

Be It Enacted by the People of the State of Oregon:

SECTION 1. The State Department of Fish and Wildlife, State Fish and Wildlife Commission, State Land Board and relevant state agencies shall, consistent with existing statutory authority, implement the November 29, 2008, recommendations from the Ocean Policy Advisory Council on marine reserves by:

- (1) Adopting rules to establish, study, monitor, evaluate and enforce a pilot marine reserve at Otter Rock and a pilot marine reserve and a marine protected area at Redfish Rocks;
- (2) Studying and evaluating potential marine reserves at Cape Falcon, Cascade Head and Cape Perpetua; and
- (3) Supporting the development of a marine reserve proposal at Cape Arago-Seven Devils.

SECTION 2. (1) The State Department of Fish and Wildlife, in consultation with members from the scientific and technical advisory committee established under ORS 196.451, other relevant marine and fishery scientists, relevant state agencies, ocean users and coastal communities shall implement the activities described in section 1 of this 2009 Act by developing a work plan.

(2) The work plan shall contain the following elements regarding the marine reserves described in section 1 of this 2009 Act:

- (a) A biological assessment, including information on habitat characterization, biological resources, local knowledge and, for the established pilot marine reserves, monitoring plans.
 - (b) A socioeconomic assessment, including a description of human uses, net effects on sport and commercial fisheries and communities and, for the established pilot marine reserves, monitoring plans.
 - (c) Formation of community teams, with diverse and balanced stakeholder representation that includes local government, recreational fishing industry, commercial fishing industry, nonfishing industry, recreationalists, conservation, coastal watershed councils, relevant marine and avian scientists, to collaborate and develop recommendations for potential marine reserves, considering the biological and socioeconomic information developed under this section. Collaboration may be facilitated by a neutral outside party hired through a competitive bidding process.
 - (d) Provision of information on the process and data gathered to interested parties and made available to the public.
 - (e) Development of scientifically based goals specific to each of the marine reserve sites, incorporating continuity and cumulative outcomes, benefits and impacts.
 - (f) Provision of baseline data on Oregon's territorial sea, as defined in ORS 196.405.
 - (g) Development of an enforcement plan in consultation with the Oregon State Police and representatives from affected user groups.
 - (h) Use of communities and volunteers to assist in implementing the work plan where feasible and practical.
- (3) The data and recommendations produced from the work plan and other available nearshore data shall be used

by the State Department of Fish and Wildlife, in consultation with the Ocean Policy Advisory Council, to recommend the number, size, location and restriction limits of the potential sites for marine reserve designation, consistent with Executive Order 08-07. If, through this process, it is determined that other appropriate sites need to be considered or that potential sites are not consistent with Executive Order 08-07, then the data and recommendations produced shall be provided to the public, the State Department of Fish and Wildlife and other relevant state agencies for future purposes relevant to nearshore management.

SECTION 3. (1) The State Department of Fish and Wildlife shall report on the results of the work plan to an appropriate interim legislative committee on or before November 30, 2010, regarding:

- (a) The study and establishment of the pilot marine reserves at Otter Rock and Redfish Rocks described in section 1 of this 2009 Act;
 - (b) The study and evaluation of the potential marine reserves at Cape Falcon, Cascade Head and Cape Perpetua described in section 1 of this 2009 Act;
 - (c) The development of a marine reserve proposal at Cape Arago-Seven Devils described in section 1 of this 2009 Act;
 - (d) The status of funding necessary to carry out the provisions of section 1 of this 2009 Act; and
 - (e) The accomplishment of the goals related to each of the marine reserves.
- (2) The department shall also report on the activities described in subsection (1) of this section to members of the Ocean Policy Advisory Council, relevant state agencies and to the public.

SECTION 4. The Department of State Lands shall transfer \$1 million to the State Department of Fish and Wildlife, for the biennium beginning July 1, 2009, from other funds that are not constitutionally dedicated to the Common School Fund, for use by the State Department of Fish and Wildlife to carry out the provisions of section 1 of this 2009 Act.

SECTION 5. (1) The State Department of Fish and Wildlife may accept only gifts, grants or contributions from any source for deposit in the State Wildlife Fund established in ORS 496.300 that are consistent with the department's work plan specified in section 2 of this 2009 Act.

(2) Any designation of marine reserves in Oregon's territorial sea must include commitments by relevant state agencies to pursue long-term funding necessary to enforce prohibitions, support necessary research and monitoring and provide for public education.

(3) If funding cannot be secured to meet the enforcement and research-based monitoring needs associated with the goals specified in section 2 (2)(e) of this 2009 Act, agencies responsible for managing the marine reserves shall make recommendations to the State Fish and Wildlife Commission and the Legislative Assembly and initiate actions to scale down or suspend fisheries prohibitions in the marine reserves.

SECTION 6. Designation of marine reserves requires periodic reporting by the State Department of Fish and Wildlife in consultation with other relevant state agencies on the accomplishment of the goals described in section 2 (2)(e) of this 2009 Act. The State Department of Fish and Wildlife and the State Land Board shall, based on review of the periodic reporting, initiate appropriate rulemaking adjustments that may include size, location and restrictions on marine reserves.

SECTION 7. This 2009 Act being necessary for the immediate preservation of the public peace, health and safety, an emergency is declared to exist, and this 2009 Act takes effect July 1, 2009.

Appendix B: ODFW Solicitation



Oregon Marine Reserves Community Team Process

Following the requirements of Oregon House Bill 3013 (2009) and Executive Order 08-07, the State of Oregon is moving forward in the marine reserves process by forming community teams for further evaluation of proposed sites at 1) Cape Falcon, 2) Cascade Head, and 3) Cape Perpetua. The purpose of these teams is to refine and make final recommendations for potential marine reserve sites to the Oregon Department of Fish and Wildlife (ODFW). Team members will also work in collaboration with ODFW staff to assist with biological and social/economic assessments and to develop site specific marine reserve goals (consistent with the Ocean Policy Advisory Council's marine reserve definition and goals).

There will be one community team per evaluation site. Each team will be comprised of two representatives per stakeholder group (page two provides further detail on community teams). Alternates will be identified in case representatives cannot participate and may be encouraged to play an active role in meeting discussions. Representatives (and their alternates) will have an active role on the community team and are expected to:

- Commit to team membership duties for a year
- Attend team meetings that occur one to two times per month, lasting approximately two to three hours
- Commit additional time outside of meetings, on average eight hours per month, to communicate with each other and the stakeholders that they represent and to prepare for meetings
- Be respectful of all opinions presented

Below is the application form for community team membership. Nominations may be made by organized groups, public entities, or individuals from the general public. Please review the selection criteria on page two before concisely answering the questions in the space provided. ODFW will select those who best meet the community team selection criteria.

Please return forms by 9:00 am on November 20, 2009 to Anna Pakenham:

By email: anna.m.pakenham@state.or.us (please indicate "nomination" in the subject)

For questions please contact:

Cristen Don (ODFW): Email cristen.n.don@state.or.us or Phone (541) 867-0300 x 284

Jeff Feldner (Sea Grant): Email Jeff.Feldner@oregonstate.edu or Phone (541) 574-6537x33

SIDEBOARDS AND EXPECTATIONS:

The following sideboards and expectations will govern the community team process for the three evaluation sites:

1. One team per site
2. Teams are balanced and diverse- representing broad stakeholder interests on the team and within stakeholder groups. Teams have 16 total voting members that include two representatives (each representative will have an alternate) from each of the following groups:
 - local government, recreational fishing industry, commercial fishing industry, nonfishing industry, recreationalists, conservation, coastal watershed councils, and relevant marine/avian scientists (HB 3013)
3. Team representatives and alternates are expected to communicate with each other to ensure seamless participation
4. Within the team, every team member has equal standing in decision making
5. ODFW oversees and approves the formation, selection, and operation of the community teams
6. Team meetings are open to the public, include time for public input, and are subject to the public meeting laws
7. Preference is to use an existing local government structure that can host community team meetings. The hosting group will remain neutral during the meeting process. If a local government structure cannot be used, ODFW will host the meetings
8. Community teams will strive for consensus. If consensus cannot be reached, decisions will be made by majority vote and opportunity provided for a minority report
9. Community teams will make recommendations directly to ODFW
10. ODFW and Sea Grant are expected to be at meetings to provide technical and policy support and guidance
11. ODFW will pursue funding to provide neutral, professional facilitation at meetings
12. Appropriate state, federal, tribal entities, and others may be invited to participate in an advisory role

ODFW SOLICITATION PROCESS:

1. ODFW will solicit recommendations for community team members from existing marine reserves community groups, marine reserve stakeholder groups, and also from the general public
2. ODFW and Sea Grant will compile a list of the nominees and present to the Coastal Caucus for their feedback and input
3. ODFW will make the final decision on the composition of community teams, based on the selection criteria discussed below

COMMUNITY TEAM SELECTION CRITERIA

Applicants who have the following qualities will be given preference in the selection process:

1. Those who are able to work with others respectfully and openly to discuss all options when developing a marine reserve recommendation
2. Those (or designated alternate) who can fully participate in and attend all team meetings
3. Those who are reflective of and have support from their respective stakeholder groups
4. Those who can and will communicate with the stakeholder groups that they represent
5. Those who best represent the wide diversity of interests within their stakeholder groups
6. Those who have specific knowledge of the potential marine reserve site
7. Although not a requirement, preference will be given to applicants who live locally if other qualities are met



Application Form - Marine Reserves Community Teams

Nominee's name: _____

Address: _____

Email: _____ Phone: _____

Evaluation site (circle one): Cape Falcon Cascade Head Cape Perpetua

1. Who is making the nomination (circle one)?

individual (including yourself)

organized group

If by individual, what individual? _____

If nomination is made by group, which group? _____

What interest does the group represent? _____

Authorized signature(s): _____

2. Does nominee want to be considered as an alternate (circle one): Yes No

3. Is there another recommendation for an alternate: _____

4. Is the nominee (or alternate) able to fully participate in and attend all team meetings (1-2 meetings/month, 3 hours/meeting, additional approximate 8 hours outside of meetings) (circle one): Yes No

5. Which stakeholder group does nominee represent (circle one):

Local government

Recreationalists

Recreational fishing

Conservation

Commercial fishing

Coastal watershed council

Non-fishing industry

Marine/avian scientists

6. In what capacity does the nominee represent your stakeholder group? How does the nominee represent the full breadth of interests within that group?

7. How will the nominee communicate information to the stakeholders they represent and receive and incorporate input from them?

8. How familiar is the nominee with the resources (biological and physical), existing uses, and/or local communities and economies associated with the evaluation site? How have the nominee obtained this knowledge?

9. Give an example of a situation where the nominee worked to reach agreement with others who had different perspectives. What did the nominee bring to the effort and what was the final outcome of the effort?

Appendix C: Oregon Marine Reserves Community Teams: *Bylaws and Expectations*



Oregon Marine Reserves Community Teams: Bylaws and Expectations

BYLAWS:

Purpose.

The purpose of the Oregon marine reserves community teams is to further evaluate the Cape Falcon, Cascade Head and Cape Perpetua marine reserve sites as recommended by the Ocean Policy Advisory Council (OPAC) and make final recommendations to Oregon Department of Fish and Wildlife (ODFW) by October 2010. The starting point for the evaluation and recommendation is the site boundaries and proposals recommended for further evaluation by OPAC for that location. Through a consensus building process, each community team will further evaluate the proposed area and determine if modifications are needed to ensure the sites remain ecologically meaningful while avoiding significant social and economic impacts.

Membership.

Community team members.

All community team representatives will actively participate in the consensus-building process to recommend to ODFW a suitable marine reserve site. Representatives will engage in the community team meeting discussion and will vote on issues, as necessary.

Alternates are encouraged to attend meetings to stay informed and provide additional expertise and insight as appropriate. The representatives will work with the alternates to decide the most appropriate person to engage in the discussion based on the member's expertise and knowledge. The alternate may be given proxy by the representative to replace the representative in discussion and voting capacity. Automatic proxy is given to the alternate when the representative is not present. If alternates are unable to attend meetings, it is the responsibility of the representative and alternate to ensure the alternate stays informed and ready to fill in if needed.

Chair, Vice Chair, and time keeper.

The community team will elect a Chair, Vice Chair, and time keeper from among its membership at the first community team meeting. The Chair will lead the community team meetings. The Vice-Chair will lead in the Chair's absence. The Chair and Vice-Chair will work with ODFW and Sea Grant to develop agendas for

community team meetings. Agenda items can be added by the majority of the members of the team. The time keeper will ensure meetings start and end on time and that time allotted for agenda items and comments are adhered to. If funding is secured, a professional facilitator will be hired to assist with running the meetings and leading the consensus-building process.

Meetings.

Meetings will generally follow Roberts's Rules of Order.

The community team will attempt to follow an agenda at each meeting that balances the needs to expeditiously complete the task and provide a forum for discussion and action on issues as needed. Draft agendas will be posted on the Oregon marine reserves website and mailed to members and to the public prior to community team meetings.

There will be an opportunity for the public to provide written or oral comment at every community team meeting.

Meeting logistics and schedules will be determined by the community team as necessary to ensure recommendations are completed by October 2010. Teams will likely need to meet for at least a couple hours once or twice a month. Additional meetings may be called by the chair or a majority of the members of the teams. During the first community team meeting a regular meeting schedule will be established.

Notice of each meeting will be given to each member at least one week before the meeting and posted to the Oregon marine reserves website and listserv for the public.

Minutes from each Marine Reserves Community team meeting, including consensus and voting results, shall be provided to members at least one week before the next meeting. Minutes must be approved, with any necessary changes, by quorum at the next regular meeting. Minutes will be posted to the Oregon marine reserves website for the public.

Decision making.

Community Teams will endeavor to reach consensus on decisions regarding marine reserves recommendations; split votes will not be considered as a strong recommendation. A consensus process will enable the team to freely discuss issues to arrive at a decision. Consensus is a participatory process whereby, on matters of substance, the members strive for agreements that they can accept, support, live with, or agree not to oppose. Consensus means that no representatives voiced objection to the position, but does not necessarily mean all members support the position.

When consensus cannot be reached, the Chair may initiate or entertain a motion to vote on the issue. Representatives may make motions and seconds. All motions must be seconded to be acted upon. The process will preserve the opportunity for minority opinions to be expressed and reflected in a minority report.

EXPECTATIONS:

Community team.

Community Team members (both representatives and alternates) are expected to bring the concerns and perspectives of their various stakeholder constituencies to the community team meetings for discussion and consensus building. Members will also communicate with stakeholder groups on the substance of discussion, activities occurring, and decisions to be made during the community team meetings.

To enhance constructive discussions and promote progress toward recommendations, members are expected to educate themselves on the issues and engage in consensus building. Members must respect the diversity of views on the topics the community team will address. Community team members must respect all opinions and agree to not carry out personal attacks either at the community team meeting or away from the meeting in other venues. By membership on the community team, members commit to the process identified in HB 3013 and will not engage in activities to undermine the process or fellow members of the community team.

Community team members are expected to take seriously the responsibilities of membership and will endeavor to attend and participate in all meetings. If unavoidable conflicts prevent attendance, representatives must work with their alternate to help ensure seamless participation.

Facilitator.

If funding is secured, ODFW will contract a neutral facilitator to help run the meeting, encourage participation, assist in the process of building consensus and seeking agreement on recommendations, and ensure participants adhere to the bylaws and expectations.

ODFW and Sea Grant.

ODFW and Sea Grant will attend all meetings of the community teams, develop the agenda for the community team meetings with the Chair and Vice-Chair, provide technical and staff support, provide guidance on the timeline of marine reserve recommendations, and provide additional information (i.e. biological, social, economic) to the community team to facilitate the discussion. ODFW and Sea Grant will also help ensure community team members adhere to the bylaws and expectations.

Appendix D: Sample CHARTER: Cape Perpetua Marine Reserve Community Team

CHARTER Cape Perpetua Marine Reserve Community Team Approved February 8, 2010

I. Purpose/Scope of the Community Team

The purpose of the marine reserves Community Team is to further evaluate the Cape Perpetua marine reserve site as recommended by the Ocean Policy Advisory Council (OPAC) and House Bill 3013 and make final recommendations to Oregon Department of Fish and Wildlife (ODFW) by October 2010. The starting point for the evaluation and recommendation is the site boundaries and proposals recommended for further evaluation. Through a consensus building process, each Community Team will further evaluate the proposed area and determine if modifications⁽¹⁾ are needed to ensure the sites are ecologically meaningful while avoiding significant social and economic impacts.

More specifically, the Community Team will:

- Determine meeting logistics and schedules to ensure recommendations are completed by October 2010.
- Select a chair and vice-chair or co-chairs to work with a facilitator to conduct meetings.
- Facilitate communication and gathering and exchange of information needed to develop recommendations.
- Bring the concerns and perspectives of stakeholder constituencies to the Community Team meetings for discussion and consensus building.
- Communicate with stakeholder groups on the substance of discussion, activities occurring, and decisions to be made at the Community Team meetings.
- Develop recommendations to ODFW that are accompanied by biological, social and economic factors that support those recommendations.

The Community Team will attempt to follow an agenda at each meeting that balances the need to expeditiously complete the task and provide a forum for discussion and action on issues. Draft agendas will be posted on the Oregon marine reserves website and mailed to Community Team members and members of the public subscribed to the marine reserves listserv prior to Community Team meetings. There will be an opportunity for the public to provide written or oral comment at every Community Team meeting.

The Community Team will likely need to meet for at least a couple hours once or twice a month. Additional meetings may be called by the chair or a majority of the members of the team. Every effort will be made to give notice of meetings at least one week before the meeting and notices will be posted to the Oregon marine reserves website and listserv for the public. Every effort will be made to provide meeting summaries, including consensus and voting results, to members at least one week before the next meeting. Meeting summaries will be approved, with any

necessary changes, by quorum at the next regular meeting and final summaries will be posted to the Oregon marine reserves website for the public. Meetings will be videotaped.

II.Roles and Responsibilities

Representatives

All Community Team representatives will actively participate in the consensus-building process to make a recommendation to ODFW regarding the potential marine reserve site.

(1) Modifications could include a recommendation of no marine reserve.

Representatives will engage in the Community Team meeting discussions and will vote on issues, as necessary. In addition, members commit to:

- Representing the interest group for which they are listed, and being responsible for keeping that group informed. Staff can assist with such networking where desired.
- Engaging alternates in the consensus-building process as described below.
- Preparing for and participating in all meetings to the extent possible.

Alternates

Alternates are encouraged to attend meetings to stay informed and provide additional expertise and insight as appropriate. The representatives will work with the alternates to decide the most appropriate person to engage in the discussion based on the member's expertise and knowledge. The alternate may be given proxy by the representative to replace the representative in discussion and voting capacity. Automatic proxy is given to the alternate when the representative is not present. Proxy will not be given to an alternate to represent an interest area other than that for which the alternate is designated. If alternates are unable to attend meetings, it is the responsibility of the representative and alternate to ensure the alternate stays informed and is ready to fill in if needed.

The facilitator may choose to receive input from alternates to the extent that it does not limit or interfere with discussion/decision-making by Representatives. At the discretion of the facilitator discussions may be limited to representatives. Unless proxy is given, only representatives will make decisions for their interest group or organization at those meetings at which they are present.

Representatives and alternates are encouraged to caucus as a group to develop and respond to proposed recommendations.

Co-Chairs

The Community Team may choose a chair and vice -chair from among Community Team representatives or, alternately, designate co-chairs from among differing interest groups.(2)

The co-chairs will work with the facilitator, ODFW and Sea Grant to:

- Assist in developing agendas for Community Team meetings.
- In coordination with the facilitator, ensure full and constructive participation of representatives in discussions and decision-making.
- Help ensure that the conduct of representatives, alternates and the public conforms to the expectations for the decision-making process and behavior defined herein.
- Assist in organizing work groups or other venues to carry out tasks between meetings.
- Assist in responding to individual representative concerns and issues raised outside of meetings.
- In coordination with ODFW, serve as spokesperson(s) with the media and public-at-large on issues decided upon by the Community Team.

Facilitator

Meetings will be led by a neutral, professional facilitator selected by ODFW. In coordination with the co-chairs and ODFW/Sea Grant staff, the facilitator will encourage full and safe participation by representatives in all aspects of the process, assist in the process of building consensus, and ensure all participants abide by the expectations for the decision-making process and behavior defined herein. The facilitator will prepare summary minutes, reflecting key issues, agreements and other aspects of meetings.

(2) At its February 8, 2010 meeting, the Community Team selected co-chairs.

Members will not interfere with the facilitator's conduct of meetings. Concerns regarding how meetings are being facilitated may be brought to the attention of the chair and the facilitator in manners and at times that they do not disrupt meeting activities, e.g. during breaks in meetings or between meetings.

Unless a specific need for such is identified by the Community Team, the functions of a timekeeper will be performed by the facilitator. Such functions include ensuring that, to the extent feasible, meetings start and end on time and that time allotted for agenda items and comments is adhered to.

Staff

ODFW and Sea Grant will attend all meetings of the Community Team, assist in developing the meeting agendas with the facilitator and co-chairs, provide technical and staff support, provide guidance on the timeline of marine reserve recommendations, and provide additional information (e.g., biological, social, economic and procedural) to the Community Team to facilitate the discussion. ODFW and Sea Grant will also help ensure community team members adhere to the charter.

The ODFW Community Team Support Leader will serve as the main ODFW contact for team members, the public and the media; assist with crafting agendas; distribute meeting summaries and background materials; and secure meeting venues.

III. Commitment to Decision-making Process

The Community Team will endeavor to reach consensus on decisions regarding marine reserves recommendations; closely split votes will not be considered as a strong recommendation. A consensus process will enable the teams to freely discuss issues and to arrive at a decision.

Consensus is a participatory process whereby, on matters of substance, the representatives strive for agreements that they can accept, support, live with, or agree not to oppose. Consensus means that no representatives voiced objection to the position and they agree not to oppose the position.

Expectations for the decision-making process include:

- A. The Community Team agrees that consensus has a high value and that the Team should strive to achieve it. As such, decisions on Community Team recommendations will be made by consensus of all present participating members in their representative capacity. They shall be empowered to represent their group, after agreed upon consultation.
- B. Tentative agreements may be made at meetings pending the opportunity for representatives to consult with their necessary constituencies. This will be done on a timely basis.
- C. The commitment to work for consensus means that members will participate in the give and take of the process in a way that seeks to understand the interests of all and will work together to find solutions workable for all.
- D. When consensus cannot be reached, the facilitator or chair may initiate or entertain a motion to vote on the issue. Representatives may make motions and seconds. All motions must be seconded to be acted upon.
- E. If no consensus is reached on an issue for proposed Community Team recommendation, minority positions will be documented. Those with minority opinions are responsible for proposing alternative solutions or approaches to resolve differences.
- F. Meetings will be conducted in a manner deemed appropriate by the chair and facilitator to foster collaborative decision-making and consensus building. Robert's Rules of Order will be applied when deemed appropriate by the chair or facilitator.
- G. The Community Team may establish working groups to address research topics or issues or to resolve differences about team recommendations. Working group deliberations will be open to all Community Team representatives. Members of the public may attend but not participate.
- H. Community Team members will honor decisions made and avoid re-opening issues once resolved unless the Community Team agrees to reconsider decisions based on new information.
- I. The Community Team will strive to made decisions within the agreed-to timeframe.

The facilitator will draft a report that outlines the issues discussed, the areas in which there is consensus, and any remaining issues on which consensus was not reached. Included in that report will be the summary notes from each Community

Team meeting. Members will have the opportunity to review, make corrections and then sign-off on the report prior to submission. They may supply any alternative views or comments directly to ODFW.

IV. Open Process

All meetings of the Community Team will be open to the public. The Community Team, with the assistance of the chair and facilitator, will decide the level of participation of the public and observers attending meetings, taking into consideration the length of the agenda and the opportunity for members to speak on all issues.

V. Ground Rules for Conduct of Community Team Members

All participants agree to act in good faith in all aspects of these discussions. This includes being honest and refraining from undertaking any actions that will undermine or threaten this process. It also includes behavior outside of meetings.

Expectations for behavior of Community Team members during and outside of meetings include:

- A. Members agree to be respectful at all times of other representatives, alternates and audience members. They will listen to each other to seek to understand the other's perspective, even if they disagree. One person will speak at a time. Side conversations and other meeting disruptions will be avoided.
- B. Members agree to make every effort to bring all aspects of their concerns about these issues into this process to be addressed.
- C. Members agree to refrain from personal attacks, intentionally undermining the process, and publicly criticizing or misstating the positions taken by any other participants during the process. Concerns regarding personal attacks or intentional misinformation will be brought to the attention to chair, facilitator or ODFW/Sea Grant. If evidence justifies, the offending member will be advised of such concerns. Continued violations of these ground rules may result in removal by ODFW of the member from the Community Team in consultation with the chair, facilitator, and Sea Grant.
- D. Any written communications, including e-mails, blogs and other social networking media, will be mindful of these procedural ground rules and will maintain a respectful tone even if highlighting different perspectives. Members are reminded that e-mail, blogs and other social networking media may be considered public documents. E-mails and social networking messages meant for the entire group will be distributed via the project team.
- E. Individual Community Team representatives and alternates agree to not present themselves as speaking for the Community Team, without specific direction and approval by the Community Team. ODFW will serve as the primary contact with the media; in coordination with ODFW, co-chairs are empowered to serve as spokesperson(s) with the media and public-at-large on issues decided upon by the Community Team.
- F. Non-members may attend meetings as observers, provide comments during public comment periods, and submit written comments for distribution to the

Community Team, but may not otherwise participate in the Community Team's deliberations.

G. Requests for information made outside of meetings will be directed to the Community Team Support Leader or facilitator. Responses to such requests will be limited to items that can reasonably be provided within a reasonable amount of time.

H. All participation in this process is voluntary and may be withdrawn. However, members agree that before withdrawing they will discuss the reason for their withdrawal with the facilitator and the other members and will give the Community Team the opportunity to understand the reasons for withdrawal and to encourage continued participation, if appropriate.

Appendix E: Questionnaire

Informed Consent

Thank you for taking the time to share your feedback through this survey. Please begin by reading what follows and consenting to participate.

OSU is inviting you to take part in this study because you were a Community Team member OR a public participant in the Oregon Department of Fish and Wildlife (ODFW) 2010 Marine Reserve Community Team Process. As such, you can provide valuable insight from your experience.

This survey examines the 2010 ODFW Marine Reserve (MR) Community Team (CT) Process for potential site recommendations at Cape Perpetua, Cascade Head and Cape Falcon. We are evaluating the period of time AFTER the passage of HB3013 (passed during the 2009 legislative session) and ENDING with recommendations to the Ocean Policy Advisory Council (OPAC) in December 2010.

PLEASE NOTE, special precautions have been established to protect the confidentiality of your responses. You have been given an ID code to enter below. This code is kept separately and is used to contact those who have not yet responded to the survey, so those who have responded are not burdened with additional contact. Rest assured that we take all precautions to keep all participants confidential. Your responses will be added together with others and recorded as a group and your identity will never be made public.

Your participation in this study is voluntary and you may refuse to answer any question(s) for any reason. The answers you provide will be kept confidential to the extent permitted by law. There are no expected direct benefits to you from your participation in this study, but your responses are extremely valued. If you do not want to participate and do not wish to be contacted further, please let us know.

Only respondents 18 years of age or older are eligible to participate in this survey.

Should you agree to participate, please indicate by entering your ID code at the bottom of this page. If you have questions about your rights or welfare as a participant, please contact the Oregon State University Institutional Review Board (IRB) Office, at (541) 737-8008 or by email at IRB@oregonstate.edu.

*** 1. If you agree to participate in this survey, please insert your ID code below.**

Participant ID Code

Before the 2010 ODFW MR Community Team Process

These first four questions in the survey are designed to gauge your understanding of Oregon's Marine Reserves planning process PRIOR to participating in the 2010 ODFW MR Community Team (CT) process.

2. PRIOR to participating in the 2010 ODFW MR Community Team (CT) process, how would you rate your understanding of the multiyear process that Oregon has undergone for marine reserves planning?

- ☐ Full understanding
- ☐ Moderate understanding
- ☐ Little understanding
- ☐ No understanding

Comments?

3. PRIOR to participating in the 2010 ODFW CT process, was the goal(s) for establishing marine reserves in Oregon clearly expressed by each of the following:

| | Yes | No |
|--------------------------------------|-----------------------|-----------------------|
| The Governor's Office | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> |
| OPAC (Ocean Policy Advisory Council) | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> |
| Comments? | <input type="text"/> | |

4. PRIOR to participating in the 2010 ODFW CT process, do you think that the goal(s) of the PROCESS for planning Oregon's marine reserves were clearly expressed by:

| | Yes | No |
|-----------------------|-----------------------|-----------------------|
| The Governor's Office | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> |
| OPAC | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> |
| Comments? | <input type="text"/> | |

5. What level of contact did you have with ODFW staff before the 2010 CT process started?

Comments?

The 2010 MR Community Team

Now, for the next seven questions, please think about your time serving as a member in, or observing, the ODFW 2010 MR Community Team process.

6. Which ODFW Marine Reserve Community Team (CT) did you participate on or did you observe as a public participant?

- ☐ Cape Falcon
- ☐ Cape Perpetua
- ☐ Cascade Head
- ☐ Served or observed on more than one team, please specify:

7. Did you serve as a:

- ☐ CT Representative ☐ CT Alternate ☐ Public observer

8. What main stakeholder group did you represent when participating in the CT meetings?

- ☐ Commercial fishing ☐ Conservation
☐ Recreational fishing ☐ Local government
☐ Recreationalist ☐ Watershed Council
☐ Science ☐ Non-fishing industry

9. What percentage of the CT meetings did you participate in?

- ☐ 100% ☐ 75% ☐ 50% ☐ 25% ☐ Less than 25%

10. How would you rate your understanding of how the CT were formed (who determined who'd serve, the composition of the team, the timing of formation, etc.)?

- ☐ Full understanding
☐ Moderate understanding
☐ Little understanding
☐ No understanding

Please explain:

11. How did you feel about the composition of the CT?

| | Seemed right to me | Did not seem right to me | I don't have a feeling either way |
|--|-----------------------|--------------------------|-----------------------------------|
| Number of people on the CT. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Who got to vote and who did not. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Stakeholders were represented on the CT. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Balance between interests represented on the CT. | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Please add others or explain those selected:

12. Do you believe the responses you indicated above would be shared by other members of the CT that you served on or observed?

- ☐ Yes
☐ No

Please explain:

Process: Meeting Management

The next seven questions relate to the process of the 2010 MR Community Team meetings. In other words, how the meetings were run and the flow of the process.

13. Who managed the process at the CT meetings?

- ☐ Chair or Co-Chairs
- ☐ Facilitator
- ☐ Combination of (Facilitator, Chair and/or Co-Chair)
- ☐ No one
- ☐ Other, please specify:

14. Did the person(s) who managed the meetings keep the CT process operating ON TIME?

- ☐ Yes
- ☐ No

Please explain:

15. Did the person(s) who managed the meetings keep the CT process operating on TRACK/TOPIC?

- ☐ Yes
- ☐ No

Please explain:

16. Did the person(s) who managed the meeting process run the meetings in a way that allowed you and others to feel comfortable / fully participate?

- ☐ Yes
- ☐ No

Please explain:

17. Did the person(s) who managed the meeting process run the meetings in a way that helped everyone to feel an ownership of the process?

☐ Yes

☐ No

Please explain:

18. Did the person(s) who managed the meeting process allow for adequate public participation?

☐ Yes

☐ No

Please explain how public participation was or could have been useful:

19. Please share other or additional thoughts about the how the CT process was managed:

Process: Decision Making

The next eight questions relate to the decision making process used at the 2010 MR Community Team meetings. In other words, how were decisions made, by whom, and how did that feel to you.

20. Was the CT decision-making process fashioned by:

☐ Community Team

☐ Meeting manager (the person[s] managing the meeting process)

☐ ODFW

☐ Some combination of the above (please explain)

☐ Someone else (please explain)

Please explain or share comments:

21. Was the CT decision-making process agreed upon, followed and committed to by everyone on the team?

| | Yes | No |
|--------------|-----------------------|-----------------------|
| Agreed upon | <input type="radio"/> | <input type="radio"/> |
| Followed | <input type="radio"/> | <input type="radio"/> |
| Committed to | <input type="radio"/> | <input type="radio"/> |

Please explain:

22. Did you feel like everyone had an equal say in CT decision-making?

- ☐ Yes
- ☐ No

Please explain (For example, if no, was it because you felt that the Chair or Facilitator or some CT members had more influence than others? If yes, was it because the decision-making process was fair, open, and honest? Or for some other reason?):

23. Were there any times when decisions could not be reached?

- ☐ Yes
- ☐ No

If Yes, what happened?

24. Were there subgroups/subcommittees that did work for the Community Team outside of the CT process?

- ☐ Yes
- ☐ No

Please explain (E.g., scenario subgroups, stakeholder subgroups, etc.):

25. Where were CT decisions made?

- ☐ Majority were made in the CT meetings
- ☐ Majority were made outside the CT meetings
- ☐ Some were made in and outside of the CT meetings, because of subgroups, etc. (please explain)

Please explain or share comments:

26. Communication during the CT decision making process is a form of information gathering and exchange. Please share:

| | Yes | No |
|--|-----------------------|-----------------------|
| I feel like I communicated useful information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |
| I feel like I was heard when I communicated information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |
| I feel like other team members communicated useful information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |
| I feel like other team members were heard when they communicated information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |
| I feel like ODFW communicated useful information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |
| I feel like ODFW was heard when they communicated information at the Community Team meetings: | <input type="radio"/> | <input type="radio"/> |

27. Please share other or additional thoughts about the CTP decision making process:

Process: Recommendations

The six questions below are related to the CT's ability to make recommendations to ODFW. The Community Teams were given an initial charge, sideboards, and information to use in making decisions and ultimately recommendations. We are interested in the usefulness of this approach.

28. Please share your perceptions of the initial starting point (the OPAC recommendation) used during the CT process:

29. Any recommendations that the CT made had to fit between two "sideboards": biological sideboards and socioeconomic sideboards. Please share your (initial and over time) perceptions of these sideboards that were established and used to guide site recommendations during the CT process:

30. Each CT was charged with making recommendations based on a range of options. Were the options available (Marine Reserve, Marine Protected Area, Marine Research Area, No Marine Reserve, or some other or combination thereof) during the CT process clear to you (initially and over time)?

- ☐ Yes
- ☐ No

Please explain:

31. For each type information below, please indicate if it was used and if so how useful it was for the recommendations your community team ultimately made:

| | Very useful | Somewhat useful | Not useful | We did not use this information |
|---|-----------------------|-----------------------|-----------------------|---------------------------------|
| Existing biological/ecological data (e.g. common species) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Existing socioeconomic data (e.g. extractive and non-extractive users) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| NEW biological/ecological data (e.g. habitat data,) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| NEW socioeconomic data (e.g. logbook analysis) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Biological/ecological LOCAL knowledge (e.g. species presence & habitat) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Socioeconomic LOCAL knowledge (e.g. use of the area) | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

32. Did you feel like there was enough data/information to make the recommendation?

☐ Yes

☐ No

Please explain:

33. Considering the task each CT was asked to perform, was the 11 month time frame allotted:

| | Yes | No |
|------------|-----------------------|-----------------------|
| Reasonable | <input type="radio"/> | <input type="radio"/> |
| Daunting | <input type="radio"/> | <input type="radio"/> |

Now and Beyond

Almost done. The last questions of the survey require that you look back at your overall experience serving on, or observing, a CT, and how this all fits into the MR planning process in Oregon.

34. Looking back from today, how would you rate the importance of the role YOU played in the CT process?

☐ Very important

☐ Important

☐ Not important

Please explain:

35. Do you feel like the stakeholder group that you represented stayed informed and aware AS A RESULT OF YOUR SERVING on the CT?

☐ Yes

☐ No

☐ Public Participant

Please explain:

36. Various roles have been and are being played in planning marine reserves in Oregon. Of the groups listed below, how CLEAR TO YOU were the roles they played in MR planning in Oregon?

| | Very clear | Somewhat clear | Undecided | Not very clear | Not clear at all |
|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Community Teams | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| OPAC | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Governor's Office | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Public input | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Interest Group input | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Others? Please explain:

37. Various roles are being played in planning marine reserves in Oregon. For each group listed below, how INFLUENTIAL were they in MR planning in Oregon:

| | Very | Somewhat | Undecided | Not much | Not at all |
|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|-----------------------|
| Community Teams | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| OPAC | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Governor's Office | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Public input | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Interest Group input | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Others? Please explain:

38. How much influence do you think the CT recommendation informed further marine reserves planning decisions made by the following parties:

| | A lot | Some | None |
|-----------------------|-----------------------|-----------------------|-----------------------|
| The Governor's Office | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

39. After the CTs made recommendations, how much influence did the following stakeholder groups have -- beyond the CT process -- in influencing further marine reserve planning decisions?

| | A lot | Some | None |
|----------------------------|-----------------------|-----------------------|-----------------------|
| Commercial fishing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Recreational fishing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Non-consumptive recreation | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Science | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Conservation | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Local government | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Watershed council | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Non-fishing industry | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

40. If you could design a CT process for the future, what would you keep and what would you change about the past CT process?

41. Would you be willing to serve as a member of a Community Team again?

- ☐ Yes
- ☐ No

Please explain:

42. Do you feel like ODFW has communicated MR planning information with you since the CT process has ended?

- ☐ Yes
- ☐ No

Please explain:

43. Overall, how informed do you feel about what is currently (early 2012) going on with MR planning in Oregon?

- ☐ Very informed
- ☐ Informed
- ☐ Not informed but wish I was
- ☐ Purposefully not wanting to be informed
- ☐ I don't think much is happening

Please explain:

44. For each group below, how informed are you about what they are currently (early 2012) doing with regard to MR planning in Oregon:

| | Very informed | Somewhat informed | Not at all informed |
|----------------------------|-----------------------|-----------------------|-----------------------|
| The Governor's office | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| The Legislature | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| ODFW | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Commercial fishing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Recreational fishing | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Non-consumptive recreation | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Science | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Conservation | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Local government | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Watershed council | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |
| Non-fishing industry | <input type="radio"/> | <input type="radio"/> | <input type="radio"/> |

Please explain:

45. Overall, how would you rank your experience with the process of creating marine reserves in Oregon (CTmeetings included):

- ☐ Great ☐ Good ☐ No opinion either way ☐ Not good

Please explain:

46. Please share additional thoughts about the past or future marine reserves planning processes:

Survey Complete: Thank You!

This is the end of the survey. Once you click on the 'done' button below your answers will be saved. This also means that you will not be able to change the answers you given. If you would like to change anything on previous pages, please do so now and then click on the 'done' button to save your answers!

Thanks again!

Appendix F: Community team steps and timeline

The three community teams followed similar steps and operated on similar timelines. Through facilitated public meetings, the steps taken included:

January - February – ODFW staff clarified the purpose of the community team and defined the sideboards provided in Executive Order 08-07 and the CT solicitation materials pertaining to the community team's evaluation and final recommendations. Each CT helped develop and agreed to a Community Team Charter (Appendix D).

Team members were also provided with background information on Oregon's marine reserves process and the site proposal recommended by OPAC. Co-chairs for each CT were elected by team members.

March - April – The community team identified ecological, economic, and social information needs and agreed upon the decision points their evaluation and final recommendation would focus on.

May - June – Gathering of data and information. During and in-between meetings, community team members worked with ODFW staff to gather information on the ecological, economic, and social attributes of their respective sites. ODFW staff compiled existing and experiential data and information, conducted analyses, and provided a summarized report of the data and information for each site.

July - August – Development of scenarios. The teams developed different marine reserve/marine protected area scenarios for analysis by ODFW in order to gain a better understanding where and how different size sites, configurations, and levels of protection met the Executive Order sideboards.

September - October – Agency analysis and report to teams. ODFW, with assistance from sister agencies, conducted an analysis of all the scenarios forwarded by the teams. ODFW consulted with the OPAC Science and Technical Advisory Committee (STAC) and other scientists to aid their analysis at a workshop held on September 20th. Feedback and new information gathered at the workshop was then incorporated into the agency's final analysis.

The intent of the agency analysis was to help inform the teams' final deliberations and recommendations; to understand where each scenario, relative to the original proposal recommended by OPAC, was strong and weak with regards to meeting and balancing within the ecological and socioeconomic sideboards established by Executive Order 08-07. An analysis of "no marine reserve" was included for each site.

ODFW provided each team with an agency analysis report and presented the analysis results at team meetings held in October.

November – Community teams forwarded final marine reserve recommendations to ODFW.

