

An Assessment of Institutional Relationships at the Olympic Coast National Marine Sanctuary



**Kristina Geiger
Dave Gershman
Eric Roberts
Maggie Wenger**

**NATURAL RESOURCES
AND ENVIRONMENT**
M UNIVERSITY OF MICHIGAN

This page is intentionally left blank

An Assessment of Institutional Relationships at the Olympic Coast National Marine Sanctuary

by

Kristina Geiger
Dave Gershman
Eric Roberts
Maggie Wenger

A project submitted in partial fulfillment of the requirements
for the degree of Master of Science of Natural Resources and Environment

University of Michigan School of Natural Resources and Environment

April 2012

Faculty Advisor:
Associate Professor Julia Wondolleck

Client:
Olympic Coast National Marine Sanctuary,
National Oceanic and Atmospheric Administration

Abstract

Collaborative and coordinated management is necessary for successful ecosystem management, especially in marine ecosystems that cross jurisdictional lines. Agencies at the state and federal level recognize the need for effective institutional relationships. The Olympic Coast National Marine Sanctuary (OCNMS) identified collaborative and coordinated management as a priority in its 2011 Final Management Plan and Environmental Assessment. To reach its goal of achieving effective collaborative and coordinated management, OCNMS commissioned an external assessment of its institutional relationships. This assessment consisted of a literature review of standards for measuring collaboration in natural resource contexts, interviews with OCNMS staff and current key institutional partners, and a survey of individuals, organizations and tribes that work with OCNMS. The assessment determined that OCNMS has built a strong foundation for collaboration through two collaborative forums, projects and policies that address important issues for partners, and positive interactions between partners and OCNMS staff. Individuals feel they are working on issues important to their organizations and for the most part they value opportunities to share their priorities and learn about emerging issues, and they appreciate the efforts of OCNMS staff. Individuals in the network of relationships represent a wide range of institutions with different expectations for engagement and different criteria for what characterizes successful collaboration. OCNMS has complex and sometimes strained relationships with the four Coastal Treaty Tribes. OCNMS also faces challenges commonly found in other collaborative processes – constraints on individuals’ time, shortages of funding and staff support, communication challenges, and divergent goals among individuals. Still, the relationships have enabled notable accomplishments that include regulations to protect marine resources, joint projects related to research and education, and a ready network for communication and feedback.

Project Team

Kristina Geiger received a Master of Science in Natural Resources with a focus on environmental behavior, communication, and planning from the University of Michigan. After graduating from the University of Wisconsin-Madison, Geiger worked as a restoration technician for The Nature Conservancy and an environmental educator with the Minnesota Department of Natural Resources. Geiger grew up swimming off the rocky beaches of Lake Superior and will spend her career helping Great Lakes communities work together to manage their natural resources.

Dave Gershman received a Master of Science in Natural Resources with a focus on environmental policy from the University of Michigan. Before returning to school, Gershman worked as a daily newspaper reporter in Massachusetts and Michigan, where he covered higher education, city government and local politics. Gershman also served as an intern at the Environmental and Energy Study Institute in Washington, D.C., where he wrote about federal air pollution regulations and produced a weekly climate change newsletter.

Eric Roberts is pursuing a Master of Science in Natural Resources and a Master of Public Policy dual-degree and will graduate in 2013. After graduating from Indiana University in 2004 with a B.S.P.A in Environmental Management, Roberts served as an agroforestry extension volunteer in Peace Corps Paraguay and worked as an environmental scientist in Tennessee. He is interested in collaborative problem solving and consensus building for resolving public and environmental policy disputes.

Maggie Wenger received a Master of Science in Natural Resources with a focus on environmental policy from the University of Michigan. Before graduate school, Wenger worked as an agroforestry and environmental education Peace Corps volunteer in Zambia. Wenger is from South Dakota and received her B.S in Biology and Environmental Studies from the University of Nebraska-Lincoln.

Acknowledgments

Special Thanks To:

Julia Wondolleck and Ellen Brody for their generous and tireless guidance.

Thank You To:

The Olympic Coast National Marine Sanctuary staff, volunteers, and partners for their commitment and openness to this Master's Project.

The University of Michigan School of Natural Resources and Environment faculty and staff for their support.

Our friends and families, without whom we would be lost at sea.



Courtesy of OCNMS

Table of Contents

Chapter 1: Introduction	1
Project Background and Research Questions	1
Organization of the Report.....	3
Chapter 2: Olympic Coast National Marine Sanctuary	5
History of OCNMS	5
Institutional Setting.....	6
Relationships with the Coastal Treaty Tribes	12
Management Plan Review Process	14
Current and Emerging Issues	15
Climate Change and OCNMS.....	16
Chapter 3: Collaboration in Natural Resource Management.....	19
Defining Coordination, Collaboration, and Co-management.....	20
Benefits of Collaboration.....	21
Factors that Facilitate Effective, Meaningful, and Productive Institutional Relationships.....	22
Factors that Challenge Collaboration.....	24
Challenges of Collaboration between Tribal Nations and Agencies	25
Examples of Collaboration between State, Federal and Tribal Nations	27
Chapter 4: Project Methodology.....	29
Chapter 5: Analysis and Findings	33
Questions 1-4: Who Responded to the Survey?	35
Question 5: Why Become Involved with OCNMS?.....	39
Question 6: Defining Effective Collaborative and Coordinated Management.....	42
Question 7a: Is OCNMS Achieving Effective Collaborative and Coordinated Management?	49
Question 7b: What Should OCNMS do to Achieve Collaborative and Coordinated Management?.....	53
Question 8: How Healthy are OCNMS’s Relationships?	61
Question 9: Perceptions of OCNMS staff.....	64

Question 10: Credibility of Management Decisions.....	66
Question 11: Level of Satisfaction with OCNMS Relationship	68
Question 12: What Makes the Relationship Satisfying or Not Satisfying?	70
Question 13: What have Respondent Organizations Accomplished?.....	77
Question 14: What has OCNMS Accomplished?.....	81
Question 15: What Limits Engagement with OCNMS?.....	85
Question 16: What is Challenging about Interacting with OCNMS?.....	88
Question 17: How can OCNMS Increase Engagement?	94
Question 18: How Could OCNMS Better Enable Your Interaction?	96
Question 19: Effective Communication Strategies	101
Question 20: Should OCNMS be Involved in Other Initiatives?	103
Question 21: What Role Should OCNMS Play?	106
Question 22: Interest in Working on Climate Change Activities	110
Question 23: Additional Insights	113
Chapter 6: Discussion	117
OCNMS has Built a Strong Foundation	117
Different Expectations of Collaborative and Coordinated Management.....	118
Challenges at OCNMS that need Attention	121
What Might OCNMS do to Strengthen Institutional Relationships?	124
Chapter 7: Future Relationship Assessments.....	127
Identifying Credible Indicators	127
Indicators of OCNMS Relationship Health	128
The Survey Tool: Lessons Learned	132
References	135
Appendix.....	143

Figures

Figure 1: Jurisdictional boundaries at OCNMS.....	6
Figure 2: Question 1, respondents' primary association.....	35
Figure 3: Question 2, respondents' participation in OCNMS collaborative forums	35
Figure 4: Question 3, length of respondents' involvement with OCNMS.	36
Figure 5: Question 4, level of involvement in activities with OCNMS.....	36
Figure 6: Respondents' primary associations	37
Figure 7: Respondent participation in OCNMS collaborative forums	37
Figure 8: Length of time respondents have worked with OCNMS.	38
Figure 9: Areas of involvement between respondents and OCNMS.....	38
Figure 10: Question 5, motivations for becoming involved with OCNMS.....	39
Figure 11: Percentage of respondents highly motivated by Question 5 factors..	40
Figure 12: Mean ratings of respondent motivations for working with OCNMS.....	41
Figure 13: Question 6, respondents' definitions of effective collaborative and coordinated management.	42
Figure 14: Question 7, whether OCNMS is achieving effective collaborative and coordinated management	49
Figure 15: Question 8, positive aspects of respondents' relationships with OCNMS.....	61
Figure 16: Mean ratings of Question 8 statements.	62
Figure 17: Percentage of respondents who feel they work on important issues.....	63
Figure 18: Percentage of respondents who feel they work toward a shared goal.....	63
Figure 19: Question 9, perceptions of OCNMS contributions	64
Figure 20: Mean ratings of Question 9 statements	65
Figure 21: Question 10, respondents' perceptions of OCNMS management decisions..	66
Figure 22: Distribution of responses to Question 10.	67
Figure 23: Mean responses to Question 10, on management decisions	67
Figure 24: Question 11, respondents' satisfaction with their relationship.....	68
Figure 25: Respondent ratings of their satisfaction with their relationship	68
Figure 26: Mean rankings of respondent satisfaction, by group.....	69
Figure 27: Question 12, factors that promote or decrease satisfaction.	70

Figure 28: Question 13, the benefits to respondents.....	77
Figure 29: Question 14, the benefits to OCNMS and the resource	81
Figure 30: Question 15, factors that limit respondents’ involvement with OCNMS.	85
Figure 31: Distribution of responses to Question 15	86
Figure 32: Mean ratings of Question 15 statements.	87
Figure 33: Question 16, challenges when interacting with OCNMS.....	88
Figure 34: Question 17, how OCNMS could enhance respondents’ interactions.	94
Figure 35: Question 17, on strategies that could facilitate engagement with OCNMS....	95
Figure 36: Question 18, how OCNMS could enable respondents’ interactions.	96
Figure 37: Question 19, potential communication methods.	101
Figure 38: Mean ratings of Question 19 statements.	102
Figure 39: Question 20, regional and local marine initiatives and/or activities.	103
Figure 40: Marine initiatives rated highly.	104
Figure 41: Question 21, OCNMS’s role in marine initiatives.	106
Figure 42: Question 22, potential climate change activities.	110
Figure 43: OCNMS climate change activities rated highly	111
Figure 44: Mean ratings of climate change activities, by group.....	111
Figure 45: Distribution of responses to Question 22	112
Figure 46: Question 23, asking for additional comments.	113

Tables

Table 1: Survey response rates by respondents' primary association.....	33
Table 2: Non-tribal respondent definitions.....	43
Table 3: Tribal respondent definitions.....	46
Table 4: Non-tribal respondent assessments.....	50
Table 5: Tribal respondent assessments.....	51
Table 6: Respondents perceptions of facilitating factors.....	53
Table 7: Respondent suggestions for improvement.....	57
Table 8: Non-tribal respondent satisfaction.....	71
Table 9: Non-tribal respondent low satisfaction.....	73
Table 10: Tribal respondent low satisfaction.....	75
Table 11: Respondent perceptions of the benefits.....	78
Table 12: Respondent perceptions of how OCNMS and the resource benefits.....	82
Table 13: Factors that challenge respondent engagement with OCNMS.....	89
Table 14: OCNMS actions that facilitate non-tribal respondent interactions.....	97
Table 15: Actions that would facilitate tribal respondents' interactions.....	99
Table 16: Respondent rankings of other marine initiatives.....	105
Table 17: Respondent perceptions of OCNMS's role.....	106
Table 18: When and why respondents felt OCNMS should get involved.....	108
Table 19: Respondents' additional insights.....	114
Table 20: Criteria and measurements applicable to OCNMS.....	130

List of Acronyms

ATBA – Area to Be Avoided
CINMS – Channel Islands National Marine Sanctuary
CTUIR – Confederated Tribes of the Umatilla Indian Reservation
IPC – Intergovernmental Policy Council
FWS – United States Fish and Wildlife Service
JSKT – Jamestown S’Klallam Tribe
MOA – Memorandum of Agreement
MOU – Memorandum of Understanding
MPR – Management Plan Review
MRC – Marine Resources Committee
NGO – Non-Governmental Organization
NEPA – National Environmental Policy Act
NMS – National Marine Sanctuary
NOAA – National Oceanic and Atmospheric Administration
OCA – Olympic Coast Alliance
OCNMS – Olympic Coast National Marine Sanctuary
ONP – Olympic National Park
PFMC – Pacific Fishery Management Council
SAC – Sanctuary Advisory Council
SNRE – School of Natural Resources and Environment
UAA – Usual and Accustomed Areas
USCG – United States Coast Guard
USNPS – United States National Park Service

Chapter 1: Introduction

Project Background and Research Questions

Governance of marine resources is challenging, with many agencies sharing responsibilities for ocean health and management. In Washington state, the Olympic Coast National Marine Sanctuary (OCNMS) addresses threats to the marine resource using multiple strategies. One notable strategy of OCNMS is to strengthen its institutional relationships. OCNMS's goal is to achieve effective collaborative and coordinated management with federal and state agencies and tribal governments. OCNMS commissioned this study to provide an external assessment of its institutional relationships. Using a review of the literature, interviews with key individuals and the results of a survey, the study provides insights into why individuals work with OCNMS, what they value about that work, what they have achieved, what is working well in their relationships with OCNMS and what is challenging. The study found OCNMS has built a strong foundation for collaboration.

OCNMS works with a variety of institutional partners to protect the marine resource. OCNMS shares jurisdiction over the marine resource with other federal agencies, the state of Washington, and four American Indian tribes that live along the Olympic Coast. Each member in the institutional network has its own mission, priorities, and constraints on resources. Recognizing the need for effective institutional relationships, OCNMS staff and institutional partners identified “achieving collaborative and coordinated management” as a priority action area in OCNMS’s *Draft Management Plan and Environmental*

Assessment, published in January 2011. Their desired outcome is “improved communication, greater collaboration and stronger relationships between OCNMS and other agencies and governments with jurisdictions over resources in the sanctuary.”¹

The first strategy identified to achieve collaborative and coordinated management is to “evaluate the contribution of OCNMS’s institutional relationships to the management of resources within OCNMS.” This strategy would be completed by “bringing in an independent organization to conduct an external evaluation of OCNMS’s institutional



Image 1: Signage at OCNMS headquarters, Port Angeles, WA. Courtesy of Kristina Geiger.

¹ Olympic Coast National Marine Sanctuary. *Draft Sanctuary Management Plan*. OCNMS, 2010.

relationships in order to obtain fresh insights and to assess and support programmatic improvements in the management of resources in the sanctuary.”² The Olympic Coast Intergovernmental Policy Council (IPC) and the Sanctuary Advisory Council (SAC) would receive a report on the evaluation’s findings and seek advice on potential improvements.

In January 2011, a team of Master’s students at the University of Michigan School of Natural Resources and Environment (SNRE) learned of the management plan’s strategy for achieving collaborative and coordinated management from Ellen Brody, Great Lakes regional coordinator at the National Oceanic and Atmospheric Administration (NOAA). In February 2011, the team contacted OCNMS and inquired about conducting the external evaluation as part of a Master’s Project, the capstone of SNRE’s Master of Science graduate program. After discussing OCNMS’s goals for the evaluation and assessing the potential to successfully complete the evaluation, the team agreed to conduct the external evaluation. The following report examines the current state of OCNMS’s institutional relationships.

Institutional relationships play an important role in ability of OCNMS to manage the sanctuary and its marine resources. Institutional relationships are the lifeblood of collaboration. Collaboration goes beyond sharing resources and information. It involves crafting creative solutions together. Collaboration builds trust, allows parties to learn from one another, and increases the capacity of government agencies and communities to identify and respond to problems.³ At OCNMS, institutional relationships take many shapes. They include formal and informal ties. They involve government agencies, American Indian tribes, and members of the public with a stake in the resource. These ties allow participants to accomplish more by working together than they would by working alone.⁴

In 1994, when OCNMS was designated, the writers of the original management plan never anticipated some of these ties. Public involvement related to marine sanctuaries was mostly limited to commenting on federal rulemaking and designation of sanctuaries until the 1992 reauthorization of the National Marine Sanctuary Act, which authorized public engagement through Sanctuary Advisory Councils.⁵ Meanwhile, other laws and agency practices evolved to facilitate partnerships. NOAA, for instance, developed long-term, successful co-management relationships related to fisheries management through the National Marine Fisheries Service.⁶

Collaborative and coordinated management is a challenging goal because of the time, effort and commitment it requires from parties with overlapping but not identical

² *Ibid.*

³ Wondolleck, Julia and Steven Yaffee. *Making Collaboration Work: Lessons from Innovation in Natural Resource Management*. Washington, D.C.: Island Press, 2000.

⁴ OCNMS, 2010.

⁵ Morin, Tracey. “Sanctuary Advisory Councils: Involving the Public in the National Marine Sanctuary Program.” *Coastal Management* 29 (2001): 327-339.

⁶ Olympic Coast National Marine Sanctuary. *Draft Sanctuary Management Plan*. OCNMS, 2010.

priorities. However, the engagement of multiple parties who have different perspectives on management decisions can lead to more robust and efficient management outcomes. OCNMS set goals for improving and tracking the success of its collaborative management process; this evaluation provides baseline data on the health and functionality of its current institutional relationships.

In order to evaluate current institutional relationships at OCNMS, this report provides insights on the following questions through a review of literature, interviews and a survey of current institutional partners:

- What is the landscape of institutional relationships? In other words, what organizations, agencies and tribal nations does OCNMS collaborate, coordinate and communicate with on issues facing the Olympic Coast?
- How do individuals and organizations working with OCNMS define collaborative and coordinated management?
- Why do individuals and organizations work with OCNMS?
- What do individuals and organizations value about their relationships with OCNMS?
- What is working well in these relationships?
- What is particularly challenging in these relationships?
- What would individuals and organizations like to change about their relationships with OCNMS?
- What partnership areas should OCNMS pursue in the future?

Organization of the Report

This report details the findings of this year-long Master's Project in seven chapters. Chapter One introduces the purpose of the project. Chapter Two describes the complex landscape of institutional relationships at OCNMS, current and emerging issues facing the marine resources, and the activities and policies that have emerged from institutional relationships. Chapter Three describes the research on collaboration in natural resource management that informed the project's methods and analysis. Chapter Four explains the methods used in the interviews and survey design and analysis to address the research questions. Chapter Five reports and analyzes survey responses and patterns among respondent groups. Chapter Six ties together the literature review, interviews and survey responses to describe what is going well and what is challenging as OCNMS works to strengthen institutional relationships. Chapter Seven provides guidance about how OCNMS might continue to evaluate the health of its institutional relationships in the future.



Image 2: The Olympic Coast National Marine Sanctuary, off the coast of Washington state. It encompasses an area of 2,408 nautical square miles made up of continental shelf and deep ocean canyons. Courtesy of NOAA/OCNMS.

Chapter 2: Olympic Coast National Marine Sanctuary

History of OCNMS

Designated by the National Oceanic and Atmospheric Administration (NOAA) in 1994, the Olympic Coast National Marine Sanctuary (OCNMS) stretches across 2,408 nautical square miles, roughly as large as the states of Delaware and Rhode Island combined. It is part of the National Marine Sanctuaries Program, which manages marine protected areas “to conserve, protect, and enhance their biodiversity, ecological integrity and cultural legacy.”⁷ The diverse habitats of OCNMS, such as continental shelf and deep submarine canyons, support 29 species of marine mammals, one of the largest seabird colonies in the continental United States, and commercially important species of groundfish, shellfish and salmon. The bio-diverse marine ecology and remote and undeveloped nature of the adjacent shoreline made the region an ideal location for a marine sanctuary.

Before OCNMS was established, the transportation of commodities such as oil was a common use of the waters off the Olympic Coast.⁸ In 1988 and 1991, oil spills released a combined 300,000 gallons of refined fuel into the marine environment off the Olympic Coast.⁹ OCNMS was created partly in response to these oil spills. Other concerns centered on the threat of potential leases to explore for offshore oil deposits.¹⁰

OCNMS conservation strategies include regulations prohibiting the exploration for petroleum and the taking of any marine mammal or seabird from the sanctuary. Most of the day-to-day activities of the



Image 3: Olympic Coast National Marine Sanctuary, as seen from Neah Bay. Photo courtesy of Eric Roberts.

⁷ National Oceanic and Atmospheric Administration. *Sanctuary Management Plan*. OCNMS, 1994. Web. 30 March 2011. <http://olympiccoast.noaa.gov/protection/pubdocs/pt_V_manageplan.pdf>

⁸ National Oceanic and Atmospheric Administration. *Olympic Coast National Marine Sanctuary: Final Environmental Impact Statement/Management Plan*. NOAA, 1993. Web. 3 April 2011. <<http://www.gpo.gov/fdsys/pkg/CZIC-qh91-75-o5-o4-1993-v1/html/CZIC-qh91-75-o5-o4-1993-v1.htm>>

⁹ Cooke, Vincent and George Galasso. “Challenges and Opportunities for the Makah Tribe and Olympic Coast National Marine Sanctuary.” Paper submitted for The Coastal Society 2004 Conference, May 23-24, 2004. Web. 3 April 2011 <<http://nsgl.gso.uri.edu/riu/riuc04001/pdffiles/papers/20607.pdf>>

¹⁰ National Oceanic and Atmospheric Administration, 1993.

sanctuary rely on voluntary, rather than regulatory, strategies. The sanctuary conducts and facilitates research to gain new knowledge of the ecosystem and identify new stressors. It also provides training for teachers to improve classroom science education and holds events and programs to engage local communities.

Institutional Setting

Management of OCNMS is conducted through a collaborative framework. It involves consultation with American Indian tribes that have legal rights to fish within the sanctuary and interactions with agencies and organizations at multiple scales. The interaction is both necessary and complex because sanctuary boundaries overlap with Washington state waters, the legally established fishing grounds (Usual and Accustomed Areas) of the Makah, Quileute, and Hoh Tribes and Quinault Indian Nation (the Coastal Treaty Tribes), and the shoreline of Olympic National Park (see Figure 1). The overlapping jurisdictions require cooperative and coordinated management.

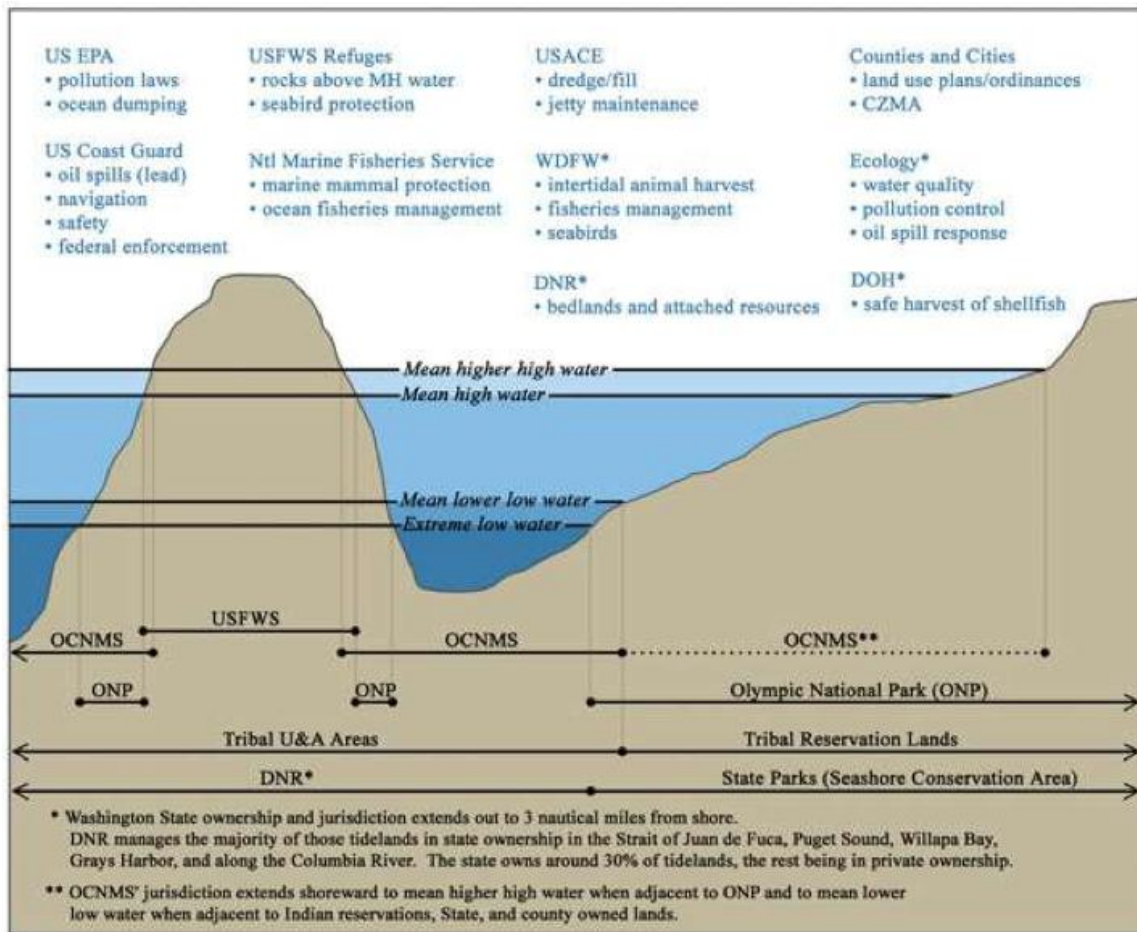


Figure 1: Jurisdictional boundaries at OCNMS, courtesy of the OCNMS Management Plan.

Other state and federal entities have jurisdiction over the resource. They include the U.S. Navy, which operates a nearby testing and training range, and the U.S. Coast Guard, which manages vessel traffic. Adjacent to OCNMS is Olympic Coast National Park, a World Heritage Site managed by the National Park Service, and the Washington

Maritime National Wildlife Refuge Complex, managed by the U.S. Fish and Wildlife Service. OCNMS works with these agencies to coordinate activities, such as responses to oil spills, and share information and priorities regarding management of the resource.

Formal Collaborative Bodies

OCNMS uses two formal bodies to coordinate and collaborate regarding management decisions: the Sanctuary Advisory Council (SAC) and the Olympic Coast Intergovernmental Policy Council (IPC).

Sanctuary Advisory Council

The 21-member Sanctuary Advisory Council provides OCNMS with stakeholder input from many perspectives. The SAC includes seats for the four Coastal Treaty Tribes, federal, state, and local agencies, as well as local citizens, non-profit organizations, and members of the public who have a stake in the resource. Public representatives include commercial fishers and members of the tourism business community. Although the SAC does not have decision-making authority, it advises OCNMS on a wide range of marine issues and provides for a two-way flow of information between the sanctuary and those who are interested in OCNMS



Image 4: Sanctuary Advisory Council meeting, courtesy of NOAA/OCNMS.

management decisions. The SAC meets six times per year in rotating locations within the region. Meetings are public and the agenda is set by OCNMS staff and SAC members.

Olympic Coast Intergovernmental Policy Council

The Olympic Coast Intergovernmental Policy Council (IPC) was established in 2007 by the state of Washington, NOAA, and the Makah, Quileute, and Hoh Tribes and Quinault Indian Nation. It is a new type of collaborative body, one that is unique among U.S. National Marine Sanctuaries and uncommon in the wider natural resource management field.

The IPC is a unique mechanism to provide “a forum for marine resource managers with regulatory jurisdiction over marine resources and activities within the boundaries of the OCNMS to enhance their communication, policy coordination and resource management strategies.”¹¹ According to the OCNMS Management Plan, the IPC’s co-management goals include protecting the health and safety of coastal residents; enhancing the social and economic vitality of coastal communities; and improving understanding and management of marine resources. By focusing on the following activities, the creation of

¹¹ Intergovernmental Policy Council. *IPC Condition Report Addendum*. IPC 2009. Web. 3 April 2011. <<http://sanctuaries.noaa.gov/science/condition/ocnms/addendum.pdf>>

the IPC established the following framework for government-to-government collaboration:

- Participating in review of OCNMS's management plan;
- Identifying research priorities, including development of a five-year Ocean Ecosystem Monitoring and Research Initiative;
- Establishing initial priorities for a transition to ecosystem-based management;
- Seeking stable and long-term funding to support operation of the IPC, and;
- Collaborating on planning for a national symposium focused on climate change and indigenous coastal cultures.¹²

Through the IPC, OCNMS maintains relationships with the state of Washington and the Tribes that have legal jurisdiction over the resource. The IPC is consulted on potential changes to regulations, identifies research priorities for the sanctuary, and participates in the discussion of a wide range of management issues. The IPC meets six times per year in rotating locations within the region. IPC meetings are not public. OCNMS participates as invited and does not set the agenda for IPC meetings.

OCNMS Institutional Relationships

Listed below are current and past institutional partners and a brief explanation of how their missions overlap with OCNMS management goals. This list is not exhaustive and these relationships evolve and change over time due to shifting priorities within organizations and OCNMS.

Governmental Institutional Relationships

OCNMS works with federal agencies, the state of Washington, the Coastal Treaty Tribes, and local governments to manage marine resources.

Federal Agency Institutional Relationships:

US Navy: The Navy has used portions of OCNMS as training and technology testing ranges for decades, well before the designation of OCNMS. Working together, Navy and OCNMS staff established the use of biodegradable buoys for training exercises to minimize the environmental impact of the Navy's activities. The Navy has a non-voting seat on the SAC.

¹² Olympic Coast National Marine Sanctuary, 2011.

US Coast Guard: OCNMS has worked with the US Coast Guard (USCG) since 1994 to monitor shipping traffic through sanctuary waters and prepare for oil spills. Together, they sought the creation of the “Area to Be Avoided” (ATBA), a large area where shipping traffic is limited in order to protect sensitive ecosystems. OCNMS and the USCG jointly educate shippers and seek voluntary compliance with the ATBA.¹³

Olympic National Park: OCNMS and Olympic National Park (ONP) share the coastline and intertidal zone bordering the sanctuary. Both OCNMS and ONP conduct research and education programs in the area. The activities initiated by each agency in the intertidal zone depend on the resources and interests of each agency and vary over time. For example, in the past OCNMS and ONP jointly funded coastline interpretive staff. More recently, since OCNMS’s programs have matured to allow more resources to be allocated to research in the deep waters of the sanctuary, ONP has taken more ownership of the intertidal zone research activities. ONP has a non-voting seat on the SAC.

US Fish and Wildlife Service: The U.S. Fish and Wildlife Service (FWS) manages the Quillayute Needles and Copalis National Wildlife Refuges, a series of islands in OCNMS.¹⁴ Sea lions, sea otters, and many migratory birds use the islands while feeding in sanctuary waters. FWS and OCNMS work together to protect the wildlife of the Olympic Coast. FWS has a non-voting seat on the SAC.

US Geological Survey: The US Geological Survey (USGS) and OCNMS coordinate research on seafloor habitat and mapping. OCNMS shares research

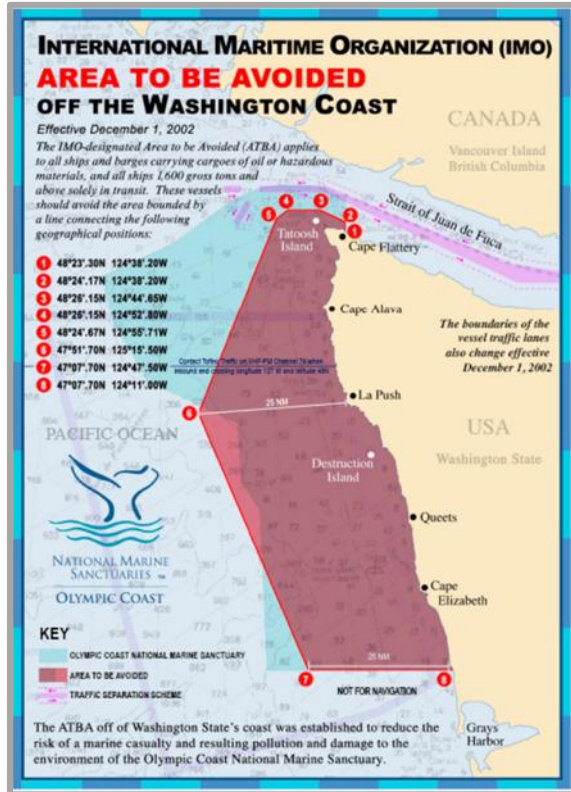


Image 5: Flier defining the Area To Be Avoided (ATBA). Courtesy of OCNMS.

¹³ "Area to Be Avoided." *Olympic Coast*. Web. 07 Apr. 2012.

<<http://olympiccoast.noaa.gov/protect/incidentresponse/atba.html>>

¹⁴ "Copalis National Wildlife Refuge." *U.S. Fish and Wildlife Service Home*. Web. 07 Apr. 2012.

<<http://www.fws.gov/washingtonmaritime/copalis/>>

cruise time with USGS and in return more of the OCNMS seafloor is mapped.¹⁵ USGS has a non-voting seat on the SAC.

Pacific Fishery Management Council: The Pacific Fishery Management Council (PFMC) is part of the NOAA National Marine Fishery Service. PFMC is made up of representatives from American Indian tribes and the states of Washington, Oregon, California, and Idaho. PFMC manages 119 fishery species along the Pacific Coast by issuing permits and setting catch limits. OCNMS provides input on PFMC decisions that affect OCNMS marine resources. The PFMC designates Essential Fish Habitat (EFH) to protect fisheries and small portions of OCNMS are set aside as EFH. OCNMS research on deep sea corals has been presented to PFMC for consideration. The PFMC was consulted during OCNMS's management plan review process. The PFMC holds a non-voting seat on the SAC.

Washington State Institutional Relationships:

Washington State Department of Ecology: The Department of Ecology is responsible for coastal and shoreline management. OCNMS shares coastline with the state of Washington and both agencies work within state waters to minimize coastal erosion and protect environmental and water quality. The Department of Ecology is a key player in oil spill response and participates in oil spill response drills in OCNMS.¹⁶ The Department of Ecology has a voting seat on the SAC.

Washington Department of Natural Resources: The Department of Natural Resources (DNR) manages state water, forest and ecosystem resources for human use. State forest lands border OCNMS waters and the DNR issues permits for aquaculture and buoys in state waters.¹⁷ The DNR has a voting seat on the SAC.

Washington State Department of Fish and Wildlife: The Department of Fish and Wildlife (DFW) protects the fauna within state waters.¹⁸ DFW and OCNMS work to protect game and non-game species. DFW also regulates recreational and commercial fishing regulations within state waters. DFW has a voting seat on the SAC.

¹⁵ "USGS CMG Activities by Organization (Olympic Coast National Marine Sanctuary)." *Home Page*. Web. 09 Apr. 2012.

<http://walrus.wr.usgs.gov/infobank/programs/html/organizations2idshtml/o/ocnms_ids.html>.

¹⁶ "Washington's Ocean Resources | Home Page | Washington State Department of Ecology." *Washington State Department of Ecology*. Web. 07 Apr. 2012.

<<http://www.ecy.wa.gov/programs/sea/ocean/index.html>>

¹⁷ "Aquatic & Marine Sciences ." *Aquatic & Marine Sciences*. Web. 09 Apr. 2012.

<<http://www.dnr.wa.gov/ResearchScience/AquaticMarineSciences/Pages/Home.aspx>>.

¹⁸ "Mission Statement and Department Goals | Washington Department of Fish and Wildlife." *Washington Department of Fish & Wildlife*. Web. 07 Apr. 2012. <http://wdfw.wa.gov/about/mission_goals.html>

Tribal Government Institutional Relationships:

Hoh Tribe: Hoh Tribe representatives sit on both the IPC and SAC to share their perspective on management decisions. The Hoh Tribe has fishery access and co-management authority over their Usual and Accustomed Area (UAA), which overlaps with OCNMS.

Makah Tribe: After two oil spills near their coastline in the early 1990s, the Makah Tribe supported the designation of OCNMS. The Makah Tribe and OCNMS conduct joint interpretation at the Makah Museum in Neah Bay, Washington.¹⁹ Makah Tribe representatives sit on both the IPC and the SAC to share their perspective on management decisions. The Makah Tribe has fishery access and co-management authority over their UAA which overlaps with OCNMS.

Quileute Tribe: The Quileute Tribe has fishery access and co-management authority over their UAA which overlaps with OCNMS. Quileute Tribe representatives sit on both the IPC and the SAC to share their perspective on management decisions.

Quinault Indian Nation: The Quinault Indian Nation has fishery access and co-management authority over their UAA which overlaps with OCNMS. Quinault Indian Nation representatives sit on both the IPC and the SAC to share their perspective on management decisions.

Local Government Institutional Relationships:

Chambers of commerce, Marine Resources Committees and city and county governments: Local government organizations work with OCNMS on sanctuary policies that affect local economies and residents. The SAC has voting seats for local government representatives. A voting seat on the SAC for a “Citizen at Large” is filled by board members and staff of county commissions.

Non-Governmental Institutional Relationships

OCNMS also maintains relationships with a host of academic institutions and non-governmental organizations to collaborate on research, outreach and education goals.

Surfrider Foundation: The Surfrider Foundation is a non-profit organization that advocates for public access to oceans and beaches and protection of the marine environment to maintain the health of the ecosystem.²⁰ Surfrider and OCNMS host a joint beach clean-up day that brings volunteers from across the region to

¹⁹ Cooke and Galasso, 2004.

²⁰ "Mission." *Surfrider Foundation*. Web. 07 Apr. 2012. <<http://www.surfrider.org/pages/mission>>

pick up litter on a portion of OCNMS shoreline. Representatives of Surfrider have held both the conservation and recreation/tourism voting seats on the SAC.

Maritime Exchange of Puget Sound: The Maritime Exchange of Puget Sound is a non-profit that serves the shipping industry by providing communication services and information to shipping vessels in the region.²¹ The Marine Exchange works with OCNMS to warn ships about hazards and special regulations in sanctuary waters and guide shipping traffic around sensitive areas. The Maritime Exchange holds a voting seat on the SAC.

Commercial Fishing: The SAC has a voting seat for a representative of the commercial fishing industry. It is filled by individuals who provide information to OCNMS about the impacts of its decisions on the fishing industry. The commercial fishing representative also works to maintain a connection between the industry and sanctuary management.²²

Seattle Aquarium: OCNMS and the Seattle Aquarium designed the Ocean Science Program to teach 500 teachers, 15,000 students and 1,375 Washington families about marine resources.²³ The program, which ran from 2006-2011, included teacher workshops, field trips for students and ocean literacy curriculum development.

University of Washington: Researchers at the University of Washington use OCNMS research cruises and ship time to learn more about the status and trends of the marine resources in OCNMS.²⁴

Olympic Coast Alliance: The Olympic Coast Alliance is the only non-profit focused directly on peninsula environmental issues, including cooperation with OCNMS.²⁵ OCNMS Superintendent Carol Bernthal is an ex-officio member of the board.

Relationships with the Coastal Treaty Tribes

The Coastal Treaty Tribes (Tribes) have inhabited and utilized the coastal and marine environments of the Olympic Peninsula since ancient times. Their way of life is intimately linked to the resources found within the natural environment; the wellbeing

²¹ "Table of Contents Page." *Home Port*. Web. 07 Apr. 2012.

<<http://www.marineexchangesea.com/about.htm>>

²² "Sanctuary Advisory Council." *Olympic Coast*. Web. 09 Apr. 2012.

<http://olympiccoast.noaa.gov/involved/sac/sac_welcome.html>

²³ "E-Newsletter Articles." *Seattle Aquarium*. Web. 14 Apr. 2012.

<<http://www.seattleaquarium.org/page.aspx?pid=1189>>

²⁴ "Research Assets." *Olympic Coast*. Web. 14 Apr. 2012.

<<http://olympiccoast.noaa.gov/science/assets/assets.html>>

²⁵ "Olympic Coast Alliance." *Olympic Coast Alliance*. Web. 14 Apr. 2012.

<<http://www.olympiccoast.org/about.html>>

and continued existence of the Tribes is dependent upon access to the natural resources of the region. By signing a series of treaties, including the treaty of Olympia (1855) and the Treaty of Neah Bay (1855), the United States entered into treaty relationships with the federally recognized and independent Tribes.^{26,27} These treaties require the United States to recognize the Tribes' rights to the natural resources in their UAAs, which are the locations where the Tribes historically hunted, fished and gathered resources.²⁸ The treaties also required the Tribes to transfer thousands of acres of land to the U.S. in return for reservation homelands.²⁹

United States v Washington in 1974, otherwise known as the Boldt Decision, reconfirmed the Tribes' right to fish in their UAAs, solidified their right to manage fisheries within their jurisdiction and mandated co-management with state and federal agencies.^{30,31} The area designated as OCNMS lies within the Tribes' UAAs but the designation of OCNMS did not change the Tribes' access or management authority regarding fisheries resources.

Treaty trust responsibility and the Boldt Decision in Washington State mandate formal, government-to-government relationships between the Tribes and OCNMS. An investigation by Amanda Murphy, a graduate student at the University of Washington, focused on the relationships between OCNMS and the Tribes to determine why and how federal, state, and tribal governments collaborate. Murphy conducted a qualitative case study to identify the factors that led to the formation of the IPC and the factors that motivate the Tribes and OCNMS staff to collaborate.³² According to Murphy's investigation, the establishment of the IPC is the result of situational and social factors.

Two situational factors that spurred formation of the IPC include the announcement of marine-zoning recommendations at OCNMS while the Tribes were watching NOAA's revisions to Designation Documents at the Channel Islands National Marine Sanctuary (CINMS) off the coast of California. In 2000, an OCNMS Advisory Council working group created maps detailing important ecological sites and announced potential zoning options for the sites, including no-take marine reserves. None of the working group members were from the Tribes, yet zoning options were located on tribal reservation lands. Concurrently, there was speculation the CINMS was attempting to regulate fisheries by revising its Designation



Image 6: Signing of the Intergovernmental Policy Council agreement, Courtesy of Greg McCormack.

²⁶ Cohen, Fay G. *Treaties On Trial: The Continuing Controversy over Northwest Indian Fishing Rights*. Seattle: University of Washington, 1986. Print.

²⁷ Intergovernmental Policy Council, 2009.

²⁸ *Ibid.*

²⁹ *Ibid.*

³⁰ *Ibid.*

³¹ Murphy, Amanda. "A Collaborative Approach to Intergovernmental Coordination: A Case Study of the Olympic Coast Intergovernmental Policy Council." Thesis submitted in partial fulfillment of Master of Marine Affairs, University of Washington. 2011.

³² *Ibid.*

Documents. The combination of these situational factors generated the belief within the Tribes that OCNMS might make management decisions that would infringe upon their rights to manage marine resources in their UAAs.

Social factors influencing the establishment of the IPC included recognition of tribal sovereignty.³³ Murphy's interviewees indicated they supported establishment of the IPC as a more appropriate venue for sovereign nations to discuss management issues than the SAC. However, interviewees stressed the IPC is not a substitute for government-to-government consultation. Additional social factors included the need to establish new lines of communication and develop relationships between the Tribes and OCNMS.³⁴

Based on the interview responses, Murphy concluded that collaboration between OCMNS and the Tribes would be facilitated by clear communication, a common vision held by all co-managers, the establishment of trust, and observation of the tangible results of collaboration.³⁵ Murphy also concluded the aforementioned factors were influenced by institutions, capacity and incentives of participation, group structure and geography.

Murphy's research is inconclusive as to whether the IPC assists in creating a shared vision for ocean policy and management.³⁶ The interviewees were collaborating on the Management Plan Review (MPR) process when they were interviewed and indicated they would not know if a shared vision was created until after the completion of the MPR process and release of the Final Management Plan. For similar reasons, the research did not determine whether common visions of both co-management and conservation would result from the formation of the IPC.

Management Plan Review Process

The National Marine Sanctuary Act of 1972 requires sanctuaries to complete a management plan review process every five years. This review process has not occurred on schedule at many of the sanctuaries; the recently completed review process was the first at OCNMS since its designation in 1994. In 2008, OCNMS began the Management Plan Review (MPR) process with a Condition Report detailing the status of OCNMS resources, current and emerging threats to the marine resource, and management responses to the threats.³⁷ OCNMS held a 60-day public scoping period in fall 2008.

OCNMS accepted written comments and held public meetings that allowed citizens and agencies to propose issues for OCNMS to consider during the MPR. OCNMS conducted workshops with the SAC and IPC to convert the proposed issues into priorities for the MPR process. The priorities for the review process were:

³³ *Ibid.*

³⁴ *Ibid.*

³⁵ *Ibid.*

³⁶ Murphy, 2011.

³⁷ "Management Plan Review Process Archived Timeline." *Olympic Coast*. Web. 11 Apr. 2012. <http://olympiccoast.noaa.gov/management/managementplan/mgmt_timeline.html>

1. Improved Partnerships
2. Characterization and Monitoring
3. Spill Prevention, Contingency Planning and Response
4. Climate Change
5. Ocean Literacy
6. Marine Debris

Working groups made up of SAC members, IPC members and relevant experts were formed for each priority area. The working groups wrote draft chapters on their priority issue. OCNMS shared these draft chapters with the SAC and IPC in 2010 and used their input to write the Draft Management Plan in January 2011. A final public comment period in spring 2011 informed the final revisions and the new Management Plan was approved in September 2011. The new management plan has five priority areas and twenty action plans. The five priority areas are:

1. Achieve Collaborative and Coordinated Management
2. Conduct Collaborative Research, Assessments and Monitoring to Inform Ecosystem-Based Management
3. Improve Ocean Literacy
4. Conserve Natural Resources in the Sanctuary
5. Understand the Sanctuary's Cultural, Historical and Socioeconomic Significance

This external assessment of institutional relationships at OCNMS fulfills strategy CCM1 under the first priority area, Achieve Collaborative and Coordinated Management.

Current and Emerging Issues

OCNMS was designated to protect the Olympic Coast from oil spills, but other issues also threaten the marine resource. The Olympic Coast region is still open to offshore energy development including tidal, wind, and oil and gas. OCNMS is part of oil spill response planning but shipping incidents still pose a threat to the marine resource. Only 37 percent of the seafloor within OCNMS boundaries is mapped for habitat quality.³⁸

Without these maps and detailed information on the marine ecosystems, OCNMS and its partners face large data gaps about the marine resources when they make management decisions. Fishing methods such as bottom trawling has the potential to harm deep sea

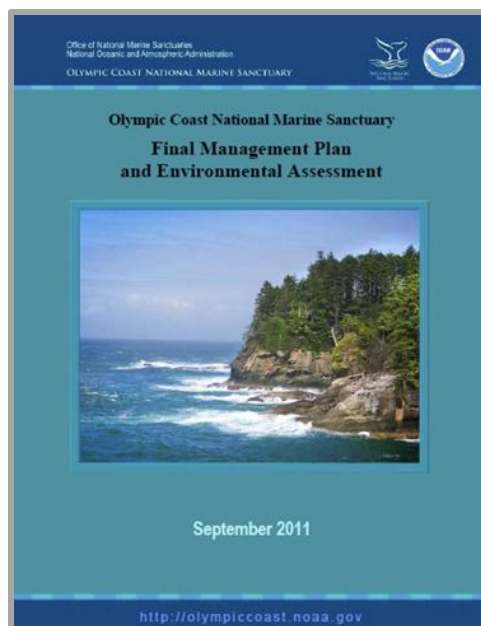


Image 7: Cover page of the OCNMS Final Management Plan and Environmental Assessment.

³⁸ "Seafloor Habitat Mapping." *Olympic Coast*. Web. 11 Apr. 2012.
<<http://olympiccoast.noaa.gov/science/habitatmapping/habitatmapping.html>>

coral that provide forage and breeding sites for fish.³⁹ Some portions of OCNMS were set aside by PFMC as Essential Fish Habitat and are off limits to commercial fishermen. OCNMS is also working with partners to clear marine debris, mostly derelict fishing gear, from sensitive habitats within the sanctuary.⁴⁰ Public visibility and awareness of OCNMS and the marine resource is low so OCNMS and partners work on outreach to improve marine literacy and understanding.

Climate Change and OCNMS

Climate change is a major emerging issue that affects all of the programmatic areas of a marine sanctuary.⁴¹ Climate change emerged as a key concern when OCNMS conducted the public scoping process to draft its new Management Plan. Members of public and individuals within OCNMS's institutional network voiced concerns for the effects of climate change on organisms within the sanctuary and the broader ecosystem.⁴²

Climate change is expected to disrupt the productivity of marine systems with potentially dramatic effects on food webs. Ocean acidification is expected to add to existing stress on marine organisms, potentially hastening the decline of important species. Coastal and marine habitats are threatened by rising sea levels and greater erosion.

In the Pacific Northwest, scientists expect precipitation to become more variable and seasonal events to occur earlier.⁴³ Higher inland stream temperatures and greater peak flows are likely to increase the mortality rates of salmon, a species of great cultural and economic value.⁴⁴ Losing healthy populations of such a top predator could ripple through the ecosystem in unpredictable ways.⁴⁵ Potential changes to shoreline habitat in the area include shifts in beaches, erosion of bluffs, and damage to important shellfish beds. American Indian tribes are particularly vulnerable to the impacts of climate change. With their dependence on place-based rights, tribes are vulnerable to the flooding of low-lying coastal reservations and disruptions to the populations of species within their usual and accustomed fishing grounds.⁴⁶

³⁹ "Coral and Sponge." *Olympic Coast*. Web. 11 Apr. 2012.

<<http://olympiccoast.noaa.gov/science/coralandsponge/coralandsponge.html>>

⁴⁰ "Marine Debris." *Olympic Coast*. Web. 11 Apr. 2012.

<<http://olympiccoast.noaa.gov/protect/marinedebris/marinedebris.html>>

⁴¹ Olympic Coast National Marine Sanctuary, 2011.

⁴² *Ibid.*

⁴³ Mote, Philip and Eric Salathé. "Future Climate in the Pacific Northwest." *Climatic Change* (102) 2010: 29-50.

⁴⁴ Mantua, Nathan, Ingrid Tohver and Alan Hamlet. "Climate Change Impacts on Stream Flow Extremes and Summertime Stream Temperature and their Possible Consequences for Freshwater Salmon Habitat in Washington State." *Climatic Change* 102 (2010): 187-223.

⁴⁵ Miles, Edward, Marketa Elsner, Jeremy Littell, Lara Binder and Dennis Lettenmaier. "Assessing Regional Impacts and Adaptation Strategies for Climate Change: The Washington Climate Change Impacts Assessment." *Climatic Change* 102 (2010): 9-27.

⁴⁶ Papiez, Chelsie. "Climate Change Implications for the Quileute and Hoh Tribes of Washington: A Multidisciplinary Approach to Assessing Climatic Disruptions to Coastal Indigenous Communities." Thesis

To address the threat of climate change, OCNMS integrated climate change-related activities across its programmatic areas. In addition, OCNMS drafted a Climate Change Action Plan that included three desired outcomes. First, OCNMS plans to participate in the NOAA Sentinel Site Program, which designates marine sanctuaries as sites to conduct long-term monitoring and research related to climate change. Second, OCNMS intends to serve as an important source of climate change information on the outer coast ecosystems. Third, OCNMS wants to understand and prepare for the likely impacts of climate change on the region. These three aspirations will require OCNMS to work with and engage the SAC, the IPC and local communities.⁴⁷

OCNMS's plans recognize the important role marine sanctuaries play in the ecosystem. As protected areas, marine sanctuaries enhance the resiliency of locally important marine resources. OCNMS and many of the nation's other marine sanctuaries already pursue conservation strategies that realize co-benefits in addressing climate change. For instance, strategies that seek to decrease the amounts of land-based contaminants, sediment run-off, or pollution from vessels that enters the sanctuary strengthens the resiliency of the marine resources to withstand the added stress of climate change.⁴⁸

To protect marine resources to the fullest extent possible from the effects of climate change, however, will require managers to strengthen partnerships and collaborations with local communities, user groups and scientists. New institutional arrangements are needed.⁴⁹ The governance of marine systems needs to become more adaptive and flexible, informed by a clear understanding of ecosystem dynamics that incorporates information from scientists, user groups and indigenous sources.⁵⁰ Scientists and resource managers have to collaborate to identify gaps in data, and resolve them by producing new knowledge that will be useful to making management decisions.⁵¹

One example of the more expansive role a marine sanctuary can play in addressing climate change can be found outside San Francisco, California, the location of the Gulf of the Farallones National Marine Sanctuary. The sanctuary held two climate change summits with partners that included the California Academy of Sciences and San

submitted in partial fulfillment of Master of Environmental Studies, Evergreen State College, Olympia, WA, 2009.

⁴⁷ Olympic Coast National Marine Sanctuary, 2011.

⁴⁸ Keller, Brian, Daniel Gleason, Elizabeth McLeod, Christa Woodley, Satie Airame, Billy Causey, Alan Friedlander, Rikki Grober-Dunsmore, Johanna Johnson, Steven Miller and Robert Steneck. "Climate Change, Coral Reef Ecosystems, and Management Options for Marine Protected Areas." *Environmental Management* (44) 2009: 1069-1088.

⁴⁹ Higgason, Kelley and Maria Brown. "Local Solutions to Manage the Effects of Global Climate Change on a Marine Ecosystem: A Process Guide for Marine Resource Managers." *ICES Journal of Marine Science* (66) 2009: 1640-1646.

⁵⁰ Hughes, Terrence, David Bellwood, Carl Folke, Robert Steneck and James Wilson. "New Paradigms for Supporting the Resilience of Marine Ecosystems." *Trends in Ecology and Evolution* (20:7) 2005: 380-386.

⁵¹ Tribbia, John and Susanne Moser. "More Than Information: What Coastal Managers Need to Plan for Climate Change." *Environmental Science & Policy* (11) 2008: 315-328.

Francisco Bay National Estuarine Research Reserve.⁵² More than 100 participants attended the 2010 summit. Among the recommendations of the summit was to negotiate an interagency and local government Memorandum of Understanding and create a senior-level regional government group. The purpose of the MOU and regional government group is to structure a dialogue on climate change, develop a common vision for action, provide for stakeholder input, and make use of the best available science in management.⁵³

⁵² "Ocean Climate Summits." Gulf of the Farallones National Marine Sanctuary. Web. 6 April 2012. <<http://farallones.noaa.gov/manage/climate/summits.html>>

⁵³ "2010 Ocean Climate Summit Report: Moving from Knowledge to Action." Gulf of the Farallones National Marine Sanctuary. 2010. Web. 6 April 2012. <http://farallones.noaa.gov/manage/climate/pdf/OCSummitReport_060310.pdf>

Chapter 3: Collaboration in Natural Resource Management

OCNMS's experience is part of a growing trend in natural resource management. Collaborative approaches are being implemented across the globe.⁵⁴ Their numbers have grown rapidly since the early 1990s.⁵⁵ One assessment conducted in the mid-1990s identified 619 sites in the United States alone where place-based collaborative, ecosystem management approaches were being practiced.⁵⁶ Community groups, user groups, and all levels of government were involved.

New laws or policies also enable or require greater public participation in government programs or create collaborative efforts. Notable laws and policies include the National Environmental Policy Act (NEPA) of 1969, which was significant in calling on federal agencies to coordinate plans, functions and resources to protect human welfare and the environment.⁵⁷ NEPA requires public involvement in the planning of major federal actions. Public involvement in marine sanctuaries increased with the 1992 reauthorization of the National Marine Sanctuary Act. Section 315 of the Act authorized the creation of Sanctuary Advisory Councils, which provide a forum for public involvement, comment and advice in sanctuary management.⁵⁸ In 2004, President George Bush signed an executive order directing agencies to promote "cooperative conservation," a term which includes collaborative activity involving federal and state agencies, and local and tribal governments.⁵⁹

Still other initiatives are triggered by changes in agency attitudes. The Gulf of Maine Council on the Marine Environment, for instance, came about after managers in New England and Canadian resource agencies voluntarily embraced a shared goal of coordinating their efforts and sharing information to improve a stressed ecosystem.⁶⁰

⁵⁴ Belton, Lorien and Douglas Jackson-Smith. "Factors Influencing Success Among Collaborative Sage-Grouse Management Groups in the Western United States." *Environmental Conservation* (37:3) 2010: 250-260.

⁵⁵ Koontz, Tomas and Craig Thomas. "What Do We Know and Need to Know About the Environmental Outcomes of Collaborative Management?" *Public Administration Review*. Special Issue: Environmental Outcomes of Collaborative Management (2006): 111-121.

⁵⁶ Yaffee, Steven, Ali Phillips, Irene Frentz, Paul Hardy, Sussanne Maleki and Barbara Thorpe. *Ecosystem Management in the United States: An Assessment of Current Experience*. Washington, DC: Island Press, 1996.

⁵⁷ Bureau of Land Management. "A Desk Guide to Cooperating Agency Relationships." 2005. Web. 11 April 2012.

<http://www.blm.gov/pgdata/etc/medialib/blm/wo/Planning_and_Renewable_Resources/coop_agencies.Par.69801.File.dat/CAGUIDE05.pdf>

⁵⁸ Morin, 2001.

⁵⁹ Executive Order No. 13352, 69 Federal Register 52,989. 26 August, 2004.

⁶⁰ Sievanen, Leila, Heather Leslie, Julia Wondolleck, Steven Yaffee, Karen McLeod and Lisa Campbell. "Linking Top-Down and Bottom-Up Processes Through the National Ocean Policy." *Conservation Letters* (00) 2011: 1-6.

Defining Coordination, Collaboration, and Co-management

OCNMS set a goal of achieving effective coordinated and collaborative management. Meanwhile, tribal governments would like to co-manage the resource with OCNMS. What is the difference between coordination, collaboration, and co-management? The terms are frequently treated similarly in the literature, though many researchers make distinctions in the degree of integration and shared authority by the actors in the network.

Participants in a coordinative network, for instance, may take a step forward in integrating their activities by coordinating them. But they do not forgo any ability to operate autonomously from one another. They do not need to share a common vision. They do not need to make changes in their own ways to accommodate other actors.⁶¹

Participants in a collaborative network acknowledge they need each other to solve a problem that cannot be solved by any single participant acting individually. They have a degree of interdependence, and acknowledge it. They pool their resources.⁶² Collaboration does not mean participants in a collaborative network give up their authority over their own budgets or personnel, however. Instead, they maximize their individual capabilities by ensuring that the best resources from among the collaborating participants can be applied to solve a common problem. Stakeholders are directly engaged in the process to develop potential solutions.⁶³ Agencies with jurisdiction over the resource, however, retain their authority to select the solution that best comports with scientific advice, policy and law.⁶⁴ Solving the problem may require new institutional arrangements to share power among the participants. Overall, building an effective collaborative network is a long-term process.⁶⁵

Co-management implies an even deeper level of interconnection among participants. Decision-making, veto power and management authority are shared at multiple levels.^{66,67} Rights and responsibilities also are shared between the state and local users of the resource.⁶⁸ All co-managers work together to draft management policies, establish priority issue areas and action items, complete daily management activities and gauge the

⁶¹ Mandell, Myrna and Robyn Keast. "Evaluating Network Arrangements: Toward Revised Performance Measures." *Public Performance & Management Review* (30:4) 2007: 574-597.

⁶² Gray, Barbara. "Conditions Facilitating Interorganizational Collaboration." *Human Relations* (38:10) 1985: 911-936.

⁶³ Ansell, Chris and Alison Gash, 2007.

⁶⁴ Bryan, Todd. "Tragedy Averted: The Promise of Collaboration." *Society and Natural Resources* (17) 2004: 881-896.

⁶⁵ Mandell and Keast, 2007.

⁶⁶ Conley, Alex and Ann Moote. "Collaborative Conservation in Theory and Practice: Literature Review." Udall Center for Studies in Public Policy, the University of Arizona, 2001.

⁶⁷ Stevens, Stan. *Conservation Through Cultural Survival: Indigenous Peoples and Protected Areas*. Washington, DC: Island, 1997. Print.

⁶⁸ Plummer, Ryan and John FitzGibbon. "Some Observations on the Terminology in Co-Operative Environmental Management." *Journal of Environmental Management* (70) 2003: 63-72.

success of management policies and processes.⁶⁹ The tangible results of co-management – on-the-ground projects – are implemented jointly.⁷⁰

Benefits of Collaboration

Although collaboration takes many shapes, collaborative initiatives share common aspirations. Collaborative efforts manage resources to respond to changes in ecological, political and social contexts.⁷¹ Today's environmental problems defy simple solutions. They cannot be solved by a government agency acting alone, issuing a command-and-control directive. Instead, environmental problems may result from the choices of many independent actors and transcend agency jurisdictions.⁷² Scientific research, meanwhile, increasingly points to the need to protect not just species, but whole ecosystems that support those species.⁷³

Government agencies are tasked to do more with fewer resources. Each new collaborative relationship brings with it potential benefits in the form of new resources, such as information or expertise.⁷⁴ Collaboration can conserve money and human resources by avoiding the duplication of work while accomplishing more than each party could on its own.⁷⁵

Collaboration bridges fragmented systems of governance, a fact of life that is particularly challenging for agencies like NOAA that work in marine contexts. Collaboration can defuse conflict before it erupts through the early involvement of affected or interested parties in the decision-making process.⁷⁶ Engaging those parties in the process allows them to own the decision and have a stake in the success of the outcome.⁷⁷

Agencies have real incentives to engage other parties. Today's stakeholders have greater expectations for participating in natural resource management.⁷⁸ They also have greater influence. Stakeholders, user groups, and other government agencies can use changes in

⁶⁹ Stevens, 1997.

⁷⁰ Donoghue, Ellen, Sara Thompson and John Bliss. "Tribal-Federal Collaboration in Resource Management." *Journal of Ecological Anthropology* (14) 2010: 22-38.

⁷¹ Wondolleck and Yaffee, 2000.

⁷² Koontz and Thomas, 2006.

⁷³ Grumbine, Edward. "What is Ecosystem Management?" *Conservation Biology* (8:1) 1884: 27-38.

⁷⁴ Agranoff, Robert and Michael McGuire. *Collaborative Public Management: New Strategies for Local Government*. Washington, D.C.: Georgetown University Press, 2003.

⁷⁵ Coughlin, Chrissy, Merrick Hoben, Dirk Manskopf, Shannon Quesada and Julia Wondolleck. "A Systematic Assessment of Collaborative Resource Management Partnerships." Master's Project, Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 1999.

⁷⁶ Basta, Daniel and Charles Ehler. "Integrated Management of Coastal Areas and Marine Sanctuaries: A New Paradigm." *Oceanus* (36) 1993: 6-15.

⁷⁷ Ansell, Chris and Alison Gash. "Collaborative Governance in Theory and Practice." *Journal of Public Administration Research and Theory* (18) 2007: 543-571.

⁷⁸ Schuett, Michael, Steve Selin and Deborah Carr. "Making It Work: Keys to Successful Collaboration in Natural Resource Management." *Environmental Management* (27:4) 2001: 587-593.

environmental law and management to scuttle or hold up an agency's decision.⁷⁹ Not only does collaboration create wiser decisions, it can increase the likelihood that the decisions can be implemented. Although the long-term effects of many initiatives cannot be evaluated at this point, research to date shows collaborative initiatives achieve positive ecological results.⁸⁰

Factors that Facilitate Effective, Meaningful, and Productive Institutional Relationships

OCNMS works through its network of institutional relationships to accomplish its conservation goals. Institutions, however, are given life by the individuals within them. The literature on collaboration and networks indicates that the factors that facilitate effective, meaningful and productive institutional relationships are similar to the factors that enhance personal relationships.

Relationships often are built on intangible qualities. However, relationships seldom begin with all of them. They can be developed through the character and actions of the individuals involved in the relationships.⁸¹

Many relationships between organizations are facilitated by dedicated, committed individuals, or champions, whose willpower or persuasion ensure support for the relationship from above and below.⁸² Strong leaders within agencies have provided the motivation for others to participate in collaborative relationships because of their drive and vision.⁸³

The process used to manage institutional relationships can foster productive interpersonal dynamics. Collaborative initiatives often begin with a compelling focus, such as on a special place shared among the participants. Or, they build a shared vision or view of the problem.⁸⁴ Clear goals, ground rules and expectations provide for effective processes. Clear goals, for instance, allow all of the parties to know what the effort is trying to achieve and provide an important sense of direction.⁸⁵ A regular forum, such as the SAC or IPC, establishes opportunities for the parties to interact, share information and problem-solve.

⁷⁹ Ackerman, Stark. "Observations on the Transformation of the Forest Service: The Effects of the National Environmental Policy Act on U.S. Forest Service Decision Making." *Environmental Law* (20) 1990: 703-734.

⁸⁰ Wondolleck and Yaffee, 2000.

⁸¹ Brinkerhoff, Jennifer. "Assessing and Improving Partnership Relationships and Outcomes: A Proposed Framework." *Evaluation and Program Planning* 25 (2002): 215-231.

⁸² Council on Environmental Quality. "Collaboration in NEPA: A Handbook for NEPA Practitioners." 2007. Web.

⁸³ Selin, Steve and Deborah Chavez. "Developing a Collaborative Model for Environmental Planning and Management." *Environmental Management* (19) 1995: 189-195.

⁸⁴ Wondolleck and Yaffee, 2000.

⁸⁵ Vangen and Huxham, 2003. "Nurturing Collaborative Relations: Building Trust in Interorganizational Collaboration." *Journal of Applied Behavioral Science* (39:5) 2003: 5-31.

Imbalances among the participants may have to be addressed by enabling parties that lack skills, expertise or organizational support to participate effectively and meaningfully.⁸⁶ Momentum can be generated by successful accomplishment of smaller tasks or projects or achieving intermediate goals that help generate enthusiasm and commitment.⁸⁷

Trust is one of the most important elements in a relationship. Individuals need to trust each other, or at least trust that they will be treated fairly in the process involved in managing the relationship. Trust allows individuals to share information more easily, explore their differences, learn from one another, and create new opportunities to solve problems.⁸⁸ Trust can be built by being reliable and honest. Trust can be built by understanding what the other person values, and then communicating information relevant to those values in an accurate and timely manner.⁸⁹ Trust can be built by managing expectations of the relationship, establishing achievable near-term goals, and then fulfilling them. Trust can be built by acting consistently, allowing the other party to predict future behavior.⁹⁰

Other intangible qualities are just as important and contribute to what makes for trusting relationships. Individuals need to feel respected, valued, listened to and understood.⁹¹ Respect can be shown by recognizing that the other person is important to solving the collective problem. That means demonstrating that the other person is valued, and recognizing the unique strengths that the other person brings to the process, as well as his or her interests in the relationship. Accounting for the interests and needs of the other party demonstrates respect.⁹² Given the transaction costs of collaboration, individuals often engage to achieve their own interests. However, those interests can include developing creative and durable solutions to the problem at hand.⁹³ Listening to people, on the other hand, means honoring their priorities and seriously considering what they are saying.⁹⁴ It means making sure people know they have been heard; otherwise, people can feel ignored and disrespected.⁹⁵

Satisfaction with the relationship is ultimately a function of the parties' own perceptions. Individuals view success through multiple lenses, including their perceptions of the intangible qualities of the relationship, their feelings about the process, and their views of

⁸⁶ Ansell and Gash, 2007.

⁸⁷ *Ibid.*

⁸⁸ Schuett, Selin and Carr, 2001.

⁸⁹ Brinkerhoff, 2002.

⁹⁰ Vangen, Siv and Chris Huxham, 2003.

⁹¹ Schuett, Selin and Carr, 2001.

⁹² Brinkerhoff, 2002.

⁹³ Yaffee, Steven and Julia Wondolleck. "Collaborative Ecosystem Planning Processes in the United States: Evolution and Changes." *Environments* (31:2) 2003: 59-72.

⁹⁴ Smith, Patrick, Maureen McDonough and Michael Mang. "Ecosystem Management and Public Participation: Lessons from the Field." *Journal of Forestry* (97) 1999: 32-38.

⁹⁵ Smith, Patrick and Maureen McDonough. "Beyond Public Participation: Fairness in Natural Resource Decision Making." *Society and Natural Resources* (14) 2001: 239-249.

the outcome of the relationship.⁹⁶ Satisfaction is enhanced if individuals believe their basic interests are understood and they are being treated with respect.⁹⁷

Factors that Challenge Collaboration

Collaboration is not easy. The absence of any of factors such as those listed above could inhibit collaborative processes from getting off the ground or stymie their progress. In addition, collaboration presents unique challenges for agencies and participants.

For agency officials, collaboration may challenge their view of their mandates, as well as their institutional cultures, norms and procedures.⁹⁸ Some agency managers may hesitate to move away from a more technocratic model of decision-making in which the agency experts have all of the answers, fearing a loss of control over the decision-making process.⁹⁹ At times, lower-level managers may want to collaborate but find a lack of support from their superiors. Or, they may have to fight reward systems that hinder collaboration.¹⁰⁰ In addition, existing procedural obligations may result in public processes that inhibit creativity, encouraging instead formal meetings featuring traditional top-down modes of consultation.¹⁰¹

For non-agency participants, collaboration can be challenged by perceptions that it takes too long. They may become frustrated if they feel government officials are too risk adverse.¹⁰² They may have different expectations of what is possible. Non-agency participants also may not engage in a collaborative process because they believe they have better alternatives, such as using litigation to satisfy their interests. Or, they may hesitate to engage because they do not believe they will be treated fairly in the process.¹⁰³ Potential participants who lack power might fear being unable to influence the direction of the collaborative.¹⁰⁴ And a pessimistic attitude regarding the potential outcome of collaboration can become a self-fulfilling condition. If individuals do not think the process will succeed, the process is more likely to fail.¹⁰⁵

⁹⁶ McKinney, Matthew and Patrick Field. "Evaluating Community-Based Collaboration on Federal Lands and Resources." *Society and Natural Resources* (21) 2008: 419-429.

⁹⁷ Brinkerhoff, 2002.

⁹⁸ Cortner, Hanna and Mary Wallace, Sabrina Burke, Margaret Moote. "Institutions Matter: The Need to Address the Institutional Challenges of Ecosystem Management." *Landscape and Urban Planning* (40) 1998: 159-166.

⁹⁹ Lachapelle, Paul, Stephen McCool and Michael Patterson. "Barriers to Effective Natural Resource Planning in a 'Messy World.'" *Society and Natural Resources* (16) 2003: 473-490.

¹⁰⁰ Carr, Deborah and Steven Selin, Michael Schuett. "Managing Public Forests: Understanding the Role of Collaborative Planning." *Environmental Management* (22:5) 1998: 767-776.

¹⁰¹ Lachapelle, McCool and Patterson, 2003.

¹⁰² Carr, Selin and Schuett, 1998.

¹⁰³ United States Forest Service. "Challenges to Collaboration." *Fuels Planning: Science Synthesis and Integration. Social Issues Fact Sheet* (11) 2006.

¹⁰⁴ Gray, 1985.

¹⁰⁵ Martinson, Kristen. "Working with the Human Element in Sustainability Programs." *Journal of Forestry* (96:3) 1998: 31-32.

Although these challenges may apply to any collaboration related to the management of natural resources, marine collaboratives may face additional challenges because, in some cases, the resource at issue may be largely invisible to the public. The only opportunity for the public to glimpse a marine sanctuary may be out of the window of a passing car or boat, or while standing at the shore. In those cases, members of the public may not be aware of the environmental or cultural significance of the resource. A lack of public awareness may make it more difficult to obtain resources or generate support for sanctuary activities.¹⁰⁶

Challenges of Collaboration between Tribal Nations and Agencies

Inclusion of American Indians in natural resources co-management arrangements is integral for successful resource management. However, American Indian tribes distrust the federal government because of a number of factors. The federal government failed to fulfill treaty agreements, uphold its trust responsibility, or recognize tribal sovereignty through true government-to-government consultation. Cultural differences also challenge collaboration between federal, state and tribal governments. This section provides a review of the unique issues encountered when federal, state and tribal governments try to collaborate. This is not an exhaustive review of all of the potential issues that co-managers will encounter, but rather a brief review of some of the most important issues for government-to-government co-managers to consider while collaborating on joint natural resources management projects.

Tribes are distrustful of the U.S. federal and state governments because the history of unfulfilled treaty agreements and continued attempts to erode tribal sovereignty. This distrust challenges collaboration between tribal, state and federal agencies.¹⁰⁷ Although treaties between tribes and U.S. were intended to protect the tribes' sovereign rights to manage their land and resources by traditional means, many treaties were never upheld. In 1832, the ruling of *Worcester v Georgia* established a precedent that laid the legal foundation for tribal sovereignty and the notion of government-to-government relationship between tribes, federal and state agencies.¹⁰⁸ However, U.S. Supreme Court rulings incrementally diminished tribal sovereignty during the 170 years since *Worcester v Georgia*.¹⁰⁹ Understandably, tribes are apprehensive to enter into agreements that could erode their sovereignty.

¹⁰⁶ Wondolleck, Julia, Kathy Chen, Camille Kustin, Joshua Kweller and Carolyn Segalini. "Sanctuary Advisory Councils: A Study in Collaborative Resource Management." Final Masters Project Report, School of Natural Resources and Environment. University of Michigan, Ann Arbor, MI, 2006.

¹⁰⁷ Adelzadeh, Mary, Todd Bryan and Steven Yaffee. "Tribal Issues and Considerations Related to Natural Resource Management." Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 2003.

¹⁰⁸ *Worcester v. Georgia*, 31 U.S. 6 Pet. 515 515. U.S. Supreme Court. 1832. Print.

¹⁰⁹ Kalt, Joseph and Joseph Singer. "Myths and Realities of Tribal Sovereignty: The Law and Economics of Indian Self-Rule." John F. Kennedy School of Government, Harvard University, Faculty Research Working Papers Series, 2004.

Government-to-government consultation is mandated by Executive Orders 12875 and 13175 for any U.S. government agency action that will affect tribal trust resources, tribal treaty rights or tribal sovereignty.¹¹⁰ By conferring trust status to tribal resources, the federal government is required to protect tribes' property, assets, natural resources and right to self-governance.¹¹¹ Sometimes the federal government will provide tribes with technical and financial assistance to manage their resources. Other times, the federal government makes management decisions regarding the tribal resources. However, mismanagement of tribal resources by federal agencies is not uncommon.¹¹² Some tribal nations view this intervention of the federal government as a threat to tribal self-determination, sovereignty, and tribal treaty rights.¹¹³ Tribal nations are often suspicious of the trust relationship established by government-to-government treaties signed between the United States and tribal nations.¹¹⁴

The traditional outreach strategies used by federal agencies do not usually engage tribal nations as they wish to be engaged. Although tribal nations and federal agencies maintain government-to-government relationships, tribes often feel as if federal agencies engage them as special interest groups or the general public.¹¹⁵ Government-to-government consultations are supposed to exhibit a consultative and joint decision-making approach to engagement, rather than mere collection or exchange of information as exhibited by public participation.¹¹⁶ Tribal nations are less apt to collaborate when a joint decision-making approach to government-to-government does not occur.

Cultural differences challenge collaboration. Different cultures have different notions of time, different methods of communicating, and different methods of making decisions.¹¹⁷ For example, concern with clock time may be a high priority for some cultures and not for others.¹¹⁸ In regards to cultural norms of decision-making and collaboration, many tribal members negotiating with federal agencies cannot make decisions for the tribe without first presenting the information to the tribal council for debate or vote.¹¹⁹ This delay can be frustrating for non-tribal participants. Ultimately, opportunities for

¹¹⁰ Olympic Coast National Marine Sanctuary, 2011.

¹¹¹ "What Is the Federal Indian Trust Responsibility?" *Bureau of Indian Affairs*. 13 Apr. 2012. Web. 13 Apr. 2012. <<http://www.bia.gov/FAQs/index.htm>>

¹¹² Pevar, Stephen L. *The Rights of Indians and Tribes: The Basic ACLU Guide to Indian and Tribal Rights*. Carbondale, IL: Southern Illinois UP, 1992. Print.

¹¹³ Kalt and Singer, 2004.

¹¹⁴ *Ibid.*

¹¹⁵ National Environmental Justice Advisory Council Indigenous People's Subcommittee. 2000. Guide on consultation and collaboration with Indian tribal governments and the public participation of indigenous groups and tribal members in the environmental decision making. U.S. Environmental Protection Agency. April 8, 2012. Web.

¹¹⁶ *Ibid.*

¹¹⁷ Adler, Peter S., and Juliana E. Birkhoff. "Building Trust: When Knowledge from 'Here' Meets Knowledge From 'Away'." The National Policy Consensus Center. Web. 8 Apr. 2012. <www.gwumc.edu/sphhs/studentres/orientation/download/2009/BuildingTrust%20-%2020%20Things%20You%20Can%20Do.pdf>

¹¹⁸ Adelzadeh, Bryan and Yaffee, 2003.

¹¹⁹ *Ibid.*

collaboration can be missed when parties to a collaborative process do not take time to learn about cultural differences and how to operate within those differences.

Examples of Collaboration between State, Federal and Tribal Nations

Although collaboration between state and federal agencies and tribal nations can be challenging, it does not mean the conditions necessary for successful collaboration cannot or will not occur. The following studies illustrate factors that facilitated collaboration on projects between tribal nations and federal and state agencies.

A recent publication on collaborative watershed management involving American Indian tribes analyzed three case studies to determine which factors encouraged or discouraged tribal engagement.¹²⁰ Two of the case studies focused on the Jameston S’Klallam Tribe (JSKT) and the Confederated Tribes of the Umatilla Indian Reservation (CTUIR), which are located in the Pacific Northwest. The third case study focused on the Yavapai-Apache Nation in Arizona.

The case studies identified six factors linked to tribal engagement in collaborative watershed management: cultural connection to aquatic resources; political clout and legal standing of tribes; relationships between nontribal and tribal communities and relevant agencies; recognition of the benefits of collaboration; consistency and vision of tribal leadership; and the availability of resources.¹²¹

The first facilitating factor identified by the case studies was the significance of aquatic resources to tribal culture.¹²² In the CTUIR case study, salmon were identified as a driving force for the cultural connection to aquatic resources and strongly influenced CTUIR’s engagement in collaborative efforts to restore the salmon fishery.¹²³ Similarly, the Washoe Tribe was motivated to negotiate a co-management agreement with the United States Forest Service because it wanted to maintain access to the culturally significant Lake Tahoe.¹²⁴

The political influence of a tribe resulting from court decisions facilitates tribal engagement.¹²⁵ In the Pacific Northwest, the political influence of the tribes increased when passage of the Boldt Decision confirmed tribal rights to resources. Additionally, the Washington State Watershed Management Act (1998) increased some tribes’ political influence by requiring the state to engage them in watershed management.¹²⁶

¹²⁰ Cronin and Ostergren, 2007.

¹²¹ *Ibid.*

¹²² *Ibid.*

¹²³ *Ibid.*

¹²⁴ Adelzadeh, Mary. “Empowerment in an Era of Self-Determination: The Case of the Washoe Tribe and the US Forest Service Co-Management Agreement.” Thesis, University of Michigan, Ann Arbor, MI, 2006.

¹²⁵ Cronin and Ostergren, 2007.

¹²⁶ *Ibid.*

Tribes, like other parties, are more likely to become actively involved in collaborative efforts when they perceive the benefits of collaboration.¹²⁷ In the JSKT case study, collaborative efforts formed between tribes and Clallam County officials because of the realization that potential funding sources could be obtained if collaborative partnerships were demonstrated. But, funding was not the only recognized benefit of collaboration. Tribes and community members in the CTUIR case study were also motivated to collaborate after recognizing that collaboration would provide them with more control of the outcome than would litigation.¹²⁸

Formalized agreements such as memorandum of understanding (MOU), memorandum of agreement (MOA), and cooperative agreements between tribes, federal and state agencies can enable collaboration. These agreements establish formal working relationships by clearly defining the rationale for collaboration and the roles and responsibilities of the parties.¹²⁹

Tribal leaders who demonstrate unwavering commitment to an issue such as natural resources conservation can champion collaborative efforts. In the JSKT case study, a tribal leader, W. Ron Allen, foresaw the importance of fisheries restoration and continually sought to renegotiate water allocation agreements during his 25-year tenure as a tribal chairman.¹³⁰ The consistent message served to advance the tribal agenda. Similarly, the infrequent turnover in tribal leadership enabled strong relationships to form between management partners.¹³¹

Finally, tribes, like all parties, are more likely to collaborate when they have sufficient time, fiscal and personnel resources^{132, 133}

¹²⁷ *Ibid.*

¹²⁸ *Ibid.*

¹²⁹ Adelzadeh, Bryan and Yaffee, 2003.

¹³⁰ Cronin and Ostergren, 2007.

¹³¹ *Ibid.*

¹³² Adelzadeh, 2006.

¹³³ Adelzadeh, Bryan and Yaffee, 2003.

Chapter 4: Project Methodology

To assess and improve the health of OCNMS's institutional relationships, this project sought to answer eight main questions:

- What is the landscape of institutional relationships? In other words, what organizations, agencies and tribal nations does OCNMS collaborate, coordinate and communicate with on issues facing the Olympic Coast?
- How do individuals and organizations working with OCNMS define collaborative and coordinated management?
- Why do individuals and organizations work with OCNMS?
- What do individuals and organizations value about their relationships with OCNMS?
- What is working well in these relationships?
- What is particularly challenging in these relationships?
- What would individuals and organizations like to change about their relationships with OCNMS?
- What partnership areas should OCNMS pursue in the future?

Data was gathered using three methods: review of the literature, semi-structured interviews, and a mixed-method survey. The goal of the literature review stage of the project was to build a foundation of knowledge about OCNMS, the factors that facilitate collaborative natural resource management, and what methods have been used to evaluate institutional relationships in natural resource management.

The interview stage of the project consisted of informal, semi-structured interviews with key informants. Thirty-four individuals were interviewed. These interviews were exploratory; the project sought to build an understanding of the institutional context within which OCNMS builds and maintains institutional relationships. In addition, the interviews would provide information on what measurements would make a survey tool credible to sanctuary staff, tribal governments, partners, and constituents. The information gathered also contributed to the interpretation of the survey data and the discussion of OCNMS's institutional relationships.

To create a contact list of interviewees, the researchers identified key parties within OCNMS's network of institutional partners, as identified by the OCNMS website, Draft Management Plan, and staff. Suggestions from the interviewees themselves were also used. Interviewees included OCNMS staff, Intergovernmental Policy Council staff, Sanctuary Advisory Council (SAC) members, and others involved with OCNMS.

Interviewee recruitment consisted of providing information about the project and requests for interviews via email, telephone, and in person at SAC meetings. The researchers interviewed those who responded to interview requests, while at the same time focusing more recruitment efforts on under-represented groups. Researchers informed the

interviewees that all information would be kept confidential. When given permission, researchers recorded the conversations. The researchers analyzed the interview recordings for themes and concrete suggestions and used the interviews and literature review to develop the survey tool.

The survey stage of the project used a web-based survey tool. Invitations to take the survey were sent to members of all agencies, governments, and organizations formally involved with OCNMS. Survey recipients were identified from an updated contact list from the interview stage of the project. The recipient group excluded OCNMS staff.

The constructs measured in the survey are based on the literature and interview stages of the project. The survey asked both multiple choice and open-ended questions to measure the eight main areas of inquiry. The multiple choice questions asked respondents to rate multiple statements on a Likert scale of one to five, with 1 = "Not at all," 2 = "Very little," 3 = "Somewhat," 4 = "Considerably," and 5 = "A great deal" (see Appendix D).

The survey was designed and distributed using Qualtrics©, a web-based survey design and analysis tool. The researchers piloted the survey with a small group of OCNMS staff, NOAA headquarters staff, and other key members of OCNMS's network. The project team distributed the survey to 95 people using an email with an imbedded link to the survey. The team distributed paper copies of the survey by postal mail to the natural resources offices of the four Coastal Treaty Tribes (Tribes) and made other paper copies available upon request. Both researchers and OCNMS staff sent multiple email reminders. The web-based survey remained open for four weeks. At the end of four weeks, 43 electronic surveys had been completed. No paper surveys were returned to the researchers.

The data analysis stage consisted of gathering descriptive statistics from the quantitative data and categorizing the qualitative data into thematic categories.¹³⁴ Many open-ended question responses fit into multiple categories. These instances are represented in the response data tables by using total comment counts rather than the number of respondents.

For some open-ended questions, analysis strategies included disaggregating the responses of representatives of the Tribes from other respondents. There are two main reasons for this distinction. First, because of their treaty rights, the Tribes have the right to a deeper level of involvement in OCNMS decisions and are different than the other parties in the sanctuary's institutional network. As one tribal respondent stated in response to a survey question:

These questions do not really apply to the Treaty Tribes. We have a relationship with the federal government which has a trust responsibility to the tribes. Everyone else is a user group or government agency or NGO.

¹³⁴ Schuett, Selin and Carr, 2001.

Second, by distinguishing between tribal and non-tribal responses, the data analysis could reveal a more detailed set of findings. The themes revealed by analyzing the tribal and non-tribal open-ended questions separately led to a more nuanced picture of the collaborative landscape at OCNMS.

The multiple-choice questions are reported as total responses and by respondent group. The researchers used the survey response rates to develop three respondent sub groups: federal agency representatives, non-profit organization representatives, and tribal nation representatives. These three groups had 15, 9, and 8 respondents, respectively. Other respondent categories were too small to draw patterns from the responses.

The researchers used the survey responses, literature review and interviews to formulate the final discussion and proposed evaluation metrics for OCNMS.

This page is intentionally left blank

Chapter 5: Analysis and Findings

The web-based survey had 23 total questions (see Appendix D). There were nine open-ended question and 14 multiple-choice questions. The multiple-choice questions asked respondents to rate multiple statements on a scale of one to five, with 1 = Not at all; 2 = Very little; 3 = Somewhat; 4 = Considerably; and 5 = A great deal.

Of the 95 recipients of the survey, a total of 43 responded. The total response rate was 45 percent, though response rates varied by group (see Table 1).

Survey Response Rates by Respondent Association			
<i>Respondent Association</i>	<i>Surveys Sent</i>	<i>Surveys Returned</i>	<i>Response Rate</i>
Makah, Quileute, Quinault, or Hoh tribal council or staff	16	9	56.3%
Federal agency (non-NOAA)	22	11	50.0%
NOAA (non-OCNMS)	5	4	80.0%
State agency	16	2	12.5%
Non-profit organization	8	8	100.0%
Local government or Marine Resources Committee	10	1	10.0%
Academic research institution	10	2	20.0%
Commercial fishing	4	2	50.0%
Shipping industry	2	1	50.0%
Education	2	1	50.0%
Other	N/A	2	N/A
Total Respondents	95	43	45.3%

Table 1: Survey response rates by respondents' primary association. Two individuals selected "Other" and could not be categorized with the other associations. One of the two represented recreational fishing and the other could not be categorized.

There were three groups of respondents from which the populations were large enough to draw conclusions: a federal agency group (including non-NOAA and NOAA federal agency respondents), a non-profit organization group, and a tribal group (including tribal

council and staff members of the Hoh, Quileute, Makah, and Quinault Indian Nation). A fourth group of all respondents is included in the analysis section for comparison. This group contains the federal agency, non-profit, tribal respondents as well as all other respondents.

The analysis of several multiple-choice questions is disaggregated by the associations of the respondents. The analysis of the open-ended questions examines all respondents together, with three exceptions. The analysis of Questions 6, 7, and 12 distinguish tribal from non-tribal respondents. This distinction allowed the analysis to illustrate differences within tribal and non-tribal respondents. It also acknowledges that the Tribes are managers and have different rights and expectations than other respondents.

Questions 1-4: Who Responded to the Survey?

Questions 1 through 4 addressed the background of respondents, including their primary association, areas of interest, and the nature and depth of their relationships with OCNMS (see Figures 2-5). Aggregate responses are reported below. These four attributes will be correlated with other survey answers further into the report.

Q1. In your interactions with OCNMS, who do you (or did you) represent? If more than one of the following options applies to you, please choose your primary association.

- Makah, Quileute, Quinault or Hoh tribal council
- Makah, Quileute, Quinault or Hoh tribal staff
- Federal agency (non-NOAA)
- NOAA (non-OCNMS)
- State agency
- Local government
- Non-profit organization
- Local community
- Marine Resource Committee
- Academic research institution
- Commercial fishing
- Shipping industry
- Education
- Business
- Other

Figure 2: Question 1, respondents' primary association. Respondents could only check one option.

Q2. On which of the following do you (or did you) serve? Please select all that apply.

- Sanctuary Advisory Council
- Intergovernmental Policy Council
- Sanctuary Advisory Council Working Group
- Intergovernmental Policy Council Committee
- Former Sanctuary Advisory Council member
- Former Intergovernmental Policy Council member
- None of the above
- Other

Figure 3: Question 2, respondents' participation in OCNMS collaborative forums. Respondents could check more than one option.

Q3. How long have you been (or were you) involved with OCNMS?

Less than 1 year
 1 to 3 years
 3 to 5 years
 More than five years

Figure 4: Question 3, length of respondents' involvement with OCNMS.

Q4. To what extent are you involved with OCNMS in the following areas?

	Not at all		Somewhat		A great deal	
Education and outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Research	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Development of Draft Management Plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Stewardship and volunteer Activities (beach clean-ups, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Enforcement of regulations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Oil spill response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 5: Question 4, level of involvement in activities with OCNMS.

Forty-three respondents answered at least one the four questions. The majority of respondents have worked with OCNMS for more than three years and served on the Sanctuary Advisory Council (SAC) and/or the Intergovernmental Policy Council (IPC). The most common area for collaboration between respondents and OCNMS was to develop the draft Management Plan (see Figure 9).

Most respondents represent a federal agency, tribe or non-profit: Of 43 respondents, 15 (35 percent) represent a federal agency, nine (21 percent) represent a tribe and eight (19 percent) represent a non-profit organization (see Figure 6).

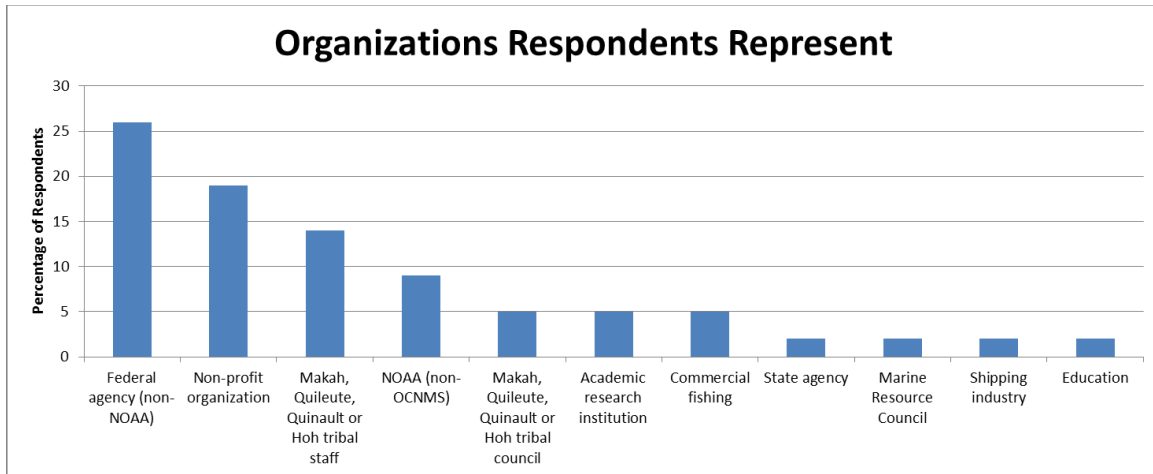


Figure 6: Respondents' primary associations. Respondents represent agencies, tribes and organizations.

Most survey respondents have participated in formal advisory bodies: Thirty-three respondents (77 percent) have participated in the SAC, IPC, or some type of a working group (see Figure 7). The majority of respondents (58 percent) are, or have been, involved in the SAC.

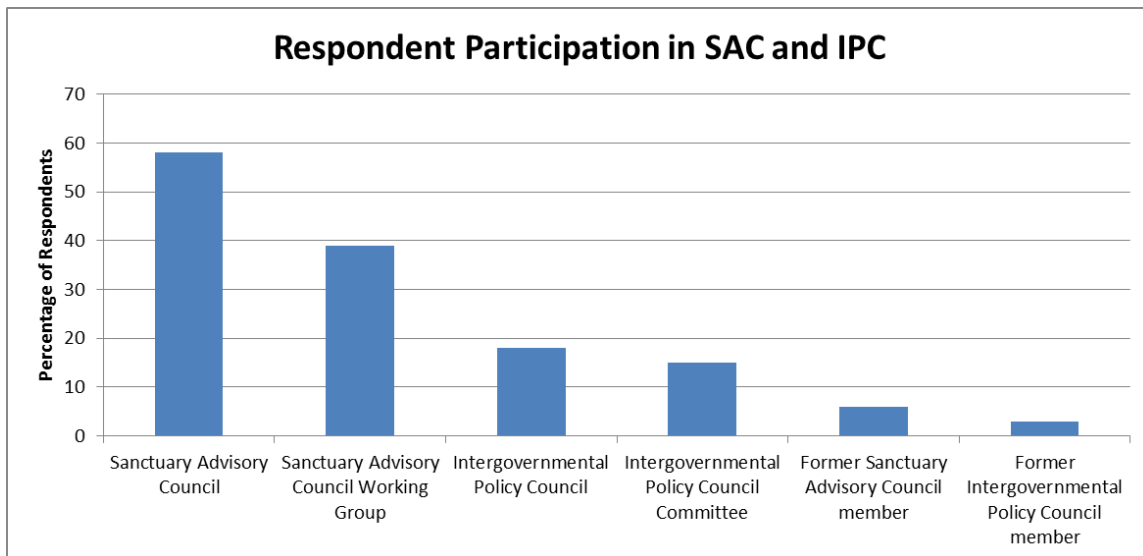


Figure 7: Respondent participation in OCNMS collaborative forums. Most respondents have participated in a formal advisory body. Some have participated in more than one.

Survey respondents have long-term relationships with OCNMS: Sixty percent of respondents have interacted with OCNMS for more than three years. Forty-four percent have interacted with OCNMS for more than five years (see Figure 8). Only seven percent have interacted with OCNMS for less than one year.

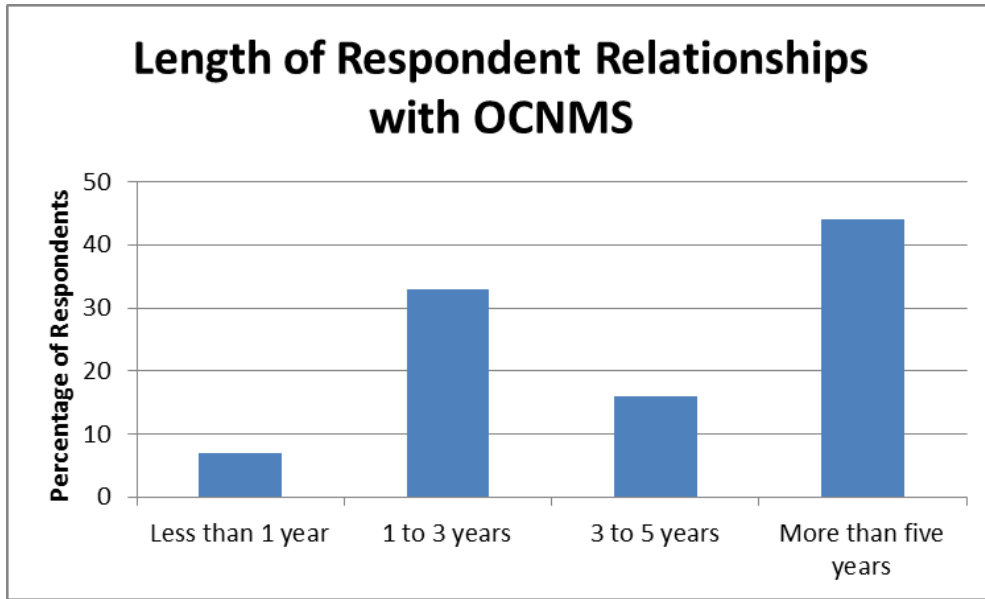


Figure 8: Length of time respondents have worked with OCNMS. Most respondents have established long-term relationships with OCNMS.

The greatest percentage of respondents worked with OCNMS to develop the Draft Management Plan: Respondents were most likely to report working with OCNMS on development of the Draft Management Plan. Thirty-five percent of respondents worked “considerably” or “a great deal” on the management plan review process. Other frequent areas of interaction related to education and outreach, and stewardship and volunteer activities (see Figure 9).

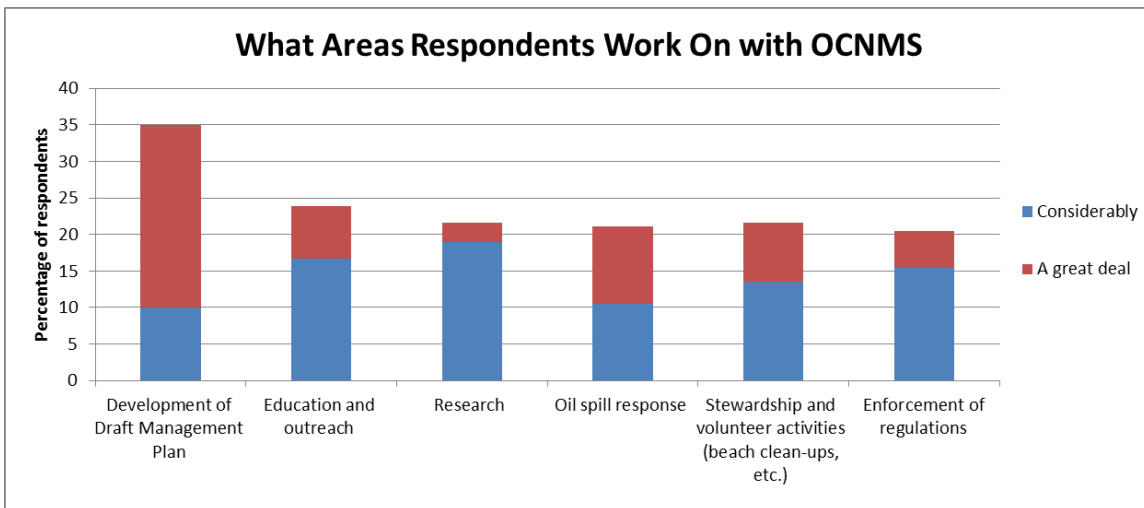


Figure 9: Areas of involvement between respondents and OCNMS. Most respondents have worked on the development of the Draft Management Plan.

Question 5: Why Become Involved with OCNMS?

Question 5 (see Figure 10) asked respondents to indicate how important specific factors were in their decision to become involved with OCNMS. It was designed to identify the factors that motivated individuals or their organizations to work with OCNMS.

Motivation to begin or sustain collaboration is important for long-term environmental initiatives but the factors that motivate individuals to begin collaborating may be different from the factors that motivate them to continue collaboration. For example, concern about a particular issue, such as oil spill prevention, may motivate someone to begin collaborating with an organization. But another factor, such as personal connection to the geographic region, may sustain collaboration once oil spill prevention measures are established.

Q5. How important were each of these factors in your decision to become involved with OCNMS?

	Not at all		Somewhat		A great deal
Concern about a particular issue	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Personal connection to the Olympic Coast region	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To learn more about Olympic Coast marine resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To be a "watchdog" for OCNMS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Job responsibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To serve the community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 10: Question 5, motivations for becoming involved with OCNMS.

Between 33 and 36 respondents answered each statement of Question 5.

Job responsibility is the greatest motivating factor: Job responsibility is the reason most respondents (78 percent) became involved with OCNMS (see Figure 11). Sixty-one percent responded with a 5, indicating that job responsibility motivated them to become involved with OCNMS by “a great deal.” Seventeen percent responded with a 4, indicating that job responsibility motivated them “considerably.”

Other factors are secondary: Other important motivational factors are concern about a particular issue, a personal connection to the Olympic Coast, serving the community, and learning more about marine resources also are motivational factors (see Figure 11). Thirty-nine percent responded with a 4 or 5 to a personal connection to the Olympic Coast, indicating it motivated them “considerably” or “a great deal.” Similarly, 38 percent responded with a 4 or 5 to concern about a particular issue, 36 percent responded with a 4 or 5 to serve the community, and 30 percent responded with a 4 or 5 to learning more about marine resources.

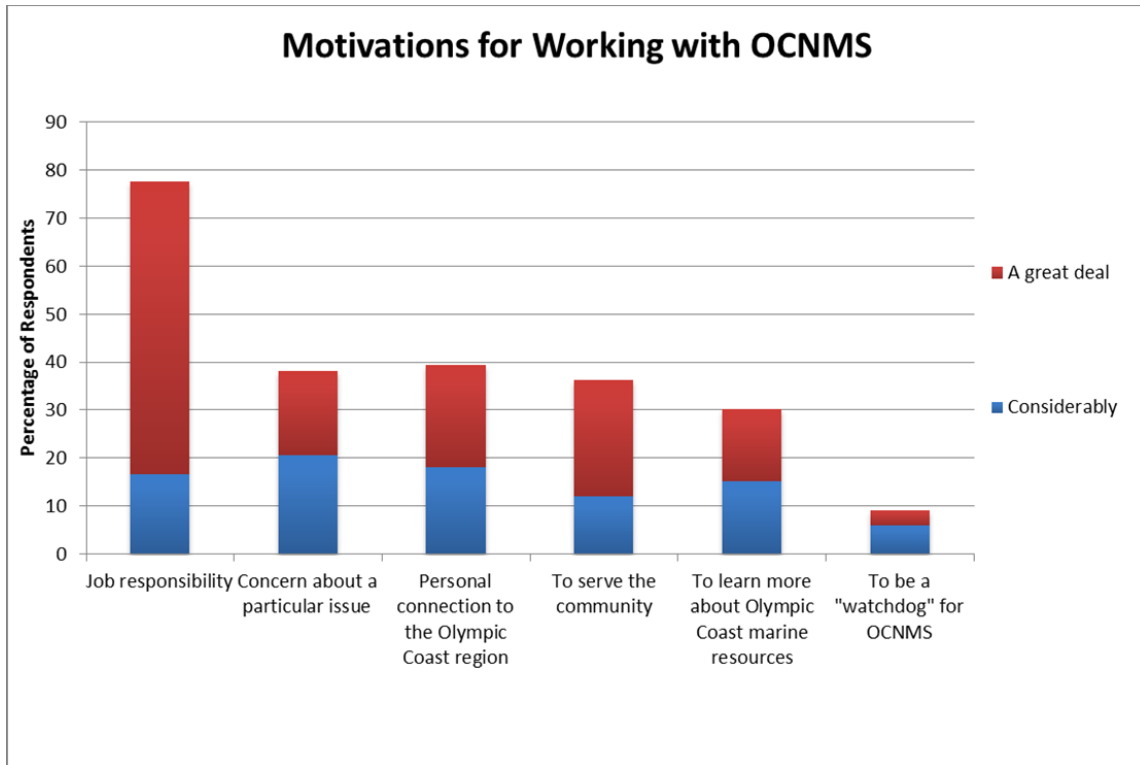


Figure 11: Percentage of respondents highly motivated by Question 5 factors. Job responsibility was the greatest motivating factor. A personal connection to the Olympic Coast region and concern about a particular issue also were strong motivating factors.

Non-profits have different motivations: The primary and secondary motivations of respondents from non-profit organizations are different than those of federal agency and tribal respondents. The primary motivation for respondents from non-profit organizations to interact with the sanctuary is to serve the community (see Figure 12). The second strongest motivational factor for non-profit respondents is to learn more about Olympic Coast marine resources. Concern about a particular issue and personal connection to the Olympic Coast region are approximately the same as the third-strongest motivational factors for non-profit respondents.

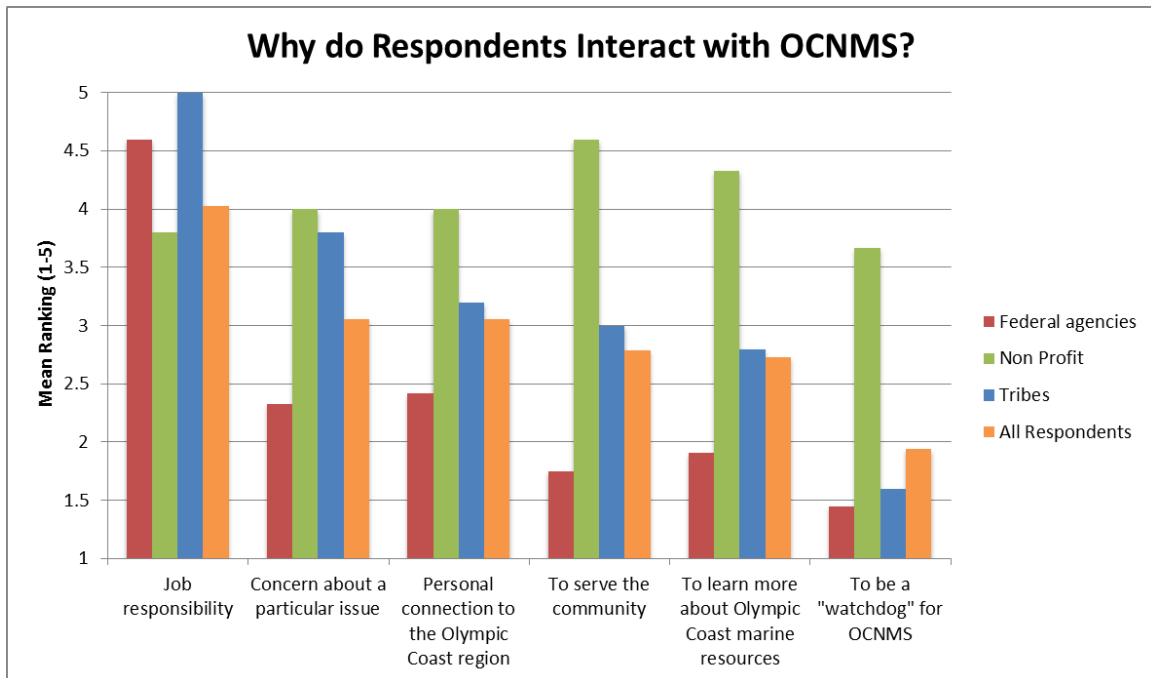


Figure 12: Mean ratings of respondent motivations for working with OCNMS, disaggregated by respondent group. Job responsibility is the reason most respondents interact with OCNMS. However, respondents from non-profit organizations also are strongly motivated by other factors.

Question 6: Defining Effective Collaborative and Coordinated Management

Collaborative and coordinated management is the first of six priority areas in the OCNMS Management Plan and it is embedded in all other areas of the plan. A shared understanding of effective collaborative and coordinated management – and the actions required to achieve it – can guide and enhance OCNMS’s relationship-building efforts. It can also help to define what successful collaboration looks like, so that progress towards this goal can be measured. Question 6 (see Figure 13) was an open-ended question that asked about respondents’ definitions of collaborative and coordinated management. The non-tribal and tribal responses analyzed separately.

Q6. Achieving “effective collaborative and coordinated management” is one of the six priority areas in OCNMS’s Management Plan. What does this phrase mean to you?

Figure 13: Question 6, respondents’ definitions of effective collaborative and coordinated management.

Non-Tribal Respondents

Non-tribal respondents did not share a single common definition of collaborative and coordinated management, although there are common themes. The most common definition among non-tribal respondents is “working together to advance common objectives.”

However, non-tribal respondents perceive that collaborative and coordinated management is based on both project- and process-based interactions between OCNMS and interested parties.

- **Project-based:** Non-tribal respondents define collaborative and coordinated management as based on shared interests and the need to make management and research more efficient by working together to advance common objectives and share resources.
- **Process-based:** In addition to working together toward shared interests, non-tribal respondents perceive that successful collaborative relationships depend on OCNMS acknowledging and valuing others’ varied interests. This includes ensuring parties’ concerns and expertise are sought and considered, communicating, and working with tribal rights holders.

Tribal Respondents

Tribal respondents have perceptions of collaborative and coordinated management that reflect their unique, formal relationship with OCNMS and co-management rights to access and manage sanctuary marine resources.

Tribal respondents interpret collaborative and coordinated management in two categorically different ways:

- Some tribal respondents perceive it as a commitment to joint planning and prioritization between OCNMS and the Tribes.
- Other tribal respondents do not find the term applicable to the nation-to-nation relationship between the federal government and the Tribes.

Detailed Findings: Non-Tribal Respondent Definitions

Twenty-six non-tribal respondents answered the question. Eight respondents provided more than one definition, resulting in 35 total comments. The comments fall into five major categories (see Table 2):

Non-tribal Definitions of Effective Collaborative and Coordinated Management	
<i>Definition</i>	<i>Frequency of Comment</i>
Working together to advance common objectives	62%, n=16
Ensuring parties' concerns and expertise are sought and considered	27%, n=7
Communicating with interested parties and reaching out to communities	19%, n=5
Understanding and working with tribal rights holders	15%, n=4
Sharing resources – funding, staff time, and data	12%, n=3

Table 2: Non-tribal respondents' definitions of effective collaborative and coordinated management.

Working together to advance common objectives: Sixteen non-tribal respondents (62 percent) defined collaborative and coordinated management as working together to advance common objectives. Respondents referred to achieving intermediate, positive outcomes, such as creating more cohesive approaches to developing research agendas and policies.

Benefits would include fewer duplications of effort, synergies across jurisdictions, improved working relationships, and a more efficient approach to management and research. In addition, respondents defined collaborative and coordinated management as working toward a long-term vision or fulfilling the management plan. Examples include:

- “Working relationships between agencies that allow for mission accomplishment.”
- “Working together to identify shared priorities for the Sanctuary and then collaboratively developing a joint work plan to advance these priorities. I view this as being a collaborative effort with interested community members, stakeholders, local jurisdictions, state and federal managers, tribes and others who are interested in working together to achieve the mission of the Sanctuary.”
- “Creating synergy among entities (government and non-government) involved in outer coast management and resource conservation.”

Ensuring parties’ concerns and expertise are sought and considered: Seven non-tribal respondents said collaborative and coordinated management means OCNMS seeks input from others when making decisions. Respondents indicated that input should be sought genuinely, not just to fulfill a requirement. Partners should have opportunities to give feedback that would be meaningful to OCNMS’s decision-making processes. Respondents perceived that both OCNMS and interested parties would benefit because OCNMS could learn what might be objectionable before making decisions. Examples include:

- “OCNMS staff will be open-minded and work collaboratively with other entities.”
- “There are many diverse groups who have interest in the Sanctuary and all these points of view have to be considered in the oversight of the sanctuary. Without input from these groups, the Sanctuary would be making decisions without the full picture.”
- “Collaborative to me means involving others in decision making...stakeholders need to feel like they were heard.”

Communicating with interested parties and reaching out to communities: Five non-tribal respondents emphasized that communication by OCNMS is an important aspect of collaborative and coordinated management. The responses reflect a more passive form of communication, one that does not require any response from interested parties. One respondent termed this type of one-way communication the “coordination” aspect of collaborative and coordinated management.

Respondents would like timely updates and communication about issues affecting the marine resources. For some, collaborative and coordinated management means that OCNMS would act as an information hub to increase the effectiveness of the network of groups that have a stake in the management of marine resources. Others suggested that collaborative and coordinated management relies on effective outreach, particularly to coastal communities. Examples include:

- “Coordinated means to me that while stakeholders may not be part of the decision making process, they know about the management decision because the Sanctuary has brought them in to the loop.”
- “OCNMS has the responsibility to communicate with those other agencies, attend some of their meetings, and to report to the SAC how those other entities' activities interact with OCNMS activities.”
- “Letting the greater community know you exist, engaging them meaningfully.”

Understanding and working with tribal rights holders: Four non-tribal respondents perceived that OCNMS’s efforts at collaborative and coordinated management should have a different goal with respect to the Tribes. Respondents indicated OCNMS’s interactions with the Tribes should reflect their unique rights to the resource. OCNMS’s relationship with the Tribes is not the same as its relationship with other parties. Respondents also stressed that this would include understanding and reaching out to tribal communities. Examples include:

- “Better understanding the unique relationship tribal governments have with the sanctuary.”
- “The IPC must remain an important part of the OCNMS management.”
- “Working together to identify shared priorities for the Sanctuary and then collaboratively developing a joint work plan to advance these priorities...I feel this is different than the Treaty Trust responsibility that OCNMS has with the tribes, which requires that the Sanctuary collaborate with tribal managers in developing and implementing management actions within the [Usual and Accustomed Areas].”

Sharing resources – funding, staff time, and data: Three non-tribal respondents indicated that sharing resources is a part of collaborative and coordinated management. Respondents connect sharing resources with funding, implementation of joint projects, staff time, materials, and information.

- “Good access to staff and materials.”
- “Sharing information, resources, plans, and implementing projects in coordination.”
- “Explore ways to share activities. A good example is the high detail bathymetric work OCNMS does in coordination with NOAA and shares results with PFMC and other agencies.”

Detailed Findings: Tribal Respondent Definitions

Six tribal respondents provided answers to define collaborative and coordinated management. Three respondents provided more than one definition, resulting in 10 total comments. Comments fall into four major categories (see Table 3):

Tribal Respondent Definitions of Effective Collaborative and Coordinated Management	
Definition	Frequency of Comment
Recognizing the Tribes' co-management authority	50%, n=3
Reaching out to produce valuable partnerships and outcomes	50%, n=3
Contacting and involving others before decisions are made	33%, n=2
Not a replacement for co-management	33%, n=2

Table 3: Tribal respondents' definitions of effective collaborative and coordinated management.

Recognizing Coastal Treaty Tribes' co-management authority: Three tribal respondents perceived collaborative and coordinated management as a part of OCNMS's responsibility to provide opportunities for co-management. Opportunities would be provided through transparent decision-making, understanding tribal interests such as data needs, and meaningfully responding to tribal members' concerns.

- “Recognizing the resource management responsibilities of established entities and pursuing a path to support those management needs.”
- “Responsiveness to comments of affected parties rather than lip service. Often the affected party feels a box has been checked that it has been met with, but the direction does not modify per its comments.”
- “Long-term meaningful partnerships with both the governments that share management authorities as well as the communities that surround the sanctuary. Successful relationships will be marked by an increase in planning and implementation of joint programs.”

Reaching out to produce valuable partnerships and outcomes: Three tribal respondents suggested that pursuing partnerships with tribal members, their staff, and coastal communities would produce more efficient use of resources and increase successful outcomes. The potential for partnerships exists in areas of research planning, monitoring, education, use of ship time, and other joint projects. More intangible results include increased trust and transparency.

- “Actively seeking partners in OCNMS activities including planning research, monitoring, education and maintenance of OCNMS assets. I.e., reaching out to the tribes and stakeholders in accomplishing OCNMS goals. By doing so they increase ability, awareness and trust while optimizing scarce federal funds to accomplish activities over the geographic range of the Sanctuary... not just in Port Angeles.”
- “Ship time should be coordinated between agencies to maximize the extent and utility of the data collected, currently ship-time is contested to the extent that short-term projects are not very helpful. In essence, do a job right or don't do it at all, otherwise money being wasted and the task will be re-done later anyway.”
- “Successful relationships will be marked by an increase in planning and implementation of joint programs.”

Contacting and involving others before decisions are made: Two tribal respondents said that it is important to communicate in early enough to provide opportunities to be involved in making decisions.

- “Collaboration means contacting those entities with whom OCNMS needs to coordinate about important topics BEFORE decisions are made. . .OCNMS should not design any more experiments in the absence of participation from established resource-managers.”
- “Timely interaction with affected parties before publication of drafts or before a decision is actually ‘in the oven,’ whether or not published as draft yet. Also, responsiveness to comments of affected parties rather than lip service. Often the affected party feels a box has been checked that it has been met with, but the direction does not modify per its comments. (This is a problem with many agencies, not just OCNMS, let me say.)”

Not a replacement for co-management: Two tribal respondents perceived that working toward collaborative and coordinated management with the Tribes portrays a basic misunderstanding of OCNMS of its treaty trust responsibilities. The respondents indicated collaborative and coordinated management is for partners and user groups. Instead of collaborative and coordinated management, tribal respondents would like co-management.

- “It means from a tribal perspective that OCNMS fails to understand Co-management authority of the Primary Ocean Trustees who Gave rights to the US as a Whole, only with true Co-management can the Tribes and the fed family truly effective, or the Tribes might as well press to Compact the OCNM and do a better job more efficiently.”

- “These questions do not really apply to the treaty tribes. We have a relationship with the federal government which has a trust responsibility to the tribes. Everyone else is a user group or government agency or NGO.”

Question 7a: Is OCNMS Achieving Effective Collaborative and Coordinated Management?

As a follow-up to Question 6, Question 7 was an open-ended question that explored whether or not OCNMS is achieving what respondents define as collaborative and coordinated management (see Figure 14).

Q7. Is OCNMS achieving effective collaborative and coordinated management? If not, what do you think OCNMS might do differently in order to achieve this objective? If yes, what is OCNMS doing to achieve this goal?




Figure 14: Question 7, whether OCNMS is achieving effective collaborative and coordinated management, and why or why not.

Twenty-eight respondents answered Question 7. This section discusses how respondents answered the first part of the question: “Is OCNMS achieving collaborative and coordinated management?” Responses to this part of Question 7 range from “No” to “Neutral or Improving” to “Yes.” Non-tribal and tribal responses are analyzed separately.

Non-Tribal Respondents

Non-tribal responses were distributed among “Yes,” “Neutral or Improving,” and “No.” The most common response was “Neutral or Improving.”

- “Neutral or improving” responses encompassed two categories: suggestions for improvement, and comments on how OCNMS has improved in its collaborative efforts. Those who perceive that OCNMS is improving say that OCNMS is on track to achieve effective collaborative and coordinated management.
- “Yes” responses show an appreciation of OCNMS’s successful process-based interactions. These include factors related to reaching out to partners and stakeholders to gather input.
- “No” responses point to challenges related to working with the Tribes, a lack of transparency, and a lack of meaningful engagement of non-tribal partners and other interested parties.

Tribal Respondents

Of the six tribal respondents, five do not think OCNMS is achieving effective collaborative and coordinated management. They perceive a lack of transparency, little inclusion of local priorities into management decisions, and a failure to jointly set management goals. On the other hand, one tribal respondent perceives that OCNMS has increased its efforts at collaborative and coordinated management.

Detailed Findings: Non-Tribal Respondent Assessments of OCNMS

Twenty-six non-tribal respondents provided answers to Question 7. Of those, 22 gave substantive answers that are included in the tally below. The other four respondents stated that they did not know the answer to the question. The responses fall into three categories (see Table 4):

Non-Tribal Respondent Assessments of OCNMS's Collaborative and Coordinated Management	
Assessment	Number of Respondents
Yes	32%, n=7
Neutral or Improving	45%, n=10
No	23%, n=5

Table 4: Non-tribal respondent assessments of whether OCNMS is achieving effective collaborative and coordinated management.

Yes: Seven (32 percent) non-tribal respondents reported that OCNMS effectively engages interested parties and incorporates their input during planning and decision-making. Examples include:

- “They regularly reach out to partners and the planning process was thorough with multiple working groups focused on key issues. I thought their collaboration was first rate and an example for all of us.”
- “Yes. Meeting regularly and discussing issues of concern.”
- “Yes, I think they are doing an incredible job of inclusion and outreach to gain ideas and understand needs of the various stakeholder communities.”

Improving or Neutral: Ten (45 percent) non-tribal responses are neutral or acknowledge improvement and effort on the part of OCNMS. Of these, two make no judgment of OCNMS's collaborative and coordinated management but offer suggestions for improvements. Another respondent perceived that OCNMS's success at collaborative and coordinated management depends on the group in question. The remaining respondents said OCNMS is making the effort, on track, or improving. Examples include:

- “My experience is that they are doing this better now than 4 years ago, and that the new management plan is on track to continue those improvements.”
- “In my short time with the Sanctuary I think the staff is working very hard towards this.”

- “Currently the OCNMS staff are demonstrating effective collaboration and management but we will have to wait and see how they take this process forward.”
- “Depends on what group [they are] working with.”

No: Five (23 percent) non-tribal respondents indicated that OCNMS is not achieving effective collaborative and coordinated management. These respondents commented on the lack of recognition and engagement of tribal rights holders, a lack of transparency of OCNMS’s decision-making processes, and a lack of meaningful engagement of other parties in these processes. One respondent cited concerns about OCNMS and fisheries management. Examples include:

- “OCNMS must recognize that there are interests and rights holders within the Sanctuary boundary (Tribes) that have legal rights to use and manage resources that are on at least equal footing with the mandates and legal rights governing the OCNMS and the national sanctuary program as a whole.”
- “Sanctuary staff could be more open to the community and the advisory council... There are lots of questions about the data the sanctuary collects, how it used and how to access it. In addition, it is unclear how these efforts fit with the greater research needs of the region.”
- “I am concerned that it does seem to be the desire or intent of some of the OCNMS staff to eventually start species management within the sanctuary.”

Detailed Findings: Tribal Respondent Assessments of OCNMS

Six tribal respondents provided answers to the question. Their responses do not reflect more than one category. The comments fall into two categories (see Table 5):

Tribal Respondents’ Assessments of OCNMS’s Collaborative and Coordinated Management	
<i>Assessment</i>	<i>Number of Respondents</i>
Neutral or Improving	17%, n=1
No	83%, n=5

Table 5: Tribal respondent assessments of whether OCNMS is achieving effective collaborative and coordinated management. Most tribal respondents said that OCNMS is not achieving effective collaborative and coordinated management.

Neutral or Improving: One (17 percent) tribal respondent pointed out that OCNMS is making the effort to improve.

- “OCNMS is clearly making the effort to improve. There is more contact and more respect than before.”

No: Five tribal respondents said OCNMS is not achieving effective collaborative and coordinated management. Comments referenced a lack of transparency, locally-adapted priorities, and joint agenda-setting. The non-tribal respondents also discussed a lack of OCNMS effort to reach out to all areas of the sanctuary, both in terms of research projects and creation of relationships with coastal communities. Examples include:

- “OCNMS is open to broad based discussions of activities but not to specifics. We generally hear about planned specific activities after the fact and are then supposed to be satisfied because the activities apply to priorities noted in the Management Plan... though it is so broad that just about any activity can be made to fit.”
- “They seem to be ignoring research priorities of the Tribes and conducting gutter science to justify a pre-ordained national agenda aimed at creating more NO-FISHING areas, or to restrict fisheries that they don’t like.”
- “It is pretty clear that they have little or no abilities for regular work in the southern reaches of the OCNMS and should either move their base of operations or reach out to partners in La Push and Westport that can assist them with accomplishing their goals of better characterization of the ecosystems of the sanctuary.”

Question 7b: What Should OCNMS do to Achieve Collaborative and Coordinated Management?

This section discusses responses to the second half of Question 7: “If not, what do you think OCNMS might do differently in order to achieve this objective? If yes, what is OCNMS doing to achieve this goal?” Respondents’ answers are organized by their perceptions of OCNMS’s achievements and suggestions for improvement.

Both non-tribal and tribal respondents offered a wide variety of reasons to explain why OCNMS has achieved or has not achieved effective collaborative and coordinated management. Half of the respondents provided factors they believe currently enable OCNMS to achieve effective collaborative and coordinated management. The most common facilitating factor (mentioned by 25 percent of the respondents) was OCNMS’s ability to reach out to partners and stakeholders, understand their interests, and include them in discussions.

Slightly less than half of respondents provided suggestions for improvement. The most common suggestion (given by 35 percent of all respondents) was that OCNMS should work more effectively with the tribes.

Detailed Findings: Facilitating Factors

A total of 38 non-tribal and tribal respondents answered Question 7. Of these, 14 provided facilitating factors. Two respondents provided more than one factor that facilitates effective collaborative and coordinated management, resulting in 16 total comments. The comments fall into four major categories (see Table 6):

Factors that Facilitate Effective Collaborative and Coordinated Management	
Category	Frequency of Comment
Reaching out to partners and stakeholders, understanding their interests, and including them in discussions	25%, n=7
Successful SAC and Management Plan review processes	18%, n=5
Working well in a complex situation	14%, n=4
Creation and successful implementation of policies	4%, n=1

Table 6: Respondents’ perceptions of the factors that facilitate OCNMS’s achievement of effective collaborative and coordinated management.

Reaching out to partners and stakeholders, understanding their interests, and including them in discussions: Seven respondents (25 percent) perceived OCNMS as achieving collaborative and coordinated management because staff members incorporate others' input into the decision-making process, implement successful outreach programs, and manage collaborative processes such as the SAC and Management Plan review. Examples include:

- “They are doing an incredible job of inclusion and outreach to gain ideas and understand needs of the various stakeholder communities.”
- “At times the [Sanctuary] makes decisions outside of the collaborative process, but I think the Sanctuary does a good job coordinating and explaining those decisions. This is exemplified through the management plan process which had good elements of both collaboration and coordination.”
- “There is more contact and more respect than before.”

Successful SAC and Management Plan review processes: Five respondents (18 percent) pointed to successful collaborative processes in OCNMS's work with the Sanctuary Advisory Council and Management Plan review. Examples include:

- “The SAC process is a prime example of how the collaborative process works and the Sanctuary is responsive to SAC recommendations.”
- “The planning process was thorough with multiple working groups focused on key issues.”
- “There are lots of questions about the data the sanctuary collects, how it used and how to access it. In addition, it is unclear how these efforts fit with the greater research needs of the region. Management Plan Review helped address some of these questions, however, the Sanctuary should work toward greater transparency around data collection and how data is applied and accessed.”

Working well in a complex situation: Four respondents (14 percent) acknowledged the difficult political, cultural, and economic landscape that OCNMS staff must navigate to achieve collaborative and coordinated management. Examples include:

- “Given the broad range of groups involved, I am impressed with how well they are doing. The Advisory Council covers a broad range of groups and the IPC is unique among sanctuaries.”
- “Understanding of the realities of being located in an environment that is shared with other marine industries.”

Creation and successful implementation of policies: One respondent (4 percent) cited policy achievements as a metric with which to measure OCNMS's achievement of collaborative and coordinated management.

- “The shipping industry appears to be increasingly compliant within the ATBA. The implementation of a "no sewage discharge" order for cruise ships, found in the recently adopted management plan, should further respect for the NMS among the shipping public.”

Detailed Findings: Suggestions for Improvement

Seventeen respondents provided suggestions for improvement. Eleven respondents provided more than one suggestion for improvement, resulting in 41 total comments. The comments fall into eight main categories (see Table 7):

Suggestions for Improvement to Achieve Effective Collaborative and Coordinated Management	
<i>Category</i>	<i>Frequency of Comment</i>
Work more effectively with the Tribes to prioritize research goals	21%, n = 6
Implement joint research planning and detailed prioritization	18%, n=5
Prioritize local versus national management goals and stewardship projects	7%, n=2
Understand tribal/coastal communities	4%, n=1
Recognize tribal rights and put different mandates on equal footing	4%, n=1
Implement joint projects and share resources	14%, n = 4
Implement joint projects	11%, n=3
Collect data and ensure ship time to support management needs	4%, n=1
Work with tribal managers to restore fish stocks	4%, n=1
Increase transparency	14%, n = 4
Peer review of research work product by government coastal partners	7%, n=2
Allow affected partners to be a part of the field process	4%, n=1
Distribute results in an open, timely way	4%, n=1
Invite community and AC to office, present research to coastal communities	4%, n=1
Address fisheries management issues	14%, n = 4
Do not manage fisheries	7%, n=2
Attend more PFMC subcommittee meetings	4%, n=1
Clarify issues of Essential Fish Habitat	4%, n=1
Incorporate input from the SAC and partners	14%, n = 4

Increase OCNMS flexibility when working with partners	4%, n=1
Empower the AC to make decisions	4%, n=1
Develop a shared vision with partners	4%, n=1
Create AC working group to identify shared priorities in Management Plan	4%, n=1
Address geographic issues	11%, n = 3
Move base of operations nearer to sanctuary	7%, n=2
Work in and research all areas of the sanctuary equally	4%, n=1
Try teleconferencing technology again	4%, n=1
Provide more frequent and effective communication, outreach, and education	11%, n = 3
Newsletter update or regular email of progress report	4%, n=1
Self-evaluation by OCNMS	4%, n=1
Increase outreach and education	4%, n=1
Provide opportunities for coastal communities to learn about the sanctuary	4%, n=1
Other	11%, n = 3
Greater participation of staff in oil spill planning	4%, n=1
Apply adaptive management	4%, n=1
Change leadership	4%, n=1

Table 7: Respondents' suggestions to help OCNMS achieve effective collaborative and coordinated management. Suggestions are grouped within eight main categories (in bold). Each main category contains a number of respondents' comments that fall within that category. Respondents may have more than one comment within each main category.

Work more effectively with the Tribes to prioritize local research goals: Seven respondents provided recommendations related to including the Tribes in prioritizing research questions and planning research methodologies. Respondents elaborated that understanding coastal communities is an important aspect of achieving this improvement. Examples include:

- “When developing research priorities, in particular ‘what questions to ask’ and ‘how to answer them,’ OCNMS staff should never be alone, at their side should be the IPC science panel, in other words, the fisheries resources Co-Managers.”

- “Intergovernmental planning needs to get out of the box, possibly reconfigure program priorities to focus on local stewardship building exercises instead of focusing on moving forward national priorities.”

Implement joint projects and share resources: Five respondents suggested seeking funding for on-the-ground projects and partnerships that would increase data collection abilities and result in joint gains. Respondents suggested both joint projects and OCNMS-only projects. Both types of projects would support tribal data needs, however. Examples include:

- “OCNMS might be helpful in collecting data and securing ship time to support management information needs.”
- “Seek more opportunities to work with partners in research, grant seeking, on the ground projects.”
- “I am less clear about progress made, within the boundaries, RE: cooperation between commercial and Tribal fisheries in the restoration of depleted stocks.”

Increase transparency: Three respondents suggested that OCNMS allow partners to be involved in the field research process, present to communities and partners, and seek out peer reviews of research products to increase others’ understanding of OCNMS research findings and decisions. Examples include:

- “Research activities could do better in terms of involving coastal partners in planning what needs to be done in the first place from a larger perspective than OCNMS staff ideas; allowing affected partners to be part of the field process; and timely distribution of results in an open and public way. Peer review of research work product by government coastal partners would be valued by such partners.”
- “Sanctuary staff could be more open to the community and the advisory council by inviting us to their office to see the projects they are working on and by spending more time in coastal communities presenting on their work...work toward greater transparency around data collection and how data is applied and accessed.”

Address geographic issues: Three respondents suggested addressing geographic issues. Two suggested moving the sanctuary office closer to the resource in order to better achieve goals related to research and outreach to coastal communities. A third respondent referred to challenges in traveling to SAC meetings and suggested teleconferencing.

- “OCNMS and should either move their base of operations or reach out to partners in La Push and Westport that can assist them with accomplishing their goals of better characterization of the ecosystems of the sanctuary...The tribes and commercial fishing interests have platforms that can be used for many of their purposes...and potentially, for less cost.”
- “There is a huge need to understand the communities in which the sanctuary is located. Move operations or the entire office into a community adjacent to the sanctuary. This will provide opportunity for local resident's to learn more about why it exists and what the sanctuary does.”
- “Given fiscal constraints and the fact that most, if not all, of these meetings are one day or less, teleconferencing, although tried before, should be pursued again.”

Address fisheries management issues: Three respondents mentioned fisheries management as an issue. Respondents suggested that OCNMS should not get involved in fisheries management. Instead, OCNMS should increase the flow of information between OCNMS and the Pacific Fishery Management Council, and clarify the definition of Essential Fish Habitat. Examples include:

- “OCNMS is not included on that list and so should not act without them on any topic related to fisheries research. OCNMS should not attempt to influence or promulgate regulations pertaining to fishing method, location or harvest amount.”
- “The West Coast Sanctuary office does send a staffer to the PFMC meetings, but only to the Habitat Committee meetings, and not to the species management subcommittee meetings...send one staff to the species management subcommittees. This would mean OCNMS would send one staffer to the PFMC Groundfish Advisory Panel, Cordell Banks would send one staffer to the Coastal Pelagic Subcommittee, Monterey Bay would send one staff to the Salmon Advisory Subcommittee etc.”

Incorporate input from AC and partners: Four respondents noted the need for federal agency partners, Marine Resources Committees, and the Sanctuary Advisory Council to be involved in setting research priorities and making decisions on joint projects. One respondent emphasized the need for OCNMS to be more flexible. Examples include:

- “Empower the SAC to be more involved in decision-making.”

- “OCNMS tries to use other agencies to accomplish their goals and then are rigid in their dealings with these agencies. The general attitude is we need your help but you have to do it our way.”
- “[Set] up an advisory council working group to collaborate with the coastal MRCs, tribes, and other managers and interests in coastal communities to identify the top shared priorities in the OCNSM management plan. From there, the working group and staff could flesh out some project ideas and present back to the full Advisory Council for discussion and decision on which projects could be advanced collaboratively and how to move them forward.”

Provide more frequent and effective communication, outreach, and education: Three respondents included recommendations for communication to interested parties to keep them abreast of issues and projects relating to the sanctuary. Examples include:

- “Newsletter update would be helpful, or a regular email of progress reports, including self-evaluation by OCNMS.”
- “A higher degree of outreach/education re the OCNMS is appropriate, however, staff is limited...Much more could be done in the schools to make our future generations more aware of the sanctuary and its importance.”

Other: Respondents also suggested increasing OCNMS staff participation in oil spill planning, applying adaptive management techniques into the future, and changing the leadership at OCNMS.

Question 8: How Healthy are OCNMS's Relationships?

Question 8 was a multiple choice question exploring whether common facilitating factors of effective collaborative and coordinated management are present in respondents' relationships with OCNMS (see Figure 15). Understanding whether respondents identify these factors in their relationships with OCNMS is an important measure of relationship health. Once missing factors are identified, OCNMS can focus its efforts on specific aspects of relationships or on certain groups that do not perceive these factors in their relationship with OCNMS.

Q8. Regarding your interaction with OCNMS, to what extent do you agree with the following statements?					
	Not at all		Somewhat		A great deal
You are involved in a thorough discussion of the issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You understand why management decisions are made	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You work on issues important to your organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have the opportunity to learn more about current marine resource issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You work toward a shared goal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You feel that you are making a difference	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have developed new professional relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have developed new friendships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 15: Question 8, positive aspects of respondents' relationships with OCNMS.

Thirty-three to 37 respondents answered each statement in Question 8.

With some variation, most respondents perceive their relationship with OCNMS is healthy: Most respondents feel they “considerably” or “a great deal” work on issues important to their organization, have developed new professional relationships, have the opportunity to learn about marine issues, understand management decisions, and work toward a shared goal with OCNMS (see Figure 16). On the other hand, respondents feel they “somewhat” have the opportunity to make new friendships, make a difference, and be involved in a thorough discussion of issues.

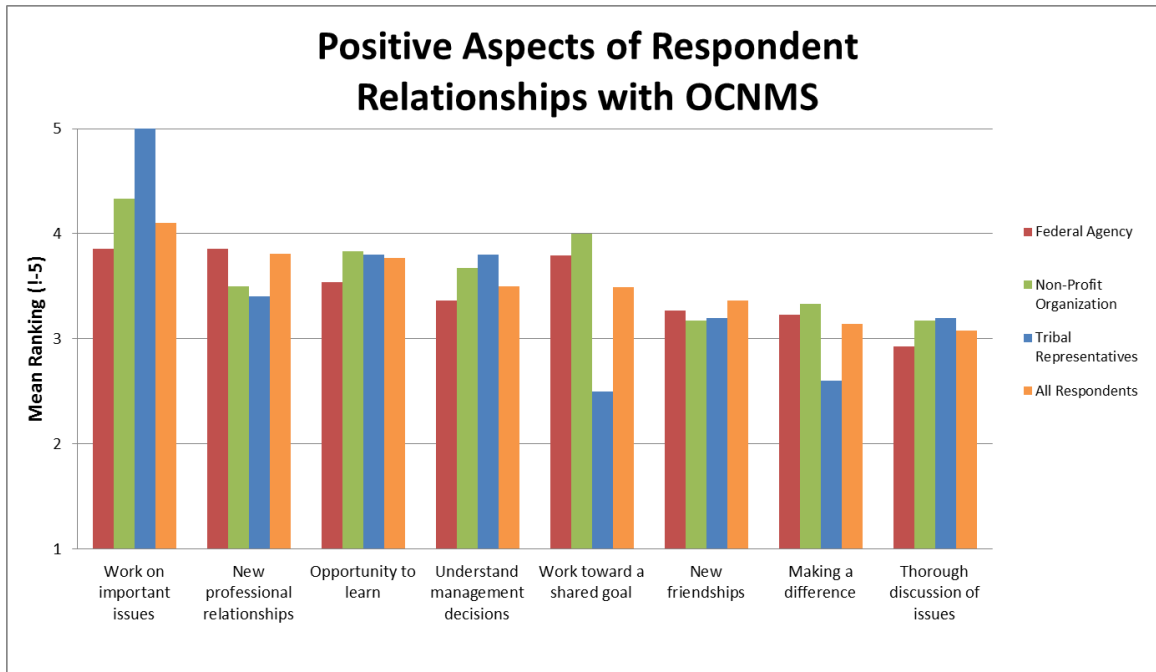


Figure 16: Mean ratings of Question 8 statements, on the positive aspects of respondents' relationships with OCNMS, disaggregated by respondent group.

Tribal respondents work on important issues, but not toward a shared goal with OCNMS: Tribal respondents' means are significantly different from the means of other groups for two statements. All groups reported that they work on issues important to their organization, but all tribal respondents rated this statement with a 5, indicating they work on issues important to their organization "a great deal" (see Figure 17). At the same time, tribal respondents do not perceive that they work toward a shared goal with OCNMS. No tribal respondents rated the statement on working toward a shared goal higher than "somewhat" (see Figure 18). Four out the six tribal respondents agreed that they somewhat work toward a shared goal with OCNMS.

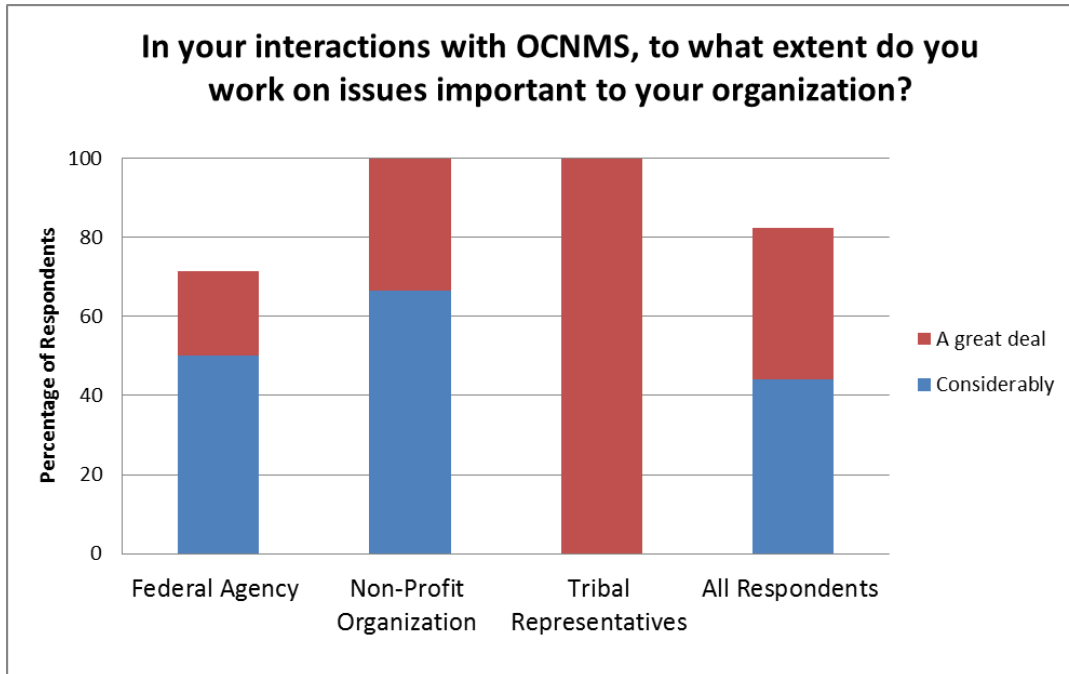


Figure 17: Percentage of respondents who feel they work on important issues. Percentages are disaggregated by respondent group.

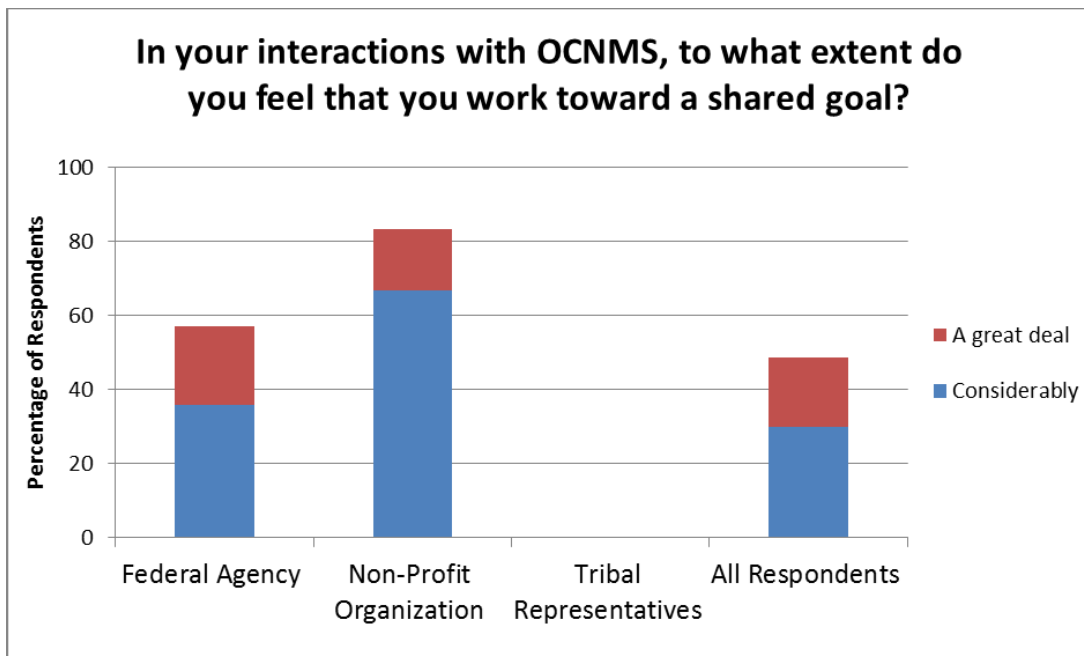


Figure 18: Percentage of respondents who feel they work toward a shared goal. Percentages are disaggregated by respondent group.

Question 9: Perceptions of OCNMS staff

Question 9 identified how respondents interpret the relationship-building efforts of OCNMS staff (see Figure 19). By understanding respondent perceptions of staff actions, OCNMS staff can take steps to refocus their efforts on aspects of the relationship that are rated lowest. Or, if OCNMS staff members feel they already take action to build relationships, the responses to this question will show where they could better communicate about their relationship-building efforts.

Q9. To what extent do you feel that OCNMS staff members:						
	Not at all		Somewhat		A great deal	
Value your participation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recognize your contributions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Understand your perspective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Respect your opinion, even when they disagree	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Respond to your questions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Seem committed to maintaining strong relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 19: Question 9, perceptions of OCNMS contributions to healthy relationships.

Between 31 and 35 respondents answered each statement in Question 9.

Overall, respondents are more than “somewhat” pleased with OCNMS staff: Overall, respondents’ mean ratings of OCNMS staff members’ contributions to institutional relationships range from 3.6 to 4.0 (see Figure 20).

Federal agency respondents give OCNMS the highest ratings: Among the three groups with the largest sample size – tribal respondents, federal agencies, and non-profit organizations – federal agency representatives generally rated OCNMS staff the highest, while tribal respondents rated OCNMS staff the lowest, especially with regard to staff understanding of tribal perspective (see Figure 20).

There is little variation between federal agency and non-profit organization responses. Federal agency representatives have means with a range of 3.7 to 4.2, while the non-profit group has slightly lower means. Tribal respondents’ mean scores ranged from 2.4 to 3.2, however.

Tribal respondents feel that OCNMS recognizes their contributions: The highest-rated statement among tribal respondents is that OCNMS recognizes their contributions, which received a mean of 3.2 (see Figure 20).

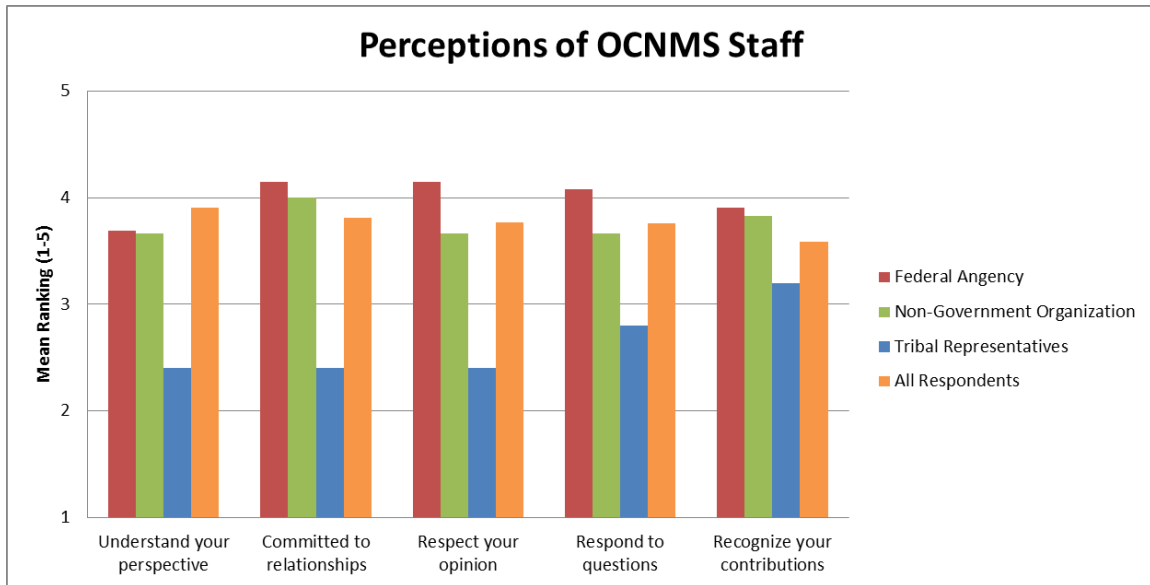


Figure 20: Mean ratings of Question 9 statements, on OCNMS staff contribution to relationships. While federal agency and non-profit respondents rate the factors highly, tribal representatives do not (with the exception of “recognize your contributions”).

Question 10: Credibility of Management Decisions

Question 10 probed the level of credibility that respondents attribute to OCNMS's management decisions (see Figure 21).

Q10. To what extent do you feel that OCNMS management decisions are based on:						
	Not at all		Somewhat		A great deal	
Sound science	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
An understanding of the cultural and social values of the marine resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 21: Question 10, respondents' perceptions of OCNMS management decisions.

Thirty-four respondents answered Question 10.

There is considerable variation in perceptions of OCNMS management decisions:

Forty-seven percent of respondents feel that OCNMS management decisions are based on sound science "considerably" or "a great deal" (see Figure 22). However, 35 percent responded with "somewhat," 12 percent responded with "very little," and six percent responded with "not at all."

Responses to whether management decisions are based on an understanding of cultural and social values also are variable, though slightly less so. Fifty-nine percent of respondents feel that decisions are based on an understanding of the cultural and social values "considerably" or "a great deal." However, 21 percent responded with "somewhat," 15 percent responded with "very little," and six percent responded with "not at all."

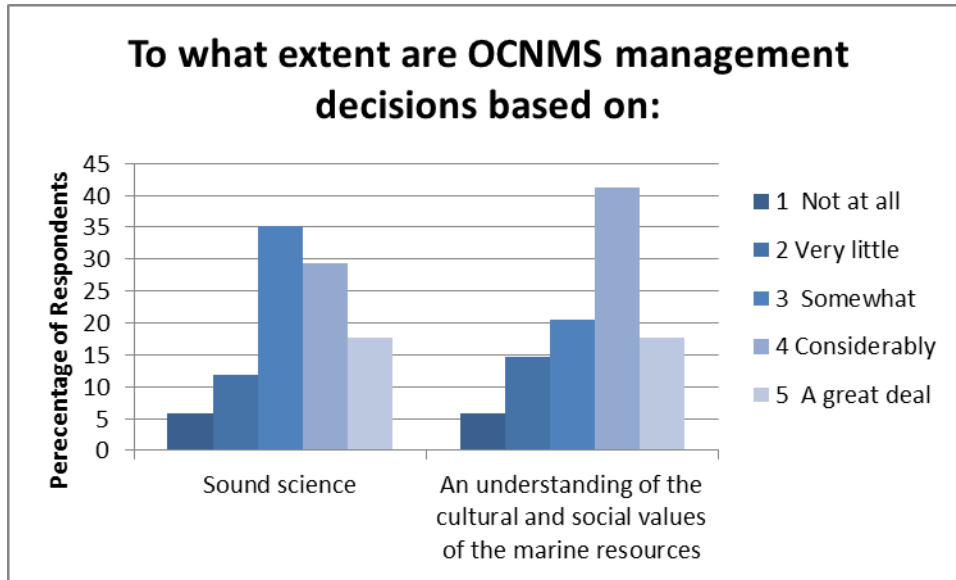


Figure 22: Distribution of responses to Question 10, on the perceptions of OCNMS management decisions.

Tribal respondents perceive OCNMS management decisions as less credible: Tribal respondents provided lower ratings to OCNMS decisions than other respondents (see Figure 23). The mean of tribal responses is 2.0 for both statements, or “very little.” The federal agency and non-profit organization respondent groups rate both statements higher, ranging from 3.5 to 4.0 for both statements.

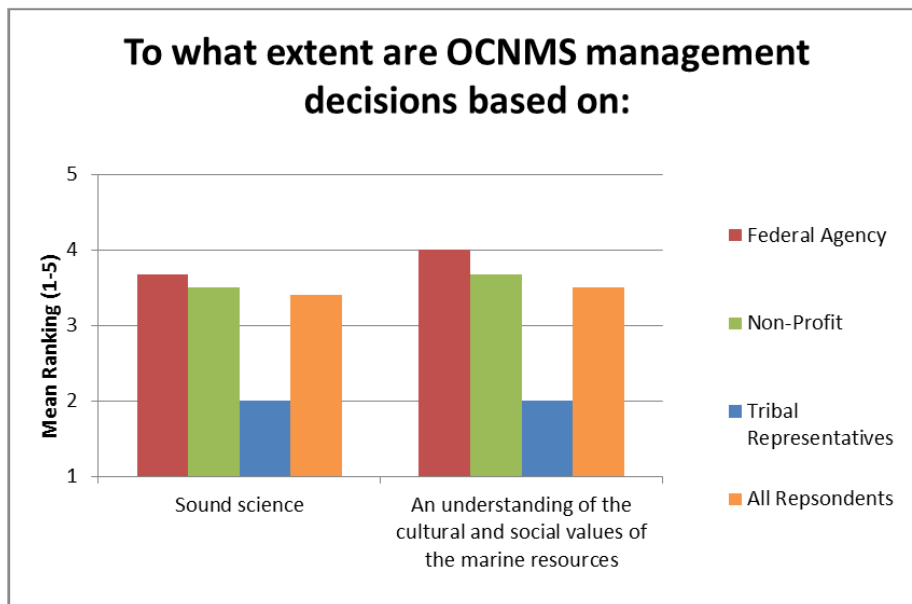


Figure 23: Mean responses to Question 10, on management decisions, disaggregated by respondent group. Tribal respondents have lower mean agreement levels than federal agency and non-profit respondents.

Question 11: Level of Satisfaction with OCNMS Relationship

One measure of the performance of a collaborative relationship is to ask those involved how satisfied they are with the relationship. The survey included two questions specifically related to satisfaction. Question 11 was a multiple-choice question that asked how satisfied respondents are with their relationship with OCNMS (see Figure 24).

Q11. Overall, how satisfied are you with your relationship with OCNMS?				
Not at all	Somewhat			A great deal
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 24: Question 11, respondents' satisfaction with their relationship with OCNMS.

Thirty non-tribal and six tribal respondents answered Question 11.

Majority of respondents are satisfied: Overall, the majority of survey respondents are satisfied with their relationship with OCNMS (see Figure 25). Eighty-three percent responded with a 3, 4 or 5, indicating they are “somewhat,” “considerably,” or “a great deal” satisfied. Sixty-four percent responded with a 4 or 5, indicating they are “considerably,” or “a great deal” satisfied.



Figure 25: Respondent ratings of their satisfaction with their relationship with OCNMS. The majority of survey respondents indicated they were satisfied with their relationship the sanctuary.

Tribal respondents are largely unsatisfied: Satisfaction, however, varies among participants in OCNMS's institutional network (see Figure 26). Tribal representatives are largely unsatisfied. Of the six tribal representatives who answered Question 11, none

rated his or her level of satisfaction greater than somewhat. The mean satisfaction level of the tribal respondents is 2.2 on the five-point scale.

Federal agency representatives, on the other hand, are among the most satisfied. Of the 18 federal agency representatives who answered this question, the mean satisfaction level is 4.1. Among the six members of conservation-oriented nonprofit organizations who answered this question, the mean satisfaction level is 3.5.

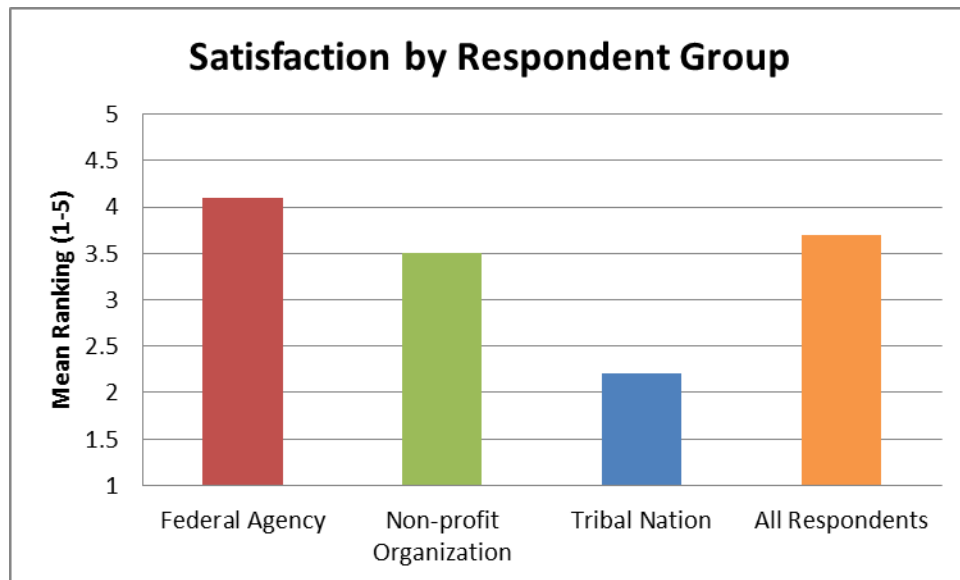


Figure 26: Mean rankings of respondent satisfaction, disaggregated by respondent group. Federal agency respondents are most satisfied and tribal respondents are least satisfied.

Question 12: What Makes the Relationship Satisfying or Not Satisfying?

Question 12 was an open-ended question that asked about what factors make respondents' relationship satisfying or not satisfying (see Figure 27). The question allowed respondents to explain, in their own words, factors that promote or diminish satisfaction. Because the responses were highly differentiated between tribal and non-tribal respondents, the results are reported separately below.

Q12. What makes your relationship with OCNMS satisfying or not satisfying?

Figure 27: Question 12, factors that promote or decrease satisfaction.

Non-Tribal Respondents

Non-tribal respondents are largely satisfied with their relationship with the sanctuary, though some of the same respondents offered varied perspectives on what factors contribute to their satisfaction and what factors cause them to be satisfied. In general, they attribute their satisfaction to two factors:

- They appreciate the professionalism and responsiveness of sanctuary staff and the degree to which they feel listened to and valued by the staff.
- They appreciate the relationship as an opportunity to pursue shared goals, help the sanctuary, learn more about other partners in the sanctuary's network, and encourage those partners to learn more about them.

In contrast, some non-tribal representatives were dissatisfied with the lack of communication they experience with the sanctuary and a seeming disconnect between the advice they provide and the decisions made by the sanctuary.

Tribal Respondents

Tribal respondents recognize and appreciate the unique opportunity to influence sanctuary management through the Intergovernmental Policy Council. The IPC represents a positive development in the relationship that promotes satisfaction. At this time, however, tribal representatives are generally unsatisfied with their relationship with the sanctuary because of two factors:

- They do not feel respected in the process.
- Overall, they feel the management process is neither transparent, nor available to them as a mechanism to influence sanctuary decisions.

Detailed Findings: Factors that Promote Satisfaction for Non-Tribal Respondents

Fifteen non-tribal respondents provided factors explaining their satisfaction. Two non-tribal respondents provided more than one factor, resulting in 17 total comments. The comments fall into six major categories (see Table 8):

Factors that Promote Satisfaction for Non-Tribal Respondents	
Category	Frequency of Comment
Qualities of the staff	53%, n=8
Opportunities to engage with OCNMS and others	20%, n=3
Sharing common goals	13%, n=2
Being able to help	13%, n=2
Enhancing understanding of respective interests and concerns	7%, n=1
Developing personal relationships	7%, n=1

Table 8: Non-tribal respondents' reasons for their satisfaction with their relationship with OCNMS.

Qualities of the staff: Eight respondents cited qualities of the sanctuary staff as the source of their satisfaction with the sanctuary. The respondents suggested that OCNMS staff members are responsive, professional, dedicated and knowledgeable. Positive statements about the qualities of the staff include:

- “I am impressed with the professionalism and dedication of those involved.”
- “Overall staff support is very good, knowledgeable, and courteous.”
- “The ability to communicate openly and know they are at least listening to our side of the story.”

Opportunities to engage with OCNMS and others: Satisfaction for three respondents is rooted in the opportunities to work with and learn from OCNMS, and connect with others.

- “Opportunities to connect with them, work with them on projects and learn from them about the Sanctuary.”
- “Tribal outreach opportunities.”

- “Their degree of communication/cooperation and the amount that they engage our agency in decisions.”

Sharing common goals: Two respondents said the relationship is satisfying because they are working toward shared goals with the sanctuary.

- “While we don't always agree on specific actions, I believe that I share common long-term goals with the staff and the program of the OCNMS.”
- “Both of our agencies are working toward promoting an environment that enhances the quality of life in the Pacific Northwest.”

Being able to help: Two respondents said they are satisfied with the relationship because they believe they can help OCNMS understand a perspective or help with an aspect of OCNMS's institutional relationships.

- “I'm really new at this, but I believe I can help the sanctuary staff with advice from a former regulator perspective, from a waterway user perspective and from a history of having worked on issues about the waterways of the Pacific Northwest, beyond the sanctuary.”
- “As a member of the PFMC Habitat Committee, it is very important to help coordinate a portion of the relationship between the PFMC and OCNMS.”

Enhancing understanding of respective interests and concerns: One respondent indicated that satisfaction in the relationship stems from mutual learning that led to greater understanding of the interests and concerns of both sides.

- “During my time with the SAC and OCNMS I believe that we all came to learn a lot about each other and our respective roles on the SAC. I believe that they have a much better appreciation and understanding of the importance of the marine industry and we on the other hand have come to learn more about their concerns and have been successful in meeting the goals and objectives of the OCNMS without creating unwarranted regulations.”

Developing personal relationships: One respondent cited personal relationships as a source of satisfaction.

- “...and the personal relationships that have developed with staff and other OCNMS partners has enriched our work as well.”

Detailed Findings: Factors that Promote Satisfaction for Tribal Respondents

Two tribal respondents provided comments to explain why they derive at least some satisfaction from their relationship with the sanctuary. The comments fall into a single category:

Having influence and opportunities to engage in a unique process: The two tribal representatives said they receive some satisfaction in the relationship through the unique process created by tribes and the sanctuary that has allowed the tribes to have a voice and express their priorities in a resounding and influential way.

- “OCNMS treats Washington Tribes better than other sanctuaries treat their respectively encumbered indigenous cultures. Most likely this is only because of strongly established treaty mandates, and if left to their own devices the NMS program would pursue an even more paternalistic approach with regard to Tribal interaction. So this is satisfying to participate in a very UNIQUE process where Tribal Voices and Tribal Priorities have an undeniable and resounding influence...”
- “The satisfying part is that there is an opportunity to engage with staff in a public or intergovernmental forum-SAC or IPC.”

Detailed Findings: Factors that Decrease Satisfaction for Non-Tribal Respondents

Eight non-tribal respondents provided nine factors explaining what decreases their satisfaction. The comments fall into four categories (see Table 9):

Factors that Decrease Satisfaction for Non-Tribal Respondents	
Category	Frequency of Comment
Lack of communication or engagement	50%, n=4
Concerns regarding OCNMS decisions	25%, n=2
Lack of attention to area’s cultural context	25%, n=2
Lack of understanding of tribal rights	13%, n=1

Table 9: Non-tribal respondents’ factors that decrease satisfaction in their relationship with OCNMS.

Lack of communication or engagement: Four respondents mentioned a lack of communication or engagement that made the relationship with OCNMS unsatisfying. Examples include:

- “I worked with other sanctuaries in the past where we had much stronger working relationships. The OCNMS seems to work somewhat in a vacuum, at least on the ‘on the ground level’.”
- “Communication barriers limit ability to create effective working relationships.”
- “Sure could use monthly updates to pass on to groups: - Sierra Club North Olympic Group - SCNOG - Olympic Forest Coalition - OFCO - Olympic Coast Alliance – OCA”

Concerns regarding OCNMS decisions: For two respondents, the source of dissatisfaction was rooted in decisions that seemed disconnected from goals or advice.

- “Repeated disconnects with management goals and actions taken.”
- “There have been some staff decisions made that seemed inconsistent with the intent of the advisory group.”

Lack of attention to area’s cultural context: Two respondents commented that their relationship with the sanctuary is unsatisfying because they believe OCNMS needs to pay more attention to the area’s cultural context.

- “It feels like there is a fairly large cultural divide between local interests and entities and the OCNMS staff.”
- “The only negative would be that they appear more devoted to following the federal bureaucratic standards to the letter, over the mission of this sanctuary in its unique cultural context.”

Lack of understanding of tribal rights: One non-tribal representative commented that the relationship is unsatisfying because they perceive that the sanctuary lacks sensitivity or an understanding of tribal rights.

- “I feel like the OCNMS comes at their management mandate with a lack of understanding of the social, cultural and political circumstances that make the Pacific Northwest Coast unique... It comes off as arrogance, but may in fact just be a lack of sensitivity and understanding of tribal rights and policies.”

Detailed Findings: Factors that Decrease Satisfaction for Tribal Respondents

Six tribal respondents provided factors explaining their low satisfaction. Two tribal respondents provided multiple factors, resulting in nine total comments. The comments fall into three categories (see Table 10):

Factors that Decrease Satisfaction for Tribal Respondents	
Category	Frequency of Comment
Do not feel respected or appreciated by OCNMS	67%, n=4
Lack of communication or engagement	67%, n=4
Lack of sound science in decision-making	17%, n=1

Table 10: Tribal respondents' reasons for their low satisfaction with their relationship with OCNMS.

Do not feel respected or appreciated by OCNMS: Four tribal respondents were dissatisfied because they feel that the sanctuary has acted in ways that do not respect tribal members. Examples include:

- “There has been historical arrogance dealing with some coastal players; and when OCNMS displays it, the participating state, federal, NGO or industrial players take their cues from it. Notwithstanding that, there have been some great Advisory Council players who followed their own lead. And some OCNMS staffers. I am not sure this arrogance is really gone (e.g., try to get involved in planning research or being part of it). I have had the opportunity to work with OCNMS staff in other forums where they sit in ex-officio positions on a committee and they are just fine there. So I wonder if this is a role, this superiority that is still "there" (mind you, people are polite), and I am not sure from what level of the NOAA organization it is emanating.”
- “They act like they know best ... they don't really care to help the Tribes... they try to replicate things that have been done in other sanctuaries like TREATY TRUSTEESHIP means nothing, they have disregarded Tribal welfare issues in the past and still try to create a provision for tribal welfare in a paternalistic manner.”
- “...It is unsatisfying to participate, believing in the back of my mind that OCNMS doesn't really value Tribal Fishermen, they only value the "concept" of Tribal Fishing because they have to. If OCNMS truly valued Tribal Fishermen they would not be in pursuit of research and regulations intended to further constrain and shrink the footprint of Washington Coastal Tribal Fishing opportunity.”

Lack of communication or engagement: Four tribal respondents mentioned a lack of communication or engagement to explain their dissatisfaction with their relationship with the sanctuary.

- "...The non-satisfying part is that while input is given the sanctuary holds its course with little room for change. There is an general attitude that it is acceptable to give non-answers, excuses that it is "outside of staff control" (i.e. budget, national priorities) and not to put effort into items outside of the national agenda."
- "[OCNMS staff members] seem to be reluctant to be truly and openly transparent about OCNMS agendas..."
- "The need for them to open up with us as to their true goals in the OCNMS. We are, more often than not, surprised by their actions including obvious attempts to limit fishing activity in the sanctuary by concentrating expensive research on deep-sea corals and sponges. The tribes may have actually agreed with some of this research if had been discussed with them prior."

Lack of sound science in decision-making: One tribal respondent mentioned concern over the collection and use of scientific data as a source of their dissatisfaction with the sanctuary.

- "...They have had a history of acting on raw data as scientific findings; they have conducted useless science because instruments and other mistakes caused the data collection to be inaccurate..."

Question 13: What have Respondent Organizations Accomplished?

Question 13 was an open-ended question that asked about what respondents' organizations have achieved by working with OCNMS (see Figure 28). The question allowed respondents to explain, in their own words, whether they or their group has benefited from interacting with OCNMS.

Q13. What has your group accomplished by interacting with OCNMS? In other words, what is different for your organization because of your relationship with OCNMS?




Figure 28: Question 13, accomplishments of respondents' organizations from working with OCNMS.

Many respondents wrote of policies and programs that are in place because of the respondents' partnerships with OCNMS. Other respondents, including many tribal representatives, wrote about the importance of interaction with OCNMS because it provides a venue for influencing management decisions. Some respondents feel they have not benefitted from their relationship with OCNMS or did not feel qualified to answer this question.

OCNMS's partners feel they have benefited from their relationship with OCNMS by:

- Sharing priorities and issues before conflict arises.
- Contributing their expertise and perspective to the management plan.
- Cooperating to implement joint programs and regulations.
- Learning more about OCNMS and current marine resource issues.

Detailed Findings: Respondent Organization Accomplishments

Twenty-eight respondents provided answers to explain what their group accomplished by interacting with OCNMS. The comments fall into five categories (see Table 11):

How Respondents Benefit by Interacting with OCNMS	
Category	Frequency of comment
Mutually beneficial programs, policies and projects	29%, n=8
Opportunities for sharing priorities and issues before problems arise	21%, n=6
Opportunities to contribute expertise and perspective to management decisions and the management plan	18%, n=5
Expanding our understanding of current issues facing marine resources, OCNMS and partner organizations	14%, n=4
My organization has not benefited through partnership with OCNMS	18%, n=5

Table 11: Respondents' perceptions of the benefits of interacting with OCNMS. Respondents benefit through new and expanded programs, a venue for sharing information and emerging concerns, and opportunities to influence management decisions.

Mutually beneficial programs, policies, and projects: Eight respondents reported collaboration with OCNMS on policies, programs and events that benefit OCNMS, the marine resources and partner organizations. Respondents listed stewardship efforts like beach cleanups, education programs and new cruise ship regulations as benefits of their relationship with OCNMS. Examples include:

- “We successfully championed the only regulatory change in the management plan resulting in the cruise ship discharge ban.”
- “We have been able to leverage much higher quality education and outreach programs for our outer coast communities by teaming up with the sanctuary and their partners.”
- “My organization collaborates with the Sanctuary on an annual beach cleanup that is very successful in removing debris and engaging volunteers.”

Opportunities for sharing priorities and issues before problems arise: Six respondents commented on the value of collaboration before conflict develops. They noted that in addition to reducing conflict between partner organizations and OCNMS, proactive information sharing helped them prepare for emerging marine resource issues. Examples include:

- “I would say NOAA and OCNMS are better listeners now, but it remains to be seen if they now involve the tribes and other partners in plans and work involving the coastal resources.”
- “We are now having an annual meeting to discuss any issues or concerns that either of us have with what is happening in the OCNMS.”
- “We are able to share more timely information about the sanctuary activities and consider impacts regarding operations, thus ensure management decisions include our perspective, good knowledge of our operations and that we can react to those decisions in a timely manner - either providing appropriate feedback or alter operations accordingly.”

Opportunities to contribute expertise and perspective to management decisions and the management plan: Five respondents reported benefiting from engagement in the management plan review process. Respondents appreciate the chance to share their organization’s information and priorities with OCNMS. Three of the respondents specifically mentioned the incorporation of their input into the draft management plan. Examples include:

- “The IPC and the SAC reconciled priority issues during the Management plan review.”
- “Through interacting with OCNMS have been able to affect some parts of the goal and objectives in the new Management Plan.”
- “I believe that the OCMNS and the SAC and the various other public members who attend have a better appreciation of our industry and our efforts to protect the waters of our state and the Sanctuary. They no longer look at the person occupying the marine seat and see a person representing an oil spill that is just waiting to happen.”

Expanded our understanding of current issues facing marine resources, OCNMS and partner organizations: Four respondents commented on how much they have learned through their relationship with OCNMS. Respondents also reported on the benefits of learning more about the priorities of OCNMS and the Office of Marine Sanctuaries as well as other organizations’ perspectives on resource issues. Examples include:

- “Our organization has a stronger understanding of marine issues that face the outer coast, and our relationship has provided a strong scientific framework for the work we do.”

- “Understanding of federal interests and jurisdictions on the outer coast. This goes beyond the Sanctuary; because the SAC is comprised of a diverse set of stakeholders my agency has an opportunity to understand views and positions from all these different entities. This is extremely important.”

No Benefit: Five respondents felt their organization had not benefited directly by interacting with OCNMS. Of those, one respondent reported that efforts at collaboration with OCNMS were not substantive. Examples include:

- “Though we have worked together well on some issues, there seems to be a lot more lip service given to interagency participation than actual participation.”
- “Actually nothing.”

Question 14: What has OCNMS Accomplished?

Question 14 was an open-ended question that asked respondents to explain, in their own words, what is different for OCNMS because of their interaction with the respondents or their groups (see Figure 29).

Q14. What has OCNMS accomplished by interacting with you or your group? In other words, what would be different for OCNMS and the marine resource if you were not involved?

Figure 29: Question 14, the benefits to OCNMS and the resource from maintaining institutional relationships with respondents.

Many respondents commented on how OCNMS benefitted from partner input during the management plan review process. Some respondents reported that outside resources help OCNMS implement programs and policies that the sanctuary would be incapable of conducting alone. Respondents report that their interaction with OCNMS connects the sanctuary to communities and organizations it cannot reach on its own.

Respondents feel that OCNMS has benefited through its relationships with partners by:

- Using partner expertise and perspective to develop a more robust management plan.
- Implementing programs and regulations that OCNMS cannot sustain without outside resources.
- Plugging into organizations and communities that are not reached by OCNMS itself.
- Fulfilling its legal responsibilities to collaborate.

Detailed Findings: OCNMS Accomplishments

Twenty-seven respondents provided answers to explain whether they or their group has benefited by interacting with OCNMS. The total number of comments is 27. The comments fall into five categories (see Table 12):

How OCNMS Benefits from Interacting with Respondents	
Category	Frequency of comment
Partners provide guidance to OCNMS on management decisions through access to research and data and perspective on home organization policies and programs	33%, n=9
OCNMS improved its relationship with local communities and other organizations	30%, n=8
Partners provide hands-on assistance and funding	22%, n=6
OCNMS fulfilled its legal obligations	7%, n=2
Nothing/no opinion	7%, n=2

Table 12: Respondents’ perceptions of how OCNMS and the resource benefits from interacting with the respondents’ organizations. Partners perceive that OCNMS has benefited from cooperation through new and expanded programs, access to outside expertise and engagement with communities and networks.

Partners provide guidance to OCNMS on management decisions through access to research and data and perspective on home organization policies and programs:

Nine respondents commented on their contributions to the draft management plan. Partners provided information to OCNMS to help develop a management plan that reflects the best data on the marine resources and community priorities. Examples include:

- “Awareness of response community issues.”
- “If there was not an active person in the marine seat who could answer questions and provide data to back up the science of oil pollution I believe that there would be many wasted efforts and expense put into trying to establish regulations of our industry that would be challenged at the state and federal level. The SAC and OCMNS would find themselves with a huge amount of pressure from other groups to impose regulations. Our presence has provided the information and data necessary to avoid rules and regulations and instead has helped to produce an array of voluntary compliance measures to help provide for the avoidance of possible oil spills.”
- “Access to marine research they [OCNMS] might not have had; access to a citizen science network they might not have had.”

OCNMS improved its relationship with local communities and other organizations:

Eight respondents commented on the bridges they built among OCNMS, local residents and relevant organizations across the region. Partners reported that these relationships help OCNMS avoid conflict and understand the social ramifications of its management decisions. Examples include:

- “The new management plan is more reflective of this sanctuary. Through interacting with our group, OCNMS has had the opportunity to develop new relationships with staff both in government and non-government. The interaction has provided the opportunity to learn about communities that live adjacent to and are users of the marine resources within the sanctuary.”
- “We have helped OCNMS make significant progress in being positively recognized and integrated with the local community.”
- “Without us, they would be more defensive and less aware of their lack of sensitivity to local interests and customs.”

Partners provide hands-on assistance and funding: Six respondents said they have provided funding, staff or technical resources to help OCNMS protect the marine resources through education, regulation and volunteer projects. Examples include:

- “We have provided funding, staff and material resources for educational outreach to outer coast communities - the OCNMS did not have these resources available due to budget cuts and limited staffing.”
- “Much of what needs to be done in the maritime arena whether it is safety or security or environmental stewardship cannot be achieved solely by one agency. Effective partnerships are vital to getting things done.”
- “Again, we help with the beach cleanup and I feel that is more successful because of our engagement. In addition, I have helped to coordinate activities of the OCNMS with the coastal Marine Resources Committees, informed and engaged our membership, the greater environmental community and our coastal network on OCNMS opportunities and MPR, and we regularly share OCNMS happenings on our popular coastal blog.”

OCNMS fulfilled its obligations to consult with Tribal governments OMN policy to convene the SAC: Two respondents wrote that OCNMS is going through the motions of collaboration but not always using the input in management decisions. Respondents recognized the current collaboration process with OCNMS but do not feel the process has led to collaborative management.

- “OCNMS has a list of meetings they can point to and call “collaboration.” I don't believe much would be different for OCNMS priorities, I think Tribes are mostly a hassle for OCNMS, but they just "have to do it" ...due to legal circumstances and not of their own volition, OCNMS put on a smiley face when coming out to speak with grumpy coastal locals like myself and then they go away to develop research plans on their own, or in cooperation with non-local, non-fishing NGO's without local or management participation or interests considered.”
- “They still advise the SAC more than taking the advice, like the SAC is some kind of rubberstamp.”

Question 15: What Limits Engagement with OCNMS?

Many challenges make collaboration and coordination difficult to achieve. To move beyond the issues that inhibit collaborative or coordinated efforts, it is necessary to identify and address the challenges. Questions 15 and 16 are complementary questions designed to identify what respondents perceive to be the challenges of interacting with OCNMS. Question 15 (see Figure 30) was a multiple-choice question that asked respondents to rate a list of factors according to what extent the factor limited their organization's ability to engage with OCNMS.

	Not at all		Somewhat		A great deal
Lack of time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of organizational support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of qualified staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Differences in organizational cultures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordination with OCNMS is not a high priority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 30: Question 15, factors that limit respondents' involvement with OCNMS.

Between 25 and 34 respondents answered each statement in Question 15.

None of the listed factors are highly challenging: Although each factor has some effect on engagement, no respondent selected a 5 in response to any of the six factors, meaning none of the factors are “a great deal” challenging to any of the respondents (see Figure 31).

Overall, lack of time and funding were the more commonly selected challenges: Overall, lack of time and funding were the most frequently selected factors that limit respondents' engagement with OCNMS (see Figure 31). Eighty-five percent (n=26) responded with a 3 or 4 to indicate that lack of time limited their engagement with OCNMS “somewhat,” or “considerably.” Sixty-eight percent (n=25) responded with a 3

or 4 to indicate that lack of funding limited their engagement with OCNMS “somewhat,” or “considerably.”

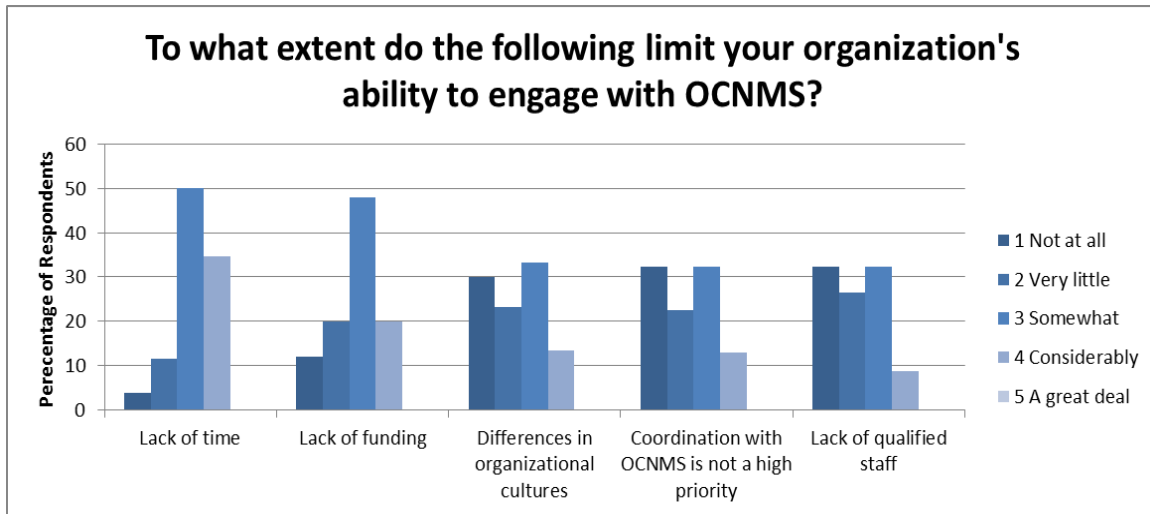


Figure 31: Distribution of responses to Question 15, on respondents’ limitations when working with OCNMS. Lack of time and lack of funding are the greatest challenges that limit interactions with OCNMS. None limited engagement by “a great deal.”

Differences in organizational cultures challenge tribal respondents’ interaction with OCNMS: Similar to other respondents, lack of time and lack of funding limit tribal respondents’ engagement with OCNMS. However, unlike other respondents, differences in organizational cultures pose the greatest limitation to tribal respondents’ engagement with OCNMS (see Figure 32). Although differences in organizational cultures are greater challenges to tribal respondents than lack of time or lack of funding, the differences in organizational cultures were still only ranked as “somewhat” to “considerably” challenging.

Thirty-three percent of the tribal respondents selected a 3, indicating that differences in organizational cultures limit their engagement with OCNMS “somewhat.” Sixty-six percent of tribal respondents selected a 4, indicating that differences in organizational cultures limit their engagement “considerably.” However, no tribal respondents selected a 5, meaning none felt differences in organizational cultures limit their engagement “a great deal.”

Coordination with OCNMS is a high priority for the tribal respondents: Overall, tribal respondents rated the statement “coordination with OCNMS is not a high priority” as the weakest challenge to engaging with OCNMS out of all of the listed challenging factors (see Figure 32). When compared to other respondent groups, the tribal respondents’ mean score of 1.6 for “coordination with OCNMS is not a high priority” is the lowest mean score of all groups for this statement. Since the tribes rated this statement so low both across tribal respondents and across respondent groups, it reveals that coordination with OCNMS is a high priority for the tribal respondents.

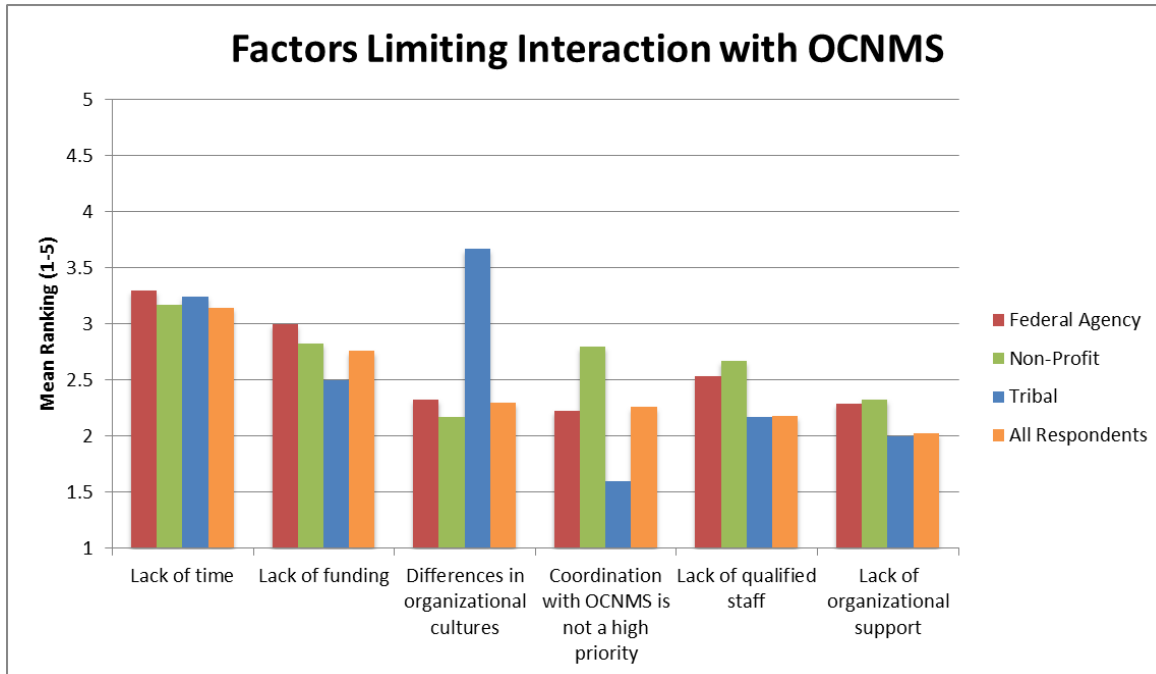


Figure 32: Mean ratings of Question 15 statements, on the factors that limit respondents' interactions with OCNMS, disaggregated by respondent group. Tribal respondents identified differences in organizational cultures as a greater limiting factor than lack of time and funding.

Other comments: Responses recorded in the “Other, please describe” category suggested additional challenges of interacting with OCNMS that were not included in the survey question. One respondent wrote: “OCNMS attitude.” Another respondent suggested that a lack of identifiable outcomes challenges interaction with OCNMS. The respondent wrote: “More staff time would be available if there was direct measurable results that benefited my group.” A final comment alluded to an aspect of time. The respondent wrote: “Scheduling conflicts.”

Question 16: What is Challenging about Interacting with OCNMS?

Questions 15 and 16 are complementary questions designed to identify what respondents perceive to be the challenges of interacting with OCNMS. Question 16 is an open-ended question that asked respondents to explain, in their own words, the factors they believe make working with OCNMS challenging and why (see Figure 33).

<p>Q16. What is particularly challenging about interacting with OCNMS and why?"</p> <div style="border: 1px solid black; height: 40px; width: 100%;"></div>
--

Figure 33: Question 16, challenges respondents face when interacting with OCNMS.

Question 16 elicited a wide-range of answers from the respondents. Some respondents said nothing was challenging about interacting with OCNMS while other respondents said there were many challenges. Many of the respondents referred to and elaborated on the list of challenging factors in Question 15, especially the lack of time, lack of staff and lack of funding.

Several respondents identified and described challenges not on the list in Question 15. The themes identified in Question 16 include challenges related to geography; OCNMS operating unilaterally; lack of opportunities for collaboration; distrust; the complexity of overlapping jurisdiction and shared authority; external influence on marine resource management, and; OCNMS understanding of the social and ecological value of the marine resources. Although almost every respondent group mentioned each challenge, some of the identified challenges were identified predominately by one or two respondent groups. When this occurred, the respondent groups were identified.

Detailed Findings: Challenges

Thirty-one respondents provided 52 factors explaining what is particularly challenging about working with OCNMS and why. The comments fall into 11 themes (see Table 13):

Factors that Challenge Respondents' Interactions with OCNMS	
Category	Frequency of comment
Resource Constraints	35%, n = 11
Time	23%, n=7
Staff	23%, n=7
Funding	16%, n=5
Geography	23%, n=7
Nothing/Business as usual	23%, n=7
OCNMS operates unilaterally	16%, n=5
Lack of opportunities for collaboration	16%, n=5
Distrust	13%, n=4
Complexity of overlapping jurisdiction and shared authority	6%, n=2
Outside pressures influence marine resource management	6%, n=2
Understanding of social, economic and ecological value of marine resource	6%, n=2

Table 13: Factors that challenge respondents' engagement with OCNMS.

Resource Constraints: Staff, Time and Funding: Eleven respondents mentioned resource constraints as a challenge to their relationships with OCNMS. Resource constraints are divided into staff, time and funding. Although these constraints are often interrelated, they are listed individually to highlight how respondents identified each of the constraints as challenging their work with OCNMS.

Resource Constraint - Time: Seven respondents identified time constraints as a challenge to interacting with OCNMS. Four of the seven respondents who identified time as a challenge represented federal agencies. Typically, respondents noted a lack of time to interact with OCNMS due to responsibilities at their home organizations. Examples include:

- “Mostly it is getting the time to do it with our in house responsibilities and limited staff.”
- “The amount of time we all have to deal with our own top priority issues is the most challenging factor and limits our involvement with OCNMS.”
- “Time constraints. I serve on too many committees. This is not OCNMS' fault. Meetings are usually very far away so travel is part of the issue.”

Resource Constraint - Staff: Seven respondents mentioned challenges related to staffing issues. Of those, five said interacting with OCNMS was challenging because their organization lacked staff to interact with OCNMS and complete their organization’s responsibilities. Examples include:

- “Time commitments and staffing levels.”
- “Our organization has limited capacity to provide time and staff for interactions.”
- “Our organization also lacks funding and staff.”

Resource Constraint - Funding: Five respondents indicated funding as a challenge. A lack of funding to pay for extra staff or travel to meetings limits their organizations’ interaction with OCNMS. Examples include:

- “OCNMS staff are seem generally open to collaborative work. Where my interactions with OCNMS have been challenging, it is because my institution does not have the resources to devote more of my (or someone else's) time to working with OCNMS.”
- “The funding: They have full staff to deal with each issue in micro-detail. We have to be responsive to it with one or two players for whom the OCNMS is only a small piece of the “federal-state-agency-responsiveness pie.” We are at the bottom of a funnel! OCNMS is one of so many fed/state/local agencies affecting treaty rights.”
- “Given fiscal constraints and the fact that most, if not all, of these meetings are one day or less, teleconferencing, although tried before, should be pursued again.”

Geography: Seven respondents (23 percent) indicated that geography challenges their interaction with OCNMS. The sanctuary’s remote location and distance to partner organizations compound resource constraints and make face-to-face collaboration time consuming and expensive. Still, partners see opportunities for OCNMS to better bridge

the gap between the Outer Coast, the Puget Sound area and sanctuary headquarters in Port Angeles. Examples include:

- “Time constraints. I serve on too many committees. This is not OCNMS' fault. Meetings are usually very far away so travel is part of the issue. Car Pooling with other SAC members can be accomplished some times.”
- “The geographic distance is challenging. Travel time is an issue to accomplishing anything. Our organization also lacks funding and staff.”
- “Remote nature.”

OCNMS Operates Unilaterally: Five respondents indicated they feel they are not engaged sincerely, early or often. All of the five respondents are representatives of the Tribes. They feel their contributions are not considered during project planning and implementation. Despite venues for coordination and cooperation, some respondents do not perceive they can influence OCNMS’s final decisions. Examples include:

- “The focus on the ‘sanctuary corporate box.’ Staff needs to be more willing to help carry through and respond to an inquiry, need, idea.”
- “...being told they don't have time to discuss the science because the proposal was due last month... so they designed the research anyway without the discussion.”
- “As noted above, although their scientists have no more degrees than the tribal ones, they don't include us in the research/field planning to the degree we think is appropriate. We are working to change this and it may yet improve.”

Lack of Opportunities for Collaboration: Five respondents identified lost opportunities for collaboration as a challenge to interacting with OCNMS. Two of the respondents are representatives of the Tribes and two are non-profit organization representatives. The lost opportunities result from poor communication or limited mutual understanding of organizational priorities and capacities. Examples include:

- “If OCNMS was in Seattle doing something at the Aquarium or NOAA, likely I would have no idea. Most of the time the only organized opportunity for me to connect with staff is at the Advisory Council meetings unless I initiate something myself.”
- “Not receiving regular updates on activities.”
- “My biggest issue is the location of the Advisory Council meetings and inability to participate in any manner, except in person. Given fiscal constraints and the

fact that most, if not all, of these meetings are one day or less, teleconferencing, although tried before, should be pursued again.”

Distrust: Four respondents identified distrust as a challenge to working with OCNMS. Three of the four respondents who identified distrust are representatives of the Tribes. Although some acknowledge positive steps to build trust, distrust remains around certain issues. Respondents noted OCNMS struggled to build trusting, strong relationships with the Tribes, especially around the cultural value of the marine resource, fishing issues and research planning. Examples include:

- “An ‘us against them’ mentality within the ONMS and OCNMS that does not allow them to understand fishing cultures and dependence on resources. The mission of sanctuaries is in direct conflict with the treaty rights of Washington State tribes so it is to their benefit to change that mission in the case of the OCNMS and work with the tribes.”
- “The most difficult thing was to get the tribes to accept what we told them as the truth and that we were not hiding information from them. The same thing could be said of some of the other members of the SAC and OCNMS but over the ten years I was involved that was improved to the point that the members did not think that I had a big imaginary oil spill blot on the back of my jacket.”

Complexity of overlapping jurisdiction and shared authority: Two respondents identified complex jurisdiction and shared authority as a challenge to interacting with OCNMS. They recognize the difficulty in navigating the relationships of the many agencies, tribes and governments who work in and around the marine resource.

- “Trying to get through the legal issues that surround the complex usage of the area.”
- “OCNMS is either the only, or one of very few, NMS that have a government-to-government relationship with several treaty Tribes. For those council representatives not directly involved in this relationship, the interaction between the primary parties can occasionally be confusing.”

External influence on marine resource management: Two respondents said interacting with OCNMS is challenging because OCNMS’s decisions appear to reflect the political and ecological opinions of individuals or organizations not based on the Olympic Peninsula.

- “It appears that decisions are made from DC.”

- “They seem more interested in political and ecological opinions of people who have little to do with the area, the coastal communities, like eco-evangelists crusading with less than the whole truth to justify action agendas.”

OCNMS understanding of the social and ecological value of the marine resources:

Two respondents said OCNMS staff does not possess sufficient experience-based understanding of local or regional resource conditions.

- “They often seem to have more theoretical knowledge than actual on the ground understanding of the issues.”
- “They seem more interested in political and ecological opinions of people who have little to do with the area, the coastal communities, like eco-evangelists crusading with less than the whole truth to justify action agendas.”

No Notable Challenges: Seven respondents did not identify any challenges to interacting with OCNMS. Examples include:

- “Nothing I can think of.”
- “Nothing is particularly challenging.”

Question 17: How can OCNMS Increase Engagement?

Questions 17 and 18 asked how OCNMS can help its partners engage in sanctuary activities. Together, these questions provide guidance to OCNMS on what types of assistance partners find most helpful and how to make the most of limited staff and resources for collaboration. Question 17 (see Figure 34) was a multiple-choice question that asked about potential strategies OCNMS could use to increase respondents’ engagement with OCNMS.

Q17. To what extent would the following actions by OCNMS help you to more effectively engage with them?

	Not at all		Somewhat		A great deal	
Create a formalized agreement (MOU/MOA)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provide funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Help you seek support from your supervisor and home organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provide more information about OCNMS and how you can help	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Help you prepare your successor to maintain a relationship with OCNMS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 34: Question 17, how OCNMS could enhance respondents’ interactions.

Thirty-three respondents answered Question 17.

Memorandums of Understanding and Memorandums of Agreement were not perceived to be helpful: For most respondents (62 percent), formalizing their relationship with OCNMS through an MOU or MOA would not be helpful (see Figure 35). However, a small subset did indicate that a formal agreement would be helpful to them.

Funding would be somewhat helpful, particularly for Tribal respondents: Sixty percent of respondents said funding from OCNMS would be at least somewhat helpful to their interaction with OCNMS. Tribal respondents were more likely to say funding would be helpful to their interaction.

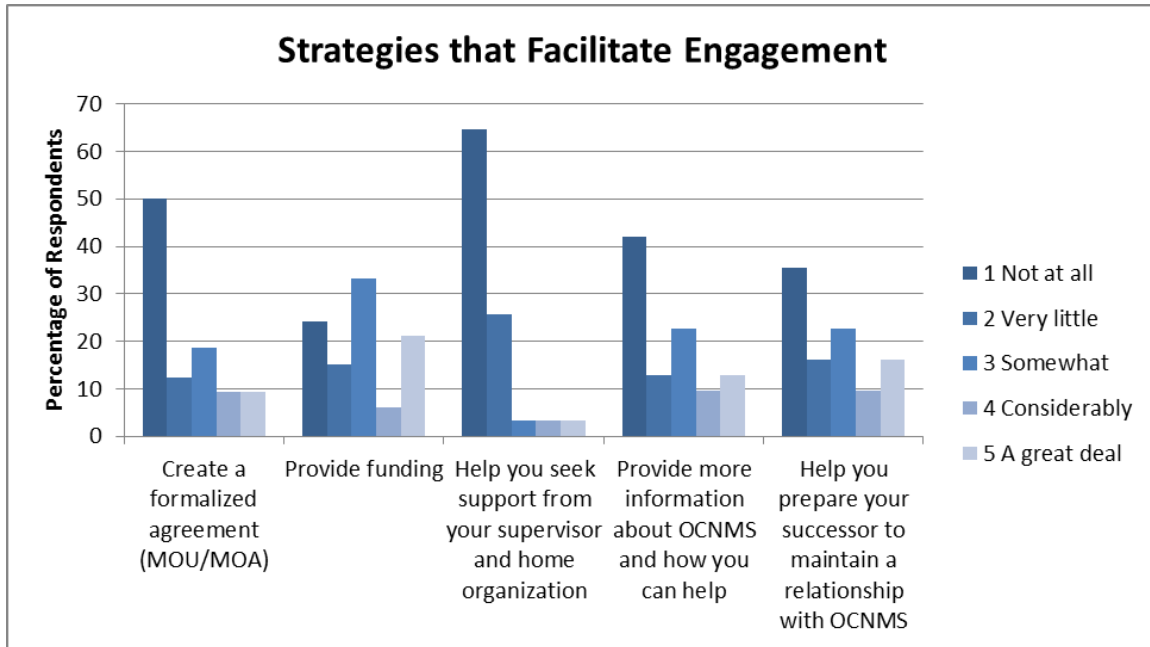


Figure 35: Question 17, on strategies that could facilitate engagement with OCNMS. Overall, respondents did not perceive that the above actions might be particularly helpful.

Question 18: How Could OCNMS Better Enable Your Interaction?

Question 18 was an open-ended question that asked respondents to explain, in their own words, what OCNMS could do to facilitate cooperation and collaboration (see Figure 36).

Q18. What could OCNMS do to better enable your interaction with them?




Figure 36: Question 18, how OCNMS could enable respondents' interactions.

Because the responses were highly differentiated between tribal and non-tribal respondents, the results are reported separately below. Twenty-four respondents provided answers to the question.

Respondents commented on a range of ways OCNMS could facilitate cooperation with them including:

- OCNMS could increase its communication with partners, who want to know more about current programs and emerging issues.
- Partners are limited by staff, time and funding and want OCNMS to accommodate this by holding meetings in different locations and/or using technology to allow virtual participation.
- Partners value opportunities for informal interactions with OCNMS staff and would like more frequent, informal contact. Tribal respondents focused on the need for early involvement in decision making to build a strong partnership. Funding was also a concern for tribal respondents due to limited tribal staff.
- Overall, tribal respondents want OCNMS to be serious and sincere about engagement with the tribes, more frequent informal interaction with OCNMS staff, and funding to sustain their collaboration with OCNMS. Tribal respondents also want a more active role in research planning and implementation.

Detailed Findings: Strategies for Non-Tribal Respondents

Eighteen non-tribal respondents provided answers to explain how OCNMS could better facilitate their interaction with OCNMS. The comments fall into five major categories (see Table 14):

Actions to Facilitate Non-Tribal Respondents' Interactions	
Action	Frequency of response
Nothing/Business as usual	46%, n=9
Provide frequent updates	21%, n=4
Provide training/staff support	11%, n=2
Communicate effectively with partners despite the physical distance	11%, n=2
Create joint gains	6%, n=1

Table 14: OCNMS actions that would facilitate non-tribal respondents' interactions. Non-tribal respondents want OCNMS to provide updates on sanctuary activities, train SAC members, and communicate across geographic distance.

Nothing/Business as Usual: Nine respondents did not provide any specific suggestions for improvement. Four specifically mentioned the effectiveness of OCNMS staff. Examples include:

- “Nothing. OCNMS does a good job reaching out to groups.”
- “I feel I have good interaction with the staff and the advisory council and that it continues to grow/improve.”
- “Not much - our capacity issues are financial beyond the ability of OCNMS.”

Provide Frequent Updates: Four respondents commented on a lack of written or verbal information about the happenings at OCNMS. Examples include:

- “More communication as to what is actually going on within the sanctuary. Shouldn't have to wait until the annual meeting to discuss what is occurring within the sanctuary.”
- “Communication on goal achievement or progress so I can pass highlights on to the public...”
- “Produce a newsletter electronic or otherwise.”

Provide Training/Staff Support: Two respondents commented that partners, especially Sanctuary Advisory Council members, feel inadequately prepared and see the need for training. One partner felt as if OCNMS staff support for the collaborative process is insufficient.

- “In general I firmly believe that every new member of the SAC should be given at least a full half day of training/introduction to the OCNMS. Whether because of time and or funding tis did not always take place.”
- “They are doing a fantastic job - perhaps funding and more staff support.”

OCNMS needs to communicate effectively with partners despite the physical distance between them: Two respondents commented on the need for more methods for communication between partners and OCNMS.

- “My biggest issue is the location of the Advisory Council meetings and inability to participate in any manner, except in person. Given fiscal constraints and the fact that most, if not all, of these meetings are one day or less, teleconferencing, although tried before, should be pursued again.”
- “More southerly meetings.”

Seek benefits for both partners: One respondent commented on the need for OCNMS to collaborate in a way that benefits both parties.

- “Understand that when they work with other agencies it is not all about OCNMS.”

Detailed Findings: Strategies for Tribal Respondents

Six tribal respondents provided eight suggestions for what OCNMS could do better to enable their interaction. The comments fall into four categories (see Table 15):

Actions that Would Facilitate Tribal Respondents' Interactions	
Action	Frequency of comment
Work in the spirit of a true partnership	38%, n=3
Reach out to tribes in their communities through formal and informal channels	25%, n=2
Fund tribal collaboration with OCNMS	25%, n=2
Standard collaborative and cooperative management processes do not apply to OCNMS's relationship with the tribes	12%, n=1

Table 15: Actions that would facilitate tribal respondents' interactions with OCNMS.

Work in the spirit of a true partnership: Three respondents commented on the need for research and management projects to be planned and implemented in conjunction with the Tribes and in alignment with tribal priorities.

- “Work in the spirit of a true partnership: with my group through transparent planning and response to local priorities. Complete projects and programs that have local meaning. Openly share data and information.”
- “Refrain from experimental design and research. Only implement observational programs and research after the projects have been vetted and approved by the appropriate fisheries resource Co-Managers (WA State, Quinault Indian Nation, Hoh, Quileute and Makah Tribes) and other existing fisheries management entities such as NMFS.”
- “Fully engage us in their planning for field work and research in the Pacific waters. And in review of the data, and conclusions.”

Reach out to tribes in their communities through formal and informal channels:

Two respondents commented on the need for OCNMS staff to reach out to tribal staff despite the distance between OCNMS headquarters and tribal offices. Respondents want more onsite visits and opportunities for informal interaction with OCNMS staff.

- “Geography is a big issue here. Their offices are in Port Angeles, well away from most tribal villages and well away from the sanctuary itself. Moving their offices to a more central location would help with face to face interactions. Absent that, more visits to their sanctuary's southern areas would be advisable to help increase interaction. Absent that, more funding to support us visiting them in Port Angeles

or elsewhere for formal tribal discussions. All of these would allow frequent "drop-ins" or informal interaction. We are currently at-a-distance and it shows in our limited ability to interact. If OCNMS maintains their office in Port Angeles it is strictly their responsibility to reach out to the Coastal Treaty Tribes and stakeholders because they are responsible for their distance from them and the sanctuary itself."

- "HIRE people who actually live near and with the Marine Space."

Fund tribal cooperation with OCNMS: Two respondents commented on the need for funding to sustain their collaboration with OCNMS.

- "... more funding to support us visiting them in Port Angeles or elsewhere for formal tribal discussions."
- "Fund us better so we can match staff effort better. To do things in the next Q. 19, we will need more money, to staff up."

Collaborative and cooperative management processes do not apply to OCNMS's relationship with the tribes: One respondent did not feel that cooperative management processes are appropriate for tribes and OCNMS.

- "IPC is in place which replaces this question."

Question 19: Effective Communication Strategies

Communication is an important aspect of collaboration because it helps groups to understand each other's perspectives and interests. Clearly established communication methods can provide guidance for how and when communication will occur. Question 19 (see Figure 37) was designed to identify effective methods of communication between OCNMS and its partners.

Q19. OCNMS is interested in identifying effective ways to communicate with its partners. How likely would you be to:

	Not at all		Somewhat		A great deal
Attend structured meetings with OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attend informal meetings with OCNMS staff (e.g., outside of the office or without an appointment)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Participate in phone calls with OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read an online newsletter or website	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read emails from OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attend outreach or educational events	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Follow OCNMS on social media (e.g., Facebook, Twitter)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 37: Question 19, potential communication methods.

Between 33 and 34 respondents answered each statement in Question 19.

Respondents prefer phone calls, structured meetings or emails: Overall, respondents prefer phone calls, structured meetings or emails, rather than informal meetings, online newsletters and website updates, outreach and educational events, or following OCNMS on social media such as Facebook and Twitter (see Figure 38).

From highest to lowest, the mean of all respondents for each communication method is 4.1 for participate in phone calls with OCNMS staff; 4.0 for attend structured meetings with OCNMS staff; 3.9 for read emails from OCNMS staff; 3.6 for attend informal meetings with OCNMS staff; 3.2 for read an online newsletter or website; 3.1 for attend outreach or educational events, and; 1.9 for follow OCNMS on social media.

Different groups of respondents prefer different methods of communication: For federal agency respondents, the top three preferred communication methods are to attend structured meetings with OCNMS, participate in phone calls with OCNMS staff, and read emails from OCNMS staff. For non-profit organization respondents, the top three are to read emails from OCNMS staff, participate in phone calls with OCNMS staff, and read online newsletters and websites. For tribal respondents, the top three are to attend structured meetings with OCNMS, participate in phone calls with OCNMS staff, and attend informal meetings with OCNMS staff (see Figure 38).

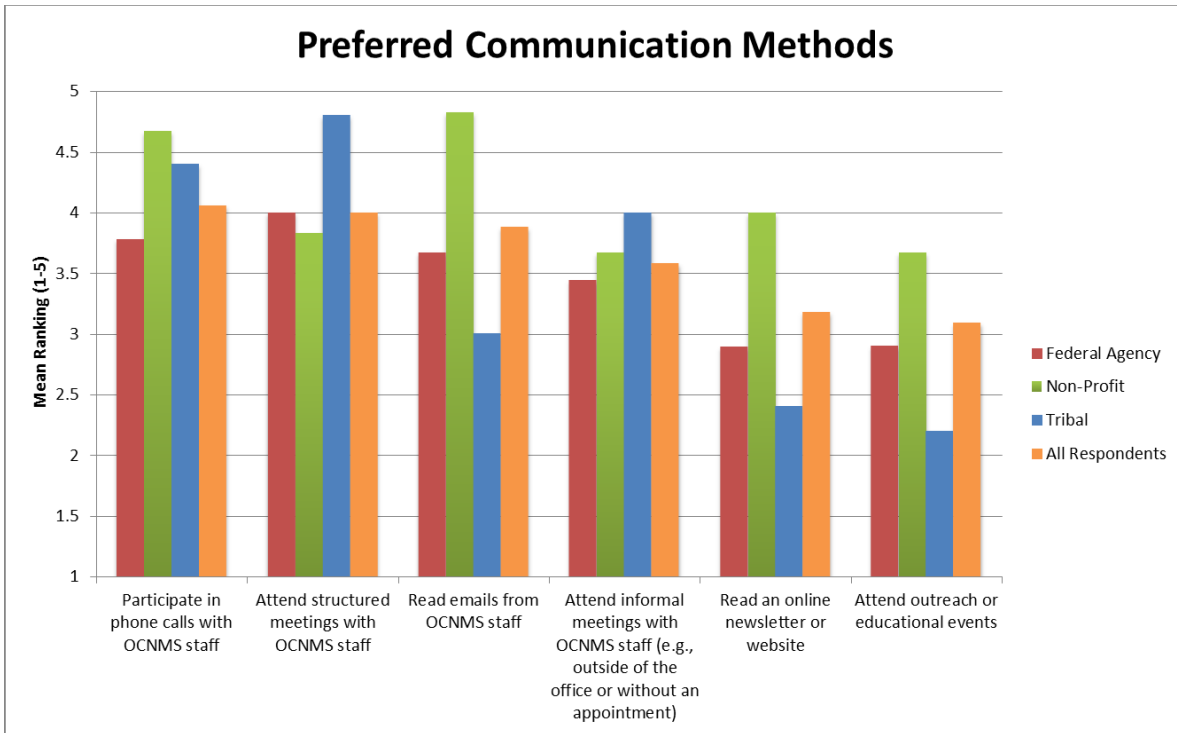


Figure 38: Mean ratings of Question 19 statements. Overall, respondents prefer to communicate via phone calls, structured meetings or emails and do not prefer to use social media. However, different respondent groups prefer different communication methods.

Question 20: Should OCNMS be Involved in Other Initiatives?

A number of local, state, regional and national marine initiatives and/or activities could potentially affect the Olympic Coast or be of interest to the individuals who live there. The survey included two questions designed to assess the attitudes of individuals in the OCNMS network towards OCNMS involvement in a variety of initiatives. Question 20 was a multiple-choice question that asked respondents to rate the extent of OCNMS involvement in nine initiatives and/or activities (see Figure 39).

Q20. To what extent should OCNMS be involved in the following?					
	Not at all	Somewhat			A great deal
National Ocean Policy and Coastal and Marine Spatial Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
West Coast Governors' Agreement on Ocean Health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Washington State Ocean Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pacific Fishery Management Council	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marine Resource Committees	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alternative energy planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Environmental restoration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fisheries management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Watershed issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain: _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 39: Question 20, regional and local marine initiatives and/or activities.

Each element of Question 20 was answered by 31 to 33 respondents.

Overall, involvement in most of the initiatives was viewed favorably: Overall, a majority of respondents believe the sanctuary should be involved to a great deal or considerably in seven of the nine initiatives (see Figure 40).

In response to three initiatives – Washington State Ocean Planning, Marine Resources

Committees, and Environmental Restoration -- 80 percent or more of respondents answered with a 4 or 5, indicating they believe the sanctuary should be involved considerably, or a great deal.

Three other initiatives received nearly the same degree of support. Between 75 and 78 percent of respondents believe OCNMS should be considerably or a great deal involved in alternative energy planning, the West Coast Governors' Agreement on Ocean Health, and the National Ocean Policy and Coastal Marine Spatial Planning initiatives.

Sixty-three percent of respondents believe OCNMS should be considerably or a great deal involved in the Pacific Fishery Management Council. In contrast, less than 50 percent of respondents believe the sanctuary should be considerably or a great deal involved with fisheries management or watershed issues.

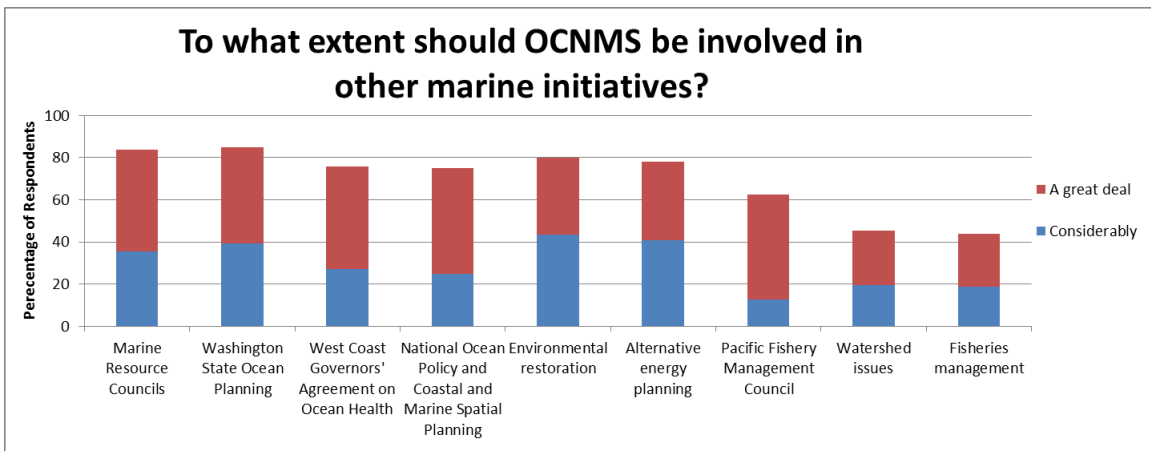


Figure 40: Marine initiatives rated highly by respondents. A majority of respondents believe OCNMS should be involved with many of the initiatives.

Tribal respondents do not support involvement in watershed issues, fisheries management: In general, the lack of support for OCNMS involvement in watershed issues or fisheries management stems from tribal respondents. A comparison of means of the answers of different groups within the sanctuary’s institutional network shows slightly different priorities among the groups (see Table 16).

Non-profit respondents on the whole suggested a greater level of involvement in every single initiative. Tribal representatives, on the other hand, consistently suggested a lesser level of involvement than any other group.

Groups Within the Institutional Network have Different Priorities for Sanctuary Involvement in Other Marine Initiatives				
<i>Initiative</i>	<i>Non-profit</i>	<i>Federal Agency</i>	<i>Tribes</i>	<i>All Respondents</i>
Washington State Ocean Planning	4.7	4.3	2.4	4.2
Marine Resource Committees	4.7	4.3	3.8	4.3
West Coast Governors' Agreement	4.7	4.3	3.0	4.2
Alternative Energy Planning	4.7	4.0	3.8	4.1
National Ocean Policy Coastal Marine Spatial Planning	5.0	4.4	2.6	4.2
Environmental Restoration	4.8	3.8	3.6	4.1
Pacific Fishery Management Council	4.7	4.4	3.2	4.0
Fisheries Management	4.2	3.8	1.2	3.1
Watershed Issues	4.0	3.9	2.4	3.5

Table 16: Question 20 statements, on potential OCNMS involvement in other marine initiatives. A comparison of means shows different groups expressing different priorities for the sanctuary's involvement in other marine initiatives.

Question 21: What Role Should OCNMS Play?

Question 21 was an open-ended question that asked respondents to explain, in their own words, how and why the sanctuary should interact with the initiatives (see Figure 41).

Q21. What role do you think OCNMS should play in the issues or activities listed above?

Figure 41: Question 21, the role, if any, OCNMS should play in other marine initiatives.

Twenty-eight respondents answered the open-ended question. Respondents' answers indicate not only the *role* the sanctuary should play, but also *when* and *why* the sanctuary should get involved.

- **Role:** The greatest number of comments suggested the sanctuary should act as a resource or in an advisory capacity to the listed initiatives.
- **When and why:** A majority of comments indicated the sanctuary should get involved when the initiatives might affect the sanctuary, or because they matter to the sanctuary.

Detailed Findings: OCNMS Roles

Twelve respondents provided answers to explain what role the sanctuary should play in other marine initiatives. The comments fall into three categories (see Table 17):

OCNMS's Role in Marine Initiatives	
<i>Category</i>	<i>Frequency of Comment</i>
Be a resource, provide advice	58%, n=7
Keep informed of the activities of others	42%, n=5
Provide leadership	17%, n=2

Table 17: Respondents' perceptions of the role OCNMS should play in other marine initiatives. Respondents suggested three main roles for OCNMS in its interaction with other marine initiatives.

Be a resource, provide advice: Seven respondents said the sanctuary could help the initiatives by acting as a resource, providing advice, information, research or expertise. Examples include:

- “OCNMS should have a science based (not opinion based) knowledge expertise of marine resources located within the sanctuary. This could then be extremely valuable to informing the above listed processes...”
- “OCNMS fisheries and natural resources research should be guided by the needs of the resource managers and the PFMC rather than some internal objectives defined elsewhere. OCNMS could help us more if they support research to understand how energy development might impact fisheries resources. This might be informative to resource managers as we move forward with marine spatial planning. OCNMS could be very effective in assisting the Marine Resource Committees in 'public outreach and education.' They could be of great assistance in the "KNOWLEGE TRANSFER" of ocean issues to the greater population, issues such as ocean acidification and its causes for example. A better informed public will be more supportive of coastal community concerns and OCNMS could be extremely helpful in this regard.”
- “They should be characterizing the human and biological assets found within the sanctuary to inform the above.”

Keep informed of the activities of others: For five respondents, the sanctuary should monitor other initiatives, pay attention to them, and generally stay informed of them. Examples include:

- “Monitoring of activity and providing input as appropriate.”
- “...On the social science side the sanctuary should be well informed of current activities and uses in the sanctuary that can be affected by these processes. For items below "a great deal" sanctuary staff should be aware but not necessarily engaged in these processes (i.e. West Coast Governors Alliance).”
- “OCNMS plays a huge role in being a ‘protected area’ from most off-shore development and should remain that way. They need to be on top of those issues for the Washington outer coast because of the key role they can play as a balance on impacts from future marine coastal development. They also need to pay attention because development will occur adjacent to OCNMS, and potentially have significant ‘down-stream effects.’”

Provide Leadership: Two respondents indicated the sanctuary should take a leadership role in some of the initiatives.

- “Leadership to balance commercial and ecological objectives, especially with regard to climate change and tribal roles.”
- “re: Marine spatial planning, ocean health, and Marine Resource Committees, OCNMS should be leaders.”

Detailed Findings: When and Why?

Eighteen respondents provided 19 comments to explain when and why the sanctuary should get involved in other initiatives. The comments fall into two categories (see Table 18):

When and Why OCNMS Should Get Involved	
Category	Frequency of comment
When it matters to the sanctuary	67%, n=12
Because the sanctuary is part of the larger marine ecosystem	39%, n=7

Table 18: When and why respondents felt OCNMS should get involved in marine initiatives. Comments fell into two categories that reflect divergent views.

When it matters to the sanctuary: Twelve respondents said the sanctuary should get involved with other initiatives only when it matters to the sanctuary, because those initiatives could affect the sanctuary or the resources within the sanctuary. Of those 12, three said the sanctuary should make an effort to prioritize its interaction because of limited resources. Examples include:

- “Generally, it needs to participate to the degree that these issues or activities may impact the sanctuary; need to make sure that the sanctuary is fully considered in the bigger picture.”
- “The OCNMS should bring their well-crafted and articulated management goals to these discussions and be very clear how the activities and processes listed above potentially interact with and affect the Sanctuary's ability to meet their management goals.”
- “Some need to be a very active role, others require more of an awareness of what is happening in these areas. I trust the Sanctuary staff to prioritize their time and money with what they choose to focus on.”

Because the sanctuary is part of the larger marine ecosystem: Seven respondents expressed a more expansive view, suggesting the sanctuary should get involved in other marine initiatives because it is part of a larger ecosystem, and potentially should influence those initiatives. Examples include:

- “OCNMS needs to be at the table with these folks as the Sanctuary is an important component of Washington state's marine environment. I also think the Sanctuary needs to actively participate with PFMC as fish are a Sanctuary resource.”
- “They should play a part in all ocean issues that affect coastal Washington State.”
- “All of the partners have limited resources. Unfortunately the role of the various agencies are to establish a stake in the ocean for a particular interest group and they are somewhat in competition. OCNMS should strongly interact with them all by stressing the conservation of marine resources.”

Question 22: Interest in Working on Climate Change Activities

OCNMS is developing a Climate-Smart Sanctuary program. The program is part of a national planning, management and certification process designed to help sanctuaries mitigate greenhouse gas emissions and adapt to climate change impacts on resources, infrastructure and local communities. The Climate-Smart Sanctuary program involves protecting resources, demonstrating to communities and sanctuary partners that actions can be taken relative to climate change, and sharing relevant information and experiences. Question 22 (see Figure 42) was a multiple-choice question that assessed interest in Climate-Smart Sanctuary activities.

Q22. OCNMS is developing a Climate-Smart Sanctuary program. To what degree are you or your organization interested in working with OCNMS in the following areas?

	Not at all		Somewhat		A great deal
Climate change research and monitoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adaptation planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Demonstrating best practices to reduce greenhouse gas emissions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Educating the community on climate change	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Figure 42: Question 22, potential climate change activities.

Each of the four elements of Question 22 was answered by 32 to 34 respondents.

Research, education, adaptation activities receive enthusiasm: A majority of respondents are “considerably” or a “great deal” interested in working with OCNMS on three of the climate change-related activities (see Figure 43).

Sixty-two percent are “considerably” or “a great deal” interested in educating the community on climate change. Fifty-five percent are “considerably” or “a great deal” interested in climate change research and monitoring. Fifty-one percent are “considerably” or “a great deal” interested in adaptation planning. Slightly fewer showed such enthusiasm for demonstrating best practices to reduce greenhouse gases, with 47 percent “considerably” or “a great deal” interested in such activities.

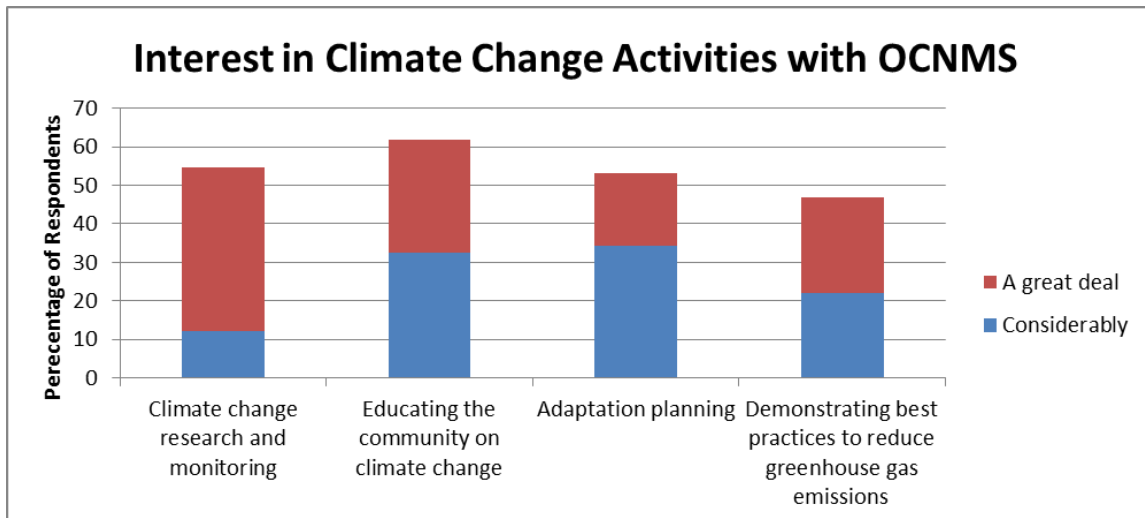


Figure 43: OCNMS climate change activities rated highly by respondents. Educating the community on climate change received the most interest from survey respondents.

Tribal and non-profit respondents show greater interest in climate change activities:

Overall, tribal and non-profit respondents are more interested than other groups of respondents in working with OCNMS on climate change-related activities (see Figure 44). For example, the mean interest level of tribal respondents to climate change research and monitoring is 4.6. For non-profit respondents, it is 4.3. Among all respondents, the mean interest level to climate change research and monitoring is 3.48.

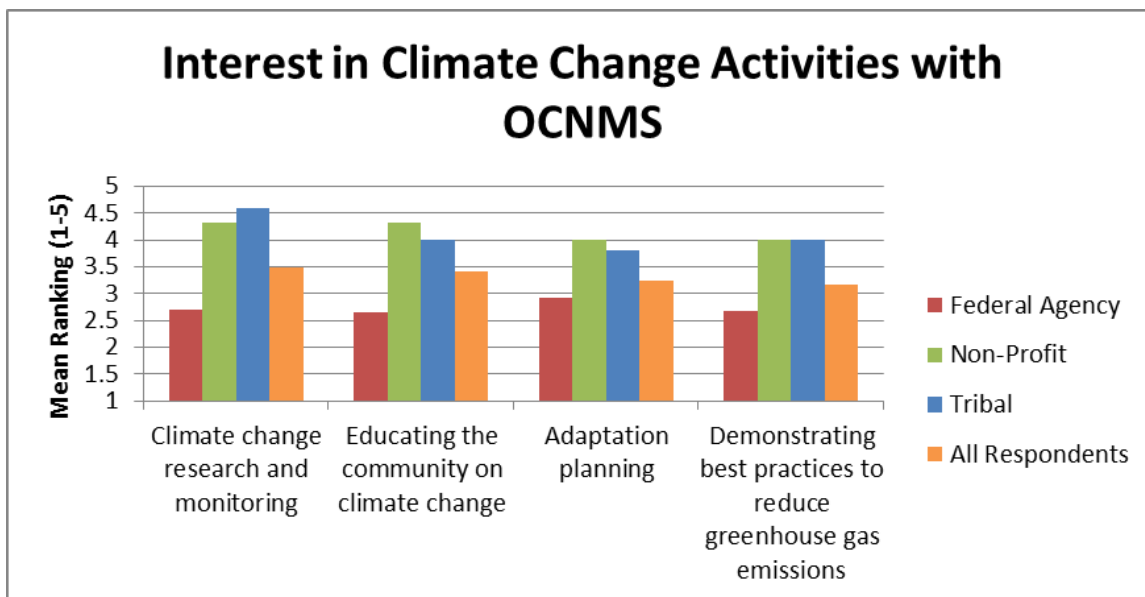


Figure 44: Mean ratings of climate change activities, disaggregated by group. Overall, tribal respondents and non-profit respondents are more interested in working with OCNMS on climate change-related activities than other respondents.

Federal agency respondents are split: Federal agency respondents, on the other hand, are generally split on whether they or their agencies are interested in becoming involved with OCNMS in climate change-related activities (see Figure 45). Twelve to 14 federal agency representatives selected an answer for each option in the question. Nearly as many chose “A great deal” as “Not at all” in response to each option. One federal agency respondent explained his or her reasoning as follows:

Regarding question 22. Rather than every agency having its own climate program, it would be more strategic for the Sanctuary to work with other agencies. The USF&WS, USFS, USNPS and other federal agencies are currently working together. OCNMS should engage in a partner effort rather than reinventing the proverbial wheel. Not only would this result in fiscal savings, it would also be more strategic from the perspective of shared messages, less confusing to the public and demonstrate the Sanctuary’s commitment to partnership.

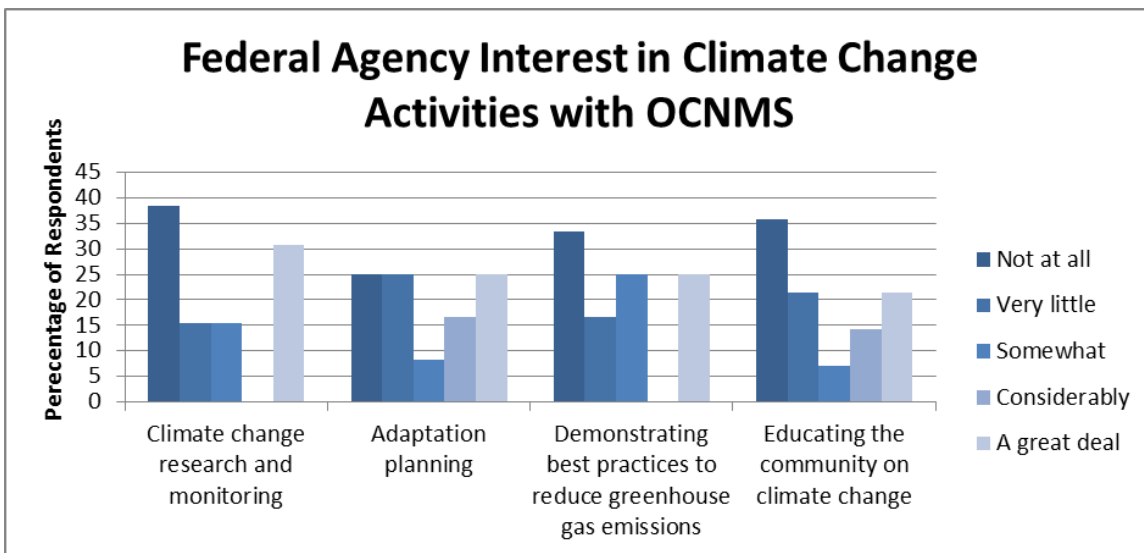


Figure 45: Distribution of responses to Question 22. The 12 to 14 federal agency representatives who answered each portion of the question are largely split in their interest in working with OCNMS on the above climate change-related activities.

Question 23: Additional Insights

A final question offered respondents the opportunity to provide unstructured comments on the subject of collaborative and coordinated management, their relationships with OCNMS, and provide other input that might be useful to the sanctuary (see Figure 46).

Q21. The purpose of this survey is to gain insights about how OCNMS is working with individuals and organizations. OCNMS hopes to learn what they can do to improve the effectiveness and outcomes of these relationships. Do you have any additional comments to offer on this topic?"

Figure 46: Question 23, asking for additional comments.

Sixteen respondents provided substantive answers to the question. Three respondents made positive comments, all of which included compliments to OCNMS staff for their dedication, partnering skills, and ability to manage a complex situation.

Two-thirds of respondents provided suggestions for improvement that include:

- Understand and meaningfully engage with the Tribes.
- Use effective group processes and partnerships with specific groups to build healthy relationships.
- Reach out across geographic and cultural divides, communicate with partners, and educate the public.

Detailed Findings: Additional Insights

Three respondents provided positive comments about OCNMS’s achievements and staff. Eleven respondents provided suggestions on how OCNMS could improve. Of those who offered suggestions for improvement, three respondents provided comments that fit into multiple categories, resulting in 20 comments in the suggestions for improvement category (see Table 19):

Additional Insights	
Category	Frequency of Comment
Dedicated and skilled staff	19%, n=3
Suggestions for improvement	69%, n = 11
Build healthy relationships to achieve effective outcomes	31%, n = 5
Understand and meaningfully engage with tribes	25%, n = 4
Reach out, communicate, and educate	25%, n = 4
Increase expertise on marine resources	6%, n = 1
Additional comments	19%, n = 3
Comments on survey design	13%, n = 2
Professional, narrowly focused relationship	6%, n = 1

Table 19: Respondents’ additional insights. Responses ranged from positive comments about OCNMS staff to suggestions for improvement.

Dedicated and skilled staff: Three respondents said they appreciated the efforts of OCNMS staff members.

- “The OCNMS staff and the SACS put in a lot of hours and do a great job. I see this sanctuary staff working well with the SAC.”
- “The staff at the OCNMS are fantastic, from Carol Bernthal, Superintendent to Jacqueline Laverdure and Robert Steelquist, Education and Outreach, to Liam Antrim, Resource Management. Kudos to their excellent work and skills in partnering.”
- “I have been very impressed by the transparency of the Sanctuary and all that they do. They respond quickly to concerns and questions. They approach things in a very practical and cooperative manner. I realize that things aren’t always easy for organizations to get the responses that they want, but the picture is sometimes

so large, that there is a lot to consider. The management plan was a good example of how the Sanctuary works to meet a variety of priorities from many interested parties and organizations. Given the lack of funding, staff and hours in the day, I think the Sanctuary is doing the best that it can.”

Suggestions for Improvement: Eleven respondents provided suggestions for improvement. Several respondents provided more than one suggestion, so the total number of comments was 14. The comments fall into four main categories:

Build healthy relationships to achieve effective outcomes: Five respondents said OCNMS should build healthier relationships. For example, OCNMS should invest in certain groups such as the MRCs and the SAC. OCNMS should be open and work with others to set agendas. And OCNMS should endeavor to have the character traits that will increase its ability to collaborate effectively.

- “Train the newbies. Years ago there were retreats where the old and the new mingled and explained their roles. That ceased with the lack of funding many years ago.”
- “Effective outcomes only work if there is a real and honest agenda based on mutually prioritized goals and objectives.”
- “Always do your best
be impeccable with your word
don't poison others with negative words or deeds
don't take it personally if the words or deeds or others are hurtful.”

Reach out, communicate, and educate: Four respondents said that OCNMS should communicate achievements, involve coastal communities, and increase education initiatives. For some, reaching out involves addressing geographic, cultural, and other barriers to OCNMS relationships with the Tribes.

- “Communication on reaching goals.”
- “Please take the time and effort to reach out beyond Port Angeles! It is imperative that this sanctuary either move its offices, set up satellite offices, or really make concerted efforts at visiting its public.”
- “Educate the young (more of it) to appreciate the environment.”

Understand and meaningfully engage the tribes: Four respondents – two non-tribal and two tribal – perceived a need for OCNMS to work more effectively with the tribes.

- “Bend over backwards to understand tribal culture, politics and legal rights and authorities and work tirelessly to mesh management of the sanctuary with tribes and tribal representatives.”
- “It is hard to believe that there really is an interest to meaningfully engage co-managers in the management of the Sanctuary given how little progress has been made in this regard in 15 years.”
- “The sanctuary is nothing but a line on the map to people in its southern reaches with zero presence there but for the occasional advisory council meeting. Informal visits go far in this country and would generate trust, outreach and potential collaboration with the peoples of the coast.”

Increase expertise on marine resources: One respondent suggested that OCNMS’s role is to increase knowledge – of both the scientific and coastal communities – about the marine resources.

- “Become experts and nurture experts on marine resources located in the sanctuary and stop focusing on how to push out the users of resources within the sanctuary. Spend less on administration and more on outreach and science, Become an asset to the communities that are adjacent to OCNMS.”

Additional Comments: Three other comments were received, including the following:

- “This survey does our relationship no justice because of the trust relationship by answering some of these questions it gives the appearance that we agree with this survey or its content. It is a general survey more applicable to user groups NGO and public.”
- “Our relationship with OCNMS is very professional and has a narrow focus.”

Chapter 6: Discussion

OCNMS has Built a Strong Foundation

OCNMS and the individuals in its institutional network have built a strong foundation for collaboration. This study found that many of the qualities that make for effective relationships are present in OCNMS's institutional network. Overall, many individuals – though not all – are satisfied with their relationships with OCNMS. Partners believe they work on issues important to their organizations, they value opportunities to share their priorities and learn about emerging issues, and they recognize and appreciate the efforts of the OCNMS staff.

OCNMS has devoted significant amounts of time, funding and staff attention to forging and maintaining institutional relationships, going beyond its statutory requirement. The National Marine Sanctuaries Program encourages the creation of a Sanctuary Advisory Council (SAC) for every sanctuary. OCNMS has adapted collaboration to its unique situation through the creation of the Intergovernmental Policy Council (IPC). These two bodies provide mechanisms for collaboration through regular meetings and formalized relationships with agencies and the Coastal Treaty Tribes (Tribes).

Through interviews and survey responses it is also clear that OCNMS has benefited from collaboration through the following projects and policies that help OCNMS reach its management goals.

Notable Accomplishments of OCNMS Institutional Relationships:

- Creation and enforcement of the Area to Be Avoided (ATBA): OCNMS, the US Coast Guard (USCG) and the shipping industry cooperate to keep large ships away from ecologically sensitive portions of the sanctuary.
- Education and outreach programs at the Makah Museum: OCNMS and the Makah Tribe cooperate to provide education and interpretation to visitors on the coast.
- Cruise ship discharge ban: OCNMS, the cruise ship industry and SAC members incorporated the regulation banning wastewater discharges in OCNMS into the new management plan.
- Oil spill response preparation: OCNMS, Washington state agencies, the Tribes, USCG and the shipping industry prepare for and practice oil spill response activities for the Olympic Coast.
- Data processing: OCNMS staff and IPC members developed a work plan for analyzing and publishing data collected in sanctuary waters.

- Research projects: OCNMS surveys and research cruises pair staff scientists with researchers from other agencies and universities to learn more about the Olympic Coast marine resources.

In addition, the institutional relationships enabled the creation of a ready network, allowing OCNMS to communicate with and receive feedback from a wide array of individuals that it otherwise would not be able to reach. The network helps OCNMS harness the resources, skills and motivations of institutional partners to achieve effective management. The network is composed of individuals who are interested in protecting and ensuring the health of the resource. Significantly, some of the individuals had never visited the Olympic Coast before becoming part of the institutional network; it is remote and many of the individuals are interacting with OCNMS because it is a job responsibility. In interviews, however, many individuals spoke of their deep appreciation for the resource and desire to share its significance with people outside of the network.

Partners are mostly satisfied: Overall, partners are satisfied with their relationships with OCNMS. Partners from federal agencies ranked their satisfaction highest, followed by non-profit partners. However, respondents from tribal governments are dissatisfied. Satisfaction reflects partners' broad perceptions of their relationships with OCNMS. Positive satisfaction ratings indicate functional institutional relationships.

Partners work on issues important to their organizations: Partners are motivated to work with OCNMS because they to work on issues important to their organizations. Collaboration can be a long, slow process so partners need a reason to pursue and maintain institutional relationships. OCNMS can capitalize on this motivation and build effective partnerships to address shared issues and concerns.

Partners value their relationships with OCNMS and other partners: Partners value the SAC and IPC because of the opportunity to share their expertise and priorities, and learn about emerging issues. Partners value their relationships with OCNMS and with others in the institutional network. Partners are able to communicate with organizations beyond their usual scope and connect with networks across the region.

Partners recognize and appreciate the work of OCNMS staff: Partners recognize that OCNMS staff are working hard to achieve management goals with limited resources. Institutional relationships are still relationships between people, so positive interactions between partners and staff are critical to successful partnerships. Positive perceptions of the OCNMS staff make collaboration and cooperation between institutions possible.

Different Expectations of Collaborative and Coordinated Management

OCNMS's institutional relationships are varied and reflect a spectrum of levels of involvement seen in the literature on organizational networks and collaborative natural resource management. Some of OCNMS's institutional relationships involve coordinating and communicating about activities, but not necessarily seeking consensus on an issue. Other institutional relationships involve input from agencies or organizations

that influence OCNMS's management actions. Still others have rights to the resources that place their relationship with OCNMS on a different level from "stakeholder" interactions.

The three largest samples of respondents – representatives of federal agencies, the Tribes, and non-profit organizations – emphasized different, though not incompatible, definitions of collaborative and coordinated management. Their definitions reflect varying levels of how they expect to be engaged in OCNMS's collaborative processes. These different expectations affect how different respondents assess OCNMS's collaborative efforts.

The different expectations present a challenge for OCNMS. From the perspective of agency respondents, OCNMS's efforts are very satisfactory, even exemplary. From the perspective of tribal respondents, OCNMS's efforts are clearly unsatisfactory. In addition, the perspectives of those within OCNMS's network vary depending on the issue or activity of focus. The different perspectives not only affect whether they perceive OCNMS as achieving collaborative and coordinated management, but also their perceptions of what OCNMS is doing well and what challenges OCNMS's relationship-building efforts. OCNMS managers should strive to understand these differences and be mindful of them in shaping future efforts to develop collaboration metrics and management priorities.

Federal and state agency respondents most often defined collaborative and coordinated management as "working together to advance shared objectives" and "coordinating" with multiple partners. As defined in the literature on collaborative natural resources management, the level of engagement perceived by those in OCNMS's network contains aspects of both coordination and collaboration.

Some relationships involve maintaining a level of coordination between institutions that keeps communication channels open, but does not involve ongoing joint decision-making. For example, the relationship between OCNMS and the USCG that enables enforcement of the ATBA represents the coordination of activities with some collaborative decision-making.

Yet more than coordination, collaboration requires interactions that result in visibly incorporating others' input into management decisions and priorities. For example, members of the SAC participate in working groups that address their areas of interest and expertise. During the development of the OCNMS Management Plan, these working groups participated in crafting OCNMS's management priorities. Another example might be the design of an educational or interpretive program. In the past, OCNMS has worked with Olympic National Park to fund a coastal naturalist interpreter. This partnership would require the park and OCNMS to jointly define a job description.

In interviews and survey responses, agency respondents were more likely to agree that OCNMS is achieving collaborative and coordinated management. Sixteen respondents defined collaborative and coordinated management as "working together." Of those respondents, 11 said OCNMS is achieving or on track to achieve collaborative and

coordinated management.

Agency respondents assess OCNMS based on what is typical among agencies. They often acknowledged the difficulties of OCNMS's situation and complimented the staff for handling them well. For example, one respondent said, "their [OCNMS staff] collaboration was first rate and an example for all of us."

Tribal respondents defined collaborative and coordinated management in two distinct ways. Four of the six tribal respondents see collaborative management as a stepping stone to a deeper level of tribal involvement in management decisions. The other two respondents do not believe that collaborative and coordinated management appropriately represents OCNMS's government-to-government relationship with the Tribes. As rights-holders and managers, they have a responsibility toward the marine resources and the authority to make decisions alongside OCNMS that would protect these interests. Tribal respondents perceived that collaboration with tribal members and managers requires OCNMS to implement more dynamic, joint decision-making at the most basic levels.

Rather than measure OCNMS's collaborative efforts against typical practices of agencies, tribal respondents measure OCNMS's efforts against their aspirations for co-management. For the tribal respondents, OCNMS is not achieving collaborative and coordinated management.

The literature on collaborative natural resource management describes this level of joint decision-making "co-management." In interviews and the survey responses, representatives of the Tribes used the term "co-management" to define this type of joint decision-making. However, National Marine Sanctuary staff more often use "co-management" or "joint-management" to describe those sanctuaries designated through agreements of shared management responsibility between federal and state governments.

Co-management, as defined by tribal respondents, would involve providing tribal rights holders with both timely information and opportunities to access decision-making processes before decisions are made. It would depend on OCNMS's ability to create transparency around its decision-making processes so as to allow valuable feedback. This feedback has the potential to create more credible and useful data collection and analysis methodologies. As one tribal respondent said, "OCNMS is open to broad based discussions of activities but not to specifics. We generally hear about planned specific activities after the fact."

Non-tribal respondents also addressed OCNMS's relationships with the Tribes and recognized the need for OCNMS to fully engage the Tribes in the details of decision-making because of their status as formal rights-holders. Some non-tribal interviewees and survey respondents shared their beliefs that a healthier relationship between OCNMS and the tribes would help their own agencies and organizations achieve their mission of cohesive, ecosystem-based management of the Olympic Coast's marine resources. No interviewee or survey respondent doubted the need for investment in government-to-government consultation with the Tribes and the IPC.

Non-profit organizations and other respondents with specific interests, such as conservation organizations and representatives of the commercial fishing and shipping industries, often defined collaborative and coordinated management similarly to agency representatives, with a slightly heavier emphasis on stakeholder input. At the same time, they are not managers and do not have or want the same management rights as federal agencies and Tribes. Instead, they have more narrow interests. Non-profits want to be involved when an issue is within their scope of interest. They also want updates and information to share with their constituent groups.

This type of communication is the first step to coordinating activities and it can result in more engagement. For example, one non-profit interviewee pointed out that if he received more timely communication about issues facing OCNMS, organizations could rally volunteers to help address them. Joint projects – for example between OCNMS and the Seattle Aquarium or beach clean-ups with the Surfrider Foundation – do not require in-depth interactions between institutions, but do require communication and coordination between one or two individuals to organize and implement the projects.

Non-profit and other respondents have a wider variety of assessments of OCNMS's collaborative efforts. This reflects their wider range of definitions of collaborative and coordinated management, expectations of engagement, and interests in working with OCNMS.

Challenges at OCNMS that need Attention

The interviewees and survey respondents identified a variety of challenges facing OCNMS in achieving collaborative and coordinated management. Some challenges are unique to OCNMS and the Olympic Peninsula. Others are widely experienced and frequently reported world-wide by groups collaboratively managing natural resources or implementing joint projects. None of the challenges are insurmountable. In fact, interview and survey responses show that OCNMS and its partners are working to address many of these challenges.

Differences in organizational cultures: Both the interviews and the survey responses provided insight on how differences in organizational cultures challenge collaboration with OCNMS. Some of these differences include how organizations make decisions, implement programs, and develop budgets and long-term plans.

Challenges caused by differences in organizational cultures are partly due to the missions of different agencies. For example, Navy representatives are not permitted to share classified data even if it could be beneficial to OCNMS. OCNMS and Olympic National Park share coastline but do not have shared signage to educate visitors. Institutional policies such as these inhibit collaboration.

Differences in organizational cultures such as how a decision-making process occurs or who has decision-making authority challenge collaboration. For example, tribal

representatives often cannot make a decision on an issue without first discussing it with the tribal council, but other institutional partners may have authority to make a decision without consulting the leaders of their organization.

The geography of the Olympic Peninsula compounds the challenges of a lack of funding, staff and time: Many collaborative efforts are challenged by a lack of funding, staff and time, but the remote nature of the Olympic Peninsula and the distance between partner offices and the marine sanctuary especially strain these scarce resources. Many interviewees and survey respondents said their organizations could not collaborate with OCNMS to the desired extent because it simply costs too much money and time to send a representative to OCNMS meetings or headquarters. Additionally, many of the partner organizations execute their missions with limited staff, which means that although they may have the desire and knowledge necessary to collaborate with OCNMS, they do not have the personnel that permit them to dedicate time to collaborative initiatives with OCNMS.

A varied sense of accomplishment: Long-term collaborative efforts are sustained by a sense of accomplishment. Only a third of survey respondents indicated that they feel they are making a difference in their relationships with OCNMS. Tribal respondents were even less likely to report that their interactions were making a difference. Individuals become frustrated and discouraged from continuing collaboration if they do not feel they are achieving much or if they feel their contributions are not producing positive results. In other words, a sense of accomplishment is a strong motivating factor to continue collaborating, and individuals need to feel and see that they are making a difference.

Insufficient Communication: Some of the tribal and non-tribal respondents raised concerns about communication with OCNMS in the survey. Interviewees and survey respondents commented that opportunities for collaboration were missed because communication either did not occur in a timely manner or did not occur at all. Many respondents want more frequent updates on sanctuary activities, especially when partner organizations could bring volunteers, resources or staff to participate in the activity.

Different expectations of collaborative and coordinated management include different expectations in the timing, frequency, method, and level of detail of communication. Establishing specific consultation procedures or communication methods with the Tribes and other partners could facilitate clear and timely discussion of the issues they consider most important.

Low public visibility of OCNMS activities and staff: Many of the interviewees and survey respondents commented that OCNMS is not well known by residents of the region. They commented that low public visibility is partly due to the geographic distance between OCNMS headquarters and the marine resource. Low public visibility causes difficulties in connecting people with the resource, raising awareness or concern, and motivating engagement with OCNMS. It also calls attention to the need for increasing outreach activities in the coastal communities and surrounding region to raise awareness of the sanctuary and sanctuary issues.

The relationships between OCNMS and the Tribes require specialized collaboration strategies and effort: Tribal respondents collaborate to ensure the preservation of treaty rights and to achieve true co-management. They perceive a lack of transparency, little inclusion of their local priorities into management decisions, and a failure to jointly set management goals. These perceptions foster distrust of the management process and the perception that OCNMS operates unilaterally. Consequently, the tribal respondents do not feel as if they work with OCNMS towards a shared goal, which is a primary reason for collaboration and coordination to occur.

The creation of the IPC was a step in the right direction to provide a forum for consultation, but it is not a replacement for government-to-government consultation with each tribe. Whether through the IPC or through government-to-government consultation, the Tribes do not want to simply provide OCNMS with information about their interests and concerns because this is akin to government mandated public involvement and public comment processes.

If the tribes were to accept communication efforts similar to public comment processes, they would in effect relinquish some tribal sovereignty by participating as members of the general public. Instead, they are recognized as sovereign nations and expect a more iterative, consultative government-to-government process for making marine resources co-management decisions. The tribes want to discuss how their interests and concerns are incorporated into management decisions on everything from budgeting and research planning to project implementation and publication of results.

Collaboration with tribal respondents is challenged because they do not feel they are consulted early in management or research planning decision-making processes. Tribal respondents do not want to receive notification that a decision was made; instead, they want early notification that OCNMS is considering a specific management or research planning decision and an invitation to discuss how the decision might impact them.

Collaboration with tribes is further challenged because they do not feel their local level priorities are included in management decisions or research plans. Tribal respondents commented that OCNMS announces research plans, but the plans do not address their concerns or research interests since they were not consulted. Additionally, tribal respondents commented that OCNMS staff do not frequently visit or conduct community outreach or research activities in the southern reaches of the sanctuary.

Ultimately, the perceived lack of early, sincere and frequent consultation with tribal respondents and tribal communities to discuss management and research decisions diminishes the transparency of OCNMS decision-making process. The perceived lack of transparency causes tribal respondents to question the credibility of OCNMS management and research plans. It also causes tribal nations to perceive that OCNMS operates in ways that only benefit OCNMS, and creates feelings of disrespect and a sense that OCNMS does not appreciate tribal contributions. These perceptions foster distrust of OCNMS among the tribal nations, decreases the satisfaction of their relationship with

OCNMS and leads them to feel as if they do not work with OCNMS towards a shared goal.

What Might OCNMS do to Strengthen Institutional Relationships?

Many of the respondents in this study appreciated the challenges OCNMS faces in collaborating. The respondents offered a wealth of pragmatic advice to help improve their relationships with OCNMS. Suggestions ranged from asking OCNMS staff to attend and report on information from meetings of the Pacific Fishery Management Council to suggesting OCNMS become involved with more local stewardship projects.

The suggestions point to the following four key considerations for OCNMS as it moves forward. The first two suggestions relate to what OCNMS should continue doing. The second two suggestions address what actions OCNMS might take to enhance collaboration.

Continue to support the staff: OCNMS staff members play an important role in facilitating partners' satisfaction with their relationships with OCNMS. Institutional collaboration occurs among organizations or governmental entities but individuals often make the difference in a relationship. OCNMS staff members have tough jobs. They work in a place that presents physical challenges to collaboration. Face-to-face contact with individuals in OCNMS's institutional network is difficult and time consuming on the Olympic Peninsula. Collaboration is more difficult. The staff also works with a wide variety of entities, some of which have interests that conflict with each other. They also must perform all of their other duties in addition to building and maintaining relationships. OCNMS and the SAC should recognize the staff in a meaningful way to reward hard work in a challenging environment and provide motivation to continue their work.

Continue to support the Intergovernmental Policy Council: The IPC is clearly a unique collaborative body in natural resource management, and it is recognized as such by the tribal representatives who participate. Participants take pride that the IPC provides an opportunity for collaboration in which tribal priorities and voices can have a resounding influence. Continue to support the IPC, recognizing that creating new institutional arrangements takes time. Like other new endeavors, it may encounter unexpected bumps in the road.

Seize opportunities to build bridges with the Tribes, particularly through research: Although the Tribes clearly are dissatisfied with their relationships with OCNMS, there are opportunities to build bridges. The Tribes want to engage with OCNMS, particularly in relation to research. To the extent possible, involving tribal staff or other representatives in the details of the development of research proposals may enhance feelings of trust, credibility in management decisions and of being respected in the management process. In interviews and responses to survey questions, research design emerged as a key source of dissatisfaction for the Tribes. One way to begin could be to focus on research related to climate change. Tribal respondents identified a great deal of willingness to work with OCNMS on climate change research.

Share the dilemma with partners: Creating a more effective relationship ultimately requires each party to share its perceptions of the relationship and discuss what might be done on both sides to improve it. OCNMS has an opportunity to use the findings of this study to spark conversations with its partners and the Tribes, perhaps at a venue such as a meeting of the SAC, the IPC or with individual tribal nations. Approach the conversations as a chance to focus on the shared problem of how to build more effective relationships. The study points to two areas of focus:

- **Recognize different dimensions of collaborative and coordinated management:** OCNMS should recognize that the many parties in its institutional network define collaborative and coordinated management differently. OCNMS can use the information from this project to further explore with each party their aspirations for collaborative and coordinated management. Collaboration has many dimensions and the responses to the survey encompass the full spectrum of those dimensions. As became evident in the survey responses, the definition of collaborative and coordinated management means providing information in a timely way that is relevant and of interest to others; taking others' interests into account when acting; working together to advance common goals; and sharing resources and making decisions together. The definitions relate to the conceptual landscape of OCNMS' institutional relationships. Each party's interests, needs and concerns vary depending on where each party falls on the landscape of institutional relationships. The aspects of collaboration that matter to one party may not matter to another party.
- **Ask what OCNMS could do differently:** The survey found respondents are interested in more effective relationships with OCNMS, judging by the wealth of suggestions for what OCNMS could do differently. Survey respondents clearly gave thought to the suggestions. In general, the suggestions are pragmatic and acknowledge the resource constraints of OCNMS. They include enhancing ties to local communities by becoming involved in more local stewardship projects or conducting more outreach to coastal communities. Other suggestions seek to make SAC meetings more effective by providing greater training to new SAC members about marine management structures and orienting them to the many institutional relationships in OCNMS's network. Sharing the dilemma means OCNMS does not shoulder the entire burden of trying to improve its relationships. In each relationship, OCNMS and the partner or tribal government can address what OCNMS could do differently, explore the interests of both sides, evaluate the suggestions provided in this study, and look for ways to improve them or devise new options.

This page is intentionally left blank

Chapter 7: Future Relationship Assessments

Identifying Credible Indicators

The OCNMS Management Plan identifies the outcomes of its collaborative and coordinated management strategies as being “recognized by its partners and constituents as effectively seeking and considering information and opinions from external sources in its management and decision-making.” To track progress toward this goal, the Management Plan requires that OCNMS “maintain undiminished or improve ratings of OCNMS’s effectiveness as evaluated by key partners and constituents” (see Appendix A). To create these ratings, OCNMS needs to identify credible indicators of effective collaborative and coordinated management.

Indicators of effective relationships can either measure the outputs of institutional relationships or the relationships themselves. The outputs of institutional relationships include the implementation of processes that facilitate relationship-building and the products that result from these relationships, such as expanded knowledge, agreements, projects, or policies.¹³⁵ While indicators of collaborative outputs are easier to track and quantify, they do not necessarily measure the *effectiveness* of these outputs.^{136,137} Did the memorandum of understanding lead to increased trust and cooperation between parties? Did partners work well together on the project, or did it take additional time and resources to produce the same effects?

The OCNMS Management Plan recognizes the need to assess OCNMS’s institutional relationships. Healthy institutional relationships are integral to creating effective processes and outputs. Tracking relationship health is more likely to measure the effectiveness of the outputs of OCNMS’s institutional relationships.^{138,139}

Indicators of relationship health must use partner input to define success and create indicators.¹⁴⁰ Understanding how partners would like to be engaged and what outcomes they value will lead to definitions of success that truly measure the health of OCNMS’s institutional relationships. Jointly defining success also helps to manage partner expectations.¹⁴¹ However, this is challenging because partner expectations vary.¹⁴²

¹³⁵ Conley, Alex and Ann Moote. “Evaluating Collaborative Natural Resource Management.” *Society and Natural Resources* 16.5 (2003): 371-386.

¹³⁶ Mandell and Keast, 2007.

¹³⁷ Innes, Judith. “Evaluating Consensus Building.” In: *The Consensus Building Handbook*, by Lawrence Susskind, Sarah McKearnan, and Jennifer Thomas-Larrner. The Consensus Building Institute. Sage, Thousand Oakes, CA, 1999.

¹³⁸ Brinkerhoff, 2002.

¹³⁹ Conley and Moote, 2003.

¹⁴⁰ *Ibid.*

¹⁴¹ Null, Marilyn and Ramona Huckstep. “Quantity v Quantity: The quest to measure community engagement effectiveness.” *Presentation at the Environmental Protection Agency Community Involvement Conference*. July 19-21, 2011.

OCNMS's partners and constituents defined the more intangible aspects of "effective collaborative and coordinated management" differently.

These findings are compatible with the varied landscape of OCNMS's institutional relationships. OCNMS is not involved in one collaborative group, but in a network of on-going, evolving interactions with various partners, issues, and relationship goals. This varied landscape highlights the importance of nurturing shared understanding, establishing trust, and understanding others' interests in the relationships.¹⁴³

Indicators of OCNMS Relationship Health

A review of the literature on the facilitating factors and challenges of collaborative natural resource management suggests a broad set of criteria applicable to an assessment of OCNMS's institutional relationships. These criteria can be measured using either observational or self-reports from members of OCNMS's partners and constituents. Self-report data can be collected with surveys, interviews, or case studies.¹⁴⁴

Using respondents' self-reports is a common practice among agencies and organizations.^{145,146,147} Self-reports also suit the desired outcome of OCNMS's Collaborative and Coordinated Management Action Plan, which is grounded in partners' and constituents' ratings of OCNMS. Questioning the participants themselves is the most direct route to gathering this data.

Surveys are less resource-intensive than case studies and interviews, and can therefore be used more frequently. Often, studies can use interviews to gather the contextual information needed to design a successful survey.¹⁴⁸ Surveys are especially effective when collecting both quantitative and qualitative data. Qualitative data provides the context and reasoning behind responses, while quantitative data provides a way to standardize and compare responses quickly and easily.¹⁴⁹

Table 20 contains a list of criteria applicable to tracking the health OCNMS's institutional relationships. For further description of each criterion, see the "Factors that Facilitate Effective, Meaningful, and Productive Institutional Relationships" section in Chapter 4. Each criterion is accompanied by suggestions of how to measure that criterion through a survey question. Some criteria have examples of observational measures as

¹⁴² Cornwall, Andrea. "Unpacking 'Participation': Models, Meanings, and Practices." *Community Development Journal* (43.3) 2008: 269-283.

¹⁴³ Brinkerhoff, 2002.

¹⁴⁴ Margoulis, Richard and Nick. Salafsky. *Measures of Success: Designing, Managing, and Monitoring Conservation and Development Projects*. Island Press: Washington, D.C., 1998.

¹⁴⁵ Conley and Moote, 2001.

¹⁴⁶ Belton and Jackson-Smith, 2010.

¹⁴⁷ Schuett, Selin and Carr, 2001.

¹⁴⁸ Elmerdorf, William and A.E. Luloff. "Using Qualitative Data Collection Methods when Planning for Community Forests." *Journal of Arboriculture* (27:3) 2001.

¹⁴⁹ Bamberger, Michael, Jim Rugh and Linda Mabry. *Real World Evaluation: Working Under Budget, Time, Data, and Political Constraints*. Thousand Oaks, CA: Sage, 2006.

well. The list leans heavily on the work of Brinkerhoff,¹⁵⁰ Conley and Moote,¹⁵¹ and Scheuller *et al.*,¹⁵² and Wondolleck and Yaffee.^{153, 154}

Criteria and Partner-Reported Measurements of Relationship Health	
Criterion	Measurements
Compelling focus; Valued purpose	<ul style="list-style-type: none"> Do you work on issues important to your organization? (Q8)
Working toward a shared goal	<ul style="list-style-type: none"> Do you work toward a shared goal with OCNMS? (Q8)
Clear goals, ground rules, and expectations	<ul style="list-style-type: none"> Are OCNMS's goals clear? Do you understand your role and involvement with OCNMS?
Personal and organizational commitment to relationships; Existence of a champion	<ul style="list-style-type: none"> Are OCNMS staff committed to maintaining strong relationships? (Q9) Does your home organization or agency support your participation? (Q15) Why do you work with OCNMS? (Job responsibility, personal connection to the area, to serve the community, etc.) (Q5) Is working with OCNMS a high priority? (Q15) Do you have the time and funding to participate? (Q15) To what extent do organizational cultures prevent your engagement with OCNMS? (Q15)
Credibility of process and decisions; Trust in the process	<ul style="list-style-type: none"> Are you involved in a thorough discussion of issues? (Q8) Do you feel your interaction with OCNMS contributes to creative and jointly-developed solutions? Are decisions based on sound science? (Q10) Are decisions based on an understanding of cultural and social values? (Q10) Does the process treat you fairly?

¹⁵⁰ Brinkerhoff, 2002.

¹⁵¹ Conley and Moote, 2003.

¹⁵² Schueller, Sheila, Steve Yaffee, Stephen Higgs, Kathleen Mogelgaard and Elizabeth DeMattia. *Evaluation Sourcebook: Measures of Progress for Ecosystem- and Community-Based Projects*. Ecosystem Management Initiative, University of Michigan, Ann Arbor, MI, 2006.

¹⁵³ Wondolleck, Julia and Steven Yaffee. "Sustaining the Success of Collaborative Partnerships: Revisiting the Building Bridges Cases." Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 1997.

¹⁵⁴ Wondolleck, and Yaffee, 2000.

Respectful relationships	<ul style="list-style-type: none"> • Do OCNMS staff and others understand your perspective? (Q9) • Do OCNMS staff and others understand and respect your priorities, and honor them? • Do others respect your opinion, even when they disagree? (Q9) • Is your input sought and considered? • Is your input incorporated into management decisions? • Do you feel heard?
Feeling valued	<ul style="list-style-type: none"> • Is your participation valued? (Q9) • Are your and your organization's unique strengths and contributions recognized? (Q9)
Effective communication	<ul style="list-style-type: none"> • Do OCNMS staff respond to your questions? (Q9) • Could OCNMS help you by providing more information about OCNMS and how you can help? (Q17) • Could OCNMS help by providing more training to your successor? (Q17) • What are the most effective methods of communication for you? (Q19) • Are OCNMS staff direct and open in their communication? • Do you understand why management decisions are made? (Q9)
Opportunities for joint learning and network creation	<ul style="list-style-type: none"> • Do you have the opportunity to learn more about marine issues? (Q8) • Have you developed new professional relationships? (Q8) • Have you developed new friendships? (Q8)
Sense of satisfaction	<ul style="list-style-type: none"> • How satisfied are you with your relationship? Why or why not? (Q11 and Q12)
Sense of accomplishment	<ul style="list-style-type: none"> • Do you feel you are making a difference? (Q8) • Are the benefits of the relationship are greater than the costs of initiating or maintaining it? • Does the process open up new opportunities? • What has your involvement with OCNMS achieved, for your organization, OCNMS, and the marine resource? (Q13 and Q14) • Is the process successful?

Table 20: Criteria and measurements applicable to assessing OCNMS's institutional relationships. A question number in parentheses following a measurement denotes where the measurement was used by this project's survey. Measurements without a question number in parentheses were not used by this project's survey but could be used in the future.

Another way to measure the health of OCNMS's institutional relationships is through observational data. While developing truly objective measures of the relationship health is often regarded as impossible, observational data can measure intangible aspects of

relationships without relying on respondents' self-reports.¹⁵⁵ Observational data collection techniques can use analyses of newspapers, websites, meeting minutes, or staff perceptions.

A literature review found some observational measures applicable to OCNMS. Participants' trust in the process can be measured by tracking the extent to which partners are willing to share information about their work (for example, the frequency of open meetings or amount of information available to OCNMS or the public). OCNMS's ability to successfully incorporate partners' and constituents' input could be tracked by their degree of satisfaction with management decisions, as measured by the number of actions taken to block implementation of management decisions or the number of negative public comments. The number of interactions in which individuals ask for advice or offer new ideas or opportunities can measure the strength of OCNMS's institutional relationships. Finally, the level of attendance at meetings can be a measure of how worthwhile or valuable the relationship is to those within OCNMS's network.

While this project focused on the indicators of relationship health, indicators of the outputs of institutional relationships are also useful. They can identify the achievement of early goals that lay the groundwork for achieving healthy relationships, such as the existence of forums within which participants could potentially learn together and build trust.^{156, 157}

OCNMS has already identified indicators of the outputs, such as the implementation of processes, projects, or policies in its Management Plan. The Management Plan's action plans include strategies geared toward engaging other parties such as the Sanctuary Advisory Council, the Intergovernmental Policy Council, the US Coast Guard, the US Navy, Olympic National Park, and non-profit organizations. The broad categories of implementation indicators found in the literature and in the OCNMS Management Plan include:

Implementation of Processes:

- Existence of a regular forum for collaboration
- Number of collaborative meetings
- Number of formal or informal agreements signed
- Number of formal or informal partnerships
- Number of new partnerships
- Creation of a management plan

Implementation of Projects and Policies:

- Existence of policy changes
- Number of joint projects
- Amount of funding for joint projects

¹⁵⁵ Conley and Moote, 2009.

¹⁵⁶ Conley and Moote, 2003.

¹⁵⁷ Brinkerhoff, 2002.

A combination of indicators of relationship outputs and relationship health will create a more powerful set of measurements with which to assess OCNMS's institutional relationships.^{158,159}

The Survey Tool: Lessons Learned

From distributing the survey tool and analyzing the resulting data, this project has collected some takeaways on what measures OCNMS should use to assess its institutional relationships, as well as how it should distribute the survey. Table 20 (above) lists a number of measures of relationship health, many of which were used and evaluated through the course of this project. Using all of the measures in Table 2 – or even repeating the entirety of this project's survey – is not practical, but several questions in this survey could be asked periodically to provide data for a comparison.

A set of two questions that identify survey respondents' primary association and areas of interest in working with OCNMS would help OCNMS target their partnering efforts toward certain respondent groups and identify which of its programs are using partnerships well. Questions 1 and 4 served this purpose well in this project's survey tool.

- Question 1: "In your interactions with OCNMS, who do you (or did you) represent? If more than one of the following options applies to you, please choose your primary association." A list of potential associations was provided, and respondents could only check one response.
- Question 4: "To what extent are you involved with OCNMS in the following areas?" A list of options was provided: education and outreach, research, development of the Draft Management Plan, stewardship and volunteer activities, enforcement of regulations, oil spill response, and other.

Questions 8 through 11 could serve as barometers of the health of OCNMS's institutional relationships, as this project has already collected the initial dataset using these measures. In addition, as multiple-choice questions, Questions 8 through 11 are less time consuming to analyze than open-ended questions. They would allow OCNMS to track the presence or absence of a host of factors that influence the health of institutional relationships.

- Question 8: "Regarding your interaction with OCNMS, to what extent do you agree with the following statements?" A list of options was provided, each of which respondents could rate on a scale of one to five:
 - You are involved in a thorough discussion of the issues
 - You understand why management decisions are made
 - You work on issues important to your organization

¹⁵⁸ Bamberger *et al.*

¹⁵⁹ Babbie, Earl. *The Practice of Social Research*. Belmont, CA: Wadsworth, 2001.

- You have the opportunity to learn more about marine issues
 - You work toward a shared goal
 - You feel that you are making a difference
 - You have developed new professional relationships
 - You have developed new friendships
- Question 9: “To what extent do you feel that OCNMS staff members...” A list of options was provided, each of which respondents could rate on a scale of one to five:
 - Value your participation
 - Recognize your contributions
 - Understand your perspective
 - Respect your opinion, even when they disagree
 - Respond to your questions
 - Seem committed to maintaining strong relationships
 - Question 10: “To what extent do you feel that OCNMS management decisions are based on: Sound science? An understanding of the cultural and social values of the marine resources?” Respondents could rate these two options on a scale of one to five.
 - Question 11: “Overall, how satisfied are you with your relationship with OCNMS?” Respondents could rate their satisfaction on a scale of one to five.

Any future survey should limit the number of open-ended questions to two or three. These open-ended questions would be most beneficial if they focused on ideas for which it is challenging to create a multiple-choice answer bank. An open-ended set of questions would benefit from including a question on respondent satisfaction, achievements, and suggestions for improvement.

Question 12 would be a positive addition because it allowed respondents to share why they are satisfied or dissatisfied. It asked, “What makes your relationship satisfying or not satisfying?” It elicited suggestions for improvements and ideas about what OCNMS is doing well. Together, the satisfaction questions (Questions 11 and 12) are especially valuable because they measure OCNMS’s performance against respondents’ aspirations for what they want from the relationship. This type of question is a more flexible measurement that accounts for the variation in OCNMS’s institutional relationships.

A second open-ended question could ask about respondents’ perceptions of accomplishments. If framed well, it would both produce a list of outputs that OCNMS can point to when judging the effectiveness of its institutional relationships and illuminate what respondents value about their relationship with OCNMS. Creative ways to explore all of these concepts would be to ask: “What would be different – for your organization and the resource – without your relationship with OCNMS?” or “Are the benefits of the relationship greater than the costs of initiating or maintaining it?”

A third open-ended question might provide a place for suggestions for improvement. The satisfaction questions (Questions 11 and 12) may draw out suggestions, but it would be valuable to frame this question in way that elicits constructive criticism that takes the form of bounded and implementable suggestions. A strategy that might do this is to begin the question with “Given limited resources...” or “If you had to choose two or three suggestions...”

Continuously building a list of future survey recipients will help OCNMS to distribute it to a wider variety of partners and constituents. The more recipients OCNMS can reach, the more comprehensive the indicator data will be. In addition, increasing distribution rates will help to identify valuable future partnerships.

By providing more reminders and asking less time of respondents, future assessments could increase response rates. This project sent multiple email reminders, but a mix of emails, phone calls, and in-person reminders might have been more effective. By using both interviews and a lengthy survey, this project required respondents to invest a large amount of time. In some cases, potential survey respondents gave time early on, but did not respond as readily to the later portions of the project. For example, state agency responses to the survey were low. However, representatives of state agencies participated enthusiastically in interviews. This suggests there is a limited amount of time respondents will dedicate to analyzing their relationship with OCNMS. Response rates might increase if no interviews are conducted and the survey is shorter.

References

- Ackerman, Stark. "Observations on the Transformation of the Forest Service: The Effects of the National Environmental Policy Act on U.S. Forest Service Decision Making." *Environmental Law* (20) 1990: 703-734.
- Adelzadeh, Mary. "Empowerment in an Era of Self-Determination: The Case of the Washoe Tribe and the US Forest Service Co-Management Agreement." Thesis, University of Michigan, Ann Arbor, MI, 2006.
- Adelzadeh, Mary, Todd Bryan and Steven Yaffee. "Tribal Issues and Considerations Related to Natural Resource Management." Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 2003.
- Adler, Peter and Juliana Birkhoff. "Building Trust: When Knowledge from 'Here' Meets Knowledge From 'Away'." *The National Policy Consensus Center*.
- Agranoff, Robert and Michael McGuire. *Collaborative Public Management: New Strategies for Local Government*. Washington, D.C.: Georgetown University Press, 2003.
- Ansell, Chris and Alison Gash. "Collaborative Governance in Theory and Practice." *Journal of Public Administration Research and Theory* (18) 2007: 543-571.
- Babbie, Earl. *The Practice of Social Research*. Belmont, CA: Wadsworth, 2001.
- Bamberger, Michael, Jim Rugh and Linda Mabry. *Real World Evaluation: Working Under Budget, Time, Data, and Political Constraints*. Thousand Oaks, CA: Sage, 2006.
- Basta, Daniel and Charles Ehler. "Integrated Management of Coastal Areas and Marine Sanctuaries: A New Paradigm." *Oceanus* (36) 1993: 6-15.
- Belton, Lorien and Douglas Jackson-Smith. "Factors Influencing Success Among Collaborative Sage-Grouse Management Groups in the Western United States." *Environmental Conservation* (37:3) 2010: 250-260.
- Brinkerhoff, Jennifer. "Assessing and Improving Partnership Relationships and Outcomes: A Proposed Framework." *Evaluation and Program Planning* 25 (2002): 215-231.
- Bryan, Todd. "Tragedy Averted: The Promise of Collaboration." *Society and Natural Resources* (17) 2004: 881-896.
- Bureau of Land Management. "A Desk Guide to Cooperating Agency Relationships." 2005. Web. 11 April 2012.

- Carr, Deborah and Steven Selin, Michael Schuett. "Managing Public Forests: Understanding the Role of Collaborative Planning." *Environmental Management* (22:5) 1998: 767-776.
- Cohen, Fay G. *Treaties On Trial: The Continuing Controversy over Northwest Indian Fishing Rights*. Seattle: University of Washington, 1986.
- Cooke, Vincent and George Galasso. "Challenges and Opportunities for the Makah Tribe and Olympic Coast National Marine Sanctuary." Paper submitted for The Coastal Society 2004 Conference, May 23-24, 2004.
- Conley, Alex and Ann Moote. "Collaborative Conservation in Theory and Practice: Literature Review." Udall Center for Studies in Public Policy, the University of Arizona, Tucson, AZ, 2001.
- Conley, Alex and Ann Moote. "Evaluating Collaborative Natural Resource Management." *Society and Natural Resources* 16.5 (2003): 371-386.
- Cortner, Hanna, Mary Wallace, Sabrina Burke and Margaret Moote. "Institutions Matter: The Need to Address the Institutional Challenges of Ecosystem Management." *Landscape and Urban Planning* (40) 1998: 159-166.
- Cornwall, Andrea. "Unpacking 'Participation': Models, Meanings, and Practices." *Community Development Journal* (43.3) 2008: 269-283.
- Coughlin, Chrissy, Merrick Hoben, Dirk Manskopf, Shannon Quesada and Julia Wondolleck. "A Systematic Assessment of Collaborative Resource Management Partnerships." Master's Project, Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 1999.
- Council on Environmental Quality. "Collaboration in NEPA: A Handbook for NEPA Practitioners." 2007.
- Cronin, Amanda and David Ostergren. "Democracy, Participation, and Native American Tribes in Collaborative Watershed Management." *Society and Natural Resources: An International Journal* (20:6) 2007: 527-542.
- Dakins, Maxine, Jeffery Long, and Michael Hart. "Collaborative Environmental Decision Making in Oregon Watershed Groups: Perceptions of Effectiveness." *Journal of the American Water Resources Association* 41 (2005): 171-180.
- Donoghue, Ellen, Sara Thompson and John Bliss. "Tribal-Federal Collaboration in Resource Management." *Journal of Ecological Anthropology* (14) 2010: 22-38.
- Executive Order No. 13352, 69 Federal Register 52,989. 26 August, 2004.
- Gray, Barbara. "Conditions Facilitating Interorganizational Collaboration." *Human Relations* (38:10) 1985: 911-936.

- Grumbine, Edward. "What is Ecosystem Management?" *Conservation Biology* (8:1) 1984: 27-38.
- Gulf of the Farallones National Marine Sanctuary. "2010 Ocean Climate Summit Report: Moving from Knowledge to Action." 2010. Web. 6 April 2012.
- Gulf of the Farallones National Marine Sanctuary. "Ocean Climate Summits." Web. 6 April 2012.
- Higgason, Kelley and Maria Brown. "Local Solutions to Manage the Effects of Global Climate Change on a Marine Ecosystem: A Process Guide for Marine Resource Managers." *ICES Journal of Marine Science* (66) 2009: 1640-1646.
- Hughes, Terrence, David Bellwood, Carl Folke, Robert Steneck, and James Wilson. "New Paradigms for Supporting the Resilience of Marine Ecosystems." *Trends in Ecology and Evolution* (20:7) 2005: 380-386.
- Innes, Judith and David Booher. "Consensus Building and Complex Adaptive Systems." *Journal of the American Planning Association* (65:4) 1999: 412-423.
- Innes, Judith. "Evaluating Consensus Building." In: *The Consensus Building Handbook*, by Lawrence Susskind, Sarah McKearnan, and Jennifer Thomas-Larner. The Consensus Building Institute. Sage, Thousand Oakes, CA, 1999.
- Intergovernmental Policy Council. *IPC Condition Report Addendum*. IPC, 2009.
- Irvine, Katherine and Steven Kaplan. "Coping with Change: The Small Experiment as a Strategic Approach to Environmental Sustainability." *Environmental Management* 28(6) 2001: 713-725.
- Kalt, Joseph and Joseph Singer. "Myths and Realities of Tribal Sovereignty: The Law and Economics of Indian Self-Rule." John F. Kennedy School of Government, Harvard University, Faculty Research Working Papers Series, 2004.
- Keller, Brian, Daniel Gleason, Elizabeth McLeod, Christa Woodley, Satie Airame, Billy Causey, Alan Friedlander, Rikki Grober-Dunsmore, Johanna Johnson, Steven Miller and Robert Steneck. "Climate Change, Coral Reef Ecosystems, and Management Options for Marine Protected Areas." *Environmental Management* (44) 2009: 1069-1088.
- Kenney, Douglas. "Assessing the Effectiveness of Watershed Initiatives: The Current State of Knowledge." Natural Resources Law Center, University of Colorado School of Law, Boulder, CO, 2000.
- Koontz, Tomas and Craig Thomas. "What Do We Know and Need to Know About the Environmental Outcomes of Collaborative Management?" *Public Administration Review* Special Issue: Environmental Outcomes of Collaborative Management (2006): 111-121.

- Lachapelle, Paul, Stephen McCool and Michael Patterson. "Barriers to Effective Natural Resource Planning in a 'Messy World.'" *Society and Natural Resources* (16) 2003: 473-490.
- Mandarano, Lynn. "Evaluating Collaborative Environmental Planning Outputs and Outcomes: Restoring and Protecting Habitat and the New York-New Jersey Harbor Estuary Program." *Journal of Planning Education and Research* (27) 2008: 456-468.
- Mandell, Myrna and Robyn Keast. "Evaluating Network Arrangements: Toward Revised Performance Measures." *Public Performance & Management Review* (30:4) 2007: 574-597.
- Mantua, Nathan, Ingrid Tohver and Alan Hamlet. "Climate Change Impacts on Stream Flow Extremes and Summertime Stream Temperature and their Possible Consequences for Freshwater Salmon Habitat in Washington State." *Climatic Change* 102 (2010): 187-223.
- Margoulis, Richard and Nick. Salafsky. *Measures of Success: Designing, Managing, and Monitoring Conservation and Development Projects*. Island Press, Washington, D.C., 1998.
- Martinson, Kristen. "Working with the Human Element in Sustainability Programs." *Journal of Forestry* (96:3) 1998: 31-32.
- Miles, Edward, Marketa Elsner, Jeremy Littell, Lara Binder and Dennis Lettenmaier. "Assessing Regional Impacts and Adaptation Strategies for Climate Change: The Washington Climate Change Impacts Assessment." *Climatic Change* 102 (2010): 9-27.
- McKinney, Matthew and Patrick Field. "Evaluating Community-Based Collaboration on Federal Lands and Resources." *Society and Natural Resources* (21) 2008: 419-429.
- Morin, Tracey. "Sanctuary Advisory Councils: Involving the Public in the National Marine Sanctuary Program." *Coastal Management* 29 (2001): 327-339.
- Mote, Philip and Eric Salathé. "Future Climate in the Pacific Northwest." *Climatic Change* (102) 2010: 29-50.
- Murphy, Amanda. "A Collaborative Approach to Intergovernmental Coordination: A Case Study of the Olympic Coast Intergovernmental Policy Council." Thesis submitted in partial fulfillment of Master of Marine Affairs, University of Washington. 2011.
- National Oceanic and Atmospheric Administration. *Olympic Coast National Marine Sanctuary: Final Environmental Impact Statement/Management Plan*. NOAA, 1993.

- National Oceanic and Atmospheric Administration. *Sanctuary Management Plan*. OCNMS, 1994.
- National Environmental Justice Advisory Council Indigenous People's Subcommittee. "Guide on Consultation and Collaboration with Indian Tribal Governments and the Public Participation of Indigenous Groups and Tribal Members in the Environmental Decision Making." U.S. Environmental Protection Agency, 2000.
- Null, Marilyn and Ramona Huckstep. "Quantity v Quantity: The quest to measure community engagement effectiveness." *Presentation at the Environmental Protection Agency Community Involvement Conference*. July 19-21, 2011.
- Olympic Coast National Marine Sanctuary. *2011 Management Plan*. OCNMS, 31 October 2011.
- Olympic Coast National Marine Sanctuary. *Draft Sanctuary Management Plan*. OCNMS, 2010.
- Papiez, Chelsie. "Climate Change Implications for the Quileute and Hoh Tribes of Washington: A Multidisciplinary Approach to Assessing Climatic Disruptions to Coastal Indigenous Communities." Thesis submitted in partial fulfillment of Master of Environmental Studies, Evergreen State College, Olympia, WA, 2009.
- Pevar, Stephen L. *The Rights of Indians and Tribes: The Basic ACLU Guide to Indian and Tribal Rights*. Carbondale, IL: Southern Illinois UP, 1992.
- Plummer, Ryan and John FitzGibbon. "Some Observations on the Terminology in Co-Operative Environmental Management." *Journal of Environmental Management* (70) 2003: 63-72.
- Provan, Keith and H. Brinton Milward. "Do Networks Really Work? A Framework for Evaluating Public-Sector Organizational Networks." *Public Administration Review* (61:4) 2001: 414-423.
- Selin, Steve and Deborah Chavez. "Developing a Collaborative Model for Environmental Planning and Management." *Environmental Management* (19) 1995: 189-195.
- Sievanen, Leila, Heather Leslie, Julia Wondolleck, Steven Yaffee, Karen McLeod and Lisa Campbell. "Linking Top-Down and Bottom-Up Processes Through the National Ocean Policy." *Conservation Letters* (00) 2011: 1-6.
- Schueller, Sheila, Steve Yaffee, Stephen Higgs, Kathleen Mogelgaard and Elizabeth DeMattia. *Evaluation Sourcebook: Measures of Progress for Ecosystem- and Community-Based Projects*. Ecosystem Management Initiative, University of Michigan, Ann Arbor, MI, 2006.
- Schuett, Michael, Steve Selin and Deborah Carr. 2001. "Making It Work: Keys to Successful Collaboration in Natural Resource Management." *Environmental Management* (27:4) 2001: 587-593.

- Smith, Patrick and Maureen McDonough. "Beyond Public Participation: Fairness in Natural Resource Decision Making." *Society and Natural Resources* (14) 2001: 239-249.
- Smith, Patrick, Maureen McDonough and Michael Mang. "Ecosystem Management and Public Participation: Lessons from the Field." *Journal of Forestry* (97) 1999: 32-38.
- Stevens, Stan. *Conservation Through Cultural Survival: Indigenous Peoples and Protected Areas*. Washington, DC: Island, 1997.
- Tribbia, John and Susanne Moser. "More Than Information: What Coastal Managers Need to Plan for Climate Change." *Environmental Science & Policy* (11) 2008: 315-328.
- Tuckman, Bruce and Mary Ann Jensen. "Stages of Small-Group Development Revisited." *Group and Organization Studies* (2:4) 1977: 419-27.
- United States Forest Service. "Challenges to Collaboration." *Fuels Planning: Science Synthesis and Integration. Social Issues Fact Sheet* (11) 2006.
- Vangen, Siv and Chris Huxham. "Nurturing Collaborative Relations: Building Trust in Interorganizational Collaboration." *Journal of Applied Behavioral Science* (39:5) 2003: 5-31.
- Weber, Edward, Nicholas Lovrich and Michael Gaffney. "Assessing Collaborative Capacity in a Multidimensional World." *Administration & Society* (39:2) 2007: 194-220.
- "What Is the Federal Indian Trust Responsibility?" *Bureau of Indian Affairs*. 13 Apr. 2012. Web. 13 Apr. 2012.
- Wondolleck, Julia, Kathy Chen, Camille Kustin, Joshua Kweller and Carolyn Segalini. "Sanctuary Advisory Councils: A Study in Collaborative Resource Management." Final Masters Project Report, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 2006.
- Wondolleck, Julia and Steven Yaffee. *Making Collaboration Work: Lessons from Innovation in Natural Resource Management*. Washington, D.C.: Island Press, 2000.
- Wondolleck, Julia and Steven Yaffee. "Sustaining the Success of Collaborative Partnerships: Revisiting the Building Bridges Cases." Ecosystem Management Initiative, School of Natural Resources and Environment, University of Michigan, Ann Arbor, MI, 1997.
- Worcester v. Georgia, 31 U.S. 6 Pet. 515 515. U.S. Supreme Court. 1832.
- Yaffee, Steven, Ali Phillips, Irene Frentz, Paul Hardy, Sussanne Maleki and Barbara Thorpe. *Ecosystem Management in the United States: An Assessment of Current Experience*. Washington, DC: Island Press, 1996.

Yaffee, Steven and Julia Wondolleck. "Collaborative Ecosystem Planning Processes in the United States: Evolution and Changes." *Environments* (31:2) 2003: 59-72.

Appendix

Appendix A: Selected Portions of the OCNMS Final Management Plan

Appendix B: Sanctuary Advisory Council Charter

Appendix C: Intergovernmental Policy Council Charter

Appendix D: Survey

Appendix E: Multiple Choice Survey Responses

A. Achieve Effective Collaborative and Coordinated Management

A1. Collaborative and Coordinated Sanctuary Management Action Plan

A2. Community Involvement in Sanctuary Management Action Plan

A3. Sanctuary Operations Action Plans



Introduction

Collaboration and coordination are essential to achieving effective sanctuary management. Since OCNMS was designated in 1994, OCNMS management has fostered relationships with multiple government agencies, the Coastal Treaty Tribes, academic and educational institutions, local communities and groups involved in research, educational programming and resource protection efforts. The scope of these efforts has ranged from sharing information, to coordinating independent actions aimed at achieving a common goal, to developing close and durable partnerships. These efforts have enabled OCNMS management and its partners to accomplish far more than would have been possible by any single entity.

Throughout the MPR process, the AC, IPC and public have repeatedly expressed the need for improved collaboration and coordination between OCNMS and its multitude of partners. The three action plans presented here outline how OCNMS intends to improve and grow its relationships with other governments and government entities, non-government and grassroots organizations and local communities over the life of the management plan.

A1. Collaborative and Coordinated Sanctuary Management Action Plan

Desired Outcome: Improved communication, greater collaboration and stronger relationships between OCNMS and other agencies and governments with jurisdiction over resources in the sanctuary.

Links to Goals:

Goal A - Build and strengthen OCNMS' partnerships with the Coastal Treaty Tribes and the IPC, and honor the OCNMS' treaty trust responsibility.

Goal B - Promote collaborative and coordinated management and stewardship of resources in the sanctuary.

Background:

Almost all of OCNMS' research, education and stewardship efforts are done in collaboration with other agencies and organizations. Throughout the action plans there are references to collaborative and coordinated efforts associated with specific strategies and activities. This action plan, rather than calling out all of these project-level partnerships, instead focuses on how OCNMS will develop and improve its relationships with governments and government agencies at the leadership or management level.

The focus of this action plan is on partnerships with entities having jurisdiction over resources in the sanctuary (Figure 2) and with which OCNMS coordinates and collaborates at a managerial level, including the IPC, NMFS, U.S. Coast Guard, U.S. Navy, the National Park Service, which manages Olympic National Park (ONP), the U.S. Fish and Wildlife Service (USFWS), which manages the Washington Maritime National Wildlife Refuge Complex, and Canadian government agencies. Active collaboration with these organizations will provide a more transparent and inclusive structure for management of Olympic Coast marine resources that span tribal, local, state, federal and international jurisdictions.

During the MPR process, improving collaborative and coordinated sanctuary management repeatedly emerged as one of the highest priorities for OCNMS to address over the next five to ten years. Ongoing regional efforts such as the Washington Ocean Action Plan and the West Coast Governor's Agreement on Ocean Health also have a strong focus on improving collaboration and coordination in order to address the complexity and enormity of current ocean management issues.

Strategy CCM1: EXTERNAL EVALUATION

Evaluate the contribution of OCNMS' institutional relationships to the management of resources within OCNMS.

Activity A: Bring in an independent organization to conduct an external evaluation of OCNMS' institutional relationships in order to obtain fresh insights, and to assess and support programmatic improvements in management of resources in the sanctuary.

Activity B: Report to the IPC and AC on the findings of the evaluation, and seek advice on potential improvements.

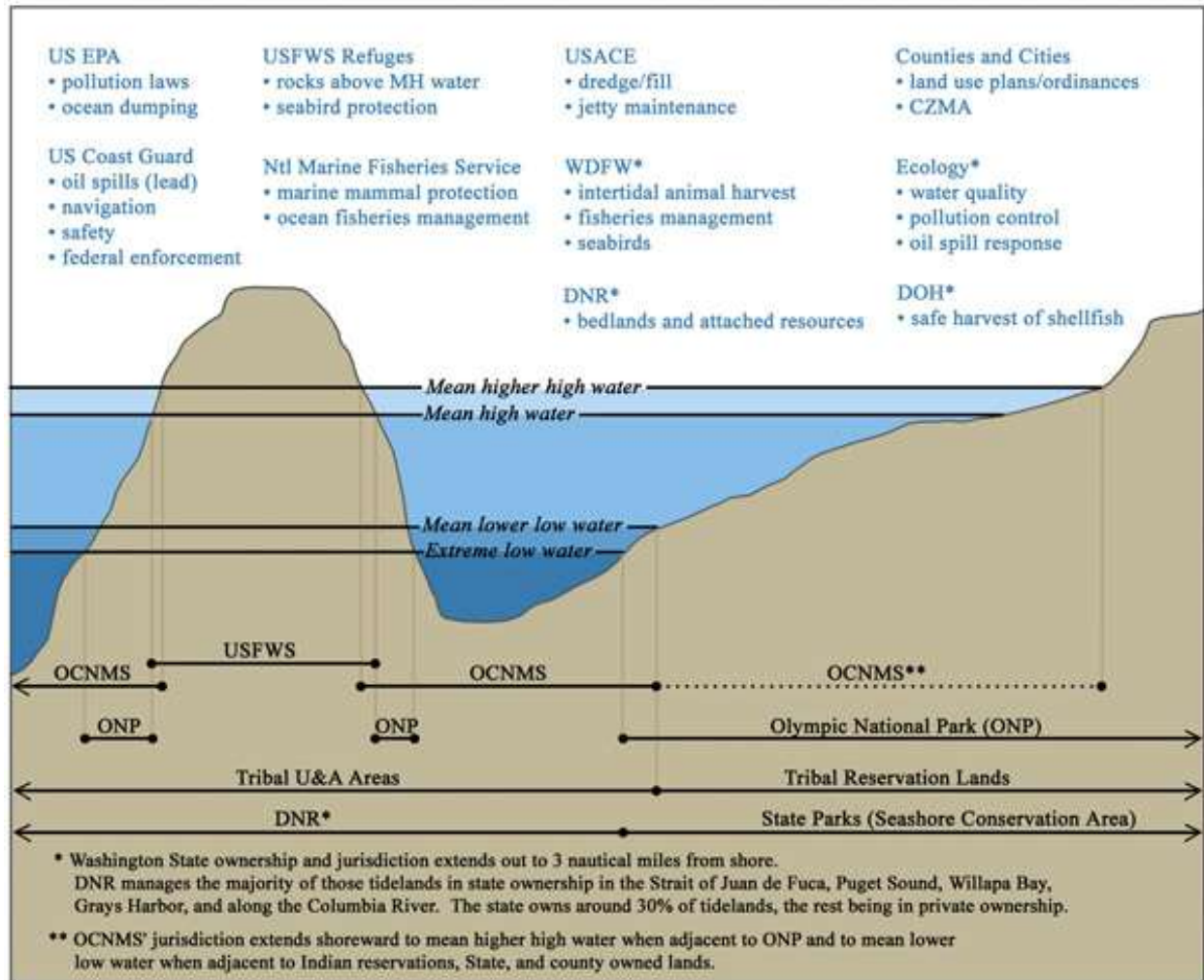


Figure 2 Diagram showing jurisdictional boundaries within OCNMS.

Strategy CCM2: COASTAL TREATY TRIBES

Consult with the Coastal Treaty Tribes (Makah, Quileute and Hoh Tribes and Quinault Indian Nation) in accordance with Executive Order 13175, and partner with tribal staff members to address sanctuary projects and management issues that are of interest to the tribes.

Activity A: Consult early and often with the Coastal Treaty Tribes on any changes to OCNMS regulations that could affect the tribes.

Activity B: Ensure individual tribes are kept informed about sanctuary projects, permit applications and management issues of interest.

Activity C: Work with individual Coastal Treaty Tribes to develop more specific, individually-defined tribal consultation procedures beyond those outlined in section 2.4.

Strategy CCM3: OLYMPIC COAST INTERGOVERNMENTAL POLICY COUNCIL

Continue OCNMS' partnership with the IPC.

Activity A: Implement the ONMS-IPC Memorandum of Agreement (MOA) by supporting quarterly IPC meetings, including an annual meeting with the ONMS Director and OCNMS staff.

Activity B: The Sanctuary Superintendent will brief the IPC annually on the previous year's progress in implementing the OCNMS management plan and on proposed annual operating plan activities for the coming year.

Activity C: In 2012, the respective parties will review and update the ONMS-IPC MOA with the intent to initiate another five-year term.

Activity D: Collaborate with the IPC to develop a long-term research and monitoring plan that focuses on issue of mutual interest.

Strategy CCM4: WASHINGTON STATE

Support implementation of the Washington Ocean Action Plan (OAP), the West Coast Governor's Agreement on Ocean Health, and other applicable state initiatives.

Activity A: Provide staff support and other resources to support Washington Ocean Caucus efforts on the Olympic Peninsula.

Activity B: Meet at least once a year with the Washington state Ocean Caucus and OCNMS Advisory Council state representatives to discuss implementation of the OAP and OCNMS management plan. Identify how OCNMS research and conservation efforts can complement OAP implementation efforts.

Strategy CCM5: DEPARTMENT OF THE INTERIOR

Enhance partnerships with Department of the Interior agencies, particularly the National Park Service (NPS) which manages Olympic National Park (ONP), and the U.S. Fish and Wildlife Service (USFWS) which manages the Washington Maritime National Wildlife Refuge Complex (WMNWR).

Activity A: Meet with NPS and USFWS leadership no less than twice a year.

Activity B: On an annual basis review areas of existing and potential future collaboration.

Strategy CCM6: UNITED STATES COAST GUARD

Coordinate with the U.S. Coast Guard (USCG) on the protection and management of the Nation's coastal waters and marine resources within OCNMS.

Activity A: Meet annually with the USCG to discuss collaborative efforts undertaken as part of this strategy; jointly prepare an Annual Report on the previous year's activities; and prepare a work plan for the coming year.

Activity B: Work with the USCG to develop an orientation plan for USCG personnel on joint USCG and OCNMS issues and regulations.

Activity C: Review and update the OCNMS/USCG Memorandum of Agreement (MOA-2002-117) prior to its expiration date (September 30, 2012).

Strategy CCM7: UNITED STATES NAVY

Improve collaboration and coordination with the U.S. Navy.

Activity A: Coordinate with other NOAA agencies in providing NOAA comments on Navy environmental compliance documents.

Activity B: Periodically meet with the Navy to identify ways to share, combine and maximize resources to conduct mutually beneficial research activities (e.g., habitat mapping) and to identify additional sources of data that support OCNMS management (e.g., bathymetric data).

Activity C: Collaborate with the Navy to establish a mechanism through which the Navy and NOAA can work together on an ongoing basis to ensure Navy activities within OCNMS continue to be conducted in a manner that avoids to the maximum extent practicable any adverse impacts on resources in the sanctuary.

Strategy CCM8: NATIONAL MARINE FISHERIES SERVICE (NMFS)

Enhance ONMS' partnership with NMFS.

Activity A: Meet annually with NMFS Northwest Region and Northwest Fisheries Science Center leadership.

Activity B: Work with NMFS to ensure the Pacific Fishery Management Council is informed about relevant projects, events and issues in the sanctuary and vice-versa.

Activity C: Coordinate with NMFS on issues of common interest within OCNMS boundaries, particularly ecosystem and habitat related research, policy and management actions.

Activity D: On an annual basis, document areas of existing and potential future collaboration.

Strategy CCM9: OFFICE OF NATIONAL MARINE SANCTUARIES

OCNMS staff will fully participate as a member of the Office of National Marine Sanctuaries (ONMS).

Activity A: Participate in annual national and regional leadership and programmatic meetings.

Activity B: Respond to agency requests for data and information.

Activity C: Locally implement national and regional initiatives.

Activity D: Provide subject matter expertise to regional, national and international initiatives as appropriate.

Activity E: Request and apply national and regional subject matter expertise to OCNMS issues.

Strategy CCM10: CANADIAN GOVERNMENT

Work with Canadian government agencies to address transboundary issues.

Activity A: Work with US and Canadian agencies, Coastal Treaty Tribes and First Nations, and conservation organizations to identify opportunities for advancing ecosystem-wide protection, research, education and outreach programs initiatives within the Juan de Fuca Eddy International Marine Ecosystem.

Activity B: Work with Parks Canada and British Columbia Parks to evaluate options for improving transboundary coordination and cooperation on shared objectives with adjoining Canadian marine protected areas (Pacific Rim National Park Preserve and Race Rocks Ecological Reserve/Marine Protected Area), including potential designation as a sister sanctuary through the ONMS International Program.

Activity C: Work with Fisheries and Oceans Canada on maritime safety and oil spill response issues through the Canada/U.S. Cooperative Vessel Traffic Service and the Pacific States/British Columbia Oil Spill Task Force.

Links to Other Action Plans: Community Involvement in Sanctuary Management, Sanctuary Operations, Habitat Mapping and Characterization, Physical and Chemical Oceanography, Populations, Communities and Ecosystems, Data Management, Sharing and Reporting, K-12 Education, Higher Education, Visitor Services, Community Outreach, Spills Preparedness, Prevention, Response and Restoration, Climate Change, Marine Debris, Wildlife Disturbance, Water Quality Protection, Habitat Protection, Regional Ocean Planning, Maritime Heritage, Socioeconomic Values of Resources in the Sanctuary

Key Partners: Parks Canada, British Columbia Parks, Fisheries and Oceans Canada, Big Eddy International Marine Ecosystem Initiative and member organizations, Hoh, Makah and Quileute tribes, Quinault Indian Nation, Northwest Indian Fisheries Commission, Washington Departments of Natural Resources Fish and Wildlife, and Ecology, Washington Governor's Office, Washington Ocean Caucus, Olympic National Park, Washington Maritime National Wildlife Refuge Complex, U. S. Coast Guard, U.S. Navy, NMFS-Northwest Region, Northwest Fisheries Science Center, Pacific Fishery Management Council, NOAA Office of National Marine Sanctuaries (ONMS) and the ONMS West Coast Regional Office

A2. Community Involvement in Sanctuary Management Action Plan

Desired Outcome: Increased involvement of Olympic Peninsula communities in sanctuary management issues and ocean conservation.

Links to Goals:

Goal B - Promote collaborative and coordinated management and stewardship of resources in the sanctuary.

Background:

In addition to strengthening its relationships with agencies and governments with jurisdictional authority over resources in the sanctuary, OCNMS also recognizes the importance of improving 1) its partnerships with local communities and non-governmental organizations and 2) the involvement of these groups (and individual citizens) in the sanctuary management process. As with the Collaborative and Coordinated Sanctuary Management Action Plan, this action plan focuses on building relationships and improving the sanctuary management process. Descriptions of specific, project-level partnerships with community groups (e.g., beach clean-up activities) appear in the appropriate, topical action plans (i.e., Marine Debris Action Plan).

OCNMS is mandated by the NMSA (Section 301(b)(7)) to involve communities and local organizations in the MPR process. The NMSA also mandates OCNMS involve local communities and groups in its Advisory Council (AC). Currently, the local county governments have a shared seat on the OCNMS AC, which also includes a citizen-at-large seat. Additionally, several other AC seats are currently filled by local community members who have expertise in particular fields such as education, tourism, commercial fishing and conservation.

During the public scoping phase of the MPR process, it became clear:

- OCNMS should work to improve local communities' awareness of the sanctuary.
- OCNMS should work to improve public involvement in the AC.
- OCNMS should work to involve local communities in developing and shaping OCNMS education, research and stewardship programs.
- OCNMS programs would benefit from more overall success if local communities were more actively involved in implementing these programs.

Community involvement is increasingly recognized as crucial to achieving effective marine resource protection, which is the primary goal of the National Marine Sanctuaries Act. The state of Washington's recent initiative to empower and fund local counties to form Marine Resources Committees (MRCs) on Washington's outer coast underscores the importance of community-level involvement in ocean stewardship and conservation. MRCs are citizen-based organizations, the goal of which is to, "understand, steward, and restore the marine and estuarine ecological processes of the Washington coast in support of ecosystem health, sustainable marine resource-based livelihoods, cultural integrity, and coastal communities." Other statewide and regional ocean conservation and management initiatives, including the West Coast Governor's Agreement on Ocean Health, the Washington Ocean Action Plan and the recently-passed state marine spatial planning bill, also emphasize active community involvement in ocean management decision-making processes. This action plan seeks to support these statewide and

regional efforts and improve the sanctuary management process through more effective community partnerships and involvement. In addition to the strategies listed in this section, OCNMS work under Action Plan C, Improve Ocean Literacy, also directly benefits OCNMS community relations and strengthens community involvement in OCNMS activities.

Strategy COM1: ADVISORY COUNCIL

Involve local communities in sanctuary management issues through the AC process.

Activity A: Fill all AC seats (both voting and non-voting) and encourage improved AC member attendance.

Activity B: Encourage stronger connections between AC members and local communities by increasing AC outreach efforts.

- Encourage AC members to post links to their organizations' on-line calendars on the OCNMS website.
- Encourage every AC member to forward AC meeting announcements to their organization's distribution list.
- Encourage AC members to include articles explaining the value of their involvement in the AC in their organizations' outreach publications.
- Work with AC members and OCNMS to host and attend social events in local communities on the outer coast (e.g., an annual open house).

Activity C: Actively involve the AC in implementing the management plan.

- Identify strategies in the management plan that particular AC members, due to their skills and interests, could help OCNMS implement. Put these AC members in contact with the staff in charge of these strategies.
- Solicit the AC's assistance in implementing management plan strategies through the establishment of standing subcommittees or working groups, as appropriate under the AC charter.
- Annually report to the AC on management plan implementation, including status of performance measures.
- Encourage the AC to provide advice on the success of management plan implementation efforts.

Strategy COM2: MARINE RESOURCES COMMITTEES

Continue and expand collaborative marine stewardship efforts with Clallam, Jefferson and Grays Harbor counties.

Activity A: Participate in the North Pacific Coast Marine Resources Committee.

Activity B: Participate in the Grays Harbor Marine Resources Committee.

Strategy COM3: NON-GOVERNMENTAL ORGANIZATIONS

Continue and increase, to the extent practicable, collaborative efforts with non-governmental organizations on the Olympic Coast.

Activity A: Continue participation in/sponsorship of the Washington Clean Coast Alliance and the Coastal Observation and Seabird Survey Team (COASST).

Activity B: Maintain and develop partnerships with environmental NGOs such as Surfrider, The Nature Conservancy, Oceana, the Marine Biology Conservation Institute, Ecotrust and others in order to build support for marine conservation efforts in the sanctuary and the California Current ecosystem.

Activity C: Increase interactions and, if appropriate, develop partnerships with organizations representing commercial and recreational fishing industries and the shipping industry.

Links to Other Action Plans: Community Outreach, Marine Debris, Data Management, Sharing and Reporting, Climate Change, Habitat Protection, Regional Ocean Planning

Key Partners: Marine Conservation Institute, Surfrider Foundation, The Nature Conservancy, Oceana, Ecotrust, Olympic Coast Alliance, other NGOs, Westport Charterboat Association, Marine Exchange of Puget Sound, and other marine shipping and coastal fishing organizations, Olympic Coast National Marine Sanctuary Advisory Council and its members, North Pacific Coast and Grays Harbor marine resources committees, Clallam County, Jefferson County, Grays Harbor County

5.3 PERFORMANCE MEASURES

Performance evaluation is an integral component of ONMS efforts to improve sanctuary management. The performance measures proposed here are designed to serve three purposes: 1) to better understand OCNMS' ability to meet its objectives; 2) to track OCNMS' success in addressing the issues identified in this management plan; and 3) to identify tangible examples of how OCNMS is contributing to both the performance targets developed for the Office of National Marine Sanctuaries and to achieving the mission of the NMSA.

With implementation of the revised OCNMS management plan, OCNMS staff will monitor these performance measures over time, collecting data on progress towards their achievement. Results will be compiled for the AC, IPC, and other interested parties on an annual basis (see Sanctuary Operations Action Plan, Strategy OPS10). Accomplishments, as well as any inability to achieve outcomes will be reported, including potential strategies for mitigating shortfalls. This internal review represents one of the primary benefits of the performance evaluation process: the ability to provide feedback about why particular actions are or are not meeting stated targets and how they can be altered to do so. This process, where appropriate will mesh with other programmatic evaluation tools, such as the OCNMS Condition Report.

Eight performance measures (and associated outcomes) are listed below. Under each outcome and performance measure, a list of the relevant priority issues addressed is provided (see section 4.5). OCNMS may opt to modify or augment these performance measures in the future.

In some cases, it is difficult to measure the achievement of the priority issues (e.g., Improve Ocean Literacy, Achieve Effective Collaborative and Coordinated Sanctuary Management). In these cases, the performance measures provided are serving as proxies for difficult to measure outcomes.

OUTCOME 1: ONMS is recognized by its partners and constituents as an organization effectively seeking and considering information and opinions from external sources in its management and decision making.

Performance Measure 1: Maintain undiminished or improve ratings of OCNMS' effectiveness as evaluated by key partners and constituents through a brief annual survey (e.g., using a web survey tool) designed to assess their involvement in sanctuary management processes and the perceived effectiveness of this involvement in sanctuary management processes over the past year. This survey should use the same survey questions each year so that results can be compared over time.

Relevant Priority Management Need (s): *Achieve Effective Collaborative and Coordinated Management*

OUTCOME 2: Increased involvement of communities on the Olympic Peninsula in sanctuary management issues and ocean conservation.

Performance Measure 2: Demonstrate an increase in 1) individual public attendance at OCNMS-hosted public meetings and events (e.g., open houses, Advisory Council meetings); and 2) volunteer hours in OCNMS-led education, stewardship and

research efforts (e.g., Discovery Center, COASST, intertidal monitoring). This measure will be evaluated on an annual basis.

Relevant Priority Management Need(s): *Achieve Effective Collaborative and Coordinated Management, Improve Ocean Literacy*

OUTCOME 3: Increase the area of sanctuary seafloor where efforts to map, groundtruth, characterize or analyze habitats have been completed.

Performance Measure 3: Map, groundtruth, characterize, and/or analyze 300 square nautical miles of sanctuary seafloor each year.

Relevant Priority Management Need(s): *Conduct Collaborative Research, Assessments and Monitoring to Inform Ecosystem-Based Management*

OUTCOME 4: ONMS will support collaborative and coordinated management through timely sharing of data collected by OCNMS.

Performance Measure 4: On an annual basis, track the progress made analyzing and distributing each data set that OCNMS collects. For each data set, report on 1) the date(s) the data were collected; 2) the expected annual and ultimate end product(s); 3) data sharing methods; 4) the time taken to analyze the data; 5) the time to disseminate the data; and 6) if necessary, when OCNMS anticipates completing a final analysis, report and dissemination.

Relevant Priority Management Need(s): *Conduct Collaborative Research, Assessments and Monitoring to Inform Ecosystem-Based Management*

OUTCOME 5: Determine the effectiveness of sanctuary Ocean Literacy programs whose audiences include sanctuary users, students, teachers, volunteers and partner organizations.

Performance Measure 5: Track progress made during each year toward improving the quality of Ocean Literacy programs and their impacts on participants in improving their understanding of ocean processes and resources and enhancing their commitment to act as stewards.

Relevant Priority Management Need(s): *Improve Ocean Literacy, Achieve Effective Collaborative and Coordinated Management*

OUTCOME 6: Communicate the importance of the sanctuary and its unique resources, and the unique role of NOAA and Olympic Coast National Marine Sanctuary as a marine resource manager using a wide variety of media and methods to reach broad audiences.

Performance Measure 6: Track effort and outputs of outreach programs, using tools appropriate for the media, communication methods and audiences.

Relevant Priority Management Need(s): *Achieve Effective Collaborative and Coordinated Sanctuary Management, Improve Ocean Literacy*

OUTCOME 7: ONMS is prepared for an oil or hazardous spill in or near the sanctuary.

Performance Measure 7: On an annual basis, 1) summarize and evaluate OCNMS participation in regional response planning efforts and spill drills; and 2) confirm that all OCNMS staff that have completed their assigned oil spill response training plan on an annual basis.

Relevant Priority Management Need(s): *Conserve Natural Resources in the Sanctuary*

OUTCOME 8: The condition of water quality, habitat and living resources in the sanctuary is maintained or improved.

Performance Measure 8: Every five years, evaluate if the condition of sanctuary resources has been maintained or improved, as assessed through an OCNMS Condition Report.

Relevant Priority Management Need(s): *Conserve Natural Resources in the Sanctuary*

Appendix B: Sanctuary Advisory Council Charter

OLYMPIC COAST NATIONAL MARINE SANCTUARY SANCTUARY ADVISORY COUNCIL CHARTER

December 2011

Contents

I. SANCTUARY ADVISORY COUNCIL ESTABLISHMENT AND AUTHORITY..... 1

II. SANCTUARY ADVISORY COUNCIL POLICY STATEMENT..... 1

III. OFFICE OF NATIONAL MARINE SANCTUARIES 2

 A. Vision of the ONMS:..... 2

 B. Mission of the ONMS:..... 2

 C. Goals of the ONMS:..... 2

IV. OLYMPIC COAST NATIONAL MARINE SANCTUARY 3

V. ADVISORY COUNCIL PURPOSE AND SCOPE..... 4

VI. ADVISORY COUNCIL MEMBERS, ALTERNATES AND OFFICERS..... 5

 A. Definitions 5

 B. Membership 6

 1. General 6

 2. Governmental Seats 6

 3. Non-Governmental Voting Seats..... 8

 4. Non-Governmental Non-Voting Seats..... 11

 C. Officer Elections and Terms..... 11

 1. General 11

 2. Nomination and Election process..... 12

 3. Roles of Council Officers..... 12

 D. Appointments..... 13

VII. ADMINISTRATION..... 13

VIII. OPERATION..... 14

 A. Meetings..... 14

 B. Procedures for Providing Advice 15

 C. Conduct of Individual Members..... 16

 D. Conduct of the Council as a Body..... 17

 E. Subcommittees and Working Groups 17

IX. OTHER TERMS OF THIS CHARTER..... 18

X. CHARTER APPROVAL 18

I. SANCTUARY ADVISORY COUNCIL ESTABLISHMENT AND AUTHORITY

Section 315 of the National Marine Sanctuaries Act (NMSA or Act; 16 U.S.C. 1431-1445c) authorizes the Secretary of Commerce to establish sanctuary advisory councils to provide advice to the Secretary of Commerce regarding the designation and management of national marine sanctuaries. This authority has been delegated to the Director of the Office of National Marine Sanctuaries (Director). The Director hereby reestablishes the Olympic Coast National Marine Sanctuary Advisory Council (AC or Council).

This charter provides a background on the Office of National Marine Sanctuaries (ONMS) and the Olympic Coast National Marine Sanctuary, and describes the objectives of the Council's activities and roles of its members, procedural requirements regarding the appointment of Council members and officers, requirements for the conduct of Council members and meetings, and other requirements. All Council activities must be conducted pursuant to this charter.

II. SANCTUARY ADVISORY COUNCIL POLICY STATEMENT

The ONMS regards the involvement of communities and the development of a stewardship ethic as vitally important to successfully protect sanctuary resources. One key way to achieve this involvement is the formation of sanctuary advisory councils.

Sanctuary advisory councils bring members of a diverse community together to provide advice to the Sanctuary Superintendent (authority delegated from the Secretary of Commerce and the Under Secretary for Oceans and Atmosphere) on the management and protection of a national marine sanctuary, or to assist the ONMS in guiding a proposed site through the designation process.

The ONMS is committed to the full support, utilization, and enhancement of Councils at all sanctuaries. In order for Councils to achieve their full potential, the ONMS within the limits of available resources will:

- Provide sufficient support to allow Councils to operate efficiently and effectively at each site;
- Provide support and guidance from the national office to help Councils operate efficiently and at a basic level of consistency across the system;
- Promote coordination and communication among Councils and among sanctuary staff that work closely with Councils;
- Develop training programs appropriate to Council officers and members, and Sanctuary Superintendents and staff;

- Conduct an annual meeting for Council chairs, Council coordinators and other appropriate ONMS staff to promote information exchange, networking and cross-pollination between Councils; and
- Conduct an annual meeting for Council coordinators for training and internal discussions.

III. OFFICE OF NATIONAL MARINE SANCTUARIES

A national marine sanctuary is an area of the marine or Great Lakes environment of special national, and sometimes international significance warranting protection and management under the NMSA. As steward of coastal and ocean resources, the National Oceanic and Atmospheric Administration (NOAA) protects and manages sanctuaries through the ONMS.

A. Vision of the ONMS:

The Office of National Marine Sanctuaries is a world-class system of sanctuaries that protects the nation's natural and cultural marine resources for this and future generations and provides both national and international leadership for marine conservation.

B. Mission of the ONMS:

Identify, protect, conserve, and enhance the natural and cultural resources, values, and qualities of the National Marine Sanctuary System for this and future generations throughout the nation.

C. Goals of the ONMS:

- Identify, designate, and manage sanctuaries to maintain the natural biological communities in sanctuaries and to protect and, where appropriate, restore and enhance natural habitats, populations, and ecological processes through innovative, coordinated, and community-based measures and techniques.
- Build and strengthen the nation-wide system of marine sanctuaries, maintain and enhance the role of the system in larger marine protected area networks, and help provide both national and international leadership for marine protected area management and marine resource stewardship.
- Enhance nation-wide public awareness, understanding, and appreciation of marine and Great Lakes ecosystems and maritime heritage resources through outreach, education, and interpretation efforts.
- Investigate and enhance the understanding of ecosystem processes through continued scientific research, monitoring, and characterization to support ecosystem-based management in sanctuaries and throughout U.S. waters.

- Facilitate human use in sanctuaries to the extent such uses are compatible with the primary mandate of resource protection, through innovative public participation and interagency cooperative arrangements.
- Work with the international community to strengthen global protection of marine resources, investigate and employ appropriate new management approaches, and disseminate ONMS experience and techniques.
- Build, maintain, and enhance an operational capability and infrastructure that efficiently and effectively support the attainment of the ONMS mission and goals.

IV. OLYMPIC COAST NATIONAL MARINE SANCTUARY

The Olympic Coast National Marine Sanctuary (OCNMS or sanctuary) was designated in July of 1994. The sanctuary lies within the usual and accustomed fishing areas of the four coastal tribes (Hoh, Makah, Quileute, and Quinault) and follows along 135 miles of northern Washington coastline. This sanctuary encompasses an area of approximately 2,408 square nautical miles. Significant habitats include rocky, cobbled, and sandy shores, offshore islands and seastacks, kelp forests, coastal and oceanic waters, and undersea canyons.

Goals of the Olympic Coast National Marine Sanctuary

- Build and strengthen OCNMS's partnerships with the coastal treaty tribes and the Olympic Coast Intergovernmental Policy Council (IPC), and honor the OCNMS's treaty trust responsibility.
- Promote collaborative and coordinated management and stewardship of resources in the sanctuary.
- Investigate and enhance the understanding of ecosystem processes, and inform ecosystem based management efforts, through scientific research, monitoring, and characterization.
- Enhance ocean literacy, promote awareness of the sanctuary and foster a sense of ocean stewardship through outreach, education, and interpretation efforts.
- Maintain the sanctuary's natural biological diversity and protect, and where appropriate, restore and enhance sanctuary ecosystems.
- Enhance understanding and appreciation of the Olympic Coast's maritime heritage (living cultures, traditions, and cultural resources).
- Facilitate wise and sustainable use in sanctuaries to the extent that such uses are compatible with resource protection.

- Build, maintain, and enhance an operational capability and infrastructure.

V. ADVISORY COUNCIL PURPOSE AND SCOPE

- A. The Council, in accordance with the NMSA, shall provide advice and recommendations to the Sanctuary Superintendent regarding the protection and management of the Olympic Coast National Marine Sanctuary.
- B. The Council shall draw on the expertise of its members and other sources in order to provide advice to the Sanctuary Superintendent.
- C. Council members serve as liaisons between their constituents and/or communities and OCNMS, keeping sanctuary staff informed of issues and concerns, as well as providing information to their respective communities on OCNMS's behalf.
- D. The focus of the Council may include but is not limited to:
 - 1. providing advice on the effectiveness of interagency agreements in providing adequate resource protection;
 - 2. providing advice as to how to integrate concerns of governments with overlapping and concurrent jurisdiction (e.g., other agencies, and tribes);
 - 3. identifying and evaluating emergent or critical issues involving sanctuary use and its resources;
 - 4. assisting Sanctuary Superintendent in developing an informed constituency, thereby increasing awareness and understanding of the purpose and value of the sanctuary;
 - 5. reviewing and providing input on OCNMS' annual operating plan, research and monitoring priorities, and educational strategies;
 - 6. evaluating and advising on the success of the implementation of operating plans and activities; and,
 - 7. implementing, utilizing, developing, and modifying the OCNMS management plan.
- E. The Council shall develop an annual work plan, in consultation with and approved by the Sanctuary Superintendent, to establish an agenda for specific issues and projects the Council intends to address.
- F. The Council may serve as a forum for consultation and deliberation among its members and as a source of advice and recommendations to the Sanctuary Superintendent. Such advice shall fairly represent the collective and individual views of the Council members.

In formulating such advice, the Council members shall recall the goals of the National Marine Sanctuaries Act as described in section 301(a)(4)(A-C).

- G. Nothing in this charter constitutes authority for the Council to perform operational or management functions, or to make decisions on behalf of the Sanctuary Superintendent, ONMS, NOAA or the Department of Commerce.
- H. To facilitate a working relationship with the Intergovernmental Policy Council (IPC), the Council will hold an annual joint meeting with the IPC to discuss issues of mutual interest.

VI. ADVISORY COUNCIL MEMBERS, ALTERNATES AND OFFICERS

A. Definitions

1. **Seat:** The slot on the Council that is set aside for a certain agency, tribe, user or stakeholder group. Examples include: Conservation Seat, Commercial Fishing Seat, United States Coast Guard Seat, and the Quileute Tribe Seat.
2. **Council member:** The individual that is selected or appointed as the primary member for a particular seat on a Council.
3. **Alternate:** The individual who is selected or appointed to fill a particular seat in the absence of the Council member. Government agencies may appoint alternates. Non-governmental alternates are chosen by ONMS through the same competitive process as primary Council members. Alternate Council members are encouraged to attend Council meetings. When representing a seat in the absence of the primary member, the alternate for the seat holds the same privileges as the Council member.
4. **Governmental Council members:** Individuals appointed by local, state, and federal government agencies, and tribal governments. Governmental Council members are not subject to the competitive application process. Governmental Council members serve as long as their agencies include participation on the Council as part of their duties. Federal government members are non-voting seats. State, local and tribal government seats are voting seats.
5. **Non-governmental Council members:** All Council members excluding governmental members. Non-governmental Council members are subject to term limits and are selected for seats as part of a publically advertised, competitive process. With the exception of the Coastal Marine Resources Committee seat, all non-governmental seats are voting.

6. **Term:** The length of time an individual is allowed to serve in a seat on the Council after selection. Non-governmental members serve terms that are no longer than three years and may compete for reappointment.
7. **Position:** This refers very specifically to the Council, the seat and primary or alternate status. For example: Olympic Coast NMS Advisory Council, Citizen-at-large Seat, Alternate position.

B. Membership

1. General

- a) The Council shall consist of no more than fifteen (15) voting members from among persons employed by federal, state, tribal, or local agencies with expertise in management of natural resources, representatives of local user groups, conservation and other public interest organizations, scientific and educational organizations, and members of the public interested in the protection and multiple use management of sanctuary resources. The membership is designed to be balanced in terms of points of view represented, geographic diversity, and advisory functions the Council will perform. The Council recognizes that while government entities may serve on the Council, this Council does not replace any obligations on the part of OCNMS to meet on a government-to-government basis on matters that may affect such respective governments.
- b) The Chair shall work with the Sanctuary Superintendent in scheduling each meeting and approving the agenda to ensure each topic is relevant to OCNMS. Council meetings may not be conducted in the absence of the Sanctuary Superintendent or his/her designee.
- c) To obtain an equitable balance of voting membership on the Council, there are 8 voting governmental seats and 7 voting non-governmental seats.
- d) Members accept the responsibility of attending Council meetings.

2. Governmental Seats

- a) There are two categories of seats for which governmental members are appointed: governmental voting (8 members) and governmental non-voting (6 members). By virtue of the shared interests and functional responsibilities of federal, state, tribal, and local jurisdictions in the implementation of sanctuary-related management, the below government entities shall be requested to designate an individual to serve on the Council.
 - i. The following State, tribal, and local governments will occupy governmental voting seats on the Council:

Appendix B

- Tribal: Hoh Tribe; Makah Tribe; Quileute Tribe; Quinault Indian Nation;
- Local Government: Jefferson, Clallam, and Gray's Harbor counties (a single seat);

Local Government Representation	Year Held
Grays Harbor County	2011
Clallam County	2012
Jefferson County	2013 (rotation continues)

- State Government: Washington Department of Ecology; Washington Department of Natural Resources; and Washington Department of Fish and Wildlife.
- ii. The following federal agencies and organization(s) will occupy governmental non-voting seats on the Council:
- NOAA Fisheries
 - National Park Service
 - U.S. Coast Guard
 - U.S. Fish and Wildlife Service
 - U.S. Navy
 - U.S. Geological Survey
- b) Governmental members are appointed by their agencies and are not subject to term limitations or the competitive application process.
- c) An alternate (from the same government entity) of a governmental member may be appointed by the agency. The appointed alternate of the governmental member will have full voting rights that apply to the seat in instances where the Council member is absent from a Council meeting or where the Council member has recused him/herself from a vote and stated for the record that the alternate would officially be sitting in for the vote.
- d) If it is found that a governmental member of the Council has violated one or more of the terms of this charter, or the governmental member fails to attend three (3) consecutive Council meetings without reasonable justification, the Sanctuary Superintendent may recommend to the Director that the appropriate agency be notified and requested to replace the designee. The Sanctuary Superintendent shall consult with the Council prior to taking such action.

- e) If a government entity decides to no longer participate as a seat on the Council, the Sanctuary Superintendent, with approval of the Director, could invite another appropriate government entity to participate on the Council. The Sanctuary Superintendent shall consult with the Council prior to taking such action. Elimination of a governmental seat for failure to attend meetings should include a formal process to notify the agency in advance of the potential removal.

3. Non-Governmental Voting Seats

- a) Non-governmental voting seats consist of 7 voting members on the Council. A representative and an alternate of each of the following activities shall be selected:
 - i. Research
 - ii. Education
 - iii. Tourism and Economic Development (representing business, economic development, tourism, recreation, and chambers of commerce)
 - iv. Marine Business and Industry (representing ports, shipping and transportation)
 - v. Commercial Fishing (representing commercial fishing and charter fishing groups)
 - vi. Conservation (representing conservation and environmental organizations)
 - vii. Citizen-at-large (providing a general overview of and links to the community at large)
- b) Non-governmental voting Council members and alternates are appointed for a term of three years and may compete for reappointment.
- c) Should a non-governmental voting seat become vacant, the alternate may be appointed as the Council member by the Sanctuary Superintendent, without going through a competitive process, to complete a member's term, or the vacated position could be advertised and a replacement appointed (as described under Appointments). If there is no alternate, then the seat remains vacant until the next recruitment process. A non-governmental Council member may not appoint an alternate.
- d) As each non-governmental voting seat becomes vacant and the process for selection of a new member is conducted (as described under Appointments), the Sanctuary Superintendent shall recommend to the Director the primary Council member and an alternate from among the top three candidates resulting from the review process.

- e) Non-governmental voting members and alternates will serve on the Council for no more than three consecutive terms. On the date when this charter is approved, each Council member and alternate will be considered to be serving in his/her first term for purposes of computing term limits. This policy applies to the seat (e.g., Conservation seat) and not the position. For example, this would allow an individual to serve one term as the Conservation alternate and two terms as the Conservation member, for a total of three terms. If qualified, the same individual may apply for another seat on the Council (e.g., Citizen-at-large) once they are term-limited on another seat (e.g., Conservation).

- f) The ONMS Director may waive the limit on the number of consecutive terms for non-governmental voting Council members (and alternates) in the following two circumstances. The waivers and the process as it relates to the Council member recruitment and selection process are as follows.
 - i. **Waiver #1:** It is determined that continuity of membership is deemed critical by the Sanctuary Superintendent (e.g., at a critical juncture in the management plan review process). The request for this waiver should be made at least two months prior to the expiration of the subject seat/s.
Process: This waiver applies to the entire Council, not a specific seat. The Sanctuary Superintendent will be aware of this situation well in advance of recruitment and should send a memo to the Director requesting the waiver for a certain length of time and providing a justification as to the need. The signed memo should be provided to the AC and posted on the website.
 - ii. **Waiver #2:** It is a seat that is historically challenging to fill due to the remote location of the sanctuary and distance from population centers, or a limited applicant pool for a particular seat has been shown to limit the number of available candidates to fill a vacancy in a timely and efficient manner and may disrupt or prevent a Council from fulfilling its responsibilities.
Process: The term-limited individual should be advised of the situation and advised not to apply during the first round of recruitment. If after adequate advertising there are no qualified applicants in the first round of recruitment, the Sanctuary Superintendent will send a memo to the Director requesting the waiver and providing justification as to the need. The signed memo should be provided to the AC and posted to the website. The term-limited individual will then be allowed to submit an application during the second round of recruitment. The application will then be reviewed by the Candidate Review Subcommittee on an equal footing with any other applications submitted during the second round; the signed memo should accompany the application through the entire process from the Candidate Review Subcommittee to the regional director and ONMS. See Part II, C Selection of Council Members section in the Handbook for a full description of the recruitment and selection process.

- g) Non-governmental voting members and alternates serve at the discretion of the Director. The Sanctuary Superintendent may recommend to the Director the removal of a non-governmental member or alternate from the Council. The Sanctuary Superintendent shall consult with the Council prior to taking such an action. Removal of a non-governmental voting member or alternate can be based on any of the following grounds, if that member:
 - i. Is convicted of any felony offense;
 - ii. Is found to have violated any of the following laws or regulations promulgated thereunder: the National Marine Sanctuaries Act, Marine Mammal Protection Act, Migratory Bird Treaty Act, Endangered Species Act, Magnuson-Stevens Fishery Conservation and Management Act, or other environmental laws for which NOAA or another federal agency has jurisdictional responsibility;
 - iii. Is found to have violated Washington State environmental laws or regulations;
 - iv. Is found to have violated national or Washington State laws or regulations protecting cultural resources;
 - v. Is determined to have abused his or her position as a member of the Council (including but not limited to use of Council information for personal gain; use of Council position to advance a personal agenda or harm another member of the Council or of the community; misrepresentation of, or spreading misinformation about the Council or OCNMS; and refusal to recuse himself or herself if so requested by the Sanctuary Superintendent and/or chair in a matter in which the member has a conflict of interest);
 - vi. Has a change to the professional affiliation(s) and/or personal circumstances that comprise a significant portion of that member's qualifications for being a member of the Council;
 - vii. Misses three (3) consecutive meetings without reasonable justification;
 - viii. Disrupts on more than one occasion Council meetings in a manner that interferes with the Council conducting its business; or
 - ix. Violates any term of this charter.
- h) Terms are based on the calendar year, with a starting date of January 1 each year and ending date of December 31 each year. To achieve this schedule, the recruiting and selection process should be initiated in the fall of each year to provide adequate time for advertising the opportunity, recruitment and selection by the end of the calendar year.
- i) The planned rotation for the non-governmental voting seats (primary and alternate) is described in the table below. Term limits for individuals filling non-governmental voting seats are discussed above. To gain a more even distribution

to this appointment schedule, the initial term for the Research seat will be 2 years and subsequent terms for this seat will be three years in duration.

Seat	Year Current Term Ends	Year Subsequent Term ends
Research	2011	2013
Tourism and Economic Development	2011	2014
Marine Industry	2011	2014
Conservation	2011	2014
Education	2012	2015
Commercial Fishing	2012	2015
Citizen-at-large	2013	2016

4. Non-Governmental Non-Voting Seats

- a) The Council will have one non-governmental non-voting seat:
 - Coastal Marine Resources Committees with representation from the North Pacific Coast and/or Grays Harbor Marine Resources Committee (one seat; member and alternate)
- b) The Council member and alternate representing the Coastal Marine Resources Committees shall be subject to the same conditions and rules that apply to the non-governmental voting seats.

C. Officer Elections and Terms

1. General

- a) The Council shall elect one member to serve in each of three officer positions: Chair, Vice-chair and Secretary. These three officers constitute the Executive Committee. The Vice-chair shall act as chair in the absence of the Chair. Terms of officer positions are two years. The Chair and Vice-chair may serve a maximum of two consecutive terms if reelected, but the Secretary may serve multiple consecutive terms if reelected.
- b) A Chair, Vice-chair or Secretary may leave his/her term to run for another Council officer position if desired.
- c) Any primary Council member, including government seats and non-voting seats, may be nominated and elected as a Council officer. If a Council member holding a governmental seat is elected as a Council officer, the Council member may elect to recuse him/herself from all votes during his/her time as an officer, and an

additional alternate (from the same government entity) may be appointed by the agency for the duration of the Council member's officer term. This alternate would assume the privileges and roles of the primary Council member.

2. Nomination and Election Process

- a) If a Council officer position is vacated, the Council should hold a nomination and election process at the next regularly scheduled Council meeting. Nominations for Council officer positions can be made by any Council member, including non-voting members and any alternate. In general, a nominee's interest in holding a Council officer position should be confirmed before the nomination is announced to the Council.
- b) Election for all officer positions is by majority vote of all Council members, including the non-voting members. If neither the Council member nor their alternate can be present at the time of the election, the Council member may submit his/her vote in writing to the Sanctuary Superintendent and Chair prior to the meeting. If more than one nominee is available for a position, votes shall be made by written ballot.
- c) The newly elected officer may begin serving in their position immediately upon being elected or they may choose to begin serving at the next meeting. If the Chair resigns, the Vice-chair acts on their behalf until the new chair assumes the position. If the Vice-chair resigns, the Secretary acts on their behalf until the new vice-chair assumes the position. If the Secretary resigns, the position may remain vacant until the new secretary assumes the position.
- d) If all Council officers resign at the same time, the Council can appoint a Council member to serve as interim chair until the new officers are elected; new officers should be elected at the next scheduled Council meeting.

3. Roles of Council Officers

- a) **Chair:** The Chair schedules and sets agendas for all Council meetings with the approval of the Sanctuary Superintendent, presides over all meetings of the full Council and ensures that meetings are run according to accepted meeting practices, signs all correspondence and documents authorized by the Council, and generally represents the Council's interests and concerns to the public. The Chair also serves as the primary liaison to the IPC. The Chair also continues to fulfill the general roles that all Council members fill, including representing the interests of their constituents.
- b) **Vice-Chair:** The Vice-chair serves as chair in the absence of the Chair and assists as necessary in performing executive duties of the Council. The Vice-chair also

continues to fulfill the general roles that all Council members fill, including representing the interests of their constituents.

- c) **Secretary:** The Secretary assists the Advisory Council Coordinator in performing administrative duties such as reviewing minutes, tracking action items, and other duties as directed by the Chair or Vice-chair. The Secretary also continues to fulfill the general roles that all Council members fill, including representing the interests of their constituents.

D. Appointments

1. Recruitment and appointment of non-governmental Council members and alternates shall follow the process outlined in the ONMS Sanctuary Advisory Council Implementation Handbook (currently Part II, section C.2, Selection of Non-governmental Members). Public notice shall be provided as to the vacancy of non-governmental seat(s) and recruitment of new Council members. In all cases, submission of written statements of particular interest, qualifications, and experience shall be requested. Guidelines for applying shall be available at any time on the OCNMS web site or by mail upon request. Council members should be encouraged to recruit potential candidates. Applications shall be submitted to the Sanctuary Superintendent directly.
2. Copies of all applications and nominations for each seat will be shared by the Sanctuary Superintendent with the Candidate Review Subcommittee (see below under Subcommittees and Working Groups). Any Council member that has a conflict of interest (i.e., clear potential for financial, personal, or political benefit) shall recuse himself/herself from assisting with selection for the vacant seat.
3. Selection from among those candidates recommended by the Candidate Review Subcommittee shall be made by the Sanctuary Superintendent with the approval of the Director. The Sanctuary Superintendent may choose to re-advertise the vacant seat(s) if adequate candidates are not available after the first recruitment process.

VII. ADMINISTRATION

- A. Members of the Council shall serve without pay except that each member may receive travel expenses including per diem in lieu of subsistence, in accordance with sections 5702 and 5703 of Title 5, U.S.C., for travel to and from official Council meetings. Working group and subcommittee participants will not receive travel expenses for working group activities or meetings.

- B. The Council can make a request to the Sanctuary Superintendent for support, and OCNMS and ONMS may make available such staff, information, administrative services, or assistance as the Sanctuary Superintendent determines are reasonably required to enable the Council and its subcommittees/working groups to carry out their functions.
- C. The Council shall, with the assistance and approval of the Sanctuary Superintendent, design and use its own letterhead. All correspondence from the Chair or other members of the Council, or the Council as a body, shall be on this letterhead. The Council shall not use official NOAA or DOC letterhead for any correspondence or other purpose.

VIII. OPERATION

A. Meetings

1. Meetings, scheduled or non-scheduled (e.g., emergency), are held at the call of the Chair and the Sanctuary Superintendent.
2. A quorum, defined as more than half of the voting seats, is required for finalization of Council decisions.
3. In finalizing decisions (e.g., recommendations) to the Sanctuary Superintendent, the Council shall strive for consensus of all membership (voting and nonvoting) when possible, use compromise when appropriate, and vote when necessary.
4. In absence of consensus decisions made by the Council shall be made by majority vote of those present, provided there is a quorum. All votes shall be recorded by seat in the minutes.
5. Each meeting shall be open to the public, and there will be an opportunity for public comment at each meeting, a time when interested persons shall be permitted to present oral or written statements on items on the agenda, or other pertinent topics.
6. Timely notice of each Council meeting, including the time, place, and agenda of each meeting, shall be provided to the local media (Forks Forum, Peninsula Daily News, The Daily World and other appropriate media) and additional notice may be given by such other means as will result in appropriate publicity to interested groups. This requirement shall not apply to workshops scheduled by the Council to address strategic planning, administration, or specialized technical issues.
7. Limits on Council Decisions: The Council may not decide by consensus or vote at any meeting for which the public notice (identified above) has not been issued. The

Council may not decide by consensus or vote on any agenda item for which advance notice was not provided to the Council.

8. The Council shall meet as frequently as necessary, not to exceed once per month, and shall meet at least once every six months. On an annual basis, the majority of meetings will occur at various locations adjacent to the sanctuary. The meeting sites shall be chosen to accommodate anticipated public attendance and be reasonably accessible to those interested in attending.
9. Minutes of each meeting shall be kept by a person specified by the Sanctuary Superintendent and contain a summary of attendees, decision outcomes and a description of matters discussed. Such minutes shall be available to the public by being posted on OCNMS's website and upon request.

B. Procedures for Providing Advice

1. Requests for information, assistance, or advice from the ONMS, other NOAA offices, or other agencies should be coordinated through the AC Coordinator.
2. Any matter that a Council member wishes to raise to the attention of OCNMS shall be brought to the attention of either the Sanctuary Superintendent or the Chair so that it might be placed on the agenda as a discussion topic. The Sanctuary Superintendent and the Chair shall discuss topics for the agenda. The Sanctuary Superintendent approves a topic to be placed on the agenda.
3. The Council shall provide advice directly to the Sanctuary Superintendent via a written recommendation or a motion passed by the Council and reflected in the meeting minutes. Draft recommendations and verbal discussions shall be considered by the Sanctuary Superintendent as additional background information and shall be included in the meeting minutes.
4. Any advice, correspondence, or information the Council wishes to offer or express beyond communication with the Sanctuary Superintendent shall be decided by consensus or vote and approved by the Council prior to its submission. Because the Council was established specifically to provide advice to OCNMS and operates through the Sanctuary Superintendent, the Sanctuary Superintendent must also approve any advice, correspondence, or information that goes outside the ONMS prior to its distribution.
5. The Council shall base its advice on consensus or a vote of the Council, per Sections VIII (A) 2, 3 and 4, with negative votes and abstentions noted. When there are minority opinions, they should be captured in the meeting minutes at the request of those abstaining or providing a negative vote.

6. Any information or advice resulting from discussions in subcommittees or working groups that is requested by the Council shall be presented to and considered by the full Council and, as appropriate, incorporated into the Council's recommendation to the Sanctuary Superintendent.
7. If the Council does not incorporate information or advice of a subcommittee or working group, it shall inform the Sanctuary Superintendent and explain in its advice or information the reasons for not incorporating the subcommittee's or working group's advice or information.

C. Conduct of Individual Members

1. Council members are expected to be familiar with the processes and regulations governing OCNMS and to keep themselves informed of sanctuary-related events and issues. Expectations include regular meeting attendance and familiarity with this Council Charter and the ONMS Council Implementation Handbook.
2. It is recommended that the Chair and the Sanctuary Superintendent, through the AC Coordinator, be notified if both the primary and alternate members of a seat cannot attend a meeting.
3. When speaking to the public or writing about any matter regarding the sanctuary in a document for distribution beyond Council membership, the Sanctuary Superintendent, or sanctuary staff, a member shall clearly distinguish those recommendations, opinions, or positions officially adopted by the Council as a body from those he or she may have as an individual. In no case shall a member represent individual opinions as those of the Council, the Sanctuary Superintendent, sanctuary staff, ONMS or NOAA.
4. Any Council member that has an interest (financial, personal or business interest) in any matter before the Council, a subcommittee or a working group shall identify such interest prior to discussion and voting on such matter. No member shall cast a vote on any matter that would provide a direct financial benefit to that member or otherwise give the appearance of a conflict of interest under federal law. An affected member who may not vote on a matter may participate in Council deliberations relating to the decision after notifying the Council of the voting recusal and identifying the interest that would be affected. These same guidelines apply to members of working groups who are not members of the Council.
5. All Council members are expected to conduct themselves in a civil fashion, showing courtesy and respect to other Council members, sanctuary staff and any other individuals present at the meeting.

D. Conduct of the Council as a Body

1. Any correspondence or other written documents that are intended to speak for the Council as a body shall be coordinated with, and approved by, the Chair and the Sanctuary Superintendent prior to sending.
2. The following disclaimer shall be placed in all documents and communications originating from the Council: *“The Council is an advisory body to the Sanctuary Superintendent. The opinions and findings of this publication do not necessarily reflect the position of the Olympic Coast National Marine Sanctuary and the National Oceanic and Atmospheric Administration.”*

E. Subcommittees and Working Groups

1. Subcommittees: The Chair, in consultation with the Council as a whole and with the concurrence of the Sanctuary Superintendent, may establish such subcommittees as necessary to fulfill the Council’s duties. Subcommittees shall be composed solely of Council members and alternates. The subcommittee must be chaired by a Council member or alternate. An OCNMS staff person shall be designated by the Sanctuary Superintendent to provide support to the subcommittee. Subcommittees shall be recognized as official subunits of the Council. Subcommittees are subject to all requirements of this charter. Other than standing subcommittees identified below, subcommittees established to address specific issues shall disband once the final advice on the particular matter is submitted to the Council.

A standing subcommittee, the Executive Committee, will serve as the administrative body of the Council and handle such administrative activities as may be appropriate, including but not limited to, setting time and place of meetings, selecting agenda items, and reviewing meeting conduct. The Executive Committee consists of the Chair, Vice-chair, Secretary and Sanctuary Superintendent. The Council Coordinator will work very closely with the Executive Committee. The Chair, with concurrence from the Sanctuary Superintendent, may also appoint one additional member from the Council to serve on the Executive Committee. Meetings of the Executive Committee are not subject to public meeting requirements.

A standing subcommittee, the Candidate Review Subcommittee, will review applications for Council seats and will make recommendations to the Sanctuary Superintendent for primary members and alternates. The Chair, Vice-chair, Secretary, and one additional Council member appointed by the Chair shall serve as the Candidate Review Subcommittee for Council member selection.

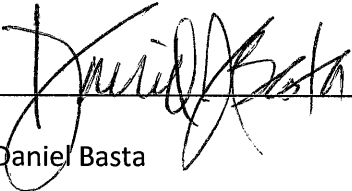
2. Working Groups: The Chair, in consultation with the Council as a whole and with the concurrence of the Sanctuary Superintendent, may establish working groups for specific purposes or topics that need focused attention and/or expertise that cannot

be accomplished by a subcommittee. Their work will be limited to functional areas and discrete issues relating to individual sanctuaries. Working groups may be composed of Council members, alternates, and persons outside the Council. Working groups shall be chaired by a council member or alternate. Working groups established by the Council to address specific issues shall disband once the final advice on the particular matter is submitted to the Council.

IX. OTHER TERMS OF THIS CHARTER

- A. The Council shall operate pursuant to the terms of this charter.
- B. This charter shall remain in effect for a period of five years from the date of signature.
- C. Six months prior to the expiration of this charter, the need for the Council will be evaluated by the ONMS, with input from Council members, to determine whether to renew or revise the charter.
- D. Revisions to the charter may be made as determined necessary by the ONMS with input from the Council.

X. CHARTER APPROVAL

	<u>12/2/11</u>
Daniel Basta	Date

Director, Office of National Marine Sanctuaries

**Charter of the Olympic Coast
Intergovernmental Policy Council**

**The Hoh Indian Tribe
The Makah Tribe
The Quileute Tribe
The Quinault Indian Nation
The State of Washington
and
The National Oceanic Atmospheric Administration, National
Marine Sanctuary Program**



May 30, 2007

Appendix C

Preamble

The Olympic Coast Intergovernmental Policy Council (Policy Council) is formed to provide an effective and efficient forum for communication, exchange of information and policy recommendations regarding the management of the marine resources and activities within the boundaries of the Olympic Coast National Marine Sanctuary (OCNMS). The Policy Council will be a forum where sovereigns with regulatory jurisdiction over marine resources and activities within the boundaries of the Olympic Coast ecosystem meet to enhance their communication, policy coordination and resource management strategies.

The marine environment off the Olympic Peninsula of the State of Washington is among the most pristine marine ecosystems of the United States. These waters are essential habitat for a wide variety of marine birds and mammals, some of which are threatened or endangered species. In addition, the Olympic Coast ecosystem supports important fishery resources, including several salmon species, groundfish and shellfish. These resources form an economic base for many coastal communities and are essential to the Coastal Treaty Tribes' economy and culture.

In 1994, the OCNMS was designated by the National Oceanic Atmospheric Administration (NOAA) in fulfillment of its mission articulated in the National Marine Sanctuaries Act.

The 1994 designation established the role and responsibilities of the OCNMS. The OCNMS designation document reflects the understanding that the primary mandate for the regulation and management of fish stocks for a healthy fishery rests with the existing fishery management agencies and will be managed in accordance with U.S. v. Washington and other applicable law. The National Marine Sanctuary Program (NMSP) is mandated under the National Marine Sanctuaries Act to protect all sanctuary resources on an ecosystem-wide basis. The focus of OCNMS research will be to enhance the understanding and protection of the marine ecosystem, including fisheries and fish habitat, and to address management needs within the boundaries of the sanctuary.

Therefore, the Coastal Treaty Tribes, the State of Washington and the National Marine Sanctuary Program, each having responsibility for regulation of activities and management of marine resources within the boundaries of the OCNMS, establish the Olympic Coast Intergovernmental Policy Council (Policy Council) to guide and direct the OCNMS in fulfilling its obligation to ensure coordinated and comprehensive management of the OCNMS.

I. Purposes of the Policy Council

The purposes of the Policy Council are set forth in the Memorandum of Agreement (MOA) between the National Marine Sanctuary Program, the Hoh Tribe, the Makah Tribe, the Quileute Tribe, the Quinault Indian Nation and the State of Washington, dated January 30, 2007.

II. Duties and Responsibilities of the Policy Council

To accomplish its purposes the Policy Council will:

- A. Engage with the OCNMS in identifying and evaluating emergent or critical issues involving use of the sanctuary and activities within the boundaries of the sanctuary, or sanctuary resources or the impact of sanctuary management decisions. This may include advising the OCNMS on the development of annual budget and programmatic priorities, research and education objectives and resource management initiatives;
- B. Coordinate and collaborate resource management efforts in the Olympic Coast marine ecosystem and assist the OCNMS in the development and review of the sanctuary management plan;

Appendix C

- C. Monitor and assess the success of the implementation of the OCNMS management plan and related marine resource management initiatives;
- D. Coordinate and prioritize research objectives, and exchange technical, scientific and policy information related to sanctuary resources and OCNMS management;
- E. Reinforce the cooperative relationship between the Parties to the MOA and their respective staffs;
- F. Undertake efforts to improve the awareness and understanding of the OCNMS among constituencies interested in marine resource management, particularly coastal residents or marine industries that interact directly with sanctuary resources or conduct activities within the boundaries of the OCNMS; and
- G. Strive to ensure that the Policy Council's guidance, direction and recommendations to the OCNMS are consistent with the statutory obligations of NOAA and the National Marine Sanctuary Program in order to implement the National Marine Sanctuaries Act and achieve the Act's primary objective of marine resource protection.

III. Members of the Policy Council

- A. The initial membership of the Policy Council will include the Hoh Indian Tribe, the Makah Indian Tribe, the Quileute Indian Tribe, the Quinault Indian Nation and the State of Washington (Members).
- B. In consideration of Administrative Procedure Act requirements and other federal law, the Department of the Interior, the National Marine Sanctuary Program and other federal agencies may be invited to participate in the Policy Council's discussions and deliberations. Federal agencies may not be voting Members of the Policy Council.
- C. Additional governmental entities and agencies may be invited to become Members of the Policy Council by agreement of all existing Members.

IV. Policy Council Structure

- A. Each tribal and state member may designate one (1) representative and one (1) alternate representative to vote on behalf of the Member on the Policy Council. The designation of each Member's voting representative will be in writing and submitted to the OCNMS Superintendent.
- B. Federal agencies may appoint a representative to participate in the Policy Council discussions and deliberations.
- C. The Policy Council may admonish any representative to the Policy Council whose behavior is inappropriate and may, in extraordinary circumstances recommend that the representative be replaced.
- D. Decisions or recommendations of the Policy Council may only be made by consensus of all voting representatives present at a meeting.

Appendix C

V. Meetings and Operations

- A. Meetings. The Policy Council will meet as often as it deems necessary but no less than twice each calendar year. A quorum of three (3) of the five (5) voting representatives must be present to conduct Policy Council business.
- B. Minutes. Minutes of all Policy Council meetings will be recorded and maintained as official records of the Policy Council.
- C. Chair of the Policy Council. There will be a chairperson elected by the representatives of the Policy Council. The first Chair will be elected at the first meeting of the Policy Council and will serve until the first Policy Council meeting of the calendar year following his/her election. Subsequently, the Chairperson will serve for one calendar year. The duties of the Chairperson are as follows:
 - 1. Convene meetings after consultation with each representative to the Policy Council. At least fourteen (14) days notice must be provided to each representative of the time, place and proposed agenda for each meeting;
 - 2. Preside over Policy Council meetings and ensure that minutes of each meeting are kept and are circulated to each representative for any necessary corrections or additions before being approved by vote of the Policy Council and entered into its permanent records;
 - 3. Request information or presentations from the tribal, and state representatives, federal agency representatives, or such other persons or professionals as necessary for the Policy Council to conduct business; and
 - 4. Appoint representatives to subcommittees as the Policy Council deems necessary.
- D. Work Plan. The Policy Council will adopt an annual work plan describing the specific activities, issues or priorities that it will undertake.
- E. Subcommittees. The Policy Council may establish subcommittees to expedite information gathering or policy development on specific topics or to accomplish specific objectives of the Policy Council. Representatives to subcommittees will be appointed by the Chair. Subcommittees will disband when their purpose or duty has been accomplished or by decision of the Policy Council.
- F. The Policy Council will strive for consensus on its actions and guidance to the OCNMS. Deliberations will be conducted in good faith and every effort made to achieve consensus. When the Policy Council reaches consensus on a decision, it will record the decision in its meeting minutes.

VI. Adoption, Amendment and Termination

This Charter will become effective as the governing document of the Policy Council on the date that the MOA is fully signed by all of the Parties to the MOA. The Charter may be amended after it goes into effect only by written agreement of all of the Parties to the MOA. Any Policy Council Member may withdraw its participation in the Policy Council by providing each Policy Council Member with written notice of its withdrawal thirty (30) days prior to the withdrawal date. The Policy Council shall terminate if more than one Coastal Treaty Tribe withdraws from participation as a member or upon consensus decision of the Policy Council.

Thank you for taking this survey. It will take approximately 20 minutes to complete. Your responses will contribute to an external evaluation of the Olympic Coast National Marine Sanctuary's institutional relationships. This is a strategy in the Final Management Plan and the information will enable OCNMS to advance its goal of achieving effective collaborative and coordinated management. The results will be included in a report to OCNMS but responses will not be linked to individuals.

Please send your responses before close of business on December 16, 2011.

Please mark the box(es) that apply to you and write long-form answers in the space located below each question. If you require more space, extra sheets are provided at the end of the survey.

Q1. In your interactions with OCNMS, who do you (or did you) represent? If more than one of the following options applies to you, please choose your primary association.

- Makah, Quileute, Quinault or Hoh tribal council
- Makah, Quileute, Quinault or Hoh tribal staff
- Federal agency (non-NOAA)
- NOAA (non-OCNMS)
- State agency
- Local government
- Non-profit organization
- Local community
- Marine Resource Council
- Academic research institution
- Commercial fishing
- Shipping industry
- Education
- Business
- Other

Q2. On which of the following do you (or did you) serve? Please select all that apply.

- Sanctuary Advisory Council
- Intergovernmental Policy Council
- Sanctuary Advisory Council Working Group
- Intergovernmental Policy Council Committee
- Former Sanctuary Advisory Council member
- Former Intergovernmental Policy Council member
- None of the above
- Other

Q3. How long have you been (or were you) involved with OCNMS?

- Less than 1 year
- 1 to 3 years
- 3 to 5 years
- More than five years

Q4. To what extent are you involved with OCNMS in the following areas?

	Not at all		Somewhat		A great deal
Education and outreach	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Research	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Development of Draft Management Plan	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Stewardship and volunteer Activities (beach clean-ups, etc.)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Enforcement of regulations	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Oil spill response	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q5. How important were each of these factors in your decision to become involved with OCNMS?

	Not at all		Somewhat		A great deal
Concern about a particular issue	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Personal connection to the Olympic Coast region	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To learn more about Olympic Coast marine resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To be a "watchdog" for OCNMS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Job responsibility	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
To serve the community	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please describe _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q6. Achieving "effective collaborative and coordinated management" is one of the six priority areas in OCNMS's Management Plan. What does this phrase mean to you?

Q7. Is OCNMS achieving effective collaborative and coordinated management? If not, what do you think OCNMS might do differently in order to achieve this objective? If yes, what is OCNMS doing to achieve this goal?

Q8. Regarding your interaction with OCNMS, to what extent do you agree with the following statements?

	Not at all		Somewhat		A great deal
You are involved in a thorough discussion of the issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You understand why management decisions are made	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You work on issues important to your organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have the opportunity to learn more about current marine resource issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You work toward a shared goal	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You feel that you are making a difference	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have developed new professional relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
You have developed new friendships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q9. To what extent do you feel that OCNMS staff members:

	Not at all		Somewhat		A great deal
Value your participation	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Recognize your contributions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Understand your perspective	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Respect your opinion, even when they disagree	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Respond to your questions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Seem committed to maintaining strong relationships	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q10. To what extent do you feel that OCNMS management decisions are based on:

	Not at all		Somewhat		A great deal
Sound science	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
An understanding of the cultural and social values of the marine resources	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q11. Overall, how satisfied are you with your relationship with OCNMS?

Not at all		Somewhat		A great deal
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q12. What makes your relationship with OCNMS satisfying or not satisfying?

Q13. What has your group accomplished by interacting with OCNMS? In other words, what is different for your organization because of your relationship with OCNMS?

Q14. What has OCNMS accomplished by interacting with you or your group? In other words, what would be different for OCNMS and the marine resource if you were not involved?

Q15. To what extent do the following limit your organization's ability to engage with OCNMS?

	Not at all		Somewhat		A great deal
Lack of time	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of organizational support	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Lack of qualified staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Differences in organizational cultures	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Coordination with OCNMS is not a high priority	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q16. What is particularly challenging about interacting with OCNMS and why?

Q17. To what extent would the following actions by OCNMS help you to more effectively engage with them?

	Not at all		Somewhat		A great deal
Create a formalized agreement (MOU/MOA)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provide funding	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Help you seek support from your supervisor and home organization	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Provide more information about OCNMS and how you can help	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Help you prepare your successor to maintain a relationship with OCNMS	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q18. What could OCNMS do to better enable your interaction with them?

Q19. OCNMS is interested in identifying effective ways to communicate with its partners. How likely would you be to:

	Not at all		Somewhat		A great deal
Attend structured meetings with OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attend informal meetings with OCNMS staff (e.g., outside of the office or without an appointment)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Participate in phone calls with OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read an online newsletter or website	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Read emails from OCNMS staff	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Attend outreach or educational events	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Follow OCNMS on social media (e.g., Facebook, Twitter)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q20. To what extent should OCNMS be involved in the following?

	Not at all		Somewhat		A great deal
National Ocean Policy and Coastal and Marine Spatial Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
West Coast Governors' Agreement on Ocean Health	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Washington State Ocean Planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Pacific Fishery Management Council	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Marine Resource Councils	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Alternative energy planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Environmental restoration	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Fisheries management	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Watershed issues	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other, please explain _____ _____	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q21. What role do you think OCNMS should play in the issues or activities listed above?

Q22. OCNMS is developing a Climate-Smart Sanctuary program. To what degree are you or your organization interested in working with OCNMS in the following areas?

	Not at all		Somewhat		A great deal
Climate change research and monitoring	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Adaptation planning	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Demonstrating best practices to reduce greenhouse gas emissions	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Educating the community on climate change	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q23. The purpose of this survey is to gain insights about how OCNMS is working with individuals and organizations. OCNMS hopes to learn what they can do to improve the effectiveness and outcomes of these relationships. Do you have any additional comments to offer on this topic?

If needed, use the space below to continue writing your answers. Please note the question number you are addressing.

If needed, use the space below to continue writing your answers. Please note the question number you are addressing.

Appendix E: Multiple Choice Survey Responses

Thank you for taking this survey. It will take approximately 20 minutes to complete. Your responses will contribute to an external evaluation of the Olympic Coast National Marine Sanctuary's institutional relationships. This is a strategy in the Final Management Plan and the information will enable OCNMS to advance its goal of achieving effective collaborative and coordinated management. The results will be included in a report to OCNMS but responses will not be linked to individuals. Please submit your responses before close of business on December 21, 2011.

1. In your interactions with OCNMS, who do you (or did you) represent? If more than one of the following options applies to you, please choose your primary association.

#	Answer	Response	%
1	Makah, Quileute, Quinault or Hoh tribal council	2	5%
2	Makah, Quileute, Quinault or Hoh tribal staff	6	14%
3	Federal agency (non-NOAA)	11	25%
4	NOAA (non-OCNMS)	4	9%
6	State agency	2	5%
7	Local government	0	0%
8	Non-profit organization	8	18%
9	Local community	0	0%
10	Marine Resource Council	1	2%
11	Academic research institution	2	5%
12	Commercial fishing	2	5%
13	Shipping industry	1	2%
14	Education	1	2%
16	Business	0	0%
17	Other	4	9%
	Total	44	100%

Other

OCNMS staff

Recreational fishing

QIN policy.

Appendix E

Statistic	Value
Min Value	1
Max Value	17
Mean	6.59
Variance	23.55
Standard Deviation	4.85
Total Responses	44

2. On which of the following do you (or did you) serve? Please select all that apply.

#	Answer	Response	%
1	Sanctuary Advisory Council	20	59%
2	Intergovernmental Policy Council	6	18%
3	Sanctuary Advisory Council Working Group	13	38%
4	Intergovernmental Policy Council Committee	5	15%
5	Former Sanctuary Advisory Council member	2	6%
6	Former Intergovernmental Policy Council member	1	3%
8	Other	8	24%

Other
Education Partner
Olympic Coast Alliance
Harbor Safety Committee
OCNMS staff
PFMC
neighboring agency
cultural resources
Researcher working in sanctuary

Appendix E

Statistic	Value
Min Value	1
Max Value	8
Total Responses	34

3. How long have you been (or were you) involved with OCNMS?

#	Answer	Response	%
1	Less than 1 year	3	7%
2	1 to 3 years	14	32%
3	3 to 5 years	8	18%
4	More than five years	19	43%
	Total	44	100%

Statistic	Value
Min Value	1
Max Value	4
Mean	2.98
Variance	1.05
Standard Deviation	1.02
Total Responses	44

Appendix E

4. To what extent are you involved with OCNMS in the following areas?

#	Question	Not at all		Some -what		A great deal	Responses	Mean
1	Education and outreach	15	9	9	7	3	43	2.40
2	Research	14	7	9	7	1	38	2.32
3	Development of Draft Management Plan	6	8	12	4	11	41	3.15
4	Enforcement of regulations	26	2	4	6	2	40	1.90
5	Other, please describe	5	0	1	2	2	10	2.60
6	Stewardship and volunteer activities (beach clean-ups, etc.)	19	6	5	5	3	38	2.13
9	Oil spill response	17	5	9	4	4	39	2.31

Other, please describe

Daily business of Advisory Council and of IPC

NOAA coordination

Ocean Mapping

OCNMS management

aviation

Fieldwork Monitoring efforts

question is not answerable as asked.

Appendix E

Statistic	Education and outreach	Research	Development of Draft Management Plan	Enforcement of regulations	Other, please describe	Stewardship and volunteer activities (beach clean-ups, etc.)	Oil spill response
Min Value	1	1	1	1	1	1	1
Max Value	5	5	5	5	5	5	5
Mean	2.40	2.32	3.15	1.90	2.60	2.13	2.31
Variance	1.72	1.52	1.98	1.84	3.45	1.90	1.96
Standard Deviation	1.31	1.23	1.41	1.35	1.86	1.38	1.40
Total Responses	43	38	41	40	11	38	39

5. How important were each of these factors in your decision to become involved with OCNMS?

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	Concern about a particular issue	11	2	9	7	6	35	2.86
2	Other, please describe	2	0	0	0	6	8	4.00
4	Personal connection to the Olympic Coast region	7	5	9	6	7	34	3.03
5	To learn more about Olympic Coast marine resources	10	4	10	5	5	34	2.74
6	To be a "watchdog" for OCNMS	16	7	7	3	1	34	2.00
7	Job responsibility	6	1	1	6	23	37	4.05
9	To serve the community	12	3	6	4	9	34	2.85

Appendix E

Other, please describe
to watchdog OCNMS
Support educational programs presented by the sanctuary
independent research
Marine Spatial Planning
Career
another question that as a tribal policy is misguided and not applicable
These other things are important, but I am specifically involved because it is a job responsibility

Statistic	Concern about a particular issue	Other, please describe	Personal connection to the Olympic Coast region	To learn more about Olympic Coast marine resources	To be a "watchdog" for OCNMS	Job responsibility	To serve the community
Min Value	1	1	1	1	1	1	1
Max Value	5	5	5	5	5	5	5
Mean	2.86	4.00	3.03	2.74	2.00	4.05	2.85
Variance	2.24	4.78	2.03	2.02	1.33	2.27	2.74
Standard Deviation	1.50	2.19	1.42	1.42	1.15	1.51	1.65
Total Responses	35	9	34	34	34	37	34

Appendix E

8. Regarding your interaction with OCNMS, to what extent do you agree with the following statements?

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	You are involved in a thorough discussion of the issues	3	8	12	9	4	36	3.08
2	You understand why management decisions are made	2	3	9	19	3	36	3.50
3	You work on issues important to your organization	1	2	4	15	14	36	4.08
4	You have the opportunity to learn more about current marine resource issues	1	4	7	13	10	35	3.77
5	You work toward a shared goal	2	3	14	11	7	37	3.49
6	You feel that you are making a difference	2	9	12	6	6	35	3.14
7	You have developed new professional relationships	0	5	9	10	12	36	3.81
8	You have developed new friendships	2	5	12	7	7	33	3.36

Appendix E

Statistic	You are involved in a thorough discussion of the issues	You understand why management decisions are made	You work on issues important to your organization	You have the opportunity to learn more about current marine resource issues	You work toward a shared goal	You feel that you are making a difference	You have developed new professional relationships	You have developed new friendships
Min Value	1	1	1	1	1	1	2	1
Max Value	5	5	5	5	5	5	5	5
Mean	3.08	3.50	4.08	3.77	3.49	3.14	3.81	3.36
Variance	1.28	0.94	0.99	1.18	1.15	1.36	1.13	1.36
Standard Deviation	1.13	0.97	1.00	1.09	1.07	1.17	1.06	1.17
Total Responses	36	36	36	35	37	35	36	33

Appendix E

9. To what extent do you feel that OCNMS staff members:

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	Value your participation	1	5	7	8	12	33	3.76
2	Recognize your contributions	1	3	6	12	9	31	3.81
3	Understand your perspective	1	6	6	14	7	34	3.59
4	Respect your opinion, even when they disagree	2	4	4	15	10	35	3.77
5	Respond to your questions	0	2	9	11	12	34	3.97
6	Seem committed to maintaining strong relationships	1	4	5	11	13	34	3.91

Statistic	Value your participation	Recognize your contributions	Understand your perspective	Respect your opinion, even when they disagree	Respond to your questions	Seem committed to maintaining strong relationships
Min Value	1	1	1	1	2	1
Max Value	5	5	5	5	5	5
Mean	3.76	3.81	3.59	3.77	3.97	3.91
Variance	1.44	1.16	1.22	1.36	0.88	1.30
Standard Deviation	1.20	1.08	1.10	1.17	0.94	1.14
Total Responses	33	31	34	35	34	34

Appendix E

10. To what extent do you feel that OCNMS management decisions are based on:

#	Question	Not at all		Somewhat		A great deal	Responses	Mean
1	Sound science	2	4	12	11	6	35	3.43
2	An understanding of the cultural and social values of the marine resources	2	5	7	14	7	35	3.54

Statistic	Sound science	An understanding of the cultural and social values of the marine resources
Min Value	1	1
Max Value	5	5
Mean	3.43	3.54
Variance	1.19	1.31
Standard Deviation	1.09	1.15
Total Responses	35	35

11. Overall, how satisfied are you with your relationship with OCNMS?

#	Answer	Response	%
1	Not at all	2	6%
2		4	11%
3	Somewhat	7	19%
4		12	33%
5	A great deal	11	31%
	Total	36	100%

Appendix E

Statistic	Value
Min Value	1
Max Value	5
Mean	3.72
Variance	1.41
Standard Deviation	1.19
Total Responses	36

15. To what extent do the following limit your organization's ability to engage with OCNMS?

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	Lack of time	1	3	13	9	0	26	3.15
2	Lack of funding	3	5	12	5	0	25	2.76
3	Lack of organizational support	15	6	10	3	0	34	2.03
4	Lack of qualified staff	11	9	11	3	0	34	2.18
5	Differences in organizational cultures	9	7	10	4	0	30	2.30
6	Coordination with OCNMS is not a high priority	10	7	10	4	0	31	2.26
7	Other, please explain	2	0	2	0	0	4	2.00

Other, please explain

scheduling conflicts

Lack of management understanding of the importance of the relationship with OCNMS

These questions are not well phrased, especially the "Coordination with..." Unclear what "not at all" or "a great deal" means here.

NA

OCNMS attitude

more staff time would be available if there was direct measurable results that benefited my group.

Coordination is vital to the relationship. This question should be worded a little differently

Appendix E

Statistic	Lack of time	Lack of funding	Lack of organizational support	Lack of qualified staff	Differences in organizational cultures	Coordination with OCNMS is not a high priority	Other, please explain
Min Value	1	1	1	1	1	1	1
Max Value	4	4	4	4	4	4	3
Mean	3.15	2.76	2.03	2.18	2.30	2.26	2.00
Variance	0.62	0.86	1.12	1.00	1.11	1.13	1.51
Standard Deviation	0.78	0.93	1.06	1.00	1.06	1.06	1.23
Total Responses	26	25	34	34	30	31	10

17. To what extent would the following actions by OCNMS help you to more effectively engage with them?

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	Create a formalized agreement (MOU/MOA)	17	4	6	3	3	33	2.12
2	Provide funding	9	5	11	2	7	34	2.79
3	Help you seek support from your supervisor and home organization	21	8	1	1	1	32	1.53
4	Provide more information about OCNMS and how you can help	14	4	7	3	4	32	2.34
5	Help you prepare your successor to maintain a relationship with OCNMS	12	5	7	3	5	32	2.50
6	Other, please explain	1	0	0	0	1	2	3.00

Appendix E

Other, please explain
compact to the Tribe
An action would be to fully engage us tribes in their field work.
Work in a true partnership with my group through transparent planning and response to local priorities.
In my case my successor was already know to the OCNMS and was a trusted agent to represent our industry
question do not warrent comment as we are not the public

Statistic	Create a formalized agreement (MOU/MOA)	Provide funding	Help you seek support from your supervisor and home organization	Provide more information about OCNMS and how you can help	Help you prepare your successor to maintain a relationship with OCNMS	Other, please explain
Min Value	1	1	1	1	1	1
Max Value	5	5	5	5	5	5
Mean	2.12	2.79	1.53	2.34	2.50	3.00
Variance	1.92	2.11	0.90	2.10	2.19	4.00
Standard Deviation	1.39	1.45	0.95	1.45	1.48	2.00
Total Responses	33	34	32	32	32	6

Appendix E

19. OCNMS is interested in identifying effective ways to communicate with its partners. How likely would you be to:

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	Attend structured meetings with OCNMS staff	0	4	4	13	12	33	4.00
2	Attend informal meetings with OCNMS staff (e.g., outside of the office or without an appointment)	0	5	13	6	9	33	3.58
3	Participate in phone calls with OCNMS staff	0	1	10	9	14	34	4.06
4	Read an online newsletter or website	3	9	7	7	7	33	3.18
5	Read emails from OCNMS staff	0	5	7	8	13	33	3.88
6	Attend outreach or educational events	4	7	8	12	3	34	3.09
8	Other, please explain	1	0	1	0	2	4	3.50
9	Follow OCNMS on social media (e.g., Facebook, Twitter)	18	7	4	2	2	33	1.88

Other, please explain

budget consultations

Be involved in planning of field work or research work from ground up and through entire process, up to publication.

Please remember that I have not been involved with the OCNMS for almost a full year now so this questionnaire should also be addressed to My successor Captain John Veentjer

another generac question that does not apply as we are not the public.trust relationship

Appendix E

Statistic	Attend structured meetings with OCNMS staff	Attend informal meetings with OCNMS staff (e.g., outside of the office or without an appointment)	Participate in phone calls with OCNMS staff	Read an online newsletter or website	Read emails from OCNMS staff	Attend outreach or educational events	Other, please explain	Follow OCNMS on social media (e.g., Facebook, Twitter)
Min Value	2	2	2	1	2	1	1	1
Max Value	5	5	5	5	5	5	5	5
Mean	4.00	3.58	4.06	3.18	3.88	3.09	3.50	1.88
Variance	1.00	1.13	0.84	1.72	1.23	1.42	5.47	1.48
Standard Deviation	1.00	1.06	0.92	1.31	1.11	1.19	2.34	1.22
Total Responses	33	33	34	33	33	34	6	33

Appendix E

20. To what extent should OCNMS be involved in the following?

#	Question	Not at all		Some-what		A great deal	Responses	Mean
1	National Ocean Policy and Coastal and Marine Spatial Planning	1	2	5	8	17	33	4.15
2	West Coast Governors' Agreement on Ocean Health	0	3	5	10	16	34	4.15
3	Washington State Ocean Planning	1	2	2	13	16	34	4.21
4	Pacific Fishery Management Council	1	3	8	5	16	33	3.97
5	Marine Resource Councils	0	1	4	12	15	32	4.28
6	Alternative energy planning	1	1	5	13	13	33	4.09
7	Environmental restoration	1	1	4	13	12	31	4.10
8	Fisheries management	7	5	7	6	8	33	3.09
9	Watershed issues	1	5	12	6	8	32	3.47
10	Other, please explain	0	0	1	0	2	3	4.33

Other, please explain

public amusement

Any issue effecting the Sanctuary should have some form of Sanctuary involvement

IPC

Oil spill prevention

Knowledge Transfer

Its Marine Resources Committee, not Council.

Note that PFMC participation is important to keep the council informed of OCNMS intent and actions... not fishery regulation

These responses would apply to the sanctuary area of concern and not outside of those boundaries

question only they can answer,some i would not agree on or perhaps I mean at what level.

Appendix E

Statistic	National Ocean Policy and Coastal and Marine Spatial Planning	West Coast Governors' Agreement on Ocean Health	Washington State Ocean Planning	Pacific Fishery Management Council	Marine Resource Councils	Alternative energy planning	Environmental restoration	Fisheries management	Watershed issues	Other, please explain
Min Value	1	2	1	1	2	1	1	1	1	3
Max Value	5	5	5	5	5	5	5	5	5	5
Mean	4.15	4.15	4.21	3.97	4.28	4.09	4.10	3.09	3.47	4.33
Variance	1.20	0.98	1.02	1.41	0.66	0.96	0.96	2.21	1.29	5.03
Standard Deviation	1.09	0.99	1.01	1.19	0.81	0.98	0.98	1.49	1.14	2.24
Total Responses	33	34	34	33	32	33	31	33	32	9

22. OCNMS is developing a Climate-Smart Sanctuary program. To what degree are you or your organization interested in working with OCNMS in the following areas?

#	Question	Not at all		Somewhat		A great deal	Responses	Mean
1	Climate change research and monitoring	6	4	5	4	14	33	3.48
2	Adaptation planning	5	5	5	11	6	32	3.25
3	Demonstrating best practices to reduce greenhouse gas emissions	7	4	6	7	8	32	3.16
4	Educating the community on climate change	6	5	2	11	10	34	3.41

Appendix E

Statistic	Climate change research and monitoring	Adaptation planning	Demonstrating best practices to reduce greenhouse gas emissions	Educating the community on climate change
Min Value	1	1	1	1
Max Value	5	5	5	5
Mean	3.48	3.25	3.16	3.41
Variance	2.51	1.87	2.27	2.25
Standard Deviation	1.58	1.37	1.51	1.50
Total Responses	33	32	32	34