

# California Marine Life Protection Act

## Evaluation of the Central Coast Regional Stakeholder Group Process



August 14, 2006

Dr. Jonathan Raab

RAAB ASSOCIATES, LTD.



12 Farnsworth St.

Boston, MA 02210

617.350.5544

[www.RaabAssociates.org](http://www.RaabAssociates.org)

# Contents

<i>Executive Summary</i> .....	4
<i>I. Introduction</i> .....	13
<i>II Brief Background</i> .....	14
<i>III. Overall Structure of CCRSG Process</i> .....	16
<i>IV. Stakeholder Selection and Membership</i> .....	18
<i>Description:</i> .....	18
<i>Participant Feedback:</i> .....	19
<i>V. Phase I: CCRSG Start Up (June-September 2005)</i> .....	22
<i>Description:</i> .....	22
<i>Participant Feedback:</i> .....	22
<i>VI. Phase II: MPA Package Formation at the CCRSG (September-December 2005)</i> .....	25
<i>Description:</i> .....	25
<i>Participant Feedback:</i> .....	26
<i>The Ecotrust Study on Socio-Economic Impacts:</i> .....	29
<i>The SAT Evaluation of MPA Packages:</i> .....	31
<i>Staffing the CCRSG Process:</i> .....	32
<i>VII. Phase III: MPA Package Refinement at the BRTF and DFG (December 2005-June 2006)</i> .....	34
<i>Description:</i> .....	34
<i>Participant Feedback:</i> .....	37
<i>BRTF Recommendation Process:</i> .....	37
<i>DFG Analysis and Recommendation Process:</i> .....	39
<i>VIII. CCRSG Timeline and Budget</i> .....	41
<i>CCRSG Timeline:</i> .....	41
<i>CCRSG Budget:</i> .....	42
<i>IX. Conclusions and Recommendations for Future Regional Stakeholder Group Efforts</i> .....	45
<i>REFERENCES</i> .....	58
<i>Appendix A: CCRSG Primary Stakeholders and Alternates</i> .....	59
<i>Appendix B: Interviews and Focus Groups</i> .....	61
<i>Appendix C: Online Survey Respondents</i> .....	63
<i>Appendix D: Statistics From Online Survey</i> .....	64
<i>Appendix E: Multiple vs. Single Package Comments from Online Survey</i> .....	65
<i>Appendix F: Online Survey Questions and Responses</i> .....	66

# Figures

<i>Marine Life Protection Act (MLPA): Central Coast Process Structure .....</i>	<i>16</i>
<i>Overall Summary of the Three Stakeholder-Developed Packages (1, 2R and 3R).....</i>	<i>35</i>
<i>Percentage of Central Coast State Waters in MPA Packages (by MPA).....</i>	<i>36</i>
<i>MLPA Central Coast Direct Expenditures from RLFF – Draft.....</i>	<i>43</i>

## Executive Summary

This report focuses exclusively on the MLPA Central Coast Regional Stakeholder Group (CCRSG) process and its development of marine protected area (MPA) packages. It begins with the formation of the CCRSG and moves through the hand off from the CCRSG to the MLPA Blue Ribbon Task Force (BRTF) to formulate recommendations for the California Department of Fish and Game (DFG) followed by DFG hand off to the California Fish and Game Commission. The CCRSG was a key element of the MLPA Central Coast Project, and the MPA packages developed by the members was one of the deliverables specified in the memorandum of understanding (MOU) that emerged from the Marine Life Protection Act. That MOU designated key roles for the CCRSG, the BRTF, the DFG and the Fish and Game Commission. Deriving lessons learned from the CCRSG perspective is valuable, given the key role of that group in developing alternative packages of marine protected areas (MPAs).

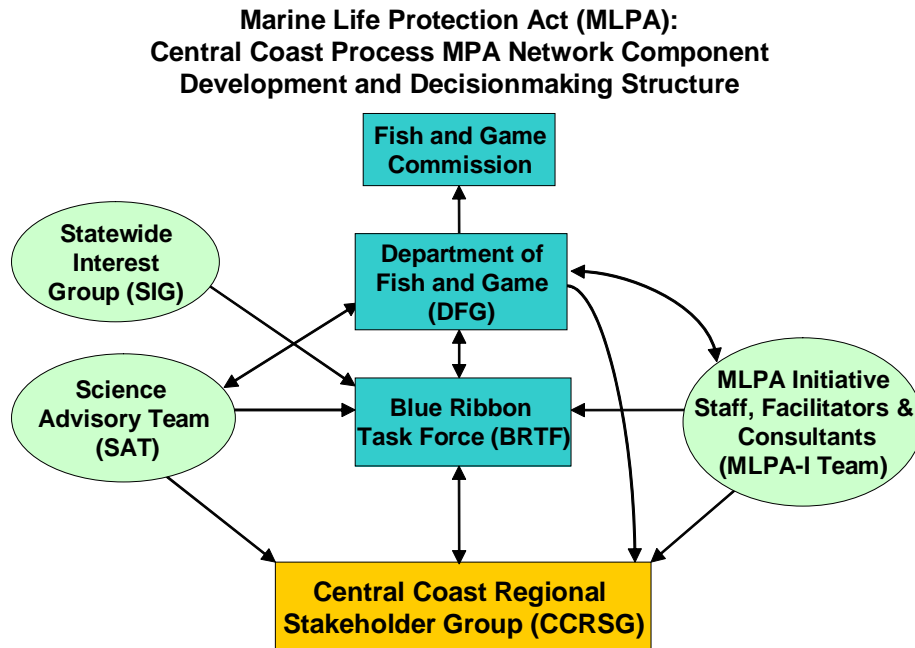
The overarching purpose of the report is to describe accurately what took place, to evaluate the strengths and weaknesses of the process, and to propose potential improvements to be implemented if and when similar processes are initiated up and down the California coast. The primary focus of this effort is to evaluate the success of the overall structure and goals of the CCRSG process. For a more detailed look at the day-to-day operation and management of the CCRSG process, see the [MLPA Central Coast Project Facilitators' Report](#). For an analysis of the history of the MLPA leading up to the CCRSG process, as well as a more detailed look at the BRTF, funding of the Central Coast Project, the MLPA Master Plan Science Advisory Team (SAT), and implementation issues see *Designing Marine Reserves Along the California Coast: An Evaluation of the Marine Life Protection Act Initiative*, by Michael Harty and Dewitt John (Harty/John).

### Methodology

The analysis and findings in this report are based on 1) review of pertinent documents, 2) observations at the BRTF meeting in March 2006 and the joint BRTF/Fish and Game Commission meeting in May 2006; 3) extensive interviews and focus groups comprised of 59 stakeholders; BRTF members; DFG staff and California Resources Agency management; MLPA Initiative staff and its consultants/facilitators; members of the SAT, and MLPA Statewide Interests Group, 4) an online survey completed by 25 CCRSG members (primaries and alternates) and 5) the author's extensive experience as an evaluator and mediator/facilitator who designs and runs complex multi-stakeholder processes on environmental and energy issues.

## Description of Process and Overall Conclusion

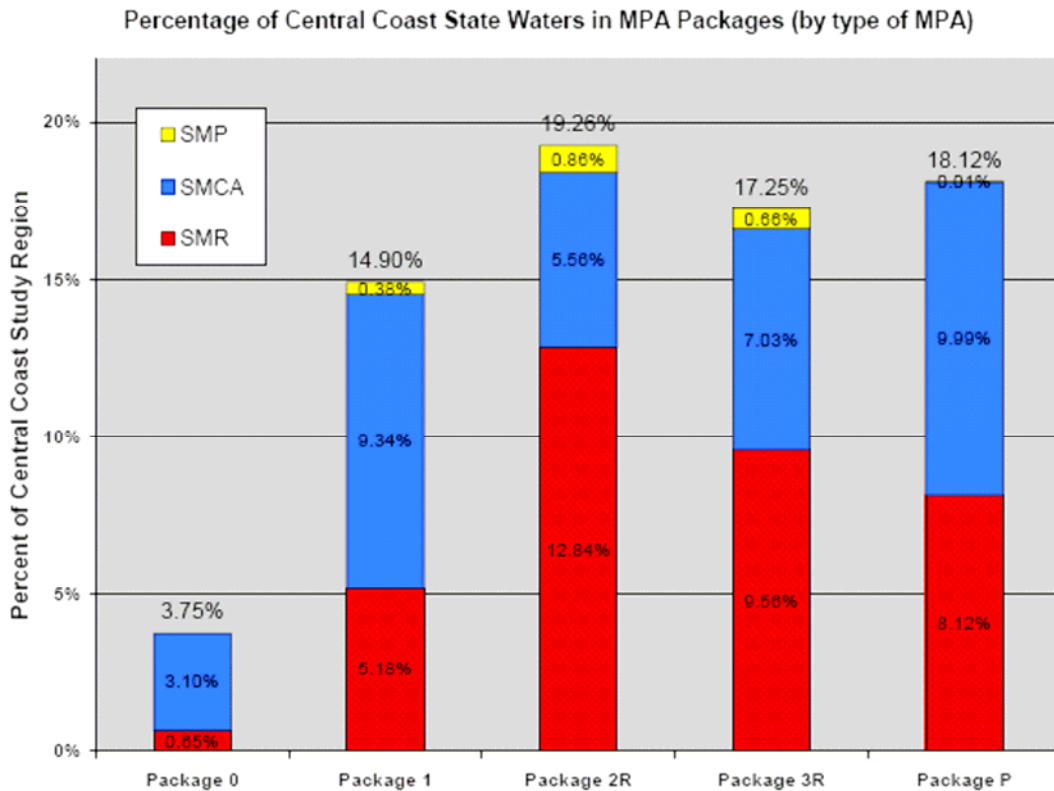
The graphic below delineates the overall structure and flow of the Central Coast Process.



The CCRSG was comprised of 32 primary representatives and 24 alternates. The group met in seven two-day plenary meetings which took place from June 2005 to December 2005, and produced three alternative packages of MPAs (packages 1, 2, and 3). These packages were modified slightly by their respective stakeholder representatives after December, as the packages proceeded through the BRTF process. The BRTF also authorized the MLPA I-Team staff to create a package of MPAs (Package S) for the BRTF that would meet the science guidelines. At the March 2006 BRTF meeting, the BRTF members directed staff to merge Package S and Package 3 into Package 3R, made modifications to Package 2 (renamed Package 2R) and chose Package 3R as their preferred alternative in a split vote (two BRTF members supported Package 2 R, and no member supported Package 1). However, the BRTF did forward all three packages to the DFG for its consideration. The DFG analyzed the packages, and then prepared its own preferred alternative package by modifying package 3R. It then forwarded the three packages it received from the BRTF along with its own preferred alternative (Package P) and Package 0 (the existing MPAs or “no-action alternative) to the Fish and Game Commission. (As of this writing, the commission has not made a final decision, and this final step in the process is not part of this analysis.)

The final packages produced by this process through the DFG’s development of Package P are summarized below based on the type and percent area of each of the three MPA

classifications used in the process: state marine reserve, state marine park, and state marine conservation area. As the table below indicates, these packages all represent more than a tripling of the current amount of area within central coast MPAs and range from 14.90% of central coast state waters in Package 1 to 19.26% in Package 2. The percentage of protected areas in marine reserves, the highest level of protection, ranges from 5.18% in Package 1 to 12.84% in Package 2. Packages 3R and P fall between packages 1 and 2 both in terms of the total area they would protect and the percentage of that area that is in marine reserves.



Overall, the CCRSG process was successful in meeting its stated objective — which was to develop multiple packages of MPAs that met the SAT guidelines and were basically consistent with the MLPA. It accomplished this in a relatively tight timeframe and within budget. As the first region to move through the new comprehensive process envisioned in the MOU and MLPA Master Plan Framework (MPF), a guidance document developed for the MLPA process, the CCRSG was a learning process for everyone, and not surprisingly, achieved many successes but also hit numerous bumps along the way. Evaluating these successes and shortcomings will help to refine the process and inform other regions along the California coast as they move forward with their own regional stakeholder group (RSG) processes. These successes and shortcomings are each described and analyzed in detail within the body of this report and form the basis for the recommendations below.

## **Recommendations:**

### ***A. Overarching Recommendations***

#### **1. Clarify process from start:**

Regardless of the final design of any future RSG process, the steps from start to final decision need to be more clearly laid out and understood by all participants and decision makers.

#### **2. Stabilize underlying policy, science, and enforcement requirements prior to commencing:**

Underlying policy, science, and enforcement requirements should at least be stabilized, and preferably resolved, prior to commencing any future RSG process.

### ***B. Overall Structure of the RSG Processes Over Time:***

#### **1. Reconsider the respective roles and responsibilities of a SIG, SAT and BRTF in future RSGs:**

If the policy, scientific, and enforcement issues underpinning MPAs are all sufficiently clarified, translated and stabilized, the need for various entities such as the SIG, SAT, and BRTF within the context of individual RSGs may diminish or their roles may shift. While it may still be useful in assisting on statewide MLPA issues, an SIG will probably not be needed in future RSG processes. Similarly, a BRTF, while probably an essential ingredient for the CCRSG and while perhaps still necessary in the next RSG, may not be required as the policy framework gels and the Fish and Game Commission can more easily backstop RSG processes. An SAT will undoubtedly still be an essential ingredient for refining underlying scientific issues and translating them both at a statewide level and within future RSG processes. However, as the evaluation framework is stabilized, more routine analytic evaluation of proposed MPAs may be adequately done by consultants, rather than by the SAT itself.

### ***C. Stakeholder Selection and Membership***

#### **1. Reconsider the balance and diversity of RSG membership while reducing the number of formal members in RSG processes:**

For future RSGs, in addition to including consumptive and non-consumptive users, consider including additional member organizations that are not necessarily aligned with either of these categories, as well as additional participants with statewide interests, and representatives of coastal communities.

Future efforts should, at the same time, do a better job of consolidating stakeholder interests wherever possible (i.e., limit the number of representatives for a particular constituency to only one or two), while maintaining the overall relative balance of

interests in the stakeholder group and providing access to individuals with particular knowledge and expertise who are not necessarily formal stakeholder representatives.

**2. Let primary representatives pick their own alternates:**

Primary representatives should be allowed to select their own alternates, either from their own organizations or from other organizations within their natural coalitions. While it is fine for process designers to suggest possible alternates, the primary organizations should ultimately choose compatible alternates (even if it this ultimately subject to DFG approval).

**3. Retain facilitators/mediators early enough to assist with stakeholder selection:**

Facilitators should be brought on board early enough in future RSG processes to be able to lend their expertise to the process design, including stakeholder identification and selection, with the understanding that the DFG and BRTF will have final say in the stakeholder appointments and RSG process design.

***D. Start-Up Phase of RSG Process:***

**1. Compile regional spatial data, develop detailed regional profiles, and analyze existing MPAs before commencing each new study area:**

The draft regional profile should be developed by the DFG, SAT and MLPA I-Team prior to commencement of future RSG processes, and the RSG members should help refine the information through the joint fact finding process described below. A geographic information system (GIS) database of relevant spatial data layers should be compiled to support this task and the work of the RSG. In addition, the team should analyze existing MPAs and provide that information to RSG stakeholders at the outset.

**2. Socio-economic study requirements should be clarified and any required study should also be completed prior to the start of an RSG process**

Any required socio-economic background analyses and tools need to be well designed and carefully implemented. Moreover, they should be assembled prior to the commencement of an RSG process, if possible, and the information gathered should be reviewed and refined by the RSG members through a joint fact finding process.

**3. Enhance the regional profile with joint fact-finding on coastal resources and uses (by sub-region):**

Future RSG processes should budget in additional time for joint fact-finding on each sub-region of the study area. This could begin with the respective draft regional profile acting as a starting text, and could then continue either with separate joint fact finding working groups or with workshops on each sub-region.

**4. Clearly define and describe from the outset the CCRSG goal and process and the subsequent decision-making processes, as well as any explicit requirements that must be met:**



Clearly communicate whether the overarching goal of an RSG process is to come up with a single or with multiple MPA package alternatives, and what the decisionmaking process will be, both within the RSG and as RSG-generated proposal(s) make their way through the final decision-making process. Additionally, the scientific evaluation framework should be explained to the RSG members before they start to design MPAs.

**5. Streamline or eliminate altogether the development of regional goals and objectives:**

The process of setting regional goals and objectives could and should probably be greatly streamlined, if not eliminated altogether. Future RSGs can use the MLPA goals or simply massage other regions' goals and objectives, leaving more time to spend in joint fact-finding and negotiating the MPA packages among the RSG members.

**6. Provide training in modeling tools and mutual gains negotiation:**

MLPA I-Team should provide training workshops early on in any software tools developed to assist RSG members in formulating packages. There should also be a short training in negotiation concepts and techniques at the outset of an RSG process.

***E. Package Development Phase of RSG Process:***

**1. Consider changing the overall goal and focus of the RSG processes from developing multiple MPA packages to attempting to develop a single MPA package:**

Future RSGs should consider focusing on attempting to create a single package of MPAs rather than multiple packages, and to restructure the process, including the groundrules, accordingly. This should be possible as the underlying policy framework, science, and enforcement requirements are refined and stabilized. A single package structure (even if a single package is not ultimately adopted within a particular RSG) can nevertheless generate greater convergence and therefore serve more effectively as a springboard for decisionmakers working toward the ultimate goal of crafting a single network of MPAs than can a multiple package structure.

**2. Provide more time for MPA package development and negotiation:**

Regardless of whether the goal of future RSG processes is to create multiple packages or a single package, more time should be dedicated to this task than was allotted in the CCRSG process.

**3. Skip having everyone draw individual MPAs prior to focusing on creating packages:**

The joint fact finding process by sub-region proposed in this report would allow future RSG processes to forgo this step and move directly into creating MPA packages (perhaps initially by sub-region) in working groups (rather than as individuals) once the regional profile and evaluation of existing MPAs is fleshed out.

Having an evaluation framework upfront should promote development of packages rather than compilations of individual MPAs.

**4. Minimize the need for MPA proposals from outside the RSG process:**

In the future, outsiders with the interest and knowledge to be able to put forward significant and comprehensive MPA network proposals should be seriously considered for membership in the RSG process, or otherwise consulted by RSG members. Those only interested in relatively small areas should have their input channeled through the area specific working groups or workshops proposed in this report.

**5. DFG staff should participate even more actively in package development in RSG processes:**

To the extent that DFG has definite concerns, perspectives, and opinions about issues arising in any subsequent RSG process, it would improve the process if DFG were to make those concerns known. That way, CCRSG members would be able to take these concerns into account as they forge MPA packages, rather than learn of them after the fact.

**6. BRTF should provide feedback and guidance throughout the MPA package development process in an iterative fashion:**

In subsequent RSG processes, assuming there is a BRTF, time should be built into the process for two or three iterative rounds of feedback between the BRTF and the RSG at an increasingly specific level of detail. The schedule for convening the RSG should therefore coincide with that of the BRTF so both groups are meeting over the same time period (rather than having the RSG process end before the BRTF formal decisionmaking process even begins).

***F. BRTF and DFG Review and Recommendation Processes:***

**1. Align the incentives at the BRTF, DFG and Fish and Game Commission to foster joint problem solving and consensus in RSG processes:**

Whether the formal goal of future RSG Processes is to develop one single MPA package or multiple MPA packages, the BRTF and the DFG should more strongly encourage stakeholders to develop consensus wherever possible. The BRTF and the DFG should consider putting in place a clear promise that if the stakeholders are able to reach agreement on a single package of MPAs, that the BRTF will recommend this single package to the DFG as its preferred alternative, and that the DFG will, in turn, recommend it as its preferred alternative to the Fish and Game Commission. The Fish and Game Commission could then put the proposal out for comment, and would only make changes based on critical feedback that makes sense to address. This overall approach typifies a negotiated rulemaking process used with increasing regularity and success at many federal and state agencies throughout the United States.

2. **The BRTF and the DFG should not unilaterally change MPA packages agreed to by RSG members:**

Packages developed and agreed to by stakeholders in future RSG processes should probably remain intact all the way up to the commission. The BRTF and DFG, rather than change those packages, can attach their own specific comments to each package specifying what they like, what they do not like, and what they would like to see changed.

3. **The BRTF (and probably the DFG) should not develop their own preferred alternatives if RSG members develop package(s) that meet SAT guidelines:**

The BRTF should also probably not seek to develop its own separate preferred alternative if RSG member-generated packages meet SAT guidelines (and are otherwise consistent with the MLPA). Instead, the BRTF could simply choose from among the various alternatives (assuming multiple packages are proposed) a base case for their preferred alternative, and then attach whatever conditions they deem necessary. This approach preserves the hard work done by the stakeholders while maintaining clarity about who is really recommending what. The DFG should consider a similar approach to formulating its preferred alternative when multiple packages are developed by an RSG that meet SAT guidelines and are forwarded to it by a BRTF.

*G. RSG Timelines and Budgets*

1. **Lengthen RSG processes to at least one year to allow for more joint fact-finding and negotiation:**

Future RSG processes would be likely to benefit from more time for joint fact-finding, negotiation on MPA packages, and interaction with the BRTF, if a BRTF is still in use. Even if many of the tools, guidelines, and background material are prepared ahead of time (as they should be) and the pursuit of regional goals and objectives is greatly streamlined or eliminated, this extended timeframe would still be beneficial. A timeframe of one year or more would most likely be reasonable, given the complexity and magnitude of the task.

2. **Consider allowing more time between meetings:**

Designers of subsequent RSG processes should consider whether a slightly longer timeframe between plenary sessions (e.g., six weeks) would better serve staff and members alike.

3. **Carefully reevaluate budget needs in light of central coast project experience and future RSG process design:**

Examine the expenses for the CCRSG process, and consider ways to streamline the process and reduce costs for future RSG processes wherever possible. In developing the budget, designers will need to take into account the specifics of the new study region and the processes to be used—including numerous features that could increase costs. In the end, it's not clear whether future RSG related costs will increase, decrease, or remain similar to those for the CCRSG.

**4. Seek state funding, diversified private funding, or both:**

State funding would reduce concerns regarding the potential for bias from private funding. If state money is not available for future processes or is insufficient, attaining diversified private funding from multiple foundations, corporations, and organizations might offset concerns about the majority of funding coming from a single source.

## I. Introduction

This report focuses exclusively on the Central Coast Regional Stakeholder Group (CCRSG) process and its development of MPA packages. It begins with the formation of the CCRSG and ends with the hand off from the CCRSG to the Blue Ribbon Task Force (BRTF) to formulate recommendations for the Department of Fish and Game (DFG) followed by DFG's hand off to the Fish and Game Commission. The CCRSG process was a key element in the Central Coast Project, one of the deliverables specified in the Memorandum of Understanding that emerged from the Marine Life Protection Act. That MOU specified key roles for the CCRSG, the BRTF, the DFG and the Fish and Game Commission, further discussed below. Deriving lessons learned from the CCRSG perspective is valuable, given the key role of that group in developing alternative packages of MPAs. The analysis and findings in this report are based on 1) review of pertinent documents, 2) observations at the Blue Ribbon Task Force meeting in March 2006 and the joint BRTF/Fish and Game Commission meeting in June 2006; 3) extensive interviews and focus groups with Stakeholders; BRTF members; DFG staff and Resource Agency management; Initiative Team and its consultants/facilitators; members of the Science Advisory Team and Statewide Interest Group<sup>1</sup>; 4) an online survey offered to all CCRSG Stakeholders (primaries and alternates)<sup>2</sup> and 5) the author's extensive experience as an evaluator and mediator/facilitator who designs and runs complex multi-stakeholder processes on environmental and energy issues.

The overarching purpose of the report is to describe accurately what took place, to evaluate strengths and weaknesses of the choices made, and to propose potential improvements to be implemented if and when similar processes are initiated up and down the Coast. The primary focus of this effort is the overall structuring and goals of the CCRSG process. For a more detailed look at the day-to-day running and management of the CCRSG process, see the *MLPAI Central Coast Project Facilitator's Report*. For an analysis of the history leading up to the CCRSG process, as well as a more detailed look at the BRTF, funding of the Central Coast Project, the SAT, and implementation issues (enforcement, adaptive management), see Harty/John.

Each section of this report will generally follow the following format:

- 1) Description of what happened.
- 2) Participants' feedback on what happened.

The last section of the report focuses on applying lessons learned from the CCRSG process to future MLPA related regional stakeholder group (RSG) processes.

---

<sup>1</sup> In all, I interviewed 59 individuals employing a combination of face-to-face individual interviews, phone interviews, and focus groups. Mike Harty joined me for all of the focus groups and for some of the interviews. See Appendix B for list of interviewees.

<sup>2</sup> Twenty-five Stakeholders participated in the online survey. See Appendix C for a list of online survey respondents. Of the 25 individuals who participated in the online survey, 15 also participated in an interview or in a focus group with me, while ten did not (bringing the total number of people who provided input for this evaluation to 69).

## II. Brief Background

The California Marine Life Protection Act (MLPA) was approved by the legislature and signed into law in 1999. Its primary purpose is to improve the state's existing array of marine protected areas (MPAs) to conserve marine life and habitat. California law includes three types of MPAs—state marine reserves, state marine parks, and state marine conservation areas—each type has different levels of restriction on activities. The MLPA requires the establishment of a network of MPAs covering the state waters along the entire 1,100 mile California coast (and extending three nautical miles from the shoreline, with several exceptions).

Under the MLPA, the Department of Fish and Game (DFG) must convene stakeholders in each region along the coast to garner feedback and advice on possible MPA network components. Prior to the MLPA Central Coast Regional Stakeholder Group (CCRSG) process, the DFG had, on three other occasions, engaged stakeholders for the purpose of developing MPAs. The first process, from 1998 to 2002 started prior to the MLPA and focused on developing MPAs around the Channel Islands. The second and third stakeholder processes were separate statewide efforts under the MLPA that ran from January 2001 to December 2001 and from January 2002 to December 2003, respectively.

Several points with respect to earlier MPA stakeholder efforts bear mention here, as they significantly influenced the design of the CCRSG process. First, the Channel Island process was structured around reaching a unanimous consensus on a single MPA network proposal without a clear fall back if consensus was not achieved. When consensus was not achieved, many participants and policy makers viewed this as a failure. Second, midway through the DFG's first statewide effort, from January 2001 to December 2001, the DFG released "Initial Draft Concepts" of proposed alternative network components of MPAs for the entire California coastline. These proposals were met with strong negative reaction, particularly from the fishing community, which perceived this as a case of scientists crafting MPAs without stakeholder input. After taking public comment during a series of nine, well-attended statewide meetings, the DFG began to revise the Initial Draft Concepts. The revision was not formally completed and the process was halted. Lastly, in the DFG's second statewide effort, which took place from January 2002 to December 2003, it initiated seven simultaneous regional stakeholder groups to obtain stakeholder input prior to developing MPAs, but then did not complete the process, due to lack of adequate funding.

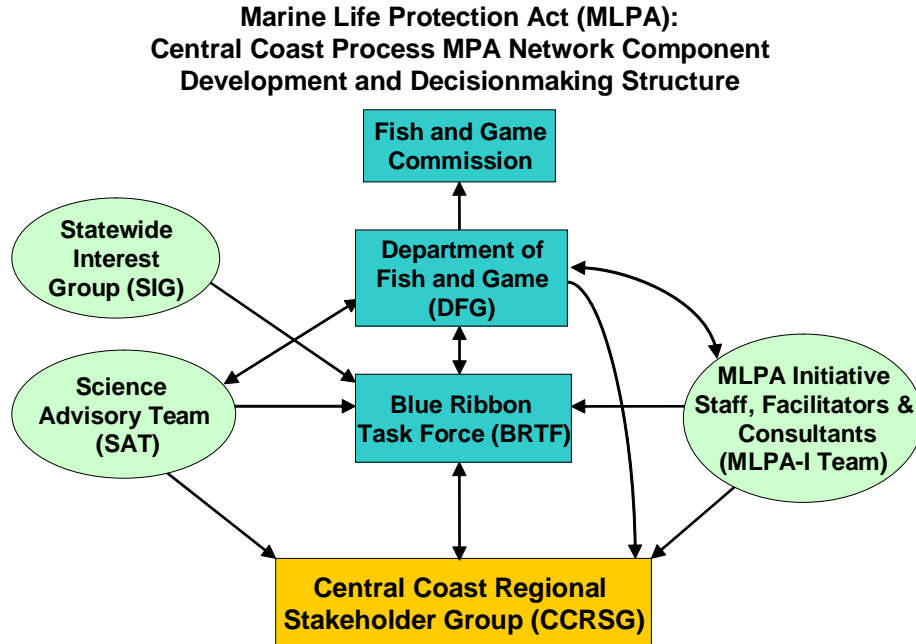
On August 27, 2004 the Resources Legacy Fund Foundation (RLFF), the California Resources Agency, and the DFG signed a memorandum of understanding (MOU) that provided the state with private foundation funding to essentially resurrect implementation of the MLPA. To avoid duplicating perceived weaknesses in the Channel Islands and the two other statewide MPA stakeholder efforts, the MOU signatories made several conscious design choices. First, they decided to focus on one area initially, selecting the central coast for the first stage in the process. Second, they provided adequate funding to support the process to completion. Third, they set a goal for the CCRSG of developing

multiple packages of proposed MPAs rather than a single, consensus package, as had been attempted in the Channel Islands. Fourth, they created several new entities to assist the DFG with the process, including a Blue Ribbon Task Force (BRTF) and Statewide Interests Group (SIG). The Master Plan Science Advisory Team (SAT) was expanded and restructured from the original MLPA Master Plan Team. The MOU also specified adequate funding for staff, consultants, and professional facilitators. Lastly, the MOU directed the parties to create a Master Plan Framework to guide the process, and detailed an aggressive timeline—nine months—to develop the framework, followed by 10 months to complete the work of the CCRSG.

(For a more detailed description and analysis of the three prior MPA-related stakeholder attempts in California and for additional background on the MLPA, MOU, and Master Plan Framework, see Harty/John and the California MLPA website. <http://www.dfg.ca.gov/mrd/mlpa/brtf.html>)

### III. Overall Structure of CCRSG Process

The graphic below delineates the overall structure and flow of the central coast process.



The Fish and Game Commission is the ultimate decisionmaker regarding the overall MPA network for the California coast, including the central coast portion. The Department of Fish and Game (DFG) provides recommendations and advice to the Fish and Game Commission after it, in turn, receives recommendations and advice from a Blue Ribbon Task Force (BRTF). The BRTF, in turn, seeks prior advice and recommendations from the Central Coast Regional Stakeholder Group (CCRSG).

To assist the BRTF and CCRSG with their interrelated processes, an MLPA Initiative team of administrators, consultants, facilitators, and modelers was assembled (MLPA I-Team). Staff from the DFG worked closely with the MLPA I-Team at each stage of the process and participated in BRTF and CCRSG meetings.<sup>3</sup> A Master Plan Science Advisory Team (SAT) was also assembled to provide scientific analysis and advice to the DFG, BRTF, and CCRSG. A SAT subteam was selected from among the SAT members to work more closely with the CCRSG and analyze MPA package proposals. In addition to the CCRSG, which focused exclusively on the central coast, a team of stakeholders

<sup>3</sup> DFG staff members considered themselves part of the MLPA I-Team (as did the other MLPA I-Team members), although this full integration was not clear to many of the CCRSG members interviewed.



with statewide interest was assembled to advise the BRTF on statewide MLPA process issues.<sup>4</sup>

Secretary for Resources Mike Chrisman recruited high-level individuals, who were generally without any particular expertise in marine protection, to serve on the BRTF (See Harty/John for additional background on the BRTF). Neither BRTF members nor members of the SAT received financial compensation for their service. The MLPA I-Team, but not the DFG staff, was under contract, and was compensated with funds from the Resource Legacy Fund Foundation (RLFF).

---

<sup>4</sup> Note SIG did not end up playing an integral part in the formation or running of the CCRSG, and is not dealt with further in this evaluation.

## IV. Stakeholder Selection and Membership

### Description:

A critical element of any stakeholder process is the size and composition of the stakeholder group itself. The MOU signed in August 2004 calls for the establishment of a stakeholder group, specifies how that group is to be selected and what its overall role should be, but leaves wide latitude regarding its size and composition:

The Director of the Department and the Task Force liaison to the Central Coast Stakeholder Group...will elect members for a Central Coast MLPA Stakeholder Group to assist in developing the proposal for alternative network components of MPAs in an area along the central coast. (MOU, Section v, p.5)

The MLPA I-Team, on behalf of the BRTF and director of the DFG, sought nominations for the CCRSG through April 25, 2005. In making the selections, as described in the MPF and highlighted during our interviews, there were two dominant selection criteria 1) overall balance of the group, and 2) local knowledge:

The Central Coast Regional Stakeholder Group includes key, affected members of the central coast region who are able and willing to provide information that will assist in the development of the proposed alternative networks of marine protected areas along the central coast. The director of the Department and the central coast liaison of the task force solicited nominations, and selected from the nominees a representative group that will meet regularly over the course of the central coast process... (MPF, p.15)

The overall balance sought was generally characterized as between consumptive users (e.g., commercial and recreational fishermen, consumptive divers) and non-consumptive interests (e.g., non-consumptive divers and kayakers, and conservationists). It was apparently also important to select stakeholders who, collectively, had detailed and intimate knowledge of the entire central coast study region, or significant portions of it. According to the MLPA I – Team, in addition to determining which organizations would participate as stakeholders, it also carefully considered whether individuals who would represent their organizations could work collaboratively as specified in the original announcement for membership

In the end, the BRTF and the director of the DFG approved the selection of a stakeholder group, which was ultimately comprised of 32 primary representatives, and 24 alternates.<sup>5</sup> See Appendix A for list of stakeholders.

Two additional facts are worth noting at this juncture. First, the alternate representatives were selected by the MLPA I-Team with assistance from the BRTF and the DFG, rather

---

<sup>5</sup> As of November 2005

than by the primary representatives themselves. Second, the selection process for the primary and alternate representatives was essentially completed prior to the engagement of the lead facilitators (CONCUR), who thus played no role in selecting stakeholders.<sup>6</sup>

### **Participant Feedback:**

In our assessment, we sought feedback on the stakeholder group size and balance. The two criteria are somewhat related, to the extent that relative size in stakeholder process design is often a function of the attempt to achieve balanced and inclusive representation and decisionmaking. Another issue related to stakeholder group design which arose in the course of interviews with participants involves the selection and functioning of alternates, which will also be addressed in this section.

Our online polling revealed that, on average, the respondents felt that the CCRSG was a bit too large (4.08 on a scale of 1 (too small) to 6 (too large) with standard deviation of 1.35<sup>7</sup>). In comments both in the surveys and in interviews, only one or two participants argued that the group should have been larger to accommodate more interests. Although many felt that the group was appropriately sized to accommodate all the interests necessary to create a balanced and comprehensive representation, most respondents still argued that the plenary meetings seemed too large.

The unusual size of the plenary meetings was tied both to the relatively large number of primary stakeholders and to the high rate of attendance and participation among the alternates. According to the seasoned lead facilitators, "...we were effectively facilitating plenary groups of about 60-70 people. Even with the plenary deliberations focused on the primary [members], this runs to the high-end of the size of stakeholder groups we have facilitated". (CONCUR, p.8) Of those who found the group too large, concerns fell into two areas. First, some expressed concern that, while a large group may have been necessary and positive in terms of including a wide range of interests, as well as helpful for fact-finding, the size of the group made decision-making unwieldy and difficult. The more common concern, however, seemed to be that there were too many people representing very similar interests and that the various constituencies could have been better streamlined. This latter argument came predominantly from the non-consumptive users, who felt that the fishermen and harbormaster representatives, who ended up speaking largely with one voice, could have had fewer representatives. Consumptive users articulated a similar concern, though with less frequency, regarding the possibility of streamlining representation among the non-consumptive divers. The streamlining issue obviously crosses over into the issue of composition and balance and not just size.

---

<sup>6</sup> However, CONCUR did interview a majority of the primary representatives prior to the first CCRSG meeting.

<sup>7</sup> The average for a 1-6 scale is 3.5. The standard deviation indicates the distance on either side of the average within which approximately 2/3 of the respondents fell. See Appendix D for all the results from the 1-6 scaled questions from the survey.

Regarding the overall balance of the CCRSG, the online survey responses were normally distributed but leaning slightly more toward “poorly balanced” than “well balanced” (3.16 average on a scale of 1 (poorly balanced) to 6 (well balanced) with 1.40 standard deviation). The survey and interviews revealed several issues of concern with respect to balance, including 1) consumptive vs. non-consumptive users; 2) localized vs. statewide users; and 3) completeness (i.e., whether any important interests were excluded from the table).

The balance between consumptive and non-consumptive users was a conscious design choice by the BRTF and the DFG and of great importance to those interviewed. Despite the occasional complaint (e.g., that there were too many diver representatives or that consumptive users whose livelihoods depend on the water should make up more than a majority of the seats), the consumptive users supporting Package 1, along with many of the BRTF members and DFG staff, felt that the CCRSG was essentially fairly balanced. Supporters of Package 1 pointed out on more than one occasion that, “there are 16 of us (fishermen and harbormasters) and 15 of them, which seems balanced”.<sup>8</sup>

Arguments that the CCRSG was not well balanced came more from the non-consumptive users and particularly from supporters of Package 2, many of whom argued that the non-consumptive users were a very diverse, non-aligned group. One Package 2 supporter stated during an interview, “It’s 16 of them [consumptive users] and 15 hodgepodge representatives trying to represent everyone else.” There were also some CCRSG members who did not clearly fit into either the consumptive or non-consumptive camps, and many of these members took a leadership role in formulating compromise Package 3. Although the BRTF members interviewed generally felt that the CCRSG was appropriately balanced, one individual felt that the membership was “totally stacked for consumptive users”.

The decision to base stakeholder selection primarily on localized interest and knowledge of the central coast resonated with most of the interviewees. However, some supporters of Packages 2 and 3 argued that the waters off the central coast are a statewide resource, if not a national and international resource, and that the CCRSG was not properly balanced between localized and broader geographic interests. But even while arguing for bolstering statewide representation, these critics still agreed that representation should disproportionately favor those with local expertise.

When asked whether any important interests that should have been included in the CCRSG process were left out, one or more participants mentioned the following groups:

- Representatives of coastal communities without large harbors
- Shore fisherman
- Kayak fisherman
- Surf riders
- Public at large

---

<sup>8</sup> Some fishermen argued that consumptive users should have higher representation than roughly 50/50 since they would be the most financially impacted.

- Tourism industry
- Educators

Aside from the expressed desire of many participants for better streamlining the representation of certain groups with similar interests, there was little concern that any organization at the table should not have been present (i.e., was not a legitimate stakeholder). A few interviewees did not understand why there should be a seat for an artist, while others were confused about what interest group an emeritus professor was supposed to be representing.

The decision by the MLPA I-Team, BRTF, and DFG to select alternates from a pool of candidates seemed to elicit frustration among supporters of all packages. While the I-Team, the BRTF, and the DFG may have viewed selecting alternates as a way to guarantee inclusion of a wider range of organizations, participants did not perceive it this way. Many stakeholders, instead, saw this as an inexplicable “shotgun marriage”—arranged from on high without sufficient regard for personal chemistry or shared perspective. Stakeholders pointed out several cases in which the pairings resulted in alternates who did not share similar perspectives with their primaries, and, who, on occasion, “actively disagreed” with their primaries during meetings.

## **V. Phase I: CCRSG Start Up (June-September 2005)**

### **Description:**

During the first four CCRSG meetings, the process was largely focused on developing ground rules, regional goals and objectives, and on reviewing the regional profile. Ground rules covered a range of topics, including representation, participation and collaboration, decision making rules, media contact, and other important roles and responsibilities, and they were unanimously adopted at the first meeting, in June 2005.

The regional goals were largely taken directly from the MLPA itself, while the regional objectives were intended to be more specific and measurable statements describing what would have to be accomplished in order to attain specific regional goals. The regional goals were adopted during the second CCRSG meeting, and the regional objectives, which took up a substantial amount of time in the second and third meetings, were not adopted until the fourth CCRSG meeting in September 2005 (and even then they were considered “provisional”, as they were still subject to BRTF approval). The CCRSG also agreed to add numerous “design considerations” that should be considered in the design and evaluation of marine protected areas. One key design consideration, for example, was to avoid negative socio-economic impacts (CONCUR p. 95

Ultimately, the CCRSG adopted the goals and objectives by consensus. As described below, the ground rules were subsequently used throughout the remaining meetings, but the regional goals and objectives were not rigorously applied during the MPA package formation and adoption processes, as they took a back seat to the SAT sizing and spacing guidelines.

At the second and third CCRSG meetings, the stakeholders reviewed and commented on the regional profile prepared by the MLPA I-Team. The central coast regional profile is a 186 page document (including appendices) which provides background information and data on the biological, oceanographic, socioeconomic, and governance characteristics of the MLPA Central Coast Study Region.. Beginning at the third meeting, and periodically throughout the remainder of the CCRSG meetings, the stakeholders also heard presentations from the SAT on a variety of topics related to existing MPAs and the design of an improved MPA network component.

### **Participant Feedback:**

The online survey results shown below indicate that the stakeholders on average felt that the ground rules were fairly helpful but that the goals and objectives were less so:

Online Survey Question: *How helpful did you feel the following work products were in completing the overall work of the CCRSG (on a scale of 1- very unhelpful to 6- very helpful)?*

<u>Topic</u>	<u>Average</u>	<u>Standard Deviation</u>
Ground rules	4.50	1.50
Regional Goals	3.79	1.59
Regional Objectives	3.54	1.67

Interviews with participants shed additional light on this topic. While stakeholders and others we interviewed were relatively positive about the development and application of the ground rules, regardless of their ultimate package preferences, this was not the case with regard to the regional goals and objectives. Supporters of Package 1 felt that the discussions regarding the regional goals and objectives were very important because they allowed the stakeholders to voice many of their concerns regarding the MLPA generally, and the need to balance protection with economic impacts, specifically. Although the language in the following regional objective statement was not as strong as they had originally sought, those who ultimately supported Package 1 considered its inclusion an important early victory:

Under Goal 5: 1) Minimize negative socio-economic impacts and optimize positive socio-economic impacts for all users, to the extent possible and if consistent with the Marine Life Protection Act and its goals and guidelines.

Supporters of Packages 2 and 3, who commented on this issue, acknowledged that some important ice-breaking conversations occurred during the regional goals and objectives discussions, which helped participants to get to know each others’ interests. However, they generally viewed this part of the process much more negatively than did supporters of Package 1. First, they pointed out that the MLPA includes well-articulated goals, and translating them into more localized, regional goals and objectives provided little additional benefit. Second, they lamented taking up significant portions of three meetings on these discussions—precious time that they felt could have been much more productively spent developing MPA packages and negotiating. Lastly, they stated that the regional goals and objectives were rarely used later during the process, and that the primary means for judging the success or failure of MPA packages were the SAT guidelines rather than the regional goals and objectives.<sup>9</sup> This latter point was also a frustration of the Package 1 supporters, as they wanted the regional goals and objectives applied more directly. Members of the MLPA I-Team and the facilitation team also expressed surprise and some frustration with the unanticipated time and effort it took to nail down the regional goals and objectives. The lead facilitator’s report points out that “...CCRSG members used the Goals and Objectives discussion as a “stalking horse” for the (much later) delineation of MPAs.” (CONCUR, p. 28

---

<sup>9</sup> MLPA I-Team members point out that the purpose of the Objectives is different from the SAT guidelines; since the Objectives will be used to evaluate the ultimate success or failure of the adopted MPAs as they will play a role in developing a research/monitoring program and evaluating the individual MPAs

Survey respondents and interviewees also found the regional profile presented by the MLPA I-Team only mildly helpful (3.88 with 1 (very unhelpful) and 6 (very helpful)). The interviews generally revealed that, while the regional profile should have been very helpful in theory, in practice it was not fully explored in the CCRSG meetings and was hardly used by the stakeholders in crafting their MPA packages. Many stakeholders and MLPA I-Team staff saw this as a lost opportunity. While it is not completely clear why this opportunity was not fully exploited, it appears to be a combination of: 1) the profile not being fully ready at the start of the process; 2) inadequate time to verify its content through discussions with the stakeholders who were largely selected for their substantial local knowledge; and 3) inadequate time to fully utilize the data in the packaging process. In addition, some stakeholders complained that the regional profile was just too data-intensive to be readily used. The MLPA I-Team hopes to have a regional profile prepared prior to beginning any future RSG process.



## **VI. Phase II: MPA Package Formation at the CCRSG (September-December 2005)**

### **Description:**

Following the final adoption of ground rules, goals and guidelines at the fourth CCRSG meeting in September, the groups split into northern and southern breakout sessions to learn about and assess existing MPAs. At the fifth CCRSG meeting in October, after receiving guidance from the BRTF on forming MPA packages and receiving a demonstration of a software tool developed under contract (IMSG) for use in evaluating MPA packages, the group reviewed a preliminary evaluation of existing MPAs, and then turned its attention to proposing new candidate MPAs. In the course of the brainstorming session for potential new MPAs, CCRSG members proposed between 500-700 different MPAs!<sup>10</sup>

Between the fifth CCRSG meeting in October and the sixth CCRSG meeting in November, coalitions of stakeholders, responding to MLPA I-Team staff guidance to develop alternative packages of MPAs, developed two discrete MPA packages—one by commercial and recreational fishing interests (and harbors) (Package 1), and the other by non-consumptive interests (Package 2). The MPA packages combined individual MPAs along the central coast into a central coast MPA network component that, in theory, under the MLPA, would ultimately be connected to other network components to the north and south stretching from Oregon to Mexico and including offshore islands. In addition to the two packages proposed by CCRSG group members, the BRTF invited and received MPA package proposals from non-CCRSG members—six “external” packages were submitted.<sup>11</sup>

At that sixth meeting, supporters of the two CCRSG packages presented their packages, and the MLPA I-Team staff presented the “external” packages and provided some initial analysis of the ways in which all the proposals met or did not meet the terms of the MLPA Initiative Master Plan Framework, specifically the scientific guidelines. Ecotrust, a consultant hired to conduct socioeconomic analyses, then presented its research methods and the results of its assessment of the location and economic value of recreational and commercial fishing along the central coast.<sup>12</sup> CCRSG members then caucused to discuss possible modifications to their initial MPA package proposals. In the course of this two-day meeting, a splinter group formed, comprised of about a half-dozen CCRSG members, in an attempt to find areas of convergence between the two proposed packages. The MLPA I-Team welcomed this effort to find areas of convergence and

---

<sup>10</sup> Most of these were variations of a core group of potential MPAs according to the MLPA I-Team.

<sup>11</sup> Three of these proposals were complete MPA network components for the entire central coast (NRDC, Oceana, and Canestro/Morrissey), and the other three were for specific areas on the central coast (Helping Our Peninsula’s Environment, and two separate proposals from the Point Reyes Bird Observatory).

<sup>12</sup> Ecotrust collected new data only on commercial fishing and not recreational fishing, but analyzed DFG data on salmon and rockfish recreational fishing when evaluating packages.

provided GIS technical assistance, as was available to all members of the CCRSG. Its effort resulted in the beginnings of a third package (Package 3).

Prior to the seventh meeting, the SAT completed an analysis of Packages 1, 2, 3 and the external packages and presented its findings to the BRTF at its November 29 meeting. The SAT analysis and subsequent BRTF guidance to the CCRSG was summarized at the beginning of the seventh and last formal meeting of the CCRSG on December 6. At the BRTF's request, CCRSG members used a straw voting process to winnow down the number of packages under active consideration from eight to three. They also discussed ways to increase areas of convergence and to decrease areas of divergence among the packages. The only substantial change made to packages in the course of the final meeting was an agreement to combine two competing versions of Package 2 (from non-consumptive and conservation interests). Before the meeting ended, supporters of each package selected individuals to serve as "package leads or point persons" to assist with coordination and consultation on their respective packages after the CCRSG process formally ended. The MLPA I-Team laid out a process for completing each of the three MPA packages by the December 15 deadline and discussed the next steps in the process.

### **Participant Feedback:**

In this section we touch on several issues relevant to this phase of the CCRSG process, including the goal of developing multiple vs. a single package of MPAs, the Ecotrust study on socioeconomic impacts, the SAT evaluation of MPA packages, and MLPA I-Team support.

#### ***Goal of developing multiple packages vs. a single package of MPAs and overall MPA package process:***

Secretary for Resources Mike Chrisman clarified in the course of the interview we conducted with him that the decision to have the CCRSG focus on creating multiple packages of MPAs rather than attempt to reach a consensus on a single package was a conscious and clear one. It was driven largely by the perceived failure of the Channel Islands process that had been structured around attempting to reach a consensus on a single package of MPAs. As MLPA I-Team Executive Director Kirlin pointed out to the evaluation team, this conscious choice was reflected in the MOU, in Secretary Chrisman's charter for the BRTF, and in the MPF (which the BRTF reviewed and approved).

##### **In the MOU:**

The Master Plan Framework will also include a timeline to design and implement MPAs in phases by region, beginning with the development of alternative networks of MPAs for one specific region, namely, an area along the central coast, as part of the first phase. (MOU, p.2)

##### **In the BRTF Charter from Secretary Chrisman:**

The charge to the Task Force is to...oversee a regional project to develop a proposal for alternative networks of marine protected areas in an area along the central coast to present to the Commission by March 2006 (BRTF Charter, p.1)

And under the Master Plan Framework, the charge to Stakeholders:

Task 3.1: Assemble MPA proposals into alternative proposals for the region;

Task 3.2: Evaluate these alternatives against regional goals, objectives, the MLPA, and other relevant state law;

Task 3.3: Identify potentially significant positive and negative impacts (ecological and socioeconomic). (MPF, pp.22-23)

Despite clarity regarding the goal of multiple packages, as reflected in the documentation, and notwithstanding the MLPA I-Team’s insistence that this message was conveyed consistently and often to CCRSG members, our interviews and surveys revealed confusion among the CCRSG members and the BRTF members alike on this central organizing goal. In our online survey, for instance, we asked the following question with the response shown below:

Online survey question: <i>“I understood that the primary objective of the CCRSG process was to attempt to develop:”</i>	
Multiple packages of MPAs	7 respondents (29%)
A single consensus package of MPAs	6 respondents (25%)
Other (please specify)	11 respondents (46%)

Comments of those who chose “Other” are reproduced anonymously in Appendix E and reveal a wide range of responses—some consistent with a single or a multiple packages objective, and others indicating either a lack of understanding of the goal or a belief that the goal was, in fact, both a single package and multiple packages. For instance, one survey respondent seemed to capture the spirit of the confusion, which was also reflected in our interviews with CCRSG members: “Ideally a single consensus package, realistically multiple packages that would be evaluated by the SAT, with the BRTF forwarding a preferred package”.

The confusion seems to come from two sources. Although the MLPA I-Team asserted that the primary objective of the CCRSG process was to create multiple packages, CCRSG members reported that they often received encouragement to strive for convergence, if not consensus, wherever possible. One CCRSG member, in response to an online survey question, described the situation as follows:

The RSG was told from the very first meetings that if we did not agree, the BRTF and F&GC would “split the baby” and we were risking someone else making the decisions for us. We were told that if we could agree, it was very likely that the BRTF and F&GC would support our consensus product, and thus coming to agreement was the best way to extend control over the outcome. This was repeated over and over again at initial RSG meetings.

Another major source of confusion stemmed from the BRTF itself. As the process progressed, many CCRSG members felt that the BRTF was sending increasingly strong signals that it preferred to receive a single, consensus package of MPAs rather than

multiple packages. In our interviews with five BRTF members, all, including the chair, expressed a desire (and for some an expectation) to receive, if possible, a single consensus package from the CCRSG.

My assumption on the BRTF was that we were looking for a consensus to avoid having to make tough choices and to strengthen the credibility of the results. Although this may not have been initially communicated, we were clear in public meetings and to staff. (First BRTF member)

Our ultimate goal [from the CCRSG] was a consensus package, though it may have been a wild dream. (Second BRTF member)

Our chair felt strongly that the goal of the CCRSG process should be consensus. This is a good goal, as stakeholders need to move from their positions. (Third BRTF member)

Early on I didn't think the CCRSG members could agree on one package, but set it as a goal. (Fourth BRTF member)

It was my hope that stakeholders would reach a consensus on a single package, and it's total news to me that the [MLPA I-Team] staff was asking the CCRSG members to settle on multiple packages. (Fifth BRTF member)

Upon reflection, members of the MLPA I-Team acknowledged that the BRTF probably had not fully internalized the goal of multiple packages, and that the I-Team itself had not spent as much time clarifying this overarching goal with the BRTF as it felt it had with CCRSG members.

Beyond the confusion regarding the CCRSG goal of creating multiple packages vs. a single package, an important question to ask is whether a single package was either desirable or attainable. Clearly, from the BRTF's perspective it was desirable. But interviews with CCRSG members and others reveal a range of opinion. Many supporters of Packages 1 and 2 felt that while a consensus package might be desirable the two sides were just too far apart for a single package to be realistic. Others, particularly supporters of Package 3, felt that there was sufficient commonality among the proposals and that, with more time and the right structure and incentives to settle, a single package might have been possible. Some pointed out that a single package for most of the central coast may have been possible, but that consensus on certain contentious areas, such as Monterey Bay with its high user conflicts, would have been difficult to attain. One BRTF member, noted that over time, and after receiving feedback from the SAT and BRTF, the packages had substantially converged, and that given more time, the BRTF could have continued to intervene in a quasi-mediator role to drive CCRSG members toward agreement on a single package.

Another important issue that came up in the course of the interviews was that most CCRSG members interviewed, regardless of which package they ultimately supported,

felt that there was an insufficient amount of time within the CCRSG process itself to develop MPA packages. As one of the leads for Package 1 described it:

California Fisheries Coalition put together its package completely outside the CCRSG process. The CCRSG never had a coherent plan for developing packages, but even if it had and it was perfectly orchestrated, we couldn't have done it in three meetings.

Clusters of CCRSG members developed the first drafts of Packages 1 and 2 between the October and November meetings. That left only the November and December meetings in which to modify the packages (compared to four meetings early on to develop and adopt the regional goals and objectives). Many of the CCRSG members and others we interviewed were particularly frustrated that there was little time or space to collectively explore the proposals and look for common ground at the CCRSG meetings themselves. Package 3 supporters splintered from the other group to attempt this on their own, but they were frustrated that they had little time to do so. Coming together in the last stage in the CCRSG process, the Package 3 proponents couldn't attract many others to join them—as Package 1 and 2 supporters were busy trying to hold their respective coalition together and fine tune their packages. However, at that last meeting, in the third and last round of straw voting, 24 of 27 CCRSG members did vote for Package 3 as their 2<sup>nd</sup> choice (CONCUR, p.41). Facilitators and MLPA I-Team staff did facilitate some discussion about geographic areas where there seemed to be “convergence” at the last meeting in December, but additional refinements by individual package proponents were made primarily after the formal CCRSG ended.

***The Ecotrust Study on Socio-Economic Impacts:***

The MLPA, MOU, and MPF all make reference to identifying potentially significant positive and negative socio economic impacts, but provide little detail on how this should be done. As described above, many CCRSG members, most notably the fishermen and harbor masters that ultimately supported Package 1, argued strongly both for clear regional goals and objectives stressing the importance of socio-economic factors and for the MLPA I-Team to sponsor a detailed study to assess these potential impacts. However, the Ecotrust study that was commissioned was ultimately considered unsatisfying by CCRSG members for a variety of reasons.

During the course of the study itself, in which each fisherman was asked to distribute 100 pennies on maps of the central coast waters in an effort to identify the most valuable fishing spots, an Ecotrust staff member apparently (inadvertently) violated the confidentiality agreement with an individual fisherman, which upset the fishing community. The fishermen also discovered several mistakes in the data that further eroded their trust in the study. More centrally, the fishing community felt that the data was not sufficiently comprehensive because it didn't track the socio-economic impacts of fishing from the primary producer/user through the broader fishing community (e.g., boat makers, fish processors, hotels, etc.). The fishing community also did not think it was right that one of the principals at Ecotrust was also a SAT member. In the end, the fishing community, which had been the main advocate for conducting a socio-economic

study, became the leading critic of the Ecotrust study. One fisherman seemed to express the frustration of the community when he said during a focus group, “The Ecotrust study really became a study of valuable fishing areas (which we already knew) so that they could put [no-fishing] fences around them.”

But the other CCRSG stakeholders were also frustrated by the Ecotrust study, albeit for somewhat different reasons. First, the Ecotrust study came out relatively late in the process (this frustration was also shared by the fishing community). Second, the detailed data had to be kept confidential. This apparently resulted in this strange dynamic in which the MLPA I-Team, including the DFG staff, would provide feedback on the impacts of proposed packages from a map and database that the stakeholders couldn’t access. The end result was that CCRSG members couldn’t easily incorporate the potential socio-economic information in making tradeoffs to limit adverse impacts among different MPA areas and designs, since they only got a sense of these impacts after they had already made proposals.

Supporters of Packages 2 and 3 and some of the BRTF members we talked with also felt that the Ecotrust study was not sufficiently comprehensive, but for different reasons than Package 1 supporters. They argued that the Ecotrust study was too narrowly defined because it did not attempt to assess the potential positive impacts on non-consumptive uses of the central coast, such as on recreational diving and tourism.

Many of the CCRSG members and some of the BRTF members interviewed argued that a much more comprehensive socio-economic impact assessment should have been done on the central coast and should be done in a timely fashion for the next region. Representatives of the fishing community expressed support for broadening such a study to include non-consumptive impacts, though they are skeptical that this will show much impact. Specifically, they do not see how increasing particular MPAs can be readily linked to increases in non-consumptive uses and therefore non-consumptive related benefits (as opposed to the fishing impacts which are more readily quantifiable).

Some of the CCRSG and BRTF members we interviewed, as well as the MLPA I-Team, questioned the extent that the MLPA obligates such a detailed look at socio-economic impacts, raised issues about the complexity and cost of conducting such a study, and seriously questioned whether it would be worth undertaking. They acknowledged that additional policy guidance on this issue from the state is needed. Quotes from BRTF Chairman Isenberg and MLPA I-Team Executive Director Kirlin underscore these points of view:

It’s almost impossible to do a comprehensive [socio-economic] analysis, and it’s not required by the MLPA. It’s very complicated if few are severely impacted but hardly anyone else is, and there’s little overall impact on the California economy. (Isenberg Interview)

The Act says use best available science and data, but there’s not much existing data...It’s extraordinarily difficult to get fishing data, and not possible to get non-

consumptive impact data at a similar spatial resolution... We need a policy recommendation from the Fish and Game Commission on this issue. (Kirlin Interview)

***The SAT Evaluation of MPA Packages:***

The Evaluation Sub-Team of the SAT was charged with developing and then applying MPA sizing and spacing guidelines for evaluating proposed MPA packages consistent with the MLPA. Everyone interviewed agreed that over the course of the CCRSG and BRTF processes these guidelines became de facto minimum thresholds that each package was required to meet. Many CCRSG members pointed out, often with frustration, that these guidelines essentially trumped the regional goals and objectives that were never rigorously applied to the proposed packages.

Like other important tools and data in the CCRSG process, the SAT evaluation framework was not available at the start of the process but was under development and refinement right through the end of the formal CCRSG process and into the BRTF finalization process. This was of great concern to many of the CCRSG members, especially those supporting Package 1, who felt that the SAT guidelines and metrics were an “endlessly moving target” which was often being changed to disqualify their package. MLPA I-Team staff and SAT members in our focus groups explained that they were not making fundamental changes over time, but simply refining the guidelines to make them more feasible to implement.

Package 1 supporters also expressed deeper and more fundamental concerns about the scientific assumptions that served as the underpinning for the SAT sizing and spacing guidelines, as well as about the make-up of the SAT. For instance, they argued that the theory of “larvae transport” was seriously flawed; as the fishermen don’t fish for or catch larvae, spacing MPAs for larvae transport purposes was unnecessary. They also argued that substantial additional fisheries regulations had been put in place in California since the MLPA passed, making MPAs largely redundant and unnecessary.

These concerns regarding the underlying science and the overlays of fisheries management regulations, led the Package 1 supporters to argue that the SAT should include marine fisheries scientists and not just eco-system based scientists. They also felt that some of the SAT members were “advocates” for MPAs and had conflicts of interest because they had funded research on MPAs. Without necessarily joining the Package 1 supporters in their questioning of the underlying science, other interviewees did not disagree that the SAT should include at least one scientist with marine fisheries management expertise in the future. According to the MLPA I-Team, this was an issue that the DFG tried to address in this round, but the marine fisheries scientists that were approached either wouldn’t join the SAT, or joined and then left. (See Harty/John for more on this issue)

Another finding from the interviews is that CCRSG members across all packages wanted to have more direct and interactive contact with the SAT members. Apparently, to avoid overwhelming the volunteer SAT members, all questions for and answers from the SAT

(between CCRSG meetings) were conveyed through the MLPA I-Team. This frustrated CCRSG members who wanted to be able to discuss science issues with the scientists directly, and to seek advice from the scientists in crafting their respective packages rather than only having the scientists react to the packages after they were proposed. However, one countervailing issue mentioned by several CCRSG members is that when they were able to speak with SAT members individually, they would occasionally receive contradictory takes on a particular issue from different SAT members, which was confusing.

In addition to nailing down the scientific guidelines prior to starting the next area, being able to talk directly to SAT members, and recruiting at least one scientist with marine fisheries expertise, interviewees made several additional suggestions related to the SAT. First, numerous CCRSG members and others mentioned that SAT members or any consulting firms they are associated with should probably not be eligible to take contracts from the MLPA-Initiative (as Ecotrust had). That said, some interviewees also advocated paying SAT members an honorarium of some sort in order to attract and retain a greater range of scientists from different backgrounds.

***Staffing the CCRSG Process:***

The MLPA I-Team consisted of a dozen people comprised of executive/general administrative personnel, project managers, and facilitators/other consultants. DFG staff worked alongside the MLPA I-Team, and their role and contribution is discussed in the following section of this report. The MLPA I-Team included the following members:

<b>MLPA I-Team</b>			
<b>Executive/General Administrative Staff</b>	<b>Project Management Staff</b>	<b>Facilitators/Other Consultants</b>	<b>Planning/Data Acquisition/ Analyses/ Presentations</b>
John Kirlin, Executive Director	Mike DeLapa	Scott McCreary & Eric Poncelet, CONCUR	Mary Gleason
Mike Weber	Rita Bunzel	Don Maruska	Evan Fox
Melissa Miller-Henson		Kirk Sturm	
Amy Boone			

The MLPA I-Team carried out a wide range of functions in support of the CCRSG and BRTF processes, including overall project management, analytic support, document development and communications management, and facilitation. In our interviews we asked CCRSG members to comment on the overall contributions and effectiveness of the MLPA I-Team. In our questioning we asked CCRSG members about the facilitators separately from the rest of the MLPA I-Team, and had follow up questions related to any perceived bias or partisanship in addition to their overall contributions and effectiveness.



The vast majority of those we spoke with were overwhelmingly positive about the MLPA I-Team's contributions and effectiveness. They felt that the Team was comprised of competent, high-caliber people who were accessible, responsive and productive. Many worried that such a good team would be very hard to replicate in future study areas.

Only a few Package 1 supporters felt that some of the MLPA I-Team members harbored biases, which they characterized as favoritism toward "more and bigger MPAs". Most of those we interviewed felt that even if the MLPA I-Team had personal biases (which most of these interviewees did not observe), they did not observe partisan behavior. One Package 2 supporter said, "The MLPA I-Team was non-partisan, to our chagrin, even if their hearts may be with us." The main concern, raised by participants across the packages, was that the staff's preparation of Package S seemed to undermine some of the MLPA I-Team's credibility in the eyes of many CCRSG members. Although most recognized that Package S was foisted upon the MLPA I-Team by the BRTF, some argued that the I-Team should have refused. These participants argued that in undertaking Package S, the I-Team undermined the sense that it existed primarily to support the CCRSG's process to develop MPA packages.

The facilitation team was led by CONCUR, with independent consultants Don Maruska and Kirk Sturm pitching in as needed. Almost everyone we interviewed generally felt that the facilitation ranged from competent to excellent. They felt that the facilitators kept things rolling along, and helped to maintain a relatively peaceful and productive process. Some felt that the facilitation seemed to improve as the process evolved, pointing out that some of the early meetings had gotten bogged down and were too slow. Others felt that an even stronger facilitation style should have been used at times to keep things moving and to better deal with a few dominating CCRSG members.

CCRSG members we interviewed across all packages did not sense bias or partisan behavior on the part of CONCUR staff. A few interviewees did, however, feel that one of the consultants who pitched in to facilitate occasionally did demonstrate partisan behavior (in favor of the fishermen) and pointed to an incident of unfairly recording comments during a meeting on a flip chart.

## **VII. Phase III: MPA Package Refinement at the BRTF and DFG (December 2005-June 2006)**

### **Description:**

Following the formal ending of the CCRSG process after the December 6/7 meeting, Package 1, 2, and 3 proponents further refined their packages largely in response to the BRTF's direction. The BRTF specifically told Package 2 and 3 proponents at its January meeting to make efforts to reduce the potential socio-economic impacts on fishermen, while telling Package 1 proponents that they needed to do a better job of meeting the SAT guidelines. The BRTF had also let CCRSG members know that they would appreciate getting one consensus package.

The package proponents submitted their packages by the December 15 deadline, and the MLPA I-Team then forwarded them to the BRTF and to the SAT for evaluation. At the January 31 BRTF meeting, the BRTF reviewed the latest set of packages from the CCRSG, and then requested that the MLPA I-Team prepare its own package for the BRTF to review (this was later called Package S). According to several BRTF members, the request for staff to prepare a fourth option was due to the lack of convergence on a single option among the CCRSG membership. The BRTF's request apparently caught CCRSG members and the MLPA I-Team alike by surprise and, as discussed further below, created great concern across the CCRSG membership.

Prior to the March BRTF meeting, the MLPA I-Team developed Package S and the other package proponents continued to meet in caucus to further refine their package proposals. In further refining their packages, the members were trying to address SAT and BRTF feedback, as well as DFG's request that the MPA boundaries (other than at the high tide line) be straight (preferably north-south/east-west) lines to simplify enforcement. All four packages were then submitted to the SAT for evaluation and presented at the March BRTF meeting.

In response to substantial concerns expressed by CCRSG members and the public about both the concept and specifics of Package S on the first day of the two-day BRTF meeting, the BRTF the next morning, asked the Project 3 leads to caucus with the MLPA I-Team to essentially merge packages 3 and S, into a new Package 3R. Later in the meeting, in another highly controversial move, the BRTF voted to unilaterally make some changes to Package 2, to rename it Package 2R and to make some additional changes to 3R. The BRTF then voted to forward Packages 1, 2R, and 3R to the DFG, but was split regarding which to recommend as its preferred alternative. Two BRTF members voted to support Package 2R as their preferred alternative, three members voted for Package 3R, and none of the BRTF members voted for Package 1.<sup>13</sup> So Package 3R became the official BRTF preferred alternative.

---

<sup>13</sup> One of the BRTF members had to leave early and so did not vote, but subsequently wrote a letter also throwing his support to 3R. Another member who was not at the meeting at all, also subsequent to the meeting expressed support for Package 3R—thus effectively making it a 5-2 decision.

A summary of the three packages appears in the table below. The total combined area proposed for some level of protection ranges from 171 square miles, or 15% of the study area, in Package 1 to 221 square miles, or 19% of the study area, in Package 2R, with Package 3R essentially right in the middle, at 17%. It is important to note, however, that even Package 1 proposes more than tripling the total area in MPAs from current levels of less than 4%.

**Overall Summary for Package 1 (2/9/06 version)**

Type of MPA proposed <sup>1</sup>	# Proposed	Area (mi <sup>2</sup> )	% of Study Region
State Marine Reserve (SMR)	21	59.56 mi <sup>2</sup>	5.18%
State Marine Park (SMP)	1	4.41 mi <sup>2</sup>	0.38%
State Marine Conservation Area (SMCA)	7	107.37 mi <sup>2</sup>	9.34%
All MPAs combined	29	171.33 mi <sup>2</sup>	14.90%

**Overall Summary for Package 2R (3/15/06 version)**

Type of MPA <sup>1</sup>	# proposed	Area (mi <sup>2</sup> )	% of study region
State Marine Reserve (SMR)	21	147.68 mi <sup>2</sup>	12.84%
State Marine Park (SMP)	1	9.84 mi <sup>2</sup>	0.86%
State Marine Conservation Area (SMCA)	8	63.93 mi <sup>2</sup>	5.56%
All MPAs combined	30	221.45 mi <sup>2</sup>	19.26%

**Overall Summary for Package 3R (3/15/06 version)**

Type of MPA <sup>1</sup>	# Proposed	Area (mi <sup>2</sup> )	% of Study Region
State Marine Reserve (SMR)	18	110.00 mi <sup>2</sup>	9.56%
State Marine Park (SMP)	3	7.54 mi <sup>2</sup>	0.66%
State Marine Conservation Area (SMCA)	10	80.84 mi <sup>2</sup>	7.03%
All MPAs combined	31	198.38 mi <sup>2</sup>	17.25%

Package 1 places approximately 35% of the area comprised by its MPAs in the most restrictive classification (SMR), compared to 67% for Package 2R and 55% for Package 3R. The packages also differ in how they handle specific locations, for example Monterey Peninsula, which was the source of extensive debate.

The DFG staff took the handoff from the BRTF to prepare its own analysis and recommendations to the Fish and Game Commission, as is required under the MOU. Rather than simply endorse one of the 3 options forwarded by the BRTF as its preferred alternative, the DFG created its own preferred alternative to forward with the three packages from the BRTF. As with the BRTF's decision to create Package S, this caught many of the CCRSG members off guard and raised a range of concerns, discussed below. While formulating Package P, which began with the BRTF's preferred alternative Package 3R, DFG staff continued to consult with CCRSG members and others.<sup>14</sup> According to the DFG, they made changes to address the following:

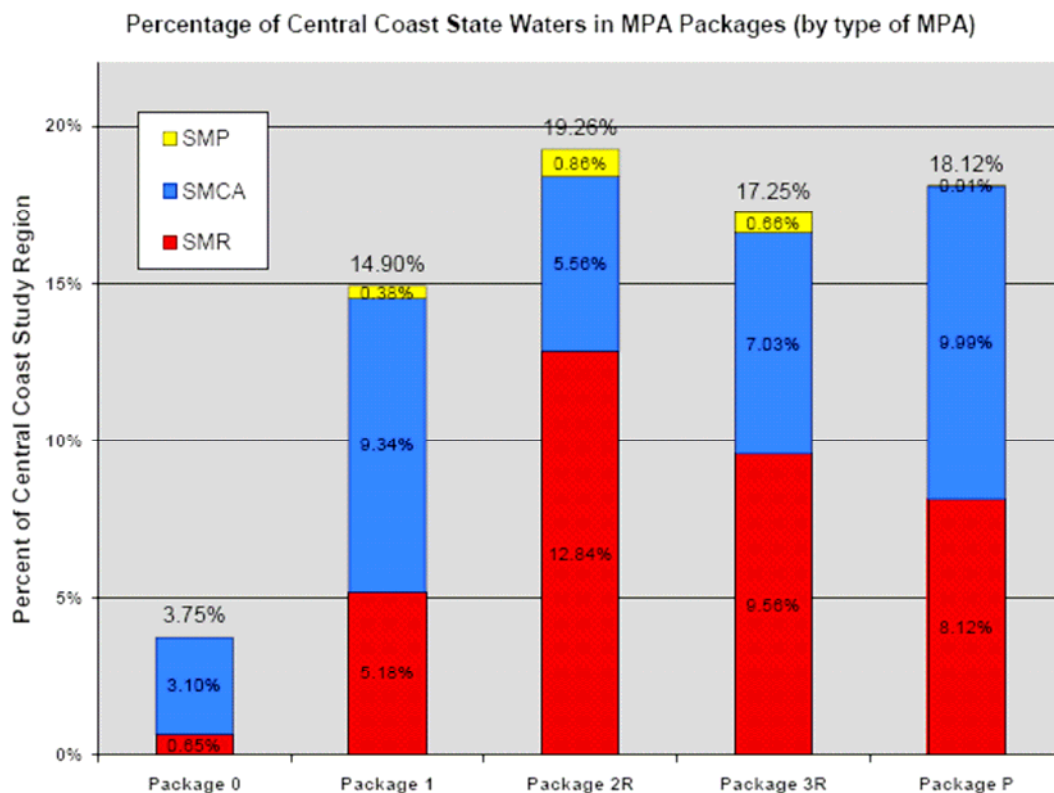
- Ensure that MPA boundaries and regulations were simple, clear, and easily

<sup>14</sup> DFG had more than 35 meetings with constituents during this period. (DFG, June 22 memo, p.4)

enforced;

- Consider key policy issues such as existing kelp harvest leases, shoreline fishing access, and user group conflicts;
- Ensure that the MLPA requirement to improve recreational opportunities in areas subject to minimal human disturbance was met for all types of recreation (both consumptive and non-consumptive);
- Wherever possible, reduce potential impacts to existing uses and use patterns; and
- Ensure that the scientific guidance provided in the process was fully considered.

On June 22, the DFG initially presented to the Commission its own preferred alternative, Package P, along with the three CCRSG packages forwarded by the BRTF, and Package 0, which is the status quo representing current MPAs. As shown below, Package P falls between Packages 3R and 2R in terms of total percent of the Central Coast region that would be protected, and between Packages 1 and 3R (and substantially less than Package 2R) in terms of percentage that would receive the highest level of protection (state marine reserves).<sup>15</sup>



<sup>15</sup> Note that we conducted all of our interviews and completed our online survey, prior to the DFG's release of proposed Package P.

The Fish and Game Commission will make a decision on the MPAs for the central coast either at its meeting in August or its subsequent meeting in November.

### **Participant Feedback:**

In this section we discuss participant feedback regarding the two central issues associated with this phase: the BRTF recommendation process, and the DFG analysis and recommendation process:

#### ***BRTF Recommendation Process:***

Based on our interviews and online survey, CCRSG members appear to have had a bit of a roller coaster set of feelings regarding the BRTF and its performance. Initially, many were skeptical about the fact that the overwhelming majority of the appointed BRTF members had little expertise or experience in fisheries or coastal ecosystem issues. But as the process got underway, most of the stakeholders came to appreciate the dedication, intelligence, and skills of the chair and of the more actively involved BRTF members. However, the decisions to pursue an independent staff-derived Package S, followed by the BRTF-directed changes to stakeholder Packages 2 and 3 at the March meeting, surprised and frustrated most of the CCRSG members.

At best, the BRTF request for staff to develop Package S and the subsequent BRTF decision to make unilateral changes to Packages 2 and 3 at the March meeting underscored a lack of clarity with respect to how the BRTF process was going to interface with the CCRSG package development process. In response to a question in our online survey regarding how clearly participants understood the way in which the BRTF was going to review and then make recommendations to the DFG on the MPA packages developed initially by stakeholders, the response was as follows: on a scale of 1 (very unclear) to 6 (very clear) the score was 3.08, with 2/3 rating it as 1-3 and 50% 1-2 indicating a significant lack of clarity. While everyone was aware that this was the first time through a new and complex process and that certain key procedures were essentially being created on the fly, most participants found the lack of clarity around the interface between the BRTF and CCRSG very frustrating.

The request for staff to develop an alternative (Package S) surprised and met with some initial resistance even from staff. From the BRTF's perspective, based on our interviews, members felt obligated to recommend a preferred alternative and decided that Package S could serve as a back-stop if something resembling a consensus package of MPAs did not emerge from the CCRSG process.<sup>16</sup> The BRTF was further motivated by the fact that, at this junction, it did not feel that any of the packages yet met the SAT guidelines. However, according to one of our interviewees, Package S proved to be nothing more than a "detour". Still, for other stakeholders in the CCRSG, the decision to develop Package S was "deflating."

---

<sup>16</sup> Activity 4.2 of the MPF required the BRTF to forward "...alternative proposals for MPAs, a preferred alternative...to the Department for its consideration and submission to the Commission." (MPF, p.32)

The BRTF's decisions at the March meeting first to marry Packages S and 3 into 3R and then to unilaterally make changes to Packages 2, which became 2R and to make additional changes to 3R, were met with even broader consternation among the CCRSG members than was the decision to pursue Package S in the first place. Numerous supporters of Packages 2 and 3 commented that once the packages were changed, "they weren't really our packages any more" and "we felt end-runned." Even a CCRSG member who benefited from one of the changes made by the BRTF felt that many of the changes had the feel of being, "nit picking, serendipitous, and arbitrary". One member observed that the new packages were embraced without comparable technical and scientific scrutiny:

...the result of the last minute effort to garner the majority of the BRTF's votes was bizarre. Here, after all of the careful work to meet scientific guidelines and minimize user disruption, a package is accepted without ANY scientific or socio-economic evaluation...That action flew in the face of the CCRSG's understanding of what sort of scrutiny each package would undergo.

The CCRSG members we interviewed for the most part believed that the BRTF would select its preferred alternative among the three options prepared by the CCRSG rather than either putting forward its own option or tinkering with the ones the CCRSG had put forward.<sup>17</sup> In our interviews, CCRSG members suggested that if the BRTF couldn't fully embrace any of the three CCRSG options, it should have taken one of two alternative approaches. One way was to leave the three CCRSG package options intact, but to include comments on each option to the DFG as to what it liked, disliked, and recommended changing. This way the CCRSG packages would remain unchanged but the BRTF could still make clear its preferences and suggestions. The second option suggested was to have had more time to iterate between the BRTF and the CCRSG enabling the CCRSG to take the BRTF's feedback and have the opportunity to make further refinements to its packages. This happened on a broad brush level after the January meeting, when the BRTF told Packages 2 and 3 to reduce socio economic impacts, and told Package 1 to meet SAT guidelines, but it never occurred at the level of detail discussed at the March meeting.

In the end, the BRTF's final recommendations seemed to generally reduce the overall satisfaction of the CCRSG members with the process as a whole. When asked how satisfied they were with the CCRSG process prior to the BRTF making recommendations, as reported above, members across the various packages reported being relatively satisfied with the process, and the online survey score of 3.46 on a scale of 1 (very unsatisfied) to 6 (very satisfied) supports that conclusion. When asked on the online survey about their level of satisfaction with the BRTF's final recommendations, the score dropped to 2.96. Not surprisingly, this dissatisfaction was extreme among the Package 1 supporters, who did not garner a single BRTF member vote—and at this point, many Package 1 supporters who had generally been supportive of the CCRSG

---

<sup>17</sup> Note that some CCRSG members did not think that the BRTF was supposed to be picking a preferred alternative in the first place—that this was reserved only for the DFG.

process expressed regret over having participated in the entire process. As one Package 1 supporter explained,

“The BRTF process made us [Package 1 supporters] feel betrayed. We didn’t feel that about the Stakeholder process.”

***DFG Analysis and Recommendation Process:***

After receiving the handoff from the BRTF, the DFG conducted its own analysis and developed its own preferred alternative Package P that was delivered to the Fish and Game Commission on June 22, 2006. [Given that we completed our interviews and surveys prior to that date, we did not collect feedback from participants on DFG’s actual preferred alternative recommendation. However, we did touch on the overall goals and process of the DFG to develop their recommendations in our interviews and survey.]

Interviewees, for the most part, did not feel they had a very clear idea from the outset of the CCRSG process of the eventual scope and scale of the DFG review. The online survey substantiated this when we asked how clear was their understanding about how the DFG would review and then make recommendations to the Commission on the MPA packages initially developed by stakeholders, scoring a 3.29 on a scale of 1 (very unclear) to 6 (very clear). The biggest surprise to both CCRSG members and several BRTF members related to DFG’s review was that they were planning to develop their own preferred alternative. Numerous respondents felt that this was inappropriate and that the DFG should have selected its preferred alternative among those forwarded by the BRTF. One BRTF member expressed their surprise and frustration as follows:

I was totally taken aback and not pleased when I discovered that DFG staff intended to prepare their own preferred alternative. They should have just evaluated the results forwarded from the BRTF. The end result may be fine, but from a process point of view I hate it. If the Commission takes DFG staff’s preferred alternative proposal, this will probably piss off the BRTF and stakeholders alike.

Other CCRSG and BRTF members felt that the DFG had more legal justification, expertise, or both, to develop its own preferred alternative than the BRTF had, regardless of whether or not they thought it was a good idea. Still, the uncertainty of what the DFG planned to recommend seemed to raise a certain amount of anxiety among most of those we interviewed who commented on the subject. Another point, made predominantly by Package 2 and 3 supporters, was that they understood and expected the DFG to review and comment on enforceability and monitoring related issues related to the alternative MPA packages, but not to further reduce impacts on fishermen.

Those we interviewed also made several comments regarding the DFG staff participation throughout the CCRSG process. Most appreciated the DFG’s forthright participation throughout the CCRSG process. But many were confused about their participation and role in the MLPA I-Team—were they fully integrated into the Team, separate from it, or did it vary by issue? Many also mentioned that they appreciated the importance of

having enforcement staff participate but at the same time, wished that this staff participation had commenced earlier in the process and had been more constant. In particular, interviewees mentioned that it would have been especially helpful to have had guidance in drawing enforcement boundaries earlier in the process. In that regard, several interviewees mentioned that they wished DFG could have shown greater flexibility on issues like requiring straight boundary lines and renegotiating kelp leases. Several interviewees also mentioned that they saw the DFG staff as fairly passive and that they would have preferred if DFG had been a more active participant in the CCRSG meetings, perhaps participating as a stakeholder or quasi-stakeholder so that CCRSG participants could have benefited more from DFG's expertise and perspective on what should be done. One CCRSG member said,

It would have been better if the DFG provided guidance upfront, instead of throwing jabs here and there. They should figure out what the rules are and let folks know from the start.

A BRTF member expressed a parallel interest in having DFG staff more engaged with the BRTF process, "I feel sort of cheated, and would have preferred to have more DFG input into the BRTF decision making process instead [of DFG developing their own MPA package]."



## VIII. CCRSG Timeline and Budget

### CCRSG Timeline:

The CCRSG process took approximately seven months, from June 2005 to December 2005. Twenty one of twenty five CCRSG members who participated in the online survey indicated that the process was too short, with an average of 2.52 on a scale of 1 (too short) to 6 (too long). In response to the follow up question, “What, if anything would have been a better timeframe in which to complete the work of the CCRSG”, respondents had a range of responses:

<u>Respondents</u>	<u>Better CCRSG Timeframe</u>
6	One to two more months/meetings
3	One year to two years
2	No timeframe should be specified
4	Similar timeframe but use a more efficient process

These responses were similar to comments we heard in our interviews. Many felt that at least another month or two would have been necessary in order to further explore the possibility of a common package of MPAs among stakeholders, and to otherwise refine the various packages in light of SAT and BRTF feedback. Many felt that more than one to two months would have been required to accomplish this, and suggested that a one to two year timeframe would have been more realistic. While almost everyone saw the importance of strict deadlines, a few participants felt that no “artificial deadlines” should have been imposed at all in a matter as important as this one.

There should be no time frame on something as important as this. Time should be taken as necessary to complete the job and do it well. Many peoples’ lives are at stake or at least their livelihoods. This should have no time frame as any time we rush through anything, the chances of mistakes and error increase exponentially.

Generally those who wanted substantially more time than one to two months supported Package 1, and in addition to wanting more time to refine their package, felt that more time was required to complete a better socioeconomic study and to vet the underlying science and policy issues.

Those survey respondents and interviewees who did not believe the timeframe should have been much longer, if any, generally supported Package 2 and were concerned that a slower process would delay implementation of the comprehensive MLPA network along the California coast. They often argued for streamlining the process rather than lengthening it. For instance, they preferred to move forward on the package formation and negotiation phases and to spend less time on regional goals and objectives. The MLPA I-Team observed during our focus group with them that the timeline would have probably been adequate if certain pieces had been in place from the start (e.g., regional profile, SAT guidelines). They further observed that if these things are in place the next

time, and if the process uses the statewide goals and either forgoes or streamlines the regional objectives development process, the seven-month timeframe might be sufficient. The facilitation team and others we interviewed observed that it would likely take longer if the goal of the CCRSG was to attempt to reach agreement on one package of MPAs rather than on multiple packages.

CCRSG members across packages expressed a desire for more time between meetings (e.g., 6 weeks) in order to digest material sent to them, consult with colleagues, and prepare for upcoming meetings.

### **Central Coast Project Budget:**

The direct costs for the Central Coast Project were approximately \$2.5 million.<sup>18</sup> The distribution of those funds across a range of activities and categories is shown in the pie chart below. The largest categories of expenditures included 1) executive/general administration and project management (25%); 2) facilitation and outreach (18%); 3) DFG (18%); and 4) data preparation and analysis (12%).<sup>19</sup>

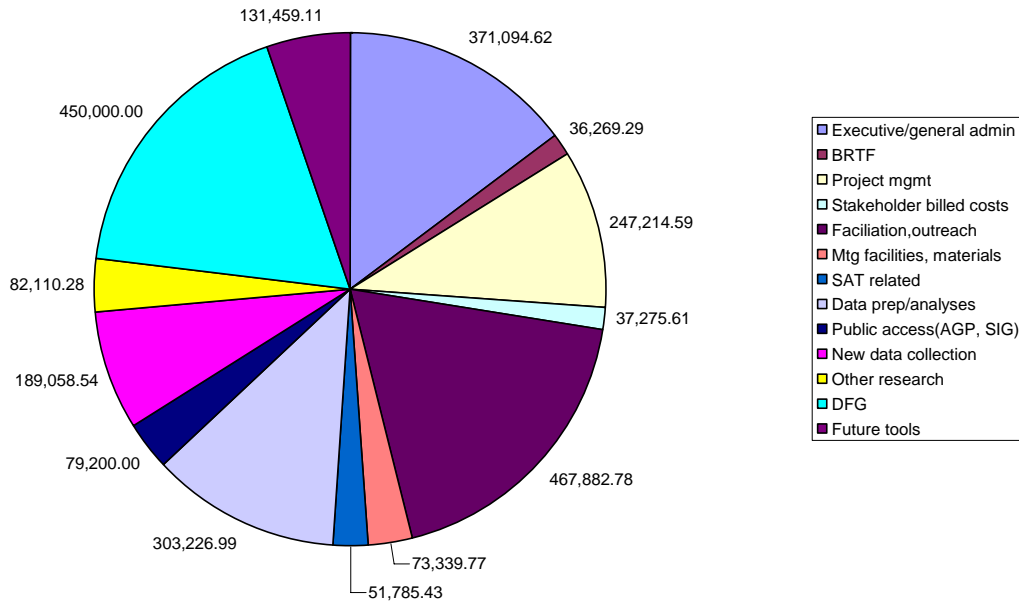
This funding came from a private foundation, the Resource Legacy Fund Foundation, (RLFF) as part of a larger grant of \$7.2 million for several MLPA tasks, including the Central Coast Project. As mentioned previously, the source of this funding was seen as problematic by some stakeholders, especially those supporting Package 1, who viewed the RLFF as having a pro-MPA bias. Most CCRSG participants however, saw the RLFF funding as essential in light of the absence of available state funding. BRTF members and MLPA I-Team members also asserted in interviews that once the MOU was signed, the RLFF maintained a completely arms-length relationship with both the MLPA I-Team and the BRTF.

---

<sup>18</sup> There was an additional \$.25 million in indirect costs for a \$2.75 million total cost.

<sup>19</sup> Executive/general administration \$388k and project management \$247k combined, account for 25% of the budget. DFG funds were used to cover DFG lead staff and other costs. Facilitation, outreach costs include CONCUR, Don Maruska, and Kirk Sturm.

**MLPA Central Coast Direct Expenditures From RLFF - DRAFT (Adjusted total)**  
**Total=\$2.5 million**



For the most part, CCRSG members were not aware of the size or distribution of the Central Coast Project budget. We did not question them about the budget beyond inquiring as to what additional mechanisms they might want to see in future regional stakeholder groups if additional funds were available and, conversely, which components of the process would they recommend discontinuing if less funding were available. Overall, CCRSG members and others whom we interviewed did not generally see the process as excessive. Rather they perceived it as a well-supported and well-funded process, given its ambitious timeline and goals. The one work product that participants felt should be enhanced in a future process were funding to become available was the socio-economic impacts study discussed above.

The bulleted list below contains suggestions by one or more interviewees as to how the state could consider working within a tighter budget in the future<sup>20</sup>:

- Decrease media coverage, all meetings need not be broadcast live.
- If MLPA I-Team staff helps stakeholders develop and refine MPA packages (since very few use on own), they don't need to spend money making tools more user friendly.
- Streamline the CCRSG process
  - Reduce or eliminate effort on regional goals and objectives
  - Skip the single MPA concept phase

<sup>20</sup> Note that some of these recommendations interviewees thought should be implemented regardless of the funding level.

- Reduce the amount of paper created and circulated.
- Consider not having a BRTF.
- Reduce redundant facilitation where possible.
- Don't repeat the study gathering and compiling town-by-town data.
- Consider north and south groups to cut down on travel.
- Don't do socio-economic impact analysis as it turned out to be not very useful.

The MLPA I-Team pointed out that many of the tools developed for the CCRSG process could be easily adapted for use in future RSGs, which would act as a cost-saving measure. However, the team also expressed concern that more populous areas (e.g., San Francisco Bay, San Diego, and Los Angeles) may require more elaborate and expensive stakeholder involvement processes than the one used for the central coast.

It is not clear how much more expensive the CCRSG process might have been had the time frame been longer. On the one hand, a longer process (especially if it entailed more meetings) could have required more compensated hours for monthly executive, administrative and project management staff. On the other hand, having to develop and maintain the capacity to deliver a multitude of goods and services very quickly - one of the hallmarks of the CCRSG process- also adds costs.

## **IX. Lessons Learned and Recommendations for Future Regional Stakeholder Group Efforts**

Overall, the CCRSG process was successful in meeting its stated objectives—developing multiple packages of MPAs (i.e., packages that met the SAT guidelines and were basically consistent with the MLPA). It accomplished this in a relatively tight timeframe and within budget. As the first region to move through the new comprehensive process envisioned in the MOU and MPF, the CCRSG was a learning process for everyone, and not surprisingly, had many successes but also hit numerous bumps along the way. These successes and bumps should serve as instructive food for thought for refining the process, and to inform other regions along the California Coast as they move forward with RSG processes.

The remainder of this concluding section lays out an integrated vision for improving future RSGs based on the lessons learned from the CCRSG process and our firm’s knowledge and experience with other comparable multi-stakeholder processes.

### ***A. Overarching Recommendations:***

#### **1. Clarify process from start:**

The CCRSG process suffered from a lack of crispness in its process definition—which was understandable to some extent when it occurred the first time through a complicated new process, but is inexcusable the next time around. Regardless of the final design of any future RSG processes, the steps from start to final decision need to be more clearly laid out and understood by all participants and decisionmakers. This includes articulating a clear goal for the RSG process (e.g., one package of MPAs vs. multiple packages), specifying exactly what a BRTF (assuming there is one) and the DFG will and will not do with work products of the RSG (e.g., in developing preferred alternatives) and defining in advance how the final recommendations and decisions will be made. While every stakeholder process will undergo a certain amount of fine tuning as it transpires, the major building blocks of the process design should be clear from the start and should not change midstream without good reason and clear notice.

#### **2. Stabilize underlying policy, science, and enforcement requirements prior to commencing:**

The CCRSG became a battleground for resolving at least three underlying policy; science; and enforcement requirements that have statewide implications. These issues should at least be stabilized, and preferably resolved, prior to commencing any future RSG process. First, a key policy issue that, at a minimum, deserves clarification is the role socio-economic impacts should have in determining MPAs, and how this should be realized. Second, an example of one of several science-related conflicts involved the establishment of MPA size and spacing requirements and evaluation framework. Finally, there was substantial discussion and debate about drawing acceptable enforcement boundaries and about how existing kelp leases should be evaluated. These kinds of issues had to be defined and translated

over the course of the CCRSG and BRTF processes so that participants could incorporate these guidelines and requirements into successful MPA packages. Potential flashpoints should at least be stabilized prior to the next RSG process, so that all participants understand the goals, expectations, requirements, and boundaries of their efforts. While these areas are obviously evolving and should be improved and refined over time, this evolution probably should not occur within the more narrow confines of a particular short-term RSG process. Rather, these issues are best resolved in a statewide forum (preferably the Fish and Game Commission, or if absolutely necessary, the Legislature).

### ***B. Overall Structure of the RSG Processes Over Time:***

The overall structure of the CCRSG process, and specifically the roles and responsibilities of key entities (e.g., SIG, BRTF, and SAT) seemed to be well conceived for this stage of the RSG processes under the MLPA in California. But as these RSG processes evolve, the various roles and responsibilities should be revisited. In particular, if the policy, scientific, and enforcement issues are all sufficiently clarified, translated and stabilized, the need for various entities may diminish and their roles may shift. For example, it may be that a SIG is of greater use focusing on statewide framing issues than working within the context of individual RSGs, if it's needed at all. Similarly, a BRTF that was an essential ingredient for the CCRSG, and may still be needed in the next RSG, may eventually no longer be necessary. As policymakers design future RSGs, they should explore the following questions:

#### **1. Is a statewide interest group that directly participates in an RSG process still necessary?**

The SIG's primary role in the CCRSG process was to advise the BRTF, but, in actuality, it had little involvement or affect on the CCRSG process itself. While such a group could conceivably continue to play a vital role in providing input to statewide decisionmakers on underlying policy, science, and enforcement matters, the SIG probably need not play a direct role in future RSG processes, which by definition, carefully select their own regional stakeholder group representatives.

#### **2. When might a BRTF not be necessary?**

The role of the BRTF in the CCRSG process was multi-faceted and important. The BRTF helped to guide the CCRSG, and had numerous other responsibilities geared to figuring out how to successfully implement the MLPA (see Harty/John). It is likely that, at least for the next round, as the underlying policy, scientific, and enforcement issues continue to be defined and refined, there will still be an important role for the BRTF. However, once there is greater stability of policy and method, it would be worth reassessing whether a BRTF is necessary or whether the process could be adequately overseen by the ultimate decisionmakers (currently the Fish and Game Commission).

**3. How should the interface between the Scientific Advisory Team and future RSG processes evolve?**

The SAT played a vital role in the CCRSG process. A SAT type body is undoubtedly still necessary for continuing to update the underlying science and helping translate the ramifications of that science to stakeholders both at a statewide level and within the context of individual RSGs. In each future RSG process, scientists could continue to be extremely helpful in explaining the underlying science and the specific resources of their RSG areas. In fact, the process could probably benefit if stakeholders had even greater access to scientists than they did in the CCRSG process. However, once the sizing and spacing guidelines and evaluation framework for the entire coast have been set, more routine analytic evaluation of MPA packages against these standards in specific RSG areas, could probably be handled by consultants rather than the SAT itself.

***C. Stakeholder Selection and Membership***

**1. Reconsider the balance and diversity of RSG membership, while reducing the number of formal members in RSG processes:**

The CCRSG was designed to balance consumptive and non-consumptive users with an overarching focus on organizations and individuals with substantial regional knowledge. For the most part, this balance seems to have been achieved in the CCRSG process, though the non-consumptive users appeared much more diverse than the consumptive users. Still, for future RSGs, two questions should be explored when forming the stakeholder group. First, are there other organizations or groups that have a legitimate interest in the outcome of the process, but are not clearly affiliated with specific user groups (i.e., groups that might support a range of activities on the coast)? If such organizations can be identified, might they be likely to represent a consensus-building middle ground?<sup>21</sup> Similarly, the coastline of California is a statewide resource, and while regional knowledge is essential in helping to configure MPA boundaries and locations, organizations with more of a statewide presence also have a legitimate interest in the process outcome, and thus should not be precluded from consideration as potential members of future RSGs.

At the same time, thirty-two primary representatives in the CCRSG process is a relatively high number for a stakeholder process even of this scope and complexity. Processes of similar magnitude generally include about 20 to 30 members. Because many of the 24 alternate representatives also participated in the meetings, there were often 50 or more stakeholders present, which created a range of process-related challenges. More importantly, many of the CCRSG primary stakeholders were closely aligned and represented relatively similar perspectives and interests. Typically, designers of stakeholder groups on issues of this import seek representatives of umbrella organizations or coalitions of like-minded groups rather than numerous participants representing dozens of small organizations or individuals.

---

<sup>21</sup> Perhaps a reasonable starting point could be 1/3 consumptive users, 1/3 non consumptive users, and 1/3 other organizations and agencies with broader interests.

Future efforts should look to do a better job consolidating stakeholder interests wherever possible. In the case of the CCRSG, this could have likely been done both with the fishermen/harbor representatives and the non-consumptive divers. When consolidating interest groups, two principles are essential. First, the overall relative balance of interests in the stakeholder group must be maintained (e.g., consumptive vs. non-consumptive users). Second, those individuals (e.g., fishermen and divers) who do not have seats at the negotiating table need to feel that they are adequately represented by umbrella or coalition representatives and that there is a clear path for them to infuse their particular knowledge and expertise into the process. Typically, this is accomplished through 1) close cooperation among coalition members and their representatives, and 2) the establishment of area specific working groups (or other types of joint fact finding workshops) which would be open to people with knowledge and expertise who are not necessarily formal stakeholder representatives.

**2. Let primary representatives select their own alternates:**

In this process, the DFG and BRTF hand-picked alternate representatives. The intentions behind this decision were laudable: to be more inclusive and to bring more organizations into the process. However, not only was this method of selecting alternates non-standard for stakeholder process designs, it also resulted in some incompatible matches between primaries and alternates and was disfavored by the stakeholders across packages. Moreover, as discussed above, the CCRSG was probably too large. Future RSG process designers will need to do a better job winnowing down and consolidating stakeholder interests to a manageable size and find other means to productively engage interested stakeholders in the process. In particular, RSG designers should not use the selection of alternates as a safety relief valve to avoid making hard selection choices. Primary representatives should be allowed to select their own alternates, either from their own organizations or from other organizations within their natural coalitions. While it is fine for process designers to suggest possible alliances, the primary organizations should choose their alternates, even if that selection is ultimately subject to DFG approval.

**3. Retain facilitators/mediators<sup>22</sup> early enough to assist with stakeholder selection:**

The facilitation team was brought on board essentially after the DFG and BRTF had selected the stakeholders and completed most of the process design. Accomplished facilitators typically assist sponsors to identify, select, and recruit balanced and streamlined stakeholder groups. As such, facilitators should be brought on board early enough in future RSG processes to be able to lend their expertise to the process design, including stakeholder selection. In fact, there should be sufficient time and budget for the facilitation team to conduct a mini-assessment, interviewing key

---

<sup>22</sup> Facilitators typically design and run meetings. Mediators facilitate meetings too but also actively seek consensus among stakeholders. To the extent that future RSGs are intended to actively seek agreement, neutrals sought and retained should be called mediators. We use the term “facilitators” here since that’s the term used throughout the CCRSG process.



parties and potential stakeholders to assist in fine tuning the RSG design and identifying candidate stakeholders.<sup>23</sup>

#### ***D. Start-Up Phase of RSG Process:***

**1. Compile regional spatial data, develop detailed regional profiles, and analyze existing MPAs before commencing each new study area:**

Due to constraints imposed by the CCRSG process time table, the regional profile for the central coast was not completed before the CCRSG began, and was not presented to the members until the second meeting. In future processes the draft regional profile should be developed prior to commencement and the RSG members should help refine the information through the joint fact finding process described below. The DFG, SAT, and MLPA I-Team should develop each profile, and it should include as much of the relevant, known information about biological, oceanographic, socioeconomic, and governance characteristics of the region as possible. The information should be divided by sub-region and include detailed maps. In addition, the SAT or consultant to the process should evaluate the existing MPAs in the region using the SAT evaluation framework so the stakeholders will know how those MPAs need to be changed or added to in creation of a regional network..

**2. Socio-economic study requirements should be clarified and any required study should also be completed prior to the start of an RSG process:**

In the CCRSG process, the socio-economic information was considered by most CCRSG members to have come “too little too late” to be useful in forming MPA packages. Debate remains as to whether future RSGs should carry out a more comprehensive study on socio-economic impacts that looks at both potential adverse and positive impacts for both consumptive (e.g., fishing) and non-consumptive uses (e.g., non-consumptive diving, kayaking, and tourism) over time. Such an undertaking would be complex and probably costly... Creating a tool that can actually be used in an RSG process to compare the socio-economic impacts of emerging and competing MPA package designs is a far more complicated task than developing a socio-economic background study of existing uses in a given area. As discussed above, the state of California, preferably through the Department of Fish and Game Commission, or if absolutely necessary, through the Legislature, probably needs to clarify to what degree and in what way socio-economic impacts should be used in forming MPAs. Regardless of what the state determines in this regard, any required socio-economic background analyses and tools need to be well thought out and carefully implemented. Moreover, socio-economic information should be assembled prior to the commencement of an RSG process, if possible, and the information gathered should then be reviewed and refined by the RSG members in the joint fact finding phase described below.

---

<sup>23</sup> In the CCRSG process, the facilitators did interview some of the already-selected stakeholders just prior to the first meeting, but this should be done earlier in future RSG processes, if possible.

**3. Enhance the regional profile with joint fact-finding on coastal resources and uses (by sub-region):**

The CCRSG process went directly from providing limited feedback on the draft regional profile to identifying 500-700 potential MPAs. There was little time spent exploring the uses and interests associated with each sub-region of the central coast. A better process the next time would budget in some additional time for joint fact-finding on each sub-region of the study area. This could begin with the respective regional profile acting as a starting text, and continue either with separate joint fact finding working groups or workshops on each sub-region. These could be open not only to the formal stakeholder group members but also to others with particular expertise or knowledge about the respective areas. The purpose of these short-term working groups or workshops would be to discuss the profiles and to hear about the resources and uses of these particular areas from the local experts (e.g., fishermen, divers, kayakers, etc.). These working groups or workshops could include tours of potential important marine resource areas as well as potential “hot spot” areas (i.e. sites with potential significant user conflicts). The end result would be a better-refined regional profile, and a much more three dimensional sense on the part of all stakeholders of the potential marine related benefits and user conflicts in different sub-regions prior to MPA package formation.

**4. Clearly define and describe from the outset the CCRSG goal and process and the subsequent decision making processes, as well as any explicit requirements that must be met:**

As discussed in the body of the report, throughout the CCRSG process there was confusion about whether the overarching goal of the CCRSG process was to come up with a single or multiple packages, and as to what both the BRTF and DFG would do with the MPA package recommendations that would emerge from the CCRSG process. Moreover, both the SAT guidelines and DFG’s enforcement-related requirements were not available from the outset of the process, but emerged and evolved in the course of the CCRSG process. As discussed in the two recommendations at the beginning of this section, it is very important that both the processes and requirements be more clearly defined and described than they were the first time through.

**5. Streamline or eliminate altogether the development of regional goals and objectives:**

In the CCRSG process, developing and reaching agreement on regional goals and objectives took significant portions of three out of the seven scheduled meetings. As it turned out, these regional goals and objectives were not well- utilized later in the process to compare various MPA packages. Instead, the SAT guidelines dominated the evaluations of packages against the MLPA goals.. While the discussions among stakeholders on developing regional goals and objectives appeared to serve the purposes of getting to know each other’s interests and debating the relative importance of socio-economic impacts, these worthwhile purposes could have been achieved in a different context. Understanding other stakeholders’ interests should be part of the joint fact-finding recommendation above. Determining exactly how socio-

economic impacts should be valued and evaluated in the context of forming MPAs should take place in a statewide context, as suggested above, rather than hashed out in each RSG process. The process of setting regional goals and objectives could probably be greatly streamlined, if not eliminated altogether, in future RSGs. Either the MLPA goals can serve as RSG goals and objectives, or stakeholders in future RSGs could simply massage the regional goals and objectives developed by the CCRSG process (or other MLPA RSG processes subsequently completed), if necessary. The time spent negotiating goals and objectives could probably be better spent in joint fact-finding and negotiating the MPA packages among the RSG members.

**6. Provide training in modeling tools and mutual gains negotiation:**

MPLA I-Team should provide training workshops for any software tools developed to assist RSG members in formulating packages. This includes both the current tool that the I-Team has developed and is refining to model MPA package proposals against SAT guidelines, but also any socio-economic tool that may be developed once that issue is sorted out.<sup>24</sup> Offering at least a half day, and preferably full-day training in “mutual gains” negotiation concepts and techniques by an experienced trainer early on in an RSG process could also be very helpful in fostering the joint problem-solving atmosphere desired.<sup>25</sup>

***E. Package Development Phase of RSG Process:***

**1. Consider changing the overall goal and focus of the RSG processes from developing multiple MPA packages to attempting to develop a single MPA package:**

Setting the multiple MPA package goal for the CCRSG process was in large part a reaction to the perceived failure of the Channel Islands negotiations, which focused on creating a single package. As discussed in the body of the report, this goal of multiple packages in the CCRSG process was not completely clear to many of the CCRSG members and was certainly not clear among the BRTF members. Most of the BRTF members we interviewed would have, for a variety of reasons, preferred a single consensus package to emerge from the CCRSG process. At best, mixed messages were sent to the CCRSG members that conveyed something like “the goal is multiple packages, but a single consensus package would sure be nice.”

Since the essential goal of the MLPA is a single network of MPAs along the California coast, having multiple packages emerge from an RSG process leaves the BRTF, the DFG, and ultimately, the Fish and Game Commission, to essentially choose one of the multiple packages or to craft their own. As it is unlikely from a

---

<sup>24</sup> Note that even with this training, not all RSG members need to be facile in running such tools. There should also be an option for I-Team staff to run tools for members if they are not in coalitions where others are comfortable using them.

<sup>25</sup> “Mutual gains” negotiation also goes by other popular names such as “principled negotiation” and “win win” negotiation, but most stem from work originally developed by Roger Fisher and Bill Ury from the Harvard Law School in their famous book Getting to Yes.

political perspective that any of these entities would select one of the multiple RSG MPA packages in its entirety, it is likely the proposed options would have to be merged and melded into a new package. This was not a task that the BRTF relished or was readily equipped to accomplish in the CCRSG process. The DFG, with its greater substantive expertise, was probably better equipped technically, but not necessarily politically, to carry this out.

More importantly, with the goal of multiple packages, the CCRSG process was not structured to foster the exploration or development of mutual gains or a single package. The process, instead, tended to push Package 1 and 2 supporters to stake out more extreme package positions than either the BRTF or DFG ended up recommending. While Package 3 supporters made a valiant effort to try to merge Package 1 and Package 2, there was little perceived incentive for Package 1 or 2 supporters to fully engage in seeking a common solution, since this was not the objective of the CCRSG process. The BRTF had limited success in cajoling the Package 1 and 2 supporters to move toward the middle by telling Package 1 supporters to better meet the SAT guidelines and Package 2 and 3 supporters to reduce socio-economic impacts. Overall there was very little time set aside within the CCRSG process itself to try to negotiate common solutions.

Future RSG processes would not likely fare any better in reaching consensus or even in finding greater convergence if they are structured to produce multiple packages, as was the CCRSG process. In fact, there may be even less convergence if participants become even more positional in their package formation in anticipation that decisionmakers will simply be splitting the differences among packages. Given that the final decision by the Commission has not yet been made, it is difficult to postulate how stakeholders might change their negotiation strategies in subsequent RSGs. But in the course of our interviews, numerous interviewees did hypothesize that a “split the difference” type of decisionmaking could push them to take more extreme positions in the future.

Instead, designers of future RSGs should consider attempting to create a single package of MPAs rather than multiple packages, and to restructure the process accordingly. With so many important underlying policy and enforcement related issues still being worked out through the CCRSG, BRTF, DFG, and Commission processes (e.g., SAT guidelines, role of socio-economic impacts, enforcement guidelines), a single package objective may not have worked in the CCRSG process. However, as these issues are stabilized through the conclusion of the central coast process and beyond, the decision space for future RSGs will narrow, and a single package RSG goal will likely make increasing sense. Not having an explicit single package goal and restructuring subsequent RSG processes accordingly, makes it unlikely that a single package goal will ever emerge, which would be an unfortunate lost opportunity.

Having a single package goal, however, does not have to mean that, if a single consensus package is not achieved, nothing is forwarded and the endeavor is

considered a failure (as perceived by many interviewees with regard to the Channel Islands process). Even achieving a substantial but incomplete agreement (covering most but not all of the sub-regions, or including most but not all of the members) would be a better springboard for decisionmakers toward the ultimate purpose (crafting a single network of MPAs) than would developing multiple packages. The groundrules, however, would have to be clear about what happens under various circumstances. For instance, it might be that all, or virtually all, the RSG members would agree on what the MPAs should look like for most of the sub-regions in the study area, with the exception of one or more hot spots -- areas with high user conflicts. The groundrules can be clear, that for those areas, two or more options can be put forward if a single option can not be successfully crafted.

Having a clear single package goal and structure also does not preclude clusters of stakeholders from developing multiple packages along the way. However, the RSG would not stop there, but would spend substantially more time than the CCRSG did seeking convergence and trying to negotiate a common solution. If the process succeeds in reaching an agreement on one package for the entire study region (with substantial DFG, SAT, and potentially, BRTF input along the way) the solution should sail through the remaining review and approval processes and be successfully implemented. CEQA's requirements for analyzing at least three alternatives could be satisfied by doing bounded sensitivity analyses (preferably stakeholder endorsed) around the single solution, plus the no action alternative.

**2. Provide more time for MPA package development and negotiation:**

Regardless of whether the goal of future RSG processes is to create multiple packages or a single package, more time should be dedicated to this task than was allotted during the CCRSG process. Complete MPA packages weren't even proposed at the CCRSG process until the second to last meeting, and much of the package refinement occurred after the CCRSG had already officially disbanded. Multiple meetings should be set aside for package development, refinement, and negotiation. A single package goal will, however, likely require more plenary meeting time than a multiple package goal, all else being equal, but if done successfully, should require less time for the single package to wind its way through the approval process and be implemented.

**3. Skip having everyone draw individual MPAs prior to focusing on creating packages:**

The CCRSG process allowed individuals to propose discrete MPAs rather than packages of MPAs in each sub-region. CCRSG members proposed between 500-700 separate MPAs in the course of the process, many of which varied only slightly from others. These proposals were a bit overwhelming to the CCRSG members and the MLPA I-Team alike, and there was no clear nexus between the separate MPA proposals and the ultimate package formation process. The joint fact finding process by sub-region proposed above would allow future RSG processes to forgo this step and move directly into creating MPA packages (perhaps initially by sub-region).

**4. Minimize the need for MPA proposals from outside the RSG process:**

The CCRSG process allowed for individuals and organizations outside the CCRSG membership to submit alternative MPA packages. Some of these were comprehensive packages, while others focused on particular areas of interest. While some discrete recommendations may have been carried into the other CCRSG proposed packages from these outside packages, none of them were ultimately forwarded by the CCRSG to the BRTF. In the future, outsiders with the interest and knowledge to be able to put forward significant and comprehensive MPA network proposals should be seriously considered for membership in the RSG process, or otherwise consulted by RSG members. Those only interested in relatively small areas should have their input channeled through the area-specific working groups or through workshops proposed in this report. Allowing separate outside proposals should not be necessary in a well-designed, comprehensive process. The public, should however, have opportunities for other, more limited input into the RSG processes, such as the ability to review and comment on mid-course and final work products, and to comment at meetings. Future RSGs could also consider newly evolving methods for gaining statistically significant broad public input on discrete options such as through the use of Deliberative Polling.<sup>26</sup>

**5. DFG staff should participate even more actively in package development in RSG processes:**

Many CCRSG members mentioned that DFG staff was extremely helpful and responsive to questions posed to them during CCRSG meetings, but was not otherwise forthcoming in providing guidance. For instance, certain enforcement-related requirements were not conveyed until late in the CCRSG process. DFG's eventual development of its own preferred alternative also caught many CCRSG and BRTF members off guard. To the extent that DFG might have definite concerns, perspectives, and opinions about issues arising in any subsequent RSG process, it would improve the process if DFG were to make those concerns known. That way, CCRSG members will be able to take these concerns into account as they forge MPA packages, rather than learn of them after the fact.

**6. BRTF should provide feedback and guidance throughout the MPA package development process in an iterative fashion:**

The BRTF, as described previously, did provide broad-brushed admonishment to the package proponents to better adhere to SAT guidelines and to reduce economic impacts. Package proponents made changes to their packages based on this direct feedback. But at the March meeting, when the BTRF needed to make its final recommendations and was finally in the position to give more detailed feedback, the CCRSG had already disbanded and time was essentially up. The entire process would probably have been improved if the CCRSG members had been able to take that more specific feedback and consider integrating it into their packages. In subsequent RSGs, assuming there is a BRTF, time should be built into the process for two or three iterative rounds of feedback between the BRTF and the RSG at an

---

<sup>26</sup> See for example the work of Center for Deliberative Democracy at Stanford University. <http://cdd.stanford.edu/>

increasingly specific level of detail. The schedule for convening the RSG should therefore coincide with that of the BRTF so both groups are meeting over the same time period (rather than having the RSG process end before the BRTF formal decisionmaking process even begins).

***F. BRTF and DFG Review and Recommendation Processes:***

**1. Align the incentives at the BRTF, DFG and Fish and Game Commission to foster joint problem solving and consensus in RSG processes:**

Whether the formal goal of future RSGs is one MPA package or multiple MPA packages, the BRTF and the DFG should more strongly encourage stakeholders to develop a consensus wherever possible. One incentive that the BRTF and the DFG should consider putting in place is a clear promise that if the stakeholders are able to reach agreement on a single package of MPAs, that the BRTF will recommend this single package as its preferred alternative to the DFG, and that the DFG will, in turn, recommend it as its preferred alternative to the Fish and Game Commission.<sup>27</sup> The Fish and Game Commission could then take comments and hold hearings on the proposal to ensure that other organizations and individuals outside the RSG process do not uncover any serious flaws. If none arise and the Commission does not have any issues of its own, it can embrace the MPA proposal developed by the RSG as its own. If any flaws are revealed, the Commission could then make the necessary adjustments, or, better yet, it could encourage the RSG to meet again to see if it could agree on a refined plan that would address the issues the Commission need addressing. This overall approach typifies a negotiated rulemaking process used with increasing regularity and success at many federal and state agencies throughout the United States.<sup>28</sup>

**2. The BRTF and the DFG should not unilaterally change MPA packages agreed to by RSG members:**

At its March meeting, the BRTF pushed Package 3 supporters to essentially merge their package with Package S (which became Package 3R). The BRTF then unilaterally made changes to Package 2 (which became Package 2R). Along with Package 1, these were the three packages that the BRTF forwarded to the DFG. CCRSG members across packages would have preferred if the BRTF had forwarded their packages (which generally represented substantial compromises and balancing within their respective coalitions) unchanged, or as discussed above, if the BRTF had allowed them the opportunity to bring these desired changes back to their full groups for consideration. A better final process might be to keep each CCRSG member package intact, and for the BRTF to attach its own specific comments to each package specifying what it likes, what it does not like, and what it would want to see

---

<sup>27</sup> While we believe that this recommendation is not inconsistent with the DFG's obligations under the law (e.g., to analyze proposals and send forward a preferred alternative) it deserves further legal scrutiny prior to implementation.

<sup>28</sup> To the extent that the California Environmental Quality Act requires three alternatives be compared, the approach proposed here could conceivably only provide two alternatives—the single RSG consensus package and the status quo. Short of changing CEQA, some variations (or sensitivities) may also need to be put forward by the RSG, BRTF, or DFG to satisfy CEQA.

changed. The DFG, which didn't change the packages it received from the BRTF (but did create a new preferred alternative), should likewise comment on, but not make changes to, the RSG member-derived packages forwarded by the BRTF.

**3. The BRTF (and probably the DFG) should not develop their own preferred alternatives if RSG members develop package(s) that meet SAT guidelines:**

Elaborating on the issue of making unilateral changes to RSG member MPA packages, the BRTF should also probably not seek to develop its own separate preferred alternative if RSG member-generated packages meet SAT guidelines (and are otherwise consistent with the MLPA). In the CCRSG process, the BRTF attempted to create its own package in Package S and subsequently orchestrated a “shotgun” merger of Packages S and 3 at the March meeting. Both these interventions were met with consternation by most CCRSG members, and can have a chilling effect on stakeholders’ willingness to participate in future RSGs. In the future, the BRTF could simply choose a base case for their preferred alternative, from among the various package options (assuming multiple packages are proposed), and then attach to it whatever conditions they deem necessary. Although the end result would not be substantively different than if they were to create their own discrete alternative, this approach preserves the hard work done by the stakeholders while maintaining clarity about who is really recommending what. The DFG should consider a similar approach to formulating its preferred alternative when multiple packages are developed by an RSG that meet SAT guidelines and are forwarded by a BRTF.

***G. RSG Timelines and Budgets***

**1. Lengthen RSG processes to at least one year to allow for more joint fact-finding and negotiation:**

The CCRSG process, in theory, took seven months, but members continued meeting for another four months beyond the official dissolution of the process in December, through the March BRTF meeting, (although during this period they met in caucuses rather than in plenary sessions.) Future RSG processes would likely benefit from more time for joint fact-finding, negotiation on MPA packages, and interaction with the BRTF, if a BRTF is still in use. This would likely be the case even if many of the tools, guidelines, and background material are prepared ahead of time (as they should be) and the pursuit of regional goals and objectives is greatly streamlined or eliminated. Formulating a single package may take longer than formulating multiple packages. In either case, a timeframe of one year or more is probably reasonable, given the complexity and magnitude of the task.

**2. Consider allowing more time between meetings:**

The CCRSG held two-day plenary meetings approximately every month. This frequency required the MLPA I-Team, SAT, and DFG to perform a wide range of tasks and work products under substantial time pressure. It also did not provide adequate time for many CCRSG members to adequately prepare for meetings (review materials, caucus, develop proposals) in advance. Designers of subsequent RSGs



should consider whether a slightly longer time frame between plenary sessions (e.g., six weeks) would better serve staff and members alike.

**3. Carefully reevaluate budget needs in light of central coast project experience and future RSG process design:**

The Central Coast Project cost approximately \$2.75 million to staff and run. While this is less expensive than the Channel Island MPA process (which apparently cost \$4.25 million)<sup>29</sup>, the CCRSG was still not inexpensive compared to other similar stakeholder processes. Those putting together subsequent RSGs should carefully examine the expenses for the CCRSG process, and consider ways to streamline the process and reduce costs where possible. At the same time, designers must analyze the likely costs, given the specifics of the new study region and the processes to be used. Among important considerations affecting costs will be the complexity of interests involved; the costs required to assemble, clean and make useful the available data; decisions about further data collection, and travel and meeting costs. Adding certain activities such as engaging facilitators earlier, or doing a more comprehensive socio-economic study, could add costs to future RSGs. Adapting tools developed during the CCRSG process instead of creating new tools, should also save money. Designers should also assess the relative cost-effectiveness of a longer process with more time between meetings versus a more compact but intensive process, similar to the CCRSG. In the end, it's not clear whether future RSG costs will go up or down, or remain similar to those for the CCRSG.

**4. Seek state funding, diversified private funding, or both:**

The CCRSG process was funded by the Resources Legacy Fund Foundation (RLFF) as state funding was not available. Using funding from the RLFF enabled the CCRSG to move forward, but was viewed with suspicion by some of the CCRSG members, particularly those supporting Package 1. These participants feared that RLFF's pro-environmental roots would bias the process in various ways. Others we interviewed did not agree. Obviously, if state funding is available for future RSGs this perceived conflict of interest by some would not be at issue. (However, one disadvantage of state funding might be reduced budgeting flexibility). If state money is not available for future processes, another way to dilute concerns about RLFF funding would be to seek diversified private funding from multiple foundations, corporations, and organizations. This money would still need to somehow be pooled and centrally managed.

---

<sup>29</sup> Email from John Kirilin, July 18.

## REFERENCES

- California Department of Fish and Game, 2004. *California Marine Life Protection Act Initiative, Charter of the Blue Ribbon Task Force*, August 27, 2004.
- California Department of Fish and Game, 2006. *California Marine Life Protection Act Initiative, Estimated Long-Term Costs to Implement the California Marine Life Protection Act*, DRAFT, Sacramento, CA, April 20, 2006.
- California Department of Fish and Game, 2005. *California Marine Life Protection Act Initiative Master Plan Framework*, Adopted by the California Fish and Game Commission, August 22, 2005.
- California Resources Agency, California Department of Fish and Game, The Resources Legacy Fund Foundation. *Memorandum of Understanding for the California Marine Life Protection Act Initiative*. August 27, 2004.
- Harty, Michael and John, DeWitt, *Designing Marine Reserves Along the California Coast: An Evaluation of the Marine Life Protection Act Initiative*, August 16, 2006.
- Isenberg, Phil, 2006. Personal communication between Phil Isenberg, Chair of the CA MLPFI Blue Ribbon Task Force, and L Ryan Broddrick, Director, California Department of Fish and Game regarding the MLPA Central Coast Project Recommendations, April 28, 2006.
- Kirlin, John, 2006. Memorandum from John Kirlin, Executive Director of the MLPA Initiative to BRTF members regarding decisions made at BRTF meeting March 14-15, March 17, 2006.
- McCreary, Scott, Ph.D and Poncelet, Eric, PhD, 2006. *MLPA Initiative Central Coast Project Facilitator's Report*, CONCUR, Inc.

## **Appendix A: CCRSG Primary Stakeholders and Alternates (November 2005)**

1. **D'Anne Albers, Executive Director, Friends o the Sea Otter**
2. **Rick Algert, Harbor Director, City of Morro Bay**
3. **John Aliotti, Owner, Carmel Canyon Spot Prawns (alternate for David Crabbe)**
4. **Don Canestro, Reserve Director, Ken Norris Rancho Marino Reserve, UC Santa Barbara**
5. **Tom Capen, President, Port San Luis Commercial Fishermen's Association**
6. **David Crabbe, Vice President, California Wetfish Producers Association**
7. **Dr. Daniel Davis, Senior Software Engineer, Monterey Bay Aquarium Research Institute  
(alternate for Milos Radakovich)**
8. **Dave Edlund, Chair of Skindiving, Central California Council of Diving Clubs**
9. **Howard Egan, Sanctuary Affairs Coordinator, Recreational Fishing Alliance**
10. **Jay Elder, Harbormaster, Port San Luis (alternate for Rick Algert)**
11. **Eric Endersby, Diving Representative, Recreational Fishing Alliance Advisory Board**
12. **Ellen Faurot-Daniels, Oil Spill Supervisor, California Coastal Commission**
13. **Ray Fields, President, The Abalone Farm**
14. **Kaitilin Gaffney, Central Coast Program Manager, The Ocean Conservancy**
15. **Neil Guglielmo, Member, Board of Directors, California Wetfish Producers Association**
16. **Tom Hafer, President, South-Central Nearshore Trap Organization**
17. **Bob Hather, Member, Board of Directors, Central Coast Fisheries Conservation Coalition**
18. **Gordon Hensley, Executive Director, San Luis Obispo Coastkeeper**
19. **Bob Humphrey, Director of Marine Resources, Central California Council of Diving Clubs  
(alternate for Dave Edlund)**
20. **Carol Jones, Co-owner, Tom's Sportfishing (alternate for Tom Mattusch)**
21. **Michelle Knight, Vice President and Owner, Adventures by the Sea**
22. **Kris Lindstrom, President, K. P. Lindstrom, Inc.**
23. **Ron Massengill, recreational fisherman and conservationist**
24. **Tom Mattusch, Owner, Hulicat Sportfishing**
25. **Huff McGonigal, Environmental Policy Specialist, Monterey Bay National Marine Sanctuary  
(alternate for Holly Price)**
26. **Linda G. McIntyre, General Manager and Harbormaster, Moss Landing Harbor District  
(alternate for Steve Scheiblauer)**
27. **Josh Mendenhall, Moss Landing Manager, Monterey Bay Kayaks (alternate for Michelle Knight)**
28. **Marla Morrissey, Conservation Chair, Marine Interest Group of San Luis Obispo County**
29. **Thomas J. Moylan, Marine Sciences Pier Facility Manager, California Polytechnic University,  
San Luis Obispo (alternate for Don Canestro)**

30. Darby Neil, Owner, Virg's Landing Sportfishing
31. Jeremiah O'Brien, President, Morro Bay Commercial Fishermen's Organization
32. Trudi O'Brien, Secretary, Morro Bay Commercial Fishermen's Organization (alternate for Jeremiah O'Brien)
33. Michael Osmond, Senior Project Officer, World Wildlife Fund (alternate for Robin Robinson)
34. Dr. John S. Pearse, Professor Emeritus, University of California at Santa Cruz
35. Holly Price, Resource Protection Coordinator, Monterey Bay National Marine Sanctuary
36. David Pritchett, Principal Wetland Scientist, Fixing Streams Habitats Technical Assistance Program (alternate for Marla Morrissey)
37. Milos Radakovich, coastal naturalist and educator
38. Glenn Richardson, Attorney Advisor, Vandenberg Air Force Base (alternate for Walter Schobel)
39. Mike Ricketts, President, Monterey Fishermen's Marketing Association
40. Robin V. Robinson, artistic community
41. Jesus Ruiz, California State Coordinator, National YMCA SCUBA Program
42. Eric Russell, Executive Director, Aquatic Protection Agency (alternate for Kris Lindstrom)
43. Gary Russell, Owner, Pacific Abalone Farms (alternate for Art Seavey)
44. Mark St. Angelo, YMCA diver (alternate for Jesus Ruiz)
45. Steve Scheiblaue, Harbormaster, City of Monterey
46. Walter Schobel, Flight Chief, Airspace and Offshore Management Flight, Vandenberg Air Force Base
47. Art Seavey, Partner, Monterey Abalone Company
48. Marc Shargel, Sea Life Photographer, Lumigenic Media (alternate for John Wolfe)
49. Steve Shimek, Executive Director, The Otter Project (alternate for D'Anne Albers)
50. Erin Simmons, Pacific Ecosystems Manager, The Ocean Conservancy (alternate for Kaitilin Gaffney)
51. Ben Sleeter, MLPA Advisor, Board of Directors, Coastside Fishing Club (alternate for Howard Egan)
52. Mike Stiller, President, Santa Cruz Commercial Fishermen's Association (alternate for Mike Ricketts)
53. Bill Ward, Director, Port San Luis Commercial Fishermen's Association (alternate for Tom Capen)
54. Jim Webb, President, Cambria Fishing Club (alternate for Bob Hather)
55. Dr. Steve Webster, Educator (alternate for Dr. John Pearse)
56. John Wolfe, Advanced Assessment Team Volunteer Diver, Reef Environmental Education Foundation

## **Appendix B: Interviews and Focus Groups<sup>30</sup>**

### **Package 1 Stakeholders**

#### **Lead Interviews:**

Steve Scheiblauber, Harbormaster, City of Monterey  
Howard Egan, Sanctuary Affairs Coordinator, Recreational Fishing Alliance

#### **Package 1 Focus Groups**

Rick Algert, Harbor Director, City of Morro Bay

Eric Endersby, Diving Representative, Recreational Fishing Alliance Advisory Board  
Tom Hafer, President, South-Central Nearshore Trap Organization  
Robert Hather, Member, Board of Directors, Central Coast Fisheries Conservation Coalition  
Jeremiah O'Brien, President, Morro Bay Commercial Fishermen's Organization  
Art Seavey, Partner, Monterey Abalone Company

### **Package 2 Stakeholders**

#### **Lead Interviews:**

Kaitilin Gaffney, Central Coast Program Manager, The Ocean Conservancy  
Steve Shimek, Executive Director, The Otter Project (alternate for D'Anne Albers)

#### **Package 2 Focus Groups**

Marla Morrissey, Conservation Chair, Marine Interest Group of San Luis Obispo County  
Don Canestro Reserve Director, Ken Norris Rancho Marino Reserve, UC Santa Barbara  
Gordon Hensley, San Luis Obispo Coastkeepers  
Ron Massengill, recreational fisherman and conservationist  
Robin Robinson, artist community  
John Wolfe, Advanced Assessment Team Volunteer Diver, Reef Environmental Educ..Foundation  
D'Anne Albers, Executive Director, Friends of the Sea Otter

### **Package 3 Stakeholders**

#### **Lead Interviews:**

John Pearse, Professor Emeritus, University of California at Santa Cruz  
Michelle Knight, Vice President and Owner, Adventures by the Sea

#### **Package 3 Focus Group**

Ellen Faurot-Daniels, Oil Spill Supervisor, California Coastal Commission  
Holly Price, Resource Protection Coordinator, Monterey Bay National Marine Sanctuary  
Jim Webb, President, Cambria Fishing Club (alternate for Bob Hather)

### **Department of Fish and Game Focus Group**

John Ugoretz  
Paul Reilly  
Paulo Serpa  
Tony Warrington  
Doug Huckins

### **Science Advisory Team Focus Group**

Mark Carr, Department of Ecology and Evolutionary Biology, University of California, Santa Cruz  
Rick Starr, University Extension, California Sea Grant Program  
Mary Yoklavich, Southwest Fisheries Science Center, NOAA Fisheries  
Dean Wendt, Center for Coastal Marine Science, California Polytechnic State University, San Luis Obispo

---

<sup>30</sup> Many, but not all, of these interviews and focus groups were conducted jointly with Mike Harty.

### **Blue Ribbon Task Force Interviews**

Phil Isenberg, Chair, Isenberg and O'Haren

Doug Wheeler, Environmental Practice Group, Hogan & Hartson, LLP.(Washington DC)

Susan Golding, President and CEO, The Golding Group

Meg Caldwell, Director, Environmental & Natural Resources Law & Policy Program, Stanford Law School

Cathy Reheis-Boyd, Chief Operating Officer and Chief of Staff, Western States Petroleum Association (WSPA).

### **Statewide Interest Group (SIG) Focus Group**

Zeke Grader, Pacific Coast Federation of Fishermen's Associates

Joel Greenberg, Recreational Fishing Alliance

Pam Heatherington, Marine Interests Group of San Luis Obispo

Dr. James Liu, United Pier and Shore Anglers of California

Tom Raftican, United Anglers of Southern California

Jesus Ruiz, YMCA SCUBA Program

Linda Sheehan, California Coastkeeper Alliance

Bill Janes, Commercial Fisherman

### **MLPA Initiative Team and Consultants/Facilitators**

#### **I-Team Focus Group**

Amy Boone, Policy Analyst, MLPA Initiative

Rita Bunzel, Operations and Communications Manager, MLPA Initiative

Michael DeLapa, Central Coast Project Manager, MLPA Initiative

Evan Fox

Mary Gleason, Principal Planner, Central Coast Project, MLPA Initiative

John Kirilin, Executive Director, MLPA Initiative

Melissa Miller-Henson, Operations and Communications Manager, MLPA Initiative

#### **Facilitators Focus Group**

Scott McCreary, CONCUR

Eric Poncelet, CONCUR

#### **Consultant Interviews**

Don Maruska, Don Maruska and Company, Inc.

Kirk Strum, Strum and Associates

### **California Resource Agency Interviews**

Secretary Mike Chrisman

Brian Baird, Assistant Secretary for Ocean and Coastal Policy

### **Other Interviews**

Karen Garrison, NRDC

## Appendix C: Online Survey Respondents

**Don Canestro\*** Reserve Director, Ken Norris Rancho Marino Reserve, UC Santa Barbara  
**Dave Edlund**, Chair of Skindiving, Central California Council of Diving Clubs  
**Kaitilin Gaffney\***, Central Coast Program Manager, The Ocean Conservancy  
**Tom Hafer\*** President, South-Central Nearshore Trap Organization  
**Bob Hather\***, Member, Board of Directors, Central Coast Fisheries Conservation Coalition  
**Gordon Hensley\***, Executive Director, San Luis Obispo Coastkeeper  
**Bob Humphrey**, Dir. of Marine Resources, Central CA Council of Diving Clubs (alternate)  
**Carol Jones**, Co-owner, Tom's Sportfishing (alternate)  
**Michelle Knight\***, Vice President and Owner, Adventures by the Sea  
**Kris Lindstrom**, President, K. P. Lindstrom, Inc.  
**Ron Massengill\***, recreational fisherman and conservationist  
**Tom Mattusch**, Owner, Hulicat Sportfishing  
**Linda G. McIntyre**, Gen. Manager & Harbormaster, Moss Landing Harbor District (alternate)  
**Marla Morrissey\***, Conservation Chair, Marine Interest Group of San Luis Obispo County  
**Jeremiah O'Brien\***, President, Morro Bay Commercial Fishermen's Organization  
**Trudi O'Brien**, Secretary, Morro Bay Commercial Fishermen's Organization (alternate)  
**Dr. John S. Pearse\***, Professor Emeritus, University of California at Santa Cruz  
**Robin V. Robinson\*** artistic community  
**Gary Russell**, Owner, Pacific Abalone Farms (alternate)  
**Steve Scheiblauser\***, Harbormaster, City of Monterey  
**Art Seavey\***, Partner, Monterey Abalone Company  
**Marc Shargel**, Sea Life Photographer, Lumigenic Media (alternate)  
**Steve Shimek\***, Executive Director, The Otter Project (alternate)  
**Ben Sleeter**, MLPA Advisor, Board of Directors, Coastside Fishing Club (alternate)  
**Jim Webb\***, President, Cambria Fishing Club (alternate)

\* Also participated in interviews or focus groups.

## Appendix D: Statistics from Online Survey

Statistics From CA MLPA Survey																	
Raab Associates, Ltd.																	
Questio Topic	Scale	Responses (raw, percentage):								Standard		Total Response					
		1	2	3	4	5	6	Average	Deviation								
5 CCRSG Composition	Poorly Balanced	3	12%	5	2%	8	32%	5	20%	2	8%	2	8%	Well Balanced	3.16	1.40	25
6 CCRSG Size	Too Small	1	4%	0	0%	9	36%	7	28%	2	8%	6	24%	Too Large	4.08	1.35	25
7A Groundrules	Very Unhelpful	1	4%	2	8%	3	12%	4	17%	6	25%	8	33%	Very Helpful	4.50	1.50	24
7B Regional Goals	Very Unhelpful	2	8%	4	17%	5	21%	2	8%	8	33%	3	12%	Very Helpful	3.79	1.59	24
7C Regional Objectives	Very Unhelpful	3	12%	5	21%	4	17%	3	12%	6	25%	3	12%	Very Helpful	3.54	1.67	24
7D Regional Profile	Very Unhelpful	2	8%	4	17%	3	12%	5	21%	6	25%	4	17%	Very Helpful	3.88	1.60	24
7E Individual MPAs	Very Unhelpful	2	8%	1	4%	4	17%	8	33%	3	12%	6	25%	Very Helpful	4.13	1.51	24
7F Draft Packages	Very Unhelpful	2	8%	1	4%	3	12%	3	12%	10	42%	5	21%	Very Helpful	4.38	1.50	24
7G Revised Draft Packages	Very Unhelpful	3	12%	1	4%	3	12%	4	17%	8	33%	5	21%	Very Helpful	4.17	1.63	24
9 Technical Information	Very Unhelpful	3	12%	3	12%	4	17%	3	12%	4	17%	7	29%	Very Helpful	3.96	1.81	24
10 CCRSG Timeframe	Too Short	7	28%	4	16%	10	40%	3	12%	0	0%	1	4%	Too Long	2.52	1.26	25
11 Level of Satisfaction Before BRTF Consideration	Very Unsatisfied	4	17%	1	4%	6	25%	8	33%	3	12%	2	8%	Very Satisfied	3.46	1.47	24
12 Level of Satisfaction With BRTF Recommendations	Very Unsatisfied	7	29%	4	17%	3	12%	5	21%	3	12%	2	8%	Very Satisfied	2.96	1.71	24
13 Clarity of BRTF Role	Very Unclear	6	25%	6	25%	4	17%	1	4%	3	12%	4	17%	Very Clear	3.04	1.85	24
14 Clarity of DFG Role	Very Unclear	3	12%	8	33%	4	17%	3	12%	0	0%	6	25%	Very Clear	3.29	1.81	24
15 Overall Satisfaction	Very Unsatisfied	7	29%	2	8%	3	12%	8	33%	4	17%	0	0%	Very Satisfied	3.00	1.53	24
16 Satisfaction Dependence on Final Fish & Game Decision	Very Dependent	9	38%	5	21%	2	8%	1	4%	3	12%	4	17%	Not at all Dependent	2.83	1.97	24



## Appendix E: Multiple vs. Single Package Comments from Online Survey



8. I understood that the primary objective of the CCRSG process was to attempt to develop:	
1.	Ideally a single consensus package, realistically multiple packages that would be evaluated by the SAT, with the BRTF forwarding a preferred package.
2.	take develop off of your sentence and then I can finish it. That was the whole problem from the beginning. Everyone had this idea that that they are all gods and the keeper of the sea and we were to DEVELOP something. We were to discuss and anticipate what some MPAs would do to alleviate some of the problems we are having with the oceans (which by the way does not ALL stem out to fishing practices), we were to discuss the effectiveness of the areas already reserves and the like.
3.	Of course it was to create multiple packages, but the BRTF did not even know this until the process was at its very climax. John Kirlin tired to educate them (it was almost laughable watching him try) and they were so slow, it was almost impossible to get them to understand. They kept yelling at mainly the fishermen stakeholders that we would not reach consensus, but the process was never designed for only a consensus outcome. Consensus was always impossible.
4.	Although the law and the framework are clear that multiple packages were the goal of the process, the early stages of the RSG focused on the value of trying to come to some level of agreement. This made the goal a bit more ambiguous than the documents suggest.
5.	This is not either or. We were to create multiple packages AND try to build consensus around a single.
6.	Although alternative(s) plural, were discussed....the group drifted between packages from groups to a 'consensus' package. Both objectives were entertained at some times. I think there was a given about diverse packages, but hope for consensus, particularly a rushed pk.3 at the end (the compromise package), but okay, 2 had already been a compromise with regard to fishing impact considerations.
7.	multiple (alternative) packages is correct. I'm surprised that this needs a question, because it is so clearly stated in the Act and the MPF that our task to develop alternative MPA networks.
8.	Provide stakeholder input in implementing the goals of the MLPA.
9.	The answer to this question is, I don't know. I don't think that was clearly stated. It seemed that consensus was desirable but not explicitly stated as a goal.
10.	A single consensus package within our stakeholder group and there were at least two clear divisions in the "group" thus two packages, not three, four or more.
11.	To develop multiple packages and then to vote on them to identify the one package the most stakeholders agreed on.





## Appendix F: Online Survey Questions and Responses

SurveyMonkey.com - The easiest way to create online surveys.






1. Your Name:	
<b>Total Respondents</b>	<b>25</b>
(skipped this question)	1




2. Your Email:	
<b>Total Respondents</b>	<b>25</b>
(skipped this question)	1

3. 1. I was a member of the CCRSG as a:			
		<b>Response Percent</b>	<b>Response Total</b>
<b>Primary representative</b>		64%	16
Alternate representative		36%	9
<b>Total Respondents</b>			<b>25</b>
(skipped this question)			1

4. 2. There were 7 two-day CCRSG plenary sessions. I attended at least portions of:			
		<b>Response Percent</b>	<b>Response Total</b>
0 None		0%	0
1		0%	0
2		0%	0
3		8%	2
4		12%	3
5		0%	0
6		36%	9
<b>7 All</b>		<b>44%</b>	<b>11</b>
<b>Total Respondents</b>			<b>25</b>
(skipped this question)			1

file:///C:/Desktop/desktop/My%20Documents/Raab/CA%20Marine%20Process%20Eval/Report/SurveyResults.html (1 of 9)7/4/2006 8:27:04 AM

5. 3. The following category best captures my affiliation:			
		Response Percent	Response Total
<b>consumptive user (i.e., commercial and recreational fisherman, consumptive diver)</b>		48%	12
non-consumptive user (non-consumptive kayaker or- diver, marine educator)		8%	2
public agency		4%	1
conservation group		16%	4
Other (please specify)		24%	6
<b>Total Respondents</b>			<b>25</b>
(skipped this question)			1

6. 4. My primary geographic area of use and interest along the central coast is:			
		Response Percent	Response Total
north of Point Sur		36%	9
south of Point Sur		16%	4
<b>entire central coast</b>		48%	12
<b>Total Respondents</b>			<b>25</b>
(skipped this question)			1

7. 5. Overall, I felt that the composition of stakeholder interests represented on the CCRSG was:							
	1 (Poorly Balanced)	2	3	4	5	6 (Well Balanced)	Response Average
Answer	12% (3)	20% (5)	<b>32% (8)</b>	20% (5)	8% (2)	8% (2)	<b>3.16</b>
<b>Total Respondents</b>							<b>25</b>
(skipped this question)							1

8. 5b. What would have made it more balanced?	
<b>Total Respondents</b>	<b>19</b>
(skipped this question)	7

9. 6. I felt that the overall group size of the CCRSG (i.e., number of primaries and alternates) was:							
	1 (Too Small)	2	3	4	5	6 (Too Large)	Response Average
Answer	4% (1)	0% (0)	<b>36% (9)</b>	28% (7)	8% (2)	24% (6)	<b>4.08</b>
<b>Total Respondents</b>							<b>25</b>
(skipped this question)							1

10. 6b. What would have been a better size?	
<b>Total Respondents</b>	<b>18</b>
(skipped this question)	8

11. 7. How helpful did you feel the following work products were in completing the overall work of the CCRSG?							
	1 (Very Unhelpful)	2	3	4	5	6 (Very Helpful)	Response Total
Groundrules	4% (1)	8% (2)	12% (3)	17% (4)	25% (6)	<b>33% (8)</b>	24
Regional Goals	8% (2)	17% (4)	21% (5)	8% (2)	<b>33% (8)</b>	12% (3)	24
Regional Objectives/Design Consideratons	12% (3)	21% (5)	17% (4)	12% (3)	<b>25% (6)</b>	12% (3)	24
Regional Profile	8% (2)	17% (4)	12% (3)	21% (5)	<b>25% (6)</b>	17% (4)	24
Individual MPAs	8% (2)	4% (1)	17% (4)	<b>33% (8)</b>	12% (3)	25% (6)	24
Draft Packages	8% (2)	4% (1)	12% (3)	12% (3)	<b>42% (10)</b>	21% (5)	24
Revised Draft Packages	12% (3)	4% (1)	12% (3)	17% (4)	<b>33% (8)</b>	21% (5)	24
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

12. 7b. What, if anything, would you recommend doing differently?	
<b>Total Respondents</b>	<b>18</b>
(skipped this question)	8

13. 8. I understood that the primary objective of the CCRSG process was to attempt to develop:

		Response Percent	Response Total
Multiple packages of MPAs.	██████████	29.2%	7
A single consensus package of MPAs.	██████████	25%	6
<b>Other (please specify)</b>	██████████	<b>45.8%</b>	<b>11</b>
<b>Total Respondents</b>			<b>24</b>
(skipped this question)			2

14. 9. I felt that the technical information and analysis provided by the MLPA Initiative staff, the Department of Fish and Game, and the Master Plan Science Advisory Team during the course of the CCRSG process as we worked on forming packages of MPAs was

	1 (Very Unhelpful)	2	3	4	5	6 (Very Helpful)	Response Average
Answer	12% (3)	12% (3)	17% (4)	12% (3)	17% (4)	<b>29% (7)</b>	<b>3.96</b>
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

15. 9b. What, if anything, would you recommend to improve technical information and analysis?

<b>Total Respondents</b>	<b>21</b>
(skipped this question)	5

16. 10. I felt that the length of time for the entire CCRSG process (approximately seven months from our first plenary meeting in June 2005 to our last plenary meeting in December 2005) was:

	1 (Too Short)	2	3	4	5	6 (Too Long)	Response Average
Answer:	28% (7)	16% (4)	<b>40% (10)</b>	12% (3)	0% (0)	4% (1)	<b>2.52</b>
<b>Total Respondents</b>							<b>25</b>
(skipped this question)							1

17. 10b. What, if any, would have been a better timeframe in which to complete the work of the CCRSG?	
<b>Total Respondents</b>	<b>20</b>
(skipped this question)	6

18. 11. My overall level of satisfaction with the CCRSG process to develop MPA packages, before those packages were considered by the BRTF, can best be characterized as:							
	<b>1 (Very Unsatisfied)</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6 (Very Satisfied)</b>	<b>Response Average</b>
Answer:	17% (4)	4% (1)	25% (6)	<b>33% (8)</b>	12% (3)	8% (2)	<b>3.46</b>
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

19. 11b. What, if anything, would have made you more satisfied with the CCRSG package development process?	
<b>Total Respondents</b>	<b>18</b>
(skipped this question)	8

20. 12. How satisfied are you with the Blue Ribbon Task Force's final recommendations to the Department of Fish and Game?							
	<b>1 (Very Unsatisfied)</b>	<b>2</b>	<b>3</b>	<b>4</b>	<b>5</b>	<b>6 (Very Satisfied)</b>	<b>Response Average</b>
Answer:	<b>29% (7)</b>	17% (4)	12% (3)	21% (5)	12% (3)	8% (2)	<b>2.96</b>
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

21. 12b. What would have made you more satisfied?	
<b>Total Respondents</b>	<b>20</b>
(skipped this question)	6

22. 13. Thinking back to the outset of the CCRSG process, how clear was your understanding of the way in which the Blue Ribbon Task Force was going to review and then make recommendations to the Department of Fish and Game on the MPA packages developed initially by stakeholders?							
	1 (Very Unclear)	2	3	4	5	6 (Very Clear)	Response Average
Answer:	25% (6)	25% (6)	17% (4)	4% (1)	12% (3)	17% (4)	3.04
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

23. 13b. What, if anything, would have made it clearer?	
<b>Total Respondents</b>	<b>13</b>
(skipped this question)	13

24. 14. Thinking back to the outset of the CCRSG process, how clear was your understanding of the way in which the Department of Fish and Game staff was going to review and then make recommendations to the Fish and Game Commission on the MPA packages developed initially by stakeholders?							
	1 (Very Unclear)	2	3	4	5	6 (Very Clear)	Response Average
Answer:	12% (3)	33% (8)	17% (4)	12% (3)	0% (0)	25% (6)	3.29
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

25. 14b. What, if anything, would have made it clearer?	
<b>Total Respondents</b>	<b>14</b>
(skipped this question)	12



26. 15. Recognizing that the Fish and Game Commission has not yet received the Department of Fish and Game's recommendations nor made a final decision about MPAs along the central coast, how satisfied are you with the overall process to develop MPA packages?							
	1 (Very Unsatisfied)	2	3	4	5	6 (Very Satisfied)	Response Average
Answer:	29% (7)	8% (2)	12% (3)	33% (8)	17% (4)	0% (0)	3.00
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

27. 15b. What changes would have improved your overall satisfaction?	
<b>Total Respondents</b>	<b>17</b>
(skipped this question)	9

28. 16. To what degree is your overall level of satisfaction with the central coast effort dependent on the final outcome at the Fish and Game Commission?							
	1 (Very Dependent)	2	3	4	5	6 (Not at all Dependent)	Response Average
Answer:	38% (9)	21% (5)	8% (2)	4% (1)	12% (3)	17% (4)	2.83
<b>Total Respondents</b>							<b>24</b>
(skipped this question)							2

29. 16b. What would need to happen at the Fish and Game Commission to improve your overall satisfaction with the Central Coast process?	
<b>Total Respondents</b>	<b>22</b>
(skipped this question)	4

30. Please list 3 things you would suggest doing similarly in subsequent processes:			
		Response Percent	Response Total
1		100%	18
2		88.9%	16
3		61.1%	11
<b>Total Respondents</b>			<b>18</b>
(skipped this question)			8

31. Provide additional similar things or comments:	
<b>Total Respondents</b>	<b>8</b>
(skipped this question)	18

32. Please list 3 things you would do differently			
		Response Percent	Response Total
1		100%	18
2		94.4%	17
3		88.9%	16
<b>Total Respondents</b>			<b>18</b>
(skipped this question)			8

33. Provide additional different things or comments:	
<b>Total Respondents</b>	<b>10</b>
(skipped this question)	16

34. 18. Please provide any additional comments you would like to share with the evaluators	
<b>Total Respondents</b>	<b>14</b>
(skipped this question)	12