

Moving Ahead:

The Next Step in
Ocean Management
for Florida



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Moving Ahead: The Next Step in Ocean Management for Florida

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Prepared by:

Florida Ocean Alliance



www.floridaoceanalliance.org

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Introduction: The Need for an Ocean Management Plan in Florida

“Florida is the only continental state largely surrounded by coastal seas and ocean. In Florida you are never more than 75 miles from saltwater. . . . Florida’s economy and population are projected to grow rapidly over the long term with development booming along our coasts.”¹

Florida’s oceans and coasts provide a critical part of the State’s natural and economic resources. As recently noted by the Florida Oceans and Coastal Council (FOCC), the State’s economy is fueled by Florida’s ocean and coastal economies, valued at \$562 billion from the coastal economy and \$25 billion from the ocean economy.² As the longest coastline of any state in the continental U.S., over three-quarters of Florida’s population resides in these coastal areas.

Florida’s ocean economy ranks second in the nation. Among the state’s key ocean industries, coastal tourism and recreation are most important, followed by marine transportation.³ Significant economic benefits flow from Florida’s 14 deepwater seaports, which rank fourth among the nation’s top ports, with an economic contribution of \$73 billion in FY 2008.⁴ These ports generate over \$100 billion of the nation’s international trade and over half of its cruise embarkations. Cruise lines embarking from Florida ports contribute \$6 billion in expenditures in Florida and over 125,000 jobs.⁵ Finally, coasts and beaches attract 22 million visitors annually, and coastal recreation supports a multi-billion dollar industry of fishermen and others that create over 75,000 jobs.⁶ It is clear that Florida’s environment and economy rely upon investments that preserve and wisely manage the State’s ocean resources.

As a coastal state whose economic health depends on its oceans and coasts, it is imperative that Florida move to protect these resources and sustain them in the future. This is especially important as the State prepares for the impacts of climate change, sea level rise, and other emerging ocean uses. There is a need to balance the growing demands for sometimes conflicting ocean uses with the public’s usage and stewardship of its ocean resources. According to MacDonald, “The current patchwork of laws was simply not designed to address the complex and dynamic challenges that often defy identification of specific cause and effect, cross sectors and defy geopolitical boundaries.”⁷ It is critical that coastal states address important issues arising from the mix of potential ocean uses, such as offshore drilling, liquefied natural gas terminals, current and wind energy facilities, and fisheries. This is particularly important with the realities of increasing algal blooms, declining marine species, degraded coral reefs, global warming and invasive species. The multiple uses of the seabed floor for pipelines, transmission cables, wind farms, and placement of shipping channels present challenges to the preservation of coastal and ocean resources. Several coastal states, such as California and Massachusetts, are beginning to develop comprehensive and visionary plans to protect and manage their ocean resources.

¹ 2008-2009 Scientific Research Plan. Florida Oceans and Coastal Council, Florida Department of Environmental Protection. 2007.

² Kildow, Judith. Phase II: Florida’s Ocean and Coastal Economies Report. National Ocean Economics Program. Monterey Bay Aquarium Research Institute. 2008. p. 7. <http://noep.mbari.org>.

³ Ibid. p. 24.

⁴ Ibid. pp. 56-57.

⁵ Ibid. p. 81.

⁶ Ibid. p. 7-8.

⁷ MacDonald, Tony. Time for a New Approach: Regional and Marine Spatial Planning for the Mid-Atlantic. *The Jersey Shoreline*, 24 (4). 2007. p. 5.

Many state plans focus on ocean zoning and marine protected areas, vehicles for accomplishing the process of marine spatial planning (a comprehensive, integrated, ecosystem-based process for allocation of ocean uses). The overall concept of marine spatial planning is defined as “a way of improving decision-making and delivering an ecosystem-based approach to managing human activities in the marine environment.”⁸ It is “a planning process that enables . . . consistent decision making on the human uses of the sea. . . . analogous to spatial or land use planning in terrestrial environments.”⁹ This concept helps organize the content of ocean management plans and ensure that uses are ecologically, economically and culturally sustainable.

In a 2007 article, MacDonald supports a new approach to ocean planning for the mid-Atlantic region.¹⁰ He criticizes the current state of affairs, characterized by fragmented governance and management frameworks that focus on only one sector of ocean activity. He advocates a more coherent approach to streamline over 20 federal agencies and more than 140 federal laws, plus multiple state laws, that impact ocean management today. It is no surprise that the current approach, described as “dysfunctional, inefficient, unpredictable, and ill-equipped to resolve emerging demands to use ocean resources,”¹¹ is criticized for being unable to meet the needs of the 21st Century. MacDonald urges a comprehensive ecosystem-based approach to managing the oceans that supports human needs, as well as protecting the ecosystem itself. This more thoughtful approach takes into account the value of ecosystem services, or the economic benefits derived from ecosystem functions.¹²

Scholars are beginning to explore ways to manage oceans under existing legal theories. A Duke University group argues that while marine spatial planning and ocean zoning are important to managing the oceans, current ocean governance does not fill the need. They suggest that the public trust doctrine could provide a compelling legal framework to help define the ways that oceans are managed. Under this concept, ocean ecosystems could be connected with this doctrine, where stewardship for oceans could be held in trust for the public’s benefit and violations enforced in U.S. waters. Such a theory would foster systematic collaboration among more than 20 federal agencies that manage marine ecosystems.¹³ It would also allow the development of renewable energy while maintaining fishery and marine animal habitat in the oceans, balancing the conflicting demands of conservation, offshore energy, fisheries, and shipping in the 3.6 million nautical square miles of the nation’s territorial waters.¹⁴

The National Governors Association has recently adopted a formal policy position on ocean and coastal zone management, articulating a set of governance principles to ensure a strong role for states in developing a new national ocean policy.¹⁵ This policy should focus on ecosystems and protect the resources of ocean and coastal areas from the challenges of conflicting activities. The association also urged a stronger partnership between the federal government and watershed states, with enhanced

⁸ Visions for a Sea Change – Report of the First International Workshop on Marine Spatial Planning. Intergovernmental Oceanographic Commission and the Man and the Biosphere Programme. United Nations Education, Scientific and Cultural Organization (UNESCO). 2006. p. 1.

⁹ Ibid. p. 1.

¹⁰ MacDonald, Tony. Time for a New Approach: Regional and Marine Spatial Planning for the Mid-Atlantic. *The Jersey Shoreline*, 24 (4). 2007.

¹¹ Ibid. p. 4.

¹² Ibid. p. 6.

¹³ Turnipseed, Mary, Larry B. Crowder, Raphael D. Sagarin, Stephen E. Roady. “Legal Bedrock for Rebuilding America’s Ocean Ecosystems,” *Science*, 234. 2009. pp. 183-184.

¹⁴ “Public Trust Doctrine Could Aid Management of U.S. Ocean Waters,” *Science Daily*. April 13, 2009.

¹⁵ National Governors Association, Policy Position NR-10, Ocean and Coastal Zone Management. February 25, 2009. <http://www.nga.org/portal/site/nga/menuitem.8358ec82f5b198d18a278110501010a0>.

coordination and technical and financial assistance to states. Specifically, they called for a comprehensive review process for emerging uses in offshore waters, with gubernatorial concurrence in the process.

In her 2009 testimony to Congress, Pomponi advocated for a recommitment to the health of the planet's oceans. "We have explored only five percent of the ocean and we protect only eight-tenths of one percent of it. We need to understand society's impact on the ocean and the ocean's impact on society to ensure a clean, healthy ocean. We need new technologies to map, explore and observe the ocean—technologies that will enable us to achieve ecosystem-based and adaptive management, restore the health of the ocean and unlock its secrets."¹⁶ That is the key role of oceans management plans—planning for smarter use of the oceans as a resource to be valued and protected. Moreover, recently enacted federal ocean research legislation involved significant partnerships with states. The Omnibus Public Land Management Act of 2009 (H.R. 146) addressed five ocean research bills that create three new research programs in NOAA--in ocean acidification, ocean exploration, ocean observation, undersea research, and ocean and coastal mapping.¹⁷

Since renewable energy projects are an important priority for the Obama Administration, it is important to determine where such projects will be authorized. Congress has recently introduced The Marine and Hydrokinetic Renewable Energy Promotion Act (H.R. 2036)¹⁸ to provide \$250 million for marine renewable research, development, demonstration and deployment, as well as an Adaptive Management Program to fund environmental studies associated with ocean renewable energy projects. As one expert remarked: 'We've got competition for space in the ocean, just like we have competition for space on land,' and the question is 'How are you going to manage it? Is it the people with the most power win? Is it whoever got there first? Is it a free-for-all?'¹⁹ Recent climate change legislation (H.R. 2454) included a markup by Chairman Henry Waxman that highlights ecosystem-based management of ocean resources.²⁰ The "Chairman's mark" requires a study of regional marine spatial planning to determine the desirability of marine planning of renewable energy policies on the U. S. Outer Continental Shelf (OCS).²¹

The Joint Ocean Commission (Joint Commission) was created to implement the policy recommendations of the Pew Oceans Commission and the U. S. Commission on Ocean Policy. The Joint Commission recognized the challenge that "pollution, resource depletion, and economic loss" present to the nation's oceans, coasts, and Great Lakes, caused by a lack of coordination and leadership. The Joint Commission advocates ocean governance through regional ocean partnerships to manage critical coastal and ocean

¹⁶ Pomponi, Shirley A. "Managing our Ocean and Wildlife Resources in a Dynamic Environment: Priorities for the New Administration and the 111th Congress," Testimony before the Subcommittee on Insular Affairs, Oceans, and Wildlife; Committee on Natural Resources, U. S. House of Representatives. March 3, 2009.

¹⁷ H.R. 146, Title XII, Sections 1200-12409 - Omnibus Public Land Management Act of 2009.

¹⁸ H.R. 2036 – The Marine and Hydrokinetic Renewable Energy Promotion Act of 2009. Ocean Renewable Energy Coalition. <http://www.renewableenergyworld.com/rea/partner/ocean-renewable-energy-coalition-4809/news/article/2007/05/the-marine-hydrokinetic-renewable-energy-promotion-act-48621>.

¹⁹ Andrew Rosenberg, quoted in Juliet Eilperin, "Finding Space for All in Our Crowded Seas," Washington Post. May 4, 2009. <http://www.washingtonpost.com>.

²⁰ Lafferty Grymes Susan, David L. Wochner, and Benjamin Norris. "Chairman's Mark of Climate Change Bill Maintains Marine Spatial Planning in Managing Offshore Renewables." *Offshore Energy Law Blog*. May 19, 2009. <http://www.offshoreenergylawblog.com/blog.aspx?entry=87>.

²¹ Ibid. The OCS refers to 1.7 billion acres of federal lands submerged under the ocean, seaward of state boundaries, from about 3 geographical miles off the coast to at least 200 nautical miles to the edge of the Exclusive Economic Zone. See U.S. Department of the Interior, Report to the Secretary, Executive Summary, "Survey of Available Data on OCS Resources and Identification of Data Gaps," OCS Report, MMS 2009-015.

needs. There are now five such partnerships among states, including two that involve Florida-- the recently formed Governors' South Atlantic Alliance and the Gulf of Mexico Alliance. Others include the Great Lakes Commission, the Northeast Regional Ocean Council, and the West Coast Governors' Agreement on Ocean Health.²² These partnerships focus on climate change adaptation, habitat restoration, coastal hazards and human safety, water quality, and environmental education. In a recently released report, the Joint Commission recognized the lack of rational management of the nation's oceans, resulting in declining health of the ocean's resources, accompanied by declines in the economic value of the ocean's goods and services.²³ They argue that a mismatch exists "between the way natural systems work and the way we manage the activities that affect them."²⁴ According to Bill Ruckelshaus, a member of the Joint Commission, 'Our oceans and coasts together are one of the biggest drivers of the U.S. economy,' reinforced by economic contributions of coastal watershed activity, valued at \$7.8 trillion, or 68 percent of the nation's GDP. It is estimated that ocean-dependent industries, such as shipping, fishing and offshore energy, generate approximately \$138 billion in the U.S.²⁵

Facing similar challenges, needs, and use issues, Florida urgently needs to develop a process to develop a strategic and comprehensive Ocean Management Plan (Plan). To begin, emerging issues must be brought to the attention of State policymakers. Information on ocean management strategies needs to be synthesized. Guidelines should be outlined to formulate a Plan, building on the best practices of other states.

The need to begin an Ocean Management Plan in Florida is supported by a recent report issued by a coalition of seven Florida environmental organizations, who identified eight areas of concern for Florida's coasts.²⁶ These areas include many of the focus areas in other state management plans, including ocean governance, coastal habitats and development, coastal pollution, offshore drilling, marine ecosystems, fisheries, marine species, and global warming pollution. The Florida Department of Environmental Protection (FDEP) has responded to the report and report card with an acknowledgment that more can be done to protect oceans and coasts, but that progress is being made.²⁷

Additionally, recent debate in the 2009 Florida Legislature suggests the need for a comprehensive approach to energy issues in Florida. These and similar issues will continue to surface as states grapple with the nation's energy needs, which is being left to each state to manage, although there are also federal jurisdictional issues in offshore ocean waters. This issue of offshore uses has been raised by the Obama Administration, with requests by Secretary of Interior Ken Salazar for a six month special planning period and additional public comment on a proposed five year plan for oil and gas development on the OCS.²⁸ Secretary Salazar is working with the Departments of Energy and Agriculture to develop renewable energy zones in the federal offshore area that will identify locations for renewable energy projects and

²² Joint Ocean Commission Initiative, Joint Statement on Regional Ocean and Coastal Collaboration, 2009.

²³ Joint Commission Initiative, Changing Oceans, Changing World: Ocean Priorities for the Obama Administration and Congress. April, 2009. p. 1. Recommendations of the Initiative are at: www.jointoceancommission.org

²⁴ Ibid., p. 1.

²⁵ Bill Ruckelshaus, quoted in Joint Ocean Commission Initiative Press Release, "Joint Ocean Commission Initiative Calls for Immediate Action to Address Ocean Concerns in Climate, Economic and Energy Policy," April 7, 2009.

²⁶ 2009 Florida Coastal and Ocean Policy Report Card. Florida Coastal and Ocean Coalition. Natural Resources Defense Council, March, 2009. <http://www.nrdc.org/policy>.

²⁷ Secretary Michael W. Sole, Florida Department of Environmental Protection. http://www.dep.state.fl.us/secretary/news/2009/01/0114_01.htm.

²⁸ U.S. Department of the Interior, News Release, "Secretary Salazar Details Strategy for Comprehensive Energy Plan on U.S. Outer Continental Shelf." February 10, 2009. http://www.doi.gov/news/09_News_Releases/021009.html.

high-tech corridors to transport green power.²⁹ On April 22, 2009, President Obama announced that the U.S. Department of the Interior had finalized a framework for renewable energy production on the OCS. This program will grant leases, easements, and rights-of-way for safe and environmentally responsible renewable energy development on the OCS. The Department's Minerals Management Service has the authority to regulate renewable energy development and manage more than 1.7 billion acres of submerged lands on the OCS, to include mineral resource and renewable energy development.³⁰

The U.S. Congress is also considering legislation that would zone new offshore energy projects on the OCS, designating specific areas of the sea for energy uses and preserving others for marine resources.³¹ Such zoning or marine spatial planning would protect resources, such as critical fisheries and marine mammal habitats or ecologically sensitive areas. Other areas would be designated for energy development, providing certainty for offshore development of oil and gas drilling, wind energy, and wave energy. According to one expert, Tom Kitsos of the Joint Ocean Commission Initiative, "Dealing with the ocean is just a different kind of animal than zoning on land, and it's going to require a different kind of dexterity."³² Congress discussed future energy legislation that includes a comprehensive planning process in their hearings on offshore energy policy.

A recent initiative by the Joint Commission recommended that states consider adopting comprehensive spatial planning for marine areas with several conflicting uses.³³ In particular, the Joint Commission raised concerns about the lack of coordination and fragmented decision-making in states as inadequate to address the new range of ocean uses. The Joint Commission recommended marine spatial planning as a remedy to the situation, applying land planning tools to the marine environment to complement state regulation and coordinate coastal and ocean uses more effectively and efficiently. While Florida has collected much data on specific uses in the ocean, the State lacks a cohesive planning and governance framework to guide multifaceted spatial analyses and needs decisions about how the State can use specific ocean areas to meet long-term policy goals. Ocean management, using such tools as marine spatial management and marine zoning, provides such a framework.

Organization of the Report

This report is divided into eight sections – (1) Background and Unique Assets of Florida, (2) Entities Involved with Florida's Oceans and Coasts, (3) Summary of Ocean Management Plans in Other States, (4) Best Practices of Other States, (5) Key Ocean and Coastal Issues in Florida, (6) Roundtable Summary, (7) Guidance for Florida, and (8) Next Steps. Appendix A contains material from the Roundtable discussion in Tallahassee on Florida Oceans Day, March 25, 2009. A list of definitions is included in Appendix B to ensure that readers of this report have a common understanding of some key terms. Appendix C covers detailed analysis of state management plans. Appendix D provides examples of guiding principles.

²⁹ Blinch, Russell, "U.S. Interior Chief touts renewable energy zones," Reuters, March 24, 2009. <http://www.reuters.com/article/environmentNews/idUSTRE52N7EX20090324>.

³⁰ U.S. Department of the Interior, News Release, "President Obama, Secretary Salazar Announce Framework for Renewable Energy Development on the U.S. Outer Continental Shelf." April 22, 2009. <http://www.doi.gov>.

³¹ Winter, Allison. "Lawmakers eye 'zoning' for new offshore energy projects." New York Times, March 25, 2009.

³² Ibid.

³³ One Coast, One Future: Securing the Health of West Coast Ecosystems and Economies. Joint Ocean Commission Initiative, January, 2009.

I. Background and Unique Assets of Florida

Florida has a range of alliances and organizations that could assist the state in the development of a comprehensive plan, both in its initial development stages and implementation. Here we detail just three of these organizations, as an example. Others were included in the Roundtable discussion during 2009 Florida Oceans Day (see Section VI below). Each of these groups has linkages to the ocean community and helps connect the public, private, and nonprofit sectors in Florida. This is precisely the kind of collaboration that will be necessary as Florida moves ahead and begins to explore the formulation of a Management Plan for its oceans. There is an urgent need to both “bond” and “bridge” social capital in support of enlightened ocean governance.³⁴ In particular, State government cannot develop the process for an Ocean Management Plan without coordination and input from varied coastal interests, including academic, nonprofit, and private industry. Therefore, we perceive these alliances and consortia as critical to building a foundation for the Plan.

In mid-2008, the Florida Ocean Alliance began discussing the need for an Ocean Management Plan in Florida and proposing the framework for such a Plan. In December of 2008, The Elizabeth Ordway Dunn Foundation awarded a grant to the Florida Ocean Alliance in support of the project--Phase 1: Laying the Groundwork for Developing an Ocean Management Plan for Florida. This project will be finalized by March 15, 2010. It includes a review of relevant state ocean management plans and key processes, as well as identification of best practices. Importantly, it also includes a formal stakeholder review by public, private, and non-profit sectors at a Roundtable in Tallahassee during Florida Oceans Day on March 25, 2009. Comments from the stakeholders are included in Appendix A and incorporated into recommendations at the end of this report.

Work Plan for the Project

The project will involve several tasks, which will be discussed in the remainder of the report.

1. Review relevant state ocean management plans to identify best practices.
2. Develop recommendations and guidance for proceeding with a Florida Ocean Management Plan.
3. Review processes and recommendations with key stakeholders from the public, private, and non-profit sectors.
4. Convene a Roundtable during Florida Oceans Day (March 25, 2009) to discuss the concept of an ocean management plan and refine the recommendations with key stakeholders.
5. Prepare a final report of the best practices and guidelines for developing a statewide management plan.
6. Submit recommendations to state decision-makers, incorporating results of the Roundtable. Recommendations may include a draft executive order or legislative proposal/resolution.
7. The proposed review of best practices will be evaluated by a subcommittee of the FOA Board, who will assess whether this summarizes the ocean management plans.

³⁴ Putnam, Robert D., Feldstein, Lewis and Cohen, Donald J. *Better Together: Restoring the American Community*. Simon and Schuster, Cambridge, Massachusetts. 2003.

Florida Ocean Alliance

The Florida Ocean Alliance (FOA) is uniquely positioned to coordinate this effort for the state. FOA is a nonpartisan organization dedicated to bringing together government, academic, and private sectors in Florida to protect and enhance Florida's coastal and ocean resources for continued social and economic benefits. Recognizing the interconnection of Florida to its neighbors in the Caribbean Basin, along the Gulf of Mexico and the Atlantic Coast, the Florida Ocean Alliance is committed to positioning Florida as an international leader in ocean conservation, education, governance, and responsible economic development. FOA members represent both the private and public sectors. Private-sector members include representatives from ocean-related industries in tourism, ports, shipping, fishing, boating, and cruising. Public-sector members include representatives of non-profit research organizations, academia, and public interest groups.

FOA also serves as a clearinghouse for information on key ocean and coastal issues facing Florida. The organization helped to initiate an economic report assessing Florida oceans and coastal resources³⁵ that was authorized by the Florida Oceans and Coastal Council, which includes several members of FOA. FOA also monitors and publicizes actions related to the oceans and coasts and focuses on outreach and educational activities for the public and policymakers, including conferences, papers on ocean and coastal policies, economic studies, and testimony to national or state agencies and commissions concerned with ocean or coastal policy.



FOA was formed in late 1999 and evolved from the members participating in the Florida Governor's Ocean Committee. This group recognized the vital role of coastal and ocean resources to Florida's quality of life and economic vitality in their 1999 Final Report, available at: <http://www.dca.state.fl.us/ffcm/FCMP/Programs/prog.htm>. Since that time, two national commissions (U.S. Commission on Ocean Policy and Pew Oceans Commission) have considered the impact of the oceans to the nation. Part of FOA's role is to ensure that Florida's perspective is represented in this national dialogue and that members have an opportunity to raise their issues with national and state policymakers.³⁶

³⁵ Kildow, Judith (2008).

³⁶ Additional information is available at the Florida Ocean Alliance, <http://www.floridaoceanalliance.org>.

Florida Oceans and Coastal Council

The Florida Oceans and Coastal Council was created by the 2005 Legislature through the Oceans and Coastal Resources Act.³⁷ The Council is charged each year with developing priorities for ocean and coastal research and establishing a statewide ocean research plan. The Council also coordinates public and private ocean research for more effective coastal management. The Council is comprised of three non-voting members and fifteen voting members appointed by the Florida Department of Environmental Protection, the Florida Fish and Wildlife Conservation Commission, and the Florida Department of Agriculture and Consumer Services. Members represent a diverse range of expertise, including but not limited to commercial fishing, marine geology, coastal ecology, environmental law, and engineering. They examine the management and research needs of Florida agencies with coastal and marine resource management responsibilities. The Council provided resources for Florida Oceans Day.³⁸

Florida Coastal Ocean Observing System (FLCOOS) Consortium

FLCOOS is a private-public partnership of 18 academic, non-profit, and private marine science organizations collaborating to understand and protect Florida's ocean environment. The Consortium is developing a scientifically sound, integrated, and sustained coastal ocean observing system to provide real-time and forecast ocean conditions from Florida's estuaries to its Exclusive Economic Zone. As such, it unites Florida's two coastlines, which overlap the Gulf of Mexico Regional Association and the Southeast Atlantic Regional Association, thus connecting the Gulf of Mexico to the North Atlantic, and reaching the Caribbean Sea through the Loop Current. Remote observations and models will enable FLCOOS to address critical issues of the deep-ocean and coastal environment, ranging from climate and weather to homeland security, fisheries, and ocean health, and water quality.³⁹

Florida Alliances

Two other alliances deserve mention in protecting the coastal and ocean resources that border Florida's coasts:

1. The Governors' South Atlantic Alliance (Florida, Georgia, South Carolina and North Carolina) was recently formed to improve coordination among these southeastern state governments to develop integrated regional action. The Alliance seeks to advance mutual interests on South Atlantic coastal and marine issues while collaborating with federal agencies and regional entities. Their priority issues include healthy ecosystems, working waterfronts, clean coastal and ocean waters, and disaster-resilient communities.⁴⁰
2. The Gulf of Mexico Alliance was formed in 2004 to unify the Gulf States (Alabama, Florida, Louisiana, Mississippi, and Texas) in protecting their ocean and coastal resources. This

³⁷ Florida Statutes Chapter 161.70-161.76.

³⁸ Additional information is available at the Florida Oceans and Coastal Council, <http://www.floridaoceanscouncil.org>.

³⁹ Additional information is available at Florida Coastal Ocean Observing System (FLCOOS) Consortium, <http://marine.usf.edu/flcoos>.

⁴⁰ The Governors' South Atlantic Alliance: A Call to Action Framework" (March 2009). The South Atlantic Fishery Management Council. <http://www.safmc.net/Portals/6/Meetings/Council/BriefingBook/March09/HabEco/Attach9JtHabEcoCommFINALSAALLIANCE%20FRAMEWORK.pdf>.

partnership is supported by 13 federal agencies. Priorities range from water quality for healthy beaches and shellfish beds, wetland and coastal conservation and restoration, environmental education, to coastal community resiliency.⁴¹ Both efforts demonstrate the benefits of shared management to enhance the ecology and economy of the region.

Florida Marine Research Centers and Research Capacity

Florida has significant research capacity in the area of oceans and coasts, including state agencies, universities, and non-profit research institutes. These include, among others, the Florida Institute of Oceanography, Mote Marine Laboratory, Harbor Branch Oceanographic Institute, Florida Sea Grant, Rosenstiel School for Marine and Atmospheric Sciences, Florida Institute of Technology, Hubbs-Sea World Research Institute, Aquarius Reef Base, and The Nature Conservancy. A recent survey of the marine research and education industry found that marine and coastal research and education institutions in Florida had a combined annual budget of nearly \$273 million in fiscal year 2007 and paid annual wages over \$154 million, employing nearly 3,000 staff and over 2,200 students. The total spent on research was \$162 million in fiscal year 2007.⁴²

A. The Impact of Climate Change

Along with economic issues, climate change is one of the major challenges facing the nation's coastal states, in particular Florida. It has recently been recognized as "a global problem" by the Joint Ocean Commission Initiative and a potential threat to human life and coastal property, as well as to habitat areas.⁴³ The State of Florida will be challenged as it decides how to address both mitigation and adaptation strategies to respond to threats from climate change and sea level rise. At a conference on managing ocean ecosystems at Stanford Law School, Senator Sheldon Whitehouse identified climate change as "the biggest stress on the ocean." According to panelists at the conference, renewable energy, including ocean waves, tidal currents and marine wind, is part of the solution to climate change, with the potential to provide half of the nation's energy needs.⁴⁴ The U.S. Department of Interior found that climate change injects uncertainty into the discussion over how to deal with energy production and distribution since the timing and magnitude of climatic impacts are unclear. The impact of climate change on coastal and marine areas will vary, depending on various factors, including temperature, sea level, water, wind and storms.⁴⁵

Among the states most vulnerable to the impact of climate changes, Florida is particularly at risk because of its vast coastline of 8,400 miles and the concentration of its population along its shores. Fortunately, Florida's Governor and Legislature have taken the lead in addressing climate change, and the State has a strong support system among the coastal and ocean agencies that assist in monitoring and protecting the health of its coastal natural resources and in ensuring that the State's economic resources are safe.

⁴¹ Gulf of Mexico Alliance, "What is the Gulf of Mexico Alliance?" <http://www.gulfofmexicoalliance.org>.

⁴² Kildow, Judith (2008), pp. 137-143.

⁴³ Joint Ocean Commission Initiative, "One Coast, One Future: Securing the Health of West Coast Ecosystems and Economies, Recommendations to Local and State Leaders," January, 2009. pp. 9, 30-32.

⁴⁴ Brooks, Cassandra, "Climate change is 'biggest stress' on ocean, Senator says," Stanford Report, April 15, 2009.

⁴⁵ "Report to the Secretary, U.S. Department of Interior, "Survey of Available Data on OCS Resources and Identification of Data Gaps," Executive Summary, OCS Report MMS 2009-015, p. 7

Entities involved with climate issues in Florida within State government include the Florida Public Service Commission, the Florida Department of Environmental Protection, the Florida Department of Community Affairs, and the Florida Energy Systems Consortium. The State established a Florida Energy and Climate Commission, created by Governor Charlie Crist and the Florida Legislature in the 2008 Legislative Session⁴⁶. This Commission provides a central location for state energy and climate change programs and policies to foster diverse energy sources in Florida and economic development in alternative energy technology. Housed within the Executive Office of the Governor, its responsibilities include: (1) coordination with other State entities to develop State energy and climate change policies and programs, (2) completion of annual assessments of the State's Energy and Climate Change Action Plan, as well as (3) provision of recommendations to the Governor and Legislature. The Governor is leading his energy initiative with three executive orders issued in July, 2007.

Florida is unique among U.S. states since its oceans are split between the Atlantic on the east and the Gulf of Mexico on the west, resulting in a bifurcated approach to ocean management. That is one of the main reasons that FCOOS was formed, to make a comprehensive view of oceans possible with regard to ocean monitoring activities. No other state has the problem of geographic splits in dealing with its state waters. In the framework discussed in this report, we urge a comprehensive approach to both oceans, as well as the international waters to the south of Florida in the Caribbean, so that Florida's geography is dealt with holistically and at the appropriate spatial scale.

Florida has several agencies with jurisdiction over ocean and coastal issues, including the Florida Department of Environmental Protection, the Florida Fish and Wildlife Conservation Commission (FWC), and the Florida Department of Agriculture and Consumer Services (FDOACS) (See Figure 1). These three agencies coordinate the activities involving regulation of the State's oceans and coasts.

II. Entities Involved with Florida's Oceans and Coasts

A. Florida Department of Environmental Protection

The Department of Environmental Protection is the lead agency in state government for environmental management and stewardship and is one of the more diverse agencies protecting the State's air, water, and land. FDEP is divided into three primary areas: Regulatory Programs, Land and Recreation, and Planning and Management. Florida's environmental priorities include restoring America's Everglades; improving air quality; restoring and protecting the water quality in our springs, lakes, rivers and coastal waters; conserving environmentally-sensitive lands; and providing citizens and visitors with recreational opportunities, now and in the future. Some of the programs that relate to ocean and coastal management within the agency are:

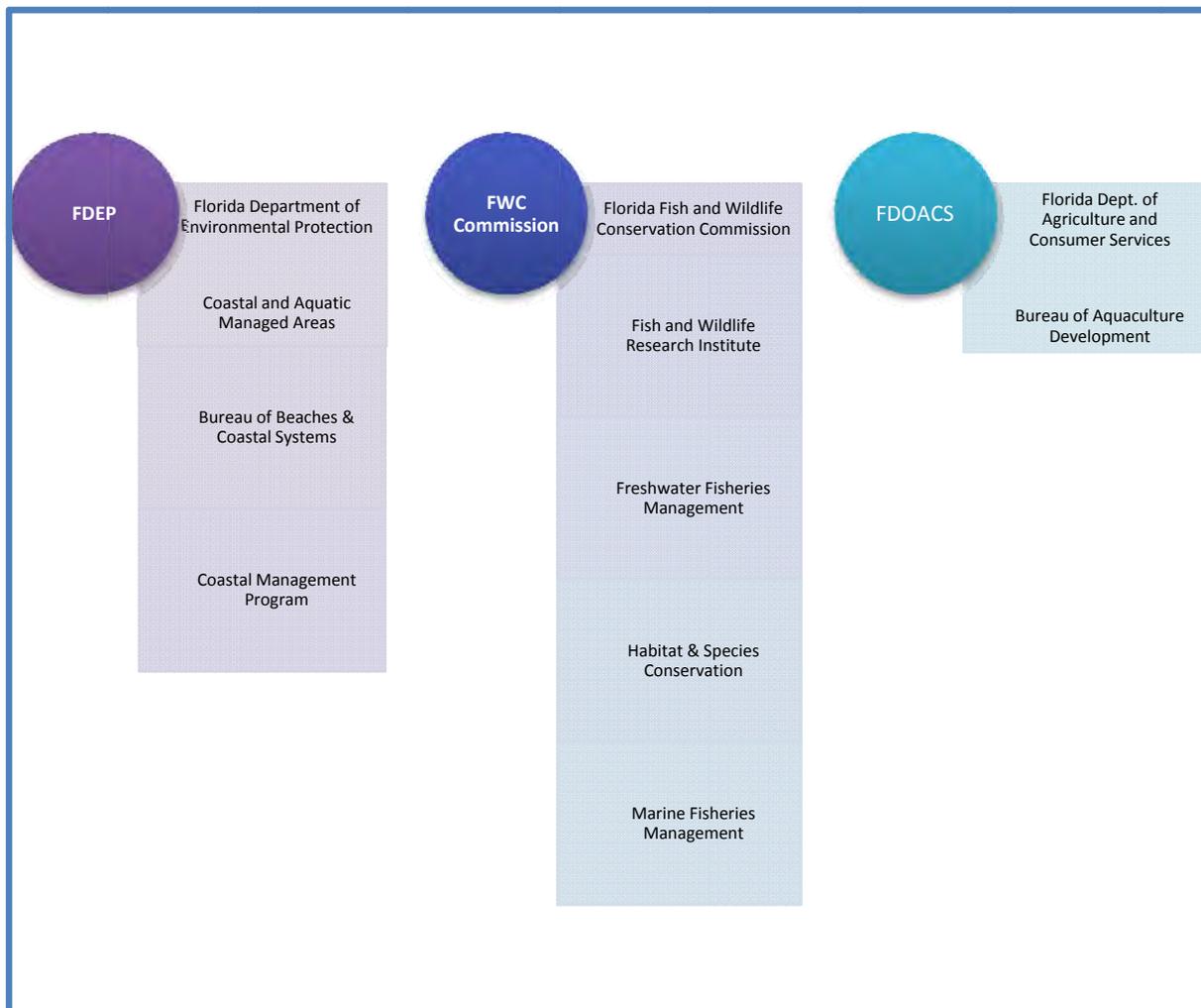
- (1) **Bureau of Beaches and Coastal Systems** - manages activities affecting Florida's beach and coastal systems and sovereign submerged lands. Activities include the restoration and management of critically eroded beaches, safeguarding the beach and dune systems from imprudent development and determining shoreline conditions and trends,
- (2) **Coastal and Aquatic Managed Areas** - manages 5,000,000 acres of submerged lands along Florida's 8,400 mile coastline. CAMA manages 41 State aquatic preserves. Three National Estuarine Research Reserves, a Coral Reef Conservation Program, and the Florida Keys National Marine Sanctuary are managed jointly with the National Oceanic and Atmospheric

⁴⁶ F.S., Chapter 161.70-161.76

Administration (NOAA) through the National Estuarine Research Reserve System and the National Marine Sanctuary program (see Map 1), and

- (3) **Coastal Management Program** – includes a network of eight state agencies and five water management districts enforcing 23 statutes to protect and enhance the state's natural, cultural, and economic coastal resources. The program's goal is to coordinate local, state, and federal agency, activities using existing laws to ensure that Florida's coast is as valuable to future generations as it is today. FDEP is responsible as the lead agency for directing the implementation of the statewide coastal management program.⁴⁷ Program funding is limited to cities and counties contiguous to state water bodies and includes the Coastal Partnerships Initiative and the Waterfronts Florida Program. Both programs help improve coastal access and foster stewardship of coastal areas, along with revitalization of waterfronts.

Figure 1. Florida's Key Coastal and Ocean Agencies



⁴⁷ Florida Department of Environmental Protection. <http://www.dep.state.fl.us/>. Accessed February 12, 2009

Map 1. Florida Protected Coastal Areas



-  Aquatic Preserves
-  National Estuarine Research Reserves
-  Florida Keys National Marine Sanctuary
-  Coral Reef Conservation Program

0 25 50 100 150 Miles

Aquatic Preserves layer maintained by: Office of Coastal and Aquatic Managed Areas, 3900 Commonwealth Blvd, MS 235, Tallahassee, FL 32399-3000, (850)245-2094

Aquatic Preserves include all the state-owned submerged lands within their boundaries. This map is not intended for use for determination of wetlands or land ownership.

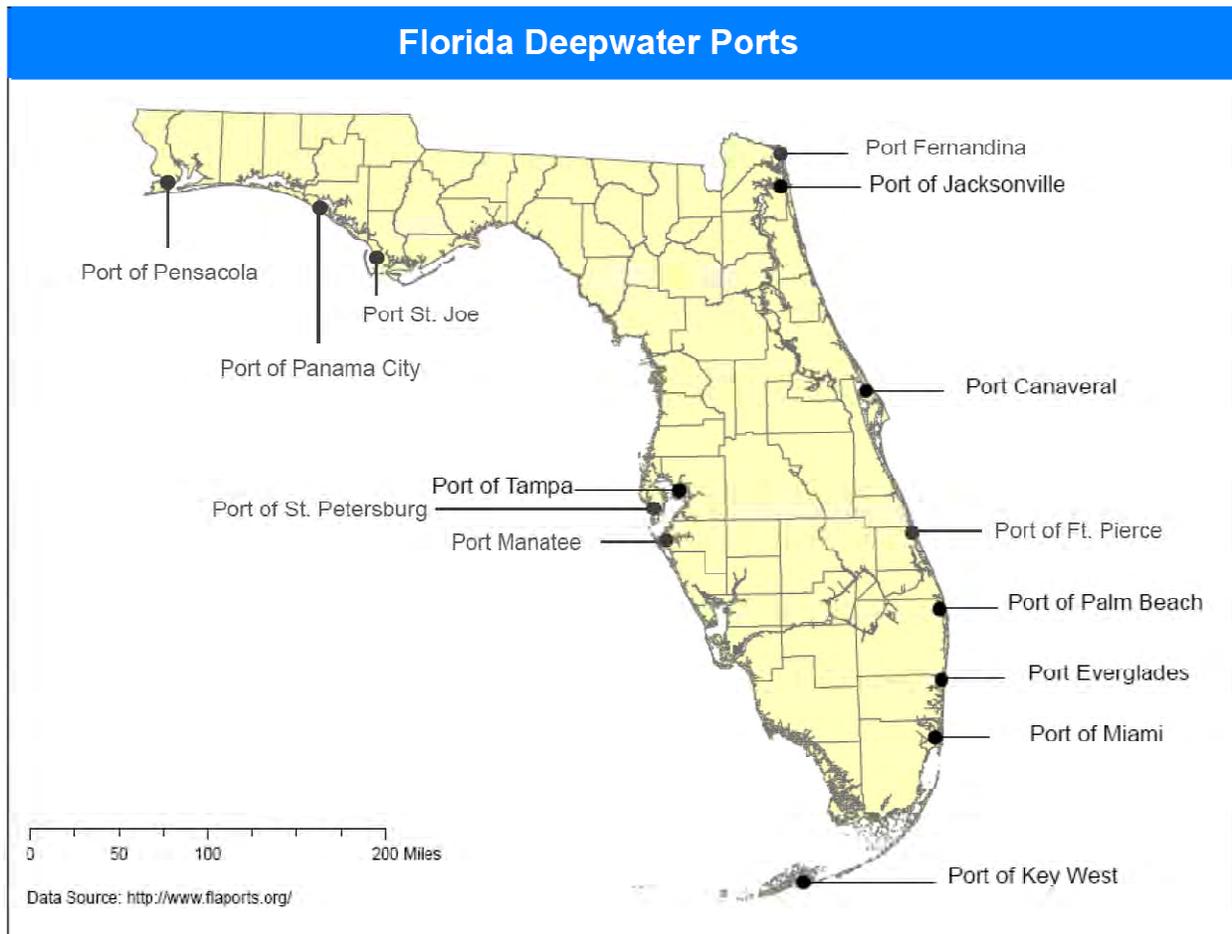
www.FloridaCoasts.org

Source: Florida Department Environmental Protection. <http://www.dep.state.fl.us>.

B. Florida Department of Transportation

The Department of Transportation helps support funding for planning and program management for the State's 14 deepwater ports (see Map 2), working through the Florida Seaport Transportation and Economic Development (FSTED) Council and the Florida Ports Council. In its planning role, the FSTED Council develops the Statewide Seaport System Plan to identify seaport issues and priorities for funding. It coordinates the review and financing of an annual grant program for seaport security and capacity projects, as well as two seaport bond programs. It also partners in implementing the Strategic Intermodal System (SIS) with the Florida Ports Council and the ten SIS seaports, identifying projects and developing SIS multi-modal and cost-feasible plans for the seaports.⁴⁸

Map 2. Florida Deepwater Ports



Source: Florida Ports Council. <http://www.flaports.org>.

⁴⁸ Florida Department of Transportation. <http://www.dot.state.fl.us/seaport>. Accessed March 2009.

C. Florida Fish and Wildlife Conservation Commission

The Fish and Wildlife Conservation Commission (FWC) was established on July 1, 1999, the result of a constitutional amendment approved in the 1998 General Election as part of the package proposed by the Constitution Revision Commission. In the implementation of the Constitutional Amendment, the Florida Legislature combined all of the staff and Commissioners of the former Marine Fisheries Commission, parts of the Divisions of Marine Resources and Law Enforcement of the Florida Department of Environmental Protection, and all of the employees and Commissioners of the former Game and Freshwater Fish Commission.

There are four divisions within the agency:

- (1) **The Fish and Wildlife Research Institute** works on the assessment and restoration of ecosystems and studies of freshwater and marine fisheries, aquatic and terrestrial wildlife, imperiled species, and red tides. The institute develops the information science required to analyze and disseminate research products and engages in outreach activities to complement all programs.
- (2) **Freshwater Fisheries Management** provides expertise on freshwater fish populations, angler use, or other aspects of freshwater fisheries needed for management decisions by the FWC. It assesses impacts of decisions made by others to ensure quality fisheries and fishing in selected Florida lakes, fish management areas, rivers and streams.
- (3) **Habitat and Species Conservation** helps ensure healthy, diverse fish and wildlife populations for future generations by combining the best available science, applied habitat management, and successful partnerships.
- (4) **Marine Fisheries Management** develops regulatory and management recommendations for consideration by FWC Commissioners designed to ensure the long-term conservation of Florida's valuable marine fisheries resources. The director of the division serves as a liaison to a number of federal agencies on marine issues and is the State's representative on the Gulf of Mexico Fisheries Management Council and South Atlantic Fisheries Management Council. Division activities include recreational and commercial marine fisheries outreach and education programs; artificial reef development and deployment; preparation of fishery strategic plans; issuance of special activities licenses, wholesale fish dealer audits and trap-retrieval efforts.⁴⁹

D. Florida Department of Agriculture and Consumer Services

The Florida Department of Agriculture and Consumer Services is the lead agency in state government for agricultural management and environmental services to farmers. As established in the Aquaculture Policy Act,⁵⁰ aquaculture is agriculture, and the Florida Department of Agriculture and Consumer Services is the lead aquaculture agency. The Act directs the Department to coordinate and assist in the development of aquaculture and to regulate aquafarms with the objectives of protecting or conserving Florida's natural resources. In order to meet these objectives, the Department's Division of Aquaculture was created on July 1, 1999. The Department is responsible for annually revising the Florida Aquaculture Plan. The role of the Division of Aquaculture includes the regulation of aquaculture facilities and shellfish processing

⁴⁹ Florida Fish and Wildlife Conservation Commission. <http://www.myfwc.com>. Accessed February 12, 2009.

⁵⁰ Florida Aquaculture Policy Act, (F.S. 579.001).

plants, the opening/closing of shellfish harvesting waters to protect human health, and ensuring the continued productivity of oyster reefs through a restoration program and leasing submerged state lands for aquaculture.⁵¹

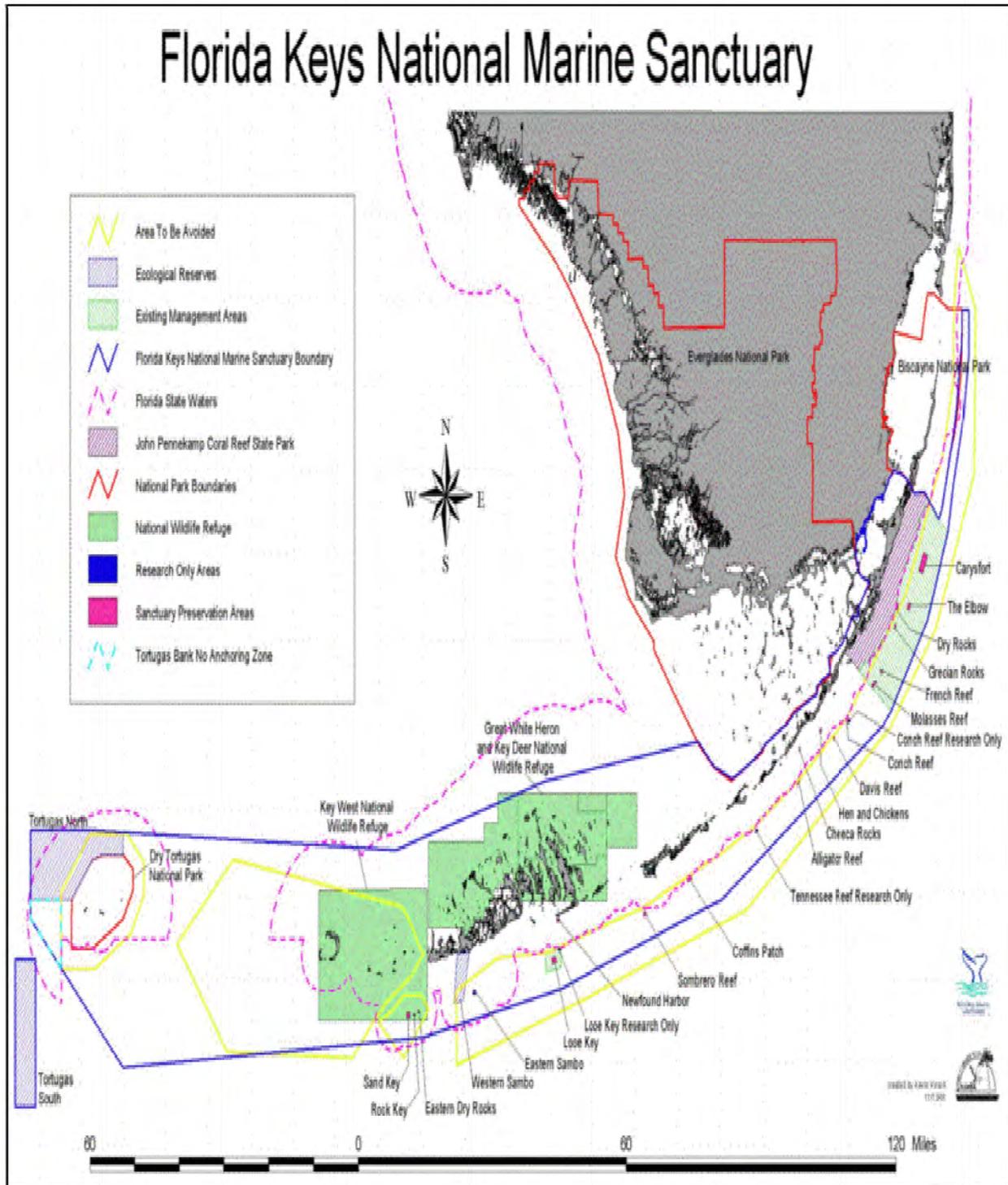
E. National Marine Protected Areas in Florida: Florida Keys National Marine Sanctuary

The Florida Keys National Marine Sanctuary is a marine protected area designated in 1990 as part of the National Marine Sanctuary System, located just off the coast of southeast Florida. (See Map 3) The Sanctuary encompasses 2,800 square nautical miles surrounding the Florida Keys archipelago, an island chain on the southern tip of the Florida peninsula. The Keys are located between the warm waters of the Gulf of Mexico and the tropical to subtropical waters of the Atlantic Ocean to their south. This complex marine ecosystem and its varied marine flora and fauna forms the basis for the commercial fishing and tourism industries so vital to south Florida.⁵²

⁵¹ Florida Aquaculture Plan 2008-2009 Report. <http://www.floridaaquaculture.com/publications/aquaplan.pdf>. Accessed February 12, 2009.

⁵² Florida Keys National Marine Sanctuary. The Encyclopedia of Earth, http://www.eoearth.org/article/Florida_Keys_National_Marine_Sanctuary.

Map 3. Florida Keys National Marine Sanctuary



Source: The National Oceanic and Atmospheric Administration (NOAA). <http://floridakeys.noaa.gov>.

F. National Estuarine Research Reserve System (NERRS)

The NERRS was established by section 315 of the Coastal Zone Management Act to help protect coastal resources. Its mission is “the establishment and management, through federal-state cooperation, of a national system of estuarine research reserves representative of the various regions and estuarine types in the United States. National Estuarine Research Reserves are established to provide opportunities for long-term research, education, and interpretation.”⁵³

There are three National Estuarine Research Reserves in the State of Florida: (1) Apalachicola Bay in northwest Florida, (2) Guana-Tolomato-Matanzas in northeast Florida, and (3) Rookery Bay in southwest Florida. (see Map 1 above)

(1) Apalachicola Bay – The Apalachicola NERR was established in 1979 and is located in Franklin, Gulf, and Liberty counties in the Florida Panhandle, approximately 75 miles southeast of Tallahassee and 60 miles east of Panama City. This reserve protects the region’s biological diversity, and the economic and environmental value of its natural resources. Reserve waters support the livelihood of 60 to 85 percent of the local fishermen.



Its research projects target commercial fisheries management. Research in water quality monitoring programs includes benthic habitat mapping and a geographic information systems (GIS) database used for education of coastal managers and visiting researchers.⁵⁴

⁵³ National Estuarine Research Reserve System. Florida Department of Environmental Protection, <http://www.dep.state.fl.us/coastal/programs/nerrs.htm>.

⁵⁴ Apalachicola Bay National Estuarine Research Reserve. Florida Department of Environmental Protection, <http://www.dep.state.fl.us/coastal/site/apalachicola/plan>. Accessed February 2009.



(2) Guana–Tolomato–Matanzas – The Guana-Tolomato-Matanzas National Estuarine Research Reserve, located in St. Johns and Flagler counties at the northernmost mangrove habitat on the nation’s east coast, was designated as a Reserve in 1999. As the nation’s 25th Research Reserve, it is a federal/state partnership, with the Florida Department of Environmental Protection serving as the state program administrator. The Reserve encompasses 64,487 acres of salt marsh and mangrove tidal wetlands, oyster bars, estuarine lagoons, upland habitat and offshore seas. Its ecological system produces varied marine life, including numerous commercially and recreationally valuable species. Its coastal waters provide important breeding grounds for the endangered North Atlantic Right Whale and habitat for manatees, wood storks, roseate spoonbills, bald eagles and peregrine falcons.

The Reserve is geographically separated into a northern section where the Tolomato and Guana Rivers mix with the waters of the Atlantic Ocean, and a southern section along the Matanzas River, extending from Moses Creek to south of Pellicer Creek. The reserve is connected to the Atlantic Ocean via the St. Augustine Inlet and the Matanzas Inlet.⁵⁵

(3) Rookery Bay - The Rookery Bay National Estuarine Research Reserve was designated in 1978 and subsequently expanded in 2000 to include the rest of the Rookery Bay Aquatic Preserve and Cape Romano-Ten Thousand Islands Aquatic Preserve in Collier County. It represents one of the few remaining undisturbed mangrove estuaries in North America, covering 110,000 acres of mangrove forest, uplands and protected waters. Its myriad of wildlife includes 150 species of birds and threatened and endangered animals, which thrive in the estuarine environment and surrounding upland area.



⁵⁵ Guana-Tolomato-Matanzas National Estuarine Research Reserve. Florida Department of Environmental Protection, <http://www.dep.state.fl.us/coastal/sites/gtm>. Accessed February 2009.

The mission of the Reserve is to provide a basis for informed coastal decisions through land management, restoration, research, and education. The Reserve promotes coastal stewardship through partnerships with local communities.⁵⁶

G. Florida's National Estuary Programs

The National Estuary Program was established by Congress in 1987 through the Clean Water Act to identify, restore, and protect U.S. significant estuaries (where freshwater meets saltwater). The U.S. Environmental Protection Agency administers the National Estuary Program. There are 28 National Estuary Programs, including four in Florida: Tampa Bay, Sarasota Bay, Charlotte Harbor, and Indian River Lagoon. The program focuses on improving the water quality of an estuary and maintaining the whole integrity of the system, encouraging local communities to take responsibility for managing their own estuaries.⁵⁷ (See Map 4)

H. Florida's Aquatic Preserves

Florida's aquatic preserves⁵⁸ are part of a more than 4 million acres of the most valuable submerged lands and select coastal uplands in Florida, protected by FDEP. They provide major attractions for both tourists and residents alike who visit the state's coasts. Population pressures are threatening the vitality of these "living waters." Aquatic preserves protect the coastal waters of Florida to ensure that they will always provide a habitat and home for birds and fish.

The Aquatic Preserve Act was authorized in 1975 to protect the aquatic preserves' natural condition so that "their aesthetic, biological, and scientific values may endure for the enjoyment of future generations." Florida's 41 aquatic preserves cover almost two million acres today. "All but four of these 'submerged lands of exceptional beauty' are located along Florida's 8,400 miles of coastline in the shallow waters of marshes and estuaries."⁵⁹ (See Map 5)

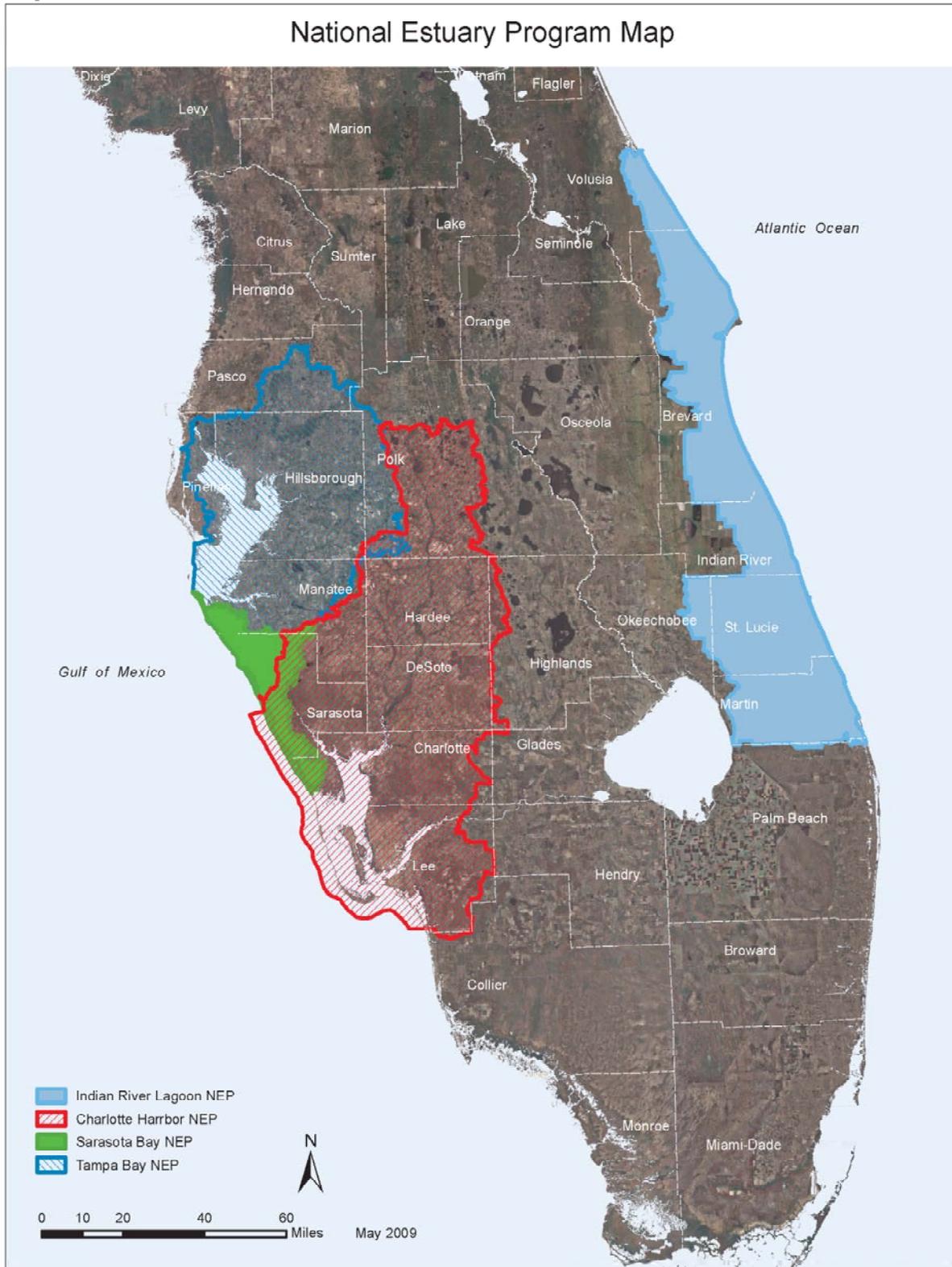
⁵⁶ Rookery Bay National Estuarine Research Reserve. Florida Department of Environmental Protection. <http://www.dep.state.fl.us/coastal/sites/rookery/plan>. Accessed February 2009.

⁵⁷ The National Estuary Program. U.S. Environmental Protection Agency. <http://www.epa.gov/owow/estuaries/about2.html>.

⁵⁸ Aquatic Preserve defined as "a protected area of importance for wildlife, flora, and fauna." Wikipedia Encyclopedia Online, http://en.wikipedia.org/wiki/Aquatic_Preserve. Accessed March 2009.

⁵⁹ Florida's Aquatic Preserve. Florida Department of Environmental Protection, <http://www.dep.state.fl.us/coastal/programs/aquatic.htm>. Accessed February 2009.

Map 4. Florida's National Estuaries



Source: U.S. Environmental Protection Agency. <http://www.epa.gov/owow/estuaries/index.html>.

Map 5. Florida's Aquatic Preserves



Source: Florida Department of Environmental Protection, Office of Coastal and Aquatic Managed Areas. <http://www.dep.state.fl.us/coastal>.

III. Ocean Management Plans in Other States

This preliminary review of ocean management plans includes a review of the development of the ocean plans in other states, including California, Massachusetts, North Carolina, Oregon, Rhode Island, Washington, states surrounding the Gulf of Mexico, and the states and provinces surrounding the Gulf of Maine. The purpose of the review was to identify best practices in each state or region and to identify the content and process used to develop these plans. As shown in Table 1, a range of different approaches and processes was identified for the ocean management efforts across these states.

A. Overview of State Ocean Management Plans

An overview of how states proceeded in developing their plans is provided in Table 1, which details the process used by eight coastal states. This summary includes focus area, status, authorization type, process and lead agency, and timeline. More details for each state are provided in Appendix B.

The Process of Developing Ocean Management Plans

Ocean plans were authorized by either State Legislation or by an Executive Order from the Governor, or some hybrid combining these two policy actions. Many plans were preceded by strategic public/private partnership groups that proposed a strategic plan that was then formalized through a lead state agency, a State Executive Office of Energy, or some type of State Coastal Commission. Processes vary by state and are fashioned to meet the particular needs of each state or area. Timelines are multi-year, vary by state, and are in various stages of the development process, with California and Massachusetts in advanced stages of their plans. Given the varied approaches, there is flexibility in molding an approach that meets the unique needs of Florida's oceans and coasts.

Table 1. Comparison of Ocean Management Plans

	California	Gulf of Maine	Gulf of Mexico	Massachusetts	North Carolina	Oregon	Rhode Island	Washington
Name of Project	Marine Life Protection Act Initiative	Gulf of Maine Mapping Initiative (GOMMI)	Governors' Action Plan	Ocean Management Plan	Ocean Policy	Oregon Marine Reserves	Ocean SAMP	Washington's Ocean Action Plan
Focus Area	Marine Protected Areas Network	Mapping		Ocean Zoning	Ocean zoning	Marine Protected Areas	Ocean Zoning	
Status	The design of the MPAs is a regional process. 5 Study Regions were identified. In Sep 2007, regulations for the first of the five study regions were implemented for the Central Coast. In the second study, the North Central Coast region, four proposals for redesigning MPAs are under consideration by the Fish and Game Commission; regulations are expected to be adopted by the Fish and Game Commission in 2009. Recommendations for the South Coast Study region are expected to be presented to the Fish and Game Commission in late 2009. Two other regions (North Coast Region and San Francisco Bay) will start planning processes between 2010 & 2011. The Master Plan for the Marine Protected Areas was approved in by the Fish and Game Commission in February 2008.	The mapping initiative is the base for Ocean Management.	In March 2006, the five Gulf State Governors proposed a 73 Action Blue Print on Steps to enhance the environmental and economic health of the Gulf of Mexico. Priority Issue Teams developed strategies to coordinate and implement the activities. As of January 2008, 16 actions (22%) were completed, 51 (70%) are in progress, to be completed in March 2009, and 6 were pending. A second regional collaboration blueprint, Action Plan II, is planned for release in 2009.	Data mining, public input, planning framework/tools (July 2008-January 2009) Draft Plan: Summer 2009 Final Plan must be completed by December 31, 2009.	In February 2009, the North Carolina Coastal Resources Law, Planning and Policy Center and the Ocean Policy Steering Committee released the Draft Report.	In November 2008, the Oregon's Ocean Policy Advisory Council concluded its public policy planning and recommendation process. Six areas were recommended as potential sites for Marine Reserves; 2 areas were recommended for pilot sites for the program. Oregon's legislature to determine implementation and funding of potential marine reserves in 2009. Designation of the marine reserves and implementation are expected to start in July 2011.	Feb 2009: Complete a draft zoning map and regulatory standards for guiding renewable energy for public review and comment. May 2010: Ocean Special Area Management Plan completed and submitted to Coastal Resources Management Council.	In 2005, the Washington Legislature asked the Governors' office to report on ocean resources and recommendations for improving their management. The Governor formed the Ocean Policy Work Group (OPWG). OPWG made final report: Washington's Ocean Action Plan (2006). In 2007, the Legislature provided funds to the Dept. of Ecology to implement OPWG recommendations. The State Ocean Caucus was formed to act on the recommendations. The Ocean Caucus includes members of state agencies and the Governor's Office. The Ocean Caucus is called to act upon the OPWG recommendations. The Ocean Caucus developed a 2008-2011 Work Plan.
Authorization Type	1999 California Marine Life Protection Act.	Grew out of the <i>Marine Habitat Characterization and Mapping Workshop</i> in October 2001 sponsored by Gulf of Maine Council and the National Oceanographic and Atmospheric Administration.		Oceans Act of 2008.	2004 Governor's initiative.	Executive Order No. 08-07.	2005 legislation permits Coastal Resources Management Council to use Special Area Management Plans as primary planning tools in the Marine Resources Development Plan.	Ocean Resources Management Act (ORMA) establishes policies and planning criteria for ocean resources and bans leasing of Washington's outer coast waters for oil and gas exploration, development and production.
Process & Lead Agency	California Resources Agency, Department of Fish and Game, and the Resources Legacy Fund Foundation. Public-private partnership called the Marine Life Protection Act Initiative, formalized through a Memorandum of Understanding.	Gulf of Maine Council on the Marine Environment.	Gulf of Mexico Alliance. Partnership of the states of Alabama, Florida, Louisiana, Mississippi, and Texas.	State of Massachusetts Executive Office of Energy and Environmental Affairs (EEA); EEA established an Ocean Advisory Commission and a Science Advisory Council to develop the ocean management plan.	North Carolina Division of Coastal Management + Ocean Policy Steering Committee drafts report and recommends policies for the North Carolina Coastal Resources Commission.	Oregon Ocean Policy Advisory Council, a legislatively mandated advisory body to the Governor, state agencies, and local governments on ocean policy and resource management matters.	Rhode Island Coastal Resources Management Council, with the support of the University of Rhode Island Coastal Resources Center, and Rhode Island Sea Grant.	Washington Department of Ecology. Ocean Policy Work Group (OPWG) prepared the Report. The Department of Ecology implements recommendations and actions of OPWG through the State Ocean Caucus.
Timeline	2004-2011.	Multi-year project. No specific timeline.	Governors' Action Plan: March 2006-March 2009 Action Plan II: In progress.	Draft Plan: Summer 2009 Final Plan must be completed by December 31,	Final Report in May, 2009.	2008-2011 & beyond.	2 years, June 2008 - May 2010.	2008-2011.

B. Summary of State Ocean Plans

1. California
Marine Life Protection Act Initiative http://www.dfg.ca.gov/mipa/masterplan.asp
Purpose To assist in the implementation of the Marine Life Protection Act and improve the design and management of the Marine Protected Areas network, five study regions in California were identified for the MPA Networks. The MPA goals include: to restore marine habitats and the diversity of marine wildlife, to improve scientific understanding of marine resources in an undisturbed setting, and to preserve California's rich marine natural heritage.
Background California Marine Live Protection Act (CMLPA) was approved in 1999. This Act required that the Fish and Game Commission prepare a master plan to guide the adoption and implementation of the Act.
Funding The Gordon and Betty Moore Foundation, the David and Lucile Packard Foundation, and Marisla Foundation through the Resources Legacy Fund Foundation.
Project Lead California Resources Agency, Department Fish and Game and the Resources Legacy Fund Foundation. Public-private partnership called the Marine Life Protection Act Initiative, formalized through a Memorandum of Understanding.
Process The Resource Secretary appoints the members of the Blue Ribbon Task Force to guide the development of alternative MPA proposals and recommend a preferred alternative to the California Fish and Game Commission. The Task Force is composed of 7-10 public leaders. The Director of the Department of Fish and Game and the Chair of the Blue Ribbon Task Force appoint the Regional Stakeholders Group for each study area; the Department of Fish and Game appoints a Science Advisory Group for each region. The process for designing Alternative MPA Network proposals: 1. Regional planning with preparation of regional profile, resulting in identification of alternative approach and potential MPA sites, 2. Assembling Draft Regional Alternatives MPA proposals, 3. Evaluation of proposals by the Task Force, that forwards a preferred alternative to the Fish and Game Commission, 4. Commission reviews proposals, conducts public hearings, prepares regulatory analyses, and acts on the MPA proposals.
Stakeholder and Public Involvement There is a Regional Stakeholder Group represented by diverse interests. The Regional Stakeholder Group is composed of individuals from a study region who are able and willing to provide information and will assist in developing the alternative proposals for MPA in their region. All meetings of the Blue Ribbon Task Force, Science Advisory Group and Regional Stakeholder Group are open to the public.
Timeline 2004-2011

2. Gulf of Maine

Gulf of Maine Mapping Initiative (GOMMI)

<http://www.gulfofmaine.org/gommi/>

Purpose

To map the sea floor from the intertidal zone to the upper continental slope to provide a geospatial framework for managing the area's marine resources.

Background

Gulf of Maine Marine Habitat Characterization and Mapping Workshop (October 2001), sponsored by the Gulf of Maine Council on the Marine Environment, and the National Oceanographic and Atmospheric Administration.

Funding

Canadian and U.S. Federal Governments, National Oceanographic and Atmospheric Administration, Canada Department of Fisheries and Oceans, U.S. Geological Survey, and Natural Resources Canada.

Project Lead

Gulf of Maine Council on the Marine Environment.

Process

GOMMI Steering Committee is a partnership between U.S. and Canadian Governments, Geological Survey Canada, Canada Department of Fisheries and Oceans, U.S. Geological Survey, National Oceanographic and Atmospheric Administration, provincial and state agencies, academia, industry, and NGOs.

Stakeholder and Public Involvement

Prioritize areas to be mapped based on the needs of stakeholders. Stakeholders (map users) have an active role in developing the strategic plan and implementation strategy.

Timeline

Multi-year program. No specific date.

3. Gulf of Mexico Alliance

Governors' Action Plan for Healthy and Resilient Coasts

<http://gulfofmexicoalliance.org/>

Purpose

The Gulf of Mexico Alliance (GOMA) was created with the goal of increasing regional collaboration to improve the environmental and economic health of the Gulf of Mexico.

Background

The Gulf of Mexico Alliance was initiated in 2004 by the states of Alabama, Florida, Louisiana, Mississippi, and Texas. In 2005, thirteen federal agencies, the Federal Working Group, committed their support to the Gulf Alliance.

Funding

The GOMA administration, coordination, and Action Plan are co-funded by five states for staffing and travel, plus with federal grants from EPA and NOAA. The GOMA activities and projects carried out as part of the Action Plan are funded by a myriad of state, federal, and NGO sources.

Project Lead

Gulf of Mexico Alliance, with support of the Federal Working Group under the coordination of the National Oceanic and Atmospheric Administration, the U.S. Environmental Protection Agency and the U.S. Geological Survey.

Process

The Gulf of Mexico Alliance identified six priority issues for action which include water quality, wetland conservation and restoration, environmental education, characterization of Gulf habitats, reductions of nutrients inputs, and coastal community resilience. In March 2006, the Gulf Alliance released the Governors' Action Plan for Healthy and Resilient Coasts. The Governors' Action Plan contains eleven actions to be completed in three years, from March 2006 to March 2009. The Governors' Action Plan II is expected to be released in June 2009. In addition, the Plan proposes several actions to be implemented with the six Mexican Gulf States and supports the creation of a parallel Mexican Gulf States.

Stakeholder and Public Involvement

The Gulf Alliance held eight community workshops across the five Gulf States to gain public input on the issues identified by the Alliance, build better relationships between local, state, and federal entities, and raise public awareness about the importance of the health of the Gulf of Mexico. Participants included state, local, and federal government, private businesses, academia, local residents, and non-profit organizations.

Timeline

Governors' Action Plan: 3-year implementation period from March 2006 – March 2009

Governors' Action Plan II: expected to be released in June 2009 with full roll out in August 2009

4. Massachusetts

Comprehensive Ocean Plan: 5 Year Strategic and Scientific Plan – Ocean Zoning

<http://www.mass.gov/?pageID=eoeesubtopic&L=3&LO=Home&L1=ocean+%26+Coastal+Management&L2=Massachusetts+Ocean+Plan&sid=Eoeea>

Purpose

To develop a comprehensive ocean management plan to manage development in Massachusetts state waters, balancing natural resource preservation with traditional and new uses, including renewable energy.

Background

Oceans Act of 2008. The 2003 Massachusetts Ocean Management Task Force was created to develop recommendations for a comprehensive approach on ocean management. These recommendations were the foundation for the Oceans Act of 2008.

Funding

Gordon and Betty Moore Foundation

Project Lead

Massachusetts Executive Office of Energy and Environmental Affairs, with the advice of the Ocean Advisory Commission (composed of 17 members) and the Ocean Science Advisory Council (with 9 members).

Process

The Ocean Advisory Commission is composed of 17 members, including State Legislators, agency heads, representatives from a commercial fishing organization and an environmental organization, an expert in the development of offshore renewable energy, and representatives from the coastal Regional Planning agencies. The Commission advises the Secretary of Energy and Environmental Affairs on development of the Ocean Plan. Also, the Ocean Science Advisory Council provides expertise in marine science and management data.

Stakeholder and Public Involvement

Series of public input sessions along the coastal communities to help inform the conceptual framework of the ocean plan.

Timeline

Draft Plan: Summer 2009

Final Plan: December 31, 2009

5. North Carolina

Ocean Policy

<http://www.nccoastallaw.org/oceanpolicy.htm>

Purpose

To identify emerging challenges to the use and access to ocean and coastal resources and to recommend policies and strategies to address these challenges.

Background

North Carolina's Ocean Stewardship Area: A Management Study (1994)

Funding

U.S. Department of Commerce; NOAA Section 309 Enhancement and Grant Strategy.

Project Lead

North Carolina Division of Coastal Management, in partnership with North Carolina Sea Grant and North Carolina Coastal Resources Law, Planning and Policy Center.

Process

The North Carolina Division of Coastal Management appointed the Ocean Policy Steering Committee. The Steering Committee is comprised of 14 members of federal, state, and local governments, academia, and the private sector and is chaired by the Co-Directors of the North Carolina Coastal Resources Law, Planning and Policy Center. The Steering Committee held 6 meetings from 2008-2009, identifying five emerging issues and developing recommendations.

Stakeholder and Public Involvement

Draft report released in February 2009 is open to public comment.
Public Participation Workshops (January 2009).

Timeline

Summer 2007: Preliminary work
Fall 2007: Steering Committee was appointed
Draft report: February 2009
May 2009: Final report submitted to the Coastal Resources Commission

6. Oregon

Oregon Marine Reserves/Marine Protected Areas

<http://www.oregonmarinerserves.net/index.php>

Purpose

To help protect, sustain, or restore the near shore marine ecosystem, its habitat, and species for present and future generations.

Background

In March, 2008, Governor Kulongoski issued Executive Order No. 08-07, directing the Ocean Policy Advisory Council to start the process of recommending marine reserve areas.

Funding

Legislature.

Project Lead

Ocean Policy Advisory Council (OPAC) is a legislatively-mandated advisory body to the Governor, state agencies and local governments, charged with ensuring conservation and responsible development of the State's ocean resources.

Process

In March 26, 2008, the Governor issued the Executive Order directing the OPAC to start the process of recommending marine reserve areas. OPAC asked Oregon Sea Grant to conduct a public outreach and education program about the marine reserves. In early 2008, Sea Grant started conversations to listen and learn from the coastal communities. In March 2008, Sea Grant reported its findings to OPAC. Based on Sea Grant's findings, OPAC prepared a report containing policy guidelines and evaluation criteria for potential marine reserve sites. In November, 2008, the OPAC concluded its public policy planning and recommendation process for the marine reserves. Six areas were recommended for further consideration as potential sites and two proposals were selected as pilot reserves to begin in the summer 2009.

Stakeholder and Public Involvement

Sea Grant held several community conversations in early 2008 to listen and learn from coastal communities about what will and will not work regarding the establishment of marine reserves. Sea Grant took what they heard in these conversations and reported to OPAC.

Timeline

2008 – 2011 and beyond.

7. Rhode Island

Ocean Special Area Management Plan (SAMP)/Ocean Zoning

<http://seagrant.gso.uri.edu/oceansamp/>

Purpose

To zone its offshore waters for diverse activities, especially for renewable energy development, and to protect current uses and habitats through zones for commercial fishing; critical habitats for fish, marine animals, and birds; and marine transport.

Background

In January 2006, the Office of Energy Resources was created, with the Governor's mandate to produce 15% of the state's electricity from wind sources in 3 years.

Funding

The Ocean SAMP received \$3.2 million in funds for the two-year development of the SAMP from the renewable energy fund that receives monies from rate charges collected by National Grid.

Project Lead

Rhode Island Coastal Resources Management Council (CRMC), the state's coastal management agency, with technical support of the University of Rhode Island.

Process

The two-year project began in June 1, 2008. A complete mapping of existing uses and critical zones, development and implementation of outreach and communication strategy, and a complete draft of zoning map and regulatory standards for renewable energy sources infrastructure for public input is expected in May 31, 2009. The final Ocean Special Area Management Plan will be completed and submitted to Coastal Resources Management Council for approval in May 31, 2010.

Stakeholder and Public Involvement

Special Area Management Plan provides a forum for public and stakeholders to learn and develop the policy together. Stakeholder group made up of 40 members, including representatives from the municipalities that abut the project boundary, the Narragansett Indian Tribe, fishermen's organizations, recreation and tourism interests, environmental organizations, marine trades, commercial interests, and others. All stakeholder meetings are open to the public.

Timeline

2 years: June 1, 2008 – May 31, 2010

8. Washington

Washington Ocean Action Plan/Marine Protected Areas <http://www.ecy.wa.gov/programs/sea/ocean/oceangroup.html>

Purpose

To manage the state's ocean and coastal areas to protect valuable marine resources and maintain ecosystem health, while ensuring the vitality of coastal communities through sustainable fisheries management; development of a state marine aquaculture policy; use of ecosystem-based management; investigation of developing renewable ocean energy technologies.

Background

In 2005, the State Legislature directed the Governor's office to research ocean resources and develop recommendations to improve management of these resources. To develop the recommendations, the Governor created the Washington State Ocean Policy Work Group (OPWG), which includes representatives from state agencies, local governments, members of the Legislature, stakeholder groups, academia, and tribal representatives as observers.

Funding

Legislature.

Project Lead

State Ocean Caucus created by the Governor's office to implement the recommendations of the State Ocean Policy Group in Washington's Ocean Action Plan. The State Ocean Caucus establishes mechanisms for communication and coordination with local, tribal, and regional governments, federal agencies, business and environmental interests, academic institutions, and the general public. Advises the state activities and executes the work plan. Identifies and recommends necessary budget resources.

Process

In December 2006, the OPWG released the Washington's Ocean Action Plan containing 50 recommendations. In 2007, the Legislature provided funds to the Department of Ecology to implement the recommendations. The Governor's office created the State Ocean Caucus to develop a detailed work plan to act upon the recommendations. The Ocean Caucus includes members of the state agencies and the Governor's office. As required by the Legislature, the Ocean Caucus developed a 2008-2011 Work Plan. The Work Plan describes and provides an update on the ongoing and completed activities, as well as future activities.

Stakeholder and Public Involvement

In developing the plan, the Ocean Policy Work Group sought public input from coastal communities and stakeholders. In May and June 2006, the Ocean Policy Work Group made visits to different locations where they solicited comments and input from the public and from tribal communities. The State Ocean Caucus provides public involvement and outreach through outreach meetings in coastal communities, a website, and an email listserve.

Timeline

Current Work Plan: 2008-2011

IV. Best Practices of Other States

The discussion below focuses on the best practices of other states. Most states had a large-scale effort underway in advance of plan development to help provide background and resources to address key policy issues in developing the plan. Most also developed partnerships with academic, nonprofit, and private sectors, as well as had governmental involvement, to advance their planning process and to solicit technical expertise. Western states, led by California, had a regional geographic effort that focused on marine planning areas. Like California, Oregon and Washington also focused on the marine planning areas as part of zoning to protect marine resources. Rhode Island focused on renewable energy in their ocean zoning of offshore areas in Special Area Management Plan. Many had a mapping component that provided key information on location of marine resources.

Nearly every plan had a systematic stakeholder component so that there was inclusion of diverse groups of interests from the earliest stages, a good strategy to follow to allow adequate time to share proposed plans with stakeholders. Obviously, this permitted changes to proposals to make them amenable to those who disagreed, and also fit into the political process.

The Massachusetts process has the advantage of being a holistic approach to ocean management, with some of the same issues facing Florida. Because it is still underway, there may be further lessons to learn once their effort is completed in December 2009. The State was fortunate in securing a large grant from the Gordon and Betty Moore Foundation to carry out their plan. California's effort was also well funded, from the Lucile Packard Foundation, as well as the Moore Foundation and the Marisla Foundation. North Carolina, however, relied on funding from the NOAA Coastal Zone Management Program and worked through the North Carolina Division of Coastal Management, as did Rhode Island with its Coastal Resources Management Council.

Florida can learn from other states' experience in ocean management. It is important that Florida identifies approaches that are best suited for its State's waters. Regarding the topics in each plan, these can be customized to fit the proposals for Florida's offshore uses. These uses may include offshore wind and current, liquefied natural gas, gas pipelines, and aquaculture, among others. Using the Massachusetts experience as an example, the following process describes some of the helpful lessons from that state that are relevant to Florida.

The Massachusetts Model

1. Develop a "blueprint" for ocean management

The Massachusetts Ocean Management Initiative, announced in March 2003 by then-Governor Mitt Romney and Secretary of Environmental Affairs Herzfelder, appointed an Ocean Management Task Force (of public and private sector members) in June 2003. The Task Force developed statewide ocean management principles and drafted recommendations for administrative, regulatory, and statutory changes to guide future ocean management. These principles and recommendations (see Appendix D) formed the basis for subsequent legislation, resulting in the Oceans Act of 2008.⁶⁰

⁶⁰ The Massachusetts Ocean Management Task Force Report and Recommendations, "Waves of Change," March, 2004.

2. Identify strategies and funding to move forward with an Ocean Management Plan

Massachusetts developed a collaborative Five Year Strategic Plan, sponsored by the Massachusetts Ocean Partnership Fund (a public-private partnership) in June 2007. The purpose of the strategic plan was to advance integrated, ecosystem-based multi-use management of the state's coastal ocean resources in state waters. Adequate funding is necessary to move the project forward, after securing seed money for an initial project. Funding for the Partnership Fund was provided by the Gordon and Betty Moore Foundation.

3. Develop a process and timeline for proceeding with the Plan

Initial Process: Select a process that fits the state.

Massachusetts chose the legislative route, rather than an Executive Order, but the project was initiated by the Governor, who established the Task Force that began work on the project. It took several years, from 2003 to 2008, before a bill was enacted for the Oceans Act. Timing the pre-legislative process is critical to the success of the plan.

Stakeholders: Be overly inclusive of ocean and coastal interests.

It is better to be overly inclusive of stakeholders and ensure that all stakeholders are integrated into the process. By remaining mindful of the time requirements for participation and scheduling meetings, it is possible to involve private industry, as well as governmental and NGO stakeholders and the public.

Process and Timing for the Plan: Allow adequate time to develop the plan and share with stakeholders.

When the Oceans Act was signed into law in May 2008, it required a draft plan to be developed over a 12 month period, due by July 1, 2009, followed by a six month period of public hearings and legislative review before the plan is finalized in December 2009. One of the caveats of the legislative route is that it imposes specific deadlines that limit the time needed to complete the plan and subjects content to political input, narrowing participation in some cases. Given the complexity of the plan, it is perhaps advisable to have phases in legislation so that completion of each is possible, or add recommendations for next steps in the final plan that permit sufficient time for scientific and legal input. Two years or 18 months is recommended as a reasonable time period for the draft plan, prior to review by legislative or executive branches, agencies, or the interested public.

4. Provide for implementation from the project's initiation

Identify which steps are required before implementation can be achieved, e.g. complete mapping of the ocean in the targeted area or interaction with a science team to incorporate their findings. The Massachusetts Plan included both an Ocean Advisory Commission and a Science Advisory Committee to provide input on policy and science issues, respectively. Determine which groups/agencies are responsible for implementation before the Plan is approved. If the ultimate goal is to have the Plan adopted and implemented within a state agency, involve those folks from the beginning. For example, if inclusion in the federal Coastal Zone Management Program is the game plan, then amend the state act so that it can be accomplished and include the appropriate state agency in the work of developing the final Plan.

V. Key Ocean Issues in Florida

Florida has a host of relevant ocean issues that were discussed with stakeholders at the Florida Oceans Day Roundtable in Tallahassee on March 25, 2009. Stakeholder groups, which included public and private sectors plus non-governmental organizations, reviewed this list to identify those issues most germane to Florida (see Roundtable Summary, Section VI below). This initial issue list is not intended as all inclusive or even necessary for an ocean management plan, but as a potential list of topics that should be considered for inclusion in an Ocean Management Plan for Florida.

A. List of Topics for Management Plan

Key issues from ocean management plans in other states are summarized in Table 2. The list is varied, and depends on the focus of the specific plan and the needs of the state to manage varying uses of the oceans. This is provided as an example of how other states have approached ocean management, to guide Florida as ocean issues are selected for a management plan. However, the list from other states is not necessarily prescriptive for Florida since the State may identify its own unique issues that warrant attention.

Definitions of Key Topics to Consider in an Ocean Management Plan in Florida

The definitions below describe briefly some of the key issues in Table 2 below.

COMMERCE

Coastal Development – Concentration of human settlements, infrastructure and economical activities along the coasts. (<http://www.eionet.europa.eu/gemet/concept?langcode=en&cp=1515>)

Coastal Recreation and Tourism – Embraces the full range of tourism, leisure, and recreationally oriented activities that take place in the coastal zone and offshore coastal waters. These include coastal tourism development (e.g., hotels, resorts, restaurants, food industry, vacation homes, second homes) and the infrastructure supporting coastal development (such as retail businesses, marinas, fishing tackle stores, dive shops, fishing piers, recreational boating harbors, beaches, recreational fishing facilities). Also included is ecotourism and recreational activities, such as recreational boating, cruises, swimming, recreational fishing, snorkeling and diving. Coastal tourism and recreation also includes public and private programs affecting all the above activities.

(http://www.yoto98.noaa.gov/yoto/meeting/tour_rec_316.html)

Ports – Florida has 14 deepwater ports and the Port of Miami River, all of which provide intermodal locations for moving goods and people.

Public Access to Public Waters – Legal passage to any of the public waters of the state by way of designated contiguous land owned or controlled by a state agency, assuring that all members of the public shall have access to and use of the public waters for recreational purposes.

(<http://www.gencourt.state.nh.us/RSA/html/XXII/271/271-20-a.htm>)

Submerged Cables – Cables used to transport oil, gas, electrical power and telecommunication below the surface of the sea.

Sustainable Fisheries and Aquaculture – Aims to achieve sustainable management of natural resources by balancing the social and economic needs of human communities with the maintenance of healthy

ecosystems.

(http://www.panda.org/what_we_do/knowledge_centres/marine/our_solutions/sustainable_fishing/)

Trade – Commerce linking Florida businesses to the global economy through the transportation of goods and services.

EDUCATION

Informed Citizens – Florida must have an informed and engaged public that understands the value and vulnerability of coastal and marine resources, that demands informed science-based decisions about the conservation, use and management of those resources, and a well-trained workforce that will make this a reality.

ENERGY

Offshore Energy – Energy reserves and production located seaward of the coastline. Traditionally, it includes oil and natural gas but may also include alternative energies, such as wind, wave, current, and tidal energies.

ENVIRONMENT

Beach Nourishment – A process of replenishing a beach; it may be done naturally by manipulating longshore drift, or artificially by depositing imported materials.

Habitats/Species Management Area – Area of land and/or sea subject to active intervention for management purposes so as to ensure the maintenance of habitats and/or to meet the requirements of specific species. (http://www.unep-wcmc.org/protected_areas/categories/index.html)

Land-based Sources of Pollution – The discharge of a waste material or freshwater that pollutes and threatens the quality of saltwater. Common pollutants include pathogens, chemicals, sediment, and heavy metals. Freshwater discharges decrease the salinity needed by many fish species and contribute to large algae blooms by depositing an excess of nutrients.

Sand Resource Management – A set of practices specifically focusing on a scientific and technical understanding of sand resources in order to maintain the integrity of the natural beach systems through beach nourishment. This includes considering borrow sites for new, beach-quality sand in restoration projects.

GOVERNANCE

Effective Decision Making – Decision-making processes must involve the full range of coastal interests, integrate efforts of public and private partners at regional, state and local levels, and provide mechanisms for establishing a common understanding and outcomes that balance multiple interests.

RESEARCH

Sound Science – There is a need for sound scientific information to advance understanding of the nature and value of coastal and marine resources, to identify new ways to conserve and use the resources, and to support and evaluate the environmental impacts and socio-economic trade-offs involved in coastal decision-making.

Table 2. Ocean Issues in Other States

Ocean Issues in Other States							
California	Gulf of Maine	Gulf of Mexico	Massachusetts	North Carolina	Oregon	Rhode Island	Washington
Goals of the MLPA	Commercial and recreational fishing	Water quality	Sand and gravel mining	Sand Resource Management	Protect and sustain a system of marine reserves	Offshore renewable energy resources: wind farms	Sustainable fisheries
MPA Networks	Sanctuaries and MPA	Wetland restoration	Gas pipelines	Ocean-Based Alternative Energy	Conserve marine habitat and biodiversity	Recreational and commercial uses	Aquaculture
Types of MPAs	Cables & oil, gas pipes	Environmental education	Harbor port development	Comprehensive Ocean Management: mapping and zoning	Provide a framework for scientific research and monitoring	Environmental assets	Ecosystem-based management
Setting goals and objectives for MPAs	Navigation	Characterization of Gulf habitats	Offshore wind and tidal energy facilities	Ocean Outfalls	Avoid social and economic impacts on oceans users and coastal communities	Cultural and historical assets	Marine debris & derelict fishing gear
Geographical regions	Aquaculture	Reducing nutrient inputs	Liquefied natural gas	Marine Aquaculture		Cables, submarine corridors	Oil spills
Representative and unique habitats	Military operations		Aquaculture			Water quality: includes pollutants & productivity	Ocean energy
Species to benefit from MPAs	Ecotourism		Desalinization plants			Hazardous and waste management: including dredge material	Coastal hazards
Enforcement consideration in setting boundaries	Mining of sand and gravel						Erosion and sediment management
Information used in the design of MPAs	Wind & wave energy production						Climate change
Monitoring and evaluation strategies & resources	Biopharmaceutical compounds						Ocean research and observing
	Dredge materials						Ocean education
							Sustainable communities
							Governance

VI. Roundtable Summary

A Roundtable was held on Florida Oceans Day, March 25, 2009, in Tallahassee to solicit input on the report. An overview of Roundtable discussions, with key conclusions from the participants, is included below.

- A. The Roundtable was well attended by high level officials in government agencies, universities, and non-profit organizations, but only included a few industry representatives. (See Table 3) The keynote speaker, Robbin Peach from the Massachusetts Ocean Partnership, addressed the group on how Florida might proceed in developing guidelines for its ocean management plan. There was a lengthy discussion on who should be involved with such an effort and which issues were important. **All respondents to a survey of attendees felt that it was very important for Florida to develop a blueprint for integrating statewide ocean resources and strategies, to engage in a systematic stakeholder process for developing this blueprint, and to partner with government, academic, non-profit, and private sectors.**

Table 3. Roundtable Participants

Roundtable Participants Guidelines for Enhancing Florida's Ocean and Marine Resources March 25, 2009, Tallahassee, FL	
<i>Name</i>	<i>Organization</i>
Alcock, Frank	Mote Marine Laboratory/Policy Institute
Alpert, Lenore	Florida Ocean Alliance
Binns, Holly	Pew Environment Group
Cato, Jim	University of Florida
Causey, Billy	Florida Keys National Marine Sanctuary
Coleman, Felicia	Florida State University-Coastal & Marine Lab
De Freese, Duane	University of Central Florida
Edminston, Lee	Florida Department of Environmental Protection - Coastal Aquatic Management Areas
Estevez, Ernie	Mote Marine Laboratory
Kump, J.B.	Hubbs-SeaWorld Research Institute
Lorenz, Jerry	Audubon of Florida
Mahadevan, Kumar	Mote Marine Laboratory
Maul, George A.	Florida Institute of Technology
McRae, Gil	Florida Fish & Wildlife Conservation Commission-Fish & Wildlife Research Institute
Muller, Jim	Muller and Associates Inc.
Murley, Jim	Florida Ocean Alliance
Ogden, John	Florida Institute of Oceanography
Picard, Jamie	Ocean Renewable Power Co.
Prado, Becky	Florida Department of Environmental Protection - Coastal Aquatic Management Areas
Prager, Ellen	Aquarius Reef Base
Robbins, Lisa	U.S. Geological Survey
Schratwieser, Jason	International Game Fish Association
Virmani, Jyotika	Florida Coastal Ocean Observing System (COOS) Consortium
White, David	Ocean Conservancy
Wolfe, Steve	Gulf of Mexico Alliance/Florida Department of Environmental Protection
2 University students	

Source: Roundtable Survey

- B. Table 4 identifies the key stakeholders that should be included in developing an ocean management plan, according to survey respondents. State and federal agencies (Florida Department of Environmental Protection, Florida Fish & Wildlife Conservation Commission, Florida Department of Agriculture and Consumer Services, and Florida Keys National Marine Sanctuary) top the list. At the forum, interest in the Plan was expressed by these agency representatives. The Florida Fish and Wildlife Research Institute agreed to map the key areas of Florida’s oceans to show current uses.

Table 4. Recommended Entities to Build Florida’s Coast

Recommended Entities to Build Florida's Ocean Blueprint	
Number of Respondents	Entities
12	Florida Department of Environmental Protection
12	Florida Fish and Wildlife Conservation Commission
10	Florida Department of Agriculture and Consumer Services
10	National Marine Protected Areas: Florida Keys National Marine Sanctuary
9	Florida Department of Transportation
9	Florida's Aquatic Preserves
6	Commercial Fishing/Recreational Fishing
5	Universities
5	Port Council Authorities
5	Non-Governmental Organizations
4	Florida Oceans & Coastal Council
4	Tourism Industry
3	National Estuary Programs
3	Energy/Alternative Energy Companies
3	Private sector
2	Florida Coastal Coalition
2	Florida Governor's Office
2	Florida Sea Grant
2	Florida Department of Community Affairs
2	Florida Climate Change Commission
2	Everglades National Park
2	National Marine Fisheries Service
2	Florida Coastal Ocean Observing System Consortium
2	Florida Ocean Alliance
2	Water Management Districts
2	Florida Realtors Association
2	Florida Office of Tourism, Trade and Economic Development
1	Florida Water Resource Monitoring Council
1	Florida League of Cities
1	The Nature Conservancy
1	Florida Department of Environmental Protection-Coastal Aquatic Management Areas
1	U.S. Department of Interior
1	Marine Industries Association
1	NASA
1	Coastal Development
1	Marine Biotechnology Industry
1	U.S. Geological Service
1	Cooperative Ecosystems Studies Unit
1	Military
1	Gulf of Mexico Alliance

Source: Roundtable Survey

- C. Table 5 lists the issues that are either critical or important to pursuing such a Plan. The top two rankings of critical issues were water quality and related water issues plus energy-related issues, when combining issues. Individual critical issues included sustainable fisheries, recreational and commercial fishing, marine protected areas, marine habitat and biodiversity, recreational users, scientific research (observing and monitoring), and erosion and sediment management. This list will hopefully help lay the groundwork for building a future ocean management plan in Florida.

Table 5. Key Ocean and Coastal Issues in Florida

Key Ocean and Coastal Issues in Florida			
<i>Number of Respondents</i>	Critical Issues*	<i>Number of Respondents</i>	Important Issues
14	Sustainable fisheries	14	Navigation
14	Recreational and commercial fishing	12	Cultural and historical assets
14	Water quality	10	Military operations
12	Marine Protected areas	10	Liquefied natural gas
12	Marine habitat and biodiversity	10	Gas pipelines
12	Recreational users	9	Marine aquaculture
11	Scientific research, observing and monitoring	9	Marine debris
9	Erosion and sediment management	8	Harbor port development
7	Oil exploration and drilling	8	Ocean outfalls
7	Climate change	7	Ocean-based alternative energy
6	Ocean outfalls	7	Dredge materials
6	Navigation	6	Oil exploration and drilling
6	Ocean-based alternative energy	6	Mining of sand and gravel
5	Mining of sand and gravel	3	Cuba
5	Marine Aquaculture	3	Erosion and sediment management
4	Coastal/Barrier island development	2	Marine habitat and biodiversity
4	Harbor port development	2	Ecosystem based management
4	Dredge materials	2	Endangered Species
3	Fragmented government	2	Scientific research, observing and monitoring
3	Land based sources of pollution	2	Recreational users
3	Military operations	2	Fishing/Spear fishing
3	Marine debris	2	Desalination
3	Watershed management	1	Climate change
2	Education/Outreach and marine education	1	Fresh water management
2	Coral reefs	1	Watershed management
2	Fresh water management	1	Diving
2	Beach nourishment	1	Passageway corridors
2	Gas pipelines	1	Beach nourishment
2	Cultural and historical assets	1	FL Water management
1	Fishing/Spear Fishing	1	Eco-system Based Management
1	Non-consumptive uses		
1	Nutrient pollution		
1	Population growth trends		
1	Hurricane and weather events		
1	Spatial/Temporal scale and boundaries		
1	Enforcement		
1	Tourism		
1	Desalination		
1	Liquefied natural gas		
1	Industrial siting		
1	Passageway corridors		
1	Water quality/river flow		
1	Estuaries		

Source: Roundtable Survey; Similar responses were combined for analysis

*Water-related issues received 27 votes and energy-related issues received 16 votes when combining topics.

- D. Responses were received from 16 participants at the Roundtable discussion. Results of the survey are covered in Tables 4 and 5 above. Verbatim comments are listed in Appendix A. Respondents mentioned the content and structure of the Report and Next Steps in their comments.

VII. Guidance for Florida

Guiding Principles for Florida to consider in developing an ocean management plan are included in Figure 4. Based on similar principles in the literature (see Appendix D), these principles are intended to help initiate discussion among interested parties. Principles can be grouped under three major goals: Collaborative governance and integrated management, Sustainable resource management, and Healthy ecosystems and ecological protection.⁶¹

A successful Florida ocean management plan should focus on three goals:

1. Collaboration: Collaborative governance and integrated management

- a. Comprehensive and coordinated management and planning, embracing adaptive management and planning processes that can respond to changing conditions of climate and social, economic, and institutional issues.
- b. Inclusion and collaboration, with full participation by all interested parties and those affected by marine management in ocean management decisions; transparent planning, advisory, and decision-making, using a consensus-based approach where possible. Stewardship by all interested parties, groups, organizations to care for ocean ecosystems and resources and sustain it for future generations.

2. Sustainability: Sustainable resource management

- a. Sustainable development and conservation that considers environmental, economic, social, and cultural values in managing ocean resources for present and future generations; protecting ecological processes, biological diversity, living marine resources and habitats.

3. Environmental Protection: Healthy ecosystems and ecological protection

- a. Ecosystem-based management that maintains the ecosystem, its components, functions and properties.⁶²

⁶¹ This section was adapted from Jon, Nevill (January 2005). “Good Governance of the Oceans: Key Resource Management Principles.” <http://www.tucs.org.au/~cneville/marine.HobartPrinciples.htm> and “The Strategic Plan.” Maritimes Region Oceans and Habitat Branch – Eastern Scotian Shelf Integrated Management (ESSIM) Initiative. Fisheries and Oceans Canada. <http://www.mar.dfo-mpo.gc.ca/oceans/e/essim/plan/essim-plan2-e.html>.

⁶² Ibid.

Figure 2. Goals and Guiding Principles for an Ocean Management Plan



VIII. Next Steps

The Florida Ocean Alliance recommends that this report be shared so that it is considered for implementation by Florida’s Executive and Legislative branches, the state’s Congressional delegation, and key stakeholders. It is important to rely on collaboration among the Governor, Cabinet, and State agencies, as well as the Florida Legislature, in proceeding with discussions on an ocean management plan. In addition, coordination is needed with Congress and federal agencies, which are increasingly focused on state efforts for ocean management in state waters that will guide and complement new federal offshore planning efforts. There are no givens, particularly in this economic climate, and interest in an ocean management plan will have to be balanced with the economic realities of the State.

Implementation of the ideas that are detailed in this report could be achieved through an Executive Order or legislation. This document is meant to generate discussion on an ocean management plan for Florida, the process and participants. It is the first step in an ocean planning process and is intended to provide the State with a sound basis for addressing the issues of climate change and renewable energy sources, as well as preservation of Florida’s precious ocean resources. The Florida Ocean Alliance welcomes input to the ideas in this document and hopes that it will result in a thoughtful public discussion by Florida’s policymakers and citizens on an ocean management plan for the State.

IX. Appendices

Appendix A.

1. Oceans Day Roundtable Agenda



AGENDA
Roundtable for Oceans Day 2009
Guidelines for Enhancing Florida's Ocean Resources
Old House Chambers, Historic Capitol Building, 2d Floor

Morning Discussion (10:00 am – 12:30 pm)

- I. Need for an Ocean Management Plan in Florida
- II. Speaker: Robbin Peach, Founder and Senior Advisor, Massachusetts Ocean Partnership
The Massachusetts Experience
- III. Overview of Other States

Lunch Break (12:30 pm – 1:30 pm)

Afternoon Discussion (1:30 pm – 3:00 pm)

- IV. Developing a Proposal for Florida

2. Keynote Speaker's Biography



Roundtable Discussion March 25, 2009

“Guidelines for Enhancing Florida’s Ocean and Marine Resources”

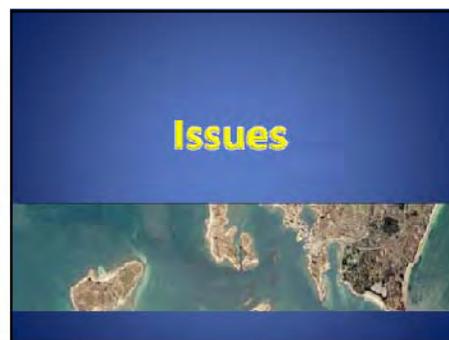
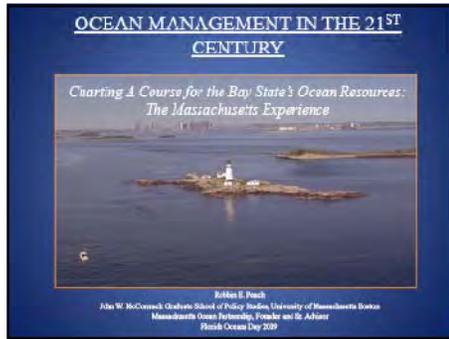
Roundtable Discussion Speaker

Robbin E. Peach, *Founder and Senior Adviser to the Massachusetts Ocean Partnership*

Speaker Bio

Robbin Peach, Senior Research Fellow in the Dean’s office at John W. McCormack Graduate School of Policy Studies at University of Massachusetts Boston, is Founder and Senior Adviser to the Massachusetts Ocean Partnership - a public/private partnership supporting Massachusetts’ creation of the first-in-the-nation integrated multi-use ocean management plan. Robbin has been executive director of the Massachusetts Environmental Trust where she guided the quasi-public philanthropy’s commitment to water and marine resources for eighteen years and she has worked for the City of Boston, in roles of senior planner and director of urban design. Robbin currently serves on philanthropic boards concerned with marine issues, a myriad of national marine-related task forces, and consults to state, private, and NGO sectors on issues of ocean governance. Robbin holds a Master in Public Administration from Harvard’s John F. Kennedy School of Government where she was a Robert F. Bradford Fellow, a Master in Landscape Design and Land-use Planning, and a Bachelor of Science in Horticulture. Robbin was born in Key West, Florida and has enjoyed living near, and being sustained by, the Atlantic Ocean all her life. She currently lives on Buzzards Bay in Mattapoisett, MA.

3. Keynote Speaker's PowerPoint Presentation



Threats to Marine Ecosystems

Overfishing & destructive fishing

Coastal development

Climate change

Resource extraction

Habitat alteration

Pollution - nutrients & toxics

Invasive species

Ocean Use—Is Intensifying

Ocean Use—Is Intensifying

The problem

Increasing number and intensity of uses of the ocean

Demand for
more food
more energy
more trade
more access

Ocean is a busy place

Becoming busier

Need comprehensive planning



America's Living Oceans

NEW OCEANS INITIATIVE

AN OCEAN BLUEPRINT FOR THE 21st CENTURY

U.S. OCEAN ACTION PLAN

U.S. DEPARTMENT OF COMMERCE

OCEAN POLICY

Can Area-based Management help?

- Not a new concept
- *Man and Nature; or Physical Geography as Modified by Human Action* by George Perkins Marsh 1864 later named *The Earth as Modified by Human Action*
- Only recently being applied to the oceans
- Look at examples from around the world (UNESCO)
- http://ioc3.unesco.org/ricam/images/stories/Sea_Change_Vision.pdf

MOORE
FOUNDATION

Another view of EBM?



Marine Spatial Planning Efforts Around the World

Australia	Great Barrier Reef Original Zoning	1983-1988
	Great Barrier Reef Representative Areas Programme	1998-2005
	Marine Bioregional Plans/Southeast Regional Marine Plan	2002-ongoing
USA	Florida Keys National Marine Sanctuary	1990-ongoing
	Channel Islands National Marine Sanctuary	1990-ongoing
	California Marine Life Protection Act	1999-ongoing
Neth, Ger, Den	Trilateral Wadden Bed Plan	1993-ongoing
Canada	Large Ocean Management Areas	1998-2007
	Eastern Scotian Shelf Integrated Management Plan, 2006-12	1998-ongoing
China	Territorial Sea Functional Zoning	2002-ongoing
United Kingdom	Marine Biorisk Sea Pilot Project	2002-ongoing
Belgium	GAUFRE Project/Master Plan for Belgian Part of the North Sea	2003-2005
The Netherlands	Integrated Management Plan for the North Sea, 2015, and revision	2003-ongoing
Germany	Spatial Plans for the North Sea and Baltic Sea	2004-ongoing
New Zealand	Representative System of Marine Protected Areas	2005-ongoing
Norway	Integrated Management Plans for the Barents, Norwegian & North Seas	2002-ongoing

Olivera Ibar and Finner
Diazarin

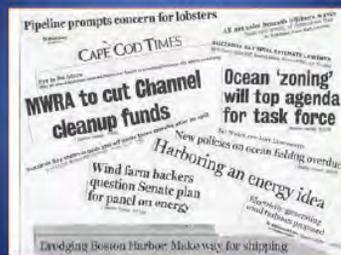
Integrated multi-use ocean management: Ecosystem Based Approach

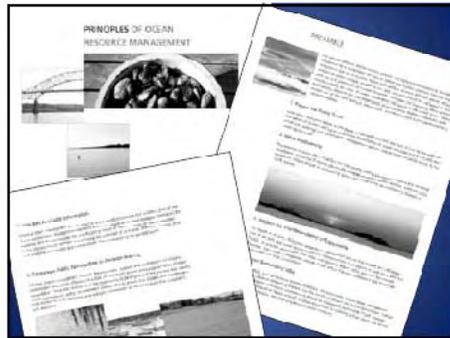
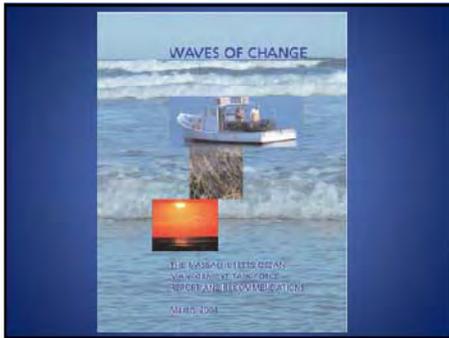
- ◆ Address the full range of human uses across sectors
- ◆ Supported by science
- ◆ Incorporate public and stakeholder input
- ◆ Adaptable to changing conditions and needs
- ◆ Support sustainable marine industries and resilient ecosystems

Principles



Ocean management has quickly become a hot public policy issue





Oceans Act: Principles

- Respect independence of ecosystems
- Coordinate uses in international, federal, state and local jurisdictions
- Foster sustainable uses that capitalize on economic opportunity w/o significant detriment to ecology or natural beauty of ocean
- Preserve and enhance public access
- Support infrastructure
- Encourage public participation in decision-making
- Adapt to evolving knowledge
- Identify appropriate locations and performance standards for activities, uses and facilities of "ocean sanctuaries"



- (i) set forth the Commonwealth's **goals, acting priorities and standards** for ensuring effective **stewardship** of its ocean waters **in a trust** for the benefit of the public;
- (ii) adhere to **sound management** practices, taking into account the **existing** natural, social, cultural, historic and economic **characteristics** of the planning areas;
- (iii) preserve and **protect the public trust**;
- (iv) reflect the **importance** of the values of the Commonwealth **to its citizens** who derive livelihoods and recreational benefits from fishing;
- (v) **value biodiversity and ecosystems** health;
- (vi) identify and **protect special, sensitive or unique** scientific and marine life and **habitat**;
- (vii) address **climate change and sea-level rise**;
- (viii) **respect the interdependence of ecosystems**;
- (ix) **coordinate uses** that include international, federal, state and local **jurisdictions**;
- (x) **foster sustainable uses** that capitalize on economic opportunity without significant detriment to the ecology or natural beauty of the ocean;
- (xi) preserve and enhance **public access**;
- (xii) support the **infrastructure** necessary to sustain the economy and quality of life for the citizens of the Commonwealth;
- (xiii) encourage **public participation** in decision-making **and adapt** to evolving knowledge and understanding of the ocean environment; and
- (xiv) shall identify **appropriate locations and performance standards** for activities, uses and facilities allowed under sections 15 and 18 of chapter 182A.

Process




Stakeholder Science Council

- **Ocean Science Council**
 - Assist in creation of a baseline assessment and obtaining necessary scientific information
 - **9 seats:**
 - Academic
 - UMass Dartmouth
 - UMass Boston
 - At large academic (1)
 - NGO
 - MA Fishermen's Partnership
 - At large NGO (7)
 - Government Agencies
 - Division of Marine Fisheries
 - At large government (1)
 - Meet quarterly or as necessary



Goals and Outcomes

- Integrated ocean management,
- Good stewardship, and
- Adaptive foundation
 - develop an **integrated** management plan
 - identify and **protect special areas**
 - identify appropriate **areas for uses** in Ocean Sanctuaries

Strategies

- **Information and process** needed in response to a goal; to achieve a desired outcome
- **Non-spatial elements** of the plan, i.e. the "plan for the plan"
- Other: '**decision guidelines**' (Direction/requirements of the Act and public/stakeholder input)

Develop and evaluate planning framework options for Massachusetts

Research yielded numerous alternative approaches. Among those that seem promising:

Institutional/organizational arrangement:

Networked: Utilization of existing (and new) authorities that are exercised based on the goals/policies of the Ocean Plan and, taken together, used to implement the management program

Federal public lands management approach: process of withdrawing and reserving certain areas (public lands) for specific purposes.

- withdrawing means limiting or prohibiting certain activities in areas
- reserving means designating withdrawn areas for specified purposes

		Concentration of Use/Ecological Value of Area		
		High	Medium	Low
Dist.	Good			
	Fair			
	Poor			




MOP Communications Program

Context > Process/Type > Science Program > Goals/Program > Best Case > Discussion
 Status on Goals: **Current** > Proposed > Comp. Plan Overall

MOP Strategic Plan

GBMF grant to UMB/MGS fiscal sponsor
 Over next 3 years:



- Advance integration of natural & social science w/ management decision making
 - Common conceptual & operational framework
 - Integrated interoperable statewide ocean data research and monitoring network
 - Ecosystem & economic scenario analyses
 - Indicators of ocean's capacity to provide ecosystem services
 - Coordinate science, management, and policy folks

MOP Science Program

- 2.1 Planning Framework
 - *Planning Framework
- 2.2 Data Interoperability & Accessibility
 - *Integrated Data Network
- 2.3 Research and Monitoring Plan
 - *Ecosystem & Economic Modeling
 - *Modeling, Scenario Analysis & Decision Support
 - *Economic Valuation
 - *Cumulative Impacts Methodology
 - *Adaptive Management
- 2.4 Indicators
 - *Indicators

Context > Process/Type > Goals/Program > Best Case > Discussion
 Status on Goals: **Current** > Proposed > Comp. Plan Overall

REMAIN CREATIVE

- COMBINE PROGRAMS
- LEVERAGE EXISTING RESOURCES
- INVOLVE PRIVATE PARTNERS/IN-KIND
- GOVERNMENT REGIONAL OPPORTUNITIES
- LOCAL COMMUNITY FOUNDATIONS AND INDIVIDUALS
- WE'RE ALL IN THIS TOGETHER



For more information:



- Robbin.peach@umb.edu
- 617-287-3967
- www.massococeanpartnership.org

Powerpoint Plagiarism credit: Priscilla Brooks, Deerin Bab-Brot, Barry Gold, Jack Wiggin
 Much help: Howard Krum

4. Roundtable Survey



OCEAN DAY ROUNDTABLE SURVEY

The Ocean Alliance is preparing its report, "Guidelines for Enhancing Florida's Ocean Resources" for the Elizabeth Orthway Dunn Foundation. This survey and the Roundtable are an opportunity to provide input on the report's content. Please take the time to complete and submit the survey before leaving the Roundtable.

A. Entities Involved with Florida's Oceans and Coasts

Instructions: Check those public entities that you believe should play role in developing a blueprint for Florida's ocean resources. List any additional public or private agencies or organizations you believe should play a role in developing and implementing a blueprint for Florida's ocean resources

Check		Check	
<input type="checkbox"/>	FL Department of Environmental Protection	<input type="checkbox"/>	FL Department of Transportation
<input type="checkbox"/>	FL Fish and Wildlife Conservation Commission	<input type="checkbox"/>	FL Dept. of Agriculture and Consumer Services
<input type="checkbox"/>	National Marine Protected Areas: Florida	<input type="checkbox"/>	Florida's Aquatic Preserves
<input type="checkbox"/>	Keys National Marine Sanctuary	<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	

B. Key Ocean and Coastal Issues in Florida

Instructions: Below are listed the ocean issues addressed in the 7 other state plans presented in the report.

Check each of those issues listed below you believe should be included in a blueprint for Florida's Oceans and Coasts with either a **C** (critical) or an **I** (important). Please add any and label any other issues below as (C)ritical or (I)mportant

Check	Key Ocean and Coastal Issues	Check	Key Ocean and Coastal Issues
<input type="checkbox"/>	Marine Protected areas (sanctuaries, networks, types, goals and objectives etc)	<input type="checkbox"/>	Harbor port development
<input type="checkbox"/>	Navigation	<input type="checkbox"/>	Military operations
<input type="checkbox"/>	Mining of sand and gravel	<input type="checkbox"/>	Ocean-based alternative energy (e.g wave and wind energy, etc.)
<input type="checkbox"/>	Dredge materials	<input type="checkbox"/>	Marine habitat and biodiversity
<input type="checkbox"/>	Gas pipelines	<input type="checkbox"/>	Liquefied natural gas
<input type="checkbox"/>	Oil exploration and drilling	<input type="checkbox"/>	Ocean outfalls
<input type="checkbox"/>	Scientific research, observing and monitoring	<input type="checkbox"/>	Recreational and commercial fishing
<input type="checkbox"/>	Recreational users	<input type="checkbox"/>	Marine Aquaculture
<input type="checkbox"/>	Cultural and historical assets	<input type="checkbox"/>	Water quality
<input type="checkbox"/>	Sustainable fisheries	<input type="checkbox"/>	Marine debris
<input type="checkbox"/>	Erosion and sediment management	<input type="checkbox"/>	Navigation
<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	
<input type="checkbox"/>		<input type="checkbox"/>	

C. Based on what you have learned from experiences and best practices in other states:

1. How important is it for Florida to develop a blueprint for integrating statewide ocean resources and strategies?

important	ant	bat important	portant
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

2. How important is it for Florida to engage in a systematic stakeholder process to develop the blueprint?

important	ant	bat important	portant
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

3. How important will partnerships with government, academic, nonprofit and private sectors in developing the blueprint?

important	ant	bat important	portant
<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

List any other comments or suggestions for the Report below:

If you complete the survey following the Roundtable, you can fax your survey to (954) 463-4700 or request an electronic copy from Lenore Alpert lalpert@floridaoceanalliance.org

5. Roundtable Verbatim Comments

Table 6. Verbatim Comments from Roundtable

Verbatim Comments from Roundtable	
Category	
Content	Need to concentrate more on coastal resources too. Define what talking about (coastal vs. ocean)
Content	Freshwater is treated as a pollutant or detriment on the key topics page. Need to also talk about freshwater diversion/management issue. Some estuaries need freshwater input for productivity.
Content	Do not include coastal bays, estuaries & lagoons & watersheds in management boundary. Process linkages are important.
Content	Economic contribution by marine research and education enterprises (including aquariums and places like SeaWorld).
Structure	Need to build hierarchical structure that groups issues.
Structure	Need maps to guide discussions & decisions to provide visual language.
Structure	Need strong vision & mission statement for alignment of key messages.
Structure	Don't try to cover all issues in one management plan. Pick some high priority ones to start with.
Structure	Thanks for putting on the conference!
Structure	I think the "Needs" section of the report should be expanded some. Its current outline is (1) there are global and national ocean problems, (2) other states are preparing ocean management plans, so (3) Florida should too. This section seems to make an aesthetic claim that a unified plan is better than the messy approach we use now, but the section does not convince me that the messy approach is not working. We need an ocean plan but the argument needs strengthening. Thanks for organizing an important early step in developing a state ocean plan, which I strongly endorse.
Structure	Money for social marketing & communications research & outreach campaign.
Next step	Use living resources/natural resources attributes as a base map for management decisions and zoning decisions.
Next step	Specific existing Florida statutes related to ocean management.
Next step	What new legislation at the state level would be necessary?
Next step	Next steps for Florida- Go after funding for a Task Force on this issue which relies on FOA & the Ocean Council (science) as advisory panels.
Next step	Next steps for Florida- Develop strategy for stakeholder involvement & find funding.
Next step	Next steps for Florida- Develop political will after Task Force.
Next step	Next steps for Florida- Create a map with current competing uses, potential new uses and an activities guide without zoning (to come with plan).
Next step	Let's produce some maps as soon as possible for the media and then push a campaign forward (could start when document is presented to Sole & staff per his request) for ocean governance somehow integrating two key issues: climate change and alternative energy.

Source: Roundtable Survey

Appendix B. Key Definitions

Marine Spatial Planning - A planning tool that enables integrated, forward-looking and consistent decision-making on the human uses of the sea. The Department of Environment, Food and Rural Affairs in the United Kingdom have developed a commonly used definition:

“[S]trategic, forward-looking planning for regulating, managing and protecting the marine environment, including through allocation of space, that addresses the multiple, cumulative, potentially conflicting uses of the sea” (Department for Environment, Food and Rural Affairs, UK - DEFRA, 2004, 3).

Ocean Zoning – A regulatory measure to implement Marine Spatial Planning usually consisting of a zoning map and regulations for some or all areas of a marine region. (*Visions for a Sea Change: Report of the First International Workshop on Marine Spatial Planning*, UNESCO Headquarters, Paris, France, 8-10 November 2006).

Marine Protected Areas – Any area of the intertidal or sub tidal terrain, together with its overlying water and associated flora, fauna, and historical and cultural features, which has been reserved by law or other effected means to protect part or all of the enclosed environment. (*The World Conservation Union*, http://en.wikipedia.org/wiki/World_Conservation_Union#References).

Marine Managed Areas – A valuable eco-system based tool for conserving important ocean areas by managing human uses within their boundaries. (*mpa.gov/pdf/national-system/stateofnation_west_final.pdf*)

Coastal Zone Management – a process that brings together all those involved in the development, management and use of the coast within a framework that facilitates the integration of their interest and responsibilities.

Ecosystem Management – An approach to natural resource management which aims to sustain ecosystems to meet both ecological and human needs in the future. (*Green Facts Glossary*, <http://www.greenfacts.org/glossary/def/ecosystem-management.htm>)

Integrated Sea Use Management – Integration of spatial planning and management of use of the sea and its resources in a process where all stakeholders can participate.

For example, determining zones for shipping, wind farms, and marine reserves might facilitate better planning of the shipping industry for ports and other infrastructure, while saving prospecting money for the wind industry, and protecting areas that are most important for biodiversity and for the survival and resilience of the ecosystem.

(http://www.panda.org/what_we_do/where_we_work/baltic/solution/sea_use_management/)

Sea Use Planning – Refers to both offshore and inshore areas and is not always linked to related land based activities on the shoreline. [The Theory and History of Ocean Boundary-making, by Douglas M. Johnston]

Offshore Spatial Planning – A planning tool used for offshore regulating, managing and protecting the marine environment.

Appendix C. Detailed Analysis of State Plans

1. California

For decades, California has been addressing the conservation of marine wildlife and habitats. As a result of this effort, in 1998, the Marine Life Management Act was passed changing the goals of fishery management toward “sustainable yields and an ecosystem perspective.”⁶³ Furthermore, in 1999, the Marine Life Protection Act (MLPA) was approved by the legislature. A master plan is required by the MLPA to guide the adoption and implementation of a Marine Life Protection Program. The master plan is prepared by the Department of Fish and Game and is presented to the Fish and Game Commission. The goals of the California MLPA are: a) to reexamine and redesign California’s Marine Protected Areas (MPAs) system to increase the coherence and effectiveness for protecting marine life, habitat, and ecosystem; and b) the Fish and Game Commission shall adopt a Marine Life Protection Program in order to improve the design and management of the system.⁶⁴ Three types of MPAs--the state marine reserves, the state marine parks, and the state marine conservation areas--are included in the MLPA process.

After two failed attempts to implement the MLPA, in 2004, the California Resources Agency, the California Department of Fish and Game and the Resource Fund Foundation formed a public-private partnership, known as the Marine Life Protection Act Initiative (MLPA Initiative.) The MLPA Initiative established the MLPA Blue Ribbon Task Force, with a Master Plan Science Advisory Team and a stakeholder advisory group. This group’s first objective was to develop a master plan framework based on the MLPA, in order to develop alternative proposals of MPAs statewide. The implementation of the MLPA was divided into five study regions: the Central Coast, the North Central Coast, the South Coast, the North Coast and San Francisco Bay. The entire MPA network is expected to be completed by 2011.⁶⁵ The design and implementation of the MPAs requires the selection of a Blue Ribbon Task Force, Science Advisory Team, and a Regional Stakeholder Group. The Task Force is charged with selecting alternative proposals and the preferred alternative.

The planning process is divided into four phases⁶⁶:

- A. Regional MPA Planning: starts with the preparation of a regional profile, the selection of a Regional Stakeholder Group and a Science Advisory Team for each region, and the selection of potential MPA locations.
- B. Assembling Alternative MPA Proposals: The Regional Stakeholder Group evaluates existing and new MPAs and develops and refines alternative MPA proposals. Development of the alternative MPA includes the guidance of the science team, contribution from the Regional Stakeholder Group and comments from potential affected stakeholders, affected parties, and general public.

⁶³ California Department of Fish and Game. (*Master Plan for Marine Protected Areas*. (Revised Draft). p.ii. January, 2008.

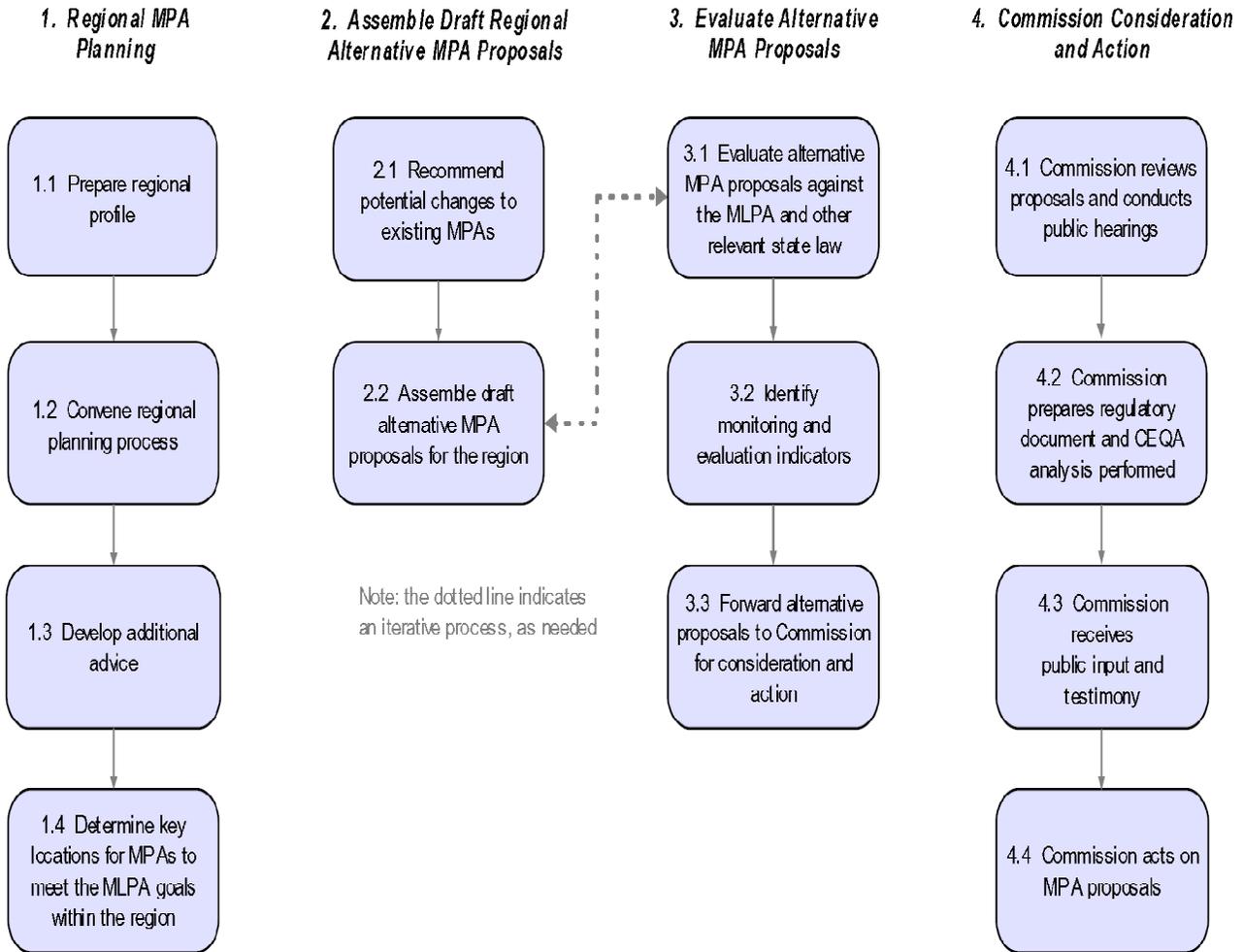
⁶⁴ California Department of Fish and Game. Introduction to the MLPA. *Marine Life Protection Goals: California Fish and Game Code Section 2853*. Retrieved February 9, 2009, from <http://www.dfg.ca.gov/mlpa/pdfs/goalsposter.pdf>. The second goal includes the goals of the Marine Life Protection Program.

⁶⁵ California Department of Fish and Game. *Marine Life Protection Act Implementation Update*. Retrieved February 9, 2009 from <http://www.dfg.ca.gov/mlpa/pdfs/update2007.pdf>.

⁶⁶ California Department of Fish and Game. *Master Plan for Marine Protected Areas*. p. 21. May 8, 2008.

- C. Evaluating the Alternative MPA Proposals: The Task Force evaluates the proposals and forwards a package of alternative proposals, including the preferred alternative, to the Fish and Game Commission.
- D. The Commission Action on the MPA proposals: Includes regulatory analyses, public hearings, science team review, and action on the proposals.

Figure 3. Marine Protected Area Process for Each Study Region



Note that during steps 2 and 3, the Department, task force, science team, Commission and other groups will participate in review and evaluation of potential alternatives.

Source: California Department of Fish and Game, (2008, January). *Master Plan for Marine Protected Areas*, p. 22.

The planning process for the first study region, the Central Coast Study Region which extends from Pigeon Point south to Point Conception, was finished in December 2006, and the process for a second study region, the North Central Coast Study Region, was started. In April 2007, the Commission voted to adopt its preferred alternative of MPAs. The adopted twenty-nine MPAs in the Central Coast Study Region (with an approximate area of 204 square miles) went into effect in September 2007. In February 2007, the Blue Ribbon Task Force for the North Central Coast Study Region was appointed by the Secretary of Resources. The North Central Coast area extends from Alder Creek/Point Arena south to Pigeon Point. In March 2007, several informational public workshops took place in order to increase public understanding of the MLPA Initiative process. In May 2007, the Regional Stakeholder Group was

announced, followed by the announcement of the Science Advisory Team in June and the State Interests Group in November. Three final MPA proposals were furthered after ten months that included eight formal meetings and three work sessions held by the North Central Coast area. In June 2008, four MPA proposals, including the Task Force preferred alternative known as the Integrated Preferred Alternative,⁶⁷ were forwarded to the Fish and Game Commission for a final decision in February 2009.

The South Coast Study Region, which extends from Point Conception south to the California/Mexico border, started its planning process in June 2008 with a series of public workshops then followed by with the announcement of the Blue Ribbon Task Force in August 2008 and the announcement of the Regional Stakeholders Group and the Science Advisory Team in September. The planning process for the South Coast region will be similar to the other study regions. The final MPA proposals will be a result of South Coast Regional Stakeholder Group input generated from public meetings and workshop sessions, the scientific guidance of the SAT, and recommendations by the Blue Ribbon Task Force. A preferred alternative and other alternatives will be forward to the Fish and Game Commission. The Commission makes the final decision to adopt the proposed MPAs after their own public process.

Planning processes for the other two study regions, the North Coast Region and the San Francisco Bay region, are expected to take place between 2009 and 2011.

2. The Gulf of Maine

In 1989, the Gulf of Maine Council on Marine Environment was created by the Canadian provinces of Nova Scotia and New Brunswick and the states of Maine, New Hampshire, and Massachusetts. Its purpose is to foster cooperative actions within the Gulf watershed, with a mission “to maintain and enhance environmental quality in the Gulf of Maine to allow for sustainable resource use by existing and future generations.”⁶⁸ The Gulf of Maine supports a variety of uses, such as commercial and recreational fishing, whale watching, navigation, aquaculture, military operations, pipeline and cable construction, and mining of sand and gravel.

The Gulf of Maine Council sponsored a “Gulf of Maine Ocean Zoning Forum”⁶⁹ in 2002, as a way to learn about current and new methods to manage and protect ocean resources. The purpose of the forum was to consider to what the extent ocean zoning could further the Council’s marine sustainability goals. At the end of the forum, the participants were asked to suggest how the Gulf of Maine could integrate ocean zoning in their work plan. Four categories were identified: 1. Establish existing conditions, 2. Determine What Needs to Change or Be Protected, 3. Start small, and 4. Develop a Constituency.⁷⁰

Additionally, as a first step for achieving management of the Gulf’s marine environments, the Gulf of Maine Council started the Gulf of Maine Mapping Initiative (GOMMI), a U.S.-Canadian partnership of governmental and non-governmental organizations.⁷¹ The goal of this initiative is to map the Gulf’s sea floor as a spatial framework for ocean management. The Initiative resulted from a workshop on the Gulf of Maine Marine Habitat Characterization and Mapping in Sebasco Harbor, in October 2001, sponsored

⁶⁷ The Integrated Preferred Alternative is the result of integrating proposals and ideas from the three RSG final proposals.

⁶⁸ Gulf of Maine Council on the Marine Environment. Website at <http://www.gulfofmaine.org/>.

⁶⁹ Courtney, Fara and Wiggin, Jack. *Ocean Zoning for the Gulf of Maine: A Background Paper*. Prepared for the Gulf of Maine Council for the Marine Environment. January, 2003. Retrieved from <http://www.gulfofmaine.org/council/publications/oceanzoningreport.pdf>

⁷⁰ Ibid. p.27.

⁷¹ Gulf of Maine Council on the Marine Environment. Gulf of Maine Mapping Initiative (GOMMI). Retrieved March 2, 2009, from <http://www.gulfofmaine.org/gommi/>.

by the Gulf of Maine Council and the National Oceanic and Atmospheric Administration. The overall recommendation of this workshop was to map the entire Gulf of Maine.⁷²

GOMMI's mapping of the sea floor covers a total area of 63,778 square miles from the intertidal zone to the upper continental slope. It covers the Gulf of Maine, including Georges Bank, Browns Bank, the Bay of Fundy, the southern New England shelf, and the bordering continental slope.⁷³ The mapping of the Gulf of Maine will include sea floor topography, surficial geology, and habitat. GOMMI's accomplishments in 2008 include the web-based coverage map using multibeam surveys, an interactive map available since November. In addition, the completion of mapping a pilot project on Cashes Ledge,⁷⁴ which began in 2005, is a mapping priority.⁷⁵

3. The Gulf of Mexico Alliance

The Gulf of Mexico Alliance (GOMA) was initiated in 2004 by the states of Alabama, Florida, Louisiana, Mississippi, and Texas with the goal of increasing regional collaboration to improve the environmental and economic health of the Gulf of Mexico. The six priority issues identified by the Gulf States for action through the Alliance include water quality, wetland conservation and restoration, environmental education, characterization of Gulf habitats, reductions of nutrient inputs, and coastal community resilience.⁷⁶

In 2005, thirteen federal agencies, the Federal Working Group, committed their support to the Gulf Alliance under the coordination of the National Oceanic and Atmospheric Administration, the U.S. Environmental Protection Agency, and—a recent addition to the chairs—the U.S. Geological Survey, representing the Department of Interior. In addition, the Alliance continuously pursues opportunities to work with six Mexican Gulf States and supports the creation of a parallel Mexican Gulf of Mexico Alliance. The Action Plan includes activities to be implemented with six Mexican Gulf States: Tamaulipas, Veracruz, Tabasco, Campeche, Yucatan and, Quintana Roo.

In March 2006, the Alliance released the *Governors' Action Plan for Healthy and Resilient Coasts*.⁷⁷ Citizen involvement was very important in the planning of the Governors' Action Plan. The Alliance held eight community workshops across the five Gulf States to gain public input on the issues identified by the Alliance, build better relationships between local, state, and federal entities, and raise public awareness about the importance of the health of the Gulf of Mexico.⁷⁸ Participants in the workshops included state, local, and federal government, private businesses, academia, local residents, and non-profit organizations.

⁷² Gulf of Maine Council. *Gulf of Maine Mapping Initiative: A Framework for Ocean Management*. p. 3. May, 2004. Retrieved January 27, 2009, from

http://www.gulfofmaine.org/council/publications/gommistrategicplan_entire.pdf.

⁷³ Ibid.

⁷⁴ Cashes Ledge is a submerge mountain range located approximately 80 miles east of Gloucester, Massachusetts.

⁷⁵ Council of Maine. GOMMI 2008. Newsletter.

http://www.gulfofmaine.org/gommi/newsletter/GOMMI_Fall_2008_newsletter.pdf.

⁷⁶ Gulf of Mexico Alliance. Website. Retrieved from <http://gulfofmexicoalliance.org/welcome.html>

⁷⁷ Ibid. *Governors' Action Plan for Healthy and Resilient Coasts*. March, 2006. Retrieve March 31, 2009, from http://gulfofmexicoalliance.org/pdfs/gap_final2.pdf.

⁷⁸ National Oceanic and Atmospheric Organization. Coastal Services Center. *Gulf of Mexico Alliance: Community Workshop Summary Report*. August, 2006. Retrieved April 1, 2009, from <http://gulfofmexicoalliance.org/pdfs/comwkspreportfinal2.pdf>.

The Governors' Action Plan contains eleven actions to be completed in three years, from March 2006 to March 2009. Each of the actions has specific 36-month outcomes with an Action Blueprint that contains the steps to reach the specific outcomes. According to the team reports presented at the GOMA All-Hands meeting in August 2008, nearly all (97% of the actions steps) were completed from the 73 Action Blueprint steps. The remaining 3 percent are underway and expected to be completed in spring of 2009.⁷⁹

The Alliance is currently finalizing the Governor's Action Plan II, which is expected to be released at Capitol Hill Oceans Week in Washington, D.C., June 9-12, 2009, with full rollout to take place at the 2009 GOMA All-Hands meeting scheduled for August 4-6, 2009, in Mobile, AL.⁸⁰

4. Massachusetts

Massachusetts' ocean waters present many uses today, from wind and wave energy and gas pipelines to aquaculture and conservation of marine ecosystems. These bring an array of benefits, but at the same time, the number of increasing uses have created conflicts. Fishing, trade, tourism, recreation, and many other uses have played a very important role in Massachusetts. In March 2003, in response to the increasing concern about conflicting uses and the need for protecting and managing ocean resources efficiently, Governor Mitt Romney and Secretary of Environmental Affairs Ellen Roy Herzfelder announced an Ocean Management Initiative.

The first step of the Initiative was the appointment of an Ocean Management Task Force. The Task Force, comprised of 23 private and public sector members and ex-officio federal and state members, was chaired by a former Secretary of Environmental Affairs, a former Assistant Secretary for Policy in the U.S. Department of Energy, and a Managing Principal at Analysis Group, Inc. The Task Force was charged with drafting administrative, regulatory, and statutory recommendations, as well as developing statewide ocean management principles. The fifteen recommendations and six principles developed by the Task Force provided the foundation of the Oceans Act of 2008⁸¹.

In May 2008, Massachusetts' Governor signed the Oceans Act of 2008 to develop a comprehensive plan for the use, protection, and development in ocean waters. The Ocean Act requires a draft plan to be presented in public hearings and legislative review by July 1, 2009, and a final plan to be completed by December 31, 2009. The Massachusetts Executive Office of Energy and Environmental Affairs is designated as the agency responsible for developing the plan. They are supported by a 17-member Ocean Advisory Commission, the Coastal Zone Management office, and a nine-member Science Advisory Council. The Ocean Advisory Commission members include state legislators, agency heads, and representatives of commercial fishing organizations, environmental groups, renewable energy advocates and regional planning commissions. The eight non-governmental members are appointed by the Governor.

⁷⁹ Gulf of Mexico Alliance. *Midcourse Accomplishments Report*. January, 2008.
http://gulfofmexicoalliance.org/pdfs/midcourserreport_final.pdf.

⁸⁰Ibid. March, 2008. *What's Next for the Gulf of Mexico Alliance?*
http://gulfofmexicoalliance.org/pdfs/goma_whatsnext_0608.pdf.

⁸¹ Massachusetts Ocean Task Force. *Waves of Change: the Massachusetts Ocean Management Task Force Report and Recommendations*. pp. 5-7. March, 2004. Massachusetts Office of Coastal Zone Management. Retrieved February 12, 2009, from http://www.mass.gov/czm/oceanmanagement/waves_of_change/pdf/wavesofchange.pdf.

The planning process designed by the Office of Energy and Environmental Affairs contains four steps⁸²:

- A. **Gather data from Data mining, Public Input, Planning Framework/Tools (Jan. 2008- Jan. 2009):** The Office of Energy and Environmental Affairs Workgroups gather data and generate working maps. The plan principles are refined to incorporate input from the Ocean Advisory Commission, the Science Advisory Commission, general public, workgroups, and stakeholder groups. Ocean planning models from around the world are presented and analyzed for review.
- B. **Develop a Working Plan (Feb.-April 2009):** Using the data gathered, identify compatibility and conflict among uses and between uses and natural resources, evaluate planning tools and stakeholder conflicts, have stakeholders evaluate working models, and present a draft recommended plan to the public, Ocean Advisory Commission, and Science Advisory Commission.
- C. **Review and Modify Draft Plan (May-June 2009):** After presentation of the draft plan, it will be revised using feedback from public forums and listening sessions, the Ocean Advisory Commission, and Science Advisory Commission. The final plan will be prepared and presented to the legislature and shared in public hearings by June 2009.
- D. **Formal Review of the Final Plan (July-December 2009):** Following legislative review and public hearings, promulgate the plan and implement regulations so that the plan becomes part of the State Coastal Zone Management Plan by December 31, 2009.

⁸² Massachusetts Ocean Partnership. The Ocean Management Planning Process in MA. Retrieved February 12, 2009, from <http://www.massocceanpartnership.org/purpose.html#process>.

5. North Carolina

Like many other coastal states, North Carolina has been focusing attention on emerging issues in its coastal and ocean waters. In 1984, North Carolina prepared a study entitled “North Carolina and the Sea: an Ocean Policy Analysis,” followed by the “North Carolina’s Ocean Stewardship Area: A Management Study” ten years later. In 2004, the U.S. Commission on Ocean Policy and the Pew Oceans Commission released reports that encouraged states to review their ocean resource issues. As a result, Governor Mike Easley stated the importance of protecting and managing ocean and coastal resources in North Carolina.⁸³

In 2005, the North Carolina Division of Coastal Management declared that protecting ocean resources was a priority in its current five-year strategy and decided to support it with Section 309 Enhancement Grant funds from the U.S. Department of Commerce. Furthermore, using part of the Grant funds, the Division of Coastal Management partnered with North Carolina Sea Grant and the North Carolina Coastal Resources Law, Planning and Policy Center to identify emerging ocean challenges and to make recommendations on policies and strategies to address these challenges.

The North Carolina Coastal Resources Law, Planning and Policy Center (Center) started working on the project in 2007 and identified the need to create a steering committee to assist the Center in identifying emerging issues and guiding research. The Division of Coastal Management appointed the Ocean Policy Steering Committee, which consists of 14 members from federal, state, and local governments, academia, and the private sector, chaired by Joseph Kalo and Lisa Schiavinato, Co-Directors of the North Carolina Coastal Resources Law, Planning and Policy Center.⁸⁴

The Steering Committee held six meetings from 2008 to the spring of 2009, during which time the Committee and the Center identified five emerging ocean resource issues: sand resource management, ocean-based alternative energy development, ocean outfalls, marine aquaculture, and comprehensive ocean management.⁸⁵

In addition, the Committee and the Center developed recommendations to address the emerging issues and released a draft report for public comment in February, 2009, “Developing a Management Strategy for North Carolina’s Coastal Ocean.” The final report will be submitted to the Coastal Resources Commission in May, 2009.

6. Oregon

Oregon’s Ocean Policy Advisory Council (OPAC), created by the legislature, is the marine advisory body to the Governor of Oregon, charged with ensuring conservation and responsible development of the State’s ocean resources.⁸⁶ On March 26, 2008, Governor Kulongoski issued Executive Order No. 08-07 directing the Ocean Policy Advisory Council to start the process of recommending marine reserve areas⁸⁷.

⁸³ North Carolina Coastal Resources Law, Planning and Policy Center. *Developing a Management Strategy for North Carolina’s Coastal Ocean: Draft Report*. February, 2009. Retrieved February 18, 2009, from http://www.nccoastallaw.org/pubs/OPSC_draft_2.9.09.pdf.

⁸⁴ The North Carolina Coastal Resources Law, Planning and Policy Center is an institutional partnership between the North Carolina Sea Grant College Program, the University of North Carolina School of Law and the University of Carolina Department of City and Regional Planning.

⁸⁵ North Carolina Coastal Resources Law, Planning and Policy Center. P. V.

⁸⁶ Office of the Governor, State of Oregon. Executive Order No. 08-07.

⁸⁷ Oregon Ocean Policy Advisory Council (OPAC). *Oregon Marine Reserve Policy Recommendations: A Report to the Governor, State Agencies and Local Governments from OPAC*. August 19, 2008. Marine reserve is defined as: “A marine reserve is an area within Oregon’s Territorial Sea or adjacent rocky intertidal area that is protected from

As a first step in the policy planning and recommendation process, OPAC asked Oregon Sea Grant, based at Oregon State University, to conduct a public outreach and education program about the marine reserves.

In early 2008, Sea Grant started conversations to “listen and learn” from coastal communities regarding the designation of marine reserves. In March 2008, Sea Grant concluded its listen and learn phase and reported its findings to OPAC in “Listening and Learning: Marine Reserves Coastal Community Forums.”⁸⁸ OPAC prepared the document “Oregon Marine Reserve Policy Recommendations: A Report to the Governor, State Agencies and Local Governments from OPAC,” which contains the recommended policy guidelines and evaluation criteria for potential marine reserves sites. This document was used as a basis for evaluating the 20 initially proposed marine reserves.

In November 2008, the OPAC concluded its public policy planning and recommendation process for the Oregon Marine Reserves. Six areas were recommended for further consideration as potential sites for marine reserves. From the six, two proposals were recommended as pilot reserves--Otter Rock near Depoe Bay, and Redfish Rocks near Port Orford--to begin in the summer of 2009. Pilot reserves were defined by the Oregon Department of Fish and Wildlife to “expedite the process of identifying, evaluating, and initiating restrictions on disturbing activities within those geographic areas during the next two years.”⁸⁹ In January 29, 2009, Governor Kulongoski expressed his commitment to the marine reserves process and stated that his recommended 2009-2011 budget included funds to initiate the two pilot marine reserves, as well as funds for further study and evaluation of potential sites within the four other areas.⁹⁰ Presently, Oregon’s Legislature is expected to review and approve the budget for the marine reserves. Designation of the marine reserves through public rulemaking and implementation are expected to start in July 2010, dependent on funding from the Legislature.

7. Rhode Island

In 2006, due to increasing energy costs, Governor Carcieri announced a plan to produce 20% of Rhode Island’s energy needs. In order to meet this goal, the Governor created the Office of Energy Resources with the mandate to produce 15% of the energy from wind by the year 2012. In 2007, results from the study “Rhode Island Winds Phase I: Wind Energy Siting Study” showed that Rhode Island could produce 70% of its electricity needs from wind. In addition, the study estimated that 95% of the wind energy opportunity was located in 10 specific areas offshore—75% offshore in State waters, 25% in Federal waters.⁹¹ Stakeholders were invited by the Governor to participate in the stakeholder process, which consisted of four meetings in August, September, and October 2007. The stakeholder group included town and city representatives, commercial fishing organizations, environmental organizations, local economic organizations, state government agencies, U.S. Coast Guard, area university representatives, National Grid consultants to the Office of Energy Resources, and others. During the first meeting, sites

all extractive activities, including the removal or disturbance of living and non-living marine resources, except as necessary for monitoring or research to evaluate reserve condition, effectiveness, or impact of stressors”. Retrieved February 24, 2009, from

http://www.lcd.state.or.us/LCD/OPAC/docs/resources/OPAC_Mar_Res_Pol_Rec_Final2.pdf.

⁸⁸Ocean Sea Grant, Oregon State University. Full report is available:

http://seagrant.oregonstate.edu/outreach/documents/OSG_MR_Report.pdf.

⁸⁹ OPAC. *Recommendations from OPAC on Marine Reserves*. November 29, 2008. Retrieved February 24, 2009, from http://www.oregonmarinereserves.net/images/MR_Recomendation_to_Gov_Kulongoski.01Dec.pdf.

⁹⁰ Governor Kulongoski response to OPAC. January 29, 2009. Letter retrieved February 24, 2009, from http://www.lcd.state.or.us/LCD/OPAC/docs/01.29.09_OPAC-Marine_Reserves.pdf.

⁹¹ Applied Technology & Management. *Rhode Island Winds Phase I: Wind Energy Siting Study*. April, 2007. Retrieve February 19, 2009, from, <http://www.energy.ri.gov/documents/independence1/RIWINDSReport.pdf>.

for the offshore wind generation were identified, followed by the identification of issues and concerns relevant to each site in the second meeting. In the third and fourth meetings, the Office of Energy Resources' consultants discussed the issues identified by the stakeholders and provided additional information to clarify which issues were relevant to each of the sites. In general, the stakeholders supported the project.⁹²

The leading agency for the project is the Rhode Island Coastal Resources Management Council, the state's management agency, with technical support from the University of Rhode Island. The goal of the Coastal Resources Management Council is to develop the Ocean/Offshore Renewable Energy Special Area Management Plan (Ocean SAMP). The Special Area Management Plan⁹³ is a primary planning tool used in coastal planning by the Coastal Resources Management Council. The Coastal Resources Management Council is recognized by the National Oceanic Atmospheric Administration as a leader in SAMP development and implementation. Rhode Island has implemented five SAMPs and is in the process of developing the Aquidneck Island SAMP.

The Ocean SAMP is considered the most efficient and cost-effective method for approving of the offshore wind projects. The process is expected to be completed in two years, between 2008 and 2010, in comparison to the five to seven year process that it would take to prepare an Environmental Impact Statement.

Although the Ocean SAMP's focus is the identification of areas for renewable energy, the Ocean SAMP will also include policy needs for recreational and commercial uses, environmental assets, cultural and historic assets, public infrastructure, water quality, and hazardous materials.

The two-year Ocean SAMP project, which began in June 1, 2008, will deliver a complete draft zoning map and regulatory standards for guiding renewable energy infrastructure for public input in May 2009. The Ocean SAMP will be completed and submitted to the Coastal Resources Management Council for approval on May 31, 2010. Throughout the two years, extensive community involvement will take place through advisory committees, public workshops, community meetings, and web-based forums, making sure that the project not only complies with regulations but also has widespread public acceptance.⁹⁴

8. Washington

Although Washington does not have a comprehensive ocean management plan, the state is committed to improving management and protection of its ocean waters. In the 1980s, the Ocean Resources Management Act was enacted. The Act established policies and planning criteria and banned offshore oil and gas leasing, development, and production.⁹⁵

⁹² Peregrine Energy Group, Inc. *Rhode Island Offshore Wind Stakeholders Final Report*. Prepared for Rhode Island Governor Carcieri and the Rhode Island Office of Energy Resources. February, 2008. Retrieved February 19, 2009, from http://www.energy.ri.gov/documents/renewable/RI_Offshore_Wind_Stakeholders_Final_Report_February_2008.pdf.

⁹³ The SAMPs are "ecosystem-based management strategies that are consistent with the council's legislative mandate to preserve and restore ecological systems". Retrieved February 20, 2009, from <http://www.crmc.state.ri.us/samp/index.html>.

⁹⁴ Coastal Resources Management Council and University of Rhode Island. *The Ocean/Offshore Renewable Energy Special Area Management Plan (SAMP) Proposal*. May, 2008. Retrieved January 6, 2009, from http://www.crmc.state.ri.us/samp/sampfiles/Ocean_SAMP_Proposal.pdf.

⁹⁵ State of Washington, Department of Ecology. Washington Ocean Resources. History. Retrieved from <http://www.ecy.wa.gov/programs/sea/ocean/history.html>.

In 2005, the State Legislature directed the Governor's office to research ocean resources and to develop recommendations to improve management of these resources. In order to produce these recommendations, the Governor's office formed the Washington State Ocean Policy Work Group (OPWG), which includes representatives from state agencies, local governments, members of the Legislature, stakeholder groups, academia, and tribal representatives as observers.

The OPWG examined the following areas: sustainable fisheries and offshore aquaculture, erosion and sediment management, ocean research, ocean literacy and education, coastal hazards, marine pollution, ocean energy, sustainable communities, climate change, governance, ecosystem-based management, and regional and international collaboration. Students at the University of Washington produced the background research and analysis of the issues. The OPWG held meetings in eight communities with stakeholders, coastal tribes, fishing interests, non-governmental associations, local government representatives, educational institutions, and the general public to gather data for developing recommendations. In December 2006, the final report "Washington's Ocean Action Plan: Enhancing Management of Washington State's Ocean and Outer Coasts," containing 50 recommendations and actions, was released by OPWG.⁹⁶

In 2007, the Legislature provided funds to the Department of Ecology in order to implement the recommendations and actions contained in Washington's Ocean Action Plan. Consequently, the Governor's office established the State Ocean Caucus, one of Washington's Ocean Action Plan recommendations for establishing an interagency ocean policy team. The State Ocean Caucus, which includes members of state agencies and the Governor's office, is the agency responsible for implementing the recommendations. Therefore, as required by the Legislature, the State Ocean Caucus developed a Work Plan for 2008-2011. This Work Plan describes and provides an update on the ongoing and completed activities, as well as future activities planned through 2011.⁹⁷ As reported in "Implementing Washington's Ocean Action Plan: 2008 Report Covering Activity During 2007-2008," 17 recommendations have been completed, 7 are in progress, 42 ongoing, and 14 are long-term or inactive. More importantly, the report emphasizes the importance of establishing state, regional, and local partnerships to provide the foundation for activities to achieve the recommendations.⁹⁸

The Ocean Policy Advisory Group provides feedback and guidance on state activities regarding ocean issues. This group, created by the State Ocean Caucus, is an informal stakeholder group of 42 members from different coastal institutions.⁹⁹ Public involvement and outreach is fostered by the State Ocean Caucus through meetings, a website and an email listserv. In addition, regional and international partnerships such as The West Coast Governors' Agreement on Ocean Health, the Olympic Coast Intergovernmental Policy Council, and the British Columbia-Washington Coastal and Ocean Task Force, have been formed to manage the ocean resources effectively.

⁹⁶ Washington State Ocean Policy Work Group. *Washington's Ocean Action Plan: Enhancing Management of Washington State's Ocean and Outer Coasts*. December 31, 2006. Retrieved February 24, 2009, from http://www.ecy.wa.gov/programs/sea/ocean/pdf/OPWG_Volume1_web.pdf.

⁹⁷ State Ocean Caucus. *Status of Activities & 2011 Work Plan Summary*. January 17, 2008. Retrieved from http://www.ecy.wa.gov/programs/sea/ocean/pdf/SOC_work_plan_summary.pdf.

⁹⁸ Department of Ecology, State of Washington. (2008, December) *Implementing Washington's Ocean Action Plan: 2008 Report Covering Activity during 2007-2008. A Report to the Legislature*. p. 11. December, 2008. Retrieved from <http://www.ecy.wa.gov/pubs/0806012.pdf>.

⁹⁹ Ocean Policy Group members as of December 15, 2008. Department of Ecology. *Implementing Washington's Ocean Action Plan: 2008 Report Covering Activity during 2007-2008. A Report to the Legislature*. December, 2008. Retrieved from <http://www.ecy.wa.gov/pubs/0806012.pdf>.

As mentioned earlier, in addition to the State's ocean planning and management efforts, Washington is committed to a regional collaboration with California and Oregon to manage and protect ocean and coastal resources. In September 18, 2006, the Governors of California, Oregon, and Washington signed the "West Coast Governor's Agreement on Ocean Health," a partnership promoting collective efforts to help protect the health of ocean and coastal ecosystems and economically and environmentally sustainable communities.¹⁰⁰ The Governors identified seven priority areas common to the three states that will be more effectively addressed in a joint effort. These areas include: ensuring clean coastal waters and beaches; protecting and restoring healthy ocean and coastal habitats; promoting the effective implementation of ecosystem-based management of our ocean and coastal resources; reducing adverse impacts of offshore development; increasing ocean awareness and literacy among citizens; expanding ocean and coastal scientific information, research, and monitoring; and fostering sustainable economic development throughout our diverse coastal communities.¹⁰¹

In July 2008, the final "Governors' Agreement on Ocean Health Action Plan"¹⁰² was released, targeting priority areas and specific actions that states should implement to solve the issues in a specific timeframe. The governors have formally committed to start these actions within 18 months of the plan's release, and many will be completed during this time. Collaboration is highly recommended among the three states, federal government, local governments, tribes, nongovernmental organizations, universities, and the general public. A Federal Working Group co-led by the U.S. Department of Interior, the U.S. Environmental Protection Agency, and the National Oceanic and Atmospheric Administration was established to support the Agreement.

¹⁰⁰ West Coast Governors' Agreement on Ocean Health: Washington, Oregon, California web site: <http://www.westcoastoceans.gov/>.

¹⁰¹ Governors Washington, Oregon, and California. *West Coast Governors' Agreement on Ocean Health September 18, 2006*. Retrieved February 25, 2009, from <http://www.westcoastoceans.gov/docs/WCOceanAgreementp6.pdf>.

¹⁰² Office of the Governors, Washington, Oregon, and California. *West Coast Governors' Agreement on Ocean Health Action Plan*. May, 2008. Retrieved February 25, 2009, from http://www.westcoastoceans.gov/Docs/WCGA_ActionPlan_low-resolution.pdf.

Appendix D. Examples of Guiding Principles

1. Massachusetts Guiding Principles

Figure 4. Massachusetts Guiding Principles



Oceans Act: Principles

- Respect independence of ecosystems
- Coordinate uses in international, federal, state and local jurisdictions
- Foster sustainable uses that capitalize on economic opportunity w/o significant detriment to ecology or natural beauty of ocean
- Preserve and enhance public access
- Support infrastructure
- Encourage public participation in decision-making
- Adapt to evolving knowledge

Identify appropriate locations and performance standards for activities, uses and facilities of "ocean sanctuaries"

- set forth the commonwealth's **goals, siting priorities** and **standards** for ensuring effective **stewardship** of its ocean waters held in **trust** for the benefit of the public;
- adhere to **sound management** practices, taking into account the **existing** natural, social, cultural, historic and economic **characteristics** of the planning areas;
- preserve and **protect the public trust**;
- reflect the **importance** of the waters of the commonwealth **to its citizens** who derive livelihoods and recreational benefits from fishing;
- value biodiversity and ecosystem** health;
- identify and **protect special, sensitive or unique** estuarine and marine life and **habitats**;
- address **climate change and sea-level rise**;
- respect the interdependence of ecosystems**;
- coordinate uses** that include international, federal, state and local **jurisdictions**;
- foster sustainable uses** that capitalize on economic opportunity without significant detriment to the ecology or natural beauty of the ocean;
- preserve and enhance **public access**;
- support the **infrastructure** necessary to sustain the economy and quality of life for the citizens of the commonwealth;
- encourage **public participation** in decision-making;
- and **adapt** to evolving knowledge and understanding of the ocean environment; and
- shall identify **appropriate locations** and **performance standards** for activities, uses and facilities allowed under sections 15 and 16 of chapter 132A.

Source: Robbin Peach PowerPoint Presentation, Florida Oceans Day 2009, Tallahassee, Florida

2. Integrated Coastal and Ocean Management Policy Developments in Newfoundland & Labrador

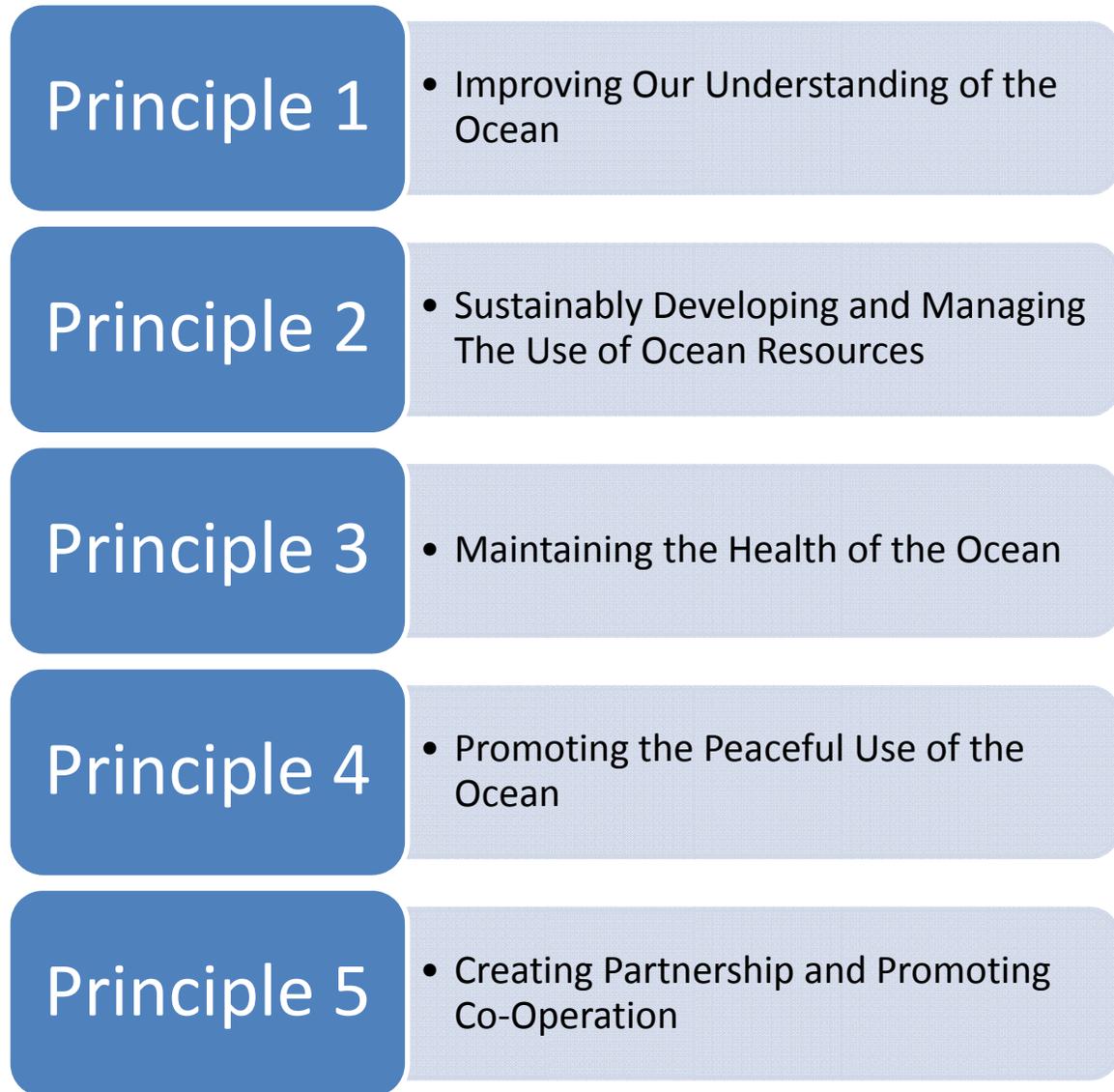
Figure 5. Newfoundland & Labrador Guiding Principles



Source:<http://aczisc.dal.ca/50NL-ICOM.pdf>

3. Pacific Islands Regional Ocean Policy Guiding Principles

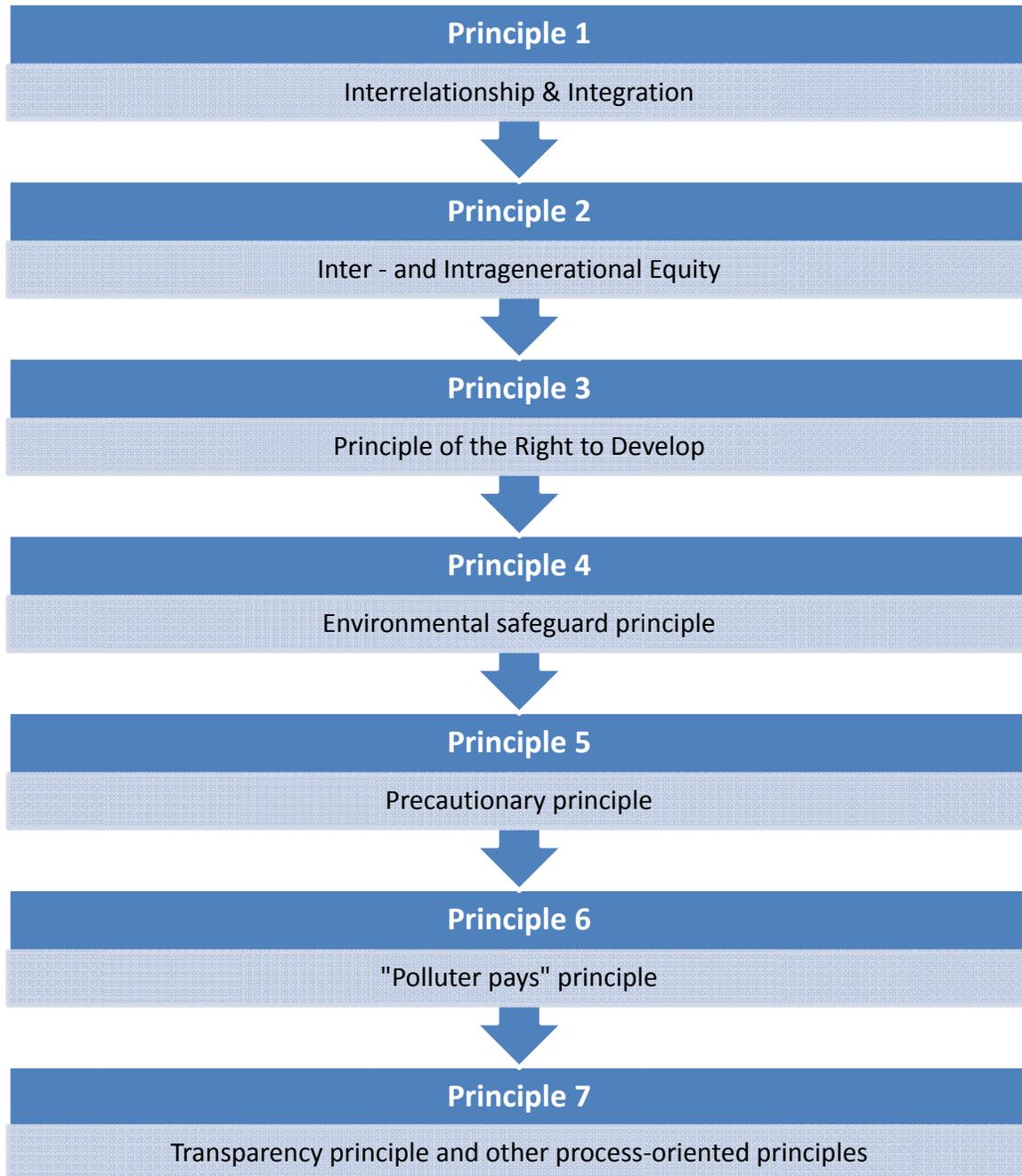
Figure 6. Pacific Island Region Ocean Policy Guiding Principles



Source: The Pacific Islands Regional Ocean Policy. <http://www.spc.int/piocean/forum/new/policy2.htm>, February 25, 2004.

4. Global Oceans Organization – Integrated Coastal Management Principles

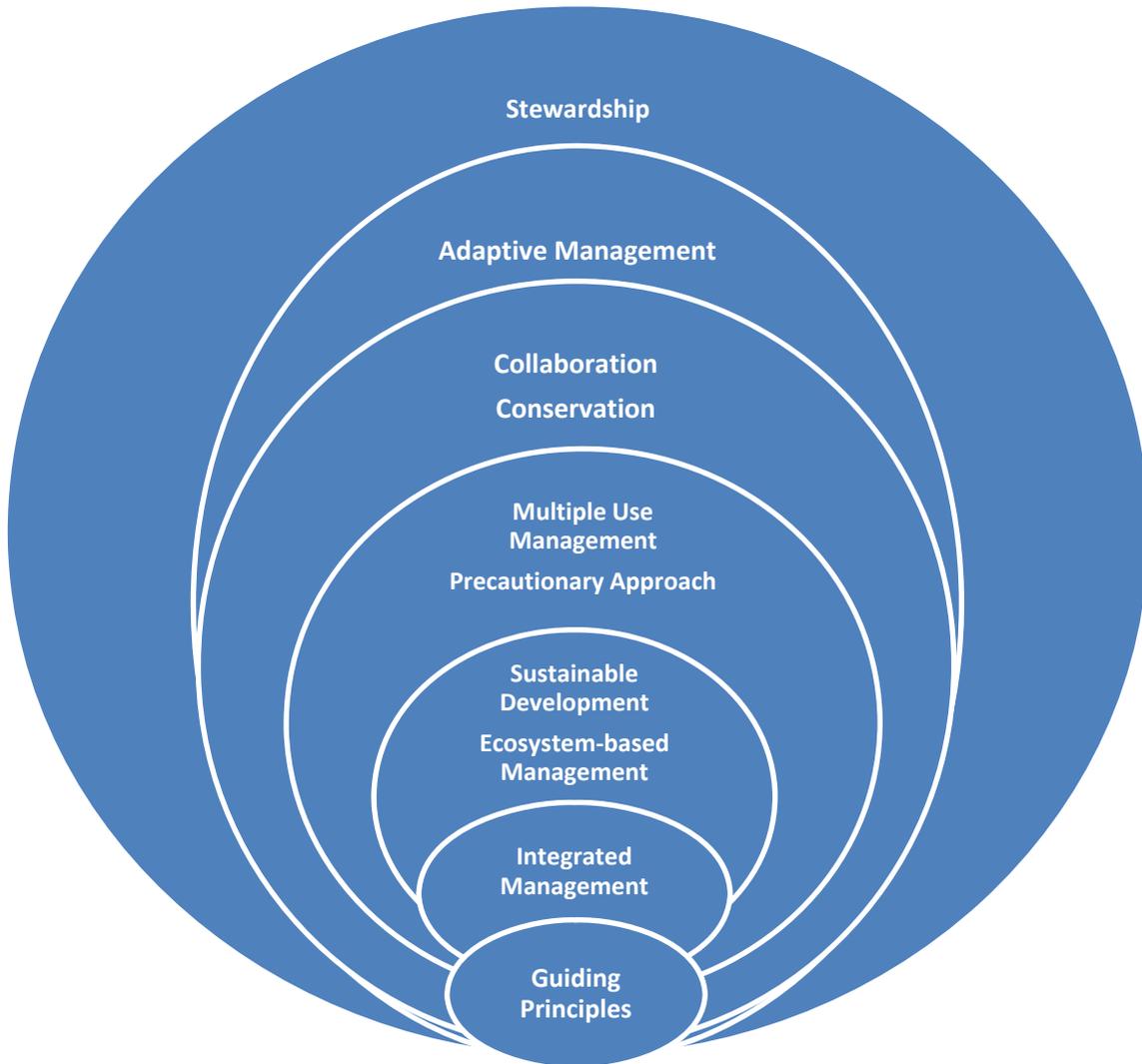
Figure 7. Global Oceans Organization – Integrated Coastal Management Principles



Source: http://www.globaloceans.org/icm/resources/story/ice_princ.html

5. Eastern Scotian Shelf Integrated Ocean Management Plan

Figure 8. Eastern Scotian Shelf Integrated Ocean Management Plan



Source: Oceans and Coastal Management Report 2005-02 , Fisheries and Oceans Canada. <http://www.dfo-mpo.gc.ca/library/286215.pdf>.

6. Principles of Place-Based Management

It is important to consider four principles relevant to place-based management as a basis for a new ocean governance system. These include the following:

- 1) The principle of fit: Avoid spatial and temporal mismatches.
- 2) The principle of multiple uses: Mediate among different types of conflicting marine uses.
- 3) The principle of stakeholder involvement: Ensure that all groups participate in decisions.
- 4) The principle of adaptive management: Promote adaptation.¹⁰³

¹⁰³ Oran R. Young *et al.*, “Solving the Crisis in Ocean Governance: Place-Based Management of Marine Ecosystems,” *Environment* 49: 27-29 (May 2007)

