Oyster Ecosystem-Based Fishery Management Plan (O-EBFM) for the Greater Pensacola Bay System (GPBS)

GPBS Stakeholder Working Group

Meeting I—Organizational Meeting

October 9, 2019

Studer Institute Community Room
220 W. Garden Street, #100, Pensacola, FL 32502
Host: The Nature Conservancy, Florida
Facilitator: Facilitated Solutions, LLC

Strategic Vision Alignment Initiative Team Leadership Meeting I Objectives

- ✓ To Review TNC Goal in Convening the GPBS Stakeholder Working Group
- ✓ To Review Member Expectations for Success
- ✓ To Review and Agree on Participation Guidelines and Consensus-Building Process
- ✓ To Provide an Overview Presentation on the Greater Pensacola Bay System
- ✓ To Review Questionnaire Results for Looking Back and Looking Around
- ✓ To Review Questionnaire Results for Critical Issues and Challenges
- ✓ To Review Questionnaire Results for Looking Ahead- Vision Themes and Related Draft Goals
- ✓ To Discuss Next Steps, Schedule and Assignments

GPBS Stakeholder Working Group Meeting I Agenda—October 9, 2019

All Agenda Times—Including Adjournment—Are Approximate &Subject to Change

1.	**8:30 AM**	**Welcome and Overview of the TNC Goal in Convening the Stakeholder Workgroup, Introduction of the Facilitation Team**
2.	**8:45**	**Introductions & Review of Expectations for Success: Oyster Ecosystem-Based Fishery Management Plan GPBS Stakeholder Working Group Process**
3.	**9:30**	**Agenda Review and Meeting Objectives**
4.	**9:35**	**Review and Acceptance of Participation Guidelines, Consensus-Building Procedures, and Guiding Principles**
5.	**9:45**	**Overview Presentation on the Greater Pensacola Bay System**
6.	**10:15**	**Looking Back:** Review of Questionnaire Results
	~10:45	***Break***
7.	**11:00**	**Looking Around: Setting the Context** (*Review and Discussion of Questionnaire Results*) • Factors enhancing success- Tailwinds • Factors impeding success- Headwinds • Key Trends driving the Region
8.	**11:40**	**Looking Around: Setting the Context**- Critical Issues and Challenges (*Review and Discussion of Questionnaire Results*) • The Role of Oysters in a Healthy Greater Pensacola Bay System

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12:30 PM		***WORKING LUNCH—ON SITE*** LUNCH PROVIDED BY THE NATURE CONSERVANCY
9.	**1:00 PM**	**LOOKING AROUND: SETTING THE CONTEXT**- Critical Issues and Challenges (*Review and Discussion of Questionnaire Results* • The Water-Land Interface for Sustainable Growth and Development • Water Quality Issues and Challenges • Public and Leadership Education and Outreach • Research and Data Gaps *(to be reviewed in Meeting I, and discussed in Meeting II)* • Potential Strategies for Working Group to Consider
~2:30		***STRETCH BREAK***
10.	**2:45**	**REVIEW AND RATING OF WORKING GROUP DRAFT GOAL STATEMENT**
11.	**3:00**	**SHARED VISION OF SUCCESS IN 2030—MOVING FROM THEMES TO GOALS** • Undesirable Future and Successful Future *(Review Questionnaire results)* • Review and Rating of Draft Vision Themes • Discuss Vision Themes as Goal Framework
12.	**3:55**	**PUBLIC COMMENT**
13.	**4:15**	**NEXT STEPS AND AGENDA ITEMS FOR THE NEXT MEETING** • Review of the Working Group meetings schedule • Review of action items and assignments • Identify agenda items and any needed information for the next meeting • Meeting evaluation
~4:30 PM		***ADJOURN***

Please contact Andrea Graves if you have individual needs agraves@tnc.org.

MEETING FACILITATION

Meetings are facilitated by Jeff Blair and Robert Jones from Facilitated Solutions, LLC. Information at: http://facilitatedsolutions.org.

GPBS Stakeholder Working Group Membership and Representation

Member	Affiliation
Building/Development	
1. Shelby Johnson	Johnson Construction
2. Glen Miley	biome Consulting Group
Business/Real Estate/Economic Development/Tourism	
3. Will Dunaway	Environmental Lawyer
4. Steve Hayes	Visit Pensacola
5. Donnie McMahon	Business and Aquaculture
Environmental/Citizen	
6. Christian Wagley	Healthy Gulf
Local Government	
7. Shelley Alexander	Santa Rosa County Environmental Programs
8. Chips Kirschenfeld	Escambia County Natural Resources Management
9. Jim Trifilio	Pensacola and Perdido Bays Estuary Program
10. Keith Wilkins	Pensacola City Administrator
Recreational Fishing	
11. Chris Phillips	Hot Spot Charters
Seafood Industry	
12. Pasco Gibson	Seafood Industry/Waterman
13. Josh Neese	Aquaculture
14. Pete Nichols	Seafood Industry/Waterman
15. Tommy Pugh	Seafood Dealer
16. Phil Rollo	Seafood Dealer
17. Calvin Sullivan	Oyster Harvester
18. William (Hub) Williamson	Oyster Harvester
State Government	
19. Beth Fugate	DEP/Aquatic Preserves
20. Kent Smith	FWC Division of Habitat and Species Conservation
21. Mike Norberg	FWC Division of Marine Fisheries Management
22. Becky Prado	DEP Office of Resilience & Coastal Protection
23. Portia Sapp	DACS Division of Aquaculture
24. Paul Thurman	NWFWMD
University/Research	
25. Jane Caffrey	UWF
26. Rick O'Conner	UF/IFAS Escambia County
27. Chris Verlinde	UF/IFAS/Sea Grant Santa Rosa County
Project Team and Facilitators	
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Anne Birch	Marine Program Manager
Robert Brumbaugh	Senior Marine Scientist
Andrea Graves	Marine Projects Coordinator
Facilitated Solutions, LLC	
Jeff Blair	Working Group Facilitator
Robert Jones	Working Group Facilitator

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PROJECT SCHEDULE AND WORKPLAN

GPBS STAKEHOLDER WORKING GROUP MEETING SCHEDULE AND WORKPLAN		
STANDING UP AND ORGANIZATION OF THE GPBS STAKEHOLDER WORKING GROUP		
Meeting I.	Oct. 9, 2019	Scoping and organizational meeting, review and refinement of overall project purpose, vision and goal framework.
Meeting II.	Nov. 14, 2019	Review and refinement of goal framework, draft management plan outline, review of science and data gaps. Introduction to decision-support tools and requested presentations.
SCOPING OF GPBS ISSUES, IDENTIFICATION OF PERFORMANCE MEASURES & OPTIONS		
Meeting III.	Jan. 15, 2020	Review of oyster management plans, issues and options. Identification of draft performance measures, draft outline of Oyster Ecosystem-Based Fisheries Management Plan.
Meeting IV.	March 18, 2020	Identification of decision-support tools options, review of performance measures and identification of policy issues, review of Oyster Ecosystem-Based Fisheries Management Plan outline.
Meeting V.	May 20, 2020	Review of decision-support tools scenarios and consensus rating of options and policy Issues. Review and agreement on draft Oyster Ecosystem-Based Fisheries Management Plan. Public Workshop Draft.
Public Workshop 1	June 2020	Review of Vision, Goal Framework, Plan outline, issues & options.
BUILDING CONSENSUS ON GPBS OYSTER ECOSYSTEM-BASED FISHERIES MANAGEMENT PLAN		
Meeting VI.	July 22, 2020	Review of public comments on Draft Plan, review of decision-support tools scenario results and consensus rating of options, draft performance measures, and identification of policy issues.
Meeting VII.	Sept. 16, 2020	Review of Draft Plan, recommendations on policy issues, decision-support tools scenario results, and consensus rating of options.
FINALIZING CONSENSUS ON GPBS OYSTER ECOSYSTEM-BASED FISHERIES MANAGEMENT PLAN		
Meeting VIII.	Nov. 18, 2020	Review and consensus testing of Draft Plan and recommendations on policy issues.
Meeting IX.	Jan. 27, 2021	Review and consensus testing of Draft Plan and implementation guidance and agreement on Workshop Draft Plan.
Public Workshop 2	February 2021	Review of GPBS Oyster Ecosystem-Based Fisheries Management Plan and implementation guidance.
Meeting X.	March 17, 2021	Review of public comment, refinement and consensus on the GPBS Oyster Ecosystem-Based Fisheries Management Plan and implementation guidance.

PROJECT WEBPAGE (URL): TBD

PROJECT FACILITATION: Meetings are facilitated, and meeting reports drafted by Jeff Blair and Robert Jones from Facilitated Solutions, LLC. Information at: http://facilitatedsolutions.org.

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GPBS Project Summary and Statement of Purpose

Project Summary. The Nature Conservancy (TNC) in Florida is convening stakeholders to develop an oyster ecosystem-based fisheries management plan for the Greater Pensacola Bay System (GPBS). For the purpose of this initiative the system is defined as Escambia, Pensacola, East and Blackwater Bays in Escambia and Santa Rosa Counties. TNC has been supporting and implementing projects in the GPBS for the past several years in collaboration with partners. Oysters and the once vibrant fishery are disappearing from the System. Significant funding as a result of the Deepwater Horizon oil spill is being dedicated to restoration of oysters throughout the Gulf of Mexico. This is a once-in-a-lifetime opportunity to reverse the trend and create a robust future for oysters and the fishery in Florida and the Gulf.

Statement of Purpose. The goal of the initiative is that by 2022 an oyster ecosystem-based fisheries management plan (Plan) for the GPBS is approved by the stakeholders. The Plan will be offered as a model for management of oyster resources throughout Florida's estuarine systems, the Gulf of Mexico and other regions. The intent is for the Plan to be developed, owned and implemented by the community and the State, not a "TNC plan".

The Working Group and the resulting Plan will seek to address and determine the priority of multiple objectives including wild harvest, oyster aquaculture, ecosystem service outcomes (i.e., clear water, more crabs and fish, nitrogen removal), and social benefits (e.g., recreational angling opportunities, and opportunity to participate in defining credible management processes) for the GPBS.

The Plan resulting from this initiative will help to define long-term estuary-scale goals for restoring and sustaining oysters in the estuary. It will work in the broader context of the Pensacola and Perdido Bays Estuary Program that received EPA funding in 2018 as part of the Deepwater Horizon oil spill settlement. The program hired an executive director in 2019 and is organizing to develop a Comprehensive Conservation and Management Plan (CCMP) for the Estuary Program's planning region.

WORKING GROUP MEMBERS' EXPECTATIONS FOR PROJECT SUCCESS

SUMMARY OF QUESTIONNAIRE RESPONSES REGARDING EXPECTATIONS FOR SUCCESS

Working Group Members were asked: *"From your perspective, what would a successful outcome of the Working Group's efforts produce?"*

The following table is a summary of the successful Working Group outcomes expressed by questionnaire respondents listed in order of frequency for which outcomes were noted (complete results are included in the *Questionnaire Summary Report*):

SUMMARY OF SUCCESSFUL WORKING GROUP PROCESS OUTCOMES
1.) An implementable science-based plan for reestablishing an oyster fishery in the Greater Pensacola Bay System.
2.) Identify ecosystem priorities and solutions.
3.) Re-establish an oyster fishery.
4.) A growth plan for the Region that protects the health of the Greater Pensacola Bay.
5.) Improved water quality in the Greater Pensacola Bay System.
6.) Achieve consensus on the Plan.

Use the space below to note any additional desired outcomes for a successful Working Group Process:

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Stakeholder Working Group Operating Assumptions and Principles, and Participation Guidelines

We Will Be Successful And Have Good Conversation When:

- ✓ All voices are invited, respected and heard.
- ✓ All experiences are treated as valid.
- ✓ Notes are captured in writing, on flip charts or on computers.
- ✓ We listen to each other.
- ✓ We observe time frames.
- ✓ We seek common ground and action.
- ✓ Differences and problems are honored—not "worked".
- ✓ There is full and active attendance—no one-on-one side meetings or conversations.
- ✓ We make the time and space to connect with each other.

The Facilitators Will Seek To:

- ✓ Structure and facilitate a process that will enable us to discover and build on our best moments and practices as stakeholders in the GPBS.
- ✓ Keep us informed of established parameters for time and tasks.
- ✓ Support and facilitate Working Group discussions.
- ✓ Create the environment that helps people to be at their best.
- ✓ Keep purpose front and center.
- ✓ Suggest and encourage new ways of thinking and doing.
- ✓ Keep us focused and on track.
- ✓ Start and stop on time.

Working Group Members Will:

- ✓ Participate actively and share opinions in the conversation—engage fully in this process.
- ✓ Tell stories, provide information—make meaning.
- ✓ Experiment and take risks to share, while engaging in conversation with others.
- ✓ Actively contribute to the creation of a shared vision, and management and restoration strategies for a healthy and sustainable Oyster Fishery and GPBS Ecosystem.
- ✓ Listen actively, attentively, respectfully.
- ✓ Demonstrate caring—about the GPBS, working group members, and our dialogue.
- ✓ Take responsibility—for the conversation and the ideas developed here.
- ✓ Be present for the entire Working Group process, be on time, and be *here* while you're here.
- ✓ Refrain from using electronic devices during the Working Group meetings—keep devices turned off or in a silent mode; your attention and participation is valued.
- ✓ Be willing to reach consensus.

Four Personal Guiding Principles:

1. Be impeccable with your word.
2. Don't take things personally.
3. Don't make assumptions.
4. Always participate fully.

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Working Group Members' Role

- ✓ The Working Group process is an opportunity to explore possibilities. Offering or exploring an idea does not necessarily imply support for it.
- ✓ Listen to understand. Seek a shared understanding even if you don't agree.
- ✓ Be focused and concise—balance participation and minimize repetition. Share the airtime.
- ✓ Look to the Facilitator to be recognized. Please raise your name tent or hand to speak.
- ✓ Speak one person at a time. Please don't interrupt each other.
- ✓ Focus on issues, not personalities. *"Using insult instead of argument is the sign of a small mind."*
- ✓ Avoid stereotyping or personal attacks. *"Mud thrown is ground lost".*
- ✓ To the extent possible, offer options to address other's concerns, as well as your own.
- ✓ Participate fully in discussions, and complete meeting assignments as requested.

TNC Project Team's Role

- ✓ Provide science-based research and information as requested by Working Group members and facilitators.
- ✓ Consult with stakeholders and provide guidance in using tools and objective science to analyze proposed options.
- ✓ Use best available tools and science to analyze options in response to stakeholder input.
- ✓ Organize meeting logistics and provide relevant documents for use during meetings.
- ✓ Attend all Working Group meetings.
- ✓ The TNC Project Team will deliver a project report that will include the results and products of the Working Group in the form of a GPBS Oyster Ecosystem-Based Fisheries Management Plan to the Pensacola and Perdido Bays Estuary Program, managers, regulators, and other agencies as appropriate for consideration in their planning for management and restoration of the oyster fishery and GPBS ecosystem.

Facilitator's Role

- ✓ Design, facilitate and report on a collaborative Working Group process.
- ✓ Assist the Working Group members to build understanding and consensus on action recommendations.
- ✓ Provide process design and procedural guidance to members.
- ✓ Assist members to stay focused and on task.
- ✓ Assure that participants follow *Working Group Participation Guidelines*.
- ✓ Accurately and fairly capture summary of key discussion points during the Working Group meetings.

Guidelines for Brainstorming

- ✓ Offer one idea per person without explanation.
- ✓ No comments, criticism, or discussion of other's ideas.
- ✓ Listen respectively to other's ideas and opinions.
- ✓ Seek understanding and not agreement during this phase of identifying issues or options.

The Name Stacking Process

- ✓ Determines the speaking order.
- ✓ Participant raises hand to speak during Working Group meetings. Facilitator will call on participants in turn.
- ✓ Facilitator may interrupt the stack (change the speaking order) in order to promote discussion on a specific issue or, to balance participation and allow those who have not spoken on an issue an opportunity to do so before others on the list who have already spoken on the issue.

STAKEHOLDER WORKING GROUP CONSENSUS-BUILDING PROCEDURES

DEFINITIONS

Consensus is a **Process,** an **Attitude** and an **Outcome**. Consensus processes have the potential of producing better quality, more informed and better-supported outcomes.

As a **Process**, consensus is a problem solving approach in which all members:

- Jointly share, clarify and distinguish their concerns;
- Educate each other on substantive issues;
- Jointly develop alternatives to address concerns; and then
- Seek to adopt recommendations everyone can embrace or at least live with.

In a consensus process, members should be able to honestly say:

- I believe that other members understand my point of view;
- I believe I understand other members' points of view; and
- Whether or not I prefer this decision, I support it because it was arrived at openly and fairly and because it is the best solution we can achieve at this time.

Consensus as an **Attitude** means that each member commits to work toward agreements that meet their own and other member needs and interests so that all can support the outcome.

Consensus as an **Outcome** means that agreement on decisions is reached by all members or by a significant majority of members after a process of active problem solving. In a consensus outcome, the level of enthusiasm for the agreement may not be the same among all members on any issue, but on balance all should be able to live with the overall package.

Levels of consensus on a committee outcome can include a mix of:

- Participants who strongly support the solution;
- Participants who can "live with" the solution; and
- Some participants who do not support the solution but agree not to veto it.

For Working Group purposes, **consensus recommendations** shall be defined as any option/recommendation achieving a 75% or greater number of 4s and 3s in proportion to 2s and 1s based on the results of all members present and voting.

STAKEHOLDER WORKING GROUP CONSENSUS-BUILDING PROCEDURES

The GPBS Stakeholder Working Group (Working Group) will seek consensus on its recommendations for options to be evaluated using the best available science and decision-support tools for management and restoration of the GPBS. General consensus is a participatory process whereby, on matters of substance, the members strive for agreements which all of the members can accept, support, live with or agree not to oppose. In instances where, after vigorously exploring possible ways to enhance the members' support for the final package of recommendations, and the Working Group finds that 100% acceptance or support is not achievable, final consensus recommendations will require at least 75% favorable vote of all members present and voting. This super majority decision rule underscores the importance of actively developing consensus throughout the process on substantive issues with the participation of all members and which all can live with. In instances where the Working Group finds that even 75% acceptance or support is not achievable, publication of recommendations will include documentation of the differences and the options that were considered for which there is more than 50% support from the Working Group. The report that will be a product of the Working Group process will clearly describe the level of agreement between Working Group members on each specific recommendation as well as on the suite of recommendations as a whole.

The Working Group will develop its recommendations using consensus-building techniques with the assistance of the facilitators. Techniques such as brainstorming, rating and prioritizing approaches will be utilized. The Working Group's consensus process will be conducted as a facilitated consensus-building process. Working Group members, staff, and facilitators will be the only participants seated at the table. Only Working Group members may participate in discussions and vote on proposals and recommendations. The facilitators, or a Working Group member through the facilitators, may request specific clarification from a member of the public in order to assist the Working Group in understanding an issue. Observers/members of the public are welcome to speak during the public comment period provided at each meeting, and all comments submitted on the public comment forms provided will be included in the facilitators' summary reports.

Facilitators will work with the TNC project team and Working Group members to design agendas that will be both efficient and effective. The TNC project team will help the Working Group with information and meeting logistics.

To enhance the possibility of constructive discussions as members educate themselves on the issues and engage in consensus-building, members agree to refrain from public statements that may prejudge the outcome of the Working Group's consensus process. In discussing the Working Group process with the media, members agree to be careful to present only their own views and not the views or statements of other participants. In addition, in order to provide balance to the Working Group process, members agree to represent and consult with their stakeholder interest groups.

ACCEPTABILITY RATING SCALE FOR OPTIONS AND RECOMMENDATIONS

During an early meeting Working Group members will be asked to propose an initial suite of options to address each of the Key Topical Issues in turn. During subsequent meetings Working Group members will be asked to review existing proposed options and will be invited to propose any additional options for Working Group consideration, and subsequently to rate the options for acceptability. In addition, following discussion and refinement of options, members may be asked to do additional ratings of proposed options if requested by a Working Group member or project scientist. Members should be prepared to offer specific refinements to address their reservations.

Once rated for acceptability, options with a 75% or greater number of 4s and 3s in proportion to 2s and 1s will be considered preliminary consensus recommendations for inclusion in the final package of recommendations.

At any point during the process, any option may be re-evaluated and rated at the request of any Working Group member. The status of a rated option will not be final until the final Working Group meeting, when a vote will be taken on the entire package of consensus ranked recommendations.

The following scale will be utilized for acceptability rating exercises:

Acceptability Rating Scale	***4 = Acceptable,*** *I agree*	***3 = Acceptable,*** *I agree with* ***minor reservations***	***2 = Not Acceptable, I*** *don't agree unless* ***major reservations*** *are addressed*	***1 = Not Acceptable***

WORKING GROUP DRAFT GUIDING PRINCIPLES WORKSHEET

GUIDING PRINCIPLES DEFINED: The Working Group's Guiding Principles reflect the broad values and philosophy that guides the operation of the Working Group and the behavior of its members throughout its process and in all circumstances regardless of changes in its goals, strategies or membership.

WORKING GROUP DRAFT GUIDING PRINCIPLES

1.) Working Group members will strive to work together collaboratively, and seek to understand and respect differing perspectives.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Rating					

Note below any Comments or Reservations:

2.) The Working Group will strive to achieve consensus on the evaluation and development of recommendations submitted to the TNC Project Team and appropriate management and regulatory agencies.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Rating					

Note below any Comments or Reservations:

3.) The Working Group will operate under policies and procedures that are clear, concise, and consistently and equitably applied.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Rating					

Note below any Comments or Reservations:

4.) Working Group members will serve as accessible liaisons between the stakeholder groups they have been appointed to represent and the GPBS Working Group, and should strive to both inform and seek input on issues the Working Group is addressing from those they represent.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Rating					

Note below any Comments or Reservations:

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SHARED HISTORY—LOOKING BACK—WHERE HAVE WE BEEN?
WORKSHEET

"What's past is prologue."- Shakespeare, The Tempest
"Don't let yesterday use up too much of today. -- Cherokee Indian Proverb

Use the space below to note any additional significant "Key Milestones," "People", and "Eras" that come to mind in terms of the management of the Greater Pensacola Bay System oyster fishery and ecosystem.

"Key Milestones/Initiatives":
From the Questionnaire Responses:

- Founding of the Bream Fisherman Association in 1950's. (2)
- Clean Water Act 1972.
- EPA/Olinger 1975 recovery report.
- 1996, the County Water Quality Division, the County Marine Resources Division.
- Chemical discharges into eleven-mile creek severely impacted the health of Perdido Bay.
- Industrial discharges into Escambia River severely impacted the health of upper Escambia Bay.
- Pre-NPDES development (including ag. and silviculture) throughout watershed yielding sedimentation and channelization of nearly all 1st and 2nd order streams (exponential loss of ecological services for all bay inputs)!
- 1999 Grand jury investigation, Report of the Special Grand Jury on Air and Water Quality 1999 Pensacola Bay System.
- Escambia County Wetlands Ordinance 2002.
- Lack of Rx Fire throughout watershed yielding ecological succession to high standing biomass forest with effects on hydroperiod and other ecological perimeters.
- Overharvesting of shellfish (oysters and scallops) greatly decreased their abundance in the bay.
- Establishing the County Department of Neighborhoods and Environmental Services.
- Excessive development resulted in increased run-off and decline of habitats such as seagrasses and oyster beds.
- 2014 growing population in city of Pensacola and especially infill development downtown, which avoids some of the water quality damaging sprawl development happening on undeveloped lands.
- Industrialization of Bayou Chico.
- Continued operation of an industrial port.
- Failure to maintain Navarre Pass.
- Acquisition of Escribano Point and associated restoration.
- Establishment of Yellow River Aquatic Preserve.
- Restoration activities on Garcon Peninsula.
- Relocation of ECUA to mid-county / IP joint effluent project.
- Escambia County inclusion of wetland buffers in LDC.
- Beach Haven septic remediation project.
- Holley-by-the-Sea stormwater retrofit (in process).
- Establishing the Bay Area Resource Program.
- The Environmental Grand Jury Findings Report.

- All septic to sewer conversion project.
- Project Greenshores.
- Wastewater treatment plant modernization and relocation.
- Project Green Shores.
- Addressing sedimentation, water quality and stormwater issues.
- Hopefully the shelling projects a few years ago were beneficial to the reef systems.
- Relocation of ECUA WWTP from downtown Pensacola (post Ivan).
- Sewer vs. septic in Navy Point and Beach Haven (ongoing).
- Stormwater capture around Bayou Texar.
- Establishment by Yarboro and Carlson of Seagrass Integrated mapping and monitoring program.
- These habitat reductions triggered a decline of certain estuarine species – some of the economically important.
- The conversion from septic to sewer, and the installation of baffle boxes, reduced the levels of bacteria (and the number of health advisories issued) in the local bayous.
- Those same conversions and mitigations reduced the amount of nutrients in these waters and the number of large fish kills reported. The creation of the Estuary Program.

"People" who made a difference:

From the Questionnaire Responses:

- Sandy Pizzalato, NPDES mitigation on Eglin.
- Mike Lewis EPA.
- Barbara Albrecht.
- Ernie Rivers.
- JD Brown BFA.
- Keith Wilkins.
- Chips Kirschenfeld.
- Robert Turpin Escambia County.
- Darryl Boudreau.
- Sava Varazo FDEP.
- Grover Robinson County Commissioner, Mayor.
- Like with many other fisheries, it's a long list of people, events, and regulations that led to our current situation with oysters in the GPBS.

"Eras":

From the Questionnaire Responses:

- 1800-1950 over harvest of oysters without replacing substrate.
- 1880-1950 shift from natural forested uplands to silviculture with unpaved logging roads.
- 1880-PRESENT Accelerating sea level rise and climate alterations due to human caused climate change causing changes in freshwater flows, salinity regimes, coastal erosion and inundation.
- 1900-2018 landscape alterations, (coastal development) due to human population increase-includes watershed alterations for commercial purposes.
- 1930s--decision to recruit industry to settle here 1950--post war economic boom combined with zoning and cheap gasoline fueled a new spread-out and land-gobbling (and waterway destroying) form of low-density development--sprawl; the worst land use for water quality.

- 1950s-70s -unchecked direct discharges (IP; Navarre WWTP, ECUA); lack of investment in stormwater infrastructure; road building in wetlands (Santa Rosa County); culverts vice spanning of new bridges in Santa Rosa.
- Bad polluting of the Bays in the 1970's and 1980's.
- Allowing point source discharges from Industries, Monsanto, American Cyanamid, Air Products, Gulf Power Coal Plant and International Paper In addition to, allowing the use of septic tanks, currently numbered in the tens of thousands all along the coastal areas.
- 1970-2018 Shift on military lands from consumptive natural resource uses to conservation and restoration of natural communities.
- 1980-2010 Florida Forever and NFWWMD large-scale conservation and land purchases and habitat restoration efforts.
- 1990-PRESENT Focal shift toward improving water quality through shifting communities to advanced wastewater treatment systems.
- 1990-PRESENT Active implementation of live shoreline projects along public and private shorelines (coastal hazard reductions for effects of climate change.
- 1999 - 2004 Citizen and some political engagement supporting local government environmental regulation and effective state regulation.
- UWF- PERCH project – 2002-2007.
- 2010-2019 response to the BP oil spill. I know it seems counterintuitive, but the political support and citizen engagement had waned to the point the County was going to significantly cut their environmental department as had happened across the state with local governments as a result of the recession. The oil spill galvanized the need for environmental engagement by local government and solidified the need and their commitment for the next decade.
- I'm not going to go negative on people but for eras: any time there was a good economy and building boom such as pre-recession 2005,6,7 and somewhat now. Great things are happening with the flow of BP money, but it seems the focus on capital projects and project management has distracted our local and state governments from environmental permitting, compliance and enforcement. Also, the past state administration was extremely detrimental to environmental programs.

LOOKING AROUND—SETTING THE CONTEXT—TAILWINDS, HEADWINDS, & TRENDS WORKSHEET

SUMMARY OF QUESTIONNAIRE RESPONSES- TAILWINDS

Tailwinds-Factors Enhancing the Health and Success of the Greater Pensacola Bay *Listed In order of frequency*
1. Growing public consciousness of the Bay's importance and health. (5)
Pensacola & Perdido Bays Estuary Program. (5)
Restore funding, restoration and awareness. (5)
2. Expansion of aquaculture in the region. (3)
Cities are cool again, focus on urban living. (3)
3. Improving water quality, reduction in industrial/commercial uses of waterways. (1)
New development regulations addressing run-off (retention ponds, silt screening, etc.). (1)
Note below any additional Headwinds:

SUMMARY OF QUESTIONNAIRE RESPONSES- HEADWINDS

Headwinds-Factors Impeding the Health and Success of the Greater Pensacola Bay *Listed In order of frequency*
1. Construction, coastal and urban development. (9)
2. Water quality and habitat loss. (8)
3. Regulation and enforcement. (4)
Public and leaders lack of support and awareness of issues affecting the health of the Bay. (4)
4. Stormwater discharge and runoff. (3)
Funding for restoration and infrastructure. (3)
5. Lack of unity on a plan of action. (1)
Note below any additional Headwinds:

SUMMARY OF QUESTIONNAIRE RESPONSES- TRENDS

TRENDS-AFFECTING THE GREATER PENSACOLA BAY *Listed In order of frequency*
1. Population growth and development pressures. (9)
2. Shift away from industrial economy to retail/tourism economy, and focus on quality of life and the link between the economy and the Bay ecosystem. (8)
3. Political will and engagement to address ecosystem resilience. (2)
Green infrastructure. (2)
Rise of Aquaculture. (2)
4. Use of non-native landscaping. (1)
Marine debris. (1)
Note below any additional Trends:

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LOOKING AROUND—SETTING THE CONTEXT—CRITICAL ISSUES WORKSHEET

A. The Role of Oysters in a Healthy Greater Pensacola Bay System—How Critical?

Very Critical	*Critical*	*Less Critical*	*Not Critical*	*Don't Know*	
4	3	2	1	0	Avg.
6	**7**	**1**	**0**	**-**	**3.4 of 4**

What are the related issues as you see them and any options the Working Group should explore? *(From Questionnaire Report, listed in order of frequency)*

1. Oysters in the Greater Pensacola Bay System. (6)
   Enhancing water quality. (6)
2. Political will and citizen education and engagement. (2)
3. Land development codes to protect coastal wetlands. (1)

What key information do you think the Working Grouping needs to make informed recommendations to address issue(s)? *(From Questionnaire Report, listed in order of frequency)*

1. Mapping. (4)
2. Evidence of oysters enhancing fisheries, including wild and farmed oysters. (2)
3. Green infrastructure alternatives. (1)
   Lesson learned from previous oyster restoration efforts. (1)
   State-of-science quantitative data to support recommendations. (1)
   Historical water quality data. (1)
   FDOT and County transportation plans and projects. (1)
   Sewer/septic data (ECUA and other sewer providers). (1)

Note below any additional issues and information:

B. The Water-Land Interface for Sustainable Growth and Development—How Critical?

Very Critical	*Critical*	*Less Critical*	*Not Critical*	*Don't Know*	
4	3	2	1	0	Avg.
10	**4**	**0**	**0**	**-**	**3.7 of 4**

What are the related issues as you see them and any options the Working Group should explore? *(From Questionnaire Report, listed in order of frequency)*

1. Sustainable development, mitigation and water quality. (8)

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2. Stormwater and discharge. (2)
3. Green Infrastructure alternatives to reduce impacts from development. (1)
   Conserve/Preserve open spaces for clean water and reduce land we convert to development. (1)

Note below any additional issues and information:

C. Water Quality Issues and Challenges—How Critical?

Very Critical	*Critical*	*Less Critical*	*Not Critical*	*Don't Know*	
4	3	2	1	0	Avg.
9	**5**	**0**	**0**		**3.6 of 4**

What are the related issues as you see them and any options the Working Group should explore? *(From Questionnaire Report, listed in order of frequency)*

1. Reduce sediment loading of wetlands and other water bodies, hold local governments accountable for stormwater repairs. (3)
   Identify major and moderate water quality/pollution sources, improve runoff and nutrient loading and seek solutions at the local and state levels. (3)

2. Factor climate and sea level rise into plans for restoration. (1)
   Green Infrastructure and local government support for native vegetation. (1)

What key information do you think the Working Group needs to make informed recommendations to address issue(s)? *(From Questionnaire Report)*

- Water quality trend data.
- Microbial source tracking of pathogens to determine source species.
- What pollutants are getting into the water and where are they coming from? What non-natural products are getting into the water encouraging unhealthy bacteria growth.
- Impacts from impervious surface cover and changing water quality parameters.

Note below any additional issues and information:

D. Public and Leadership Education and Outreach Challenges—How Critical?

Very Critical	*Critical*	*Less Critical*	*Not Critical*	*Don't Know*	
4	3	2	1	0	Avg.
6	**6**	**1**	**1**		**3.2 of 4**

What are the related issues as you see them and any options the Working Group should explore? *(From Questionnaire Report, listed in order of frequency)*

1. Education and engagement of the public to highlight progress and seek input. (4)
2. Political support. (3)
3. Changing behavior of residents and tourists on protecting the health of the ecosystem. (2)
   Encourage Green Infrastructure. (2)
4. Informed communication from technically adept leaders. (1)

What key information do you think the Working Group needs to make informed recommendations to address issue(s)? *(From Questionnaire Report)*

- I.D. the conflicts with existing laws/codes and the group's recommendations. Identified conflicts should have resolutions thought out at the same time.

Note below any additional issues and information:

E. Research and Data Gaps—How Critical?

Very Critical	*Critical*	*Less Critical*	*Not Critical*	*Don't Know*	
4	3	2	1	0	Avg.
6	**4**	**4**	**0**		**3.1 of 4**

What are the related issues as you see them and any options the Working Group should explore? *(From Questionnaire Report, listed in order of frequency)*

1. Comprehensive integration of existing data to identify gaps. (3)
2. Identifying and funding research to fill data gaps. (2)
   Adaptive management requires data and science. (2)
   Monitoring both short and long term to inform oyster management and determine water quality stressors. (2)
3. Experiment with new techniques and scientific approaches. (1)
   Data on water quality. (1)
   Habitat suitability modeling for restoration efforts. (1)
   Data on green infrastructure. (1)

Sites of historic oyster beds for restoration. (1)

What key information do you think the Working Group needs to make informed recommendations to address issue(s)?

- Failure of past restoration efforts-why?
- What data do we currently have available? What data do we need? Where do we go to acquire needed data? How do we pay for the data collection and processing into a usable format?
- Water quality trends.
- What do we have now (water quality data); what is needed to make this work?

Note below any additional issues and information:

LOOKING AROUND—SETTING THE CONTEXT—POTENTIAL STRATEGIES WORKSHEET

The Questionnaire asked for potential strategies to address key challenges and issues identified in the Assessment Report.

A. The Stakeholder Working Group Process Suggestions

PROCESS SUGGESTIONS FOR GPBS STAKEHOLDER WORKING GROUP *Listed In order of frequency from the interview responses*
1. Framing the initiative. (6)
2. Stakeholder process suggestions. (5)
3. The table needs to be inclusive. (3)

Note below any additional process suggestions:

B. Potential Strategies and Options

WHAT STRATEGIES SHOULD THE GPBS STAKEHOLDER WORKING GROUP CONSIDER *Listed In order of frequency from the interview responses*
1. Create and utilize technology. (11)
2. Create and utilize visuals and technology to inform and educate the public. (8)
3. Support the development of living shorelines. (6)
4. Oyster habitat restoration. (5)
5. Update and enhance regulation and compliance. (4)
6. Promote best development practices. (3)
Provide targeted public education and engagement. (3)
7. Create a dedicated funding source. (2)

Note below any additional options to consider:

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WORKING GROUP DRAFT GOAL STATEMENT WORKSHEET

The goal of the GPBS Working Group is to develop a package of consensus recommendations informed by the best available science, data, and stakeholders' experiences for the management and restoration of the GPBS. The process will be designed so that members can evaluate oyster fishery practices and management options and restoration policies in the Greater Pensacola Bay System. The Working Group's recommendations, in the form of a GPBS Oyster Ecosystem-Based Fisheries Management Plan, will be directed to the TNC Project Team, the Pensacola and Perdido Bays Estuary Program, state managers and regulators, and other agencies/entities as appropriate. The project's ultimate goal is to ensure that the regulation and management of the oyster fishery, and oyster restoration polices are informed by the best available science and shared stakeholder stewardship values, resulting in an economically viable, healthy and sustainable Greater Pensacola Bay System oyster fishery and ecosystem.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Initial Rating					
Revised Rating					

Note below any ideas on how to clarify and strengthen the Goal Statement:

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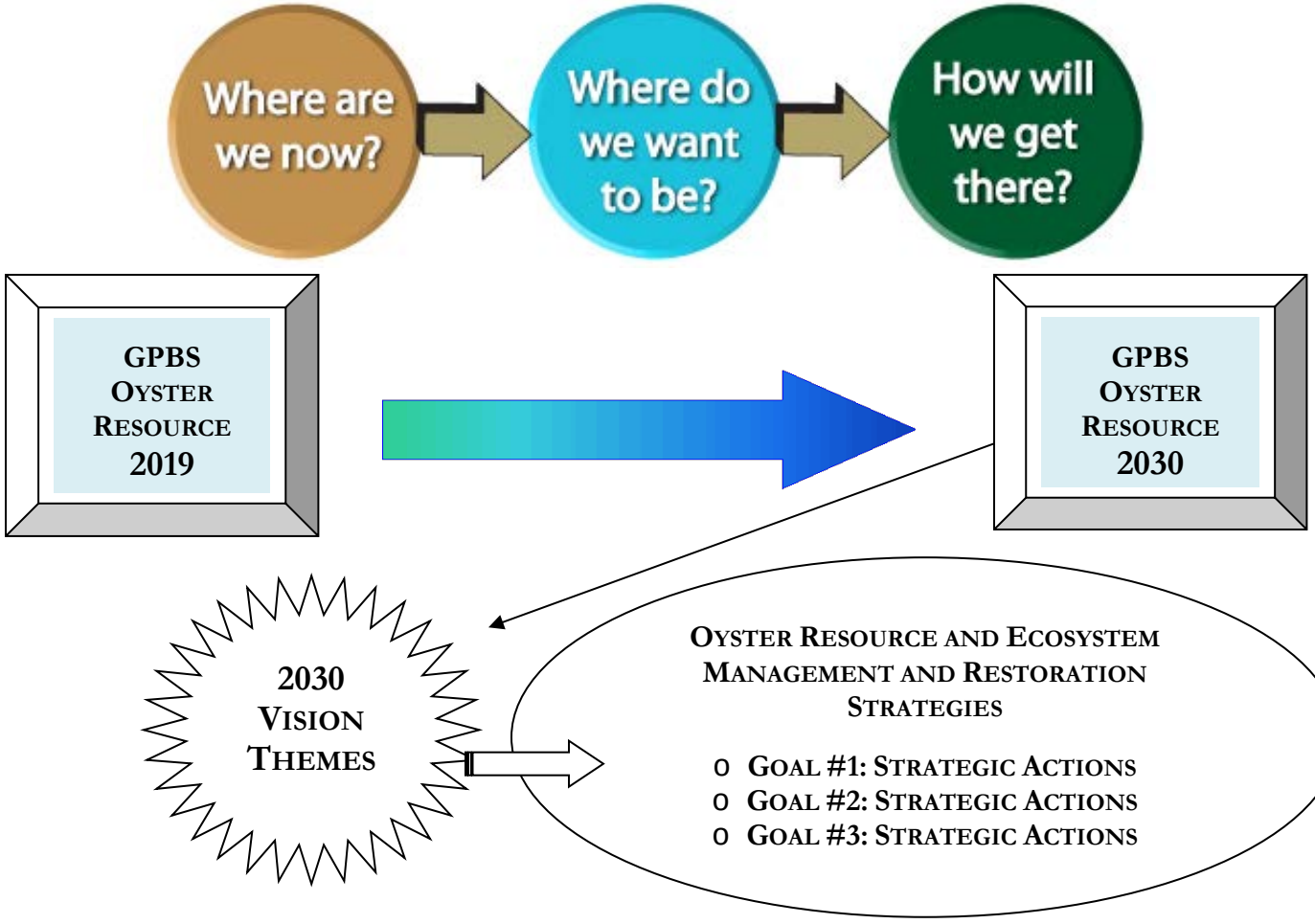
VISION OF SUCCESS FOR THE GREATER PENSACOLA BAY SYSTEM OYSTER RESOURCE AND ECOSYSTEM

Vision without action is a daydream. Action without vision is a nightmare. — Japanese proverb
"If you do not know to which port you are sailing, no wind is a good one." — Seneca
"I skate to where the puck will be, not to where it's been." — Wayne Gretsky
"Without a vision, the people perish." — Proverbs 29:18

- Effective planning begins with a shared vision of the successful destination.
- A vision can establish the common ground upon which to build an action plan for the future.
- A vision shows where we want to go—it provides strategic direction, targets and a focus.
- A plan explains how we get there.



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LOOKING FORWARD—VISION OF SUCCESS
GREATER PENSACOLA BAY SYSTEM OYSTER RESOURCE AND ECOSYSTEM

Take a moment to think of the year 2030. Please describe what a very undesirable future look like for the oysters and people in the Greater Pensacola Bay System?

A very undesirable future for the Greater Pensacola Bay System in 2030
• Submerged aquatic vegetation dead.
• Diminished, nearly nonexistent wild oyster population—stressed by decreased salinities and illegal harvest by locals.
• Harmful algal blooms, fish kills, and vibrio infections increase, and public wary of getting in the water.
• Diminished and degraded water quality and unbalanced ecosystem.
• Unusable or unsafe water for public resource, pollution, bacteria, etc.
• The current path we are on—more people with no comprehensive plan to minimize their impacts.
• Public ignorance and indifference to existing and future issues within the watershed.
• Economy based on a healthy bay system sputters and suffers.
Note below any additional undesirable outcomes for the Greater Pensacola Bay System:

A Successful Future for the Greater Pensacola Bay System in 2030

Envision a successful future in 2030 in which everything is going right for a healthy Greater Pensacola Bay System and the Oyster Ecosystem-Based Fishery Management Plan is being funded, implemented and meeting its targets. Describe what this ideal future would look like by answering either or both of the following questions:

1. It's 2030. You are drafting a column for a special combined edition of the Pensacola News Journal and the Santa Rosa's Press Gazette on the stellar accomplishments in improving the health of the Greater Pensacola Bay System and implementing the Oyster Ecosystem-Based Fishery Management Plan. What would be the headline? What would you say?

Headline: The stellar accomplishments of the Plan in improving the health of the Greater Pensacola Bay System
• Oyster Ecosystem-Based Fishery Management Plan is Success! What a difference a decade makes! Wild Oyster populations returning to their historic levels and farmed raised oysters thriving. We are sustainably harvesting and eating oysters in all water bodies. Crab harvest improves with the help of restored oysters.

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• From most polluted water in the country, to most pristine in only ten years! Water quality is such that oysters can thrive and help increase water clarity and the seagrasses and fish have returned.
• Ecosystem and the Economy are thriving.
• Public education and engagement promote the connection to the Bay System. Students are learning more about oysters and estuarine ecology by helping local oyster restoration.
Note below any additional headlines for the Plan and health of the Greater Pensacola Bay System:

2. What would those managing, using and enjoying the Greater Pensacola Bay System be doing in 2030 that is different from what they are doing today?

What are those managing, using and enjoying the Greater Pensacola Bay System doing in 2030 different from today
• Fish and oysters have returned, and sustainable wild harvest is back including record catches of speckled trout and redfish. Talk by managers that Gulf sturgeon are doing so well, there might be a limited season on them in 5 years if trends continue. Wild harvest, commercial, and recreational is back. The return of the scallop harvest.
• Quality over quantity. The economic development model based on endless growth would be replaced by one based on quality over quantity.
• Water quality job #1 that is prioritized and preserved. Informed boaters would know not to plow through seagrass beds.
• Recreation, swimming, and public access to the water without health worries. More underwater recreation in Santa Rosa Sound and Big Lagoon.
• Public and leaders appreciate the region's connection to the Bays, and understand and minimize the impacts.
Note below any differences in management and use of the Greater Pensacola Bay System:

PLANNING TERMS AND DEFINITIONS

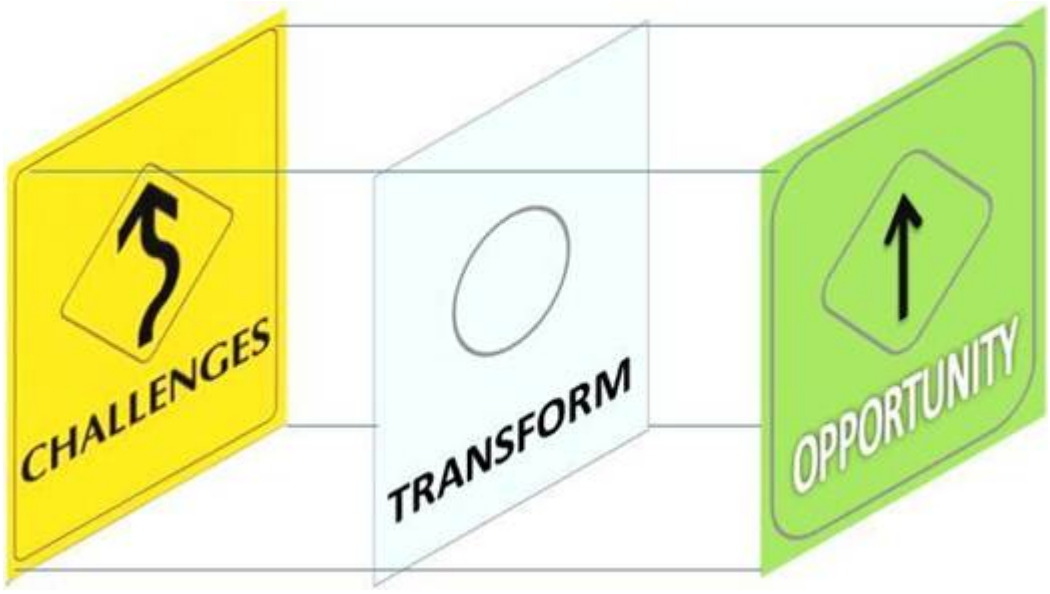
PLANNING ASSUMPTIONS: A belief based upon past experience and knowledge about how current and future events, both internal and external to the oyster resource and ecosystem, are likely to affect the achievement of desired results.

VISION: An idealized view of where or what the stakeholders would like the oyster resource and ecosystem to be in the future.

Goal: A goal is a desirable end state expressed in fairly broad language to move towards the vision.

Objective: Objectives are specific outcomes expressed in concrete terms, that when achieved will help to accomplish the goal and achieve the vision.

Vision Themes: The related key topical issue area strategies that characterize the desirable future for the oyster resource and ecosystem. The Vision Themes establish a framework for goals and objectives. They are not ordered by priority.



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DRAFT VISION OF SUCCESS THEMES

The Draft Vision of Success Themes *(drawn from the questionnaire responses)*

Vision Themes: The related key topical issue area strategies that characterize the desirable future for the oyster resource and ecosystem. The Vision Themes establish a framework for goals and objectives. They are not ordered by priority.

1. **Managing and Regulating the Oyster Resource in the Greater Pensacola Bay System for Productivity and Sustainability.**
   The Bays are teaming with oysters, crabs and fish. There is sustainable harvesting and consumption of oysters, crabs and fish in all water bodies (both through aquaculture and a managed fishery).

   Vision Theme 1: The management and restoration of the oyster resource is conducted by working collaboratively with stakeholders to create a plan that ensures that protection of the fishery and habitat is implemented in a manner that provides fair and equitable access to the resource supported by science, data and field experience and observation.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Initial Rating					
Revised Rating					

Comments/Proposed Refinements, If Any:

-

2. **Creating a Healthy and Productive Ecosystem.** *Water quality is job #1. Dramatic enhancement in water quality, clarity and the return of seagrasses.*

Vision Theme 2: The ecosystem is managed in a manner that supports ecosystem services by protecting and enhancing the habitat and resource in a sustainable and productive manner.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Initial Rating					
Revised Rating					

Comments/Proposed Refinements, If Any:

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3. **A Thriving Economy Connected to the Greater Pensacola Bay System.** *Economic development model based on sustaining quality over quantity. A healthy ecosystem = a thriving economy for the community*.

Vision Theme 3: The Greater Pensacola Bay System oyster fishery and ecosystem serve as key components of the Region's cultural heritage and economic viability, and serve to sustain an economically viable and thriving fishery, recreation and tourism industry.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Initial Rating					
Revised Rating					

Comments/Proposed Refinements, If Any:

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4. **Public Engagement and Education.** *Public engagement and education in the schools and on the water regarding the oyster's role in water quality, resilience, and restoration result in an appreciation of connections with the Bay System and an understanding of impacts.*

Vision Theme 4: Stakeholders of the Greater Pensacola Bay System are committed to working together collaboratively to provide education and communication on the importance of maintaining the health and productivity of the oyster resource and ecosystem and the role it plays in ensuring the Community thrives.

	AVERAGE	*4—Acceptable*	*3—Minor Reservations*	*2—Major Reservations*	*1—Not Acceptable*
Initial Rating					
Revised Rating					

Comments/Proposed Refinements, If Any:

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