

Enhancing the Legacy of California's Marine Protected Areas
through Bottom-Up Collaboration

Clients: California MPA Collaborative Network & Resources Legacy Fund

Gwyndolyn Sofka, Kimberly Guo, Julia Hassen, Celina Horbat,
Kathryn Maloney, Dani Triebwasser

Masters of Science Program
School for Environment and Sustainability
University of Michigan

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Project Summary

California enacted the Marine Life Protection Act in 1999 to create a network of Marine Protected Areas (MPAs) along the California coast. Through an eight-year process that engaged stakeholders, scientists, and policymakers, 124 MPAs were designated. During implementation, a network of county level collaboratives was formed to ensure that MPA management continued the bottom-up engagement of a diverse set of stakeholders. These collaboratives, and the Collaborative Network that supports them, have been an integral part of MPA management ever since 2012. The Collaborative Network is an ongoing experiment in collaborative governance and has been recognized as a key element in management of the MPAs. Our project analyzes the fourteen collaboratives, the Collaborative Network, and the relationships between the collaboratives, the Collaborative Network, and the State in an attempt to delineate the benefits and challenges of this arrangement, and identify best practices of collaborative governance. Interviews with members of the collaboratives and with stakeholders inform case studies of each collaborative. A cross-case analysis allowed us to identify key lessons that can be disseminated to other organizations attempting similar efforts.

Project Advisor: Dr. Steven L. Yaffee

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Executive Summary

The California coastline is home to 124 Marine Protected Areas (MPAs). These MPAs were designated during an eight-year process that started in 2005 and was completed in 2012. After the MPAs were officially created by the California Fish and Game Commission, fourteen collaboratives were created to encourage continued involvement of local stakeholders in the marine management process. Each coastal county has a collaborative that engages stakeholders in a novel “bottom-up, localized, and participatory approach” to MPA management and a Collaborative Network (CN) was created to assist and learn from the collaboratives.

This report covers the beneficial outcomes (Benefits) of these collaboratives, the factors that enabled these outcomes (Facilitating Factors), the factors that hindered these outcomes (Challenges), and steps the collaboratives and other MPA actors should take (Recommendations). This report also provides an in-depth look at Tribes and their unique experiences with the collaboratives, since Tribal communities are not only the original stewards of the land but also are distinct and self-governing. The report can be used to help the collaboratives and other actors improve the effectiveness of the collaboratives and the CN, while also informing organizations that wish to start a similar network of collaboratives elsewhere.

Methods

The data for this report was collected primarily through a series of interviews with employees of the CN, the collaboratives’ co-chairs, and members of the collaboratives. A total of 67 extensive qualitative interviews were conducted, five of which were conducted with Tribal representatives. The Covid-19 pandemic limited the researchers’ ability to conduct in-person interviews, and as a result the views of those who choose not to participate in the collaborative are not represented.

Benefits

Many of the benefits of collaboration occur because the collaboratives are a place where members can come together, a place that did not exist prior to creation of the collaboratives. This meeting place ensures members can network and interact with each other, can share information with each other and with other actors such as the State, and can form relationships. The collaboratives also amplify the many diverse perspectives from diverse sectors present in MPA management, enhance the visibility of the organizations that participate, expand the capacity of the members, and enhance the focus on local issues. Other benefits include opportunities to engage important communities like Tribes and stakeholders like fishing groups, connections to various levels of government, and the ability to make a difference in the member’s community. These benefits all accrue to the members of the collaboratives and the collaboratives themselves. Other benefits are achieved by State agencies. For example, the collaboratives act as an early warning system to inform the agencies of problems on the coast and increase the capacity of the State.

Facilitating Factors

There are various factors that have enabled the benefits laid out above. The main factor that helps facilitate the collaboratives’ work is having overlap between a member or co-chairs’ full-time job and the work the collaborative is doing. Pre-existing relationships and the formation of new relationships have also facilitated work by creating trust and understanding, while increasing perceived effectiveness and buy-in to the collaboratives. Support from the CN along with the resources provided by the CN and other collaboratives has also helped. Finally, co-chairs and members who are highly motivated, enthusiastic, and have useful skills (like project management,

collaborating and facilitation, and fundraising abilities) have been of great benefit to the collaboratives. The benefits to the State have been facilitated by the activities of the CN, which provides an open and direct channel of communication. The collaboratives themselves are able to facilitate work for the state by leveraging funds the State does not have access to and being able to take on projects the state cannot.

Challenges

The challenges the collaboratives face are often a mirror of the facilitating factors. For example, while alignment between a member's full-time job can enable their participation, the absence of this alignment can lead to reduced participation due to an inability to spend time on collaborative work. In addition, even if there is some overlap, members may not be able to participate more than their job allows, which can be compounded by competing priorities and home organization missions. A lack of clarity is another challenge the collaboratives face. This challenge is seen on various levels, as members are often unclear about the benefits of participation and the role of the collaboratives. Furthermore, both members and co-chairs expressed that they have issues understanding what their roles are within the collaboratives. This is compounded by a lack of clearly defined roles and responsibilities of the collaboratives at the State level. Geographic barriers (such as long distances to travel to meetings), organizational and administrative issues, and lack of funding are some of the other challenges experienced by collaborative members. Tribes involved in the collaboratives face specific challenges unique to them. These challenges include dismissal of Tribal knowledge, loss of access to traditional resources, and insufficient protocols around traditional knowledge. Furthermore, Tribes face challenges related to their status as more than just stakeholders and a lack of acknowledgement of this fact, and related to the failure to acknowledge the diversity between the Tribes.

Recommendations

The report contains fourteen recommendations focused on helping the collaboratives, the Collaborative Network, the State, and other interested parties move forward and improve implementation. Most interviewees noted that a big gap in marine management would exist without the collaboratives, so this chapter is centered around actionable steps all parties can take. It includes two items designed to expand more engagement of tribes in the collaboratives and the marine management space in general. The recommendations cover ways to expand the capacity of the collaboratives, improve organizational methods, standardize roles, and ensure continual evaluation of the collaboratives' effectiveness occurs. A matrix evaluating the key implementation factors of each recommendation can help the collaboratives and others evaluate and prioritize recommendations.

Introduction and Methods

Historical Background of MPA Network

In 2012, California established a coast-wide system of 124 Marine Protected Areas (MPAs) through a stakeholder-led and science-based collaborative public decision-making process. To help implement the MPAs, fourteen collaboratives have been created, providing a forum for stakeholders such as fishermen, tribal representatives, conservation organizations, agency staff, and scientists to develop and implement bottom-up, localized, and participatory management strategies. Our client, the California MPA Collaborative Network (CN), is an umbrella organization that supports these fourteen collaboratives. The CN helped the collaboratives form, facilitates their relationships with the State, and promotes the flow of information between the local collaboratives and other MPA experts and agencies.¹

California's MPA system is innovative because it: (1) was created as a scientifically informed network of protected areas; (2) was a product of a public-private partnership that involved a variety of regional stakeholders in the co-production of network design; and (3) has experienced greater than usual involvement of funders and stakeholders in implementation activities. To maintain this successful system, the collaboratives and the CN aim to balance bottom-up engagement with top-down needs through a collaborative governance model.

The fourteen collaboratives constitute the bottom-up engagement element by serving as forums for local stakeholders, experts, and authorities in outreach and education, enforcement and compliance, and research and monitoring. By engaging various community stakeholders involved in MPA management, each collaborative pursues a comprehensive approach to ocean resource management while remaining cognizant of local contexts. Within each collaborative, local partners coordinate and share priorities, reactions, and concerns to inform MPA management. In addition to working with one another, collaboratives also work with other MPA management entities to organize local and regional projects.² Each collaborative independently develops its own structure for engagement, leading to more buy-in and resource sharing from local organizations.³

California's MPA system would not exist if not for the public-private partnership that mobilized to implement the 1999 Marine Life Protection Act. The MLPA required the California Department of Fish and Wildlife and the Fish and Game Commission to identify and adopt a network of MPAs along the California coast. In the years following the law's enactment, the

¹*About Us | Collaborative Network*. (2018). MPA Collaborative Network.

<https://www.mpacollaborative.org/>

² *Memorandum of Understanding to Advance Management of California's Marine Protected Area Network*. (2017). Ocean Protection Council.

http://www.opc.ca.gov/webmaster/media_library/2018/01/Final_MPA_CN_MOU_AllSignatures.pdf

³ *About Us | Collaborative Network*. (2018). MPA Collaborative Network.

<https://www.mpacollaborative.org/>

State's MPA planning process failed twice due to funding problems and ineffective implementation. The top-down approach was replaced by a public-private partnership that carefully connected stakeholders, scientists, and policy advisors to decision makers. A bottom-up approach allowed the MPA planning process to circumvent the funding and bureaucratic issues that typically stymie top-down planning processes while also building social capital among communities that were otherwise at odds with one another.⁴

While the policy and planning literatures extol the benefits of collaborative processes, how collaborative governance is achieved is less well defined, especially at larger scales.⁵ The MPA Collaborative Network serves as a bridge between the collaboratives and the MPA Statewide Leadership Team (MSLT), which is composed of members from public and private organizations. As a network of networks, the Collaborative Network (CN) is an important experiment in collaboration and public-private partnerships from which lessons may be drawn for other contexts. In addition, lessons can be drawn from individual collaboratives' activities, such as those that promote stewardship behavior or bridge cultural factors such as Tribal perspectives; these could then be applied to other collaboratives within and outside of the CN.

History of the MPA Collaborative Network (CN)

The MPA Collaborative Network's mission is to empower coastal communities to advance MPA management and encourage ocean stewardship.⁶ The individual collaboratives rely on local volunteer participation from across the county. They participate under the leadership of volunteer co-chairs and support from the CN to develop and execute projects within coastal communities to address local MPA and ocean resource management demands.

Calla Allison, Director of the Collaborative Network, served as a representative stakeholder in the creation of the South Coast MPAs. The first MPA collaborative started in the South Coast, Orange County Marine Protected Area Council (OCMPAC). OCMPAC brought together experts to help manage MPAs on a local scale. Following OCMPAC's model, San Mateo, San Diego, and Santa Barbara organized collaboratives with financial backing from Resources Legacy Fund, a nonprofit foundation. The success of these pilot collaboratives led to the establishment of all fourteen MPA collaboratives along the coast by the end of 2014 (Table 1-1). The CN and collaboratives gained support from California's Natural Resources Agency and the California Department of Fish and Wildlife when they were acknowledged in the state's *Memorandum of Understanding to Advance Management of California's Marine Protected Area Network (MOU)*.⁷

⁴ Yaffee, S. L. (2020). *Beyond Polarization: Public Process and the Unlikely Story of California's Marine Protected Areas*. Washington, DC: Island Press.

⁵ Wondolleck, J. M., & Yaffee, S. L. (2017). *Marine Ecosystem-Based Management in Practice*. Washington, DC: Island Press.

⁶ *About Us | Collaborative Network*. (2018). MPA Collaborative Network. <https://www.mpacollaborative.org/>

⁷ *Memorandum of Understanding to Advance Management of California's Marine Protected Area Network*. (2017). Ocean Protection Council. http://www.opc.ca.gov/webmaster/media_library/2018/01/Final_MPA_CN_MOU_AllSignatures.pdf

The MOU, established in 2017, outlines the purpose, roles, and partnership managing MPAs. This most recent version of the document recognizes the importance of the MPA Collaborative Network.

"This [Memorandum of Understanding] seeks to formalize the working relationship that has already been established between the MPA Collaborative Network and the MSLT and to increase the MPA Collaborative Network's representation on the MSLT to better reflect local knowledge related to MPA management across the State."⁸

Region	MPA Collaborative	Date Established
North Coast	Del Norte	August 2014
	Humboldt	July 2014
	Mendocino	April 2014
	Sonoma	March 2014
Central Coast	Golden Gate	December 2013
	San Mateo	January 2013
	Santa Cruz	February 2014
	Monterey	April 2014
	San Louis Obispo	October 2013
South Coast	Santa Barbara Channel	February 2013
	Los Angeles	June 2013
	Catalina	September 2013
	Orange County (OCMPAC)	1999
	San Diego	January 2013

Table 1-1: MPA Collaboratives and their Dates of Establishment

In the MOU, the CN effectively serves as “another set of eyes and ears on the ground,” according to the perspective of State officials. The local connection and specificity of each collaborative allows opportunities for relationship building. State officials see the importance of the CN’s direct interaction with the public and considers it critical to MPA management. As one member from a state agency noted,

⁸ *Memorandum of Understanding to Advance Management of California’s Marine Protected Area Network*. (2017). Ocean Protection Council.
http://www.opc.ca.gov/webmaster/media_library/2018/01/Final_MPA_CN_MOU_AllSignatures.pdf

"California is such a big state, and there are so many different MPAs in different areas with different regulations, so managing that from a statewide perspective is a really difficult thing to do. If you don't have the people in there, who know local regions and really understanding why the rules are there, what they can and can't do, instilling a sense of pride in their local region. They're the same way in that they might feel pride for their State Park, and they want to protect that area."

The CN supports the fourteen collaboratives through a variety of strategies. The CN staff serve as a resource for co-chairs and members of the collaboratives. Staff facilitate training opportunities and grant opportunities, and schedule regional meetings for co-chairs to discuss strategy. Prior to the COVID-19 pandemic, staff would travel to meet with collaboratives regularly to support and attend collaborative meetings. When meetings moved to virtual teleconferencing during the pandemic, the CN shifted to attending all online collaborative meetings. The CN also organizes two annual events to convene members from all 14 collaboratives to strategize and learn from one another. One of the annual events is specifically for the co-chairs. In 2021, the CN also hosted one compliance and enforcement workshop for each collaborative to better understand community members' concerns about MPA compliance, and to connect these concerns with State agencies. The CN also facilitated the acquisition of two mini Remotely Operated Vehicles (ROVs) per collaborative, which collaborative members have used for research and education projects.

Director: Calla Allison, Director of the Collaborative Network, attends MSLT meetings, serves as the main connection to the governing entities, supports the efforts of the individual collaboratives, and builds relationships with grant funders. As someone with a background in MPA enforcement, Allison is also working on booklets for enforcement officers to better understand the boundaries of MPAs and how to cite violators of MPA regulations.

Program Manager: Nicole Palma, Program Manager, maintains the daily operations of finances, websites, and collaborative correspondence. Palma's location in the Central Coast region helps provide a close connection with Central Coast collaboratives.

Coastal Specialist: Aubrie Fowler, South Coast Specialist, assists with tracking MPA enforcement and compliance statistics, primarily for the South Coast collaboratives. The South Coast Specialist position was made possible through Ocean Protection Council grant funding to further the efforts of compliance workshops, enforcement trainings, agency statistics tracking and court officer outreach.

Marine Life Protection Act Management

While the Marine Life Protection Act (MLPA) guides the direction of the various State agencies involved in its implementation, the MOU outlines the roles of each entity involved in this process. The MOU identifies thirteen agencies that make up the MPA Statewide Leadership Team (MSLT) that serve as an advisory body for MPA management and includes an Executive

Committee and a Working Group.⁹ The Working Group meets quarterly with representatives of the 13 organizations and carries out the Executive Committee's work. Above the Working Group, the Executive Committee meets with directors of these organizations and meets less frequently on a biannual basis with the Secretary of Natural Resources.

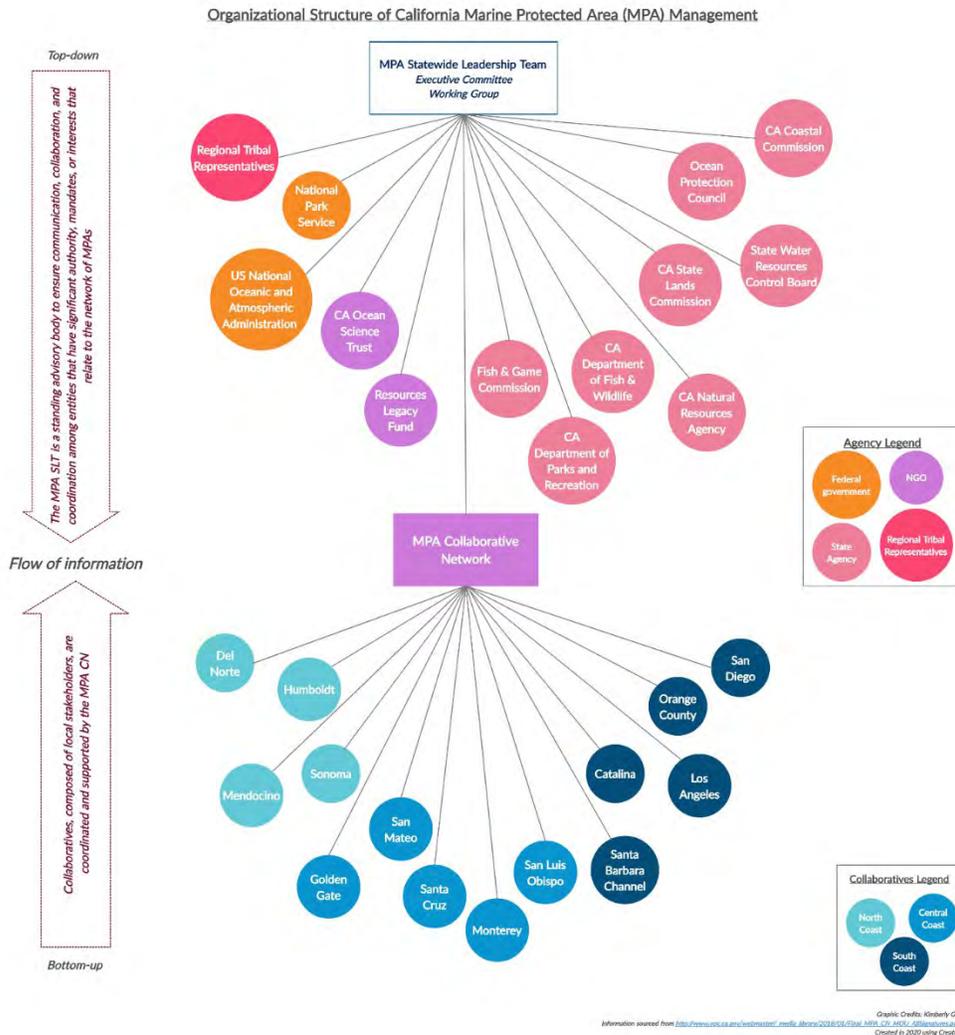


Figure 1-1: Chart showing the organizational structure of California Marine Protected Area management, and the role of the MPA CN as prescribed by the Memorandum of Understanding to Advance Management of California's Marine Protected Area Network.

⁹ Memorandum of Understanding to Advance Management of California's Marine Protected Area Network. (2017). Ocean Protection Council.
http://www.opc.ca.gov/webmaster/media_library/2018/01/Final_MPA_CN_MOU_AllSignatures.pdf

As shown in Figure 1-1 and stated in the MOU, the following parties gather regularly to share priorities and coordinate locally driven initiatives:

- Ocean Protection Council (OPC)
- California Natural Resources Agency (CNRA)
- California Department of Fish and Wildlife (CDFW)
- California Fish and Game Commission (FGC)
- California Department of Parks and Recreation (State Parks)
- State Water Resources Control Board (Water Board)
- California Coastal Commission (Coastal Commission)
- The California State Lands Commission
- The California Ocean Science Trust
- The Resources Legacy Fund (RLF)
- The United States National Park Service (Park Service)
- The United States Department of Commerce, National Oceanic, and Atmospheric Administration (NOAA)
- MPA Collaborative Network Staff (CN)

The major state agencies with respect to the management of the MPA network include California Department of Fish and Wildlife (CDFW), the California Department of Parks and Recreation (State Parks), Ocean Protection Council (OPC), and the California Fish and Game Commission (FGC). Under the Marine Managed Areas Improvement Act, CDFW and State Parks serve as the State managers of MPAs, OPC serves as the State policy leader, and FGC serves as the State designatory lead. In addition, the Resources Legacy Fund (RLF) played a crucial role as the funder for both the designation of the MPAs and the creation of the CN and 14 MPA collaboratives. For the scope of this project, we focus on the CN's relationship to CDFW, OPC, and RLF.

The State organizations (CDFW, State Parks, OPC, FGC) and RLF work with the Collaborative Network through the MSLT. In addition, State agencies' approval is typically required prior to the publication of MPA-related information before it is disseminated to the public through the collaboratives and their members' organizations. State employees with a focus on marine conservation also serve as collaborative members or co-chairs, and actively attend meetings.¹⁰

California Department of Fish and Wildlife (CDFW)

CDFW is the primary managing agency based on two pieces of legislation, the Marine Life Protection Act and the Managers Improvement Act. These pieces of legislation define the role of State government involved with planning and designing the CN. As the primary department designated by these pieces of legislation, CDFW is responsible for overseeing and enforcing the

¹⁰ Throughout our work, we use the term "the State" to broadly reference State governmental organizations like State Parks and CDFW. We will directly reference the appropriate State governmental agencies or departments when relevant.

protection and management of the State's fish, wildlife, plants, and their respective habitats. The Collaborative Network thus requires State approval from CDFW due to their involvement with "all four aspects of the management program. The MPA Statewide Manager Program handles enforcement of compliance programs, permitting, outreach and education, and research and monitoring." CDFW supports the collaborative structure while also balancing their responsibility as an MPA manager. As one member from CDFW noted,

"We have a management plan. We have an action plan for monitoring. We have specific requirements for tribal engagement, and we have mandates that we have to meet. It all comes down to making sure that the collaborative and the State agree about their role.

California Department of Parks and Recreation (State Parks)

State Parks is a department within the CA Natural Resources Agency and is tasked with balancing the preservation of the state's biological diversity, protecting natural and cultural resources, and providing opportunities for outdoor recreation. As a manager of approximately one quarter of California's coastline, State Parks also manages MPAs alongside CDFW. State Parks employees are highly active in the collaboratives as both members and co-chairs. Many participate because of their involvement in MPA education and outreach programs, such as their Parks Online Resources for Teachers and Students (PORTS) Distance Learning Program, which has an MPA Outreach and Education Project. This project connects students and members of the public to CA's MPAs through virtual field trips and other digital resources.

Ocean Protection Council (OPC)

The OPC is a science-based agency housed within the California Natural Resources Agency. It serves as a policy advisor to the Secretary for Natural Resources and, by extension, the Governor of California. OPC coordinates ocean and coastal agencies' actions and serves as a funding source for the initiatives of the State. OPC provides recommendations and advice on conservation policies about California's oceans. In connection to MPAs, OPC serves as the State's policy lead managing the Marine Protected Areas.

The responsibilities for OPC's involvement with the collaborative are as follows: (1) ensure State funding is allocated to the advancement of MPA management network in four priority areas, (2) analyze MPA-related policy, and (3) provide advice to Secretary of Natural Resources through coordination of the MSLT. The MSLT advisory board includes State agencies, federal agencies, the CN (who represents community organizations), and corresponding philanthropic and scientific partners interested in or mandated to be involved in, MPA management. The four priority areas for OPC are: (1) education and outreach, (2) research and monitoring, (3) enforcement and compliance, and (4) policy and permitting. OPC also creates funding opportunities, which the collaboratives can apply for to create projects that will advance these four priority areas. OPC also works with other State agencies, like CDFW's Law Enforcement division, to fund wardens' work to ensure enforcement and compliance.

Resources Legacy Fund (RLF)

With offices in California and Hawaii, RLF has played a significant role in funding the MPA designation process and the formation of the Collaborative Network and the 14 MPA

collaboratives. After learning about Calla Allison's work to create OCOMPAC, RLF funded Allison in 2011 to create a model of collaboration that could be exported to other regions of the state. RLF also funded the application of this model to San Diego and San Mateo Counties, and then to the rest of the state. RLF provided each collaborative with seed funding for the collaboratives' first projects, resulting in the creation of MPA brochures for ocean users and MPA videos for conducting outreach. RLF also continues to fund the CN and collaboratives as their fiscal sponsor, receiving grants through the State and redistributing funds to the CN.

Currently, RLF is engaged with individuals in the private, public, and philanthropic sectors to ensure that funded programs like the CN continue. RLF describes itself as facilitators of the "dance" between the State and the CN. In this "dance," each represents a different approach to marine management. RLF hopes to eventually sunset their role in this "dance," both as a fiscal sponsor and as a facilitator between the State and the CN. They hope that in the future, State agencies like the Ocean Protection Council will streamline funding through the CN. As one RLF interviewee noted,

"I think [the relationship between the State and the CN] is improving [to a point where RLF can back out]. Folks are learning to trust each other, learning around each other's work styles and differences in communication."

Project Objectives

The objectives of the project are broken down into four specific purposes:

- 1) Create a detailed overview of the MPA Collaborative Network (CN) including its history, mission, goals, partnerships, funding, obstacles, and achievements. This overview includes case studies of each of the 14 collaboratives, describing their collaboratives' history, structure, membership, and leadership.
- 2) Analyze the benefits, challenges, and factors that facilitated progress of the 14 MPA collaboratives and the MPA CN. We developed our research questions based on collaboration literature and the objectives defined by the individual collaboratives themselves (Table 1-2). We applied this framework to interviews with the CN and with members of each of the collaboratives.
- 3) Explore Tribal participation with the CN, including the benefits to Tribal participation, factors that enable and constrain Tribal participation, and challenges to Tribal participation.
- 4) Develop recommendations to increase the effectiveness of the collaboratives and the CN, and highlight the best practices for managing the collaboratives and the CN. These recommendations may also assist other organizations considering similar collaborative resource management models.

Research Questions

To understand the collaboratives and how they engage with stakeholders (including Tribal government and community members), the CN, and State agencies, we developed 19 research questions (Table 1-2).

Category	Question
Overall	What are the unique geographic, historic, and social contexts of each collaborative? How do they affect the functioning of the collaboratives?
	What are the major benefits of the collaboratives, and what factors enable or constrain the collaboratives' success?
Organizational Structure and Resources	How do the individual collaboratives organize the decision-making process, use of resources, and stakeholder engagement?
	How is leadership achieved at each collaborative? How broadly is leadership shared? Is it dominated by certain interests?
	How do the collaboratives get work done (task groups, work from member organizations, etc.)?
	What resources have the collaboratives used/mobilized? What kind of constraints limit the ability of the collaboratives to function?
Stakeholder Engagement	How do the individual collaboratives foster meaningful engagement?
	How can the collaboratives increase engagement with the fishing community?
	How can the collaboratives engage with underserved and disconnected communities who have interest in the MPAs?
	What motivates and limits stakeholder engagement with the individual collaboratives?
	What means of communication are utilized between the collaboratives, involved stakeholders, and the public at large?
	How do the individual collaboratives conduct outreach and education to involved stakeholders and the public at large?
Role of State Agencies	How do the collaboratives interact with State Agencies?
Role of Collaborative Network (CN)	How has the CN influenced the capacity of individual collaboratives?
	How does the CN prioritize its activities and determine where to focus resources?
	How does the CN identify best practices across the collaboratives and disseminate this information?
Tribal Communities	How do Tribes and Indigenous Peoples engage with the collaboratives, the CN, and with State agencies?
	What are the benefits of the CN to Tribes, what factors that enable and constrain Tribal participation, and what challenges Tribal participation?
	How can the collaboratives foster long term engagement with Tribes and Tribal communities?

Table 1-2: Research questions

Overview of Research Methods

There were five steps to our research process (Figure 1-2). This section provides a brief overview of our research methods.



Figure 1-2: Diagram of the research process

Literature Review

The goal of our literature review was to gain a foundation of understanding about collaborative resource management, California’s MPAs and the CN. We reviewed previous SEAS Master’s Projects that focused on collaborative resource management in other contexts. These projects highlighted common themes in collaborative resource management, which then guided development of our research questions and methods. Dr. Steven Yaffee’s two recent books, *Beyond Polarization: Public Process and the Unlikely Story of California’s Marine Protected Areas* and *Marine Ecosystem-Based Management in Practice: Different Pathways, Common Lessons*, were invaluable in orienting our team to the history and context of California’s MPAs.^{11,12}

To better understand the structure and dynamics of the CN, MPA collaboratives, and the State, we reviewed information about California’s MPA designation process and about the collaboratives’ activities. We also analyzed existing literature on California’s MPAs, collaborative resource management, the 14 MPA collaboratives, tribal sovereignty, among other material.

Interviews

Our team of six divided into pairs to conduct interviews for the North, Central, and South Coast regions’ MPA collaboratives (Figure 1-3). The team used the same interview guide for all interviews, and each regional interview pair supplemented as necessary based on what they were learning from previous interviews. We used a snowball sampling method to find the key players and participants within each collaborative. During this process, we conducted 67 interviews.

Using our broader understanding of collaborative resource management and our specific understanding about the CN and California’s MPAs, we crafted research questions regarding

¹¹ Yaffee, S. L. (2020). *Beyond Polarization: Public Process and the Unlikely Story of California’s Marine Protected Areas*. Washington, DC: Island Press.

¹² Wondolleck, J. M., & Yaffee, S. L. (2017). *Marine Ecosystem-Based Management in Practice*. Washington, DC: Island Press.

topics specific to the management of California's MPAs and the CN. We also identified key stakeholder groups to focus on for our interviews. In our first round of interviews, we spoke with staff from the CN and RLF, who oriented us with their historical and statewide perspective of the CN and the network of collaboratives (Appendix O). After our interviews with the CN and RLF staff, we adjusted our interview guides for our initial interviews with co-chairs from the collaboratives (Appendix P). CN staff recommended and connected us with at least one co-chair per collaborative for these set of interviews.

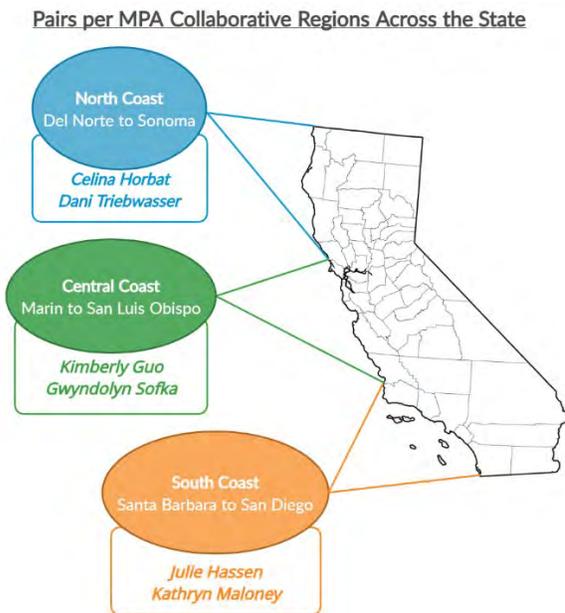


Figure 1-3: Map showing the 3 MPA collaborative regions and the student pairs that focused on each region.

We then asked the co-chairs to recommend other members of the collaboratives for us to speak with. Following this second round of interviews, we revised our interview guide to be more appropriate for collaborative members (Appendix Q). At the end of each interview, we asked our interviewee to recommend others for us to interview. In our third round of interviews, we re-interviewed CN staff, State representatives, and RLF staff to address gaps in our understanding (Appendix R).

These interviews were conducted using videoconferencing methods, primarily through Zoom. In the beginning of each interview, we asked for interviewees' consent to record the interviews for internal reference and stated that direct quotes would not be attributable to them. Interview recordings were transcribed and coded for content.

Case Studies

Using information gleaned during our literature review and coded interviews, we wrote case studies for each of the 14 collaboratives. These case studies present an overview of each collaborative, including descriptive information such as the collaborative's history, membership, leadership, and activities, in addition to analytical information such as the benefits of the

collaborative, factors that enable those benefits (facilitating factors), and the challenges that the collaboratives face in pursuit of those benefits. These case studies can be found in Appendices A through N. Once our case studies were finished, we asked interviewees to provide feedback on the accuracy and framing of cases' content.

Cross-Case Analysis

We compared across our 14 case studies and statewide interviews to distill common themes within our analytical sections of benefits, facilitating factors, and challenges. Each of these cross-case analysis sections became a chapter in this report. The relationships between these cross-case analysis sections are depicted in Figure 1-4, and are defined as follows:

- **Benefits:** Positive outcomes generated by the individual collaboratives and by the Collaborative Network towards the state's marine management goals.
- **Facilitating Factors:** Factors that have enabled progress of the collaboratives and of the CN.
- **Challenges:** Factors that have inhibited the ability of the collaboratives and the CN to make progress.

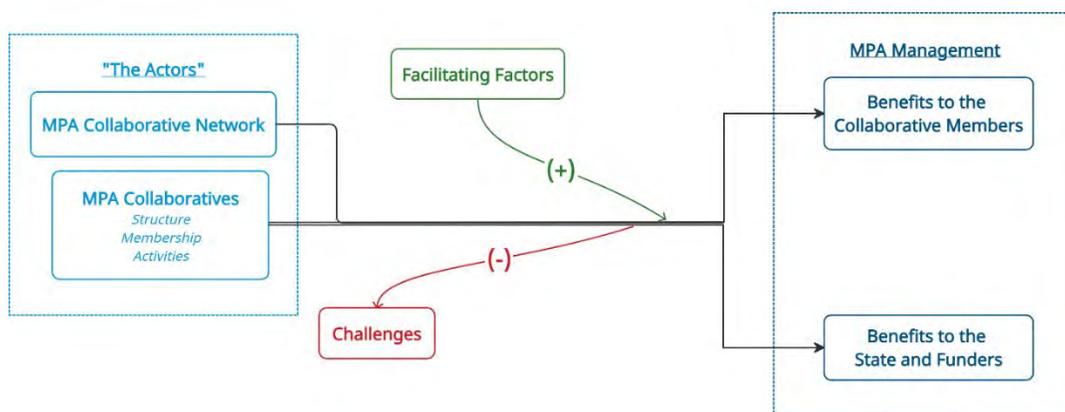


Figure 1- 4: Conceptual framework depicting the relationships between the cross-case analysis sections of this report. (+) indicates an enabling relationship in the direction of the arrow, whereas (-) indicates a constraining relationship in the direction of the arrow.

After documenting common themes within each of these cross-case analysis sections, we compared across our case studies to substantiate these themes with quotes from our coded interview transcripts. This helped us understand the prevalence with which collaborative members mentioned our themes, which we classified using the terms found in Table 1-3.

Number of Collaboratives	Classification Term
1-4	Few
5-6	Several
7	Half
8-10	Most
11-14	Majority

Table 1- 3: Classification terms used to describe the prevalence of themes

Recommendations

From our cross-case analysis we drew context-specific lessons about the challenges and successes of the CN's bottom-up approach to marine resource management. We then proposed recommendations for the CN and the collaboratives to address the challenges that were mentioned in our interviews. Many of these recommendations were offered by interviewees themselves. These recommendations encapsulate best practices that interviewees believed would be helpful to continue, as well as suggestions for overcoming perceived challenges.

Limitations of Research Approach

Throughout our interviews, we aimed to be respectful and cognizant of the time and energy that we asked of interviewees, with the understanding that interviewees often took time and energy out of their paid jobs and lives to speak with us. We allotted one hour for each interview, but some interviews could not be completed within the scheduled time. When this occurred, we: (1) eliminated questions within the interview, (2) set up a follow up interview, or (3) emailed the remaining questions to the interviewee.

Our data is comprised entirely of interviews with those who are engaging with the collaboratives. As such, the data reflected in this report is based on the perspective of the interviewees solely at the time of the interview. Interviewees' perspectives may not capture the entire reality of the collaboratives or the CN. We conducted interviews using the same interview guide to keep all interview questions as consistent as possible. Our results are also an interpretation of interviewees' perspective. These interpretations may be subject to researchers' bias. To address this, at least two researchers were present at each interview so that conclusions drawn from each interview were less likely to be influenced by personal biases.

Due to the Coronavirus pandemic (COVID-19), the scope of our project differed from what was initially envisioned. We planned to have interviews in person to develop a deeper rapport with collaborative members. Due to travel restrictions and concerns for public health, we conducted all interviews using videoconferencing platforms like Zoom. Although we attempted to contact and interview as many people and groups as possible, some groups are likely underrepresented. Tribal representatives and those who do not participate (voluntarily or involuntarily) in the collaboratives are two notable examples of groups that we feel are underrepresented.

In addition to the ongoing Covid-19 pandemic and the economic crisis that ensued, the northern and central regions of California faced extreme fires during the summer of 2020. As a result, interviewees may not have been able to fully engage with our research, if at all.

As students of this two-year master's degree program, we acknowledge our short presence with the topic and with the stakeholders. Although we worked to establish trust and mutual respect

with interviewees to the best of our ability, in reality, trust building requires time. We heavily relied on the CN's guidance and established relationships to gain trust from and access to our interviewees. As such, our interviewee pool may be biased towards existing networks, and potentially exclude outsiders.

Given that one of the goals of this project was to understand strategies of outreach to ocean user groups and Tribal entities, we paid particular attention to the challenges and barriers associated with engaging these groups. However, we acknowledge that our interviewees' perspectives are not necessarily reflective of their group's perspective.

Human Subjects Review

Prior to beginning interviews, we submitted an Institutional Review Board (IRB) application to the University of Michigan. We received an exemption from human subjects concerns by the larger IRB Research Committee because although the project involved interviewing human observers, the information collected was used to draw conclusions about organizations and overall processes, and not about the individuals themselves. This report does not contain any identifiable private information, such as names or attributable quotes, and was therefore classified as a low-risk study.

Overview of the Collaboratives

In the context of this report, a collaborative is a collection of stakeholders who convene to work on projects that relate to Marine Protected Areas (MPAs) within a specific county on the California coast.

There are three regions along the coast: the North Coast, Central Coast, and South Coast. There are fourteen collaboratives spread across the coast, and each collaborative is led by 2-4 co-chairs. The makeup of the members of these collaboratives varies both by county and by region, though most include local, state, and federal agency employees, representatives of non-governmental organizations, and education and outreach focused organizations and may include Tribal, fishing, business, and academic representatives as well.

This chapter provides a short summary of each of the three regions, the collaboratives within those regions, and their membership and leadership, with information on the geographic scope of the collaboratives. A more in-depth look at each collaborative can be found in this report's appendices. It is important to note that membership in a collaborative does not always equate to active participation.



Swamis Beach | Photo Credit: Larry Marshall & Cory Pukini

NORTH COAST

The North Coast region covers the northern part of California, from Del Norte to Sonoma County, and is the most rural of the three regions. MPAs in the North Coast were the last to be designated. Because of this, and because of the strong presence of Indigenous groups in the region, the North Coast stakeholders created their own joint proposal for MPAs, which placed Tribal representation and local concerns at the forefront.

The designation process resulted in 30 MPAs and 6 special closures, which cover approximately 200 square miles (wildlife.ca.gov- MPA information). There are four MPA Collaboratives in this region: Del Norte, Humboldt, Mendocino, and Sonoma County.

Despite potentially lengthy travel times to attend meetings, most North Coast collaborative members prefer meeting in person. Because of the remote nature of the North Coast MPAs, the North Coast collaboratives do not focus as much on raising awareness about overuse as their counterparts to the South.

In general, the North Coast collaboratives work at a slower pace than their southern counterparts because of their smaller sizes and capacity. Because of their smaller sizes, the North Coast collaboratives frequently collaborate on projects. One such project is their Teacher Toolkits, which provide MPA-focused curriculum to local educators and students.



Bodega SMR | Photo Credit: Keven O'Connor



DEL NORTE

The Del Norte County MPA Collaborative is the northernmost collaborative in all of California, abutting against Oregon and the Pacific Ocean. The collaborative represents a remote, tight-knit community, an area with a rich Tribal presence, and isolated waters. The Del Norte and Humboldt County MPA collaboratives work closely with one another, hosting joint meetings and sharing resources.

MISSION

Engaging diverse communities in support of MPAs and the resources they provide from Pelican Beach to Shelter Cove

FINDINGS

BENEFITS

- Creation of a forum to advocate for local interests, livelihoods, and perspectives
- Collection of long-term local marine and human usage data
- Creates a channel of direct communication between the local community and state agencies

FACILITATING FACTORS

- Collaborative leadership’s understanding of Tribal experiences
- Engagement & resource sharing between neighboring collaboratives
- Impassioned members of the collaborative

CHALLENGES

- Limited funding for participation hinders collaborative participation and progress, particularly for historically marginalized groups
- Limited collaborative leadership and member capacity
- Some members feel that the region's geography already restricts use and hence MPAs are unnecessary

GEOGRAPHIC SCOPE

- 5 MPAs
- 35.57 square miles

CO-CHAIRS LEADERSHIP

- John Corbett
 - Retired Tribal Rep - Yurok Nation, North Coast Regional Water Quality Control Board
- Marion Frye
 - Yurok Tribe

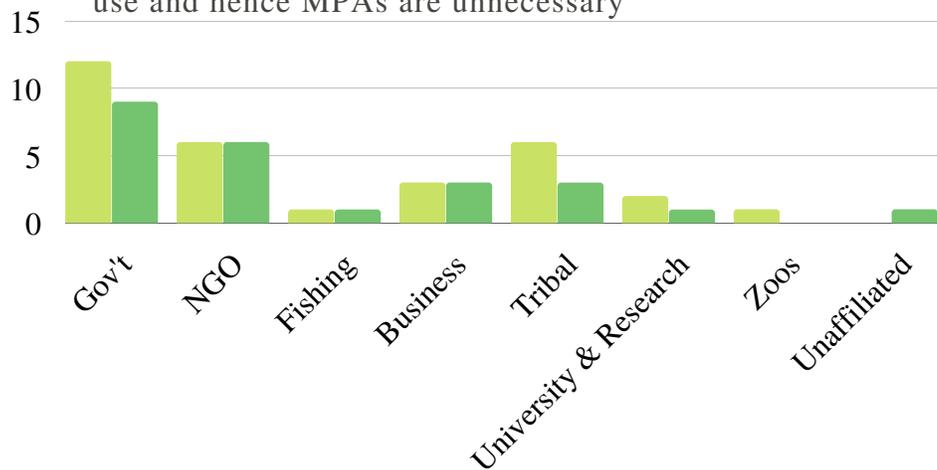
SAMPLE OF ACTIVITIES

- Community outreach & education: harbor kiosks & teacher toolkits
- Supporting MPA Watch: Eagle Eyes of False Klamath Cove

MEMBERSHIP

Number of Organizations

- Key:
- Early Membership ■
 - Recent Membership ■





GEOGRAPHIC SCOPE

- 10 MPAs
- 32.6 square miles

CO-CHAIRS LEADERSHIP

- Angie Edmonds
 - CA State Parks
- Joe Tyburczy
 - California Sea Grant

SAMPLE OF ACTIVITIES

- Utilization of mini ROVs to share the underwater world with the community
- Teacher toolkits

HUMBOLDT

The Humboldt County MPA collaborative is situated in a remote, resource-based community with strong ties to and reliance on the land and water. It is a community described by some as California's "best kept secret," with a strong Tribal presence, and remote waters. The Humboldt and Del Norte County MPA collaboratives work closely with one another, hosting joint meetings and sharing resources. The collaborative is composed of dedicated individuals passionate about protecting the waters they love and depend on, and in some cases have stewarded for generations.

MISSION

Engaging diverse communities in support of MPAs and the resources they provide from Pelican Beach to Shelter Cove

FINDINGS

BENEFITS

- Forum to advocate for local interests, livelihoods, and perspectives
- Education and outreach geared towards the local community
- Creates a channel of direct communication between the local community and state agencies

FACILITATING FACTORS

- Support from the Collaborative Network
- Alignment between members and co-chairs' paid work and the collaborative's work
- Impassioned members of the collaborative

CHALLENGES

- Retaining members and maintaining collaborative momentum
- Engagement of members from activities outside the scope of education and outreach
- Unclear collaborative scope and purpose

MEMBERSHIP

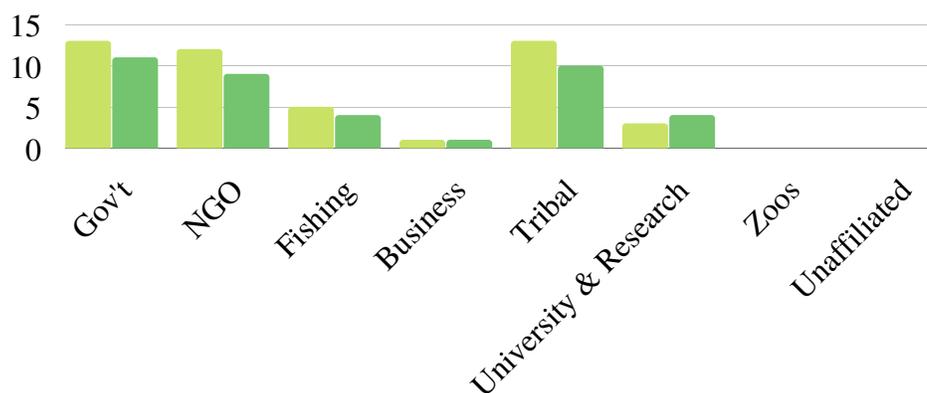
Number of Organizations

Key:

Early Membership



Recent Membership





GEOGRAPHIC SCOPE

- 15 MPAs
- 58.59 square miles

CO-CHAIRS LEADERSHIP

- Anna Neuman
 - F/V Princess
- Tristin McHugh
 - The Nature Conservancy

SAMPLE OF ACTIVITIES

- Brochure/Mapping of Mendocino County MPAs
- Teacher Toolkits
- ROVs
- Signage

MENDOCINO

The Mendocino County MPA Collaborative is the smallest collaborative in the state. The collaborative consists of members in the non-profit and fishing community. Work on MPAs has taken a back seat because of the collapse of Mendocino’s kelp forest ecosystem, which has impacted the sea urchin and abalone populations, and in turn, the fishing and diving community.

MISSION

To enhance effectiveness and increase awareness of Mendocino County’s marine protected areas

FINDINGS

BENEFITS

- Increases education and awareness of the MPAs' effectiveness
- Creates opportunities to forge connections with youth
- Ability to spread awareness and understanding of Mendocino's resource-driven communities

FACILITATING FACTORS

- Motivated volunteers within the community
- Co-chairs that are deeply embedded within the community
- Annual collaborative events hosted by the Collaborative Network

CHALLENGES

- Other concerns in the community distract from collaborative involvement
- Difficulty utilizing financial resources within a small community
- Lack of capacity for engaging and maintaining the participation of stakeholders

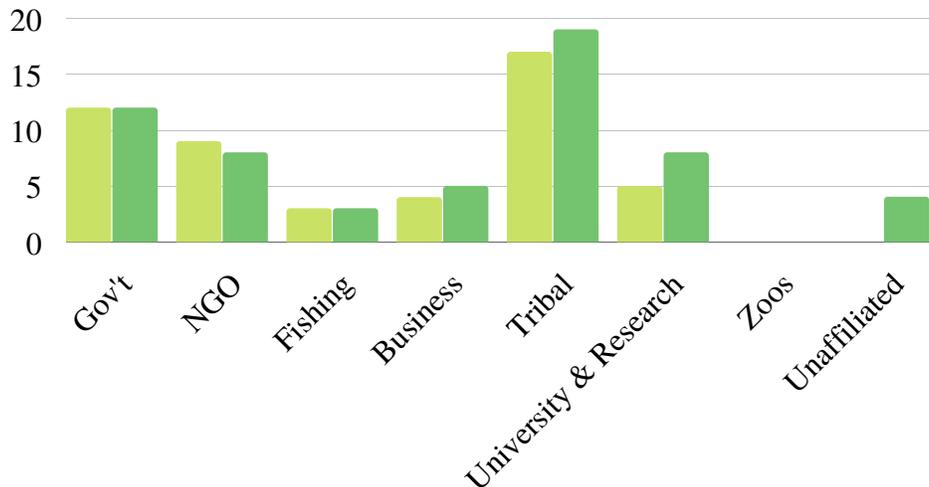
MEMBERSHIP

Number of Organizations

Key:

Early Membership

Recent Membership





GEOGRAPHIC SCOPE

- 10 MPAs
- 50.29 square miles

CO-CHAIRS LEADERSHIP

Michele Luna

- Stewards of the Coast & Redwoods

Suzanne Olyarnik

- Bodega Marine Reserve

SAMPLE OF ACTIVITIES

- Education and Outreach Materials
- Film Series

SONOMA

The Sonoma County MPA Collaborative (also known as Sonoma Coast) is led by two original co-chairs and has a solid foundation with good grant writers. The collaborative has been able to establish smaller working groups to create MPA projects. Members of the Sonoma Coast frequently participate in Central Coast collaborative meetings, namely those of Golden Gate.

MISSION

To connect and empower community stewards to promote the long term sustainability of Sonoma Coast Marine system

FINDINGS

BENEFITS

- Increases local knowledge about MPAs
- Creates a conduit of information for sharing information
- Highlights indigenous culture and relationships with the Sonoma Coast

FACILITATING FACTORS

- Senior leadership as co-chairs
- Secure funding resources

CHALLENGES

- Residual tensions due to the initial designation process and continued confusion from this process
- Lack of alignment between co-chairs' full-time jobs and collaborative work
- Inconsistent participation from key stakeholder groups

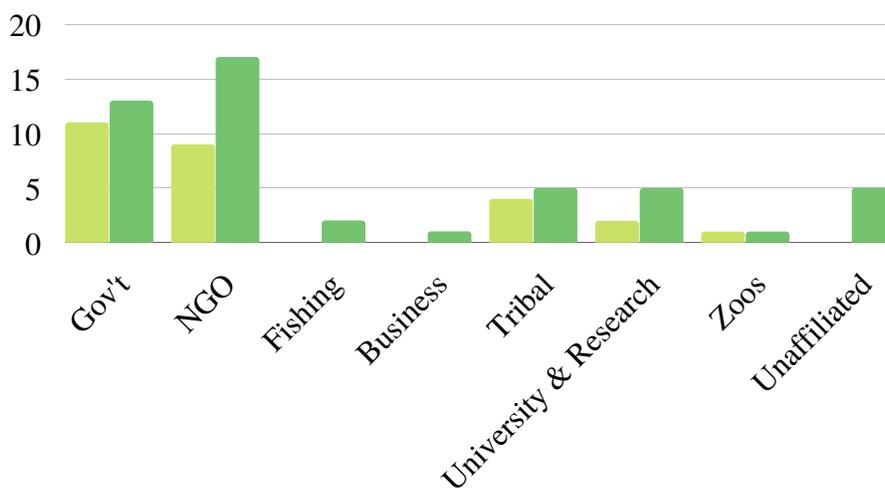
MEMBERSHIP

Number of Organizations

Key:

Early Membership

Recent Membership



CENTRAL COAST

The Central Coast region covers the middle part of California, from Marin to San Luis Obispo County. In this area there are 45 MPAs and 6 special closures which covers 2 81 square miles . The Central Coast includes five MPA Collaboratives: Golden Gate, San Mateo, Santa Cruz, Monterey, and San Luis Obispo.

This region has a large presence of NOAA personnel and National Marine Sanctuaries, and individual collaboratives have substantial state agency representation. This region, while not as busy as the South Coast, does receive many visitors and community members to the MPAs. There is some cross-collaborative work that occurs within the Central Coast, but it is not as common as in the North Coast.



Hermissenda in Morro Bay SMRA | Photo Credit: Ken Bondy and Gary Powell



GOLDEN GATE

The Golden Gate MPA Collaborative is one of the larger collaboratives in the Central Coast. This collaborative covers the MPAs in Marin County and San Francisco County, as the two areas merged after the designation process. Members and co-chairs actively share information about the collaborative at outreach events.

MISSION

The Golden Gate MPA Collaborative is dedicated to community engagement to safeguard the ocean and coastal ecosystems of San Francisco and Marin Counties

FINDINGS

BENEFITS

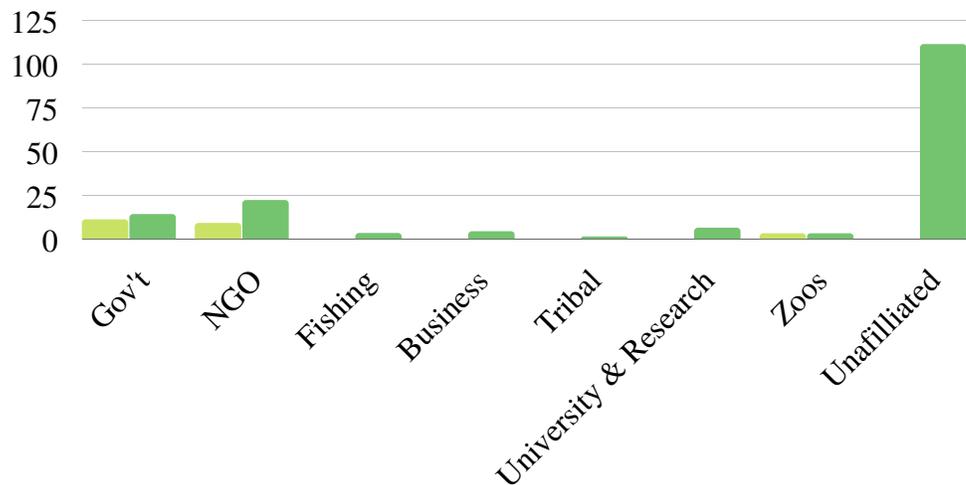
- Creates a forum of exchange for information
- Opportunity to build partnerships with other interested stakeholders

FACILITATING FACTORS

- Alignment between member's and paid co-chair's paid work and the collaborative's work
- Organizational support from the Collaborative Network
- Dedicated capacity to seek unrestricted funding of projects
- Expansion of capacity using contractors

CHALLENGES

- Geographic boundaries and physical distance between parts of the county limit participation
- Inconsistent participation by members of the collaborative
- Lack of leadership and member capacity



GEOGRAPHIC SCOPE

- 13 MPAs
- 63.93 square miles

CO-CHAIRS LEADERSHIP

- David McGuire
 - Shark Stewards
- Morgan Patton
 - Environmental Action Committee of W. Marin
- Paul Hobi
 - Seabird Protection Network
- Leslie Alder-Ivanbrook
 - Environmental Action Committee of W. Marin

SAMPLE OF ACTIVITIES

- Waterproof MPA brochure
- MPA ambassadors online training module

MEMBERSHIP

Number of Organizations

Key:

Early Membership

Recent Membership





GEOGRAPHIC SCOPE

- 3 MPAs
- 18.56 square miles

CO-CHAIRS LEADERSHIP

- Rebecca Johnson
 - Cal Academy of Sciences
- Robert Cala
 - San Mateo County Parks

SAMPLE OF ACTIVITIES

- Interpretive Kiosk at Pillar Point Harbor
- MPA Videos
- San Mateo County MPAs Key Phrases Translations Handout

MEMBERSHIP

Number of Organizations

Key:

- Early Membership
- Recent Membership

SAN MATEO

The San Mateo County MPA Collaborative was one of the first MPA Collaboratives created, modeled after the Orange County Marine Protected Area Collaborative. The collaborative's first project was the creation of a tidepool protocol among stakeholders with conflicting views.

MISSION

To enhance awareness and promote stewardship of MPAs as special, protected places and sources of ecological, recreational, and commercial value through the coordinated activities of community partners.

FINDINGS

BENEFITS

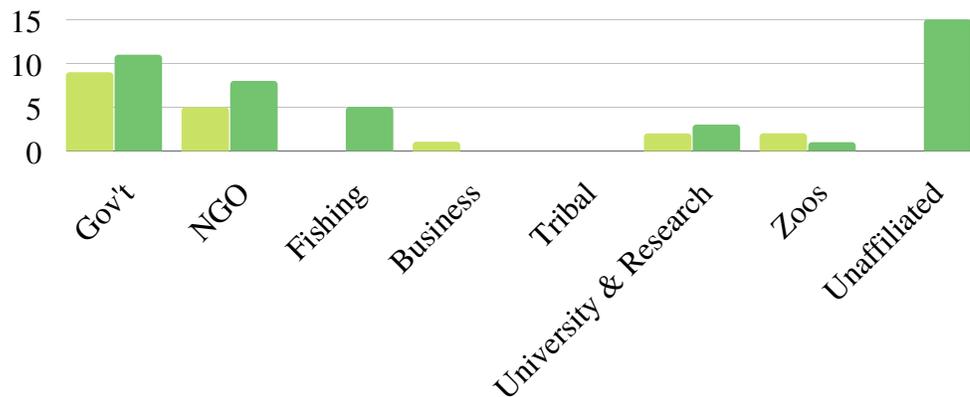
- Creates opportunities for continued relationship building and knowledge sharing
- Creates a forum for sharing different perspectives
- Creates the opportunity to hear the statewide perspective and forge connections

FACILITATING FACTORS

- Personal interest in and physical proximity to MPAs
- Alignment between members and co-chair's paid work and the collaborative's work
- Pre-existing connections to the MPAs and other stakeholders
- Organizational support from the Collaborative Network

CHALLENGES

- Inconsistent and inadequate participation from collaborative members
- Lack of awareness and understanding about the collaborative and the collaborative's resources
- Unclear leadership and participation structures





SANTA CRUZ

The Santa Cruz County MPA Collaborative is a collaborative located on Monterey Bay. The collaborative is composed of representatives from organizations that focus on outreach and education, though they also have members who are a part of the research and academic communities.

MISSION

Embedding awareness of marine protected areas into existing programs to increase community engagement in stewardship.

FINDINGS

BENEFITS

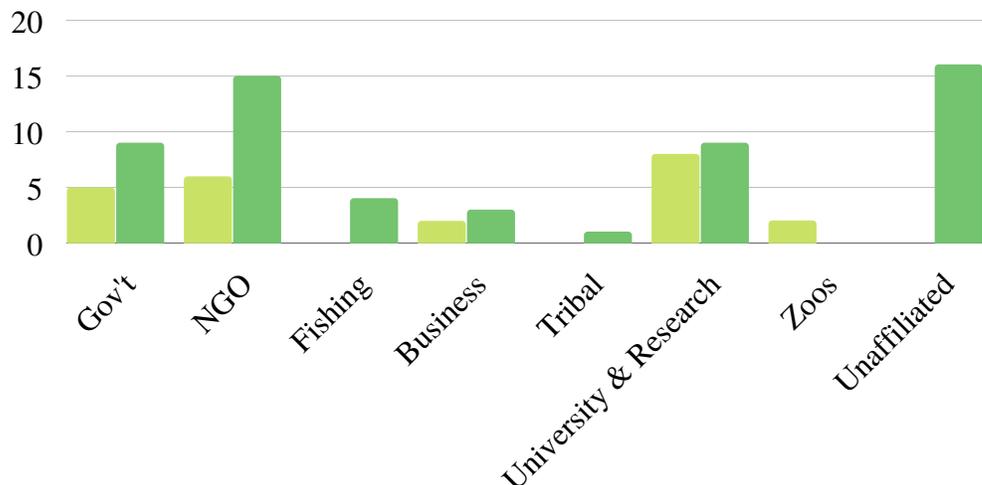
- Creates opportunities for continued relationship building
- Creates a forum of exchange for information
- Increases the visibility of the organizations involved in the collaborative

FACILITATING FACTORS

- Alignment between members' home organization missions and the collaborative's mission
- The ability to leverage existing connections within the community

CHALLENGES

- Lack of clarity on co-chairs' and members' roles
- Lack of broad visibility of the collaborative in the county
- Lack of consensus on projects to complete



GEOGRAPHIC SCOPE

- 3 MPAs
- 23.4 square miles

CO-CHAIRS LEADERSHIP

- Lisa Uttal
 - Monterey Bay National Marine Sanctuary
- Nicole Crane
 - Cabrillo College

SAMPLE OF ACTIVITIES

- Plankton Monitoring Program

MEMBERSHIP

Number of Organizations

Key:

Early Membership

Recent Membership



MONTEREY

The Monterey County MPA Collaborative is located on Monterey Bay. There was initially discussion about combining the Santa Cruz and Monterey MPA Collaboratives, but this was ultimately decided against because of meeting logistics and dissimilar cultures. However, members from these collaboratives will sometimes attend each other's meetings.

MISSION

To use a collaborative approach to increase MPA literacy to facilitate respect and stewardship of our coastal marine environment.

FINDINGS

BENEFITS

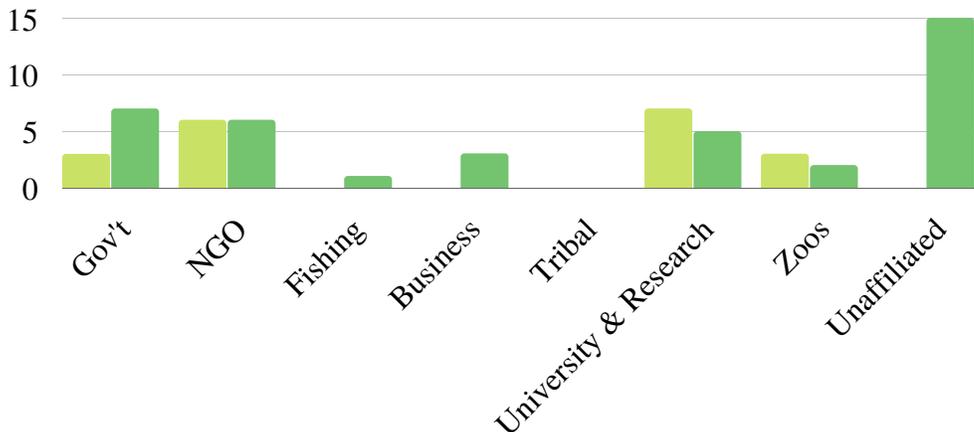
- Creates a forum of exchange for information
- Provides a neutral atmosphere for discussion
- Strengthens the voices of the individual members and their organizations

FACILITATING FACTORS

- Alignment between members' and co-chairs' paid work and the collaborative's work
- Impassioned members of the collaborative
- Ability to combine resources with neighboring collaboratives

CHALLENGES

- Lack of time and funding for outreach to key stakeholders
- Limited participation by key stakeholders
- Lack of clarity on the benefits of participation



GEOGRAPHIC SCOPE

- 17 MPAs
- 99.22 square miles

CO-CHAIRS LEADERSHIP

- Erika Delemarre
 - CA State Parks
- Amy Brandt
 - CA State Parks
- Julia O'Hern
 - The Marine Mammal Center

SAMPLE OF ACTIVITIES

- Joint coloring book/activity book
- MPA Ambassador program

MEMBERSHIP

Number of Organizations

Key:

Early Membership



Recent Membership



SAN LUIS OBISPO

The San Luis Obispo County MPA Collaborative is one of the smaller collaboratives in the Central Coast region. This collaborative is relatively isolated from the rest of the state and has a “mellow and informal culture” that has enabled broad participation and leadership.

MISSION

To inspire individuals to become ocean stewards by cultivating an understanding and appreciation of the value and purpose of our local MPAs through research, education and enforcement.

FINDINGS

BENEFITS

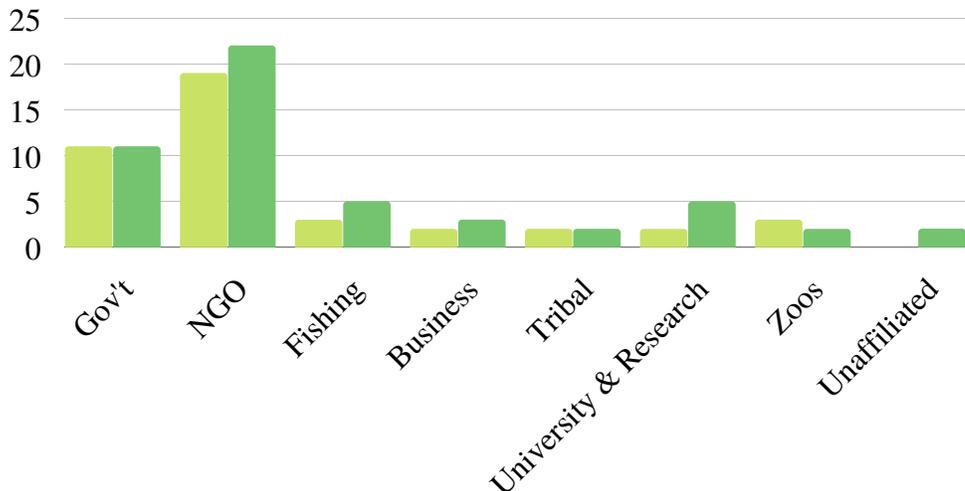
- Creates opportunities to network
- Ability to bring information into the classroom

FACILITATING FACTORS

- Enthusiastic leadership
- Ability to leverage existing programs through the collaboratives
- Ability to meet the needs of community members to participate in the collaborative

CHALLENGES

- Lack of capacity for members to fully participate in the collaborative
- Limited participation from Tribal entities



GEOGRAPHIC SCOPE

- 8 MPAs
- 51.27 square miles

CO-CHAIRS LEADERSHIP

- Cara O'Brien
 - CA State Parks
- Gordon Hensley
 - San Luis Obispo Coast Keeper
- Haylee Bautista
 - yak titʻyu titʻyu yak tɪhɪni Tribe
- Rachel Pass
 - Morro Bay National Estuary Program

SAMPLE OF ACTIVITIES

- Joint coloring book/activity book
- PORTS Program MPA Interpreters

MEMBERSHIP

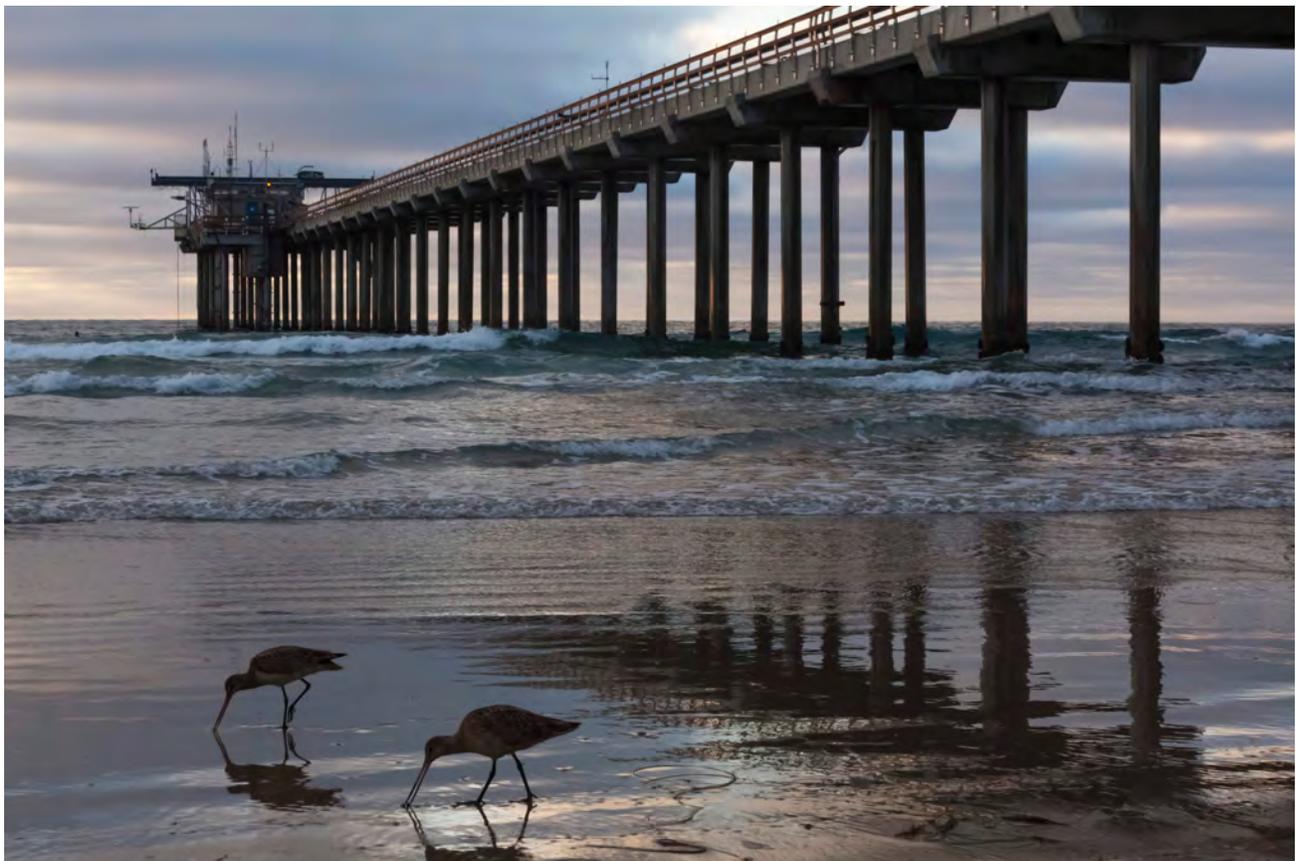
Number of Organizations

- Key:
- Early Membership ■
 - Recent Membership ■

SOUTH COAST

The South Coast region covers the southern part of California, from the Santa Barbara Channel to San Diego County. In this area, there are 50 MPAs and special closures which cover approximately 356 square miles. The South Coast includes five MPA Collaboratives: Santa Barbara Channel, Los Angeles, Catalina Island, Orange County, and San Diego .

This region has some of the largest collaboratives in the state, along with the first MPA Collaborative (created before the Marine Life Protection Act). This region attracts millions of visitors, the busiest of the three regions, and was the region with the most contentious MPA designation process.



Claudio Contreras Koob MPA | Photo Credit: Cory Pukini



SANTA BARBARA CHANNEL

The Santa Barbara Channel (SBC) region spans from Santa Barbara to Ventura Counties and includes seven of the eight Channel Islands. The Channel Islands MPAs are only accessible by boat while the mainland MPAs can be accessed much more readily by the general public. When the SBC MPA Collaborative was created, the leaders decided that it was in everyone’s best interest to fold the Channel Islands Marine Protected Area Network into the South Coast designations to create the Santa Barbara Channel Islands MPA Collaborative. This action opened up the doors for new partnerships with organizations along the coast because of the mainland designations.

GEOGRAPHIC SCOPE

- 21 MPAs
- 278.7 square miles

CO-CHAIRS LEADERSHIP

- Kristen Hislop
 - Environmental Defense Center
- Julie Bursek
 - Channel Islands National Marine Sanctuary

SAMPLE OF ACTIVITIES

- MPA Awareness Campaign
- Live Dive ROV
- Invasive Algae Outreach

MISSION

Successfully convened a diverse membership representing tribal, fishing, academic, agency, and nonprofit groups throughout Santa Barbara and Ventura County.

FINDINGS

BENEFITS

- Creates greater public awareness of MPAs
- Helps the state maintain consistent MPA messaging
- Helps build relationships among diverse stakeholders

FACILITATING FACTORS

- Alignment between members, and co-chairs' paid work and the collaborative's work
- Creation of a productive atmosphere that promotes mutual respect
- Support from the Collaborative Network

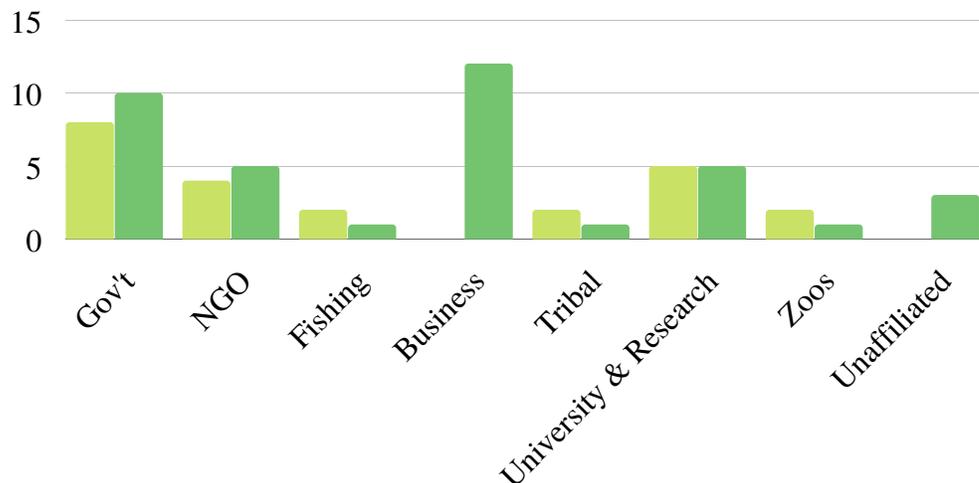
CHALLENGES

- Conflicting opinions and perspectives about MPAs
- Difficulty sustaining member engagement
- Volunteer burnout causes much of the work to fall on co-chairs

MEMBERSHIP

Number of Organizations

Key:
 Early Membership ■
 Recent Membership ■





LOS ANGELES

The Los Angeles County MPA Collaborative is one of the smaller collaboratives in the South Coast. There are 20 consistent members who represent fishing interests, Tribal interests, law enforcement, conservation, and education and outreach groups.

MISSION

The Los Angeles MPA Collaborative channels broad and diverse perspectives to build ocean resilience and promote the cultural, recreational, and ecological value of Los Angeles County's marine protected areas.

FINDINGS

BENEFITS

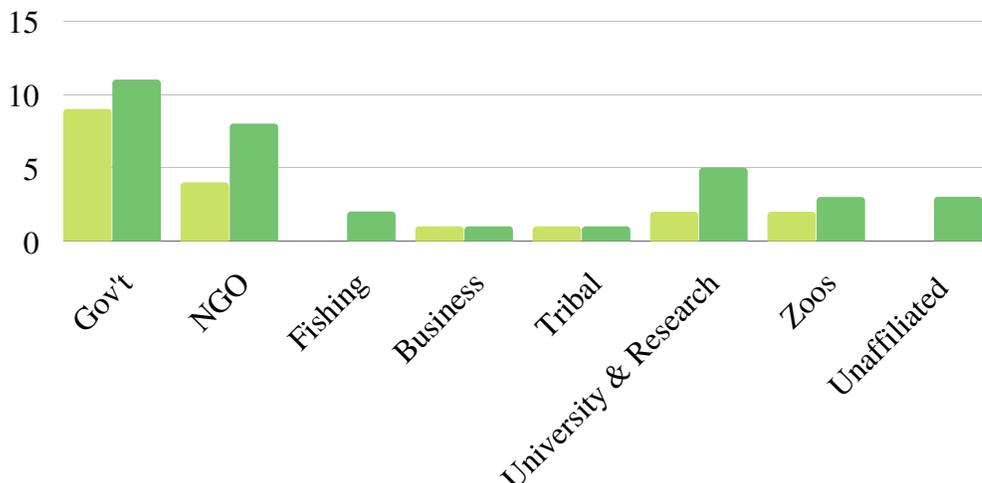
- Creates a forum for the exchange of information
- Creates a conduit of information for sharing information

FACILITATING FACTORS

- Alignment between members and co-chairs' paid work and the collaborative's work
- Ability to invest in Tribal relationships
- Sharing of organizational knowledge
- Expansion of capacity using contractors

CHALLENGES

- Insufficient funding to pursue projects and assess prior projects
- Lack of alignment between some members' paid work and the collaborative's work
- Limited participation from tribal communities



GEOGRAPHIC SCOPE

- 4 MPAs
- 43.28 square miles

CO-CHAIRS LEADERSHIP

- Linda Chilton
 - USC Sea Grant
- Michael Quill
 - Los Angeles Waterkeeper
- Emily Parker
 - Heal the Bay

SAMPLE OF ACTIVITIES

- Response to illegal take during COVID-19
- MPA Speakers Bureau training program
- Honor the Ocean Celebration and Cultural Event

MEMBERSHIP

Number of Organizations

Key:

- Early Membership
- Recent Membership



Catalina Island MPA
Collaborative

GEOGRAPHIC SCOPE

- 9 MPAs
- 21.55 square miles

CO-CHAIRS LEADERSHIP

- Lauren Czarnecki-Odin
 - USC Wrigley
- Hillary Holt
 - Catalina Island Conservancy
- Rebeckah Rudy
 - Catalina Island Conservancy

SAMPLE OF ACTIVITIES

- MPA trainings, workshops, symposiums
- Port signage
- Waterproof MPA brochures

MEMBERSHIP

Number of Organizations

- Key:
- Early Membership ■
 - Recent Membership ■

CATALINA ISLAND

The Catalina Island MPA Collaborative is a small and tight-knit collaborative that was initially reluctant to become a collaborative. This collaborative has members who represent the visitors ' bureau, the Catalina Island Conservancy, and local businesses. Though they are a tight-knit group, the overlap between personal connections and collaborative connections can complicate the work being done by the collaborative.

MISSION STATEMENT

Raising awareness about the Island's nine marine protected areas amongst residents and visitors.

FINDINGS

BENEFITS

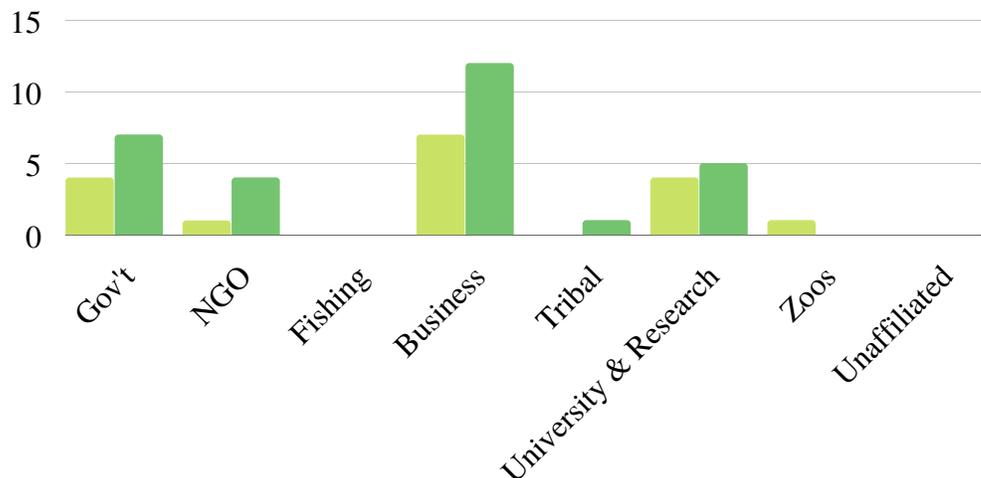
- Increased compliance with MPA rules and regulations
- Increased sense of love and stewardship for MPAs
- Ability to elevate issues to State agencies

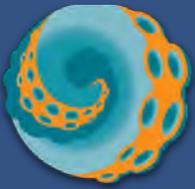
FACILITATING FACTORS

- Support from the Collaborative Network
- Having a designated time and space to focus on collaborative work
- Individual relationships built over time in a tight-knit community help the spread of information

CHALLENGES

- Lack of capacity can lead to volunteer burnout
- Geographic boundaries and physical distance between parts of the island
- Difficulties accessing information due to a lack of an effective system to aggregate and disseminate information





OCMPAC
ORANGE COUNTY MARINE

ORANGE COUNTY

Orange County Marine Protected Area Council was the first MPA Collaborative, and was created before the Marine Life Protection Act in 1999. Since 2011, leadership operated under their own Memorandum of Agreement (MOA) and recently decided to shift away from the MOA due to limitations that it posed on members' involvement. The collaborative must appeal to many beachgoers and new visitors requiring consistent information about MPAs.

MISSION

To collaborate at a regional level to assist and inform the public and partner agencies in order to support the effective management of Orange County marine protected areas.

FINDINGS

BENEFITS

- Creates an opportunity to network
- Access to knowledge that strengthens the work of the collaboratives
- Creates a forum for the exchange of information

FACILITATING FACTORS

- Membership in the collaborative requires participation, and participation is funded by member organizations
- Co-chairs' familiarity with the grant writing process
- Impassioned members of the collaborative

CHALLENGES

- The inflexibility of an MOA-defined organization
- Inconsistent participation by member organizations
- Limited engagement by Fishing and Tribal groups
- Insufficient funding and limited capacity

GEOGRAPHIC SCOPE

- 7 MPAs
- 18.82 square miles

CO-CHAIRS LEADERSHIP

- Ray Hiemstra,
 - Orange County Coastkeeper
- Lana Nguyen
 - California State Parks

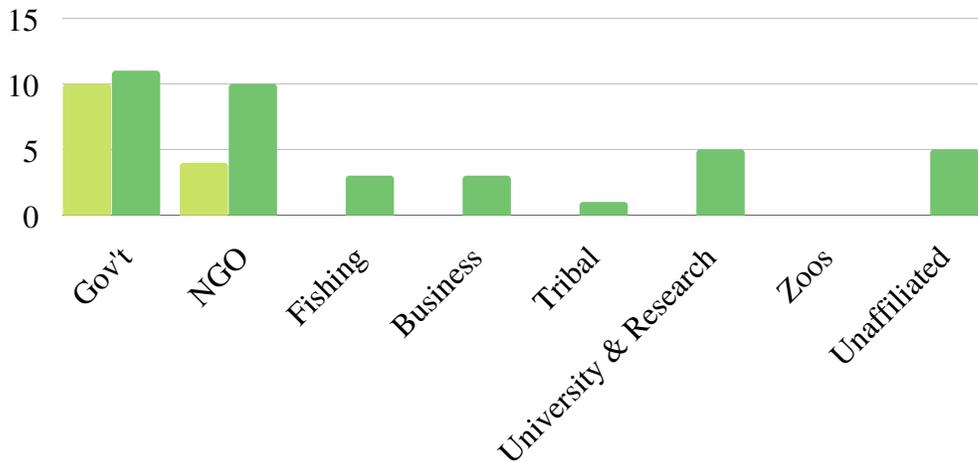
SAMPLE OF ACTIVITIES

- Docent Training
- Public Research Seminars
- In Kind Contributions Study

MEMBERSHIP

Number of Organizations

Key:
 Early Membership 
 Recent Membership 





SAN DIEGO

The San Diego County MPA Collaborative was one of the first collaboratives to form after OCMFAC. As the largest MPA collaborative, they have over 120 members across more than 60 signing organizations. More than 35 million people visit the county every year with a majority of those visitors' users of the beach and accessible MPAs.

MISSION

The San Diego MPA Collaborative is a Federal, State, County, Municipal, Tribal, and Community alliance that facilitates local communication and coordination to support the management of marine protected areas through; 1. Outreach and Education, 2. Enforcement and Compliance, and 3. Research and Monitoring.

FINDINGS

BENEFITS

- Collaborative nature, bringing many organizations together to discuss issues surrounding MPA and marine resources

FACILITATING FACTORS

- Successful and open leadership style
- Good relationship with the fiscal sponsor and membership organizations
- Funding from member organizations gives representatives the ability to participate

CHALLENGES

- Limited funding to work on the projects the collaboratives want to work on
- Limited engagement with Fishing and Tribal groups
- Balancing the collaborative needs with the needs/restrictions of State agencies

GEOGRAPHIC SCOPE

- 11 MPAs
- 27.24 square miles

CO-CHAIRS LEADERSHIP

- Cory Pukini
 - WILDCOAST
- Jayme Timberlake
 - City of Encinitas
- Isabelle Kay
 - UC San Diego Natural Reserve System

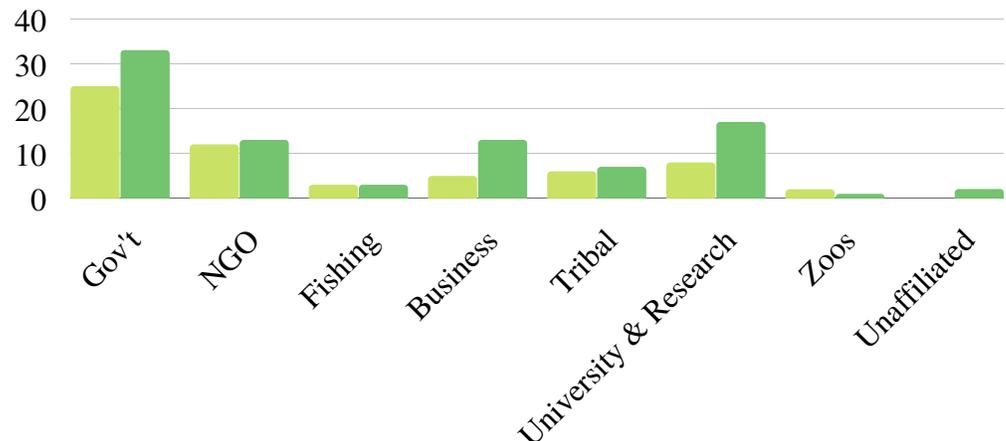
SAMPLE OF ACTIVITIES

- Enforcement trainings
- Relationship building with maritime Indigenous communities
- Brochures and guides

MEMBERSHIP

Number of Organizations

Key:
 Early Membership ■
 Recent Membership ■



Benefits of Collaboration

In the world of marine ecosystem-based management there are certain benefits that can be expected from collaborative governance. These benefits can be tangible and intangible. The most tangible benefit is the construction of what has been called the “missing table,” or a place for stakeholders to come and talk with each other in a way they usually would not. The intangible benefits include the creation of personal and professional relationships, an atmosphere of patience, civility, and respect, and a sense of place and purpose. Furthermore, the process of collaboration itself provides two benefits: new knowledge and ideas, and visible results which help the process grow and creates even more results. All these benefits are present in the California MPA Collaboratives, along with a few others.

The first section of this chapter lays out the benefits of participation in the collaboratives to the members. These are the beneficial outcomes associated with the work the collaboratives have been doing and the structures they have created. The ending section discusses the benefits of the collaborative to the State government and broader citizenry. The benefits are listed in descending order of prevalence, based on mentions during the interviews conducted during our research. That is, the first benefit was mentioned in relation to the most collaboratives, while the final benefit was mentioned in the fewer. This does not mean that these benefits are not present in more collaboratives, only that they were not mentioned during our research process.

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Benefits to the Collaboratives

1. Creates a Forum for Networking and Interaction

One of the main benefits of the collaboratives to members is that the collaboratives establish a designated forum for networking, or the missing table. This forum creates multiple benefits such as:

- Designated meeting and working times
- A platform that allows members to speak and be heard
- A place to build knowledge and personal connections
- A place to build strong and lasting relationships, and an atmosphere of mutual respect, and cultivate an understanding of other's perspectives

Designated Meeting Times for Project Work

The collaboratives create designated time for members to come together to generate ideas and to work on current and future projects. Meetings are often a place for otherwise busy collaborative members work on shared projects, which is important given the voluntary nature of the collaboratives. Having a set time to work on collaborative initiatives brings people together to interact and think about their mission in tangible ways. One collaborative member stated, "It's that interaction with people that gives you the chance to think about it and do something."

Encourages Collaborative Work Across Sectors

Additionally, these regularly scheduled forums foster and support creative collaboration among membership organizations on various projects, especially in creating useful and usable outreach materials. For example, a coloring book project created by the Monterey County MPA Collaborative involved members of California Department of Fish and Wildlife, California State Parks, NOAA, California Marine Sanctuary Foundation, Monterey Bay National Marine Sanctuary, and the Ocean Protection Council, among others.

Collaboratives also provide a setting to freely generate ideas without being constrained by formal structures like state agencies' standard operating procedures. This open generation of ideas has allowed for true collaboration in creating projects that met community needs. As one interviewee stated, "[there is a place for] the creation of products and services that would not be created if the individual members were working by themselves." For example, the San Mateo County MPA Collaborative translated their MPAs brochure after a member expressed the need to conduct outreach to non-English-speaking visitors. Using county resources and members' time, the collaborative translated and printed the MPAs brochure.

This innovative and creative process has worked because within one collaborative, it is possible to create a sense of "synergy" with various participants working together. By bringing together a broad swath of people with both academic and lived ocean experiences, the collaboratives have created projects and materials that can be used across the region or the state, accurately represent stakeholder perspectives, and support the State's management of the MPAs.

"It's good to get together with people because everybody has different ideas about how to do things. And that's how you really innovate."

Creates a Platform to Speak and be Heard in a Conducive Atmosphere

As expected from a forum with an array of diverse stakeholders, members do not always agree with one another. Interviewees from half of the collaboratives stated that they perceived the collaboratives were a space for stakeholders to voice their issues without fear of judgment or retaliation from others. One member stated, “The value of the Collaborative is bringing [people] together in one room and sharing ideas to be exposed to how other people view things.”

The dynamic of listening with an open mind extends beyond merely creating a space for concerns to be aired. The collaboratives and the Collaborative Network have demonstrated that they incorporate feedback and are continually working towards improvement. This contributes to more open and honest conversations that then lead to better working and personal relationships.

“[The collaboratives and the Collaborative Network] want to make sure that you know it's not just going in one ear and going out the other...I think they do a really good job in hearing people and trying to [improve] things for the better.”

This platform has been facilitated by the atmosphere of the collaboratives. Many collaborative members have described the atmosphere as neutral, warm, and welcoming, which encourages members to speak up, have their voices heard, and feel valued.

Since the Collaborative Network and each collaborative are non-governmental organizations that do not make laws or regulations, they are a neutral space for important discussions. Because of this perceived neutrality, each collaborative has defined its own focus. For many collaboratives, members perceive that their focus is on educating people on the value of MPAs. This focus is possible because the air of respect allows diverse stakeholders to “come to the table with different experiences, points of view, goals, and focuses. Everyone respects each other and the work that is being done.” One interviewee stated the collaborative’s atmosphere is “a co-operative and productive space for conservation where people feel comfortable exchanging their views and figuring out what is the best path forward.” The neutral atmosphere that is maintained also keeps people from getting too heated or blocking participation from others. People are encouraged to feel like they are among equals, and that the process is a collaboration among stakeholders and not within a professional hierarchy.

A Place to Build Knowledge and Create Personal Connections

The forum for exchange transcends work that directly relates to MPA Collaborative initiatives and into the realm of personal interests for members. Because people see the collaboratives and the Collaborative Network as a place to share knowledge, it is also a place to gain knowledge which often aligns with personal or professional goals. Ideas for research or different outreach methods might be shared, which can help individual members advance and build upon their own ideas, interests, and projects outside of the collaboratives. This helps foster a connection with and enthusiasm for the ocean, spurring further interest in collaborative initiatives.

Personal connections are also built when members get together for events. For example, during a boat trip to the MPAs with Native Like Water, Wild COAST and scientists, a participant began to talk about a particular dolphin species out in the water. A Tribal member mentioned that this same dolphin was mentioned in an ancient tribal song. A geologist then mentioned that the area was not even underwater in the past, that there was land exposed there before. This conversation pieced together a picture of the land, water, and animal life, which took three different people

from three different disciplines. This created a shared understanding of a place and a shared motivation to come together more frequently to celebrate, learn about and jointly manage these MPAs.

“As a forum, the collaborative also allows participants to leverage their personal and professional motivations in pursuit of a common goal of MPA management.”

A Setting for Building Trust and Strengthening Relationships

The collaboratives create a place where members have built or strengthened relationships. Many members see networking as a primary benefit of the collaborative. Meetings and events give people the opportunity to work with different stakeholder groups and agencies in a professional setting. This helps foster an understanding of what other organizations do, what priorities they have, and what projects they are working on to achieve those priorities. The forum serves as a place to see what others are doing, and to see how one might be able to contribute when their missions align.

The opportunity for interprofessional working relationships is facilitated by collaborative activities. In one collaborative, CDFW game wardens and academic researchers have given presentations to the docents at an MPA. This provided the CDFW game wardens and academic researchers with an outlet to the public, while giving the docents an idea of current research and enforcement. Another collaborative has served as a bridge builder for member organizations, creating connections between one large organization and the many educational camps in the area. Elsewhere, a Tribal member stated that they viewed the collaborative’s activities as a way to bridge conservation science and culture. This can help bring together the various perspectives present in the collaborative, creating stronger relationships.

At the same time, members build personal relationships with each other by bonding over the ocean. One member of the Mendocino County MPA Collaborative described coming together with other members to practice flying Remotely Operated Vehicles (ROVs). While flying ROVs, these members formed connections that enriched their professional development. Another example of the impactful personal relationships formed was a trip aboard the vessel *The California*, undertaken by the San Diego County MPA Collaborative. This boat trip was planned by two collaborative members’ home organizations in an effort to bring Indigenous people onto the water. On board were approximately 40 Indigenous people from a maritime tribe. For some, this was the first time they had been on the water, and for many, this was the first time that the people of this maritime tribe had been on the water for generations. Sharing this experience led to a stronger connection between the Tribal members and the members of the collaborative. These working relationships, and their continual upkeep by following through and acknowledging and respecting cultural traditions, has allowed trust to build within the collaborative.

“They [the collaboratives] just create that community fabric where people have a reason to show up because they've got partners working with them, caring about these MPAs.”

Cultivates Respect and Understanding of Others’ Perspectives

Many collaborative members have been involved with their respective collaboratives for several years, which has allowed members to see each other as people, and not just as organizations with

positions. This has allowed the community to cultivate respect and understanding across different stakeholders. Due to the respect fostered among members, a member can disagree intensely with someone at the meeting, but then step outside afterwards and ask each other about their families. This exemplifies a large distinguishing factor between the collaboratives and other organizations, as one interviewee stated, it “is the only overarching group that gives everybody a chance to get their nickel’s worth down on that. That’s where its value is.”

“We’ve all sat in enough meetings together that we all pretty much understand where the other one is coming from. And so we’re not necessarily going to try and pull something off that we know the other one is never going to go along with, so we try and work towards a balance that everyone can live with.”

Long-term Relationships are Built

A major benefit of the collaboratives is the ability to build strong, tight-knit, and long-term working relationships. Many members across stakeholder groups and agencies who have been working together have been around since the beginning of the designation process and through the creation of the Collaborative Network. One interviewee mentioned that these working groups have enabled them to develop close relationships. One member explained that their organization first started going to collaborative meetings to make sure they were understanding what was happening. Later, they recognized that it was a place to form coalitions, build partnerships and other valuable relationships that would last long-term.

“The more I was exposed to the volunteer nature and the stakeholders involved, the more it became something worthwhile because I felt like I could learn a lot from these folks at first. And then over the years, I contribute more from both sides because I’m in a fortunate position to actively be involved on the ground out here in our particular area where our MPA is.”

2. The Creation of a Conduit for Sharing Information

Most of our interviewees also mentioned that another benefit of the collaboratives is the formation of a conduit, through which information is shared between various stakeholders. Information is passed easily between stakeholders, both within the individual collaboratives and across the state. Three main benefits come from this conduit:

- The conduit itself
- The ease with which education and outreach materials are passed through this conduit
- The fact that this information is conveyed in an informal setting

A Structure to Transfer Information

The collaboratives’ existence means that there is a place where members can pass this information along in the first place. This conduit is used to transfer all kinds of knowledge, such as research, issues that have arisen, ongoing and upcoming projects, best practices, funding opportunities, and other updates. This sharing of information keeps members of the collaboratives up-to-date and ensures the network of collaboratives is well-informed. This occurs because each member represents their stakeholder group at the collaborative meetings and relays important information and decisions back to their group. For example, one fisherman stated that his

motivation for participating was to articulate his organization's point of view in a way that all parties at the table would understand, and to bring information back to his organization.

Funding opportunities are a particularly important type of information that can be passed through this conduit. One member described how, when another member expressed the need for funding for new field guides, they took this request to their organization's executive board and were able to secure funding for that member. The collaboratives are also a place to share funded opportunities with one another. For example, the "Waves and Wildlife" photography contest was organized with outside funding by a member of the Santa Cruz County MPA Collaborative, but other collaborative members and their home organizations were invited to participate. Collaborative meetings and events were typically the medium through which these funding opportunities and statewide funded initiatives were shared.

This sharing of information fosters good communication in general. It also allows others to leverage the knowledge shared and act on their own goals or implement projects they feel would be useful in their region, as mentioned by one member of the Monterey County MPA Collaborative. Finally, this conduit enables collaboratives to quickly connect local issues with regional and statewide issues, opening up the options available to members to deal with these issues.

"[It's] good to be able to share what everyone's doing with one another just to create a better-informed staff and public."

Education and Outreach Materials

Members can use this conduit to distribute education and outreach materials as well. These materials can be shared across the state to facilitate a broader sharing of information with the general public. Using the network of collaboratives up and down the state, the materials can be packaged and widely disseminated. In areas where state agencies participate in the collaborative, they have approved this information, meaning it is accurate, up-to-date, and can educate people on proper etiquette within MPAs and where their boundaries are. These materials are also tailored to broad audiences and localized to fit different areas of the state. The collaboratives can tailor the brochures and signs to the area, so while the look may be similar, the information can be different if necessary.

"The collaborative gets the word out about marine protected areas, their importance, their work, and disseminates it to a broader audience."

This consistency and the ease with which the collaboratives can tailor it to different locations means the collaboratives can consolidate resources. If one collaborative creates a resource, other collaboratives do not need to recreate the resource altogether. These resources are available on the CN's website and can be used by anyone. By disseminating these materials, collaborative members up and down the coast can help visitors and locals connect to the coast, which helps increase their sense of place. As a repository of education and outreach materials, collaboratives are viewed as a one-stop-shop for MPA-related resources.

“[You can] read a sign [at one beach] and then you go to another beach and see a similar sign, and it’s consistent in addressing problems or what information they want to share with the public.”

Sharing in an Informal Setting

Critically, the collaboratives create an informal channel for actors to use, allowing information to be spread without the barriers that may exist in formal settings. This informal channel benefits all members of the collaborative, allowing them to talk with other members in settings where no one expects anything (usually financial support) of others.

“It’s really nice to be able to chat [with State agency representatives] when they don’t feel like I’m asking them for something.”

This informality has explicitly benefited Tribal members and the co-chairs of the collaboratives in crucial ways. One Tribal participant shared that they engage in the collaborative in whatever way they can to “represent Tribes and help Tribes, so that we can participate at this level with the state and federal agencies.” In doing so, this Tribal participant was able to access state and federal decision-makers without needing to go through formal channels, like state committees, to feel heard. This communication also helps the state agencies stay up to date on issues the tribes may be facing or other information they would like to know. Co-chairs of the South Coast collaboratives have made use of this benefit by holding meetings with other co-chairs in the region. This has allowed them to speak with each other about region-focused topics, something which may not occur at meetings with co-chairs from all 14 collaboratives present.

3. Amplification of Perspectives, Visibility, Capacity, and Local Issues

A third benefit of the collaboratives is that they amplify and leverage various aspects of the collaboratives’ work as well as aspects of member organizations. Over half of the collaboratives experienced some amplification of:

- The voices and perspectives present
- The visibility of member organizations
- The capacity of the member organizations
- Awareness of local issues

This amplification increases buy-in, both for the collaboratives and for MPAs in general, and increases the collaboratives’ capacity to carry out their work.

Amplifying Voices and Perspectives

The collaboratives give their members a place to voice their concerns and ideas. Bringing these perspectives together can strengthen the voices of the members, increasing their weight in the area. This amplification creates benefits on two different levels. First, this strengthens the voices of individual members of the collaboratives and their home organizations. For example, according to Tribal participants, collaboratives are a space to share their aspirations, experiences, and thoughts, giving them access to the state and federal MPA managers to whom they have not had much access in the past. Once the members’ perspectives have been unified, they can be shared with other collaboratives and actors, extending the reach and impact of those ideas.

Finally, the collaboratives seek out participation from all stakeholders, giving stakeholders that may not have had a voice in the past a place to contribute.

The second benefit from the amplification of perspectives is the creation of synergy and leverage for members of the collaboratives. Working together, the member organizations are more robust than they would be on their own. An example of this is the coloring book being created by the San Luis Obispo and Monterey County MPA Collaboratives. This project was funded by a \$100,000 grant that one member believes would have been hard for any one organization to get. However, by combining the resources at their disposal (e.g. funding sources, person-hours), the two collaboratives were awarded that grant. After finishing a project, a collaborative can then leverage the Collaborative Network to spread the finished product across the state.

“[The Collaborative is] good about combining resources to make things happen... [grants] would have been hard for an individual organization to do, but as a collaborative...we have a greater voice.”

Enhancing Visibility

The visibility of member organizations is also amplified in various ways. The first level is within the collaborative. As members attend meetings and work on projects, their parent organization's mission or the thoughts and perspective of their home community are amplified. The member's visibility is also amplified within the broader community. One interviewee who participates in the Monterey County MPA Collaborative stated, “Some of it is just people becoming familiar with our organization. It’s been official publicity for us and what we do.” This can be an incentive that helps bring in new members or create connections to new stakeholders.

Enhanced visibility can result in more projects being undertaken around the state. For example, citizen science programs such as the boat-based L.A. Waterkeeper program were expanded across the state after more collaboratives saw their importance and worth. Existing MPA-focused programs, like MPA Watch, were incorporated into collaborative discussions and membership. Additionally, collaborative resources have been shared widely across the state in different physical locations as well. San Luis Obispo County MPA Collaborative’s coloring book is disseminated in classrooms, at events, conferences, and through various organizations. Brochures and signs are placed at harbors, events, on the beach, and in shops. By leveraging the CN, information is shared with a broader audience than any one organization could reach.

“At the state level, the collaboratives ended up being a really good conduit to get MPA Watch to be a statewide monitoring network.”

Additionally, enhanced public awareness of the collaboratives also helped focus the State’s awareness on shared issues and on specific geographic areas.

“I think that was a really big step - that the State is taking interest in your county. The State is taking interest in ocean health and educating people on what marine resources are and why they need protecting.”

Expanded Capacity

The capacity of members, and in turn the collaboratives themselves, are also amplified. By filling in gaps (such as gaps in funding and in unfilled positions, and by completing work that needs to

be done), the collaboratives can accomplish more. As one member described, the collaborative “enable[s] us to do more than we usually could.” The relationship that has been cultivated between the collaboratives and the State has also led to expanded capacity. As one interviewee stated, by working with the State “you strengthen the overall capacity of local communities along the coast to engage effectively with State agencies on a range of issues.” This cooperation, in turn, provides high-end materials for collaborative members to use in their education and outreach endeavors without the individual organizations having to spend as much time and money to create them. This success minimizes inefficiencies and ensures that collaborative members do not spend time creating products that are already in progress or have been completed.

“The collaborative has really helped us focus in on different projects and helped us ensure that we’re not duplicating each other’s efforts.”

Enhanced Focus on Local Issues

Finally, the collaboratives increase awareness of local issues. These issues are amplified because the collaboratives are the eyes and ears on the ground and can then elevate these issues to various stakeholders, including the State. Furthermore, since these are local issues being observed by local stakeholders, they have the expertise and knowledge necessary to adequately explain the issues. When local issues are elevated in these ways, the wider community is aware of the issues, and collaboratives can tailor solutions to the area in which the issues occur. Finally, collaboratives seeing similar issues around the state can contribute to the solutions or provide input if they have faced similar past problems.

“[the Collaborative members] know the region, know the holes of information, and know where the problem areas are.”

4. Diverse Perspectives from Diverse Sectors *Diverse Sectors*

Most collaboratives are comprised of members from an array of sectors. Including:

- Non-governmental organizations
- Federal and state agencies (such as California State Parks, California Department of Fish and Wildlife, the National Park Service, and Bureau of Land Management)
- Local education and outreach organizations
- Enforcement agencies

While some collaboratives have participation from Tribal members and representatives from the fishing community, the collaboratives that do not have representation from those two groups acknowledge their absence as a gap in participation. Furthermore, the majority of the collaboratives that do lack Tribal or fishing representation are actively seeking out representatives.

These sectors of participation are all essential for various reasons. The state and federal enforcement agencies can provide insights into how those agencies are handling MPA management. The NGOs provide access to their constituents and expertise in their specific areas of marine management. The Tribes and fishing communities, when they are present, provide local

knowledge of resource use, facilitate opportunities for external engagement, and can communicate issues they have seen, as well as the concerns they may have with various aspects of management.

Diverse Perspectives

Within these sectors, individual collaborative members and the organizations they represent bring many different perspectives centered around MPAs to the table. For example, one member, who is part of a recreational fishing club, spoke of their involvement in their collaborative. They mentioned that although they believe in the MPAs and think they are beneficial, their perspective is not shared by many in the fishing community. On the other hand, someone from another collaborative, who represents an organization that works with commercial fishermen, attended meetings to ensure their concerns were heard and bring information back to their organization. This participation ensures the collaborative stays truly collaborative and accounts for all stakeholders, something that multiple members expressed was unique to this model of the CN and the collaboratives. Furthermore, this ensures the collaboratives are not a conservation focused echo-chamber. This has meant the products created and decisions made on which projects to take on include every perspective present.

The State also benefits from having a diverse array of sectors present. The State is interested in hearing from all stakeholders with a vested interest in the MPAs to ensure they meet the six goals laid out in the MLPA. As one interviewee stated, “we can only be as effective as the people that we're serving on the ground or actually understanding or participating in [the process]. You, can't just say, ‘Okay here's a rule, thank you everybody, goodbye’ you really need to have engagement with the local communities.” This engagement happens in multiple ways, either through the Collaborative Network’s public comments at State agency meetings, which have a reputation for representing the range of local perspectives and local consensus, or through outreach to individual co-chairs or members of the collaboratives.

5. *Increases Buy-in to the Collaborative*

Without support from either the broader community or the members of the collaborative, the collaboratives would not be able to accomplish as much as they do. They have been able to generate this support through the various benefits described in this chapter:

- Resources that are accessible to members
- Meeting the community where they are, and educating from a place of caring
- Sharing success stories - showing people the benefits of the MPAs
- Raising awareness of the issues and engaging people who care about those issues

Buy-in takes multiple forms across the state. One interviewee from the Mendocino County MPA Collaborative stated that “Knowing something like the Mendocino Collaborative exists, knowing that the state is taking an interest in your county, that was a really big step.” Having that initial spark of knowledge, and knowing you will be heard creates buy-in. Another interviewee from the Sonoma Coast MPA Collaborative talked about the change in heart some people had in regards to the benefits of MPAs in general, stating “I think the naysayers early on, the people fighting the process, are starting to hear some great success stories. Some of them are turning [on their original position] and changing the story.” In other areas of the state, members who do not necessarily contribute to projects will still show up to meetings to update other members on their

work and ensure their perspectives are represented. When these members participate and feel that they are being heard and their perspectives are being incorporated, they accept the produced materials and share them within their communities.

"The more people that get involved with the collaborative, it creates more of a volunteer spirit which expands outward to even more people. It tends to create a connective thread up and down the coastline with more people actively wanting to take an interest in being involved."

Three benefits result from this increased support for the collaboratives:

- The ability to mobilize others
- The expansion of local programs across the state
- A motivation to work harder

Mobilizing others is a significant benefit, as it can bring in new perspectives and increase the collaboratives' capacity. For example, in the Santa Cruz County MPA Collaborative, local students have become more involved in the collaborative. These students have in turn increased connections between the collaborative and the Amah Mutsun Tribe. Local programs that can spread across the whole state can do so because of an expanded network. Two such programs are Snapshot Cal Coast, a program coordinated by California Academy of Sciences program through a San Mateo County MPA Collaborative co-chair, and MPA Watch, originally a boat shop and shore based program that was expanded across the state through the collaboratives. Finally, one interviewee who participates in the San Mateo County MPA Collaborative stated that they feel motivated when they see more people coming in to the collaborative, mentioning "they're [new members] an incentive to do better, to see how much better we can be at educating the public."

6. Provides Opportunities to Engage Tribes

The level of participation by Tribes and Tribal members varies considerably across the state. The North coast region has the most Tribal participation of the three regions, with the Central coast and South coast having significantly fewer participants. According to current membership information provided by the Collaborative Network, the North coast has thirty-eight Tribal participants, the Central coast has three, and the South coast has eleven. This disparity is caused by challenges that are explored in the Indigenous Context chapter of this report. It is important to note that membership does not denote active participation. The collaboratives that do have participation by Tribal members often acknowledged the benefits gained from their participation. Conversely, collaboratives that do not have members who represent Tribes acknowledge it would be beneficial to include these perspectives and are actively working on outreach to Tribes.

Engagement with the Tribal Community

A benefit that many feel the collaboratives bring are opportunities to engage with the Tribal community so that Tribal perspectives are included in MPA management. This has been done by seeking out Tribes and making efforts to include them in decision-making as well as incorporating Tribal knowledge into education and outreach materials. A few collaboratives have also served as a way for Tribes to connect and get involved with State agencies. For example, in the Mendocino County MPA Collaborative, after seeing a presentation by someone from CDFW, a Tribal member then asked to be a part of a CDFW working group focused on edible seaweed. CDFW was receptive and the contact was made.

The collaboratives encourage participation and engagement by the Tribes in whatever capacity the Tribes are comfortable with. In one area, Tribal groups sent representatives from their environmental department to participate in collaborative activities because they were interested and excited about the overlap between their projects and the collaborative's. This further opened the door to be involved in the wider countywide collaborative, with the tribes eventually enthusiastically offering a meeting hall to use. This led to participation by other people from Tribal communities, and eventually a shared mapping project.

Promote Understanding of Tribal Knowledge

The collaboratives also promote understanding of tribal knowledge and values through projects created in concert with local tribes. One film project the Sonoma Coast MPA Collaborative completed was dedicated to the Kashia Band of Pomo Indians. This was meaningful, not only to the tribes as it acknowledges the Tribal community's relationship to the land and oceans, but also because it helps educate non-Indigenous residents and visitors about the history of the first stewards of the land. Documenting these stories also helps to foster support from Indigenous communities towards the collaboratives and their work. One member recognizes that there has been a struggle for Tribes to have their voices heard, and sees "the Tribal members in [their] collaborative as the true leaders, and really the holders of wisdom and knowledge about marine resource management."

7. *Engagement with the Fishing Community*

The level of participation by members of the fishing community also varies across the state. There are twelve representatives involved in the North coast, the Central coast has ten, and the South coast has nine. It is important to note that membership does not denote active participation. There are several factors that contribute to the low numbers of participants from the fishing community which are explored in greater detail in the Challenges to Collaboration chapter of this report. However, most members of the fishing community that were interviewed commented on the residual tensions from the MPA designation process as a major barrier to participation. While this barrier is not an easy one to overcome, other interviewees expressed a strong need for the fishing community to have a voice in the process.

Many people in the fishing communities feel that participation within the collaboratives is essential to ensuring that their perspective is heard. Engagement allows for input on education and outreach materials and ways to engage others in the fishing community while ensuring that future projects include the fishing perspective. Furthermore, their participation ensures they are represented in the right light. One member of the Monterey County MPA Collaborative represents an organization that works with the commercial fishermen of the area, and they stated that part of their reason for participating is "making sure that whatever the project is, if it's talking about fishing that the commercial fishing community is included in that and represented correctly and not painted in a negative light."

Participation in the collaborative also provides benefits to the fishing community. Engagement within the collaboratives allows fishermen to collect useful information and distribute it through their establishments and groups. For example, maps with MPA boundaries have been placed in tackle and bait shops or given to groups like the Coastal Conservation Association. One member of the Santa Barbara County MPA Collaborative is able to distribute materials through their tackle shops. Finally, engagement with the collaboratives provides the fishing community the opportunity to, in the words of one interviewee "[get] eaten a little slower." As this member

explains "If you're not at the table, you're on the table." By participating, they can ensure that they will have some measure of control over what happens with the MPAs in the future.

8. Collaborative Members are able to Make a Difference in their Communities

Many interviewees feel like the actions taken by the collaboratives are meaningful. Members and their home organizations value the collaboratives' balanced messaging, which they view as a byproduct of allowing different stakeholders within the collaboratives to voice their opinions and have agency in the direction of projects. One member stated that the collaborative's work is meaningful because it helps to "protect [Tribal] natural resources and [our] connection to marine resources [and give] a voice for Native American Indigenous people of California and around the world." Connecting with other members in the collaboratives who are also passionate about ocean conservation stokes others' enthusiasm. Many also feel that the public must understand the ocean and its value, or else the argument to protect it will not hold water.

"I think all of us believe that if people don't understand it, they won't love it. And if they don't love it, they won't protect it."

9. Meeting the Community Where They're At

Because members live in the counties in which they conduct outreach, the outreach methods employed by members are specific to the local context. This enables collaboratives to "meet the community where they are at." Instead of trying to educate from a place of authority, such as an enforcement officer or agency employee, the collaboratives aim to educate as members of the same communities as those they are hoping to educate. Communities are interest-based (e.g. fishing, conservation, ocean sports) and geographic (e.g. county, town).

One example of this type of outreach can be seen in the work of a Monterey County MPA Collaborative member. This member created a spreadsheet with the names of common animals found within the MPA, and translated these names into approximately 35 different languages. When they interact with visitors who speak a language other than English, they use the spreadsheet to help visitors understand what they are seeing in the MPAs. This interaction will hopefully lead to the visitors caring about the ocean and the MPAs. Sea Life Stewards, a program started by a member of the San Luis Obispo County MPA Collaborative that uses other collaborative members and collaborative resources to train their own volunteers, operates under a similar principle. Their volunteers go out on the water in kayaks and talk to people recreating in and around the MPAs. By meeting people on the water, they are more likely to have people listen to, learn about, and respect the MPAs.

Members have found that this outreach approach helps the community understand what members are trying to convey. This strategy is beneficial because there are many different stakeholders and diverse perspectives that come to the table, so community informational needs (such as ocean literacy levels) must be voiced and considered when planning and executing projects such as outreach materials or community events.

10. Collaboratives Create Connections to Government and Help Agencies Fulfill Their Missions

Collaboratives help create a connection between their members (and their home organizations) to local, state, and federal government. Given the county-based structure of the collaboratives, the collaboratives often do their work in their immediate vicinities. By involving state and federal agency employees, the collaboratives are able to connect their local impacts to whatever is

happening at the state or national levels. This connection between collaboratives and governance structures can be further enhanced by leveraging the Collaborative Network to disseminate generally applicable best practices across the state.

Providing Eyes on the Ground

Additionally, through the collaboratives, state and federal agencies keep a pulse on what is happening at the local level across the state. Should issues surface in one region or county, that collaborative can use their connections at the local level to alert state or federal agencies. For example, with the rise of COVID-19, one collaborative saw a rise in poaching. This issue was first brought to the collaborative, and through communication within the CN, other collaboratives communicated that they were also seeing increased poaching. This enabled local issues to be visible across the regions and alert state agencies.

“Without this localized space, actors across the state would be unable to keep an eye on issues to the same degree as they can now.”

Helping Agencies Fulfill Their Missions

Collaboratives help agencies fulfill their mission in part by standardizing implementation of the MLPA. Because of the grassroots nature of the Collaborative Network, the collaborative structure allows for many “eyes on the ground.” With each member, more links are created, and “the more we link together, the more we see what you're [doing].” When the MLPA passed, the State did not have the capacity (through funding and staff) to implement or monitor it, so the collaboratives filled in this gap. As such, the MPLA is implemented statewide in a standardized way, while including active and local public participation.

The continued involvement of state and federal agencies in the collaboratives has provided legal guidance for the collaboratives. Because of this guidance, information that is disseminated through the collaboratives is perceived as trustworthy and credible because the State participated in creating the outreach materials.

Benefits to State Agencies

11. The Collaboratives as an Early Warning System

A significant benefit the collaboratives provide to the State is by acting as an early warning system by being “another set of eyes and ears on the ground” for the State. The collaboratives are often the first group of people to spot issues in their MPAs because they spend a significant amount of time around them. One example of this occurred during the 2020 COVID-19 pandemic. Members of various MPAs noticed there were increased incidences of poaching in MPAs. This was brought to the attention of the Collaborative Network, who brought up the issue to the Statewide Leadership team. Without this early warning system, large issues may go unnoticed and unaddressed, complicating the management of the MPAs.

Increased Capacity

When the State of California passed the MLPA, they did not allocate sufficient funding for implementation. The CDFW has limited staff and funding with which to enforce the MLPA

across the entire state, a challenging task on its own without trying to incorporate stakeholder feedback at the same time. The Collaborative Network helps fill in some of the gaps created by the State's lack of funding and capacity by:

- Leveraging funding that is unavailable to the State
- Increasing the human power available to carry out projects
- Reaching communities the State has had difficulty reaching in the past
- Providing education and outreach that enforcement officers cannot

Leveraging Funding and Increasing Human Power

The collaboratives have collectively been able to leverage funding that is unavailable to the State and increase the number of people working on MPAs to fill a gap. The State only has so many people working on any one issue, and in general faces more challenges in trying to gain additional capacity. Money must be appropriated from the legislature for operations and for more personnel. The collaboratives, as nongovernmental organizations, do not face those same constraints and the State is “coming to rely on them [the collaboratives] more and more. They’re starting to realize what a tremendous gaping hole there would be” without the collaboratives and the Collaborative Network. By leveraging external funding, the Collaborative Network and the collaboratives can “do things, on a local level or with a statewide application and that further leverages the efforts of the State and the funding of the State.”

“[The collaboratives provide us with] the capacity that we wouldn’t have otherwise and that’s true with any of our partners because we only have so much capacity and it’s very hard for the state to get additional capacity [funding or positions].”

Increased Capacity for Education and Outreach

One specific area where the capacity added by the collaboratives has been helpful has been in expanding education and outreach. This has happened in two key ways: the collaboratives have been able to reach communities that the state has not, and they have been able to reach more people than enforcement officers alone have been able to reach. Many people visit the California coast each year, and without the collaboratives it would fall to enforcement officers to educate them as well as look out for violations. The collaboratives help enforcement officers by increasing compliance by educating people on the proper rules of engagement with the MPAs. As a result, there is less need for enforcement. Furthermore, because the collaboratives are connected through the Collaborative Network there is “a way to thread everybody together so that there is a consistent approach rather than having 14 different groups going off.” Finally, the collaboratives have been able to educate youth, something that will return dividends in the future as well as now.

“[When you] educate kids... You raise little people who become adults who also appreciate what’s going on.”

12. Implementation of the Marine Life Protection Act through Integrated Management

One of the main benefits to the state of California of these collaboratives and the Collaborative Network comes in the form of helping to implement the Marine Life Protection Act (MLPA). The Collaborative Network acts as an umbrella organization for the collaboratives and helps ensure that there is full implementation of the MLPA. The collaboratives are “on the ground partners” and have had more and more responsibilities given to them over the years. They have become “integral to the way the State is managing MPAs” according to one statewide observer, and over time the Statewide Leadership Team has ensured the local perspective supplied by the collaboratives has been put in front of the people who are making decisions on funding and doing scientific research. This is a two-way street, and the collaboratives are able to secure information on funding and scientific research from the Collaborative Network. In that way, both sets of actors benefit.

The relationships that have been built up between the main actors means that these groups have been able to integrate and try to ensure that all perspectives and goals are being met in relation to management of the MPAs. The State is able to work with collaboratives and the Collaborative Network while also meeting their own goals. This work is facilitated at multiple levels as the key players at all levels (statewide and local) are involved and working together on multiple levels.

Showcasing the Local Perspective

This integrated management means the local perspective can be showcased at all levels. The collaboratives are spread out across the state and are able to focus on their specific area of the state. The State would have to focus on the entire state, and would not have the capacity to do as much locally. One interviewee who works for the State mentioned that this also helps with local buy-in which is critical for the state’s MPA mission. As this interviewee stated, “You need to have local buy-in in order to feel the same way about an MPA. The MPA Collaborative Network is a really critical piece to MPA management.” By focusing on the local and listening to those doing the work on that level, it is easier for the Collaborative Network to identify gaps and advance projects to the statewide level.

“We can only be as effective as the people that we’re serving on the ground... you really need engagement with the local community.”

Participation in the Statewide Leadership Team

An important place where this integrated management is taking place is on the MPA Statewide Leadership Team (MSLT). This team plays an important role in the management of the network of MPAs. No one agency at the state level has independent authority over the MPAs, and this team is the place where these agencies (the California Department of Fish and Wildlife, the Ocean Protection Council, and California State Parks) can work together. Furthermore, the Collaborative Network and RLF have positions on this team. This means the main players, with the Collaborative Network acting in the best interest of the collaboratives, consistently meet and interact. At MSLT meetings, stakeholders’ concerns can be addressed and solutions discussed. Finally, the collaboratives work, which brings in a local perspective, is presented at these meetings to those who can make the decisions, and it has been consistently upheld and funded.

Facilitating Factors

Collaboration of this type is hard to achieve. There are many moving parts, stakeholders, and perspectives that must come together for collaboration to work. This chapter explores the various factors that enable the work done by the California MPA Collaboratives. “Facilitating Factors of the Collaboratives” describes the elements that, in one way or another, have paved the way for the members of the collaborative and their co-chairs to make progress. Without these factors, the many benefits and positive outcomes of the collaboratives would be harder to achieve and the challenges of the collaboratives would be harder to overcome. The factors are presented in order of prevalence in our research. That is, the first section was mentioned the most; the final section was brought up least. This does not indicate that these facilitating factors are not present in more collaboratives, only that they were not mentioned in our interviews.

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Factors Facilitating Progress of the Collaboratives

1. Alignment between MPA Collaborative Work and Day Job

The majority of collaborative members stated that their participation in the collaboratives was facilitated by an overlap between their full-time jobs and the MPA collaboratives' activities. This overlap was frequently a result of:

- Overlap between the missions of the collaboratives and the home organizations of the members
- Allocation of time and funding to members to participate in the collaboratives
- Participation in the collaboratives benefiting both the members' home organizations and the collaboratives, largely through shared access to resources

Overlap of Organizational Missions

Most interviewees indicated that their participation in the collaborative was facilitated by an overlap between the missions of the collaborative and the organization that employs them. This overlap was both explicitly stated (e.g. supervisors directed members to participate in MPA collaboratives by including involvement in the MPA collaboratives as part of their job description) and tacit (e.g. members participated in the MPA collaboratives because an MPA collaborative project aligned with members' job roles). This alignment between the work of the collaborative and a member's full-time job allowed members to justify working on collaborative-related activities and go to collaborative meetings during work hours. Participation was often encouraged, if not directed, by members' supervisors. This signaled a recognition that organizational priorities and missions could be accomplished through involvement in the collaborative. As one interviewee stated, "being part of the collaborative, [for example,] networking with and staying engaged with the other members, is important to us to be able to do our work."

"[the MPA collaborative] really helps us check the box in, 'How are we engaging with our community on the marine protected areas?' It's part of our management plan structure. For me to participate, I'm helping make sure that our priorities are being met."

Members' Organizations Allocated Time and Funding for Members' Participation

As a result of this alignment of organizational missions, many members of the collaborative were allocated specific time and funding by their organizations to participate in the collaborative. This enabled more participation by members than might have been possible otherwise. For example,

California State Parks is one such organization that has required their employees be involved in the MPA collaboratives. Members and co-chairs from State Parks were then able to participate during work hours. As one California State Park collaborative member stated, being able to participate in the MPA collaboratives during work hours allowed them “access to [their] time, energy, and resources [at California State Parks], or [gave] the collaborative access to those things.” This enabled collaborative members to better leverage resources at California State Parks, and also allowed them to connect MPA collaboratives’ activities with existing priorities of California State Parks.

Even when members were not directly given funding from their organization to participate, a couple of members’ supervisors allowed members to attend collaborative meetings during the workday. A few members stated that although their participation was not mandated by their supervisors, they participated because they were working on grants that required involvement in local MPA collaboratives.

Access to MPA Collaboratives’ Shared Resources

Participation in the collaboratives gave members access to the collaboratives’ resources. These resources include mini aquatic Remotely Operated Vehicles (ROVs) and educational videos, trainings, and brochures. This access, in turn, incentivized participation of organizations that did not have the capital to independently acquire or create these resources. Members also helped refine these shared MPA collaborative resources by providing their expertise, thereby increasing resources’ usability and reach.

2. Relationships between MPA Collaborative Member Organizations

Collaboratives were built around pre-existing relationships and trust among organizations, leveraging existing connections to ensure stakeholders were at the table from the beginning. The collaboratives also served as a setting for these organizations to build new connections with each other. These new connections promoted perceived efficacy of the collaboratives and led to a wide range of information and resource sharing.

Pre-existing Relationships Formed a Foundation of Trust and Understanding

Many interviewees indicated that trust among the collaboratives’ core members was based on connections between organizations that existed prior to the formation of the MPA collaboratives. Several interviewees were recruited to the collaboratives because they had represented their organizations in the MPA designation process. Additionally, prior to the formation of the collaboratives, some members’ home organizations worked regularly with one another on projects related to marine issues, like the MPA Watch program. A few interviewees stated that they were recruited to participate in the collaborative by their colleagues on these shared projects. These pre-existing relationships between home organizations enabled the collaboratives to, upon formation, possess a nuanced understanding of local organizations, projects, and context. Collaborative members thus knew who the major local MPA stakeholders were, as well as the roles they each played.

Pre-existing relationships and trust between collaborative members also enabled the participation of Tribal members in a few of the MPA collaboratives. By incorporating an understanding of Tribal history, relationships, cultures and decision-making processes, these collaboratives were

able to work respectfully and successfully with their Tribal members. This understanding of Tribal history, relationships, and processes was gained through trust-building efforts that predated the collaboratives' formations. A member of the Los Angeles Collaborative described the following in regards to recruiting and retaining the Wishtoyo Foundation as a member:

“I'd been working with Wishtoyo for some time on MPA Watch and MPA work. Through that relationship and trust building, we became friends and they taught me about traditions and customs for when you work with tribal groups.”

New Relationships Promoted Perceived Efficacy and Buy-In of the Collaboratives

In addition to these pre-existing relationships, members of the collaborative also indicated that the relationships they built through the MPA collaboratives allowed collaborative members to feel that their work was useful and that their concerns were heard. Specifically, the relationships built between State enforcement agency representatives and non-governmental collaborative members were reported to be mutually beneficial. Involving State representatives in the creation of MPA collaborative projects, such as signage and brochures, benefited these representatives by allowing them to shape the final product to meet their needs. This also benefited the non-governmental collaborative members by giving them direct access to these State agencies, thereby circumventing the bureaucratic red tape typically involved in seeking feedback from State agencies. These built relationships allowed State enforcement agency representatives and non-governmental organizations to feel included and heard in the MPA collaboratives, which in turn, incentivized further participation.

Continued Network Building, Weaving, and Creating

Pre-existing and built relationships in the MPA collaboratives helped facilitate a communicative environment, which promoted information dissemination among the collaboratives and Collaborative Network. This wide information dispersal further incentivized participation in the collaboratives by enabling the implementation of programs and projects that spanned multiple counties. As forums for exchange, the CN and collaboratives increased the reach of information dispersal across local regions and the state. Interviewees attributed resources, like the CN's website, and events, like the annual statewide forum and local meetings of the collaborative, with providing the opportunity to “hear what other organizations were working on and [observe] how they were contributing to maintaining and protecting the MPAs.”

This inspired collaborative members to create multi-collaborative projects and programs, either as part of their work with the MPA collaborative or through their full-time jobs. Collaborative members then shared their projects and products, like signage, MPA videos, trainings, and brochures. A couple of interviewees working on statewide projects stated that without the existence of the CN, they would not have had the capacity or connections to successfully coordinate the outreach for or implementation of their statewide projects. For example, enforcement trainings held by the Collaborative Network have also facilitated new connections. Enforcement officers who attended these trainings now have access to the collaborative's resources and created connections to various stakeholders. With access to the collaboratives,

resources, and newly formed connections to community members and enforcement officers in other agencies, they can leverage these connections in their day-to-day work.

3. Targeted Outreach to Stakeholder Groups

An understanding of local context and perspectives helped the members of most MPA collaboratives successfully utilize a targeted outreach approach. This approach helped engage valued stakeholders in various projects and efforts. Targeted outreach was often facilitated by unrestricted funding not tied to specific deliverables. Specifically, interviewees mentioned using specialized approaches to engage local fishermen and local Indigenous groups. In engaging local fishermen, MPA collaborative members found the most success through informal gatherings, like discussing a project over dinner and drinks, and by conducting outreach at locations where fishermen gather, like harbor shops and docks.

“We target the various projects we're working on to that group. So, for example, in trying to reach boaters in the harbor, we're not going to send out an email. So that's when we create the pamphlet and put it in the harbor shops, so that those people see. We do think about how we're reaching out to the various stakeholder groups as we're coming up with different projects.”

In engaging local Indigenous groups, MPA collaborative members recognized that they needed to exert additional effort to ensure that Tribal members remained engaged and felt heard, honored, and respected. For example, in recognizing that a Tribal member of an MPA collaborative found it difficult to attend the collaboratives' meetings, a member conducted one-on-one outreach with that individual because their participation was highly valued and viewed as a “gift.” An MPA collaborative also found success through sharing ownership of events with local Indigenous groups.

4. Support from the MPA Collaborative Network

Many collaborative members attributed the success of the collaboratives to support from the MPA Collaborative Network. Members specifically identified the CN's events, organizational skills, and staff as critical components of the CN's support. These components:

- Helped facilitate relationships between and within the MPA collaboratives
- Positioned the CN as a central force uniting the collaboratives towards a common goal

Facilitation of Relationships Between and Within the MPA Collaboratives

Many interviewees commented that the Collaborative Network played a pivotal role in organizing and facilitating the relationships between and within the MPA collaboratives. In doing so, the CN served as a conduit for information sharing and facilitated co-learning. Cross-collaborative information sharing frequently occurred at events hosted by the CN, including co-chair retreats and statewide forums. One co-chair noted the co-chair retreat “was super helpful to see everyone face to face and carry those conversations up and down the coast. What we're doing is so similar and it's good to hear all these challenges and stories that everyone has.” These events served to connect members from across the state so they could learn from one another.

In facilitating relationships within the MPA collaboratives, the CN expanded the administrative capacity of the collaboratives by helping organize and facilitate meetings. As attendees of each meeting, and at times facilitators, the CN has lightened the burden on co-chairs and made MPA

collaborative members feel heard. The CN also helped conduct broader outreach for the MPA collaboratives through the CN's Instagram, through which they shared specific collaboratives' events.

"I actually even see the executive director [of the Collaborative Network] trying to motivate people like, 'Come on, don't be quiet. You know, speak up. This is your time.' And she writes things down and she has [someone] typing away all the answers and ideas and everything. I was like, 'wow, they really want to see change and that's great.'"

The Collaborative Network as a Force Uniting the Collaboratives Towards a Common Goal

Many collaborative members viewed the Collaborative Network as a force that united members from disparate organizations towards a common goal. Critically, the CN serves as a liaison between the collaboratives and the MPA Statewide Leadership Team. The CN's presence on the MPA Statewide Leadership team ensured collaborative members felt heard by State agencies and were well-informed on and well-positioned within the State's MPA management decisions.

"We all get pulled in different directions, but the sole focus of the MPA Collaborative Network is to keep us there and keep us moving with that little bit of a push in the organizational structure, which helps keep the momentum."

Leadership of the Collaborative Network

When discussing the crucial support provided by the CN, interviewees also specifically identified the MPA Collaborative Network's Executive Director, Calla Allison, as a critical leader. Calla was described as a "well-spoken," "organized," "fun and down-to-earth," and "supportive" champion and a lynchpin for the entire MPA Collaborative Network initiative. Many who brought up this point believe that without Calla, the CN and the collaboratives would not exist. These qualities have helped facilitate the work done by all members of the collaboratives.

"We would not be here today were it not for the hard work of Calla Allison, and the excellent partners that support her at the State and at different foundations, especially RLF."

State officials also noted Calla's leadership as a facilitating factor. One State-level interviewee noted that Calla makes it easy for the collaboratives to participate by keeping them looped in, and also works to keep people connected throughout the process. This interviewee stated, "She knew who was hesitating at the table, and she would meet with you and pull you in. If she saw that I was getting too busy, she would say "hey, let's meet for lunch" and make it personal again."

5. Mobilization of Collaborative Resources

The MPA collaboratives individually and collectively mobilized resources that enabled action. A variety of avenues facilitated the functioning of the collaboratives, such as:

- Pooling resources between collaboratives

- Obtaining external funding to supplement funding from the CN
- Utilizing community contractors to expand project capacity

Pooling Resources with Neighboring Collaboratives

A few collaboratives benefited from sharing resources (including funding, ideas, materials, and human power) with neighboring collaboratives and other collaboratives within the region. For example, Del Norte and Humboldt, both fairly small and remote collaboratives, shared funding and other resources to complete one larger project, instead of multiple smaller ones.

Collaboratives have applied for and executed grants with neighboring collaboratives, often for projects that they would not have otherwise been able to pursue. Collaboratives also frequently shared resources, which helped them produce comprehensive, informed, and timely products and projects.

“[we] share whatever we had, so I just gave [a neighboring collaborative member] a whole stack of [research, activities, and handouts] and said pick and choose what you want to include.”

Seeking External Funding to Supplement Funds from the Collaborative Network

A few members of the collaboratives cited supplemental funding, or funding obtained from organizations outside of the Collaborative Network, as a necessity for their collaborative work. A lack of funding was cited by most collaboratives as a significant limiting factor. Though the collaboratives varied in the amount, scale, and type of supplemental funding they obtained, any amount helped collaboratives overcome this often-mentioned challenge. This funding has been used for a variety of purposes, including but not limited to:

- Compensating collaborative members for their participation
- Developing and completing projects
- Collaborative strategic planning
- Outreach to various stakeholder groups

Utilizing Local Contractors to Expand Capacity

A few collaboratives hired contractors for projects and strategic planning. These contractors expanded the capacity of the collaboratives by providing expertise, knowledge, and time. Contractor involvement alleviated the need for volunteer members and co-chairs to complete projects on their own time. Many of the contractors were locally based, which made them well-poised to contribute to projects that were relevant to local contexts. Because of limitations on collaboratives' capacity, as well as competing deadlines and objectives, mobilizing contractors was a powerful tool that facilitated progress. Contracted activities ranged from:

- Lesson planning for the teacher toolkits
- Visioning, filming, and production of the MPA video series
- Collaborative capacity-building workshops

6. Co-Chair Enthusiasm, Leadership, Facilitation, and Fundraising Skills

Across the state, co-chair positions were occupied by a diverse set of people with different professions, experiences, and tenures. Whatever path they took to occupy the role, their energy, experience, and actions have shaped the trajectory and momentum of each collaborative.

Enthusiasm and Engagement

A number of interviewees of the collaborative indicated that the co-chairs' enthusiasm and engagement helped increase and sustain the overall momentum of the collaboratives. Their infectious energy contributed to an enthusiastic collaborative. Ultimately, having leaders with a passion for the ocean who were also able to bring people together created an encouraging and engaging environment for collaboration. One interviewee stated, "with something like this, if you have a leader who is committed and actively participates, it really helps encourage the members."

Project Management Experience

Some collaboratives benefited from co-chairs with project management experience. This expertise enabled them to plan, delegate tasks, facilitate, and communicate. Their skills facilitated organized and efficient collaborative interactions, which made all the difference in a setting where participants had limited time and capacity. These project management skills manifested in a variety of ways, including but not limited to:

- Facilitating productive working meetings to work on projects
- Strategically assigning point-individuals and organizations for projects that matched personal and professional missions
- Ensuring projects and deliverable deadlines were met

"Because people don't have a lot of time to devote [to the Collaborative]...having things run smoothly is very helpful."

Experience with Collaboration and Facilitation

A few collaboratives benefited from co-chairs with prior collaboration and facilitation experience. Every collaborative encompasses a diversity of perspectives, experiences, and lifestyles, so ensuring that all voices feel heard and respected was crucial to long-term success. Many co-chairs understood that unless all perspectives were at the table, "the table is kind of useless, it's meaningless." Collaborative unity, good-will, and progress have been facilitated by the presence of leaders who ensured that as many voices as possible were heard in the decision-making processes, and who looked to find common ground among collaborative members. For example, in the Humboldt County MPA Collaborative, one of the earliest co-chairs was praised for their skills in "creating collaborative relationships, pulling collaborative groups together, and know[ing] how to facilitate meetings."

Fundraising Ability, Skills, & Relationships

Additionally, several collaboratives benefited from co-chairs with fundraising ability, skills, and relationships. Each of the collaboratives was at a different stage of their fundraising and grant journey, and the types of funding pursued and secured varied by co-chair. Some were confident in their ability to seek out and secure new funding, while others had relationships with funders that

guaranteed consistent funding year after year. Whatever their methods, co-chairs with fundraising expertise facilitated sustained collaborative activity.

Co-chair On-boarding Procedures

Several interviewees indicated that formal co-chair on-boarding procedures facilitated smooth leadership transitions. The CN does not define co-chair roles, so each collaborative has been responsible for determining and articulating the role of their co-chairs. The on-boarding process, whether formal or casual, helped clarify the role, demands, and context necessary to take over leadership of the collaborative. For example, one Collaborative's leadership team consisted of current co-chairs, a previous co-chair, and their subcommittee chairs. This structure ensured that knowledge was not lost with the turnover of co-chairs. Co-chairs from other collaboratives have opted for an informal transition lunch. Having a process for on-boarding facilitated smoother transitions through the years.

7. Highly Motivated Members

A diverse set of members was present in each collaborative. Although members' livelihoods, culture, and motivations may differ, a dedication to and love for their marine environments was shared among everyone. For many of these members, this dedication to and love for the ocean was bolstered by living on the coast.

Passion, Values, and Commitment of the Collaboratives' Members

Several of our interviewees cited members' motivation, passion, interests, and/or values as a predominant reason for collaborative success. The collaboratives provided a forum for these passionate individuals to influence marine management. Participant motivation varied by individual and stakeholder group, and over space and time. Whatever their motivation, their collective passion sustained the collaboratives. Broadly speaking, participant motivations included:

- Advocating for their respective lifestyles and livelihoods
- Safeguarding access to waters
- Fulfilling traditional responsibilities for past, present, and future generations
- Securing a voice in marine management and conservation
- Building relationships with like-minded individuals
- Sharing their love for the ocean with others through education and outreach

“Anything that protects the marine ecosystem and the coastal area around [there] is who I am. That’s what I do. That’s what I’ve always done. And it’s where my focus is.”

Proximity to Ocean and the MPAs

A few members of the collaboratives commented that their proximity to the ocean and MPAs facilitated their participation. Living on or near the water meant that members saw and were attuned to any changes in the MPAs, such as poaching. This firsthand awareness of what was happening in the MPAs enabled and empowered members to advocate for the MPAs. As stated by several collaborative members, “you can’t protect what you don’t love.”

Multiple Tribal participants shared how their proximity to the Pacific over thousands of years is foundational to their culture, communities, livelihoods, and businesses. These members stated that interconnections with and responsibilities to the land and water, formed in part through long-standing proximity, are fundamental to their existence, and thus both motivates and necessitates participation in the collaboratives. For most members, a closeness to the water also means a nearness to collaborative meetings, which minimized overall travel and time commitment. In conclusion, members' proximity to the water facilitated and, at times, demanded participation because they were:

- Increasingly exposed to and attuned to the marine environment and any changes
- More reliant on and intertwined with marine ecosystems
- More able to travel to their local collaborative meetings

"I live on the coast. I'm here, I see it happening. I see the violations. I see the problems that are going on, so rather than sit back, I'd like to be involved."

8. Attuned to Local Context and Culture

Since their formation, each collaborative has cultivated a unique character and atmosphere, influenced by their location, priorities, membership, and leadership. Members who continued to participate in the collaboratives did so because they meshed well with the collaborative's culture and atmosphere.

Members mentioned that they appreciated that the collaboratives were:

- Non-authoritative
- Collaborative
- Welcoming
- Focused and respectful
- Energetic
- Vibrant
- Neutral
- Fun
- Understanding

Among these positive features, many members stated that the most essential was the willingness and ability of members to listen to, respect, and collaborate regardless of one another's stance. Members knew that everyone else at the table also had a vested interest in protecting the ocean, which made disagreements on how to best carry out that protection less contentious. Uniquely, regardless of power or position differences between, for example, State agencies and community members, many individuals felt like they were listened to, respected, and that their feedback was being incorporated. Many members stated that they felt the collaboratives' meetings were by and for the attendees, and not catered to any one group or individual. Each of these positive aspects of the collaboratives was often initiated by co-chairs and sustained over time through individual and collective action of members. It was this atmosphere that enabled the group's collective ability and willingness to meet, engage, and work with one another time after time.

"The leadership is very collegial and very respectful of all points of view. I believe [the co-chair] values my judgment and my point of view, even though there are a

lot of areas where we don't share the same point of view. And I feel that when I disagree with a topic being discussed at the collaborative meeting, my input is duly noted. Sometimes I sway opinions, sometimes I don't, but I feel that I get an honest audience."

9. Open and Direct Communication

The channels of communication that exist between the collaboratives and the State and the State and the Collaborative Network have helped facilitate both the work of the collaboratives and the work of the State. This communication takes two forms. The more common form of communication is co-chairs contacting an Ocean Protection Council (OPC) employee. The other form is contacting enforcement wardens directly through means like FaceTime to inform them of compliance issues that are occurring in real time. Contact with OPC ensures the co-chairs are in contact with the right people regarding funding and policy. By having this direct communication channel open, the co-chairs know that the person they are contacting will not only respond, but act. Contact with the wardens fills a similar purpose. Overall, these channels build trust in the structure of the collaboratives and their ability to get things done. This keeps people invested in participation, and trusting that it will continue to work in the future.

"It's very effective in that the communication is open, whereas in some other networks or protected areas, a singular person might not even know who to email. And so the fact that the co-chairs in all of the coastal counties know exactly who it is that they can contact, and do contact [that person] is critical"

10. Having Flexibility to Overcome State-level Procedural Constraints

One major benefit of the collaboratives to the State is the fact that the collaboratives can act in ways the State cannot and they can reach communities the State cannot. One major reason the collaboratives have inroads into important stakeholder groups, such as the fishing community, is their lack of regulatory authority. In addition, the collaboratives are able to fill in these gaps because they are able to:

- Leverage funding from private sources
- Accept contracts the state cannot, which leads to more creativity
- Reach communities the State cannot due to their lack of regulatory authority and their investment in the local level

"They hear things that we aren't necessarily going to hear directly. Nobody likes to be regulated, so it's one of those things where they'd rather talk to somebody else rather than us."

Leveraging Outside Funding

The Resources Legacy Fund and other organizations that have served as sources of funding for the collaboratives enabled many of the general activities. While the State was mandated with managing the MPAs, they were not provided with a lot of funding. Though the State does provide some funding to the collaboratives in the form of grants, the collaboratives often do have to look for outside funding. In the words of one interviewee, "we at the state couldn't have done anything

with the MPA without that extra private partnership and support. We just didn't have the funding, we didn't have the capacity, the legislature didn't give us enough to be able to do what we needed to do." When the collaboratives do find, and receive, the outside funding they are able to act in novel ways.

Ability to Act Creatively

The collaboratives' ability to be creative is one that State officials credit for facilitating a lot of the collaboratives' work. The State is limited by the type of contracts they can take, whereas the collaboratives are not. Furthermore, the collaboratives do not have to operate within the same confines that the State does, such as the very specific management goals the State must meet, or the specific standard operating procedures that the State agencies must adhere to. The collaboratives, while they do receive funding from the State, are also able to leverage outside funding sources. These factors mean that "the collaborative is always coming up with new ideas on how to do outreach and education and research and monitoring to participate in those four priority areas of the MPA management program." For example, the members of one collaborative were able to help fishermen recognize MPA boundaries by creating signs that could be placed somewhere on shore, but viewed from the ocean, delineating the MPA boundaries.

Able to Expand Education and Outreach

One of the reasons the State has struggled with education and outreach is their inability to conduct consistent education and outreach efforts on a local level. The State does not have the funding, the personnel, or the time to go to every MPA and hold local events. Since the collaboratives are mainly focused on their county, or at most their region, they can reach out to more communities and reach out in various ways. One interviewee commented on the fact that "they've [the collaboratives] certainly made a huge difference in public outreach and education. That's definitely true when it comes to reaching out to school aged kids and reaching out to teacher curriculums." This access to new spaces has expanded community awareness of the MPAs and has helped increase local buy-in to the MPAs, further facilitating the collaboratives' work.

Challenges

This scale of collaboration comes with many dynamic and interconnected challenges, which can hinder the ability of the collaboratives to achieve beneficial outcomes. The first section of this chapter identifies the challenges that complicate the collaboratives' work. The second section discusses the challenges that accompany working with the State agencies involved in the collaboratives' work. The challenges are listed in descending order of prevalence, based on mentions during the interviews conducted during our research. That is, the first challenge was mentioned in relation to the most collaboratives, while the final challenge was mentioned in fewer. This does not mean that these challenges are not present in more collaboratives, only that they were not mentioned during our research process.

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Challenges of the Collaboratives

1. Limited Capacity and Motivation for Members to Participate Beyond Paid Job

The most common challenge cited by interviewees was their limited capacity and motivation to volunteer in the collaboratives in addition to their full-time job. As volunteers, many members have a finite amount of time to devote to the collaboratives. This has created a point of tension between what people hope to gain from their participation and what they expect from one another.

As mentioned in a previous chapter, many members' participation is enabled by alignment between their full-time job and collaboratives' projects. On the other hand, when this alignment is absent, members found it was difficult to attend meetings, much less participate in collaboratives' projects.

Lack of Consensus on Expectations from Participation in Collaborative

Each collaborative's co-chairs and members are free to participate however they like. Although some enjoy this autonomy, some people indicated that this freeform structure has created confusion and, at times, frustration. A couple co-chairs have asked for support from the Collaborative Network in designing the framework under which they should operate. This would include parameters such as how much time collaborative members and co-chairs should be expected to contribute. They believe this structure would help them be more effective. However, they need assistance to create this structure because it requires capacity that they do not have. One member stated,

"I came into this collaborative and I was like - I don't even understand what the purpose is of what we're doing. And it's gotten so much better over the years, but I've still been stuck on, what are we actually doing?"

To address this challenge, one collaborative instituted a Memorandum of Agreement (MOA) with participation requirements for signing members. Signing members were required to attend 75% of collaborative meetings as well as their respective subcommittee meetings. Members were also required to participate in 75% of the projects their subcommittee pursued. While the MOA seemed to play a part in building a robust collaborative with continuous momentum, it also made the recruitment of new members more difficult. For an organization to become a new member, the organization's legal team needed to review the MOA, agree to the terms, and sign it. This review process sometimes resulted in requests for changes which, if implemented, caused all other signatories to review the changes and sign again. The onboarding process required a lot of time and energy from an organization that likely did not yet understand the benefits of participating. At times potential members were discouraged by the involved process and lost interest before their membership was finalized. Similarly, when members' capacity temporarily waned and they were no longer able to meet their participation requirements, they could lose their credentials as a signing member and be forced to start the signing process all over again. The collaborative has since moved away from such a formalized legal agreement to lessen the barriers to gaining and maintaining membership.

Lack of Job Alignment and Overlap Reduces Capacity to Participate Beyond Paid Job

Nearly two thirds of the collaboratives reported inconsistent and inadequate participation as a hinderance to growing the collaboratives' impact. To complete projects, the collaboratives need human power that goes beyond members attending meetings and voicing opinions. Co-chairs have stated that when they are not confident that they will have support from other members to meet the deliverables of a grant funded project, they are hesitant to even apply for the funding. The extent of members' participation seems to depend upon the extent of the overlap between collaborative projects and members' primary jobs, expertise, and interests. As with many volunteer-dependent organizations, participation in the collaborative wavers with the outside workload of members.

Member Organization Leadership Often do not Prioritize Participation in Collaborative

Fluctuating support from the leadership of members' home organizations also contributes to varying participation. By mandating or encouraging participation in the collaboratives, members' organizations dedicate their employees' time as a resource to the collaborative. As leadership changes, so does an organization's understanding of the value of the collaborative and their prioritization of the member's participation within their job responsibilities. This organizational shift has been identified as a cause for the reduced participation of co-chairs and representatives from crucial member organizations, such as local enforcement agencies.

2. *Lack of Capacity for Recruitment and Outreach*

Several interviewees suggested that although they perceived that conducting outreach for new members was important, they felt limited in their capacity to do so. Some collaborative members from the fishing community and Tribal community indicated that they participated despite some feelings of ostracization by other stakeholders due to events that occurred during the designation process. Motivating more members from these underrepresented stakeholder groups to participate in the collaboratives requires more effort and resources than the already stretched co-chairs and collaboratives may have. Co-chairs recognize that one way to increase the participation of underrepresented stakeholders is to compensate them for their time or travel. However, restrictions on available grants do not allow collaboratives to directly fund the ongoing participation of any member organization, let alone the ongoing participation of any individual volunteers from these underrepresented stakeholder groups.

Inability to Recruit Members from the Fishing Community

Members from nearly all the collaboratives acknowledged a desire and need for more representation from the fishing community. The fishing community's absence is attributed to the strained relationship between fishermen and the MPAs as a result of the MPA designation process. Many members of the fishing community believe they were the only stakeholder group that lost something in the MPA designation process. They perceive that the take restrictions in MPAs impacted their businesses, their recreation, and for some, their access to food. These historical tensions resulting from the designation process were cited by collaborative leadership and active fishing members as a barrier to recruiting members of the fishing community.

The frustration and subsequent tension due to the MPA designation process is still very much alive today. When a member from the fishing community who is participating in the collaboratives was asked about recruiting other fishermen, they noted that their perspective is often in the minority and defending it can be exhausting. While some are motivated to participate to ensure that more areas are not taken from them, they find it hard to motivate other fishermen to do the same. One fisherman expressed:

“Now by the nature of the beast, when they say ‘We’re going to have a collaborative about MPAs,’ all of those pro MPA organizations go, ‘Great! We’ll have one of our staff people attend.’ And then they go and try to find the somewhat rare individual - like myself - who will actually represent the opposing constituency, knowing full well that [I’m] going to be sitting there with a table full of people [that I’m] in complete disagreement with.”

Beyond the challenge of motivating the fishing community to participate, meeting times also present a problem. Most collaboratives host their meetings during the day, which is when fishermen would normally be out on the water. For commercial and sport fishing tour operators to participate in collaborative meetings during the day, they must forego a day’s pay, which further discourages their involvement.

“Reaching out to the fishing community has been a little tricky. And we do have a few folks on our list, but we haven’t had regular participation. I think it’s potentially partly political because of MPA issues, but mostly it’s but they’re fishing when we meet, I think that’s the main issue.”

Without the fishing community's perspective, the collaboratives lose a source of feedback on the health of the ecosystems in and around the MPAs. In addition, the State and the collaboratives are missing out on the opportunity to develop buy-in from the fishing community. Achieving buy-in from the community that historically harvested from the MPAs should encourage moderated use of those marine resources and stewardship, whereas their lack of buy-in can result in noncompliance and increases the burden of enforcement officials.

Inability to Recruit Members from the Tribal Communities

Similarly, members from all of the collaboratives voiced the desire to increase Tribal representation. However, like the fishing community, there is a perception of distrust and resentment from the MPA designation process that hinders the recruitment of some of the Tribes. Regardless of Tribal affiliation or not, most members of the collaborative acknowledge the barriers for their involvement with a lack of trust due to disconnection and miscommunication. One member stated, “Historically, Tribes have reason to mistrust governing bodies,” and described how “the MPA [Collaborative] Network is like a pseudo governing body.”

While current leadership recognizes that the traditional knowledge of the tribes is valuable in MPA management, this was not always the case. During the designation process some Tribes were prevented from submitting their science and documentation to the panel with the rationalization that it was not the best available science. The designation process reinforced a long history of distrust of governing bodies caused by the exclusion and discrediting of Tribal communities. As one member stated,

“It's just very difficult to get the Tribes involved in this process and trying to do the science when they couldn't even submit any documents during the whole initiative process. They came there, they tried to submit stuff, and they weren't heard. The impact of that makes it very difficult to try to get Tribes to participate.”

Lack of funding also inhibits the participation of Tribal communities. Several collaboratives reported Tribal representatives requesting funding to participate in various collaborative activities, like reimbursing travel to meetings and compensating for knowledge sharing. Due to a history of disenfranchisement, Tribal representatives interviewed mentioned that their communities lacked institutional funding and therefore did not have the capacity to fund a representative's participation in a collaborative. This means many Tribal representatives must take an unpaid absence from their full-time jobs to participate in collaborative meetings. One Tribal member noted that in their opinion, the Tribal communities' absence in the collaboratives was not an indication of disinterest in MPA management, but rather a symptom of a disenfranchised community. One collaborative successfully incorporated funding for Tribal participation in a grant, though this was a onetime grant.

“Through [our organization], we can get paid to participate in the Collaborative. But we are also usually the only Native people that are showing up. And there are so many other Tribes and [Tribal] organizations that are doing marine work. They're not at those meetings because they're working during the day and they can't afford to do a lot of work that they are not compensated for, because they already are [doing uncompensated work].”

Without the participation of Tribal communities, the collaboratives miss the opportunity to incorporate Traditional Ecological Knowledge (TEK) and a traditional cultural lens into their projects. Similarly, the State loses a relationship and trust-building opportunity that could lead to increased TEK sharing for incorporating into MPA management. We expand on these challenges and issues specifically in reference to Tribal relations in our Indigenous Context Chapter.

Limited Capacity to Engage Other Underrepresented Stakeholders

In addition to the need to recruit members from the fishing and Tribal communities, members from multiple collaboratives identified the need to engage people from other underrepresented groups, including inland communities and non-English speakers. Across the state, MPAs are visited by people with a wide range of backgrounds. For example, in the south coast region, where non-English speakers make up a large portion of the population, Catalina Island receives as many as 1 million yearly visitors, among whom roughly 80% speak Spanish. However, all the signage created by the MPA collaborative has been in English.

This challenge in accommodating the diversity of MPA visitors, many of whom are visiting for the first time, is in part due to collaborative members' limited understanding of and connection with these visitors. Collaborative members have translated outreach materials, such as MPA brochures, to educate non-English speakers about acceptable and unacceptable behavior within MPAs. However, members have expressed that identifying which languages to translate materials into is often a difficult process, especially when they have limited funds to devote to translation and printing. A lack of translated MPA outreach materials may lead to a disproportionate number of tickets written to non-English speakers if they are unaware of the rules and regulations.

"I think my biggest thing is just making it so that the people who already know [about MPAs] are not our target group. I think that is one thing the collaboratives and other places are doing, and are reaching out to those who do not know [about MPAs]."

When funding is available to translate and print translated MPA outreach materials, collaborative members then face the challenge of dissemination. Collaboratives who translate materials must locate points of distribution to reach intended audiences. Some of these points of distribution have included popular tourist destinations, visitor centers, airports, or local businesses. For many members, their goal with these outreach materials is to extend MPA education beyond coastal communities since many who live in these inland communities have a more limited relationship or understanding of the ocean and MPAs.

"I just think [these education and outreach efforts] need to radiate past the coast because we're all here, we know the area, and we work on it for our day jobs. Go spend your time with folks who don't see this every day and talk about this every day."

Given the statewide nature of this challenge, members of a few collaboratives suggested greater cross-collaborative dialogue to identify best practices for engaging inland community members and non-English speakers. Opportunities do already exist for collaborative members to communicate and network with one another, such as at the annual forums hosted by the CN. As such, it may be that one of these annual forums should be dedicated to exploring how best to engage these underrepresented communities. Another member's suggestion for engagement was to start at the local watershed level for MPA and marine education. This could entail traveling to inland communities or developing context-specific, multilingual citizen science projects to enable more people to form a better understanding of and responsible relationship with MPAs. Implementing these suggestions, however, would require time and resources that members already expressed they felt they lacked.

"You can make a direct, physical, and academic connection to the communities that may not get the privilege of being near the water every day."

3. Competing Priorities and Missions

Although one strength of the collaboratives is members' diversity of perspectives and backgrounds, it is important to note that this diversity can give rise to competing priorities and missions among members as well. This creates challenges for the collaboratives in two ways. First, members who participate as a part of their job must keep the priorities of their home organization in mind as they participate. If the organization's priorities change, the members participation levels may change. The second challenge occurs when there are organizations that do not participate in the collaboratives, or are on the periphery of the collaborative, but have similar missions to the collaboratives. These organizations are often competing for the same funding as the collaboratives and may complete work the collaboratives could have done.

Competing Priorities for Members

Members of the collaboratives often represent an organization with its own priorities. Though there can be alignment between the priorities of the collaborative and those of the organization, organizational priorities can change over time and job requirements can necessitate scaling back

on participation. As one interviewee described, “it’s hard to get a lot of the organizations to agree on a project and put resources to it.” If a member or their parent organization does not see any benefit from their participation due to differences in or competing priorities, they may choose to stop participating.

Members from multiple collaboratives mentioned that because their job's focus area spanned numerous counties, they attended meetings for multiple collaboratives. They expressed that with other competing job responsibilities, sometimes just attending the meetings and giving input that day was the only level of participation that they could handle. Members who attended multiple meetings often had to prioritize which collaboratives they wanted to focus on depending on leadership and logistics within each collaborative. Furthermore, some members, particularly those who are in enforcement, cannot always prioritize attendance at collaborative meetings. Because there are very few CDFW wardens to cover the entire coast, attendance at meetings draws them away from important fieldwork.

In addition, collaboratives often operate in domains in which other organizations have similar focus areas and priorities. This has been a strength in that many members are coming to the collaboratives to represent these organizations, and many of these organizations present opportunities for greater collaboration. However, an oversaturation of these organizations, especially those that also are heavily dependent on volunteers like the collaboratives, can leave members feeling stretched thin and questioning the value of participating in the collaborative. For example, MPA Watch, a statewide network of community science programs, shares many of their members with the collaboratives. While those who participate in both MPA Watch and the collaboratives likely understand the limits of these two organizations’ overlap, it may not be so clear to outsiders. Belonging to two similar volunteer-dependent organizations may also force members to choose how they will balance their time by asking themselves and others, “What is the collaborative doing above and beyond existing organizations?”

Some members also mentioned that the collaboratives’ priorities did not always align with their own in various ways. For example, in Mendocino, interviewees stated that fishermen in the area are reluctant to participate because their voices may be lost among the numerous conservation-focused voices at meetings. In San Mateo, an emphasis on one particular MPA alienated those who were not directly involved with that MPA. As one interviewee stated, “we really focus on one place, not a wide range of MPAs. Sometimes we end up talking about the management of one MPA that is actually a County park. So there might be things that are County park or staff specific that don’t have a lot to do with the MPA Collaborative Network.”

Competing Priorities of External Organizations

There are also other organizations that fill a similar niche as the collaboratives. These organizations are trying to complete the same type of work as the collaboratives and are often competing for the same funding sources. One such organization is the California Marine Sanctuary Foundation (CMSF), which is contracted by the Ocean Protection Council to create MPA education and outreach material.

The presence of this organization, and the fact that they are funded by the State to create similar outreach materials, has led to tension between CMSF and the CN. Although someone from CMSF attends collaborative meetings, they do not participate in the collaboratives’ projects. Rather, they ask for collaborative members’ feedback on projects that CMSF is working. CMSF’s

involvement in the collaboratives varies across the state and is based on the capacity of the collaboratives. One interviewee stated that working with CMSF “requires a lot of back and forth,” which may not be feasible for or welcomed by all co-chairs. Some co-chairs appreciate CMSF’s help in creating standardized MPA outreach materials, while others believe the collaboratives should be receiving the State’s funding instead, and consequently do not accept CMSF’s help. One interviewee believes the collaboratives should be getting the State’s funding because the collaboratives are a “unique user group of interested parties who are the local [professionals].” Furthermore, the collaboratives were tasked, by the State, to carry out the work the State is funding CMSF to do. This tension creates a “competitive” atmosphere, which can make working towards the same goal of broader MPA understanding and awareness difficult.

4. Lack of Clarity and Awareness

Members from most of the collaboratives stated that there was a lack of awareness and understanding of MPAs, MPA management, and of the collaboratives themselves. This manifested in two ways:

- Members struggle with understanding the greater purpose of the collaborative and of their continued participation
- The public is unaware of the MPAs and collaboratives, and therefore lacks the context to gain more information about MPAs and the collaboratives

Benefits of Collaboratives Not Demonstrated to (or Accepted by) All Stakeholders

Several interviewees expressed confusion about collaboratives’ roles within their regions. Members feel this lack of clarity hinders their ability to recruit new members. They feel they cannot define what is expected of members, what their participation will contribute to, or how new members would benefit from participating. For example, members from one collaborative noted that representatives from the academic community were notably absent in the collaborative, despite there being several universities and colleges within the area. One interviewee attributed this to the collaborative’s primary focus on education and outreach, which would not appeal to or benefit researchers in academe. Similarly, a few Tribal representatives expressed concern that collaboratives’ benefits did not extend to their own needs. Interviewees from the fishing community expressed a slightly different concern: they noted that their disbelief in MPAs’ efficacy tempered any benefits of participation in the collaboratives. As one member of the fishing community stated,

It's unlikely that MPAs are really going to be hugely beneficial for fishing. [They're] not going to bring back fish stocks, mostly because the fish stocks up here are not depleted, and the ones that are, are [species] with ranges [where] our MPAs are not going to do much."

General Public Lacks Awareness of MPAs and the Collaboratives

Some collaborative members reported that the public lacks awareness of the MPAs, and hence people lack the context to seek out educational materials like signs posted on the beach, brochures in local shops, or the collaboratives’ websites. This highlights a gap in the education and outreach of the collaboratives. Information for the general public about what MPAs are and

where they are located, how the public's actions impact MPAs, and how to enjoy MPAs safely has not always been allocated enough focus and attention by the collaboratives. Not only is this a missed opportunity to create potential MPA community ambassadors, but this also increases the risk that people are unknowingly violating MPA regulations. Reasons for this lack of awareness were attributed to:

- MPAs being overshadowed by other marine areas with special protection like reserves and sanctuaries
- Mixed messages due to additional local signage at MPA entrances
- Difficulty reaching non-local visitors with education and outreach

Beyond the MPAs, some collaboratives found the same lack of awareness about the collaboratives themselves. As stated by one member, "It's not like we're reaching out to everybody. We don't have a format to do that. We've talked about prioritizing our outreach for those who do not know the regulations, and [may] not be familiar with the protected areas because they don't live near them or hear about them all the time." Members worry that the low visibility of their collaborative could result in valuable stakeholders, that would otherwise support the collaborative's mission, not knowing about their presence and the opportunity to participate.

5. Geographic Barriers of Participating

In such a large state as California, geography limits participation in three ways. First, some members have to travel great distances to attend meetings. Although the COVID-19 pandemic necessitated a shift to virtual meetings, these virtual meetings were not without their own accessibility challenges. Secondly, collaboratives are divided along county lines, and when these boundaries do not match the geographies of use, gaps in outreach result. Finally, in the North coast especially, the remoteness of the MPAs decreased members' motivation to participate in an education and outreach-oriented organization like the collaboratives.

Distance and Time Needed to Attend In-Person Meetings

Several interviewees mentioned that geographical barriers have limited their participation in meetings. For many North Coast residents, a travel time of an hour or more by car is normal. However, residents in the more populated areas of the state may not be as willing to travel. When deciding to attend a meeting, members must consider how long it will take them to drive to the meeting location, as well as the traffic and road tolls on the way. When meetings are held during the workday, members must also consider whether they can take time from work to make the trip. As such, the time investment to attend meetings extends beyond the time simply spent at meetings, and shows how difficult it can be to consistently participate in meetings. To address this concern, Mendocino co-chairs alternated hosting meetings on opposite sides of the county to reach different groups of members and reduce drive time for current and potential members interested in joining. As one Mendocino collaborative member stated, "I think the big bulk of our issues with organization are just the spatial distance between the different groups."

When the COVID-19 pandemic caused all in-person meetings to move online, the issues related to travel time were replaced instead by issues of internet access and connectivity. These technological issues were especially present in smaller collaboratives. Although members no longer needed to travel across the county and spend travel time away from work, many also expressed that virtual meetings caused them to miss the connections typically forged among

people through small conversations. It is yet unclear how co-chairs will balance the challenges posed by each of the meeting formats.

Boundaries of Use do not Match the Boundaries of Collaboratives

Members also observed that lack of overlap between boundaries of ocean use and boundaries of the collaboratives constrains participation and limits the effectiveness of outreach. Although geographic boundaries of Tribal lands extend beyond collaboratives' county bounds, the capacity of Tribal representatives to participate is finite. As one member of the Golden Gate MPA Collaborative stated, "Our Tribal representation goes to one collaborative meeting in the North and Central coast because the Federated tribes are part of two different counties within the collaborative. They're not going to go to both collaborative meetings, and we shouldn't ask them to go to both."

Like Tribal participants, the fishing community faces a similar dilemma. For example, in the Central coast, fishermen typically enter the ocean at Bodega Bay in Sonoma, but interact with Marin's MPAs. While these fishermen may have a reason to be part of both Sonoma County MPA Collaborative and the Golden Gate MPA Collaborative, they likely do not have the capacity to do so. Additionally, collaborative members expressed that conducting outreach to these fishermen is a challenge that requires cross-collaborative cooperation.

Some of the lack of clarity about collaborative boundaries can be attributed to the MPA designation process. During this time, the coast was split into four regions, rather than the three regions used by the CN. This may also explain why some members must choose or alternate which collaborative to participate in.

Geographic Remoteness of MPAs Decreases Motivation for Participation

The geographic location of the MPAs themselves have also had an impact on participation. The dispersed and offshore locations of some MPAs negatively affect collaborative participation, particularly in the North coast. As one member shared, Humboldt only has "one really accessible MPA. People have to have a boat to go out to our [marine protected] areas." This inaccessibility amounts to a perceived lack of relevancy to the public and subsequently reduced funding and visibility. Because the public is less likely to interact with MPAs, it is difficult to persuade them to care about them. As one interviewee stated, "The fact that it's not in their backyard is [maybe] why they [the public] don't care."

6. Organizational Management Challenges

Collaborative co-chairs and members frequently mentioned challenges regarding what was needed to keep the collaborative functioning. Although these organizational challenges varied among the collaboratives, the consequence was often that co-chairs would shoulder most of the work in completing projects and maintaining the collaborative since many co-chairs feel like they are responsible for the collaboratives. This, as one interviewee stated, "does have a tendency to burn out co-chairs."

Limited Available Expertise within Collaborative

When collaboratives sought to expand their capacity to complete projects, they utilized external contractors. However, outsourcing work beyond collaborative members can be a challenge due to the time, capacity, and funding it takes to find and onboard these outside entities. For example,

when the San Luis Obispo and Monterey MPA Collaboratives created their coloring book project, members needed to hire an external illustrator and printer for the books because collaborative members themselves were not able to do these tasks. In Sonoma, when creating an MPA video series, most of the funding was allocated to compensate the videographer, leaving minimal funds for other parts of the video project, like video distribution. These other project components then became responsibilities of the co-chairs. This caused co-chairs to be viewed as the ‘project experts,’ and often led to other members not feeling that they could or should contribute.

Lack of Efficient Project Delegation and Management

Members from some collaboratives stated that when they worked on projects, most of the work was completed by the co-chairs and maybe a few select members. Some interviewees attributed this unequal workload to the absence of dedicated project subcommittees and to a lack of delegation. These two factors are also exacerbated by the limited capacity of other members.

Without dedicated project subcommittees that focus on specific subjects, co-chairs found it difficult to identify and assign project leaders and teams. However, even in collaboratives with subcommittees, members’ infrequent or inconsistent participation still led to the unequal workload.

In at least one of the collaboratives, co-chairs indicated an unwillingness to delegate tasks. They felt that because they invested their time and energy in building the collaborative, they wanted to ensure that they produced quality products. Relinquishing ownership required trust in the other members’ commitment to the collaborative and in their quality of work. Unfortunately, insufficient delegation led to longer project timelines and, in this collaborative, less frequent meetings. In addition, it is possible that insufficient delegation disincentivizes greater member participation, as they may feel that their perspective and work are not valued.

Shared Document Storage

Some interviewees stated they had difficulty in locating MPA education and outreach tools and resources created through past collaboratives’ projects. Though the Collaborative Network’s website and the collaboratives’ social media pages contain many of these resources, some members are either unaware of these sites or have not successfully navigated them. For example, two members of the San Mateo County MPA Collaborative mentioned how difficult it was to find brochures the collaborative had created.

Some members also expressed frustration with the lack of an organized and shared file storage system to document their activities. Organizational techniques and protocols are contingent on co-chairs’ preferences and can change with turnover. Many existing shared file storage systems were also disorganized, but without the capacity to organize these systems, co-chairs and members often found it difficult to track down existing documents. This slowed project progression, which in turn limited the collaboratives’ capacity to apply for grants.

Varying Communication Levels and Preferences

Communication with the Collaborative Network can vary between collaboratives. Some co-chairs communicate quite frequently, while others do not. The information communicated by the CN and what co-chairs wish to receive may also vary. For example, some co-chairs and members of various collaboratives have expressed a desire that the CN provides them with a description of

what it means to be a member or a co-chair. Others have not expressed this desire, and have instead created their own procedures and frameworks. This can create a challenge for the CN, who must balance the needs of some collaboratives against the needs of the others.

Communication between co-chairs and members is also vital to the strength of the collaborative. However, the frequency with which co-chairs communicate with members, and what they communicate, is decided by each co-chair. Thus, the level of communication can and does vary between collaboratives. At the very least, all the collaboratives' co-chairs notify members when meetings are happening and share agendas. In some cases, that is the only communication that occurs, and even then this communication may not be consistent. Co-chairs from a few collaboratives stated that sometimes they will send notifications about upcoming meetings only a few days in advance. This has created transportation and planning challenges for participants. Furthermore, this sporadic communication may not keep the attention of collaborative members who are involved with multiple organizations, creating disinterest and a lack of motivation. When this is paired with infrequent meetings, there may be a loss of momentum and focus. Meetings provide an opportunity for members to hold each other accountable for the tasks they have been assigned, but this accountability is less potent if meetings happen once or twice a year.

This issue also extends to scheduling meetings. Another collaborative reported hosting less than two meetings a year due to co-chairs' inability to prepare for the meetings, let alone complete the assigned follow-up tasks from the meeting. That same collaborative's co-chairs communicated very little, if at all, with members outside of the meetings. The limited communication usually comes in the form of an announcement requesting scheduling preferences for a meeting time.

7. Difficulties Obtaining Funding

Members from all the collaboratives identified two major challenges related to obtaining funding. The first is a lack of capacity to apply for funding. The second was that available funding did not always align with the projects they wished to work on. This lack of alignment manifested in two ways:

- The funding was not related to the type of work the collaboratives wished to do
- The funding could not be used in the way the collaboratives would need to use it, such as general operations

Low Capacity of Co-Chairs and Members to Apply for Grants

Several members stated that their collaboratives were not currently working on any projects because they did not have any grant funding. Seeking funding is a time intensive process and without dedicated staff time outside of attending collaborative meetings, this process can be neglected. Many collaboratives compared this tension between capacity and funding as a "chicken or the egg" scenario, where there is not enough funding for the projects they would like to do and there is not enough capacity to apply for funding. Additionally, even when funding is acquired, some collaboratives worry that members will not have enough capacity to complete the deliverables promised by the grants.

Available Funding does not Match Desired Projects

Funding restrictions also dictate the types of projects the collaboratives pursue. For example, some collaboratives are interested in pursuing citizen science projects but have been unsuccessful

in acquiring funding because funders prioritize education and outreach. These restrictions can limit innovation and hinder the collaboratives' ability to prioritize local needs as they arise. Another example is that members from a few collaboratives indicated the need to translate MPA literature into the additional languages that exist in the surrounding communities. When the State denied their request for grant funding to address these translation needs, they conveyed frustration and disappointment.

"It can be frustrating not being able to address areas that everybody recognizes as a gap. For example, we're one of the few collaboratives that have MPA signage in Spanish and in English. But my gosh, Los Angeles has a whole bunch of other languages."

Collaborative members also expressed interest in conducting evaluations of their previous projects. However, they have been unable to receive the funding to do so due to restrictions on available grant funding. Assessing the impact of past and current projects would enable collaborative members to highlight their successes and areas of improvement, but in many cases the funding received for the initial project would not cover this assessment. Performing impact assessments would enable more strategic decision-making for future resources and allow for the adaptation of current and past projects.

Available Funding Cannot be used for General Operations

Restrictions on grant funding have also meant that collaborative members do not have funding for general operations and other administrative work. For example, one collaborative had to postpone an event despite large community turnout at past events and high interest of collaborative members due to lack of administrative capacity to manage the event. This is further complicated by the fact that the Collaborative Network does not have a tax-exempt status, which would allow the CN to administer general operations funding for the collaboratives.

8. *Disconnect between Goals of the Collaboratives, the Collaborative Network, and the State Agencies*

Though there is a Memorandum of Understanding between all parties involved in marine management, including the State agencies, CN, and collaboratives, the roles and responsibilities dictated in this document have not been re-assessed lately. This has led to certain disconnects between how these entities approach their goals and roles.

Disconnect Between the Collaboratives' and the Collaborative Network's Goals

The Collaborative Network exists to support the collaboratives and empower them to be involved in the State's adaptive management of MPAs. The State's MPA Management Program espouses a four-pronged approach: (1) outreach and education, (2) research and monitoring, (3) enforcement and compliance, and (4) policy and permitting. In practice, the collaboratives have been limited to one or two of these areas.

In 2016, the CN held a workshop where co-chairs were asked to define their mission statements and their future goals. Though all collaboratives participated in the workshop and signed their finished products, co-chairs and members have expressed that they are still unsure whether they are making meaningful progress towards these mission statements and goals. For example, all the

collaboratives' mission statements focus on stewardship and community engagement. This focus has left some co-chairs in more remote areas feeling unconvinced about a need for their collaborative because the MPAs in their region receive little to no traffic. This uncertainty signals that it is likely time to revisit that exercise, and perhaps to involve more of the collaborative members in the process.

This disconnect between the goals of the collaboratives and the CN may occur for three reasons: (1) a lack of capacity to focus on these diverse and disparate goals, (2) a lack of members who are interested in one or more of the areas, or (3) a lack of members who are able to conduct work in one or more of these areas. The smaller collaboratives often have consistent participation from 5-10 dedicated members and two co-chairs. Without support from the CN, or more participation, these collaboratives simply do not have the human power to focus on four diverse goals all at once, so they often focus on one – education and outreach. As seen in most collaboratives, this is the goal members choose to focus on because this is what members are interested in or, what their organizations are working on anyway. As one interviewee recalled, “there were very few [early] science-based projects and enforcement projects, and more recreation projects. It was all about education and outreach.” With this early focus on education and outreach, and challenges getting members of the enforcement and scientific communities to attend meetings, a focus on education and outreach has stuck in most collaboratives.

“Researchers don’t have much time. And to the researchers, there’s not much that a researcher can really get out of the collaborative.”

Disconnect Between the Goals of the State Agencies and the Collaboratives

Both collaborative members and State representatives expressed a lack of clarity regarding the collaboratives' role in MPA management. Interviewees indicated that they were not receiving clear or consistent directions from State agencies, even from one agency. One person stated, “it’s not uncommon [for an agency] to have two different positions on the same matter.” The State has specific goals and targets they need to reach to meet the requirements of the Marine Life Protection Act (MLPA), and representatives from the State indicated that the work the collaboratives undertake does not always align with these goals and targets. This inconsistency can be attributed to a lack of clear and consistent roles and responsibilities. One interviewee characterized this inconsistency as “a little bit of disconnect with regards to what [the collaboratives] are actually able to do legally.”

There are also different opinions about how involved State agencies should be in the collaboratives. In the words of one interviewee, “I know there are some collaboratives who would rather that the State was not involved at all. That’s not how these were set up.” Even if the collaboratives do not want involvement from the state, one interviewee from a State agency emphasized, “we have to be working in tandem about what makes sense...the collaborative [should] understand that there are some things that they would like to do that is not going to help the state at all.”

This disconnect particularly affects the work the collaboratives do in enforcement and research and monitoring. The State has a “responsibility to provide information in a way that [the State] is required to” and the collaboratives do not always provide information in this way. One interviewee believes the collaboratives should “talk with the [California Department of Fish and Wildlife] before they venture out into an enforcement and compliance effort to make sure it’s actually going to help the department.”

This points to a second challenge of balancing the amount of direction coming from the State and the autonomy of the collaboratives. One interviewee stated “I don’t think there needs to be more direction from the State, I think that would totally destroy the collaborative. It shouldn’t really be a top-down thing, the collaboratives do not want the State to tell them what to do.” However, State agency representatives see a need to direct the collaboratives. Achieving and maintaining this balance between direction and autonomy must eventually happen, and will take time and patience on both ends.

Challenges Faced by State Agencies

9. Capacity of the State Agencies Tasked with Implementation

Many of the aforementioned challenges to collaboratives also involve the State agencies. In addition, two of the major factors present at the collaborative level – a lack of capacity and a lack of funding – are present at the state level as well. The two major aspects of these challenges explored below are:

- A lack of staff capacity
- A lack of funding, along with restrictions on the funding that does exist

Lack of People Power

Having few State personnel allocated to marine management has been a challenge since collaboratives’ inception. One State agency that is heavily involved with the collaboratives has five people on staff, who are expected to attend meetings across the state. One interviewee from this State agency stated, “it was difficult for us to be at all the collaborative meetings [in the beginning], there was so much going on that there was no way we could get there.” Without the personnel to attend all the meetings and answer the inevitable questions from members and co-chairs, perceptions of the State’s roles and responsibilities remained undefined.

This has also reduced opportunities for the collaboratives to directly ask the State how the collaboratives can assist them, leading to the disconnect between the State’s wants and the collaboratives’ actions described earlier in this chapter. Finally, this lack of people power means the State sometimes lacks the capacity to review the work the collaboratives have completed. One interviewee mentioned that “in the past, there were lots of things the MPA collaboratives wanted to get done and we simply had to say, ‘look - we don’t have the time to do that right now.’”

“I think the problem comes in, when you have a collaborative that is ready to go and then you have a State Agency, who is supposed to be reviewing everything and making sure that everybody's okay with it, we have to have the manpower to be able to review that stuff [and we do not always have that].”

Availability of Funding

The collaboratives and the Collaborative Network are not the only ones who face challenges related to funding. Though some money was appropriated for the implementation of the MLPA, none was appropriated for the creation of the network of collaboratives. In the words of one interviewee, “the State does not have the money to support the collaboratives.” Though certain

agencies, like the Ocean Protection Council, do currently allocate funding to the collaboratives and the CN, this was not always the case. State agency representatives credited the Resources Legacy Fund (RLF) with their ability to support the CN and collaboratives when the State's budget was first heavily limited. However, with increased funding from the State has also come a recognition of the limitations of the State's funding. As one interviewee stated, "the state has limited amount of funding and is limited in the ways that it can spend that money. In addition to that, we also have restrictions on how we can give the money to people." Because the CN does not currently hold a tax-exempt status, the State cannot directly allocate public funding to the CN.

10. Disconnect Between the Capacity of the State Agencies and Citizens' Expectations

As is sometimes present in other government-community relations, there is a disconnect between the public's expectations from the government and what the State is actually capable of doing and providing. One interviewee said "Citizens want all kinds of things and have all kinds of views and often contradictory views of unrealistic expectation." On a broader scale, one interviewee described the tension as the result of "an inherent tension [between the state and the Collaborative Network] because it's the state of California trying to manage its broad MPA network. And Calla is very rooted in what's happening at the local level and has to push back."

As groups of community members, the collaboratives are part of this disconnect. The State will periodically contract outside organizations to complete work that the collaboratives are also capable of doing. This conflicts with collaborative members' expectations, as they expected to be doing most of this work once they were established. However, because of collaboratives' tax status and relative newness, State agency representatives expressed that collaboratives could not feasibly be awarded all of these contracts.

"That's a separate dance that's going on in terms of different partner groups and a lot of it has to do with work style... There's definitely enough work for everyone to be doing. I think just the way in which folks approach it is quite different and the structure of the organizations is different."

11. Issues with Communication

There are also challenges in how the State, collaboratives, and the Collaborative Network communicate with each other. One interviewee from a State agency stated, "I need to know what Calla wants to do before she does it so that we can have a conversation about what issues might arise, and then talk about how we can get around those issues or what needs to be done differently." Another interviewee thought the Collaborative Network did not adequately filter their concerns and brought too many issues to the attention of the State. They stated, "everyone has an opinion and a top priority, and I think the Collaborative Network views their job as sharing all those – 'here's all of the public opinion and all of the public priority.' Every concern does not need to be addressed by the State and can't be addressed by the State."

Tribal Participation in the Collaboratives

Introduction

Tribes in California are the original occupants, stewards, and protectors of the land and water since time immemorial.¹³ According to one Tribal member participating in the collaboratives, “we are all related and still conduct and perform our ceremonies... we have not left the area, we are connected... and have a very strong connection to the [coast], the lands, and the resources.” Since the establishment of the 14 collaboratives from 1999-2014, Tribal engagement has varied over space and time. In this chapter we seek to capture the experiences, sentiments, and perspectives of the few Tribal participants that elect to engage with the collaboratives today.

Diversity of Tribal Responses to the Collaboratives and MPA Network

It was always likely that Tribes would each respond differently to the MLPA designation process, MPAs, and collaboratives. Today, reception varies from non-participation and resentment to regular involvement and an intermediate level of comfort. Except for the North Coast, Tribal participation is limited in the collaboratives. Most of the Tribes with reservation land along the Coast are not participating in the collaboratives. One member spoke to the diversity of Tribal responses:

“I think the [Collaborative] Network does a pretty good job with the collaboratives... However, I had a conversation with a couple of other Tribal representatives and they see things [totally] different than I do.”

The rationale of those who choose to participate varies. One Tribal participant shared that although there is limited support for the collaboratives within their community, their government sees potential in involvement. For that reason, they have supported the collaborative since its inception, though with conditions that any MPA management decisions must be slow, intentional and create space for discussion and co-management at all levels. Another participant shared a similar sentiment of qualified support:

“We were involved [since] day one. Our Tribe supports the MPA in broad terms, provided that they go about it in the proper manner. And at the beginning when the act was passed, a lot of people, not just Tribes and other groups perceive that they weren't going about it in the proper manner, for various reasons. You can't just say okay we're going to do something, and here it is and plop it down. You have to go through joint collaborative discussions and planning, and tweak it because you have to consider all the details. You need balance in all things, to optimize subsistence fishing or basket material gathering. You can't pick any one

¹³ We most often employ the term Tribal in this chapter to capture the experience of Tribal and Indigenous participants in the collaboratives. We elected to use the term to encapsulate the diversity of Tribes, Rancherias, Bands, and Nations in California because this is how our interviewees most-often self-identified. It is not our intent to homogenize the Indigenous experience, nor misidentify or exclude any peoples or communities.

area and overuse. You have to have that balance. You have to have it at all levels of participation, and [within] the agencies or the government.”

Another participant described that while they still harbor frustration over their perceived exclusion from the MPA designation process, they participate to ensure their voice is heard and rights defended, for themselves, Tribes throughout the State, and globally.

“I’m going to recognize what they did, it was bad. It was wrong. I understand that. I’m still working with part of them because I believe that we still need to be a voice at the table. We still need to be protecting our way of life. And if we don’t do it we just let them steamroll us like they did to half the State.”

Tribal Presence in California

Tribal and Indigenous people are the first stewards and occupants of what is currently known as the United States. Tribes and Indigenous peoples exist throughout the globe, embodying reciprocal relationships and interconnections with all forms of life. Indigenous peoples represent around 5 percent of the global population and live in 90 countries.¹⁴ Each Tribal community is a distinct sovereign entity, with unique language, memory, institutions, and connection to land.

“Indigenous peoples can be found in practically every region of the world, and living on ancestral homelands in major cities, rainforests, mountain regions, desert plains, the arctic and small Pacific Islands. Their languages, knowledges, and values are embedded in the landscapes and natural resources within their territorial homelands. Their territories cover approximately 24% of the land worldwide and host 80% of the world’s biodiversity.”¹⁵

There are 110 federally recognized Tribes in the State of California and no state recognized Tribes (there is no process for state recognition).⁴ Tribal presence, lifeways, and histories vary in the North, Central and South Coast. One collaborative member, former council for the Yurok Tribe, differentiates among the coastal regions by both location and according to forced removals, militarization, magnitude and location of reservation land, and the ability to exercise traditional harvesting rights. The North Coast is home to some of the State’s largest Tribes both in terms of population and land-mass. According to Indian Health Services, Northern California is home to approximately 20 Tribes, Central California near 60, and Southern California around 30 Tribes.¹⁵

¹⁴ Mamo, D. (2020). *The Indigenous World 2020* (No. 34; p. 784). International Work Group for Indigenous Affairs.

https://iwgia.org/images/yearbook/2020/IWGIA_The_Indigenous_World_2020.pdf

¹⁵ Yap, M. L.-M., & Watene, K. (2019). The Sustainable Development Goals (SDGs) and Indigenous Peoples: Another Missed Opportunity? *Journal of Human Development and Capabilities*, 20(4), 451–467. <https://doi.org/10.1080/19452829.2019.1574725>

Tribal Histories Influence Willingness to Participate in the Collaboratives

Tribal capacity and willingness to engage with the collaboratives are deeply rooted in individual Tribal histories, worldviews, resistance to settler colonialism, and relationships to the State. Within this system, interactions between Tribes and the State of California over generations throughout history, and experiences during the MLPA designation process influence Tribal perspectives, attitudes, resistance, and hesitancy towards the MPAs and collaboratives.

Californian Legacies of Settler Colonialism

From the mission system beginning in the 1700s, incursions from the fur trade in the 1800s, westward expansion fueled by the gold rush, doctrines of discovery and emboldened by sentiments of manifest destiny, state-sponsored genocide declared a “war of extermination” against Native communities, unratified treaties, three residential schools, and more recent policies of assimilation and termination,^{16,17} Tribes in California endured violent manifestations of settler colonialism over generations.^{16,17} Not unlike Tribal and Indigenous throughout the globe, they survive genocide, enslavement, dispossession, gendered violence, disease, and wide-scale disruptions of cultural, kinship, and geopolitical dynamics. Despite generations of targeted violence for their land and resources, California Tribes remain, sometimes on their ancestral homelands, albeit on drastically reduced land bases. Had the State of California honored their treaties with Tribes, the Tribes would control over 7.5 million acres of land; now, they are relegated to approximately 7 percent of their original land.¹⁸ Every Tribe has its own connection to settler colonialism, apparent through distinct relationships with the State, resources titles, treaties, executive orders, and jurisdictions. Tribes employ different strategies to safeguard their land, culture, and peoples. For that reason, some Tribes, albeit not many, elect to engage in the MPA collaborative management scheme with the State of California.

Marine Life Protection Act (MLPA) Designation Process

Throughout the MPA designation process, in place of recognition of their sovereign governmental status, multiple Tribal members cite being treated as stakeholders, similar to any other members of the public. In some areas, this treatment has carried over and still takes place in the collaboratives. According to a few members, as the MLPA designation process began in the South Coast and moved to the Central Coast, Tribal participation was “steamrolled.” Tribes in the North Coast were particularly active in the designation process when it reached their portion of the State. However, in the 7-month long North Coast designation process, Tribes cite exclusion and dismissal of Tribal science and scientists from key science and decision-making bodies, and reliance on inaccurate models, scenarios, and formulas in the MPA planning. These sentiments of

¹⁶ Miller, L. K. (n.d.). The Treaties Secret With California’s Indians. *The Secret Treaties*.

<https://www.archives.gov/files/publications/prologue/2013/fall-winter/treaties.pdf>

¹⁷ *Indian Boarding Schools - Gold Chains: The Hidden History of Slavery in California* | ACLU NorCal. (2018, June 28). ACLU of Northern CA.

<https://www.aclunc.org/sites/goldchains/explore/indian-boarding-schools.html>

¹⁸ Ramos, J. C. (2020, May 22). *Historic tribal presence in California to be acknowledged under Ramos legislation* | Assembly member James C. Ramos. Assembly Member James C. Ramos.

<https://a40.asmdc.org/press-releases/20200522-historic-tribal-presence-california-be-acknowledged-under-ramos-legislation>

exclusion and aggrivement continue to influence Tribal and stakeholder participation in the collaboratives to this day.

Tribal Sustainability: A Difference in Worldviews

Tribes in California and worldwide embody distinct conceptions of the environment and sustainability, which differ from non-Indigenous ontologies. These ways of knowing and an accompanying dedication to safeguarding balance within ecosystems at times facilitate Tribal participation in the collaboratives and elsewhere leads to disconnects and conflict.

It is an impossible task to summarize the diverse Tribal conceptions of sustainability into two paragraphs. Several themes, however, recur. Tribal sustainability is foundationally based on recognition of and commitment to mutual responsibility, consent, reciprocity, balance, and interrelatedness.¹⁹ Humans are one piece of an interconnected system, where all life exists on a spectrum of animacy and is equally valued, deserving of consent, and entitled to existence. Land and water are life, treated as relatives, not resources to be extracted and controlled. Out of this recognition of interconnection is a sense of responsibility, to the land, all life within it, to ancestors, and to not yet born generations.

This knowledge, teachings, and actions are inherently grounded in the land. Tribal communities' health, well-being, and futures are also inextricably intertwined with the land, water, and planet. While origin stories and experiences vary, connections with and commitment to the land never do. Over thousands of years, Tribes developed and honed stewardship practices in collaboration with the land, waters, and other relatives. Along the coast of California, Tribes have stewarded, managed, and harvested from the coastal and marine environment for generations. Tribes continue to exist in a good way by fulfilling their teachings, obligations and safeguarding the land, ecosystems, and life that has sustained them since time immemorial. For that reason, Tribal participation in the collaboratives is shaped by unique conceptions of and relations to the land, the environment and sustainability, the roles of humans, and their inherent rights to fulfill their obligations.

Attitudes Towards Marine Protected Areas

During our preliminary research stage, our team encountered several literature critiques levied against marine protected areas. The literature highlighted the exclusion of Indigenous voices in collaborative resource management planning and leadership, and the tendency of MPAs to limit Tribal access to their traditional waters. Both themes arose in our interviews and are captured as challenges in this chapter. According to one member, because of the MPAs, “[we] can't go gather in your traditional area [in the same way] because you have to have a permit. That doesn't make for a friendly way to conduct our way of gathering.”

At their core, MPAs operate by limiting access to and take from marine ecosystems to steward them. They separate humans from the waters. This separation is antithetical to Tribal recognition of the interconnections amongst all life. These waters contain and are themselves a relative. One collaborative member described the sentiments amongst their Tribe towards MPAs:

¹⁹ McGregor, D. (2009). Honoring our relations: An Anishnaabe perspective. *Speaking for ourselves: Environmental justice in Canada*, 27, 27-41.

“The citizens that we interviewed didn't have much faith in MPAs at all. A few might have because they understood the premise behind them - if you limit the amount of interaction you have with this habitat, more things will be able to thrive, and you have that spill-out effect and that kind of thing. But based on traditional stewardship practices [the reaction is] no, we know how to take care of our own resources. The state putting up imaginary borders is not going to do anything.”

The MPAs are regarded by some as restricting Tribal access to their marine environments. Many of the activities that sustained coastal Californian Tribes for generations and, in turn, sustained the waters now require a permit. Still, some Tribal members elect to engage with the MPAs and their management through the collaboratives. Below we attempt to capture some of the broad benefits to Tribes participating, the conditions that facilitate their participation, and challenges associated with Tribal participation in the MPA collaboratives.

1. Benefits of Participating in the Collaboratives to Tribal Individuals and Communities

Despite the many challenges that hinder Tribal participation in the collaboratives, members who elect to participate shared the benefits of their continued involvement. These benefits fall into the spheres of uplifting and defending traditional ways of life, access to information, government officials and resources, and relationship building.

Safeguarding Tribal Rights and Access

Many Tribes choose to engage in the network of collaboratives to protect, safeguard, and advocate for and defend their rights, access to waters, and self-determination. Marine management decisions directly affect Tribal marine resource harvesting and stewardship for food, medicine, and ceremony, community and individual health, culture, and ability to fulfill traditions and responsibilities. Participating in the collaboratives enables Tribes to advocate for policies and practices that uphold Tribal rights, access, and connections to ancestors, present, and future generations in California and worldwide.

“[Tribal participation] protects [Tribal] natural resources and [our] connection to marine resources...a voice for Native American Indigenous people of California and around the world.”

Access to State Governance and Opportunities for Co-Governance

Most collaborative meetings are attended by one or more state agency representatives, such as CDFW and CA State Parks. This gives Tribal participants direct, semi-regular access to a state representative(s) operating at different scales of MPA management. Information flow between parties is two-way. The state often shares updates on marine management, and the Tribes can directly respond and articulate their priorities, perspectives, and preferences. This opportunity to casually interact in a semi-unstructured environment is a powerful opportunity for Tribal-State collaboration and to build relationships and foundations for co-governance.

This capacity for co-management was realized in the North Coast MPAs. Three Tribes applied for and received a Tribal exemption for the use of a culturally significant area within an MPA. Though the impassioned advocacy was time and energetically demanding, Tribes leveraged their

relationships and interactions with the State to navigate a complex governance and regulatory environment on their ancestral homelands.

“I had to collect some cultural statements, and so I did a PowerPoint presentation to the Fish and Game Commission on the importance of Reading Rock to our Tribe. I took photographs of Elders and young people and how they used it, and what the importance of that Rock in that area was to us, and why we should receive the waiver.”

Just because you're a federally recognized Tribe doesn't mean you automatically get the waiver; you have to prove it. On the one hand, you might think that it's a little demeaning you should take our word that we're a cultural type and we're here. We have that right. Still, you have to also understand, you know the other hand, there's this huge regulation and enforcement around everything, especially the MPAs.

So we went through that whole process, and we did receive the waiver. Three Tribes have a waiver for that Rock and usage... the three of us were all successful in obtaining that waiver designation for use at Reading Rock. That's a direct Tribal modern government connection. It's a direct historical, cultural, and traditional connection. It's an MPA regulation connection.”

Further, Tribes engage with the State on MPA management through participation in multiple decision-making bodies, notably the Department of Fish and Wildlife Tribal Subcommittee and representatives at the MPA Statewide Leadership Team (MSLT).

Networking and Information Sharing

The collaboratives are a space for networking and information exchange. Sharing exists in many forms, ranging from stories, data, expertise, and occasionally binders full of documents. Information is shared among Tribal and non-Tribal participants, within and between collaboratives, and throughout the collaborative regions.

“[A member from the neighboring collaborative] came here to the Tribe, and we talked for a couple of hours, and I described everything that we did as far as marine educational teaching here... [we use] a holistic project base and incorporate art, language, everything. No matter what it is, there are always those components. So [we] had a lot of marine activities and handouts... and were willing to share whatever we had, so I just gave her a whole stack of stuff, and I said just pick and choose what you want to include in the teacher toolkit.”

Multiple Tribal members cited forming lasting personal and professional connections through the collaboratives with Tribal and non-Tribal members and organizations.

Recognition of Traditional Stewardship Practices

Participation in the collaboratives ensures Indigenous voices and perspectives are considered and integrated into any projects and work produced. All Tribal members felt they influenced their respective collaboratives' direction, work, and products in a good way. Through their presence

and relationship-building, the collaboratives with Tribal participation more likely to consider, integrate, and honor generations-long stewardship by California Tribal populations. Further, participation ensures that traditional stewardship and subsistence harvesting is captured accurately and appropriately. Because the collaboratives intend for their education and outreach materials to reach the broader community whenever possible, accurate Tribal information reaches and is impactful to more than just collaborative participants. One collaborative with Tribal participation used their education and outreach material to capture and convey the following:

"Did you know we have a Tribe from this area that has members that are still here? And here's what their language looks like, here's a little bit of their history."

Other projects coming out of collaboratives with Tribal engagement include Tribal stories, history, regalia, traditional knowledge and language.

Building Relationships with Non-Tribal Members

Multiple Tribal members cited relationship-building with non-Indigenous members through the collaboratives as a benefit of participation. Even more, non-Indigenous interviewees noted learning about the role Tribal communities play in stewarding the marine environment, procedures for respectfully engaging Tribal participants, and barriers to Tribal participation through the collaboratives. The collaboratives can serve to create allies, friends, and colleagues. One non-Tribal collaborative member recalls their experience working with the Wishtoyo Tribe in the South Coast region over the years:

"I'd been working with Wishtoyo for some time on MPA watch and MPA work already. Through that relationship and trust-building, we became friends, and they taught me about traditions and customs for when you work with Tribal groups. For instance, one of the things that I learned is that if we're going to them for something, whether it's information or participation or something - if we're asking anything of them, they're giving us a gift. They're giving us their time and their traditional knowledge....They really taught me how to be more respectful and how to honor them."

Secure Support and Funding for Tribal-Specific MPA Projects

Tribal participation in the collaboratives has given way to funded Tribal-specific projects and initiatives. After years of collaboration, relationship-building, and engagement in the collaboratives, opportunities have arisen to support projects led by Tribes outside of the collaboratives. The most notable example of this is from 2020, where OPC approved funding for the creation of a statewide Tribal Marine Stewards Network 2-year pilot program. According to OPC, this Network is a mechanism to "advance California's efforts to support [I]ndigenous stewardship and adopt meaningful co-management measures."²⁰ The program is focused on MPA

²⁰ Esgro, M. (2020). *Tribal Marine Stewards Network Pilot Program*. Ocean Protection Council. https://opc.ca.gov/webmaster/ftp/pdf/agenda_items/20200619/Item6a_TribalMarineStewardsNetwork_FINAL.pdf

monitoring, and will simultaneously “enhance the capacity of California’s coastal Tribes to monitor and manage their ancestral lands and waters” and will inform the adaptive management of the MPA network.²¹

One member indicated that it was through over five years spent participating in the collaboratives that this program emerged. The four Tribal partners for the program are the Tolowa Dee-ni’ Nation, Resighini Rancheria, Kashia Band of Pomo Indians, and the Amah Mutsun Tribal Band, all of which are current members of the North and Central Coast collaboratives. Ostensibly, Tribal participation in the collaboratives which contributed to the State’s recognition of long-standing Tribal stewardship, sovereignty, and opportunities for present-day leadership in marine stewardship. Additionally, Tribal members were funded through RLF in 2020 to gather with Kanaka Maoli (Native Hawaiians) and other traditional practitioners. The collaboratives are an avenue to support Tribal-work and Tribal connections both within the collaboratives, and within the space of MPA management more broadly.

“[We’re] creating a statewide stewardship network, a Tribal Marine Stewardship Network which will basically have Tribal citizens taking care of their own land. It’s based on models in British Columbia and Australia. They have those kinds of programs where in Australia, the Aboriginal people do all the stuff on the land. They do prescribed burning, and they do invasive species removal. How cool would it be if we brought that here?”

Setting a Precedent for Tribal Participation in Future Marine Management

Tribal participation in the collaboratives sets a precedent for their inclusion in future marine management activities. This happens by positioning themselves now, with the State, with members of the collaboratives, which include prominent players in marine management, and by fighting for and securing representation. Ideally, future collaborative marine management efforts will reflect improved norms, procedures, and expectations that reflect years of Tribal advocacy, involvement in the collaboratives, and collaborative reflections with collaborative membership, leadership, CN direction, and State partners. One Tribal member expressed this “growth in [their] positioning and involvement with all of the marine[-centric] groups” in the area and the coast.

“It’s [the reach and scope of the collaboratives have] grown to be even more organizations and more groups than just the MPA collaborative. All of these cross because a lot of the same people go to both groups. [So you] establish better networks over time. I’ve gotten to know a lot more of the representatives from a larger West Coast-wide Tribal network, not just Northern California.”

2. Factors that Facilitate Tribal Participation

Serval key factors enable and motivate Indigenous participation in multi-actor environmental stewardship such as the MPA Collaborative Network: respect for Indigenous knowledge and

²¹ Esgro, M. (2020). *Tribal Marine Stewards Network Pilot Program*. Ocean Protection Council. https://opc.ca.gov/webmaster/ftp/pdf/agenda_items/20200619/Item6a_TribalMarineStewardsNetwork_FIN_AL.pdf

scientific input, control of knowledge mobilization, intergenerational involvement, self-determination, cross-cultural education, and early inclusion and involvement²². Tribal participant's unwavering presence and commitment to safeguarding Indigenous ways of life, community relationships, overlapping priorities between Tribes and MPA management, and collaborative atmospheres facilitate ongoing Tribal participation in collaboratives.

Early Engagement Favorably Positioned Tribes in the Collaboratives

Select Tribes were present at nearly every forum in the early MPA planning and designation phases MPA, and remained equally present through the early formative years of the collaboratives. They provided input and advocated for themselves, their inclusion, their leadership in the process, and inclusion in various planning bodies. This early and continued Tribal presence throughout the MPA designation process shaped how, where, and in what way MPAs were planned. Tribes made themselves known, fought for a seat at the table, and by the time the collaboratives were formed to allow for community engagement in MPA management, Tribal presence was expected, preferences largely understood, and demands noted. Early and continued Tribal engagement eased the transitions into the collaboratives.

“Getting your foot in the door, even if you don't get a seat at the table, they saved room [is important]... We were in the room... So then, when the MPA collaborative group came in, all of that had already been done... we were already at the table. They already knew what our stance was and had mostly listened to what the Tribe wanted, was demanding and requesting. So the collaborative started from a better foundational point. After going through all those trials and fights we started [are] closer to what the name says, more of a collaborative. Then we could build on that [idea of a collaborative].”

Tribal Solidarity and Mobilization in the Designation Phase

By the time the MPA designation process reached the North Coast, Tribes were familiar with the process, shortcomings, and track record of exclusion of Tribal perspectives in the South and Central Coast. Multiple North Coast Tribes participated in the MPA designation process to ensure their expectations, aspirations, and demands were known to ensure the same did not happen in the North. Members demonstrated their unrelenting dedication by making their presence impossible to miss. Tribal engagement adopted many formats and forums, even when there were differences of opinions or approach, they stood in solidarity with and for one another. Multiple demonstrations occurred, including but not limited to meeting occupations by Tribal members. This early presence, advocacy, and resistance paved the way for Tribal inclusion, representation, and respect in the collaborative network, just as the non-protest early engagement did. That said,

²² Reo, N. J., Whyte, K. P., McGregor, D., Smith, M. (Peggy), & Jenkins, J. F. (2017). Factors that support Indigenous involvement in multi-actor environmental stewardship. *AlterNative: An International Journal of Indigenous Peoples*, 13(2), 58–68. <https://doi.org/10.1177/1177180117701028>

improved MPA designation early community outreach and visioning, inclusion, and Tribal co-management frameworks would render this mobilization less obligatory.

“The Tribes especially in the North Coast came out in force. Every Tribe was there every meeting. We spoke, we educated [the audience] and then one Tribe even did a demonstration and one time they took over the meeting, they brought around 100 people. And, in the middle of the meeting, they all just stormed in. And stood there, so the entire room was shoulder to shoulder people because they just came into every available inch of space with their placards and signs and everything and the chant. And that was one Tribe that did it. But all the rest of the Tribes, whether we had different ideas or not, stood in solidarity with them and didn't oppose that form of input. That really got the attention of everybody, you know, sometimes it has to be done that way I guess.”

Overlap Between Tribal Priorities and MPA Mission

Very broadly, Tribal environmental priorities encapsulate principles of stewardship, responsibility to human and non-human relatives and relationships, and obligations to ancestors, present, and future generations. Ultimately, the MPAs, collaboratives, and associated management exist “to protect and restore ocean habitats and increase the health, productivity, and resilience of ocean ecosystems.”²³ While many Tribes throughout the State elect not to engage with MPA management for a multitude of reasons, for the Tribes who opt to engage, the overlapping missions between Tribal priorities and MPA intent make participation feasible.

Further, one member shared that their Tribe’s mission statement involves a commitment to collaboration across different levels of government. The collaboratives create a unique forum to fulfill this commitment with all levels of government and the community. Tribal willingness to engage in the collaboratives and MPA management will continue to vary according to individual Tribal capacity, priorities, and institutions.

“My views and my work, of course, is Tribal-[centric]. But we work so much with partners. It's in our mission statement, to be collaborative and to establish partnerships with all levels of government, local, state, and federal.”

Tribal Cultural Awareness and Strategic Partnerships

Members of the collaboratives, particularly collaborative co-chairs with Tribal cultural awareness, sensitivity, and ability to navigate salient politics and procedures for engagement, greatly facilitate Tribal participation in the collaboratives. According to interviews, this capacity of members to do so comes from formal training, Tribal membership or affiliation, employment that entails Tribal collaboration, dedicated relationship-building, and willingness and desire to learn with Tribes over many years, sometimes directly through the collaboratives. As one non-Tribal former co-chair stated:

²³ California Marine Sanctuary Foundation. (n.d.). *California State MPAs*. Retrieved March 28, 2021, from <https://californiampas.org/about-mpas/california-state-mpas>

“We ended up going from an event that we wanted to hold along the marine reserve in Malibu to celebrate our marine protected areas... into a kind of co-cultural plus ecological celebration [primarily due to working with Wishtoyo].... What I learned is to really have co-ownership over [the event with the Tribes]. I really tried to be respectful, and learn from them and find out what they wanted to share during this event... We found it was a really good community building and stewardship [exercise], and built respect between different groups by doing it this way.”

This ability to navigate complex histories and diverse Tribal sentiments towards the collaboratives and MPAs, and a sincere desire to understand and welcome Tribes and their culture allows for thoughtful and culturally-sensitive outreach, and engagement, and partnerships.

The Del Norte collaborative leadership and members benefit from the ability to form strategic Tribal partnerships. In particular, they navigate the difference between Tribal members unofficially participating in the collaboratives versus operating as official Tribal representatives. This is most apparent through Eagle Eyes of False Klamath Cove, a subset of MPA Watch, that surveys human use of MPAs throughout Del Norte County that collaborative supports. The program employs several different local Tribal members to do the monitoring. However, the Tribal surveyors do not act as official representatives of their Tribes. The collaborative co-chair and one member in particular, familiar with Tribal politics, facilitated this arrangement. This non-official participation provides space to build relationships and trust, which opens the door to further collaboration down the line. The manager for the program shared:

“One of the reasons for [the collaborative project’s] success was that it was a way forward that avoided a potential overlap of Tribal ancestral territory disputes, and yet almost 90% of the work was done by Native Americans, and they were from the different Tribes. They didn't get into inter-Tribal rivalries because it was not an official Tribal function. This was a way for people to see [what it is to engage in MPA Watch] and start to buy into participation, which I think is paying off as a result. We're starting to get that Tribal participation.”

Whether or not Tribal participants are engaging as representatives of their Tribes or not, the same cultural awareness, sensitivity, and capacity to navigate Tribal nuance facilitates Tribal engagement.

Collaborative Atmosphere and Prioritization of Tribal Involvement

Each of the 14 collaboratives along the California coast has cultivated a unique character and atmosphere. Tribal members have cited multiple features that made their experience with the collaboratives a good one. These features included: honesty, respectfulness, safety, being welcoming, and fun.

“This is something that I've just noticed: It's not something you'd find written out. But if you are invited by a person you know to participate in something, then it feels safe... there's this level of accountability that person who introduced you took on. Basically I'm inviting you to this space. So you're going to be welcome

there, and you're going to be safe there, and it's going to be a good use of your time to be there."

Each of these collaborative atmospheres were cultivated over time through individual and collective action. It is this atmosphere and community that enables the group's collective ability and willingness to meet, engage, and work with one another time after time.

A few collaboratives, notably the Del Norte, Humboldt, and Los Angeles County MPA Collaboratives, devote special attention to Tribal outreach. This outreach manifests in different ways. One such way is inviting Tribes to meetings and ensuring they feel welcomed and valued. Ensuring that Tribal members voice their perspectives and concerns before decisions are made is another effective strategy. For the Los Angeles

County MPA Collaborative:

"Since the beginning of the establishment of MPAs our Tribal partners have been really critical in terms of their input and their involvement, and continue to be. It's [important to] figure out who you absolutely need to make sure is at the meeting or who has input before going forward in any decisions. While their schedules are too busy to be co-chair, they are an essential voice that matters tremendously to us."

Further, the collaborative's leadership relays information to Tribal members who are unable to attend meetings. The former Los Angeles County MPA Collaborative co-chair noted:

"[I] found it was a lot more difficult for our Tribal representation to attend our meetings in person. So what I ended up doing was more one-on-one side outreach and communication.... that's one way. To do one-on-one outreach and give them updates on the side and work on the side with them if they couldn't make those in person meetings... Wishtoyo was a really important partner and I wanted to make that extra effort."

Existing Community Familiarity with Tribes

California Tribes continue to visibly and occupy and steward their lands and waters as they've always done. As a result, non-Tribal residents along the coast are largely aware of their presence, history, demands, and engagement in marine and environmental management. This awareness and familiarity with Tribes ultimately facilitates Tribal participation in the collaboratives, in that their presence, preferences, and perspectives are also familiar. In the collaborative network, Tribes are fighting for inclusion, co-management, and reciprocity, not recognition, in the way that they might have to in another state or country.

As captured in the preceding section, select members and co-chairs of the collaboratives are not only familiar with Tribes; they see them as the "true leaders and the holders and wisdom and knowledge about marine resource management." A few collaboratives prioritize Tribal voices as imperative and go out of their way to ensure Tribal voices are heard, respected, and integrated. In California, and specifically in the North Coast, where Tribes are especially prominent:

“One way to say it is they're [non-Tribal residents] a little more used to Tribes. [They're] used to our presence, whether [their feelings are] good, bad, or indifferent. In very general terms, when there's an initiative, we show up, [whenever there's an] important initiative we show up every time and enforce. [We're] just that much farther along with [community reception]. There's still work to be done and still hurdles to overcome. But I think we're farther along with getting [our] foot in the door. Even if you don't get a seat at the table, they save the room.”

This facilitating factor is not something that the collaborative did or does, but more a product of longer-standing history, interactions, and resistance between the State of California, California residents, and Tribes. That said, this existing community familiarity with Tribes within a local context drastically changes the way Tribes do or do not participate in the collaboratives. Their legitimacy and presence is not questioned in the same way it might be elsewhere. This familiarity fosters a space for collaboration, respect, and acknowledgment.

3. Challenges That Limit Tribal Engagement in the MPA Collaboratives

Many processes, legacies, and logistics hinder and discourage Tribal ability and willingness to participate in the collaboratives. While this analysis is specific to Tribal engagement in the collaboratives, feelings of aggrievement stemming from the MPA designation process, and more broadly interactions with the State limit participation and engagement in the collaboratives. Despite the fact that the MPA collaborative network is distinct from the MPA designation process, interviews proved it is impossible to divorce the two in the hearts and minds of those who engaged in one or both phases. Our interview scope did not include Tribes who elect not to engage in the collaboratives. Further analysis is necessary to capture their experiences and how they vary from those who elect to participate. Below we capture the challenges shared by the few Tribal and Tribal affiliated members in the collaboratives.

Tribes are Sovereign Entities, Not “Stakeholders”

Tribes are sovereign entities with the right to self-determination, governance, and collective rights over lands and water. Most often, their guaranteed rights manifest as comparable to states, in this instance, the State of California. There is an expectation, that interactions with the State are on a government-to-government basis. Further, the federal government has a responsibility to uphold their federal trust responsibility, the “legally enforceable fiduciary obligation on the part of the United States to protect tribal treaty rights, lands, assets, and resources” of federally recognized Tribes.²⁴ This responsibility and Tribal sovereign nation status is acknowledged and conferred by the Supreme Court, Congressional and Presidential Actions, and a litany of domestic and international declarations, legislation, and court precedence. To this day, in the collaboratives and in interactions with the State connected to MPA management, Tribes cite treatment that fails to

²⁴ U.S. Department of the Interior: Indian Affairs. (n.d.). Frequently Asked Questions. Retrieved April, 2021, from <https://www.bia.gov/frequently-asked-questions#:~:text=The%20federal%20Indian%20trust%20responsibility%20is%20a%20legal%20obligation%20under,United%20States%2C%201942>

reflect this status. One Tribal member still finds themselves reminding members of the State and fellow collaborative members that: “We're more than stakeholders. We're a political government at the federal level.... Tribes are much more than stakeholders.”

The failure to appropriately recognize Tribal sovereign status and requirements for co-governance is reaffirmed in the foundational documents and arrangements of MPA management. As recently as the 2017 Memorandum of Understanding to Advance Management of California's MPA Network outlining MPA management parties, Tribes are still not included as a party of their own. This formal document, which reifies the recognized management entities fails to recognize Tribes appropriate political status. This mischaracterization as a stakeholder diminishes their inherent rights to co-governance. Tribal members who elect to participate in the collaboratives are navigating complex jurisdictional and institutional landscapes that historically fail to appropriately recognize their collective rights and status. Further Tribal engagement in this system runs the risk of entrenching these dynamics.

Racial Biases and Stereotypes

Multiple Tribal collaborative members cite encountering implicit and explicit biases and harmful stereotypes through their participation in the collaboratives. Cited instances arose in different scenarios, from having their experiences undermined when interacting by members of the State in upper-level MPA management forums, their knowledge belittled by collaborative volunteers while partaking in collaborative projects, funding denied for projects, and more broadly having their experiences and knowledge dismissed by non-Tribal collaborative members. One Tribal member articulated the implicit and explicit biases encountered while working with within the MPA management space, within the collaboratives, and interacting with the State:

“I get treated like I don't know what I'm talking about. Like I can't understand what you're saying. Like I need to have it spelled out for me again and like, you know, all of my experience and expertise all of that sudden just evaporates when I put on my abalone earrings.”

The encounters shared during our interviews were predominantly related to Tribal identity and Indigeneity, intelligence, knowledge systems, and worldviews. One member stated:

“People don't even realize that they have these biases, but there's this idea that Native people are not aware of [law], [science], and that we come in from a position of ignorance. In reality, yes, sometimes we do represent things differently, but that's because we're pushing back on a system that we understand and want to change. It's not that we don't get it... This idea of the ignorant Indian is really pervasive.”

These biases, whether implicit or explicit, limit the capacity and willingness of Tribes to engage in the collaboratives. One member expressed feeling like a “token Indian,” feeling like the collaboratives tout Tribal participation more than they meaningfully work to ensure Tribes feel welcomed, seen, and respected once there.

MPAs Restrict Access to Traditional Resources

MPAs inherently restrict human access to and take from waters. While Tribal exemptions do exist for federally recognized Tribes, these exemptions fell on a spectrum ranging from helpful, to challenging to navigate, to outright belittling or villainizing. According to CDFW:

“Any member of a federally recognized Tribe authorized to take living marine resources from an area with area-specific take restrictions in individual MPA regulations, when engaging in take... shall possess on his person...any valid license, report card, tag, stamp, validation, permit, or any other entitlement that is required in the Fish and Game Code... to take living marine resources. Members shall possess a valid photo identification card issued by a federally recognized tribe...and display any of the items listed above upon demand to any peace officer... No member, while taking living marine resources, may be assisted by any person who does not possess a valid tribal identification card and is not properly licensed to take living marine resources.”²⁵

These exemptions, which exclude non-federally recognized Tribes, can prove complicated to navigate and obtain. Ultimately, these MPA restrictions affect coastal Tribes' ability to perform traditional practices and responsibilities, including harvest marine resources for subsistence, medicine, or culture. These activities are foundational to coastal Tribal existence. For that reason, one Tribal member perceives any restrictions to Tribal access as cultural genocide, one strategy in a larger campaign of Tribal and Indigenous erasure.

“This is an environmental justice issue. You’re [committing] cultural genocide by denying Tribes [their right] to go out and do what we’ve done forever. There’s a huge environmental injustice when you take our food, our way of life away, or you impact our gathering. [For non- Tribal individuals, it may just be] your basic seaweed. [For us], our seaweed is [medicine].”

Not all members interviewed voiced this sentiment, however, as with all things, Tribal and individual capacity varies along the State. Much like Tribal participation in the collaboratives, the ability and willingness to obtain and utilize Tribal exemptions vary by space and time. While the foundational underpinnings of MPAs are unlikely to change drastically, limit take and access, recognition of this reality for Tribal participants helps to explain resistance and inability to participate in the collaboratives.

²⁵ California Department of Fish and Wildlife. (n.d.). *Tribal Take (CCR Title 14, Section 632(a)(11))*. Northern California Marine Protected Areas. Retrieved April 22, 2021, from <https://wildlife.ca.gov/Conservation/Marine/MPAs/Network/Northern-California#26822444-tribal-take-ccr-title-14-section-632a11>

Dismissal of Tribal Knowledge

Coastal Californian Tribal communities have carefully, compassionately, and reciprocally cultivated and retained thousands of years of collective knowledge specific to marine ecosystems, marine management, and natural systems. This knowledge comes in many forms, including but not limited to information about resources and the environment (land, water, geological), data about the Tribes themselves (demographic, legal, social), and culture (traditions, histories, stories).²⁶

Despite the complexity, endurance, and reliability of Tribal knowledge, multiple Tribal collaborative members cite having their knowledge dismissed and minimized, especially in interactions with the State through the collaboratives. One participant working for a Tribe conveyed their frustration surrounding the widespread discrediting of traditional knowledge and Tribal scientists:

“It’s like I’m not good enough... What I feel most of the time from agencies [is] ‘Oh you work for a Tribe that’s not real science’...This is the original science; there was no problem with the environment until white people showed up. The Indigenous community was taking care of the land and their resources perfectly fine pre-colonization because they knew what they were doing. They knew how to sustainably harvest resources, they knew how to make sure there was going to be resources for seven generations down that line.”

This perception and dismissal of Tribal science within MPA management manifests in various ways, including but not limited to Tribal science treated as unreliable, characterizing Tribal scientists as unqualified, and narrowly defining traditional knowledge as solely qualitative and ecological. From our interviews, these encounters occur most often through interactions with the State surrounding MPA management, but mischaracterizations of Tribal knowledge also occur in the collaboratives themselves predominantly when completing collaborative projects with non-Tribal members. Working on a MPA collaborative baseline monitoring project one member described a scenario where:

“a few people that came up to help were [from the academic] realm. You could tell that they didn’t think anything of us [Tribes], like we weren’t real scientists. It was frustrating. [For that reason] when we could go out on our own, it was a lot more enjoyable.”

²⁶ Jennings, L. (2021, April 7). *Indigenous Data Sovereignty: How Researchers can Empower Data Governance* with Lydia Jennings. Indigenous Data Sovereignty: How Researchers can Empower Data Governance’ with Lydia Jennings. <https://www.youtube.com/watch?v=Rj0lET69Z8c>

These encounters discredit the generations-long knowledge Tribes have communally cultivated. This dismissal of knowledge is interpreted by multiple Tribal participants as a continuation of a larger history of people and institutions assigning primacy to Western science and ways of knowing over Indigenous voices.

Insufficient Protections and Protocols Around Traditional Knowledge

Traditional knowledge has survived campaigns of violence, erasure, assimilation, criminalization, and genocide in California and beyond. Tribal knowledge survived through protectors and keepers that kept this information protected. Ultimately, this ability to exercise complete control over Tribal knowledge, its use, and dissemination is a feature of self-determination. This is crucial because once released, the distribution, use, and interpretation of Tribal knowledge runs the risk of violating Tribal rights and interests. That said, some Tribal participants feel like there are limited to no protections or protocols to sufficiently protect the knowledge they elect to share. This becomes apparent whenever Tribal members navigate how much and in what way to share collected and emergent traditional and community information with the State, agencies, and collaboratives.

In addition to insufficient protections around the knowledge itself, one member expressed that appropriate Tribal protocols for requesting, using, or sharing their information are often unmet. Even when projects or processes, in good faith, seek to integrate Traditional Knowledge, it is not done in a good way. It is not requested in a thoughtful way, on a reasonable timeline, or with appropriate reciprocity or compensation. Ultimately, the encounters feel exploitative or tokenizing.

“You get [Tribal] pushback because you got too many people that are going really fast and saying we want something from you. That is not new. You know, and we want your historical, most intimate information of your connection to the ocean and our water resources, but yet we're not going to compensate you.”

Limited Capacity and Compensation

Tribal capacity to participate in the collaborative varies massively by population size, location, socioeconomic status, Tribal priorities, and several other conditions and constraints. Historically, Tribes experience disproportionate rates of poverty, resource shortages, and chronic underfunding and unemployment. Given that many Tribes are socioeconomically and politically marginalized, they're constantly navigating a number of interconnected social and cultural threats, both including and beyond their connection to the marine environment. Unfortunately, participation in the collaboratives is volunteer-based, and Tribes are no exception. They are not funded to participate, yet Tribal communities face disproportionate barriers to participation in the collaboratives. According to one collaborative member:

“The Tribes want to be involved in every aspect of land and water care in our territories. There's no question about that. All Tribes are interested in that. So the fact that there aren't people there is not evidence of lack of interest, it's evidence that there are barriers.”

More specifically, multiple Tribal collaborative participants cited difficulty participating in the collaboratives due to limited staffing, resources, and time. Further, they mentioned that smaller

Tribes than themselves were not able to participate in any way due to similar barriers. Tribal priorities vary greatly, and many cannot afford to prioritize marine management and MPA involvement.

“You're dealing with so many different levels of education, concern, and cultures of the different Tribes. You're not going to be able to service 123 Tribes. It's not going to happen. You can give notice. You can encourage participation, but you may have to have tiered levels of participation, depending on the willingness to try... because if you're a very small Tribe and you only have 12 people, you're dealing with so many issues besides the marine environment. But if you're a larger Tribe and you're on the Coast and you harvest a lot then you're going to have a much better and deeper perspective on it.”

Difficulty of Accommodating Tribal Diversity

Each of the 800+ Tribes in what is currently known as the United States, and those within California possess unique histories, identity, culture, and knowledge. That said, Tribal participants suggested the network of collaboratives fails to meaningfully recognize and accommodate the diversity of Coastal Tribes, most often as it relates to differences in Tribal capacity and willingness to engage. One member challenged the belief that the collaboratives were currently or could ever engage all coastal Tribes:

“There's this image [that the MPA Collaborative Network] can publicize. It appears like all the Tribes are on board. They aren't. They're working with a coalition of the willing, and that's practical, and that's how you have to do it. But it should not be mistaken for a coalition of all the Tribes.”

Tribes are independent sovereign entities with differing capacities, motivations, challenges and power dynamics. These dynamics were particularly apparent during the MPA designation process, where according to one member:

“Another large local Tribe protested [our Agreement with the State] and they said that [we are] a small Rancheria, [they] are a larger Tribe. [They] have a fisheries department and [the MPA is in their] ancestor's larger ancestral territory. Even though today, with Tribes all over the country your ancestral territory is much larger than your reservation or your territory today... and you know we're the same culture, as the other Tribe.”

As independent, sovereign, social and political entities with complicated histories amongst themselves, Tribal interests can and do diverge surrounding the MPAs, MPA management, and subsequent participation in the collaboratives. There is no one way that Tribes engage with the collaboratives. However, with limited time, money, and capacity, the CN, collaboratives, and collaborative leadership struggle to understand, navigate, and accommodate diverse Tribal identities, preferences, and capacities.

Tribal and State Bureaucratic Complexity

Tribal participation in the collaboratives is bureaucratically complex. Some Tribal participants government employees whose participation is encouraged; others participate without officially

representing their Tribe. The bureaucratic complexity extends both ways: collaboratives find themselves navigating complex Tribal protocols as Tribal members encounter State management bureaucracy.

Working with Tribes, especially with cultural information, entails working with their respective committees, departments, councils, and Elders at any given time. Collaboratives including Tribal information and histories in projects find themselves interacting with multiple Tribal individuals or entities over multiple weeks or months. One Tribal member explained this process:

“Whenever you’re working with Tribes, especially with cultural information... it has to have the right tone, or the right language, and it has to go through, at least for us, it would have to go through committees and our culture department and eventually to our Tribal council to sign off on it.”

California’s environmental regulatory environment is complex, and the MPAs are no exception. MPA management entails numerous actors, acronyms, expectations, and bureaucratic procedures at the collaborative, CN, and State-level. It takes substantial time, energy, and investment for Tribes to engage and coordinate across all parties. One member described that a non-exhaustive list of the MPA management players they simultaneously engage with includes but is not limited to the Department of Fish and Wildlife, the Fish and Game Commission, the collaboratives, MPA Watch, Ocean Protection Council, the Federal Pacific Coast Fisheries Council, the Bureau of Land Management, National and State Parks, and local government. Participating in the collaboratives is just one feature of Tribal strategy to achieve meaningful environmental co-management and collaboration.

Conclusion

California's network of 124 Marine Protected Areas is the largest network of its kind, and serves as a living model to other states and nations that are looking to create a series of protected areas. The California MPA Collaborative Network (CN) was created as a way to maintain stakeholder engagement in implementation. It includes 14 collaboratives organized at the county level, and a network organization (CN) linking them. The Collaborative Network (CN) and the 14 collaboratives focus mainly on education, outreach, research and monitoring, and the enforcement and compliance of MPA regulations in order to support the State with their six original goals for the Marine Life Protection Act Initiative (MLPA Initiative).

The goal of our group and this project was to explore the history, mission, goals, partnerships, funding, obstacles, and achievements of each collaborative, the CN, and their interactions with to the State to draw out best practices and generalizable lessons. From there we created a set of recommendations for the collaboratives, the CN, the State.

While discussed in detail in previous chapters, our overall conclusions are as follows.

Benefits

The collaboratives provide numerous benefits to their member organizations and the State. Notably they **create a forum for networking and interactions** which allow collaborative members to have a platform to speak and be heard, exchange ideas, information and resources, and to create lasting relationships, drawing on a with foundation of understanding and mutual respect. **The collaboratives and the CN promote public awareness of MPA rules and regulations through outreach and education, increasing compliance with MPA management goals.** Importantly, the collaboratives are the “eyes and ears on the ground,” and **serve as an early warning system to the State** to elevate issues such as poaching to the appropriate authorities.

Facilitating Factors

There are a number of factors that enabled these benefits. One of the most important factors is the **overlap between a member's day job and MPA collaborative work.** That is, participation is facilitated when members are being compensated for their time working on collaborative initiatives. Another notable element which helps the collaboratives is **positive relationships that existed among member organizations.** Some of these pre-existing relationships enabled collaboratives to build trust while building new relationships. One of the biggest factors that enabled collaborative success is the **support from the Collaborative Network** itself. The CN provides the central connective tissue between the network of collaboratives and State partners. The CN also provides support to the collaboratives, which helps to lighten the burden on co-chairs and increase their administrative capacity.

Challenges

The collaboratives face barriers to accomplish needed work. There is a **lack of clarity surrounding roles and expectations** on the part of collaboratives, the CN, and their State partners. Because the CN and the collaboratives provide a large benefit to the State in helping implement the MLPA, there needs to be more clarity around each actor's roles and responsibilities, and the expectations for each role. As the collaboratives and CN mature, it will

be important to address this challenge iteratively. The collaboratives also have **limited capacity and motivation for members to participate beyond the work required by their paying jobs. Another challenge is the competing priorities and missions of members' home organizations.** When a member's organization's priorities change, then their level of engagement within the collaborative may change. Additionally, competition for grants and other types of funding among organization with similar missions have limited fundraising success in some cases.

Tribal Participation

Tribal participation in and attitudes towards the collaboratives vary over space and time but overall participation remains limited. However, our records suggest that there is no policy, procedure, or approach to a collaborative marine management structure that would guarantee Tribal participation. According to one member, “progress is probably more of an approach than a specific set of policies.”

*“The situation of Indigenous peoples varies from region to region and from country to country and that the significance of national and regional particularities and various historical and cultural backgrounds should always be taken into consideration.”*²⁷

Interactions between Tribes and the State of California over generations, and experiences during the MLPA designation process continue to influence Tribal engagement with the MPAs and collaboratives. While Tribal marine (co-)management most often officially occurs on a government-to-government basis at the State level, there are steps that can be taken at the collaborative, CN, and State-level to facilitate Tribal participation. Portions of the recommendations suggested may overlap with the broad jurisdiction of various State agencies and subcommittees. Nothing in these provisions is intended to change that jurisdiction. Finally, the Tribal recommendations are specific to and intended to serve not only federally recognized Tribes, but all Tribal and Indigenous groups, organizations, and participants.

²⁷ Anaya, J., & Rodríguez-Piñero, L. (Eds.). (2018). The Making of the United Nations Declaration on the Rights of Indigenous Peoples. In *The UN Declaration on the Rights of Indigenous Peoples: a commentary* (First edition). Oxford University Press.

Recommendations

In spite of the challenges facing the collaboratives, it is clear that these 14 collaboratives are enabling MPA management at a local level. They provide an important bottom-up view of the situation, and create capacity that otherwise would be missing. Together, the collaboratives, the CN and the State have created significant infrastructure to implement the MPA network. To enhance the effectiveness of the collaborative approach, we outline a set of recommendations that we believe will assist the collaboratives, the CN and State deal with current challenges. Other places aspiring to use this document when implementing a collaborative approach should consider how their local cultural context make recommendations relevant or not.

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Recommendations to the Collaborative Network

1. Clearly define roles and responsibilities at the outset and revisit periodically

1.1 Ensure that Roles and Expectations are Known and Re-evaluate Regularly

Collaborative co-chairs and members, CN staff, and State agency personnel should all know what is expected of them from the outset. “I think it’s a great model if it is set up correctly from the very beginning,” commented one State agency representative. Challenges over the structure and function of the collaboratives arose because “there was a disconnect on what the expectation was of how the State was going to be involved in the Collaborative Network and what the role of the [CN] was going to be.”

If replicated or implemented elsewhere, one agency member suggested that “you really need to have a clear idea of where a network like this would sit in the infrastructure of governance. [You need to think about] where that really sits, how they are to be connected or not, what is the level of support, where is that support going to come from, etc.” Explicitly addressing these elements and clarifying them during the design processes will help prevent confusion surrounding roles and as the collaboratives mature.

The Collaborative Network model is a social experiment that has never been implemented at this scale. Given this novelty, leaders should recognize that roles, relationships and expectations will continue to evolve. **It will be critical to have ongoing reflection and evaluation of the roles**, relationships and expectations in order to continue to provide clarity to all members involved. Hence our recommendations are to:

- Clearly define the relationships between the State, the CN, the collaboratives and fiscal sponsors
- Revisit periodically on a consistent basis.
- Use the annual co-chair forum where the CN works with co-chairs to do strategic planning as a place where this recommendation can occur.
- Include regular meetings with set agendas with State and other key partners to ensure continued alignment.

Although this recommendation is for the Collaborative Network, it is vital that all parties be involved, thus we recommend this to State partners as well.

2. Find Ways to Expand Capacity for the Collaboratives to Function

In many collaboratives, capacity for basic administration is quite low and many projects are hard to get off the ground. For example, even though some co-chairs have an overlap with their day job and collaborative work, sourcing and writing grants is too much to consistently have on their plate. Collaborative members have expressed need for greater support from the CN. Two ways that the CN could create greater capacity for collaboratives to function could be to expand dedicated regional support staff and to expand core funding for collaboratives. Another mechanism would be to formalize partnerships with universities and students, or other volunteers with skills of value to the collaboratives.

2.1 Expand Dedicated Regional Support Staff to Create Positions Assigned to the Central and North Coast

Having dedicated Collaborative Network (CN) staff members to help support collaboratives on the regional level have been highly beneficial to the CN. Many collaborative members have stated how valuable the current South Coast support has been, and many others have expressed how having staff dedicated to each region would make a substantial difference in supporting collaboratives. “If [someone] could just be focused on, say, Santa Cruz, Monterey and San Luis Obispo and have a smaller group that [they were] working with, as in the Central Coast, we could be really effective in terms of not only our individual collaborations, but also applying for grants together in relation to our section of the coastline.”

Additionally, the current Regional Support Staff position in the South Coast is tied to enforcement and compliance. One of the benefits of this position is the amount of data and reports from compliance forums that have been consolidated and compiled into usable forms for the State. Should the CN create two additional positions, similar benefits could be provided for each MPA focus area: research and monitoring, and education and outreach. These positions could:

- Source grants and other funding opportunities. Many collaboratives do not have the capacity to be looking for funding opportunities on a regular basis. This position could search for these opportunities and help the collaboratives apply for grants.
- Identify opportunities for collaboration and resource sharing among collaboratives and facilitate connections.
- Serve as regional connectors who could operate with the larger picture in mind, and serve as the connective tissue between collaboratives, local governments, the CN, and the State.
- Create and organize collaborative, regional, and network-wide resources such as guidelines and best practices to increase efficacy of the collaboratives operations.

2.2 Expand Core Funding for Collaboratives

Many collaborative members have indicated that funding is tight for administrative operations and other non-project related expenses, including reimbursement of travel and compensate for unpaid member to attend meetings.

Should the region or individual collaboratives have funding for general operations, it will allow the collaboratives to focus efforts on additional projects, initiatives, and events. Additional core funding gives the co-chairs and members greater opportunities for strategic planning, organization of documents and resources, and to be more proactive instead of reactive when funding becomes available.

As allowed by funders, **funds should allow for flexibility in how they are used.** For example, these funds could be utilized if the collaborative wanted to hire contractors or to help volunteers and members whose time is not compensated by their day jobs. Two places we see this being beneficial is with the Tribal communities and with the fishing community. Many of these members lose money or a day’s work by participating in the collaborative, so having funding to support them would increase participation and buy-in from important stakeholders. The CN and

collaboratives put a lot of effort to get a diverse representation of stakeholders at the table, and additional funds would help maintain participation.

Another way to gain flexible funds would be by **changing the funding structure so the collaboratives can receive donations** from members or other organizations. The Collaborative Network could **consider becoming a 501(c)(3) nonprofit**. This could be one avenue to address challenges the network of collaboratives has with receiving funding directly from the State and eliminate the need for 14 individual fiscal sponsors.

These funds could be used to:

- Compensate time spent applying for grants and other funding
- Compensate time spent on communication with members of the collaboratives, the CN, other partners and the public
- Create project management tools
- Maintain websites and other outreach outlets
- Recruit new stakeholders
- Compensate speakers at collaborative meetings
- Hold social events to strengthen bonds between members and keep the collaborative salient
- Create a travel stipend/reimbursement
- Provide refreshments for meetings and other events

3. *Expand Network Level Resources*

3.1 Create a Document of Guidelines to Inform and Enable Members and Co-Chairs

Additional guidance from the Collaborative Network (CN) to the collaboratives would help the collaboratives function. Because the CN does not define co-chair roles, the collaboratives have had to define and articulate that for themselves. While this flexible approach can enable the collaboratives to adjust the process to meet their particular circumstances, some co-chairs have found this confusing and have expressed the need for guidance. For example, the CN could create a list of tasks co-chairs generally do, and procedures that frequently have been adopted by collaboratives. The documents could serve as a guide to current and incoming co-chairs as they determine what works best for them. Some specific ideas for guidance include:

- **Documenting onboarding procedures for co-chairs.** Constructing a summary would allow the CN to compare procedures across regions, and to spot large gaps or areas for improvement.
- **Creating a collaborative grant writing resource** by language typically used in grant applications, including a standardized overview of the collaboratives and their purpose.
- **Collecting, organizing and housing a “brain dump”** of all co-chairs by creating a list of co-chairs duties, which can help new and existing co-chairs determine their own roles. This collection could also be done iteratively to capture new leadership turnover, for example at a yearly co-chair meeting.

- **Create a grant data base** which provides information from previous co-chairs on different grants they've applied for, if they were funded, why or why not, and other information that might be needed.

4. Support Engagement with Tribes

4.1 Establish a Tribal Outreach Position within the CN

This position would solicit Tribal input, build lasting relations with Tribal communities, and ensure Tribal protocols and engagement are culturally appropriate, informed, and reciprocal. They would lessen the burden on Tribal participants and communities by providing executive support, information, and targeted outreach. The individual should be familiar with and equipped to navigate nuanced Tribal histories, realities, and social, political, and cultural dynamics. Further, outreach should be directed at those Tribes who consistently participate, as well as those who have elected not to engage in the collaboratives.

4.2 Provide Compensation for Tribal Participants

Tribal participation is limited by several factors, including a lack of funding. Discussion with Tribal participants about whether compensation will facilitate sustained engagement is warranted. Consider creating a fund or secure funding to compensate Tribal participants for their time, participation, labor, knowledge, and travel. See points raised in recommendation 12.4 "*Prioritize the Inclusion of All Forms of Tribal and Indigenous Communities.*" All Tribal and Indigenous organizations, arrangements, and groups participating in the collaboratives and MPA management are limited by funding and capacity. Through discussion with Tribes, determine the financial barriers to participation and potential solutions for mitigating those barriers. Discuss what forms of participation require compensation, and which forms of compensation are appropriate. Determine guidelines for Tribal member compensation, sources of funding, and parameters that can be implemented to ensure equitable compensation.

4.3 Implement Tribally Led and Developed Protocols and Guidelines for Engagement and Feedback

Establish Tribal protocols, preferences, and guidelines for outreach and engagement by acknowledging the role that Tribal participants and representatives already play at the statewide level in decision-making structures (such as the MPA Statewide Leadership Team). We believe there remains a need to facilitate discussions with Tribes regarding engagement protocols at the CN and collaborative-level. Consider visioning sessions with Tribal participants to better understand where and what kind of protocols are most essential. Prior to the development of protocols, consider who the appropriate point(s) of contact are for Tribes, and the person(s) equipped to speak officially on behalf of their Tribal community. Inquire whether Tribes prefer protocols that are developed and implemented at the collaboratives, CN, regional, State, or some other level. Assess how the needs and protocols at the collaborative-level vary from Tribe to Tribe, if at all. Further, how can these protocols be streamlined to alleviate the burden on collaborative co-chairs?

Feedback is not specific to any one feature, but it does include, and is not limited to, Tribal priorities, wish lists, and their experiences in the collaboratives. It is imperative to solicit feedback equally from active Tribal participants and from those individuals who have not been responsive in the past. Determine how to best create opportunities for Tribes with limited

capacity to engage to share feedback. Further, collaborate on the interval at which feedback is solicited. Decisions surrounding anonymity and outreach will be impactful. Finally, special attention should be paid to mechanisms of accountability and transparency in response to feedback.

4.4 Create a Forum for Information Sharing and Dialogue Between Tribes and the CN

Create a forum for information sharing and dialogue between Tribes, the collaboratives, CN, and the State to provide Tribes with the knowledge needed to make decisions which reflect their community's best interests and right to self-determination. Consider what form(s) of communication are preferred and accessible to Tribes. Further, could the platform also serve Tribes that do not have the capacity to engage, if not, what does this other platform look like? Determine who is responsible for updates and communication, the frequency of communication, and the scope of the content according to Tribal preferences (collaborative projects, marine management decisions, etc.) This position could be facilitated by a Tribal Outreach position at the CN level.

5. Establish Indicators and Ways of Collecting Data to Enable Ongoing Evaluation

The Collaborative Network could benefit from translating a clear set of goals and strategies into a set of indicators to track progress. By identifying outcomes the CN is trying to achieve, indicators of progress can be established which can be tracked periodically to ensure the efficacy of collaborative work on MPA management. This directly relates to the MLPA's 5th pillar, which is *"to ensure that California's MPAs have clearly defined objectives, effective management measures, and adequate enforcement, and are based on sound scientific guidelines."*

Performing periodic evaluations could also be an effective way to engage with members. **Establish indices and metrics of ongoing evaluation of Tribal participation.** The CN should devote attention to evaluating Tribal participation and experiences.

6. Follow (and Reinforce) Best Practices for Managing Collaboratives

- **Continue to provide public comment at State meetings** to remain visible in State committee members' eyes.
- **Continue annual forums for all, as well as the co-chair forums.** The benefit is that this will support networking and understanding what other collaboratives are up to. Many collaboratives in Central Coast mentioned that they saw their value, and compliance forums have been well-received and well-attended.

Recommendations to Collaboratives

7. *Improve Collaborative Level Organization*

7.1 The Collaboratives Should Create an Informal Digital Forum for Communication

Multiple interviewees expressed interest in a network-wide communication platform where they could go to check in with each other, like a “digital cork board.” This platform might build on an internet forum like Reddit, where members can post what they are doing, see what others are working on, and ask each other questions, essentially creating another format of collaboration. This could also be achieved using a messaging app like Slack.

7.2 Each Collaborative Should Create a 1-2 page Living Document to Orient New Co-chairs and Members

This document would serve to guide new members and leadership by helping them onboard at the collaborative level. It should cover the collaborative’s history, activities (past and present), roles and relationships to the Collaborative Network and the State. It would help orient newcomers to the culture of the collaborative. It will be vital to review and update the information periodically when a collaborative undertakes strategic planning to revisit and redefine mission, roles and responsibilities, priorities, resources, and gaps.

8. *Ensure Engagement and Accessibility*

8.1 Ensure That Meetings are Accessible for all Members

There are many ways that collaboratives can help make participation in the collaborative more accessible. For example, there are members whose jobs overlap with collaborative initiatives, but there are other members whose jobs do not, and this limits their ability to participate. Having options such as holding some meetings in the evenings or weekends would allow more members to attend, without their attendance negatively impacting their livelihoods. Additionally, other accessibility accommodations that have responded to the Covid-19 pandemic can be sustained to increase participation. The preferences of the members of the collaborative should be assessed to determine what methods of access are most prevalent to a particular collaborative. For example, the San Luis Obispo Collaborative holds meetings exclusively after work hours, whereas the San Mateo Collaborative has found the most success with having meetings during work hours. Some ways that meeting accessibility could be increased include:

- Polling members on dates/times/locations and alternate scheduling to accommodate participation.
- Allowing calling-in or virtual participation as an option.
- Enabling closed captioning, recording of meetings, and making transcripts available for those who could not make it.

8.2 Expand Outreach to Existing Community Level Organizations to Promote Engagement with MPAs

Some collaboratives have been able to engage with local communities through community events like Honor the Ocean Day. Numerous members have mentioned that they found participating in community events to be effective ways to increase local engagement and buy-in of MPAs. When collaboratives engage with the public and have a chance to educate people on the benefits of MPAs, it gives members the opportunity to foster a sense of stewardship within the community.

8.3 Expand Ways of Engaging the Fishing Community

The fishing community is one of the many stakeholders from whom collaborative members and co-chairs have indicated they would like to see more involvement. However, there are various challenges that must be overcome to achieve higher levels of participation. Collaboratives that have successfully engaged the fishing community offered two suggestions:

1. Meet the fishermen in a location they feel comfortable in, like the docks or other areas where boats enter the water. Going to the fishermen, instead of having them come to the collaborative, serves two purposes. First, if they are in an environment where they feel comfortable, they are more likely to be willing to engage and listen. Second, they may not have to give up a day's wage to engage, but they will still be heard. With this type of outreach, it is important to remember that persistence, honesty, and an ability to not be defensive is imperative.
2. Listen to the perspectives of the fishing community, collectively brainstorm benefits of participation in the collaborative, and find ways to utilize their knowledge and skills in projects.

Though this type of outreach is beneficial, co-chairs and members may not have the capacity or funding to take on this effort. In those cases, another avenue for participation may be available. Some areas have organizations that represent the fishing such as fishermen associations, harbormasters, or sport fishing clubs. A representative from this type of may have some capacity to participate in collaborative meetings and act as the eyes and ears for the fishing community.

8.4 Extend Personal Invitations to Request Tribal Participation

Multiple interviewees indicated the power and impact of personalized invitations to participate in the collaboratives and MPA initiatives. Within the context of outreach and engagement, and broader collaboration with Tribes, consider direct invitations and correspondence wherever possible. Facilitate conversations with Tribal members regarding preferences and appropriate points of contact for different forms of engagement and requests. Determine how and in what way Tribes would like to be contacted and discuss appropriate timelines for outreach. Outreach and invitations on semi-regular intervals may allow collaboratives to iteratively determine if Tribal capacity or preferences have changed.

9. *Continue to Follow (and Reinforce) Practices that have Proven Effective*

- **Use Leaders of Membership Organizations as Co-Chairs of a Collaborative** Some collaboratives have benefited from the use of Executive Directors of member organizations serving as co-chairs in a collaborative. Overlapping roles encourage network connections, and make it easier to access relationships with funders.
- **Set a Calendar for Collaborative Meetings at The Beginning of the Year** The San Mateo Collaborative sets a calendar every year and this helps keep up motivation and momentum. This best practice helps members plan their schedules so that they can make it to meetings, and hold the collaborative accountable.
- **Have Frequent Meetings** Collaboratives should consider frequent meetings to keep the momentum going and reduce time spent in meetings catching up. Meetings should be frequent enough that members remain engaged. Some collaboratives find meeting quarterly works best for them.
- **Rotate Meeting Location** Mendocino, Monterey, and other collaboratives have had meetings on opposite sides of the counties as a strategy for increasing engagement.
- **Use Subcommittees** In certain collaboratives like the San Diego Collaborative or OCMPAC, subcommittees have enabled members to work on initiatives outside of collaborative meetings. They have fostered ownership of projects, and help to move projects along in a timely manner.
- **Detailed Documentation and Organization** One Monterey co-chair was praised for their organized way of documenting meetings and sending information about meetings both before and after meetings. This co-chair also sends meeting notes 1-2 days after meetings to all members, which contributes to transparency and allows members who miss meetings to catch up.
- **Create a Consistent Form of Communication with Membership** Communication within the collaborative helps members see what projects or initiatives are underway, and allows members to know where they could be of use. Additionally, consistent communication keeps the collaborative salient to participants. This could be done in the form of a newsletter. For example, one collaborative sends out exciting updates or good news, like being awarded a grant, in emails as soon as they receive good news. By not waiting until a meeting to share the update, this collaborative is able to celebrate little wins when they occur, which can boost members' morale.
- **Create a Collaborative Wish List** Some collaboratives have found it helpful to have a wish list of projects and initiatives already on hand. This way, if they find out about funding opportunities and only have a short turn-around time, they do not have to "re-invent the wheel" to come up with appropriate ideas.

- **Use one-on-one co-chair outreach to Tribes with limited capacity to attend meetings** to be as inclusive as possible.
- **Conduct Land Acknowledgements at Meetings**
Recognize and address whose land on which the collaborative is meeting.

Recommendations to the State Regarding the Collaboratives

10. Clearly Define Roles and Responsibilities at the Outset and Revisit Periodically

10.1 Ensure that Roles and Expectations are Known and Then Re-evaluate Regularly

Please refer to section 1.1 in Recommendations to the Collaborative Network. It is important that State partners take a co-leadership role in this process, as collaborative work is designed to help support State outlined goals. State partners should be continually involved in the iterative process as the CN, collaboratives, and State partnerships continue to mature.

11. Increase Engagement with Collaboratives

11.1 Prioritize Engagement and Presence of Relevant State Personnel at Least One Meeting a Year

Collaboratives serve as the State's eyes and ears on the ground. For collaboratives where State officials have not been attending collaborative meetings, prioritizing appropriate State agents, like wardens, to attend collaboratives meetings, would demonstrate buy-in, and would contribute to collaborative culture at the Local level. Although there would be a trade-off of officers not being out in the MPAs enforcing and writing tickets, the benefit of a warden coming to a collaborative meeting at least once a year has a long-term benefit in building relationships.

12. Explore Ways that More Flexible Funding Could be Made Available to Collaboratives

Several members of the collaboratives expressing that the available State grants do not align with the interests and priorities of their counties. For example, several collaboratives wanted to conduct science and monitoring projects and have been unable to fund them. The collaboratives focus heavily on education and outreach as a result of available funding, but many are interested in increasing citizen science opportunities and to contribute more to science and monitoring. One way that the State may address this challenge is to allow more flexibility in budget allocations to the collaboratives.

Another option would be for the State to spend more to enhance the capacity of the CN. If the State funded the two regional support staff, this would increase the CN and collaborative's capacity to find additional funding for collaboratives' initiatives.

Recommendations to the State about Improving Tribal-State Resource Management

13. Improve Tribal Engagement, Protocols and Initiatives

13.1 Provide Cross-Cultural Training by Establishing Periodic Cross-Cultural Training Opportunities

Trainings will foster cultural awareness around interactions with Tribal groups, and other societally marginalized participants. Allocate time and funding for ongoing collaborative, Network, and State cross-cultural training, that reflects local Tribal culture, histories, and connection to place. Viable avenues for informing training materials include independent research, relationship building with local Tribes, visioning sessions with Tribes, and contracting Tribal consultants, among others. Weigh whether or not the training is required or optional, and for whom.

13.2 Protocols to Prioritize Respect, Reciprocity, and Free, Prior, and Informed Consent (FPIC) in All Interactions

Acknowledging that there are significant historical and current injustices related to Tribal sovereignty, discuss how Tribal consent, respect, or reciprocity may have been violated with respect to resource management issues in general, and ocean/MPA conservation specifically. Further, discuss ways to redress these past violations, with an emphasis on transparency and accountability. Determine what actions or policies should be implemented going forward to ensure Tribal consent, reciprocity, and respect are met.

13.3 Establish and Abide by Anti-discrimination Policies Approved and/or Developed by Tribes

Determine which forms of discrimination, biases, or stereotypes Tribes have encountered through their participation in the collaboratives and MPA management. Discern if Tribes are familiar with or prefer particular anti-discrimination policies or frameworks. Review existing agency policies and interpretations that constrain Tribal participation, including but limited to considerations of inclusivity and accessibility.

13.4 Consider the Utility of Developing a Statewide MPA Tribal Committee and/or Statewide Tribal Collaborative

Acknowledging that Tribes engage with the State on MPA management through participation in multiple decision-making bodies, notably the Department of Fish and Wildlife Tribal Subcommittee and representatives at the MPA Statewide Leadership Team (MSLT), we suggest further conversations and visioning surrounding the utility and feasibility of other Statewide Tribal-specific bodies. Similar suggestions have been raised in the past, and given the iterative and adaptive nature of the MPA Collaborative Network, today warrant continued consideration. Tribes are most equipped to determine appropriate protocols, priorities, structures, , and projects that serve their needs. Tribal collaborative participants should direct the visioning, creation, and structure of the Tribal committee, collaborative, and/or comparable structure.

13.5 Engaging Tribes as Partners in Co-management, Not Stakeholders

As sovereign entities, Tribal political status should be acknowledged in decision-making and planning at all levels of MPA management. Involve Tribal participants in decision-making bodies, forums, and protocols surrounding the control and co-management of MPAs.²⁸ Discuss how principles of Tribal co-management have been violated with respect to resource management issues in general, and ocean/MPA conservation specifically. Consider who the appropriate point(s) of contact are for Tribes, and the person(s) equipped to speak officially on behalf their Tribal community. Additionally, be mindful of how collaboratives, the CN, and the State are communicating about Tribal participation in the collaboratives. Paying special attention to the fact that some Tribal members participate in the collaboratives as individuals not representatives of their Tribe, and without express approval of the Tribal council.

13.6 Ensure Tribal Co-authorship of Language in All Formal Agreements

Tribal authorship ensures Tribal perspectives, preferences, and confidentiality are appropriately captured. Control over documents and arrangements that pertain to Tribes is a form of self-determination.

13.7 Establish Protocols for Integrating Aspects of Tribal Stewardship

Establish and codify appropriate policies, best practices, and protocols at the collaborative, CN, and State Level surrounding the respectful integration and acknowledgement of Tribal stewardship at all levels of MPA management. This will likely include, but is not limited to, CN messaging. Begin by facilitating conversations with Tribal partners about their priorities and goals surrounding the meaningful consideration and incorporation of Tribal stewardship, practices, and knowledge. Continue to prioritize Tribally-led and managed stewardship projects, such as the Tribal Marine Stewards Network.

13.8 Prioritize the Inclusion of All Forms of Tribal and Indigenous Communities and Recognize that Tribal Communities Exist Far Beyond Federal Recognition

Prioritize the involvement of diverse forms of Tribal arrangements including but not limited to federally recognized Tribes, State recognized Tribes, unrecognized Tribes, consortiums, etc. Discuss with Tribal participants what groups have been excluded from this MPA management in the past, and the procedures which facilitated that exclusion. Determine how approaches can be modified to engage a variety of formal and informal Tribal arrangements. Consider and discuss the possibility of a tiered-approach to Tribal engagement, mindful of variable Tribal size, capacity, location (coastal or inland), and arrangements. And lastly, determine whether models of

²⁸ McGinnis, M. V., Cordero, R. R., & Stadler, M. (n.d.). *Tribal Marine Protected Areas: Protecting Maritime Ways and Cultural Practices* (p. 70) [White Paper]. Wishtoyo Foundation. <https://static1.squarespace.com/static/5459dd35e4b0eb18b9b5599b/t/56bb76be859fd0422da8978d/1455126215937/TribalMPAsWhitePaper.pdf>

engaging other than federally recognized Tribes in natural resource management are appropriate in this context.

14. Tribal Knowledge Protections and Decision-Making Authority

14.1 Establish Protections and Protocols for Tribal Decision-Making and Authority Around Knowledge and Data

Establish policies with Tribal participants for knowledge requests, use, sharing, and mobilization within the collaboratives, with the CN and the State. Anticipate and honor diverse Tribal preferences for data management, collection, analysis, and use. These protocols will facilitate Tribal participation and information sharing in collaboratives and beyond, creating an atmosphere of consent. Understand that Tribes may not consent to the sharing of their knowledge and data that has been passed down and safeguarded for generations. Similarly, acknowledge the diversity of Tribal science and knowledge, how it differs from non-Tribal science, and the ways in which Indigenous science can be better protected (see guiding questions in the cross-cultural training recommendation). Consider the integration of Tribally-selected models of Indigenous data governance and data protection at all levels of MPA collaborative management. When visioning Tribal decision-making authority, ask and consider if there have been instances where Tribes felt as though they did not have control over their data, and if so, what policies could be established to mitigate these scenarios going forward. Consider how often these policies need to be revised, and whether they vary at the collaborative, CN, and State level. Further, consider integrating or learning from existing models of Indigenous data sovereignty, for example the FAIR (Findable, Accessible, Interoperable, Reusable) and CARE (Collective Benefit, Authority to Control, Responsibility, Ethics) Model [CARE].²⁹

²⁹ The Global Indigenous Data Alliance. (n.d.). *CARE Principles for Indigenous Data Governance*. https://static1.squarespace.com/static/5d3799de845604000199cd24/t/5da9f4479ecab221ce848fb2/1571419335217/CARE+Principles_One+Pagers+FINAL_Oct_17_2019.pdf

Appendix A: Del Norte County MPA Collaborative

Geographic Scope:

5 MPAs covering 35.57 mi² and 10.8 miles of coastline

Founding Year: 2014

Mission:

Engaging diverse communities in support of MPAs and the resources they provide from Pelican Beach to Shelter Cove.

Current Co-Chairs:

- John Corbett (Retired Tribal Representative for the Yurok Nation, North Coast Regional Water Quality Control Board)
- Marion Frye (Yurok Tribe)

Funding History:

- Fiscal Sponsor: Coastal Ecosystems Institute of Northern California
- 2015: \$7,000 from Resources Legacy Fund
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Network Small Grants Program
- Private Funder: Amount Unknown

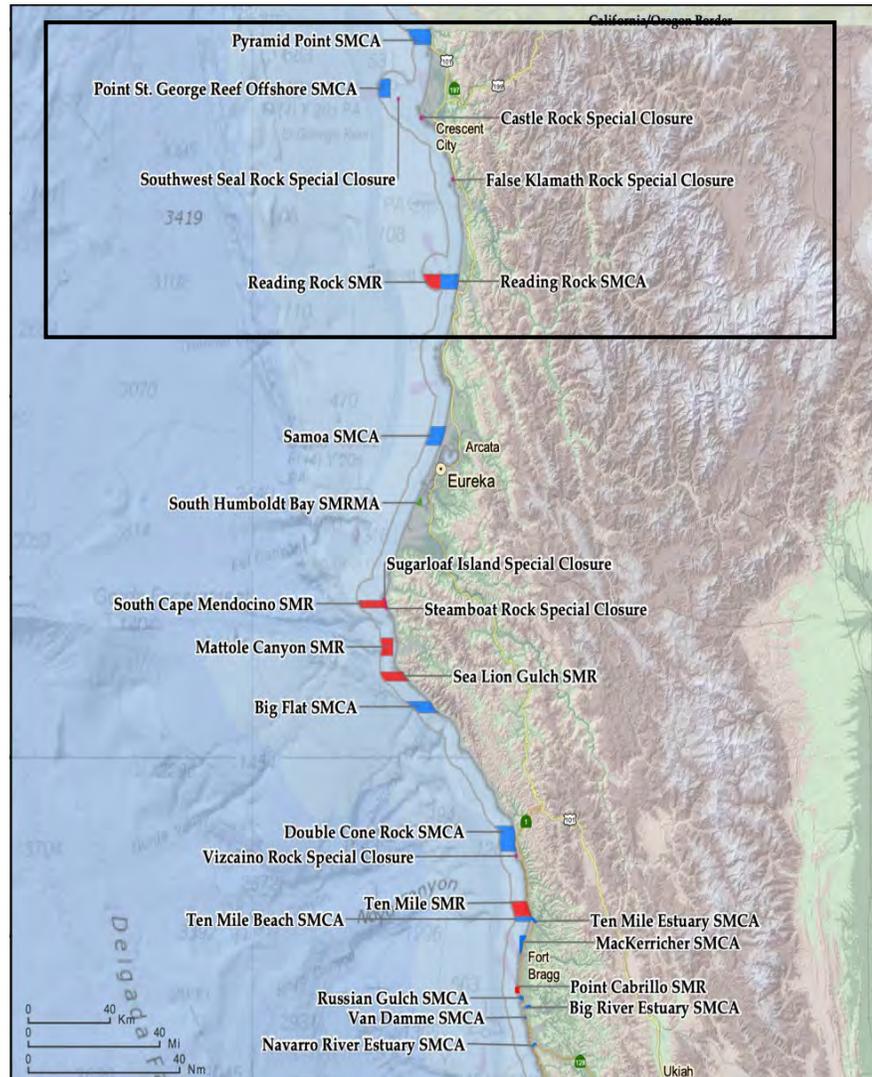


Figure A-1: Northern California MPA map with the Del Norte County MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*

Type of Organization		Early Membership	Recent Membership
Government	Federal	5	4
	State	4	3
	Local	3	2
Non-governmental Organization	Conservation	5	5
	Education	-	-
	Recreation/Diving	1	1
Fishing	Recreational	1	1
	Commercial	-	-
	Sport	-	-
Businesses	Recreational	-	-
	Commercial	3	3
Tribal Government and Community		6	3
Academics, Universities, & Research		2	1
Zoos, Aquariums, Museums, & Animal Rescues		1	-
Unaffiliated Community Members		-	1

*Table A-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:**Regional Characteristics:**

- Del Norte County is a remote, tight-knit community with strong ties to and reliance on the land and water.
- Much like the waters, Del Norte's MPAs are remote and inaccessible to many.
- In what is currently known as Del Norte County and throughout the North Coast, Tribes, Nations, and Rancherias occupy their ancestral homelands and maintain embedded interconnections with the land and water.

Significant Challenges:

- Limited funding exists for citizen science projects, and shortages in generalized funding for participation hinders collaborative participation and progress. This lack of funding presents a barrier for historically marginalized groups in the area.
- In particular, it remains difficult for the collaborative to engage and retain diverse participants, including Tribal Nations and anglers.

Major Activities:

- The collaborative supports Eagle Eyes of False Klamath Cove, a program operating under MPA Watch. Eagle Eyes maintains an extensive dataset on the human use of marine resources in and surrounding the Del Norte County MPAs.

Collaborative History

Regional Characteristics

Del Norte County is remote, tight-knit, and has the lowest population of any coastal county along California, hovering around 28,000 residents.³⁰ According to the Del Norte Historical Society, logging and lumber were historically lucrative industries in the lumber-rich area.³¹ Uniquely, the National Parks own a large portion of the North Coast as they acquired the land following the destruction of Redwood and other habitats resulting from the gold and silver rush.³² Fishing, musseling, and associated canning were prominent features of the area's resource-based economy.³³ Today, anglers remain an essential feature of the County's economy. Despite the water's rich abundance of marine life, it proves challenging to access in many places in Del Norte. The shorelines and intertidal region are rocky, and the MPAs themselves are more isolated and difficult to reach than elsewhere in the State. Only one of Del Norte's five MPAs, Pyramid Point, is accessible by foot; the other four are offshore.

The Del Norte Collaborative is the northernmost collaborative in all of California, abutting Oregon and the Pacific Ocean. It is a small operation and a self-proclaimed "voice for the smaller North Coast areas," according to collaborative leadership. Moreover, because of its isolation geographically from the rest of the collaboratives along the Coast, the "number one [role of the collaborative] is not to be forgotten... two is to downsize into a rural situation very thick [marine management] policies so they are understandable and people can participate" in the decision-making process that affects their livelihoods.

Much like the rest of the Northern California Coast, Del Norte County is comprised of the ancestral homelands of numerous Tribes, Rancherias, and Nations "that have not left the area... and have a very strong connection to the North Coast and the lands and resources" in the words of a Yurok Tribal member. Today this Indigenous presence in Northwest California includes but is not limited to the Tolowa Dee-ni' Nation, Karuk Tribe, Hoopah Valley Tribe, Yurok Tribe, Shasta Nation, Chilula Indians, and the Wiyot Tribe.³⁴ The Del Norte Collaborative currently has members from the Tolowa Dee-ni', Yurok, Resighini, and Elk Valley Rancherias. The same collaborative member noted that the Tribal communities in the North Coast are "very close-knit [as they are] all related and [they] still conduct and perform [their] ceremonies." These relations entail connectedness and responsibility to one another and all life in the area.

³⁰ United States Census Bureau. (n.d.). QuickFacts Del Norte County, California. Retrieved February, 2021, from <https://www.census.gov/quickfacts/delnortecountycalifornia>

³¹ Del Norte Historical Society. (n.d.). Del Norte's Economic History. Retrieved March, 2021, from <https://delnorthehistory.org/del-nortes-economic-history/>

³² California Department of Parks and Recreation. (n.d.). A State Park System is Born. Retrieved March, 2021, from https://www.parks.ca.gov/?page_id=940

³³ Del Norte Historical Society. (n.d.). Del Norte's Economic History. Retrieved March, 2021, from <https://delnorthehistory.org/del-nortes-economic-history/>

³⁴ Castillo, E. D., Professor. (n.d.). California Indian history – California Native American Heritage Commission. Retrieved February, 2021, from <http://nahc.ca.gov/resources/california-indian-history/>

History

Tribal presence in the North Coast shaped the land and waters itself, played a significant role in the North Coast MPA designation process, and eventually influenced the direction of the Del Norte Collaborative. Elsewhere in the State it was possible to negotiate MPA boundaries and restrictions by “trad[ing] a marine reserve here for getting the right to fish here” but as one collaborative leader said, “you couldn’t do that in the North Coast because there’s another Tribe. You can’t trade another Tribe’s rights away.” Despite the complexity of the MPA designation process, a stakeholder agreement was eventually reached. Again, according to collaborative leadership in Del Norte and throughout the North Coast, “many of the fishing groups and many environmental groups worked with Tribes in federal court to preserve water in the Klamath River for salmon. So, everybody had a [great] appreciation of the different roles and how they could work together.” This willingness and capacity to collaborate possibly enabled the North Coast to develop the only unified MPA proposal submitted to the State.

According to the former collaborative co-chair and Tribal representative, throughout the designation process in the North Coast, Tribes were a “predominant factor in a lot of the decisions made up [there]... When the State first came in with their MPA ideas... there was a lot of pushback, and a lot of back and forth... and there was [Tribal] presence at every single state meeting” to ensure that their traditional rights and ways of life were safeguarded for past, present, and future generations. When this Tribal representative interviewed members of Tolowa Dee-ni' Nation, they found that the sentiment among those opposed to the MPAs were generally that they “knew how to take care of [their] own resources and the State putting up imaginary borders is not going to do anything.” That same individual suggested that the Tribes in Del Norte and throughout the North Coast were ready to strongly advocate for their needs throughout the process, having seen limited Tribal engagement in the South and Central Coast early on; they were resolute that “that’s not going to happen here.”

Despite this Tribal engagement in the MPA designation process, multiple interviewees indicated that decisions made during and in the nine years since MPA designation regarding funding, best available science, and consultation practices have strained the relationship between Tribal entities and the MPAs. This history has informed how much and in what ways Tribes are willing to engage with the collaborative. Overall, participation in the collaborative is notably limited when it comes to anglers, a group vocally opposed to the MPAs and their implementation process. Early collaborative leadership described the Del Norte Collaborative as unable to coalesce. With such a small, rural population, garnering support takes time. As a result, collaborative progress rests on the ability of dedicated co-chairs, a small handful of participants, and collaborations with a nearby collaborative to maintain momentum.

Leadership

Del Norte's leadership has been comprised of Tribal persons, advocates, and representatives since the collaborative's inception. One of the two co-chairs is a retired Yurok Tribe legal council, and the newest co-chair is a member of the Yurok Tribe. These leaders and stand-in leaders are personally, professionally, and communally invested in Tribal issues and equity matters. Due to this leadership composition, the collaborative has specialized in Tribally-oriented projects. One prominent feature of the collaborative is the dynamic relationship between long-standing co-chair and his friend and colleague of the Yurok Tribe and R.A.M Consulting. They have been working together for over 20 years to “protect [Tribal] natural resources and connection to marine

resources.” Moving beyond this long-standing commitment to Tribal projects, leadership has expressed an interest in expanding the collaborative's scope to include fisherman, environmental groups, and other Del Norte community members.

Structure

The Del Norte Collaborative has always been and will likely remain small. Given the County's population and remoteness, gaining momentum for the collaborative takes time. More often than not, they've opted to combine forces with the Humboldt Collaborative and host joint meetings for momentum and continuity. Additionally, this collaboration provides an opportunity to share information, resources, and support. In the past few years, all but one or two of the quarterly collaborative meetings have been joint meetings.. One Humboldt member who regularly makes it to joint meetings described “150 miles [as] right next door” in rural Northern California. A former Del-Norte co-chair shared that the early collaborative was a “good core of people that would continually show up and continually participate,” and the same holds true today. A typical meeting is comprised of collaborative co-chairs, joined by representatives of the Tolowa Dee-ni', Elk Valley Rancheria, State Parks, a commercial fisherman, and a California Department of Fish and Wildlife (CDFW) representative. The most recent February 2021 virtual meeting was attended by 15 individuals, six of which were Network employees or co-chairs. The meetings take place largely during working hours for around two hours.

When it comes to planning collaborative meetings, co-chairs are mindful of meeting logistics like location, which affect participant's level of comfort and likelihood of engaging. Early on, leadership would seek out “neutral ground, like a Tribal facility” to ensure Tribal members felt welcome. That being said, this “might inhibit the white folks [from attending].” In Del Norte, logistics such as this are described as “tricky”. The meetings themselves serve multiple functions. They are where folks from agencies and the community present updates about marine management, policy, and other matters. It is a space for community stakeholders to connect with one another and share their experiences, ideas, and visions. Mostly, meetings are a time to share the progress of ongoing collaborative projects and brainstorm ways to engage and recruit the broader community.

Major Activities

Harbor Kiosk Informational Panel

- Collaborators: Tolowa Dee-ni' and Elk Valley Rancheria
- Funding: Resource Legacy Foundation

One of the first projects of the Del Norte Collaborative was a kiosk installed at a local harbor spotlighting Whalers Island. According to the former co-chair at the time of this project, the kiosk panels, still standing today, were intended to share MPA information and highlight the former “village [there] and what they used to do, and how they used to get surf perch, and just shine a light on what this Island used to be and the people [there].” The majority of the project and project planning was geared towards educating and engaging Harbor visitors about Tolowa, Yurok, and Karuk culture and history. The plan was for the kiosk to consist of 4 panels, “one was

a general MPA one, two were fishing regulations, and then the fourth one was supposed to be the interpretive panel for Whalers Island” (Figure 1). Somehow the fourth panel on the Indigenous relationship to Whaler’s Island was never installed or located.

Creating the kiosk entailed collaborations between the Tolowa Dee-ni' Nation and the Elk Valley Rancheria. According to former co-chair and current Tolowa representative, whenever you’re working with Tribes, especially with “cultural information... it has to have the right tone, or the right language, and it has to go through, at least for us, it would have to go through committees and our culture department and eventually to our Tribal council to sign off on it.” For this project, that collaboration manifested as a couple of months of back and forth between Tribal councils before a final product was agreed upon. While the Tribal component of the kiosk was never erected, this experience is still perceived as a successful Tribal collaboration around MPA content and outreach.



Figure A-2: Harbor District Panels (Source: RLF Small Grant Report and Del Norte Collaborative)

Supporter of MPA Watch: Eagle Eyes of False Klamath Cove (Eeofkc)

- Collaborators: Tolowa Dee-ni' Nation, R.A.M. Native American Consulting, Eureka Collaborative
- Funding: Private Funder

Eagle Eyes is a program within MPA Watch that trains volunteers to collect data on the human use of marine resources in and surrounding the five MPAs throughout Del Norte County (Figure 2). The Tolowa Dee-ni' Nation and R.A.M. Consulting spearhead the project. The Del Norte and Eureka collaboratives provide volunteers. The surveys conducted at the five sites run for 6 to 11 days a month for 12



Figure A-3: Eagle Eyes survey sites in Del Norte County. Source: MPA Watch (n.d). MPA Watch Survey Sites in Del Norte County [Digital image].

hours each day. According to the Eagle Eyes lead, volunteers are collecting baseline data “on all human activity in the water, on the beach, in parking lots, and along the highway... in an effort to create a statewide snapshot of how humans are using coastal and marine resources” to inform Tribal and MPA management decisions.³⁵

Motivation for participation in this project comes from a desire to challenge some of the assumptions used to justify the creation of the North Coast MPAs in the designation process. Collaborative members throughout the North Coast indicate that the North Coast's marine conditions are very different from elsewhere in the State. Del Norte Collaborative leadership subscribes to the belief that Del Norte and the rest of the North Coast “is not a cookie cutter from Southern California, and yet [the same formulas and numbers]” were used to create all of the MPAs. The statistical baseline data produced by Eagle Eyes can be used to shape MPA management decisions which best reflect the environmental conditions and human use in Del Norte. Leadership anticipates this data serving multiple parties and purposes, from National Park planning, to use by Tribes and anglers, and MPA enforcement in Del Norte’s distant special closures.

A local private funder has played a substantial role in the project’s success. That funding, along with personal and working relationships, some previously held and some cultivated through the collaborative, with members of the local Tolowa Dee-ni' Nation made the project possible. High levels of unemployment and poverty exist outside of reservation boundaries in Klamath, California. Acknowledging this, Eagle Eyes and the Del Norte Collaborative ensured that the Tolowa surveyors were paid for their participation and are committed to keeping it this way. To them, “it was important to put Tribal people to work and to help them be part of the process, and they really appreciated that.” The relationship between Eagle Eyes, the Tolowa surveyors, and the collaborative is characterized by communication, transparency, respect for Tolowa traditional knowledge, personal relationships, and compensation.

For now, this work is not officially affiliated with the Tolowa Dee-ni' Nation. Tolowa members participate unofficially as individuals, not as representatives of the Nation. The lead for Eagle Eyes, an active collaborative member, hopes the Del Norte Collaborative will “eventually go through the Tribes [directly] and not have such a convoluted process.” This will take additional time, reciprocity, and dedicated relationship-building. Down the line, Eagle Eyes has its sights set on expanding surveying to offshore regions, possibly with the assistance of Tribal fishing boats out of Del Norte County.

Tolowa Dee-Ni' Tribal Traditions and Sea Life Translation Videos

- Collaborators: Tolowa Dee-Ni' Nation, HSU, R.A.M Consulting, and the Humboldt Collaborative
- Funding: Unknown

³⁵ Kemsley, A. (n.d.). Eagle Eyes of False Klamath Cove. Retrieved January 2021, from <https://mpawatch.org/eeofkc/>

In 2019, the Tolowa Dee-Ni' Nation, an active collaborative participant, worked with the Humboldt Collaborative and an HSU videographer to create a video highlighting the Tolowa Dee-Ni' Tribal ocean traditions and their past and current relationship to the coast. The Tolowa Dee-Ni' also created short videos of different speakers sharing and pronouncing the names of 35 sea creatures in the Tolowa language and their spelling in their Uni-fon alphabet as part of a collaborative Tribal Ocean Stories project.³⁶ Tribal Ocean Stories were gathered statewide to be shared in MPA teacher toolkits and included as a part of the MPA NGSS approved curriculum. These videos are made possible by Tolowa Dee-ni's commitment to language and cultural preservation, cultural sovereignty, and the creation of language learning resources for teachers and learners.³⁷

Teacher Toolkits

- Collaborators: Humboldt and Mendocino County Collaboratives, Humboldt County Education, CDFW, HSU Faculty and Students
- Funding: OPC Small Grants Program and OPC Original Lump Sum

Collaborations among the Del Norte, Humboldt, and Mendocino Collaboratives made the teacher toolkits possible in the North Coast. The toolkits are comprised of MPA curriculum, materials, and activities for loan to formal and non-formal educators. They are geared towards learners from kindergarten to 5th grade. This audience was selected because the educators working on this project identified kids as the “most receptive and easily influenced” members of the public who represent the next generation of ocean users and water protectors. This project is intentionally centered around place-based cultural curriculum, tying concepts and materials to the local area and ecosystems. Collaborators identify this teaching mode as the “next generation [of] science standards” where cross-disciplinary connections are made through research and hands-on engagement with content.

According to the Humboldt co-chair, the toolkits were made possible through dedicated local educators who did “a really awesome job for not a lot of money” and who were “willing to devote a lot of time” to do so. Collaboration with the Mendocino and Humboldt Collaboratives provided funding, human power, and momentum for this project. According to the Humboldt co-chair, the collaboratives “pool [their] money and do a big thing instead of three little things.” Additionally, the toolkits were constructed in collaboration with Yurok and Trinidad Rancheria Collaborative members to create a curriculum that reflects traditional relations with land and water, to familiarize users with Tribal histories and worldviews, and build connections with local Tribes. The toolkits are even outfitted with locally crafted dolls in miniature traditional native regalia. The Yurok member who spearheaded the Tribal aspect of the project expressed their excitement over “a small piece of Tribal historical information that might be taught in schools [correctly].” So often, Tribal histories are excluded or misrepresented in the education system, and this toolkit is one small step in getting accurate information into the school system and beyond.

³⁶ Bommelyn, L. (2006). Language: Taa-laa-wa Dee-ni' Wee-ya'. Retrieved March, 2021, from <https://www.tolowa-nsn.gov/tolowaculture/language/>

³⁷ Tolowa Dee-ni Wee-ya'-dvn. (n.d.). Wee-ya'-dvn (language Place): The Tolowa Dee-ni' Nation's language learning resource site. Retrieved February, 2021, from <http://www.weeyadvn.com/>

Despite the successes creating the toolkits, it became difficult to market and distribute them to local educators. According to Humboldt leadership, the Collaboratives “ran out of funding and ran out of resources to do outreach and tell teachers that the toolkits exist.” No concrete system for “keeping track of where it is, who has it, or how long they can have it” exists, leading to some confusion and miscommunication about where the toolkit is at any given time, and how often it’s used. Looking to the future, the Collaborative is hoping to explore “teacher outreach, non-formal educator outreach, and providing some context for people ... of how to use the toolkit,” possibly in video format.

Rebranding Along the Theme of Healthy Oceans

Based on years of experience and MPA Watch survey data regarding MPA messaging, Collaborative leadership have advocated for rebranding the collaboratives around the theme of Healthy Oceans. They cite a sea of acronyms, language, and definitions that discourage public participation. “You’ve got MPA Watch, MPA collaboratives, Ocean Protection Council, Fish and Game” the list goes on and “nobody knows what they’re talking about.” On the other hand, a Healthy Oceans theme is easier for a diverse audience to understand and connect to. This simplifies the messaging around MPA’s purpose and objectives, and they also believe it proves less divisive than existing rhetoric. The current co-chair simply stated, “I can’t find anybody who’s standing up and opposing healthy oceans, we find [the Healthy Oceans theme] better because it’s in terms people can understand.” They’re piloting that transition locally in Del Norte County before advocating for a more Network-wide transition.

North Coast Resolution Supporting a Moratorium on Oil Development

- Collaborators: Humboldt Collaborative

In July 2015, the Humboldt and Del Norte Collaboratives released a joint resolution opposing “any future oil and gas development, production, or transport that could affect MPAs or North Coast ocean resources more generally (Figure 3). The Resolution was the first and only clear advocacy stand from the two collaboratives. Leading up to and following its release, the Resolution divided collaborative membership. Some members saw this as a powerful way to use the collaborative’s platform to advocate for the ocean, coastlines, and ecosystem protection. Others were concerned that advocacy and lobbying were outside of the purview of the collaborative’s role, which they saw as more focused on education, amplification, and outreach. It is unclear whether the future of the collaboratives holds more advocacy and lobbying.

**RESOLUTION SUPPORTING THE MORATORIUM ON OIL DEVELOPMENT
ON CALIFORNIA'S NORTH COAST**

Whereas, the coast and ocean waters off of Humboldt and Del Norte counties are characterized by high productivity, diverse habitat types, and unique oceanographic conditions; and

Whereas, this area supports high biodiversity of fish, birds, invertebrates, and marine mammals; and

Whereas, the North Coast contains productive commercial fisheries, targeting a wide diversity of species that help support economies and culture of coastal communities; and

Whereas, the area has opportunities for consumptive recreational activities, including shore and vessel-based fishing, kayak angling, clamming, and abalone picking and diving as well as opportunities for a range of non-consumptive activities, such as diving, surfing, kayaking, beach-going, swimming, and shore and boat-based wildlife viewing; and

Whereas, North Coast tribes and tribal communities have relied upon ocean resources for sustenance, trade, cultural, and religious purposes since time immemorial; and

Whereas, in 2012, the State of California adopted a regional network of marine protected areas (MPAs) in the North Coast designed to meet a range of ecological and social goals; and

Whereas, extraction, production and transportation of oil and natural gas presents unavoidable risks to the integrity and effectiveness of the state's marine protected areas and the ocean resources the MPAs are in place to help protect;

Therefore, let it be resolved that the Humboldt and Del Norte county MPA Collaboratives hereby express their opposition to any future oil and gas development, production or transport that could affect MPAs or North Coast ocean resources more generally.

Figure A-4: Joint Resolution document

Benefits of the Collaborative to Marine Management

Direct Communication Between the Community and State and Federal Marine Management Agencies

Navigating ever-evolving state marine management procedures can be difficult for local-level stakeholders. According to Humboldt Collaborative leadership, in theory, the collaboratives can:

“bring in all the people that are affected by marine protected areas that have an interest in protecting the marine environment, including Tribal groups. Super important stakeholders include fishermen, recreational users, non-consumption users, consumptive users. All the people that aren't necessarily in those decision-making spaces, which obviously they should be, but the way that our agencies are set up, unfortunately at this time is not like that.”

For those who do elect to participate in the collaborative, they secure a semi-regular audience with the state where parties can connect and exchange ideas.

MPA Education and Outreach to the Community

According to past Collaborative leadership, “even though [the collaborative] is not a solidified group... it’s a really powerful tool and getting education and outreach in the community for MPAs... there are some really cool products that have come out of it.” This is made possible by putting “various entities and interests in the same room sharing ideas... is a really positive way to promote and educate people.” The projects and programs that come out of the collaborative, for example the harbor kiosk and teacher toolkits, are informed by and specific to the local environment and context.

Garnering Local Community Support

The collaborative is a space for the Del Norte community to engage with marine management directly. According to the co-chair “there’s quite a bit of research that if you don't get public support [for reserves] your reserves will fail.” The local community's ability to have real decision-making power encourages participation and often begets increased public support for the MPA initiative.

Long-Term Local Data

The Del Norte Collaborative’s support for Eagle Eyes at False Klamath Cove Program contributes to long-term social science and marine utilization data. This data serves a variety of potential purposes, including informing MPA management decisions in California and beyond.

Targeted Enforcement

Especially in the North Coast, where waters are more remote, and MPAs are far from one another, State enforcement of MPA restrictions is challenging. With local eyes on the ground, community support, and a direct communication line, strategic, targeted enforcement becomes possible. When members of the Collaborative or Eagle Eyes report violations observed while surveying, either Fish and Wildlife officers or the Parks Service quickly arrives. These relationships and rapid responses directly improve MPA enforcement and management.

Benefits of the Collaborative to Participating Members

Access to State and Federal Marine Management Agencies

An active Tribal participant shared they engage in the Collaborative in whatever way they can to “represent Tribes and help Tribes so that we can participate at this level with the state and federal agencies.” Without the collaboratives, it would be difficult for community members to gain regular access to marine management agencies. However, representatives from one or more agencies, like California Fish and Wildlife and the Bureau of Land Management, are present at joint collaborative meetings between Humboldt and Del Norte. The information flow between agencies and the community is two-way. Agency folks will share updates and present information surrounding marine management, and they will, in turn, receive feedback and questions, solicited or unsolicited. By attending collaborative meetings, agency members are kept aware of community thoughts, concerns, and progress.

Platform to Advocate for Interests

Beyond access to management agencies, a Tribal participant recognizes the collaborative as an avenue to “protect [Tribal] natural resources and [our] connection to marine resources... a voice for Native American Indigenous people of California and around the world.” Members, whatever their affiliation, can use the collaborative as a platform to share their experiences, perspectives, aspirations, and thoughts with one another.

Networking and Relationship-Building with Likeminded Individuals and Organizations

At the most recent February 2021 joint Humboldt-Del Norte Collaborative meeting, a representative from Tolowa Dee-ni' requested to participate in a State edible seaweed working group mentioned in an opening presentation by the California Department of Fish and Wildlife. Fish and Wildlife was receptive, and they exchanged contact information. A representative from Trinidad Rancheria, also subsistence harvesters, was at the meeting and requested that Tolowa keep them updated on working group activity and progress. Trinidad Rancheria doesn't have the staff capacity to participate in the working group for the time being. However, because of collaborative relationships and networking, their needs and interests are still likely to be represented.

Information and Resource Exchange

The joint-collaborative meetings facilitate information sharing between members and participants. Information shared ranges from phone apps, and written materials and resources, to personal experiences related to any aspect of marine management, observations, and livelihood. The collaborative is a space to share knowledge and resources freely.

Facilitating Factors that Enable Collaborative Success

Nuanced Grasp of Tribal Politics, Lived Experiences, and Long-Standing Relationships with Tribes

The Del Norte Collaborative benefits from their leadership's nuanced understanding of Tribal cultural, ceremonial, political, economic, legal, and historical diversity. This understanding comes from Tribal members and representatives who are familiar with and or embody Tribal history, lived experiences, and culture. The collaborative operates with the knowledge that no two Tribes are the same; they are each distinct sovereign entities with unique histories, capacities, and desires. Therefore, they work to ensure that any decisions and policies “enacted don't just favor big tribes, but also don't just favor the State of California.”

The Del Norte Collaborative is committed to carefully navigating complicated legacies between Tribes, the MLPA designation process, and the State of California's policies more broadly. They are building relationships and facilitating Tribal participation while respecting any hesitation or ill-will towards the MPAs. Eagle Eyes of False Klamath Cove is one such project made possible through the careful navigation of Tribal governance dynamics. When asked about what made the project successful, the manager of the program shared:

“One of the main reasons we succeeded was we avoided [Tribal] governments, and yet 90% of the work was done by Native Americans and they were from different Tribes but they didn’t get into intertribal rivalries, because it was not an official Tribal function. [That] was very important, because of the level of hostility to the MLPA directly. This was a way for people to see it and start to buy into participation [in the Collaborative]” without participating in an official capacity.

This approach and leveraging their personal and professional connections will slowly improve relationships between the collaborative and Tribes and ideally increase participation comfortably and respectfully.

Del Norte Collaborative leadership acknowledges that a lack of compensation is a barrier to many potential participants, especially for historically marginalized communities. Through private funding and RLF support, the local Tribal community is compensated for their surveying work with the collaborative. Paying their members for their labor on projects is a priority for the Collaborative, and is done whenever possible.

Engagement and Resource Sharing Between Neighboring Collaboratives

The Del Norte Collaborative benefits from resource sharing with the neighboring Humboldt and Mendocino Collaboratives. In the very beginning, leadership “even considered merging with the Humboldt collaborative... [as] a catalyst for much larger group participation.” This didn’t happen, ostensibly to retain the individuality and funding sources for each collaborative. Joint meetings and projects early on and into today greatly increased the Del Norte’s capacity to complete projects despite limited membership and funding. Between the collaborative’s collective funding, time, skills, and passion, projects become possible that otherwise wouldn’t have been. In collaborating with Humboldt, Del Norte also gains access to Humboldt’s larger institutions, like Humboldt State University, and their associated resources and momentum. Looking to the future, both Del Norte and the Humboldt Collaborative have suggested partnering on another joint project.

Funding

When asked about Del Norte Collaborative funding, former leadership lauded RLF, the MPA initiatives funder, as “open to Tribal perspectives and very respectful, and not just a box that needs to be checked.” This is a welcomed change from interactions between Tribes and other institutions, where Tribes cite treatment as a monolith. This sentiment towards RLF is mixed amongst collaborative leadership past and present. In addition to RLF funding, local and private financing has made the Collaborative’s survey work possible.

Member and Leadership Passion

Collaborative leadership past and present have dedicated their lives to Tribal self-determination for past, present, and future generations. Their passion keeps the collaborative progressing as membership and momentum fluctuate. Beyond leadership’s commitment to Tribal representation, the community is comprised of residents that are passionate about preserving the natural environment and their livelihoods, which keeps participants coming to the table.

Collaborative Atmosphere

A member of the Humboldt Collaborative shared since “day one [the two Collaboratives are] just a vibrant group” of people that are fun to be around for the most part. This atmosphere makes it easier and enjoyable to interact with one another, and more likely that residents will keep coming to the table month after month and year after year.

Challenges

Member Participation and Retention

The Del Norte Collaborative has always been, and will likely always remain small. Long-time co-chair notes that “with only [28,000] people and many, many issues on [the County’s] plate, [the collaborative] is not going to have a high volume of participation. The most likely participants are going to be institutions, like the harbor district, your Tribes” and commercial fishing, although they are not represented in the collaborative. A small, rural town amounts to smaller-scale participation, especially when the collaboratives are focused on MPAs specifically and not the ocean more broadly. With a fairly niche scope, the collaborative will take time to grow, if ever.

The geography of the area, both the land and water, makes it challenging to maintain a consistent and cohesive membership. Logistically, it takes longer to get to and from meetings and collaborative activities in such a remote area. When it comes to the MPAs themselves, their dispersed and offshore locations appear to affect collaborative participation. Early leadership partially attributed limited community engagement to “not caring... because the MPA that’s accessible by foot is right over [here]. Three of them are special closures, and then one of them is an MPA six miles offshore, so you definitely need a boat to get there... The fact that it’s not in their backyard is [maybe] why they don’t care.” Of the community members that did show up, it was rarely the same group of people in attendance, making it difficult to execute projects or gain momentum.

The fishing community, in particular, is underrepresented in the collaborative. Early and recent fishing membership in the Del Norte collaborative hovers at 1 individual. Collaborative leadership expressed a desire to reach out to and engage this group. They look towards “the harbor district because it’s both commercial... [and] it’s [also has] ties to the commercial fishing industry because that’s where they dock their boats.” They note the importance of “winn[ing] over [the] hearts and minds” of commercial and recreational fishermen whose livelihoods are deeply intertwined with the ocean. Beyond the fishing community, in line with the collaborative’s Tribal emphasis, leadership is interested in partnering with more Tribes in Del Norte and throughout the North Coast to form a “larger coalition of Tribes and community members coming together.”

Collaborative Capacity

Due to inconsistent membership, the onus for getting work done has historically fallen on collaborative leadership. Former co-chairs “felt like [they were] doing everything on [their] own” from grant applications all the way to project completion. Co-chair duties were a “pretty big time commitment, and all on a volunteer basis, [they] were doing stuff for the Collaborative while at work [which was] kind of in line with [their] job duties, but sometimes not.”

Co-chair and member capacity limitations make it difficult to support and sustain projects. For example, despite the successes of creating the teacher toolkits, over time it became difficult to market and distribute them to local educators. There is no concrete system for “keeping track of where it is, who has it, or how long they can have it” leading to some confusion and miscommunication about where the toolkit is at any given time. With the capacity the collaborative does have its focused on supporting Eagle Eyes surveying, establishing collaborative priorities, and coming up with feasible projects based on available funding.

Funding and Funder Preferences

Leadership has identified a lack of funding as a primary barrier to collaborative momentum and progress. Del Norte is home to multiple economically “disadvantaged communities, all Tribal places are disadvantaged communities, up and down the State. So they should be included in some type of funding to participate” in all aspects of the Collaborative. The same is true for other community members, the collaborative is “not seeing Hispanic, or any other minorities at the meetings.” For the time being, participation is more agency personnel than the local community. To further complicate matters, the Yurok Collaborative member observed that “OPC wants to go through a Tribal government,” even though many Tribal members participate in an unofficial capacity. “Tribal funding [is] available, [but] it’s really difficult because the Tribes don’t want to participate” in an official capacity.

Beyond funding restricting collaborative participation, collaborative leadership has described struggling with an apparent funder preference for marine science over social science projects and a general “risk-aversion”. Understandably, it appears agencies like OPC have a preference for “concrete deliverables” and “don’t like failures.” These preferences, however, tend to rank Tribal community social-science projects as less viable and fundable than projects focused on marine science and outreach. So much so that “when [Eagle Eyes] was rated by the State it went down to the lowest of any of the projects and the opinion was expressed that there was no ability to carry out the project.” According to the Eagle Eyes manager, the work they’re doing is “more of social science rather than marine science... We’re doing surveying, but we’re not out there creating transects and doing the technical marine type survey science.” The project that once ranked lowest in the State later generated some of the most extensive MPA Watch data in the State.

Lastly, collaborative leadership has indicated that limited funding is hindering participation with the state-wide collaborative work. Prior to COVID, statewide meetings or forums were most often held in-person either in Central or Southern California. Traveling to meetings in San Diego and elsewhere in the State “from the North Coast costs [them] almost twice as much to get there,” both in terms of time and cost. These costs complicate and limit Del Norte's participation at the Statewide MPA management level.

Residual Frustration and Perceived Exclusion from the MPA Designation Process

Experiences and sentiments that arose during the MLPA designation process, along with generations of interactions between Tribes and the State of California throughout history influence Tribal perspectives, attitudes, resistance, and hesitancy towards the MPAs and collaboratives. In Del Norte, multiple parties expressed frustration and hurt surrounding the MPA designation process that limits participant engagement today. Throughout the MPA designation process, a science panel played a predominant role in specifying MPA boundaries. According to Del Norte Collaborative leadership, Tribes were prevented from submitting their science and

documentation to the panel. Tribes were said to have encountered a “whatever you want to present the answer is no approach,” and a “continual and perceptual refusal to allow Tribal presentations and analytical and modeling science.” They “couldn't finish a sentence before there was a no. [The scientists] had no idea that the Tribe had on staff who had specialized in marine research for 5 to 7 years. They weren't allowed to present, and at the same time, the science panel said if you're a fisherman regardless of education, we welcome you to present.” Tribal science was not considered “best available science” by the science panel. This distinction suggested that Tribal science and ways of knowing were not as reliable or valid as western conceptions of science. Whether Tribes were sharing traditional knowledge or analytical and modeling science, the response was essentially the same. According to leadership, “they do not have to hear Native Americans in Western science.” The science panel said things like:

“Well you know, we do analytical science’ Okay, we do too, but they didn't want to hear that. and they sent the message Indian science per se, had no credibility with sight unseen, lack of the education level publications, and marine and experience, et cetera. So, the science panel was the most rigid and has the greatest problems in adapting.”

This treatment led to a “pretty deep sense of lack of trust” that exists today amongst the Tribes towards the MPAs. Today, “it's just very difficult to get the Tribes involved in this process and try to do the science when they couldn't even submit any documents during the whole initiative process.” That said, this treatment is not limited to the MPA designation process. One Tribal marine scientist “feel[s] most of the time from agencies they're like, ‘Oh, you work for Tribes that's not real science.” Further, the Tolowa were recently left out of a long-term monitoring project that received funding despite working on the monitoring since its inception. This project no longer has Tribal representation. Each and every instance of exclusion, in its various forms, through the collaboratives “[reopens] all the wounds and [shows they've] not learned their lesson and it's an ongoing problem” in Del Norte and throughout the North Coast.

Distrust amongst North Coast stakeholders also stemmed from the unclear private versus public nature of the MPA initiative throughout the designation process. The issue was eventually brought to court. The courts determined the process was public and accordingly had to abide by California public meeting laws. According to long-time Collaborative co-chair and lawyer, these public meeting laws were continually misapplied. This misapplication led to uncertainty, confusion, and continuous amendments to rules that determined who could engage, when, and in what way throughout the designation process. The co-chair indicated that they didn't see these misapplications as “malicious, I think just insensitive. They didn't know the law. So these public meeting things caused a lot of hard feelings” that persist today.

Unclear Collaborative Scope and Purpose

While in theory flexibility in collaborative messaging regarding scope and purpose leaves room for adaptation, collaborative participants suggest the ambiguity is problematic in this context. The role of the collaboratives is not explicitly clear to members or co-chairs. This lack of clarity can result in confusion, inconsistencies, and conflict surrounding collaborative objectives, scope, and purpose. These outcomes are apparent in the 2015 Del Norte and Humboldt Collaborative Resolution Supporting the Moratorium on Oil Development on California's North Coast. Some members see the collaborative as a lobbying tool, while others see the group as strictly an

education and outreach arm of the MPAs. With unclear scope, purview, and power, confusion is inevitable.

Perceived De-Facto Nature of MPAs

While overharvesting and overuse are verified threats to ocean health elsewhere in California, multiple parties suggest this is not Del Norte's case. Waters there are difficult to access, and are far less populated by residents than Central or Southern California. The MPAs were created according to excessive-take scenarios, based on the assumption that overexploitation is threatening marine life. These scenarios were applied along the State, even though the marine conditions vary significantly from Southern to Northern California. In the North Coast, according to Del Norte's leadership, the figures used to model "take were clearly wrong and not understandable." There is little sport fishing along the North Coast, and the waters are not heavily recreated in or extracted from compared to the rest of the State. Climate change and extractive industries are more of a threat to Del Norte waters than over-use or excessive-take. Given this reality, it isn't easy to garner large-scale community support for the MPAs.

Tribal Diversity and Governance Nuances

There is substantial variation in Tribes' willingness and capacity to participate in the Del Norte Collaborative, North Coast collaboratives, and any of the collaboratives more broadly. While the "State likes to treat all Tribes equally, many of the smaller tribes are never going to participate. They do not have the resources to participate, and they're dealing with other huge problems like their budgets, housing, rural drug problems, and those kinds of things. And so, they're never going to participate." Tribes are each politically and socially diverse sovereign entities, and it is "not a one size fits all approach on the North Coast." Ultimately, the belief that all or even a majority of Tribes will participate in the collaboratives will never be realized. According to collaborative leadership, in the North Coast:

"You're dealing with so many different levels of education and concern and cultures of the different Tribes, you're not going to be able to service 123 Tribes. It's not going to happen. You can give notice, you can encourage participation, but you may have to have tiered levels of participation, depending on the willingness to try.... I think that's an approach that is valuable" because again, if "you're a very small Tribe and you only have 12 people, you're dealing with so many issues, besides the marine environment. But if you're a larger Tribe and you're on the Coast and you harvest a lot then you're going to have a much better and deeper perspective."

The Del Norte Collaborative is advocating for policies that apply favorably to different Tribal groups. Still, they noted that "progress is probably more of an approach than a specific set of policies." Whatever that approach ends up being, Del Norte leadership suggests it should "apply favorably to all the different Tribal groups, but at the same time not [expect] participation."

Even for the Tribes who can engage with the collaborative, "the Tribe was not going to formally and diplomatically support it." There is a difference between participating while "not representing the Tribe" and participating as an official Tribal representative. The latter takes official Tribal approval. Whether participating in an official capacity or not, those wishing to engage Tribal participants need cultural and historical awareness to navigate the associated politics, governance, and norms.

Bureaucratic Complexity

California has a complex regulatory environment, and the MPA's are no exception. The Del Norte Collaborative finds it challenging to navigate the organizational and bureaucratic complexity of MPA management, from the federal down to the Network level. "There are just a lot of players... it is hard to keep track of everybody and the different levels that everyone is playing at." Even within singular agencies, like Fish and Game, for example, "it's not totally uncommon to have two different positions on the same matter." These inconsistencies and redundancies make it difficult for the collaborative to engage and advocate for themselves. Navigating the MPA bureaucracy becomes especially difficult when the Del Norte Collaborative simultaneously coordinates with National Parks who owns much of the land and water in the North Coast.

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Bureau of Land Management (BLM)	X	X
		Department of Defense (DOD)	X	X
		National Parks Service (NPS)	X	X
		Six Rivers National Forest	X	X
		United States Coast Guard (USCG)	X	
	State	California State Parks	X	X
		California State Parks PORTS Program (Parks Online Resources for Teachers and Students)	X	X
		Oregon Department of Fish and Wildlife	X	X
		Our Ocean Oregon	X	
	Local	Chamber of Commerce	X	X
Curry County Commissioner		X		
Crescent City Harbor District		X	X	
Non-Governmental Organization	Conservation	California Marine Sanctuaries Foundation (CMSF)		X
		Friends of Del Norte	X	X
		Smith River Alliance	X	X
		Oregon Shores Conservation Coalition	X	X
		Redfish Rocks Community Team	X	
		Tolowa Dunes Stewards	X	X
	Education			
Recreation/Diving	Crescent City Surfrider	X	X	
Fishing	Recreational	Individual(s)	X	X
	Commercial			
	Sport			
Businesses	Recreational			
	Commercial	Chartroom Restaurant	X	X
		Englund Marine and Industrial Supply	X	X
		Finigan Real Estate	X	
	Individual(s)		X	
Tribal Government and Community		Elk Valley Rancheria	X	X
		Federated Indians of Graton Rancheria	X	
		Resighini Rancheria	X	

	Tolowa Dee-ni' Nation	X	X
	Upper Lake Pomo	X	
	Yurok Tribe	X	X
Academics, Universities, & Research	Central Coast Research	X	
	Humboldt State University (HSU)	X	X
Zoos, Aquariums, Museums, & Animal Rescues	Ocean World Aquarium	X	

*Table A-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix B: Humboldt County
MPA Collaborative

Geographic Scope:

10 MPAs covering 32.6 miles² and 8.41 miles of coastline.

Founding Year: 2014

Mission:

Engaging diverse communities in support of MPAs and the resources they provide from Pelican Beach to Shelter Cove.

Current Co-Chairs:

- Angie Edmonds (California State Park Interpretive Specialist)
- Joe Tyburczy (California Sea Grant Coastal Specialist)

Funding History:

- Fiscal Sponsor: Friends of the Dunes
- 2015: \$13,000 from Resources Legacy Fund
- 2018: \$21,000 from the Ocean Protection Council MPA Collaborative Network Small Grants Program



Figure B-1: Humboldt County MPAs. Image Credit: California Department of Fish and Wildlife

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	6	3
	State	4	5
	Local	3	3
Non-governmental Organization	Conservation	9	7
	Education	2	2
	Recreation/Diving	1	1
Fishing	Recreational	-	-
	Commercial	3	3
	Sport	2	1
Businesses	Recreational	1	-
	Commercial	-	1
Tribal Government and Community		13	10
Academics, Universities, & Research		3	4
Zoos, Aquariums, Museums, & Animal Rescues		-	-
Unaffiliated Community Members		-	-
Others		-	-

*Table B-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:**Regional Characteristics:**

- Humboldt is a remote, rural resource-based community with strong ties to and reliance on the land and water. Described by some as California's "best kept secret" and relatively "unspoiled wilderness."
- In what is currently known as Humboldt County, Tribes, Nations, and Rancherias occupy their ancestral homelands and maintain embedded interconnections with the land and water.

Significant Challenges:

- The collaborative's education and outreach emphasis appeals to like-minded organizations and participants but excludes other community members and stakeholders whose interests fall outside of this scope.
- Leadership struggles with marketing and messaging surrounding the collaborative, including its objectives, purpose, and how it could best serve potential members.

Major Activities:

- The collaborative utilizes remotely operated vehicles (ROVs) to engage new audiences and share the underwater world with users.
- In collaboration with the Del Norte and Mendocino Collaboratives, the Humboldt Collaborative created Teacher Toolkits with MPA curriculum for local educators and learners.

Collaborative History

Regional Characteristics

Humboldt is a small, remote coastal town described by some as “California’s best-kept secret.” Its natural heritage is a point of pride for the community. However, the community is divided on whether MPAs are the best way to safeguard those natural resources and heritage. Ultimately, despite divergent sentiments towards the efficacy and need for MPAs, they remain one of the mechanisms managing what collaborative leadership describes as “relatively unspoiled wilderness both on the land and in the ocean.” Preserving these resources is a long-held and shared interest among this community with strong libertarian leanings.

Much like the rest of the Northern California Coast, Humboldt County is comprised of the ancestral homelands of numerous Tribes, Rancherias, and Nations “that have not left the area... and have a very strong connection to the North Coast and the lands and resources” in the words of a Tribal member of the Del Norte Collaborative. A member of Trinidad Rancheria shared that the North Coast is home to “three of the largest Tribes in the state population and land base wise. There are a dozen or so smaller Tribes, so [they] have the largest concentration of Natives in the State of California.” Each of these Tribes is a sovereign entity that possesses unique cultures and histories that influence their relations to the landscape, seascape, and marine management. These relations, in turn, have a profound impact on the Humboldt and other North Coast Collaboratives.

History

Like many rural communities in the West, Humboldt County was founded on resource extraction and remains a resource-based economy.³⁸ It has long been known for its redwood forests, but recently Humboldt’s cannabis industry has made a name for itself as well. The Humboldt Collaborative’s membership and objectives reflect the area’s closeness with the land and water. Community livelihoods and the health of the marine and terrestrial ecosystems are directly intertwined. The Humboldt Collaborative specializes in education and outreach to ensure the long-term viability of their marine resources. As a result, participants are often members of organizations with similar education and outreach missions, most often environmental NGOs and the occasional state agency representatives.

Given Humboldt’s northern, remote location, environmental concerns and priorities look very different than elsewhere in the more populated, accessible regions of the State. The terrain is rugged, and the waters beautiful but difficult to access. A seasoned local fisherman noted the “reefs and the rocky coast and the currents preclude any fishing in huge portions of [the] area anyways”. They described the waters as “de facto huge marine life protected area[s],” even before the official designation. Because of these conditions, unlike elsewhere in the State, where overuse and overexploitation are the predominant threats to marine ecosystems, Humboldt County is more concerned about climate change. According to collaborative leadership, this makes it difficult “to show people or even honestly say [there is] much environmental benefit” of the MPAs. Without

³⁸ Humboldt Economic Index: Humboldt State University. (n.d.). The Humboldt County Economy: Where Have We Been and Where Are We Going? Retrieved January, 2021, from <https://econindex.humboldt.edu/content/humboldt-county-economy-where-have-we-been-and-where-are-we-going>

demonstrated purpose, many community members see the MPAs as another round of restrictions to their industries and way of life.

Due to these perceived lifestyle restrictions, during the early MLPA initiative stages, the fishing community was very vocal and “heavily advocated to have MPAs in... places that were already de facto MPAs.” On multiple occasions, fishing advocacy groups sued the State over the MLPA process. Three times, the MLPA process was challenged in court on the basis of the State not having “the money and they were going to hurt fisherman” and challenging the initiative on the basis of California public process violations. Eventually, the plan that the North Coast Regional Stakeholder Group submitted to the State was accepted without modification, the only one of the four regions where that occurred. That said, the feelings of frustration that arose during the designation process have affected participants’ willingness to engage in the Humboldt Collaborative to this day.

One such group are the Tribal communities in Humboldt County. Each of these Indigenous communities in Northern California has built relationships with the land and water over many generations of learning and co-existence. Many traditional practices, such as subsistence harvesting and ceremony, are still practiced, honored, and are central to cultural and community survivance. Historically, State marine management decisions have adversely affected Tribal access to the water and land. Tribal participation with the collaboratives varies by Tribe and over time. One Humboldt co-chair indicated they perceive Tribal members as the “true leaders... and holders of wisdom and knowledge about marine resources management.” That said, Humboldt’s Tribal and non-Tribal membership has dwindled since its establishment in 2014. Leadership largely attributes this to “serious constraints on people’s time and serious constraints on the amount of funding available.” Looking forward, the collaborative is focusing on reinvigorating membership and creating thoughtful projects that engage new and diverse stakeholders and perspectives.

Leadership

Current Humboldt Collaborative leadership is comprised of a coastal scientist and a California State Parks interpreter whose “job specifically is to do interpretive programs and do outreach and education on the topic of North marine protected areas”. During their leadership tenure, they’ve noted that the collaborative has “lost a lot of steam and energy in the last couple of years.” Partly because of this dwindling membership, the role of co-chair is a demanding one. They feel responsible for “run[ing] the show.” Both co-chairs play an active role in sourcing projects and funding, recruiting, and executing projects. Going forward, they are hoping to breathe life back into the collaborative, using their scientific, outreach, and education skills. While acknowledging Humboldt’s “humble means” and lack of “a whole lot of shiny community money coming in” they know that Humboldt can and does play an import role in the Collaborative Network.

Both co-chairs are mindful of the unique needs and desires of Humboldt ocean users, and are looking to “[bring] new people in, [find] ways to support them once they are in, and [keep] them engaged.” In particular, one of the co-chairs has indicated special interest in addressing “barrier[s] in accessibility for especially underserved communities.” They noted limited participation from youth and BIPOC (Black, Indigenous, People of Color) communities as an area that needs attention and thoughtful programming. Ultimately, collaborative leadership views Humboldt as a diverse and resilient resource-based community adjusting to changing

environmental conditions. The collaborative is one mechanism to bolster community and ecosystem resilience.

Structure

Before the COVID-19 pandemic, the collaborative was meeting between one and four times a year. Meetings often coincided with “a new funding opportunity or something that we should put our heads together about... and then we present to the membership... and people can pass out ideas about what we might do with this pot of money” according to leadership. An early collaborative member noted in the early years “the people who represented [institutions] seem to be always changing.” Now the group composition has stabilized. A typical meeting is comprised of collaborative co-chairs, Tolowa Dee-ni', Elk Valley Rancheria, State Parks, a commercial fisherman, and a California Department of Fish and Wildlife (CDFW) representative. One of the current co-chairs noted, “it's pretty much one person from each of the groups... which is not great, but it means that we have an equal portion of this speaking time.” The most recent February 2021 virtual meeting was attended by 15 individuals, six of which were Network employees or co-chairs.

The meetings take place largely during working hours for around two hours. In the past few years, all but one or two of the quarterly collaborative meetings have been joint between the Humboldt and Del Norte Collaboratives. One Humboldt member who regularly makes it to joint meetings described “150 miles [as] right next door” in rural Northern California. Del Norte is “also a very small, quiet collaborative,” according to Humboldt leadership. Occasionally, meetings also include the Mendocino Collaborative, also described as a “pretty quiet, kind of sleepy community.” Collaboration between the Humboldt and Del Norte Collaboratives provide an opportunity to share information, resources, and support.

The meetings themselves serve multiple functions. They are where folks from agencies and the community present any salient updates to marine management decisions, policy, and other updates. It is a space for community stakeholders to connect with one another and share their experiences, ideas, and visions. Mostly, meetings are a time to share the progress of ongoing collaborative projects and brainstorm ways to engage and recruit the broader community.

Communication between collaborative leadership and members happens almost exclusively through email; unfortunately, according to current leadership, the email list is “pretty outdated and [they] get a lot of bounce back emails.” There is no active phone list, and while there was a push by the Network to create social media pages a few years ago, they are mainly unutilized. Communication is an ever-present challenge for the collaborative. Even the most active members are “really difficult to get ahead of or never respond” through email. Outside of information exchange with current members, collaborative communication and outreach to the public is limited.

Recruitment for the collaborative is informal and happens mainly through word of mouth. Since the collaborative is geared towards education and outreach, it attracts organizations with similar missions, typically NGOs and state agencies. However, this emphasis excludes groups and individuals like fishermen, academics, and community members, whose interests and motivation fall outside of that scope. Regarding fisherman specifically, one of the co-chairs explained that “given the kinds of project and the kind of funding [the collaborative] pursue[s] right now, [it's

hard to think] of a good reason for them to be involved... What would [we promise] them in terms of what they can contribute that they should take time out of their day for?"

Highlighted Collaborative Activities

Teacher Toolkits

- Collaborators: Del Norte and Mendocino County Collaboratives, Humboldt County Education, CDFW, HSU Faculty and Students
- Funding: OPC Small Grants Program and OPC Original Lump Sum

The teacher toolkits, undertaken by most collaboratives, were one of the Humboldt Collaborative's primary projects. The project aligns with their historical emphasis on MPA education and outreach. The toolkits are comprised of MPA curriculum, materials, and activities for loan to formal and non-formal educators. They are geared towards learners from kindergarten to 5th grade. This audience was selected because the educators working on this project identified kids as the "most receptive and easily influenced" members of the public who represent the next generation of ocean users and water protectors. This project is intentionally centered on place-based cultural curriculum, tying concepts and materials to the local area and ecosystems. Collaborators identify this teaching mode as the "next generation [of] science standards" where cross-disciplinary connections are made through research and hands-on engagement with content.

According to the Humboldt co-chair, the toolkits were made possible through dedicated local educators who did "a really awesome job for not a lot of money" and who were "willing to devote a lot of time" to do so. Without these dedicated educators, these toolkits wouldn't have been possible. Collaboration with the Mendocino and Del Norte Collaboratives provided funding, staffing, and momentum for this project. According to the Humboldt co-chair, the collaboratives "pool [their] money and do a big thing instead of three little things." Additionally, the toolkits were constructed in collaboration with Yurok and Trinidad Rancheria Collaborative members to create a curriculum that reflects traditional relations with land and water, to familiarize users with Tribal histories and worldviews, and build connections with local Tribes. The toolkits are even outfitted with locally crafted dolls in miniature traditional native regalia. The Yurok member who spearheaded the Tribal aspect of the project expressed their excitement over "a small piece of Tribal historical information that might be taught in schools [correctly]." So often, Tribal histories are excluded or misrepresented in the education system, and this toolkit is one small step in getting accurate information into the school system and beyond.

Despite the successes creating the toolkits, it became difficult to market and distribute them to local educators. According to Humboldt leadership, the Collaboratives "ran out of funding and ran out of resources to do outreach and tell teachers that the toolkits exist." No concrete system for "keeping track of where it is, who has it, or how long they can have it" exists, leading to some confusion and miscommunication about where the toolkit is at any given time, and how often it's used. Looking to the future, the Collaborative is hoping to explore "teacher outreach, non-formal educator outreach, and providing some context for people ... of how to use the toolkit," possibly in video format.

Ocean Stories Video Series

- Collaborators: Humboldt State University (HSU), Tolowa Dee-ni' Nation
- Funding: RLF Small Grant Program



*Figure B-2: Filming for Ocean Stories Series
(Source: RLF Small Grant Report)*

This project captures and shares diverse ocean-user stories that encapsulate various relationships with the MPAs and the ocean more broadly in the North Coast. At their core, they raise awareness about the MPA's existence and their purpose. The project culminated with three short MPA-themed videos: MPA: Science; MPA: Youth Oriented; Tribal Traditions: Tolowa Dee-Ni' Nation Marine Protected Area. The videos are for audiences interested in learning more about MPAs along the North Coast. More specifically, the science video highlights the research potential of MPAs, framing the MPAs as natural laboratories. The MPA youth video intends to engage young audiences and pique interest in marine management and

stewardship. Finally, the Tribal Traditions video introduces viewers to traditional Tolowa Dee-ni' relations to the water, aspects of their subsistence lifestyles, and their role in MPA management.

This project was made possible through collaboration with a local Humboldt State University film professor and multiple film students, who provided "talented and cheap labor" according to leadership. In this project and others, leadership is adamant that the Humboldt Collaborative benefits hugely from a pool of "skilled people who are dedicated and who will work hard below market rate."

Remotely Operated Vehicles (ROVs)

- Collaborators: MPA Collaborative Network
- Funding: SoFar Ocean Technologies

SoFar Ocean Technologies provided two ROVs to the Humboldt Collaborative. One is intended for education and outreach, and the other for research. Since receiving them, the ROVs were used just shy of 10 times collectively throughout the North Coast. While the Humboldt Collaborative has focused on education and outreach, these ROVs are an opportunity to expand their scope and area of focus into research and monitoring. Furthermore, the co-chairs are hopeful that these "fun toys and tools" will attract and engage new audiences by piquing their interest in the collaborative's work. They frame the ROVs as an avenue to share an underwater perspective of the ocean that you otherwise wouldn't see "when you look out from the beach or from the rocky shore."

Collaborative leadership is hopeful that given “access [to] the underwater world,” users will develop a passion for safeguarding ocean spaces and resources. Particularly now, during the Pandemic, there may be capacity for “livestreaming, so that [users] can create things that people don’t even have to be physically present to see.” The collaborative plans to use the ROVs to explore some of Humboldt waters' unique features and features, like the urchin barrens. That said, it’s unclear how many spaces will be visited because “the ones out here [in Humboldt] are quite remote” and challenging to access. The remote, rugged nature of the North Coast’s MPAs and marine features make the area unique but routinely and effectively keep users out.

Monthly Ocean Nights

- Collaborators: Surfrider

The Humboldt Collaborative promotes and attends the Surfrider Humboldt Chapter’s monthly ocean movie nights at a local Humboldt theater “featuring environmentally themed documentaries, surf flicks, and speakers.”³⁹ Ocean Nights were discontinued for a time due to COVID-19.

North Coast Resolution Supporting a Moratorium on Oil Development

- Collaborators: Del Norte Collaborative

In July 2015, the Humboldt and Del Norte Collaboratives released a joint resolution opposing “any future oil and gas development, production, or transport that could affect MPAs or North Coast ocean resources more generally (Figure B-3). The Resolution was the first and only clear advocacy stand from the two collaboratives. Leading up to and following its release, the Resolution divided collaborative membership. Some members saw this as a powerful way to use the collaborative’s platform to advocate for the ocean, coastlines, and ecosystem protection. Others were concerned that advocacy and lobbying were outside of the purview of the collaborative’s role, which they saw as more focused on education, amplification, and outreach. It is unclear whether the future of the collaboratives holds more advocacy and lobbying.

³⁹ Surfrider Foundation Humboldt. (n.d.). Ocean Night. Retrieved January, 2021, from <https://humboldt.surfrider.org/ocean-night/>

Future Aspirational Activities: Citizen Science Project(s) and Baseline Monitoring

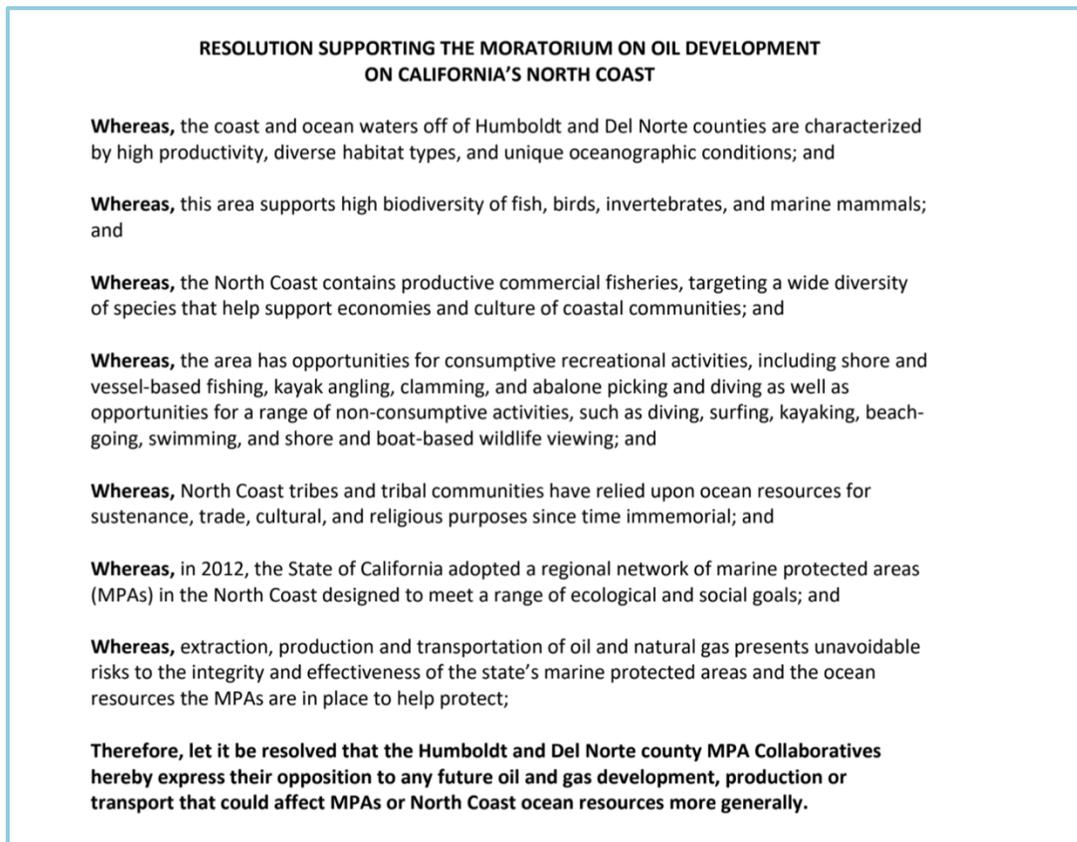


Figure B-3: Joint Resolution document

- Collaborators: To Be Determined
- Funding: To Be Determined

Multiple collaborative members expressed interest in establishing a baseline fish monitoring program using volunteer anglers as citizen scientists. While the MPAs are described as “natural laboratories,” monitoring and angler participation have been limited to date. A citizen-project would require substantial trust and relationship-building with local fishermen, but the collaborative is hopeful that future funding and capacities will align to make this happen. A participating collaborative angler, one, if not the only consistent angler in the Humboldt Collaborative, noted the possibility of “[hiring] boats at a decent wage to do stock assessments” at different fathom depths. Along the same vein, they stated the possibility of a whale tagging program. The California grey whale is one such visitor that can be seen and studied in Northern California waters as they migrate between Alaska and Mexico.⁴⁰

⁴⁰ Visit California. (n.d.). Top Places for Whale Watching in California. Retrieved February, 2021, from <https://www.visitcalifornia.com/uk/feature/8-top-places-whale-watching>

Promisingly, a baseline Rockfish monitoring program with citizen science components in the Central Coast has proven successful. According to one of the Humboldt co-chairs the Central Coast program uses “volunteer anglers out on charter boats and they do the fishing for [the] catch and release and tagging research.” In Humboldt, this monitoring data would contribute to the body of research that enables researchers “to determine if the changes [in the ocean] are the result of local fishing pressure, or larger things like global warming and ocean acidification,” and to assess the efficacy of MPAs as tools for marine conservation.

According to collaborative leadership, for the time being, there’s “not really funding opportunities for [citizen science work]” which prevents any projects from getting off the ground. Without the funding for citizen-science projects, angler participation remains limited in the Humboldt Collaborative.

Benefits of the Collaborative to Marine Management

Direct Communication between the Community and State and Federal Marine

Management Agencies

Navigating ever-evolving state marine management procedures can be difficult for local-level stakeholders. According to Humboldt Collaborative leadership, the collaboratives can:

“bring in all the people that are affected by marine protected areas that have an interest in protecting the marine environment, including Tribal groups. Super important stakeholders include fishermen, recreational users, non-consumption users, consumptive users. All the people that aren't necessarily in those decision-making spaces, which obviously they should be but the way that our agencies are set up, unfortunately at this time is not like that.”

That said, the community members who do elect to engage in the collaboratives gain semi-regular access to members of the State working on marine management.

Co-Governance Between Tribal and State Governments

Off the shore of Humboldt County lies Reading Rock, a culturally and historically significant sea stack North of Trinidad Rancheria. Multiple tribes utilize this space for subsistence, cultural, and spiritual practices. In 2012, the State designated the area as both a state marine reserve (SMR) and a state marine conservation area (SMCA).⁴¹ These distinctions dictate the types of activities and take that can occur in the area. Eventually, through a multi-year petition process, the Yurok Tribe and Trinidad and Resighini Rancherias secured Tribal exemptions to the MPA use and take restrictions. For those years, the “whole [Trinidad] staff lived and breathed the issue.” When you consider the complex “regulation and enforcement environment [in California], especially in the MPAs,” the waiver designation process and eventual success encapsulates a “tribal modern [governance] connection, a direct historical, cultural, and traditional connection, and an MPA

⁴¹ California Department of Fish and Wildlife. (2017). *Reading Rock State Marine Conservation Area: Northern California Marine Protected Areas (MPAs), Implemented December 2012* [Pamphlet]. CA.

regulation connection.” The Humboldt Collaborative enables continued interaction and co-governance amongst Tribes and State governments.

Educational and Outreach Potential

The collaborative produces educational projects and products informed by and suited for the local community. The projects, such as the teacher toolkits, are reflective of community preferences, histories, and priorities.

Garnering Community Support

The collaborative is a space for the Humboldt community to engage with marine management directly. Collaborative members can and do educate non-members about the existence of the MPAs, in ways that bottom-down state-sponsored programs would not. Ultimately, the local community's ability to have real decision-making power encourages participation and often begets increased public support for the MPA initiative.

Benefits of the Collaborative to Participating Members

Networking and Relationship-Building with Likeminded Individuals and Organizations

According to leadership, the Humboldt Collaborative “acts as a bridge between different decision-making groups and people affected by management decisions.” The collaborative provides a forum for participants to express their thoughts and opinions on the decision-making that affects their access and relationships to the ocean and helps them build relations with other community members. Consumptive users can advocate for themselves and their industry. Tribes and Tribal members can share their expertise and perspectives on marine management practices and stewardship. Any other interested party can attend and contribute their thoughts, opinions, and skills.

Platform to Advocate for Interests

One of the Humboldt co-chairs, a non-Native person, mused that:

“for Tribal members, I think that their continued struggle throughout history has been fighting for a place where their voice can be heard and that their culture and their traditions and all of their practices can be remembered. To me, I see the Tribal members in our collaborative as the true leaders, and really the holders of wisdom and knowledge about marine resource management.”

They acknowledged that Tribal folks have “been the stewards of the marine environment for a very long time and [remind] us that it is not the white person’s idea to protect the ocean.”

In conservation and management, consumptive ocean users are all-too-familiar with the prioritization of non-consumptive interests over their own. Local fishermen endure increasing regulations of their industry and livelihoods over the years. The one consistent participating fisherman shared their rationale for participating in the collaborative; to limit the constraints and

restrictions on their industry, for themselves and all of the anglers who elect not to participate. Through the collaborative, consumptive users share their perspectives and insights and advocate for policies and projects that serve all ocean users.

Access to State and Federal Marine Management Agencies

Without the collaboratives, it would be difficult for community members to gain regular access to marine management agencies. However, representatives from one or more agencies, like California Fish and Wildlife and the Bureau of Land Management, are present at joint collaborative meetings between Humboldt and Del Norte. The information flow between agencies and the community is two-way. Agency folks will share updates and present information surrounding marine management, and they will, in turn, receive feedback and questions, solicited or unsolicited. By attending collaborative meetings, agency members are kept aware of community thoughts, concerns, and progress.

Information and Resource Exchange

The joint-collaborative meetings facilitate information sharing between members and participants. Information shared ranges from phone apps, and written materials and resources, to personal experiences related to any aspect of marine management, observations, and livelihood. The collaborative is a space to share knowledge and resources freely.

Professional Growth

After years of working with the collaborative, one member expressed their growing comfort with the technical aspects of marine management and research. Through interactions with fellow members, exposure to research, navigating policy and restrictions, and contributing to projects, the collaborative complements their background in the sciences and environmental stewardship. The collaborative is both a space to contribute and to learn and grow.

Facilitating Factors that Enable Collaborative Success

Collaborative Atmosphere

A member of the Humboldt Collaborative shared since “day one [the collaborative is] just a vibrant group” of people that are fun to be around for the most part. This atmosphere makes it easier and enjoyable to interact with one another, and more likely that residents will keep coming to the table month after month and year after year.

Community Pride

A local fisherman shared that “everybody [in Humboldt] is pretty proud of our natural heritage, and I think a lot of folks have sort of a conflicted love-hate relationship with our remote location. It's hard to get anywhere, but it's also the reason why we have so much relatively unspoiled wilderness.” Ultimately, the community is invested in ensuring the long-term health of their marine and terrestrial ecosystems.

Engagement and Resource Sharing with Neighboring Collaboratives

The Humboldt Collaborative benefits from resource sharing with the neighboring Del Norte and Mendocino Collaboratives. Pooling funding, time, and skills has enabled more successful and comprehensive projects. The teacher toolkits and MPA videos are the products of such collaborations. One Humboldt Collaborative participant was “willing to share whatever [they] had so [they] gave [a Del Norte member] a whole stack of stuff and said just pick and choose what you want to include.” The project benefitted from years of cumulative knowledge and materials shared amongst collaboratives. According to Humboldt leadership, together, the collaboratives “pool [their] money and do a big thing instead of three little things.” Between the collaborative’s collective funding, time, skills, and passion, projects become possible that otherwise wouldn’t have been. Resource sharing exists in many forms, sometimes it is exchanging knowledge and stories, sometimes data, other times its binders full of years' worth of materials.

Job Alignment and Compensation

One factor enabling the work of the Humboldt Collaborative is leaders whose full-time jobs align with collaborative work. One co-chair shared they are “paid as a part of their State Park job to be a part of the collaborative. That gives them access to their time, their energy, and their resources, or [moreover] it gives the collaborative access to those things.” This “money comes from the Ocean Protection Council, from a grant that goes through State Parks.” Ultimately, with this funding and the alignment between co-chair responsibilities and their day-to-day jobs and responsibilities, the leaders can devote time and effort to the collaborative.

Multiple collaborative participants also have full-time jobs that require, enable, or encourage participation. For a member of the Trinidad Rancheria, “it is in [their] mission to be collaborative and to establish partnerships with all levels of government, local, state, and federal.”

Familiarity with Collaborative Frameworks

The collaborative benefitted from early leadership well-versed in collaborative and facilitative frameworks. An original co-chair shared they were capable of “creating collaborative relationships and doing certain types of tasks like [getting] people together for a meeting... pulling collaborative groups together... and know[ing] how to facilitate meetings.” These skills complemented their fellow co-chair who specialized in science and research. This dynamic laid the groundwork for lasting collaboration.

Collaborative Network (CN) Support

Both collaborative co-chairs indicated that Calla and Nicole's support and guidance at the CN-level helps maintain forward progress. Sometimes this support comes in the form of secured funding. The co-chairs will “hear from Nicole or Calla [Network leadership] that there’s a funding opportunity and [co-chairs] put their heads together” to brainstorm possible ideas before convening with collaborative members. More often than not, the Network supports the collaborative by facilitating cross-collaborative projects across the state, hosting meetings, and by fostering connections between organizations and individuals.

Leveraging Community Resources

The collaborative facilitates connections with folks from Humboldt State University (HSU). Through their Northcoast Evaluation of Reef Ecosystems Organization (NEREO), HSU contributes to the long-term monitoring of the MPAs throughout the North Coast. The organization's divers monitor populations of fish, invertebrates, and algae throughout the Coast.

Challenges

Remoteness

Humboldt's remote nature, while responsible for keeping the area "relatively unspoiled," also makes it "difficult for [the collaborative] to meet up... people are less likely, it seems like to want to travel to a place [for] a meeting" according to leadership. The time and energy required to get to and from a meeting presents a barrier to consistent membership participation. Beyond getting to and from meetings, the MPAs themselves are remote. A collaborative member shared Humboldt only has "one really accessible MPA... people have to have a boat to go out to our areas." This inaccessibility amounts to a perceived lack of relevancy to the public and subsequently reduced funding and interest.

Perceived De-Facto Nature of MPAs

Local fishermen consider Humboldt waters "de facto huge MPAs." While overharvesting and overuse are identified threats to ocean health elsewhere in California, multiple parties suggest this is not the case in Humboldt. The seasoned fisherman indicated, "you can only get out and fish, maybe 100 to 125 days a year," independent of the MPAs. A marine scientist suggested that "up here [in Humboldt] I don't have great hope that we're going to see much change, and it's difficult to show people or to honestly say we expect much environmental benefit." More frankly put, one member suggested had the system "been looked at correctly, we wouldn't have wasted our time in the North Coast."

The MPAs were created according to excessive-take scenarios, based on the assumption that overexploitation is threatening marine life. These scenarios were applied along the State, even though the marine conditions vary significantly from Southern to Northern California. There is little sport fishing along the North Coast, and the waters are not heavily recreated in or extracted from compared to the rest of the State. Climate change and extractive industries are more of a threat to Humboldt waters than over-use or excessive-take. Given this reality, where little environmental benefit of the MPAs is expected, it becomes difficult to garner support for the initiative. The same marine scientist indicated:

"even in heavily fished areas, marine protected areas are not the thing that is going to save the oceans. They're a helpful tool in the toolbox, but they're not the only thing that needs to happen, and they're not going to fix all the problems, particularly in our region. It's unlikely that MPA's are really going to be hugely beneficial for fishing. [They're] not going to bring back fish stocks, mostly because the fish stocks up here are not depleted, and the ones that are, are [species] with ranges [where] our MPAs are not going to do much."

Given these projections, fishermen feel disproportionately affected by restrictions with little anticipated benefit. One suggested the system “could have went in and made some changes in [the existing] State reserves to allow for less effort or changing types average so that you can do your research. That would be fine, and that's what needed to happen here in Northern California,” but didn't. The fishing community is pushing for more adaptive management sensitive to consumptive needs within the MPAs.

Lack of Compensation and Job Alignment

The expectation is that collaborative co-chairs and members participate in the collaborative on a volunteer basis. The Humboldt co-chairs, along with some members, are funded through their full-time job, external grants, or their jobs allow for or allocate time for participation. Despite intermittent funding, co-chairs past and present have found it challenging to dedicate time to co-chair obligations unless they closely align with their primary job responsibilities. A past co-chair indicated it becomes increasingly “challenging to write grants for something that isn't directly benefiting our work” or competes for funding with their full-time organization. Many members cannot secure funding for their participation. Leadership knows this is a “big barrier for people, and it creates a barrier in accessibility for especially underserved communities.” Ultimately, when it's a “volunteer thing... it's just not as effective. Things get lost, and there's a lack of continuity, and historical progress over time” according to early leadership.

Lastly, particular collaborative logistics cater to professionals whose job aligns with collaborative participation and excludes others. Collaborative meetings are held during standard workday hours. For those with jobs requiring or enabling participation in the collaborative, this decision is conducive to participation. On the other hand, for those who cannot make meetings mid-day, participation becomes unlikely, if not impossible.

Education and Outreach Focus

The activities and projects pursued by the Humboldt Collaborative are education and outreach-focused. This scope was dictated by past and current member expertise, perceptions surrounding the purpose of MPAs and collaboratives, available funding, and collaborative capacity. Their focus is evident throughout the Teacher Toolkits, MPA Video Series, and now ROVs. These projects have undeniably led to productive collaborations with local educators and environmental NGOs. That said, organizations outside the scope of education and outreach tend not to participate in the collaborative. According to leadership, given the funding available and projects completed, it is challenging to justify asking other groups to “take time out of their day” to participate in the collaborative. Because projects are driven by available funding, the dynamic is likely to remain unchanged unless funding arises outside the scope of education and outreach.

Lack of Membership Diversity

The collaborative historically struggles to recruit diverse participants regarding ethnicity, age, and ocean user types (recreational, consumptive, etc.). One collaborative participant noted that “a lot of people say ‘up here it's just so white, we don't have that much diversity’ but that's just not true. We just aren't seeing those people as much probably because they don't feel safe and they don't feel welcomed into a lot of spaces that are all white.” Collaborative leadership expressed a

desire to reach out to underrepresented communities but wants to do so in a “way that is respectful and not performative.” They indicated that reaching out to and inviting diverse communities into the collaborative is “something that [the Humboldt Collaborative has] not done very well except with [the] Indigenous communities because they have such a strong voice on the North Coast. When it comes to Latinx communities or Black communities, or communities of Asian descent [the collaborative] does not have representation.” Leadership has also cited limited participation from Humboldt youth, “occasionally [we] get college students who are interested... [but there has not been] a whole lot of consistent attendance from younger folks.” Participation from diverse recreational ocean users, ranging from surfers, divers, and photographers, is also lacking.

Membership Participation and Retention

According to early leadership, following its 2014 inception, Humboldt “didn’t have consistency in who attended meetings and who was able to work on projects, and to bring ideas forward.” Today, collaborative leadership finds it still holds true that “trying to bring a large group of stakeholders together to do anything for \$10,000 or \$15,000 a year [it’s just] not a lot of funds, and it’s pretty limited in scope in terms of what you can do.” A lack of funding compounds constraints on individual’s time. When membership participation and energy is limited, the onus of maintaining progress and sourcing projects falls on the collaborative’s co-chairs.

Unclear Collaborative Scope and Purpose

While in theory flexibility in collaborative messaging regarding scope and purpose leaves room for adaptation, collaborative participants suggest the ambiguity is problematic in this context. After seven years, the messaging surrounding the Humboldt collaborative’s purpose and objectives is still not solidified for co-chairs and members. This lack of clarity results in confusion, inconsistencies, and conflict surrounding collaborative objectives, scope, and purpose. These outcomes are apparent in the 2015 Del Norte and Humboldt Collaborative Resolution Supporting the Moratorium on Oil Development on California’s North Coast. Some members see the collaborative as a lobbying tool, while others see the group as strictly an education and outreach arm of the MPAs. With unclear scope, purview, and power, confusion is inevitable.

Leadership noted it’s always been “a little nebulous about what the collaborative is from the outset”, which makes recruitment, outreach, and functioning difficult. Additionally, in Humboldt, “there’s no obvious thing that we really can put a finger on and say we really, really need to focus on this.” This is partially attributable to the de facto MPA nature of Humboldt waters. The collaborative is not trying to combat overuse, overharvesting, or exploitation like elsewhere in the state. Often, that makes “part of the challenge coming up with objectives to spend [funding] on” once it’s obtained. The roles and expectations of the co-chairs, collaborative members, and other generalized messaging are not explicitly defined. Although, in theory, this affords the collaborative flexibility and autonomy, without clear direction, the result is often stagnancy.

Infrequent Communication with Members and the Public

Communication with collaborative members takes place via an email listserv. Otherwise, leadership capacity to upkeep a social media presence and other forms of marketing and communication are limited. Further, communication and outreach to non-members is limited, and

made even less likely without definitive collaborative messaging. Without clear definitions of the Humboldt Collaborative's purpose and objectives, it isn't easy to market the venture to the public. This lack of outreach perpetuates a lack of public understanding of the collaborative's existence and intent.

Difficulty of Engaging and Integrating Consumptive Values

Historically, fisherman have encountered rhetoric of a conservation versus consumptive user dichotomy within the MPA system, and beyond. Broadly, the narrative goes: conservationists push for more protections, and consumptive users rally against additional constraints. That said, the fishermen reject the notion that local fishing pressure was ever a threat to marine resources in the North Coast. Further, despite their characterization as vehemently anti-MPA they are "more protective of the environment and the resources" than any party. Fisherman see themselves as conservationists too. Multiple generations spent with the water have garnered a deep respect for the ocean, its longevity and protection, and make them attuned to changes in condition. They are powerful allies and ocean protectors. They feel, however, that the MPAs have "nothing to do with fisheries management, and have nothing to do with making the quality of life of fisherman or resource production better. [They are] all strictly a political game for research facilities." One angler described the angler lifestyle as under "just a constant, constant attack."

While in support of protective measures they feel the MPAs "shouldn't be a process that cuts so drastically into the fishing economy through fishing restrictions and at the same time doesn't do a thing to help quantify our stock and how to make the stock better. And one thing the MPA process has not done which is of top importance is [address] water quality." Given these sentiments amongst North Coast anglers, their participation in the collaboratives is limited. The singular angler that regularly participates in the Humboldt Collaborative is motivated by the truth that "if you're not at the table, you're on the table. [And] while [anglers are] on the table, we just try to keep ourselves to get eaten a little slower. That's all."

All that said, non-fishermen admire the fisherman as "a voice of reason reminding [the] [non-consumptive] conservationists that the ocean has been used as a food source, as a source of jobs, as a source of transportation, and [they] need to honor that. [The fisherman] in [the] group bring [the conservationists] back down to Earth." Collaborative leadership was mindful that "any sort of change in how they can use the ocean [is taken] very personally, because it affects their lives, whether it's their livelihoods or recreation."

Funding and Funders

A handful of recurring sources typically fund collaborative projects. According to collaborative leadership, funding "comes from the State and the Resource Legacy Fund [RLF], and they run it through a couple different nonprofits and it's just been small chunks of money... Aside from that it's really just what individual participants can bring in terms of their time and or resources." Whenever grants are made available, "each Collaborative puts together a grant [application] with the limited time, limited resources, and limited staff [they] have, and then you hope you get funded." The Network does some "hunting for funds [the collaboratives] need... but it definitely takes a lot of momentum from within the collaborative to seek out funds". Ultimately, leadership has identified "time and money" as the most significant barriers to sustained participation. Limited funding affects both the number of viable projects and presents a barrier to participants who cannot dedicate time to the collaborative without compensation. Furthermore, the funding

that exists typically supports science and outreach projects, which excludes citizen-science and other pursuits suited for often-excluded stakeholders like fisherman.

One Humboldt Collaborative member expressed concern over RLF as the fiscal sponsor of the collaboratives. They were weary of RLF's influence over the direction of the collaboratives. The member described the private funder as "manipulat[ing] the public process in California." The member acquiesced that it's not that RLF does not "have a place in this work... but they should be out of the public process MOU with California State Parks and Fish and Wildlife." Ultimately, there is ongoing concern that the funder has influenced the collaborative processes, which subsequently undermined participant faith in the sustainability and transparency of this process.

Frustration and Perceived Exclusion from the MLPAI Designation Process

A local fisherman and active member of the collaborative expressed their frustration over perceived exclusion and wrongs from the MLPA designation process. They describe that these early encounters discourage the fishing community's engagement with the collaborative. They perceive that the "walking orders for [the MPAs didn't] have anything to do with fish management or fish. It [had] to do with promoting the [conservation] science." Tribes in the North Coast also navigated similar feelings of exclusion and dismissal throughout the MPA designation process. Ultimately, according to the fisherman, for an initiative of this magnitude, "unless you have a much more democratic process in the beginning," participants will feel excluded in a way that prevents long-term collaborative engagement. While some individuals from the fishing and Tribal community elect to engage in the collaborative for a multitude of reasons: a voice at the table, representation, advocacy, decision-making power, information exchange, etc. the designation process continues to linger in the back of people's minds.

Full Member* List:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Bureau of Land Management	X	X
		National Conservation Land	X	
		National Oceanic and Atmospheric Association (NOAA)	X	X
		National Parks Service (NPS)	X	X
		Redwood National Parks	X	
		U.S Fish and Wildlife: Humboldt Bay National Wildlife Refuge	X	
	State	California Fish and Game Advisory Commissioner	X	X
		California Department of Fish and Wildlife (CDFW)	X	X
		California State Parks		X
		California State Parks Online Resources for Teachers and Students Program	X	X
		Individual(s)		X
		Redwood State Parks	X	
	Local	Humboldt Bay Harbor District	X	
		Humboldt County Fish and Game Advisory Commission	X	X
		Humboldt County Office of Education	X	
Individual(s)			X	
County Parks			X	
Non-governmental Organization	Conservation	Coastal Ecosystems Institute	X	
		Friends of Del Norte	X	X
		Humboldt Baykeeper	X	X
		Humboldt Bay Initiative	X	
		Mad River Alliance	X	X
		Mattole Restoration Council	X	X
		Redwood Parks Conservancy	X	
		Reef Check California	X	X
		Trinidad Coastal Land Trust		X
		Wildlands Conservancy	X	

	Education	California Marine Sanctuary Foundation (CMSF)		X
		LiMPETS: Long-Term Monitoring Program and Experiential Training for Students	X	X
		Northcoast Environmental Center	X	X
		Individual(s)	X	X
	Recreation/Diving			
Fishing	Recreational	California Commercial Beach Fisherman Association	X	X
	Commercial	Humboldt Area Saltwater Anglers	X	X
		Humboldt Bay Fisherman's Marketing Association	X	
		Individual(s)		X
		Individual(s)	X	
	Sport	Reel Steel Sport Fishing	X	X
Kayak Zak's		X		
Businesses	Recreational			
	Commercial		X	
Tribal Government and Community		Blue Lagoon Rancheria	X	X
		Blue Lake Rancheria	X	X
		Dry Creek Rancheria	X	
		Elk Valley Rancheria		X
		Hoopah Valley Tribe	X	X
		Karuk Tribe of California	X	
		Quartz Valley Indian Community Of The Quartz Valley Reservation Of California	X	X
		Sherwood Valley Rancheria of Pomo	X	X
		Tolowa Dee-ni' Nation	X	X
		Trinidad Rancheria	X	X
		Upper Lake Band of Pomo	X	
		Wiyot Tribe	X	X
		Yurok Tribe of California	X	
	Yurok Tribe Of The Yurok Reservation	X	X	
Academics, Universities, & Research		College of the Redwoods	X	
		Humboldt State University (HSU)		X
		Humboldt State University (HSU): College of Natural Resources and	X	X

	Sciences, Economics, Environmental Science and Management, Watershed, Wildlife		
	Sea Grant California		X
	Telonicher Marine Lab (HSU)		
Zoos, Aquariums, Museums, & Animal Rescues			
Others			

*Table B-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix C: Mendocino County MPA Collaborative

Geographic Scope:

15 MPAs covering 58.59 mi² and 23.9 miles of coastline

Founding Year: 2014

Mission:

The mission of Mendocino MPA Collaborative is to enhance effectiveness and increase awareness of Mendocino County's marine protected areas.

Current Co-Chairs:

- Anna Neuman (Jack of All Trades, Deckhand *Princess*)
- Tristin McHugh (Kelp Project Director, The Nature Conservancy)

Funding History:

- Fiscal Sponsor: Coastal Ecosystems Institute of Northern California
- 2016: \$10,600 form Resources Legacy Fund Small Grants
- 2018: \$9,000 Ocean Protection Council MPA Collaborative Network

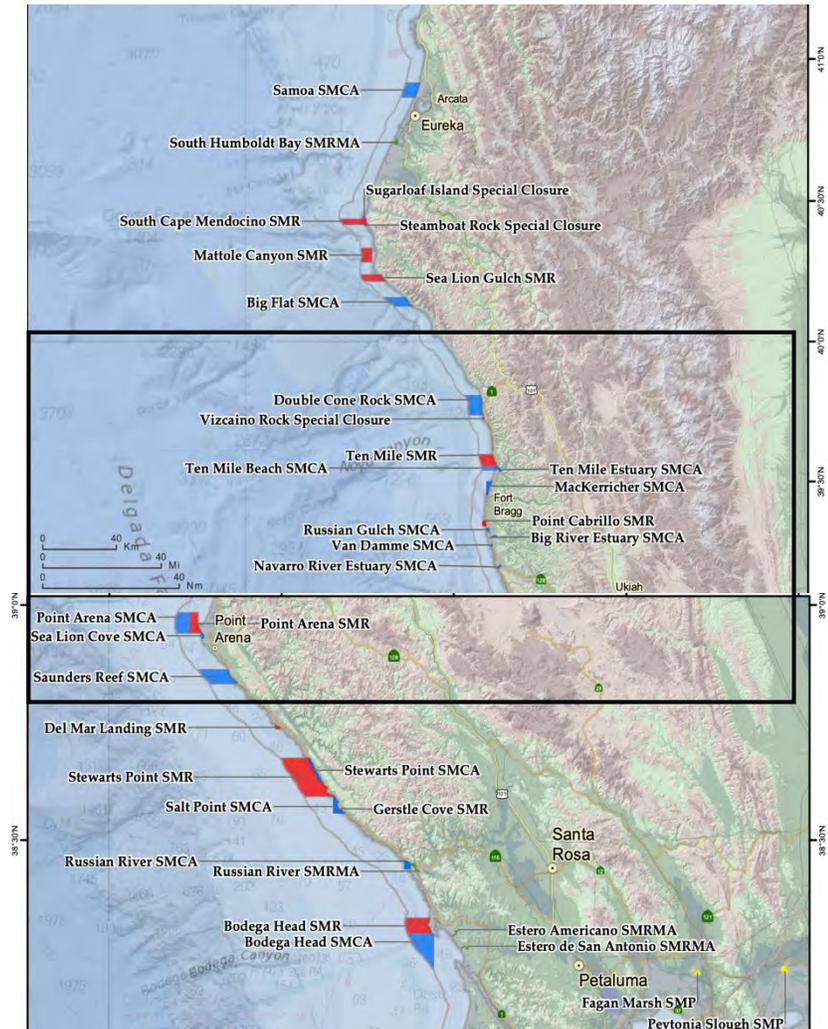


Table C-1: Northern California MPA map with the Mendocino MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	1	1
	State	2	3
	Local	9	8
Non-Governmental Organization	Conservation	7	7
	Education	2	-
	Recreational/Diving	-	1
Fishing	Recreational	2	2
	Commercial	1	1
	Sport	-	-
Business	Recreational	2	2
	Commercial	2	3
Tribal Government & Community		17	19
Academics, Universities, & Research		5	8
Zoos, Aquariums, Museums, & Animal Rescues		-	-
Unaffiliated Community Members		-	4

*Table C-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list*

Characteristics:***Regional Character:***

- Small, rural, older community spread out across a large county. The resource drive coastal area impacts the county's economy.

Significant Challenges:

- The increasing wedge driven between the fishing and conservation viewpoints from the MPA designation process has resulted in unequal representation within the collaborative. Low participation from the fishing community due to historical tensions and overall disinterest in the work of the collaborative. Current members are more likely to take part in short term projects over long-term projects

Major Activities:

- Mendocino has partnered with the School of Natural Resources (SONAR) at Mendocino High School by utilizing the ROVs as a part of its education and outreach efforts

Collaborative History

Mendocino residents describe themselves as a small, quiet, tight-knit community that centers around a resource-driven community. The primary resources of logging and fishing have shifted into the increasing popularity of the cannabis sector and tourism. In contrast, fishing has declined over the years. Like other North Coast collaboratives, it can be challenging to get together and maintain active participation.

Like other North Coast collaboratives Mendocino has MPAs that are not easily accessible or safe for public use. The North Coast prides itself on its proximity to "wilderness."

"It is a different world. Not only does the San Andreas fault line divide the state, but it is also sort of a mentality. We do not divide California in the north and south in the middle as some people do. Southern California starts about at the Russian River for us or the San Andreas fault line. It is geographically and geologically different. It is a mindset difference for the people, especially those of us who were born here. We do feel like we have a distinct perspective."

The conservation mindsets, practicing ideas of living on the land, and being against consumerism have been dominant narratives in Mendocino and still resonates today among many stakeholders. The combination of resource-driven community members and conservationists results in a community with differences of opinions regarding the MPAs, which at times spills over into the collaborative.

Structure

Motivation to take part in the Mendocino collaborative ebbs and flows depending on the projects that occur. Two collaborative members described their involvement on a project-by-project basis when it comes to membership. The collaborative meets 3 to 4 times a year, and many people rely on telephone and email for primary communication. Communication among members in this collaborative is best by phone. For example, fishermen require face-to-face communication due to their schedules. The small, rural nature of Mendocino County means there are at most ten people at a meeting. Still, they usually have around 4-5 participants most of the time.

Participation

Mendocino was self-described by members as "the small kid over in the corner doing our own thing, trying to get it together." One may see a slower pace as a negative quality. However, as one member said, "it's just a unique place, and we're in a very different situation than I feel like a lot of the other California collaborative teams are in." The small and slow nature of the collaborative similarly reflects the character of the county.

State Parks Participation

Many State agency members' time is spread thin, and State agency participants join collaborative meetings depending on staff availability. The few interactions that do exist happen with the Wardens who monitor the area. While there may only be one person from State Parks, some members have viewed State Parks as helpful. "[the CN] has life and legs because Parks are involved and because they have the personnel. They're the ones that are going to get excited about what's going on under the water."

Activities

Logo Design

Designing a logo for the collaborative was one of their earliest projects. Delegating responsibility among the few members present arose as a challenge for the collaborative. The project took about a year from inception to completion. The project gave all participants involved the understanding of what the collaborative can do even with little capacity.

Brochure/Mapping of Mendocino County MPAs

With additional funding from the logo design, Mendocino created brochures and maps of Mendocino's MPAs. Maps went to local businesses that often serve MPA recreators. This increased awareness surrounding the appropriate behaviors, boundary lines, and benefits of the MPAs. Geographically speaking, the County of Mendocino falls within the North Central and Northern District of California. Creating county based maps within the brochure helped MPA recreators understand the distinctions, rules, and regulations about navigating around Mendocino County MPAs.

Enforcement Workshop

Enforcement workshops occurred back in 2016-2017 with about ten to twelve members from local law enforcement agencies, including Fish and Wildlife, State Parks, and local sheriffs. Some members have advocated for more enforcement training as it is part of the MLPA goals to help educate people on the rules and regulations of MPAs.

Signage

One collaborative member took on a project by working with the collaborative and State Parks to improve signage. The relationship with State Parks assisted with the signage effort. Mendocino's collaborative members recognize the importance of signage as a method of education and outreach, especially for newcomers and the public. "Everybody I've talked that fish out there in the MPA didn't even realize it's an MPA. So that's the first step."

Teacher Toolkits

Mendocino worked with Del Norte and Humboldt to create the MPA Teacher Toolkits. The toolkits designed include an MPA curriculum for K-2nd grade and 3rd -5th grades, packaged within "Teacher Trunks" for easy transportation across counties.

ROVs

Due to donations to the collaboratives on a statewide level, Mendocino obtained Remote Operated Vehicles (ROVs) to use in their respective MPAs. Supplying the ROV created opportunities to engage the public in educational and informational events. In Mendocino, co-chairs attracted California State Parks and Mendocino High School's School of Natural Resources (SONAR) to utilize the ROVs in Mendocino' MPAs. Mendocino also hosted multiple ROV

training that allowed members within the collaborative to share skills and resources to bring back to their organizations. For example, someone from the Noyo Center shared how to use a V/R (virtual reality) headset to operate the mini-ROV. This attendee brought back knowledge from the mini-ROV training to incorporate into their organization's summer programs.

Benefits

Increases Education and Awareness Around MPA's Effectiveness

The Mendocino collaborative provides an opportunity to connect with others involved with marine life. "It's more of a hub of connecting people. People know we are doing something in the ocean." Both co-chairs see the collaborative's real value as the potential to connect statewide issues at a local level. "What I think we've done that's worked really well is getting people to the point where they know that something like the Mendocino Collaborative exists.

The MPA Collaborative Network (CN) can provide educational awareness around ocean protection. One member who has been there since the beginning believes MPA data will continue to highlight its importance to marine conservation, "I think the data is starting to prove that this whole concept of this statewide array of marine reserves is really working." Various other members see the importance of education and awareness within the CN. "The MPA CN, as far as I can see, is to try to help maintain the status of the current MPA is health."

Opportunities to Forge Connections Around Youth Engagement in MPAs

Mendocino's collaborative has created connected opportunities with their local schools in the county through the ROV program. The presentation inspired one student to create an ROV project. One member recalls the experience of connecting with students in the classroom.

"We've had these really great moments where we can all meet up together and practice flying them. And then people started talking. People network, talk and discuss things they are seeing and their plans for the summer. I think that is phenomenal. I think that's what everyone needs to do is have a place where if you're interested in the ocean, learn about little events that are coming up, send them all an email and see who shows up."

Presentations at local schools allowed for co-chairs to connect with Mendocino High School's SONAR Program to engage in the use of ROVs. Starting the early connection with students at the SONAR program allowed them to bring the ROV's to use. "When the ROV became available, the teacher was like, please give it to us. And we gave it to them, and they have been using it. I think like those sorts of tangible results are very invaluable."

In addition to co-chair outreach, members of the collaborative see the benefit of using MPAs as an educational opportunity to teach youth. "Knowledge is power. So, I do feel like kids are a great outlet for education. When you teach the kids directly, they go home and tell their families for you." One member's motivation to participate in the collaborative stems from their ability to outreach to youth.

Children "get that [MPAs are] here and what it means. I volunteered with signage activities to walk the kids down to the lighthouse and stop at the sign. I use this as an opportunity to talk about the importance of [MPAs]."

Ability to Spread Awareness and Understanding of Mendocino's Resource Driven Communities

Mendocino's response to climate change has forced those who work in the resource-driven community to adapt quickly. The need to adjust and understand the impacts on conservation can help educate others about MPAs and marine management. One member sees the potential of data surrounding MPAs to know how climate change affects over the years. "We are just on the cusp of trying to understand what the long-term effects of these protected areas will be." As data becomes more available, they can share the data among members and the general public. "We have these protected areas that are serving as nurseries for not only fish but plant resources too, so there's some hope." Growing awareness around Mendocino's resource-driven community could create education and outreach materials or focus more on increasing research and monitoring within the collaborative.

Early Participation from Tribes

Active participation occurred for a while with the collaboration with the Tribal connections in Mendocino County. The Valley Tribe of Pomo Indians participated actively in some of the meetings and attended statewide collaborative meetings.

"They were excited and involved, and we were so happy to work with them. They would send representatives from their environmental studies department because they were doing ongoing environmental studies projects and got excited. After that, they got involved locally with our county-wide collaborative and got excited about offering their space. They have a meeting hall where we could go. They had several people come in from the outside in their Tribal communities and talk to us about spending the money. And that is where the idea of mapping came from, and they were helpful."

Unfortunately, those relationships did not continue when leadership transitioned and the collaborative lost touch with Tribal connections.

Facilitating Factors

Motivation of Members

Members in Mendocino have "a lot of energy from members who love the environment and who want to get out and help the oceans." Organizing members are like "their own group of cats with short attention spans, you only have a couple of minutes to get in and get out with your point." While there may be difficulties for logistically organizing members, those who do show up are dedicated. "The members are like super members with amazing positive energy." Some members in the collaborative continue to show their support as they have been there from the beginning stages of the MLPA designation process. The passion for member motivation stems from a deep appreciation for ocean conservation. "I was always concerned that we're a liquid planet and we have 1% protected, and that's alarming."

Deeply Embedded Community Co-Chairs

The importance of having longstanding members of the community creates a sense of understanding of how the county functions. "I think the co-chairs are dynamic people, and they could talk me into doing anything." Familiarity with the "mellow" nature of the collaborative and aligned work with ocean protection helps create a sense of trust and understanding of the collaborative's character. "They're both super connected to the ocean. I feel like that combined with their organization helps raise awareness around MPA work."

Currently, Anna Neumann and Tristin McHugh serve as co-chairs in Mendocino. Anna Neumann has been a co-chair since the very beginning. "The [co-chair's] direct connection to people and being active in ocean work, [helps to] raise awareness in the community." Neumann's background as part of the fishing community and a longstanding resident of the area has helped gain community trust around the collaborative.

Co-chairs past and present utilized phone outreach to connect with the community saying, "you just have to know the Mendocino phone network essentially." Calling a person and adding personalized outreach limits the overall reach and requires more work on the co-chairs. Yet, this outreach method helps make participating members feel included. In the past, some members recall co-chairs reaching out to personal connections, friends, and colleagues to bring them to meetings and boost interest.

"There were several friends of mine in the environmental community that I would call up and say, hey, we're having a meeting, could you come and give us your input on what you think we should be doing, and they would show up."

Annual Collaborative Network Events

One member felt that attending the statewide conference sponsored by the MPA CN allowed them to increase their overall motivation to take part. "I got inspired by that conference. I got to hear about what everybody was doing. It got me inspired to want to do more." Providing a space for cross-country collaboration at this event allowed one member to learn more from Humboldt county's strategies for engaging with Tribal communities. "There are elements to connecting with Tribal people that I got to at that conference that gave me some input on stuff, and they also were willing to collaborate with me." They credit the importance of how these events allow people to share stories and strategies and share information about what works for others to learn. "I think any networking and hearing directly from somebody from that area versus reading an article about it. That direct connection is compelling."

State Involvement

With overcrowding and overpopulated MPAs, one member emphasized the importance of needing signage for situations like overcrowded MPAs. Most recently, members have noticed how some popular MPA sites have seen an influx of participants over the summer of 2020. Signage creation provides a way for State agencies to work with collaboratives. State agencies supply guidelines and regulations, while collaborative members give a local perspective on signage location and perceptions of both locals and visitors.

Challenges

Climate Change Concerns in Community Distract from Collaborative Involvement

Prioritizing projects and goals for the collaborative creates difficulty for members who have jobs aligned with the collaboratives. "I have a tough time parsing apart like my day job with being a collaborative culture because the goals are very similar." The goal of the collaboratives includes promoting education and outreach, research, and monitoring and enforcement. Most of the collaborative's projects focus on education and outreach. Some members do not know where best to focus their efforts, primarily when the county deals with a vulnerable ecosystem.

"We have a very vulnerable ecosystem out here. I've transitioned into restoration because we have a messed-up ecosystem out here, and our fisheries are collapsing. The marine research center started here based on how beautiful and productive then, we needed to change directions and start talking about restoration."

One member described this resource-driven community as a boom-and-bust county. Meaning, resources may have periods of highs and lows. Recently, the county's bust has had an even more significant impact due to climate change. Mendocino heavily relies on their resources like the kelp forests and abalone to attract tourists, including divers. The decline in abalone populations has negatively affected the community's diving and tourism industries. Members within the community have focused their efforts on restoring these marine ecosystems. "The abalone closures and kelp loss took a huge hit on our local State parks and our local campgrounds. It was the massive blood of our economy."

Members have not seen what the MPAs can do to promote awareness or address climate change issues or boom-and-bust economies. "We have this very imminent threat of climate change and ecosystem collapse happening at such a local level. It directly impacts those that rely on the sea for their jobs, for their livelihood, resource, and food." In understanding specifically these issues, one member mentioned, "We've had a big kelp die-off for the last three, four years because of warm water and the die-off of the sea stars."

"In 2014, 2013, we had a warm water blob, and then it was directly followed by an El Nino, so more warm water on the coast. The purple sea urchin is here, and they like to spawn in that warmer water. In conjunction with that, we had sea star wasting disease (also known as sea star syndrome) that hit. And that took out the last few remaining sea Star predators of the urchins."

Some members are even hesitant to encourage collaborative participation due to the significant impact it has had on Mendocino's economy. From these statements from members, climate change and kelp die-off issues have led to less participation in the collaborative. Others have a more hopeful outlook, believing that urchin populations and kelp populations will improve and adapt to the recent change in the climate. "I just think that things might have a chance to come back to normal."

Inability to Maintain Long Term/Consistent Involvement

While the rest of the state has bustling programs and activities, Mendocino works at a slower pace. Meetings provide a space for members to catch up with one another. One member

expressed the difficulty in understanding strategies to harness volunteer energy from showing up to a meeting to taking on projects without overloading those who do this work outside of their involvement with the collaboratives. "It does make it difficult again to get them to do additional work on top of the work that they're already doing." Co-chairs have found that while members are dedicated, they cannot commit to seeing a long-term project through from start to finish. Some members contribute limited participation due to "a limited pool and that people are already spread thin."

Demographics of these so-called super members included retired residents whose energy can be helpful but not long-term. "Older super members will go to the beach walks and do the things, but they don't want any long-term commitment." The current issues surrounding limited long-term engagement and the small availability of volunteers limit their ability to address the other problems surrounding engagement. For example, when asked about disconnected communities, members hoped to increase engagement with young people. Still, the collaborative has been unable to devote energy to reach this demographic.

"That's a sort of a fundamental question that we asked ourselves repeatedly. We had that at the top of our agenda. How can we do more outreach? And we struggled because we're all swamped."

Lack of Research Facility

Unlike their North Coast region counterparts, Mendocino acknowledges the deficit of not having a large research hub to gather information. "Without a university or an established research center, Mendocino doesn't have a hub of information. In some ways, this responsibility falls on the collaborative." One member describes how not having a research center or university has limited the capacity in projects to use information collected within the collaborative effectively. Not having a form of research facility creates greater responsibility for co-chairs.

"It's a combination of things where once the data is collected after you go fly the ROV, what do you do with the data? No college student is ready to jump in and start looking at it. Or there is no graduate student prepared to jump in. It would fall on co-chairs because no one has stepped up or has the capacity."

The Noyo Center is the closest organization to a research center that works with the collaboratives. The Noyo Center in Mendocino county's mission strives to advance ocean conservation through education, exploration, and experience. The collaboratives cross paths with the Noyo Center with members who work or volunteer with the Noyo Center and the collaborative. Currently, the Noyo Center does not have a dedicated place for research. However, there has been mention of converting the old Mill Site in Fort Bragg into a research facility for the Noyo Center.

Inability to see Commonality Between Fishing Groups and Conservationists

Because of a resource community's historical structure, some people have opposing viewpoints of protecting the environment. The division between these fishing and conservation groups holds a

common interest to protect marine resources, yet both have different approaches. Conservationists come across as "the largest stakeholder group, if not the largest the loudest," who want to see "a lot of marine protection, a lot of regulations around fishing." Some members have emphasized the importance of finding common ground between these two perspectives together. "We're always going to have that resource mindset, but that doesn't mean we can also have a conservation mindset." The louder voices of conservation are constantly trampling their voices." Co-chairs have seen the difficulty of engaging the fishing community. "There's a rift and a chasm. The fishermen are very independent, and they do not want to be told what they can and cannot do. There's a certain divide there." Tensions within these communities occurred before creating the Collaborative Network back to the time of the designation process. When reflecting on the MPA designation process, one member on the conservationist side wanted more but felt it ended with a good compromise. It was "a hard-on battle on many levels, but we came to a compromise."

Lack of Engagement with Fishing Community

The fishing community participation has not only dwindled within the collaborative but also within the community itself. "Our port used to have 26 active fishing vessels, and now we have seven." Some members advocate the need to increase outreach efforts to the fishing community and have criticized the lack of approaches to engaging the fishing community. "No one tries to include the fishing community, we just want them to come to the conference room, and that's a terrifying place to go." Effective engagement of the fishing community members must go beyond inviting them to a meeting. "I'm not sure [connections] can be bridged by saying, oh, come to this meeting." Some suggested the importance of making meetings accessible and creating a truly collaborative environment. Mainly because members of the fishing community believe their voices will be trampled and criticized by the conservationists navigate within MPAs. One member advocates the importance of creating space to meet people where they are is essential; and the importance of listening to those different opinions to change.

"I've even heard in collaborative meetings, we want more fishermen, but people also have to realize that we're in this for conservation. Suppose we are a truly collaborative network. Then we all need to collaborate. That does not mean everyone has to come to the conservation side of the table. We must also step out of our comfort zone and truly collaborate with fishers. Fishermen have to collaborate with us too, but I feel like a lot of times we want to create these echo chambers."

Effectively Utilizing and Maintaining Financial Resources

Mendocino has access to funding like other collaboratives; however, they cannot find people to carry out those projects from start to finish. Most members contribute this to the small nature of the collaborative. Common project goals tend to focus on "getting the information out from here so that we can receive State funding, federal funding to address some of these issues." Mendocino's collaborative expressed the difficulties of executing project ideas. "Effectively spending money and utilizing resources is something we struggle with." Capacity and the ability to take on a project have stretched members of the community thin.

"It was a pretty small group of people. There was a pot of funding available to do a project that would support Mendocino County focusing on enforcement. We were brainstorming, asking why we want to achieve that. Then, it boiled down to, all right, someone has to throw a proposal together. Then co-chairs needed to delegate the project. We decided the timeline is too short, and no one is willing to help write this. Even after we do get the funding, we're going to have to delegate and put a whole project together."

In contrast to Mendocino, Sonoma co-chairs will share ideas they have. Members will vote on ideas and execute projects. Each approach is different per collaborative; however, Mendocino acknowledges the difficulty of finding people to work on funded projects and the difference of capacity among co-chairs in both counties. "I couldn't spend the money when we received funding from a small grants project. I kept trying to hire people trying to do different things, and I just don't know how to give it away." The co-chairs discussed the dilemma of justifying projects. "If you are taking money from someone else, you better use that. You better use it well. And we didn't feel comfortable writing it." Backing out of projects raises the connected barriers of capacity, time, and resources that have proved to be challenges for many other counties in the North Coast collaborative.

Geography Impacting Meeting Participation and Mobilization among collaboratives

Time and capacity prove to be common issues for participation. Besides, geographical restraints impact participation in Mendocino County. "I think the big bulk of our issues with the organization are just the spatial distance between the groups of people." Traveling can be a barrier for some due to the geography of the county. The two main towns, Point Arena and Fort Bragg are at opposite ends of the county, making it challenging to participate. "We did outreach at Point Arena and had several meetings in Fort Bragg. Hardly anybody showed up." Distance and travel also create barriers for Tribal members who work more inland in Ukiah.

In addition to the physical geography of the county, Mendocino's geographical grouping within the North Coast differs in classification. According to California's Department of Fish and Wildlife, half of Mendocino County is part of the North Central Coast study region. North Central California includes Mendocino County from Point Areas south, Sonoma County, Marin County, San Francisco County, and San Mateo County. The MPA Collaborative Network classifies the North Coast to include Humboldt, Del Norte, Sonoma, and Mendocino counties. The decision to include Mendocino in the North Coast was made mainly at the request of Mendocino not to split their county across two regions. This difference in geographic classification can create challenges when communicating information across the CN, State agencies, and public.

Lack of Capacity for Identifying and Engaging Target Groups

When engaging communities, whether Tribal or inland, the need to branch out from the regular attendees remains. However, how does one gauge and maintain interest even among the few? "I think like my biggest thing again is just making it so that the people

who already know, realizing they're not our target group. I think that's one thing the collaboratives and other places are doing and are reaching out to those who don't know, and I think that's important." The importance of inland communities also creates a challenge for again, prioritizing outreach and education efforts.

"If I went straight east to Chico in Butte County, they have no ocean surrounding their county's border. For the most part, no one comes from Chico talking about the ocean. Many folks do not live strictly on the coast, but they come from inland, and then they come towards the coast. The people who live on the coast are keenly aware of most of the issues affecting the coastline. Those that are not explicitly there need the most information to learn more about our system."

The select group of members who have time and financial stability to volunteer does not represent the larger population of Mendocino County or California. They understand the roadblock of outreaching and the roadblocks they face.

"We don't know how to get into them. We haven't tried very hard to get into them if there was an opening. Potentially, we would love to. A lot of the communities that I think about, when I think of disconnected, is very different from the communities that the rest of the state thinks about like they're not thinking about communities living in the hills."

Remaining Tensions from Designation Process

In conjunction with email participation, general interest in the collaborative from the MLPA designation process and the collaborative interest rate have fallen significantly. With interest and involvement continually changing, maintaining email lists and communication can be a daunting task for co-chairs. "You know, we would go from when we came out of the negotiations for setting the parameters of the MPA. We probably had 100 people; it went down to 50 and then down to 20, and then, you know, it just that was a challenge." Outreach proved difficult due to the history and tensions left over from the designation process. Community members involved with the MLPA process took part in the collaborative meetings. Many of them were no longer interested because of the arduous process that was the MLPA designation.

"We didn't get a lot of buy-in from the fishing industry. We had a few environmental people and some business people who were not interested. We advertised widely and reached out to communities that did not want anything to do with us. We would invite them to come to meet and talk with us about what they wanted to discuss. Many people were tired of dealing with the MLPA. They wanted it to go away."

Maintaining Tribal Engagement

Tribal groups become associated with the term disconnected communities. Members have acknowledged the difficulty when it comes to engaging Tribal communities. "What I sense for everybody is, it's hard to reach the Native American population. I can try to step into their shoes and understand why that would be difficult [to understand the Native American experience]." The

engagement has happened in the past but continues to be little to non-existent. "That's one big piece that we're missing. We have communications that we are doing, but we haven't had turn up like people haven't come to the meetings physically. Still, they're on a listserv where we summarize the info."

Complete List of Members*:

Type of Organization		Organization	Early	Recent
Government	Federal	Department of Defense	X	X
	State	CA State Parks	X	X
		California Department of Fish and Wildlife		X
		CalTrans	X	X
		State Parks - Mendocino		X
		State Parks - PORTS Program		X
	Local	Albion Field Station	X	X
		Assemblymember Wes Chesbro	X	X
		Mendo Parks	X	X
		Mendocino Coast Chamber of Commerce	X	X
		Mendocino County Fish and Game Commission	X	X
		Mendocino County Supervisor District 2		X
		Mendocino County Supervisors	X	X
		Point Arena	X	X
Point Arena Lighthouse	X	X		
Fort Bragg City Council	X	X		
Ft Bragg Harbor Commissioner	X			
Non-Governmental Organization	Conservation	CMSF		X
		Reef Check California	X	X
		Mendocino Bootcamp for Women, Land Trust Docent		X
		Mendocino Coast Audubon Society	X	X
		Mendocino Land Trust	X	X
		Natural Resources Defense Council	X	X
		Redwood Coast Land Conservancy	X	X
	Sierra Club	X		
Education	InterTribal Sinkyone Wilderness Council	X	X	
Fishing	Commercial	Point Arena Fisherman	X	X
	Recreational	Recreational Fisherman	X	

Business	Commercial	Erica Fielder Studio Interpretive Design		X
		Pacific Rim Seafood	X	X
		Rising Tide Sea Vegetables	X	X
	Recreational	Albion Harbor Campground Caretaker	X	X
		Subsurface Progression Dive Shop	X	X
Tribal Government & Community		Potter Valley Rancheria of Pomo Indians of California	X	X
		Cahto Tribe of Laytonville Rancheria	X	X
		California Indian Water Commission	X	X
		Coyote Valley Band of Pomo Indians	X	X
		Guidiville Band of Pomo Indians	X	X
		Guidiville Rancheria	X	X
		Habematolel Upper Lake Band of Pomo Indians	X	X
		Manchester-Point Arena Band of Pomo Indians	X	X
		Pinoleville Pomo Nation	X	X
		Potter Valley Tribe	X	X
		Redwood Valley Rancheria of Pomo Indians	X	X
		Robinson Rancheria of Pomo Indians	X	X
		Round Valley Indian Tribes of the Round Valley Reservation	X	X
		Sherwood Valley Rancheria Cultural Staff	X	X
		Sherwood Valley Rancheria of Pomo	X	X
	Stewarts Point Band of Pomo Indians	X	X	
Academics, Universities, & Research		City of Fort Bragg/Noyo Center for Marine Science	X	X
		Humboldt State University	X	X
		LiMPETS	X	X

	Noyo Center		X
	Noyo Center for Marine Science	X	
	Noyo Women for Fisheries	X	X
	Oregon State	X	X
	SONAR	X	X
	Teacher		X
Zoos, Aquariums, Museums, & Animal Rescues			
Unaffiliated Community Member	F.V. CrazyHorse	X	X
	Volunteer for NOAA Marine Debris Program		X

*Table C-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix D: Sonoma County MPA Collaborative

Geographic Scope:

10 MPAs covering 50.29 mi² and 38.3 miles of coastline.

Founding Year: 2014

Mission:

To connect and empower community stewards to promote the long-term sustainability of Sonoma Coast marine ecosystems.

Co-Chairs:

- Michele Luna (Executive Director of Stewards of the Coast and Redwoods)
- Suzanne Olyarnik (Director of Bodega Marine Reserve)

Funding History:

- Fiscal Sponsor: Stewards of the Coast and Redwoods
- 2015: \$10,000 from the Resources Legacy Fund
- 2016: \$25,000 from the Campbell Foundation
- 2016: \$5,000 from the Sonoma County Fish and Wildlife Commission
- 2017: \$15,000 from the Ocean Protection Council MPA Collaborative Network Small Grants Program

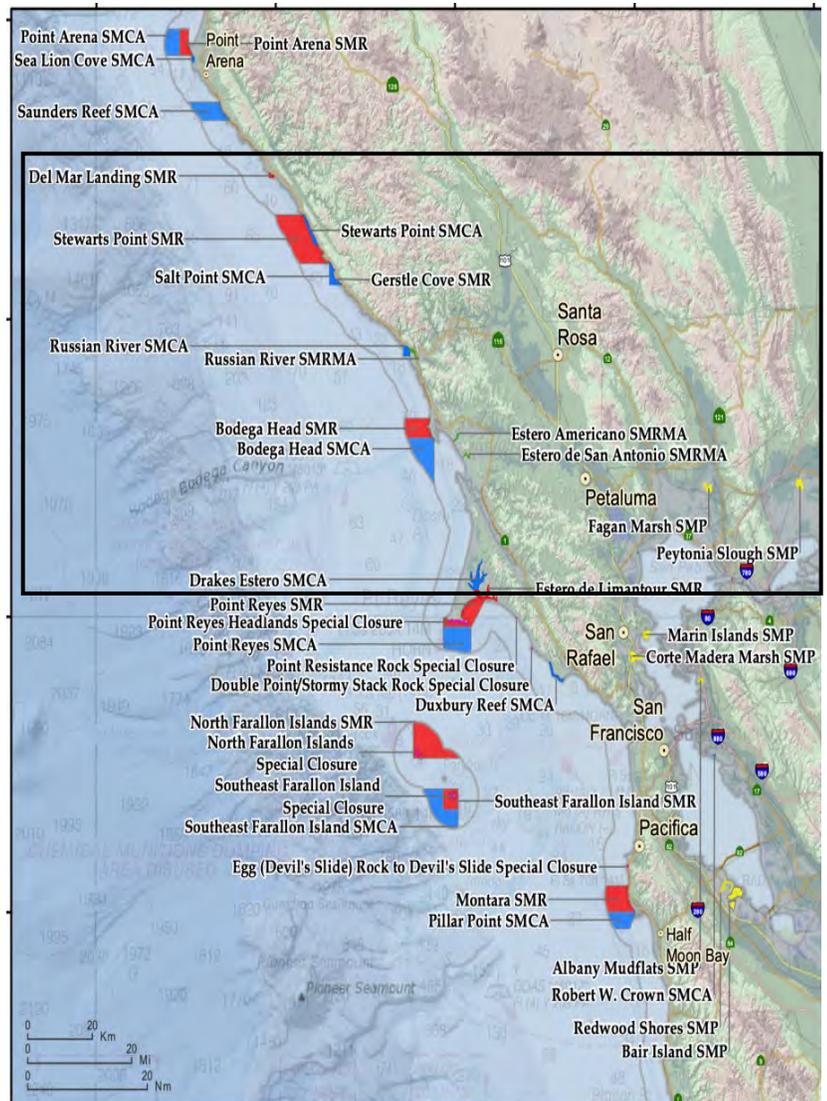


Figure D-1: Northern California MPA map with the Sonoma County MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	5	3
	State	2	3
	Local	4	7
Non-Governmental Organization	Conservation	9	17
	Education	-	-
	Recreational/Diving	-	-
Fishing	Recreational	-	2
	Commercial	-	-
	Sport	-	-
Business	Recreational	-	-
	Commercial	-	1
Tribal Government & Community		4	5
Academics, Universities, & Research		2	5
Zoos, Aquariums, Museums, & Animal Rescues		1	1
Unaffiliated Community Members		-	5

*Table D-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:**Regional Character:**

- Welcomes visitors from all over to explore and enjoy the northern California coast. The coast is popular for whale watching and other forms of marine recreation
- Home to the University of California Bodega Marine Laboratory and Bodega Marine Reserve
- The Bodega Harbor is home to the commercial fishing community
- Focus on education and outreach efforts regarding the diversity and coastal ecology of the region

Significant Challenges:

- Capacity
- Tensions Surrounding Initial MPA Designation Process and Continued Confusion of MPA Awareness
- Difficulty increasing engagement to increase ability to focus on projects appealing to other members of the fishing, Tribal and science communities

Major Activities:

- MPA Film Series
- Yearly Educational Materials

Collaborative History

The North Coast contains 20 MPAs (6 reserves, 13 conservation areas, one recreational management area, six special closures) which cover 137 square miles (California Department of Fish and Wildlife). The Sonoma Coast Collaborative is associated with eight of the 20 MPAs spanning 50 square miles.

Designation types vary across the county with four State Marine Conservation Areas, two State Marine Recreational Management Area, four State Marine Reserves. Public awareness of different protections and restrictions for each area is crucial for visitors' safety. The physical landscape along the Sonoma Coast has some areas that can be dangerous for those who are unfamiliar with the area. To ensure this safety, the Sonoma Coast Collaborative focuses its efforts on education and outreach. Currently, Sonoma Coast Collaborative focus their education and outreach highlighting coastal activities for all those who visit. While preservation and protection continue to be prevalent objectives among members, connecting with groups who use the land for fishing and cultural survival is equally important, and requires balance and active outreach within Sonoma's collaborative.

Co-Chairs Michele Luna and Suzanne Olyarnik hold director positions at their own organizations at the non-profit Stewards of the Coast and Redwoods and at UC Davis's Bodega Marine Reserve, respectively. They have led the Sonoma Coast Collaborative since its inception in 2010. Their partnerships with over 25 different organizations allow them to focus on bringing people to the coast and educating them about MPAs. Their ability to share responsibilities, with Luna focusing on the administrative tasks and Olyarnik focusing on the science perspective, enables them to effectively fund and execute projects. Additionally, the co-chairs credit consistent membership from organizations with interests that align with the collaborative's focus on education and outreach about the Sonoma Coast MPAs. "As far as the stakeholders that we have, we have the ones that are mission-based interest in the MPAs." While mission-based interest in MPA issues helps maintain membership, the co-chairs also understand that generating new interest, requires strategic planning and outreach is needed on their end.

Structure

The Sonoma collaborative meets infrequently, one to two times per year, depending on the specific project being carried out. The frequencies of meetings in the Sonoma Coast depend on the current projects within the collaborative. The meetings have been described as "a condensed working session; these are the funds we're going to go for, this is a project we're working on, and this is what we need from you"

The co-chairs draw on their knowledge at the local and statewide levels to effectively disseminate information to members. "We (Luna and Olyarnik) both have been very involved and stay involved as much as we can in what's going on at the statewide level. We're trying to keep up with [mailing lists] and provide members with the information they need and want."

Because these co-chairs help secure funding for the collaborative, "they have kind of taken ownership of those deliverables and that funding piece." One member shared their perspective that this model of two people making final decisions may be an asset when making decisions on behalf of the collaborative. "I think they know that they are taking on more than others but are looking for feedback from the collaborative. I sense that it's worked out okay."

The co-chairs have reflected on how there is a need to restructure and rethink meetings and to adapt among COVID-19. "There's not much of a need to meet right now, except that I do want to keep things rolling...we want to generate some more interest and talk to people about what is next." They feel that having virtual meetings will assist with participation barriers like transportation and are looking to see, "What is something simple we can do, that's not going to require a lot of funding."

Activities

Educational Materials

The Sonoma Collaborative puts forth major effort towards education around the coast's intertidal areas. "Each MPA has quite a few [intertidal areas] on the Sonoma coast, and most of them have multiple designations in different areas. So, we try to get the word out as far as what people can do in each one." When it comes to funding these education and outreach projects, the collaborative prioritizes available funding and feasibility. "When I look at what's being offered, you know, okay, we have \$10,000 to figure to do something, and then the outreach materials are always the logical way to go. But I'm always in the room, saying, you know, don't forget all of these (science and monitoring) that we are doing that you can tap into that we all have access to."

Film Series

The Collaborative created a series of educational videos from 2017-2019 highlighting various parts of the Coast. Sonoma's videos focus on fishing, MPA education, and tide pool exploration. These one- to five-minute-long videos provide the benefit and value of having a tangible product easily accessible on the web. After the three videos' success in 2017, they created their most recent and popular video in 2019 which focuses on Indigenous traditions. "The Kashia Pomo Tribal Traditions in the MPA" video has 3,400 views to date, and collectively, these videos have over 4,600 views on YouTube.

To decide which areas to focus on for the first three MPA education videos, members decided that "The first round of funding helped provide information about what an MPAs is to the community. The two co-leads on the collaborative, as a group, decided what topics would be covered by each video. We then went ahead, and started putting the pieces together."

Links for the videos can be found below and, on the Sonoma MPA, Collaborative YouTube Page

- Why do We Need MPAs? | [Link](#)
- Fishing and Marine Protected Areas off the Sonoma Coast | [Link](#)
- Kashia Pomo Tribal Traditions in the MPA (see below) | [Link](#)
- Exploring the Tide Pools on the Sonoma Coast | [Link](#)
 - With 1,400+ views, this video was the most-watched video on the channel out of the three videos made in 2017. Tide pools are a popular recreational spot within the Sonoma Coast for visitors and school groups, mainly because the MPAs of the Sonoma Coast are off-limits to visitors.

Kashia Pomo Tribal Traditions in the MPA video collaboration with the Kashia Band of Pomo Indians Tribal members resulted in a short film series to increase awareness and education about the Kashia's relationship and connection to the Sonoma Coast. The 2019 short film brings to light the history of the Kashia Band of Pomo Indians, whose identity had been stolen over 150 years ago and what it means for them to purchase their land back as part of the Kashia Coastal Reserve.⁴² The video highlights the critical need to educate the public about the cultural significance of the Kashia reclaiming their ancestral lands and their ability to harvest coastal resources.⁴³

Benefits of the Collaborative

Increased Local Knowledge of MPAs

A member who works with multiple collaborative groups within the network describes the importance of these collaboratives.

"[Members of each collaborative] are hyper-specific, and they know the region, know the holes of information, and know where the problem areas are. These areas can inform what materials need producing, who they should be shared with, where the signs are needed anything so far."

Having "boots on the ground" is important, as expressed by a collaborative member who believes that specificity and local knowledge help tailor information to members of the community and visitors to the MPAs. Education and outreach regarding the MPAs "shed light on what MPAs are and understanding that we are supposed to act differently in them."

Conduit of Information

One of the essential functions played by the Sonoma Collaborative is as a conduit of information among a disparate set of groups along the coast. Members indicate that it provides a helpful way for people to share information about MPAs in the county. "I think it's been effective. And I think the overall sense of MPAs are better received by the public and more respected by the public." Increased information led to a more positive outlook among people living in the area as they became informed on benefits of the MPAs. "I think the naysayers early on, the people fighting the process are starting to hear some great success stories, like some of them turning and changing the story." Some have said "You know what, I wasn't on board [with MPAs], and now I am."

Highlighting Indigenous Culture

Within the MPA video series, the collaborative focused on the Kashia Pomo Indians and their tribal traditions and relationship with the Sonoma Coast. *Kashia Pomo Tribal Traditions in the MPA* video collaboration is a valuable project that highlights the voices of the first stewards of

⁴² *Kashia Pomo Tribal Traditions in the MPA - YouTube*. (2019, January, 28). Retrieved June, 2020, from <https://www.youtube.com/watch?v=rcUEUPfkONw>

⁴³ *ibid*

the land. One of the co-chairs acknowledges how much it meant to have this film dedicated to the Kashia Band of Pomo Indians. In creating this short film, Indigenous relationships with the Sonoma Coast is more visible to the public eye. Documenting these stories ensure the support of Indigenous culture and can also educate non-Indigenous Sonoma residents about the first stewards of the land.

Facilitating Factors

Senior Leaders as Co-Chairs

The roles of the Sonoma Coast Collaborative co-chairs have been filled by key players in marine conservation, which has contributed to the success of the collaborative. Both members Olyarnik and Luna have been co-chairs since the collaborative's inception. Their tenure within their fields holding executive director positions has allowed them to combine their networks from the non-profit and scientific communities surrounding marine issues. Leadership experience has allowed them to effectively disseminate information to members of the collaborative as well as secure grant and funding opportunities for MPA education projects.

One member, who has participated with multiple collaboratives, appreciated the structure of co-chairs presenting information for members to provide feedback as an efficient way of working. This method has appeared to be successful for the Sonoma Coast collaborative. From the perspective of a member who attends meetings in two different counties, they see how Sonoma's meeting structure could be a helpful approach for other collaboratives to imitate.

"The concept of bringing everyone, all these different parties to the table, is cool. But then herding the cats, myself included, get the feedback, and get the collaboration to pull together instead of narrowing down to a couple of people who make it happen. It is, I think, easy. I don't know if it just happens to be those two collaboratives or if others see kind of the same thing. I think they're productive, and it is awesome to get all the people to the table, but I see kind of similar patterns in both of those two."

Funding

Other collaboratives within the North Coast recognize Sonoma's successful ability to acquire funding. Michele Luna's non-profit Stewards of the Coast and Redwoods serves as the collaborative's fiscal sponsor. With Luna as the Executive Director of Stewards of the Coast and Redwoods, Sonoma co-chairs can take ownership of the collaborative's deliverables and projects. This form of ownership creates a sense of initiative and leadership from the co-chairs. Luna acknowledges the opportunity to secure consistent funding for MPA work due to her relationship and connections as an executive director. To support the funding structure at Sonoma Coast Collaborative,

"I have some separate funding that I get through another funder that I have applied for year after year. And it is very specifically for education and our MPA education outreach. Because of that, I have been able to continue to do this at the level I've been able to. So, that's been great."

Challenges

Tensions Left from the MPA Designation Process and Continued Confusion about MPAs

When thinking about the history of the Collaborative Network as a whole, both the Indigenous and fishing communities can be difficult communities to engage with due to feelings of exclusion during the MPA designation process. As one collaborative member described the fishing community, “they don't want to interact because they're afraid they're going to give away something. They feel like things to be taken away from us regularly. They're taking their livelihood, something that we've done for hundreds of years.”

Historically, the designation process took away fishing areas way from the fishing community. However, one fisherman advocates tirelessly for their community to express the importance of the work done in Sonoma's collaborative. As a fisherman, they want to help others in the fishing community understand that MPAs want to support and repopulate marine life, including fish populations.

The complexity of the MPAs, their designations and enforcement, may be a point of confusion among the public and other stakeholders. When the MPAs were first established, they were split up into four regions. After the collaboratives were formed, they compiled the Collaborative Network (CN) categorized the collaboratives into three regions. The four regions used within the MPA designation process were used as study regions. This fourth study region was the North Central coastal region that included Sonoma and Mendocino. However, most people understand Sonoma and Mendocino as part of the North Coast collaboratives. This fourth regional area of the North Central Coast are only used to stay consistent with the baseline data collected. One member acknowledged how there may be confusion among the public regarding MPA nuances on a larger scale perspective. “I know that people don't know what [an] MPA is, and the fact that they are here, standing in a federal MPA, and in a state MPA, and understanding what the hell that means.”

Inconsistent Participation

Overall, participation has been difficult to sustain. While there are a few active members, maintaining consistent attendance from the fishing, tribal and science members continue to be a challenge. For many members, those who participate as volunteers, their involvement with the collaborative does not always align with their job responsibilities with their full-time employer.

Tribal Communities

During the designation process, the engagement of Indigenous communities became a challenge due to the number of Tribes in the region. The Sonoma Coast region has four different tribes, Kashia Band of Pomo Indians of Stewarts Point Rancheria, Dry Creek Rancheria Band of Pomo Indians, Federated Indians of Graton Rancheria, and Koi Nation of the Lower Lake Rancheria. As one collaborative member states, “There are so many tribes, it is hard to communicate effectively with all of them because they are separate entities. They have a very different perspective on the state MPAs.” Recognition of separate entities among Tribal Communities is essential.

Because trust between non-Tribal entities and Tribal Communities is lacking a communication gap remains between Tribal and non-Tribal entities. While the video spotlight of the Kashia Band

of Pomo Indians is a success in some respects, it does not undo the past harm and exclusion that many Indigenous communities faced historically. The video series is a start to continue building relationships and sharing the story of the original stewards of the land. The Kashia Band of Pomo Indians continue to have a presence in collaborative meetings.

Negative feelings from some Indigenous communities remain due to the perception of being left out during the MPA designation process continue to be an ongoing issue among Tribal communities in the North Coast as a whole. One collaborative member who worked with the Kashia Band of Pomo Indians spoke about what they had learned when starting to collaborate. "I know that the tribes were angry [during the designation process]." Tribal perception of not being properly included in decisions or being consulted as an afterthought has impacted the participation among some of the Tribal communities when it comes to working with the collaboratives. As one member stated, they like other non-Tribal members understand that Tribal engagement has been difficult to sustain at times while also understanding the importance of their importance and involvement at the collaboratives,

"I certainly can't say that I'm right and they are wrong because I can only imagine in a vacuum (of understanding). (Non-Tribal entities historically) were making decisions and enforcing them upon Tribal communities"

Fishing Community

The collaborative has struggled with engaging the fishing community as active members. The fishing community's main priorities include the desire to continue their profession undisturbed, maintain their overall lifestyle, and provide a quality product. Members of the fishing community pride themselves in providing organic and sustainable fish for all those who come to the Sonoma Coast.

The few fishers who do remain active understand that staying involved helps them ensure their voices remain included in decisions. Concern and acknowledgement of challenges faced by the fishing community have been discussed within the collaborative. Members understand how the MPA designation process left stakeholders of the fishing community feeling left out. They further explain,

"There's still a large contingent of people in the fishing community and they feel concerned and rightly so because it's affecting their livelihood. And we tried to be respectful of them [during the designation process]. But it is still hard for them. When they must go through a season without being able to fish, it affects their families and their workers, and everybody involved."

While this dynamic has been acknowledged, one member of the collaborative who represents the fishing community has remained involved. Their dedication to involvement focuses on a specific MPA due to their proximity and familiarity with the area. Their motivations for participating in the collaborative demonstrates the mentality of "if not me, then who?" The collaborative's reliance on this one person has given them great insight, however, hinders any form of long-term sustainability within the collaborative. After this connection dissolves, reconnecting with members of the fishing community will again become a challenging obstacle.

In addition to struggling for sustainable engagement from the fishing community, one member points out the competing interests within the collaborative dividing conservationists and

consumptive users. The division between these two perspectives continue to impact collaborative engagement. For example, members of the fishing community felt left out because the designation process cut fishing areas, impacting livelihoods and overall economic impacts. One member knows that as part of fishing community, they explained that participation is limited because the opportunities for them to fish has decreased. The overall hardships in the community described was described to us the importance of people in the fishing community constantly having more and more being taken away from them. "You can feel it slipping away, the opportunity we have and the industry is decreasing." Active fishing collaborative members do their best to educate others about how their livelihood is being impacted. While other people from the fishing community fail to see how the collaboratives benefit their work. MPA designations limiting fishing ranges greatly impact their finances describing how "we're not able to follow the salmon [due to fishing restrictions], it impacts us financially quite a bit. We're all living on a shoestring right now."

This disconnect and desire for an understanding have motivated this dedicated member stating, "that's one of the reasons ... driving me, that I wanted to stay involved and be involved with the MPA, because I wanted to be able to express how they [MPAs] are affecting the commercial fishing industry." This same fisherman in the collaborative points out the connect that conservationists and fisherman have more in common than it is perceived by many involved with MPAs. They see that those who fish do conserve because they need to live off the land and sustain their resources to make a living.

"We are the conservationists, and we are trying to make this work right and we are continuously being regulated out of business and it's really important for people to understand [the situation]. We're not here to pillage the ocean and we have no reason to do that because it takes away our opportunity and we're doing everything we can to make it a reliable resource and we are seen more or less as the enemy."

Scientists

The Sonoma Coast Collaborative have not focused on engaging members of the scientific community, due to the collaboratives' focus on education and outreach. The University of California Bodega Marine Laboratory and Bodega Marine Reserve currently focus on the monitoring of MPAs. The work within Bodega Bay serves as a complement to the work that the Sonoma Coast collaborative does around education and outreach of MPAs. While one member would like to focus more on science and research, they understand the collaborative's limited capacity to tackle such projects. In their view, "funding for long-term monitoring is one of the hardest things to come by. It is not super sexy." If funding were to be obtained by Sonoma, then execution of the project would fall back on the co-chairs. Co-chairs also expressed that they would like to have more presence from State Park Interpretive staff but understand that their staff numbers at State Parks are limited. State Park Interpretive Staff who would participate in Sonoma Coast collaborative meetings have offices in Mendocino which are about 100 miles away from where the Sonoma co-chairs are located.

Capacity

While the co-chairs have led the collaborative thorough various projects, progress has been dependent on co-chair capacity. Co-chairs currently receive no compensation for their work with the Collaborative Network from their full time positions. For this project specifically, a co-chair

was able to find their own funding to compensate their work. They mention, "...quite frankly, if I weren't getting compensated, it would have made it more difficult for me to devote the time."

While other members may be motivated to help, they limit themselves. "I try and be a big help at the table or when I call for feedback, and I try to sit on my hands. You know when labor-intensive projects are coming up just due to my schedule." As a result, projects move at the pace of the co-chairs. his constant circle of limited capacity allows projects and progress within the collaborative to become stagnant.

When thinking about capacity among various groups, another example includes State Parks. Their minimal involvement but desire to be more involved has been impacted due to being understaffed. Their shortage of interpreters who can attend meetings negatively affects the collaborative's desire to have a diverse set of feedback and input.

Full Member* List:

Type of Organization	Organization	Early	Recent	
Government	Federal	Farallones National Marine Sanctuary Association (NOAA)	X	X
		National Marine Fisheries Services (NOAA)	X	X
		BLM – California Coastal National Monument	X	
		US Coast Guard Auxillary – Bodega Bay Station	X	
		Bureau of Land Management		X
	State	California Department of Fish and Wildlife	X	X
		Ocean Protection Council		X
		California State Parks	X	X
	Local	Bodega Bay Harbor Master		X
		County of Sonoma		X
		SoCo Agricultural Preservation and Open Space District		X
		Sonoma County Sheriffs		X
		Sonoma County Fish and Wildlife Commission		X
Sonoma County Regional Parks		X	X	
Sonoma County Water Agency		X	X	
Non-Governmental Organization	Conservation	Bodega Land Trust	X	X
		Fort Ross Conservancy	X	X
		Goldridge Resource Conservation District	X	X
		Madrone Audubon Society	X	X
		Point Blue	X	X
		Sonoma County Conservation Action	X	X
		Stewards of the Coast and Redwoods	X	X
		Redwood Coast Land Conservancy	X	
		Sonoma Coast Agricultural Preservation and Open Space District	X	
		Sonoma Land Trust	X	
		Surfrider Foundation – Sonoma Coast Chapter	X	
		Wildlands Conservancy	X	

		California Coastal National Monument		X
		CMSF		X
		Coastwalk CA/Surfrider		X
		Farallones		X
		Jenner Community Club		X
		Richardson Family		X
		Russian River Keeper		X
		Save the Redwoods League		X
		The Wildlands Conservancy		X
		WaterTreks EcoTours, Sonoma Coast Watch, Living Classrooms Project		X
Fishing	Commercial or Recreational Fishing	Fisherman's Association		X
		Watermen's Alliance		X
	Sport			
Business	Recreational			
	Commercial	Full Frame Productions		X
Tribal Government & Community		Federated Indians of Graton Rancheria	X	X
		Kashia Band of Pomo Indians of Stewarts Point Rancheria	X	X
		Dry Creek Rancheria Band of Pomo Indians	X	
		Koi Nation of the Lower Lake Rancheria	X	
		Dry Creek Rancheria		X
		Hoop Valley		X
		Lytton Band of Pomo Indians		X
Academics, University & Research		Beach Watch		X
		Bodega Marine Lab	X	X
		California Academy of Sciences	X	X
		Bodega Marine Reserve		X
		Cal Academy Marine Mammal Stranding Network		X
		Foothill community college		X
		Navocean Inc		X
Zoos, Aquariums, Museums, & Animal Rescues		Marine Mammal Center	X	X

Table D-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Appendix E: Golden Gate MPA Collaborative

Geographic Scope: 13 MPAs covering 63.93 mi² and 27.2 miles of coastline

Founding Year: 2014

Mission: The Golden Gate MPA Collaborative is dedicated to community engagement to safeguard the ocean and coastal ecosystems of San Francisco and Marin Counties.¹

Current Co-Chairs:

- David McGuire (Executive Director, Shark Stewards)
- Morgan Patton (Executive Director, Environmental Action Committee of West Marin)
- Paul Hobi (Program Manager, Seabird Protection Network)
- Leslie Alder-Ivanbrook (Program Director, Environmental Action Committee of West Marin)

Funding History:

- Fiscal Sponsor: Earth Island Institute
- 2015: \$10,000 from Resources Legacy Fund
- 2018: \$15,000 from Ocean Protection Council MPA Collaborative Network Small Grants Program
- 2020: \$36,850 from Coastal Quest



Figure E-1: Golden Gate MPAs. Image Credit: California Department of Fish and Wildlife

Early and Recent Membership*

Type of Organization		Early Membership	Recent Membership
Government	Federal	4	6
	State	3	3
	Local	4	5
Non-governmental Organization	Conservation	9	19
	Education	-	3
	Recreation/Diving	-	-
Fishing	Recreational	-	2
	Commercial	-	1
	Sport	-	-
Businesses	Recreational	-	4
	Consulting	-	-
Tribal Government and Community		-	1
Academics, Universities, & Research		1	8
Zoos, Aquariums, Museums, & Animal Rescues		3	3
Unaffiliated Community Members		-	109
Others		-	2

Table E-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Characteristics:*Regional Characteristics*

- There is strong federal agency presence (NMS, NOAA, NPS) at collaborative meetings.
- MPAs are relatively difficult to access, especially those in San Francisco County.
- The Golden Gate region is notable as a large population center, with many people who value the environment.

Significant Challenges:

- The collaborative is split between two counties, which makes attendance at in-person meetings difficult.
- Co-chairs have expressed that it is difficult to balance the time needed for internal organizational maintenance and working on grant-funded projects.

Major Activities:

- Collaborative members are currently working on region-specific MPA ambassador online training modules for the entire state in conjunction with collaborative members from across the state.
- The collaborative's first project was the design and distribution of a waterproof MPA brochure directed towards ocean users, which was created with significant participation from fishermen.

Collaborative History

Regional Characteristics

The Golden Gate region covers San Francisco and Marin Counties. San Francisco County is urban and heavily populated. San Francisco's MPAs, such as those in the Gulf of the Farallones, are only accessible by boat. In contrast, Marin County contains greater open space and fewer people. Marin's MPAs, such as those within Point Reyes National Seashore, are more accessible. Nearly all of the MPAs, as well as the federal and state agencies that manage these MPAs, are situated within Marin. Both San Francisco and Marin Counties are notable for their high cost of living, large white-collar employment, and general sentiment of environmental consciousness, though there remain residents of both counties who rely on ocean resources for subsistence.

The Golden Gate MPA Collaborative is primarily comprised of government and NGO representatives. Various levels of government are present among these representatives, including county agencies such as Marin County Parks, state agencies like California Department of Fish & Wildlife, and federal agencies such as the U.S. National Park Service. The NGOs represented in the collaborative are likewise varied and include nonprofit partner associations of specific protected areas like the Point Reyes National Seashore Association, environmental education groups like the Aquarium of the Bay, and environmental protection groups such as the Environmental Action Committee of West Marin. Most collaborative members are involved in management of the MPAs or coordination of community science programs that inform MPA management. Current members feel motivated to participate in the collaborative because of a personal interest in MPAs and substantial overlap with their full-time jobs.

History

Golden Gate MPA Collaborative members focus on the MPAs in San Francisco and Marin counties. When the collaborative was formed, its primary goals were to: (1) better integrate the fishing community into research and monitoring; and (2) identify best practices for communicating science to the public, ocean resource managers, and to the fishing community. During the Marine Life Protection Act (MLPA) process, the California Department of Fish & Wildlife (CDFW) initially considered San Francisco Bay for a fifth study region because of the region's pre-existing MPAs, but ultimately decided against it. These Bay MPAs, formed in the 1960s and 1970s, do not officially belong to California's MPA network. Many early Golden Gate MPA Collaborative members lobbied for incorporating these Bay MPAs into the MLPA implementation process. As a result, some attrition of initial membership can be attributed to the collaborative not pursuing this interest. However, membership has since increased as a result of members' and co-chairs' active outreach efforts at public events.

Leadership

One of the original co-chairs, Brian Baird, was the former Deputy Secretary of Natural Resources and had also worked with the Ocean Protection Council; he was able to offer his institutionalized knowledge and experience in working with the State. The other original co-chair, David McGuire, continues to serve as a current co-chair. As executive director of Shark Stewards, McGuire is passionate about videography and has used the collaborative's Trident mini Remotely Operated Vehicles (ROVs) to create films highlighting the MPAs. Morgan Patton and Paul Hobi stepped in as co-chairs to replace Baird in 2018. Patton brings with her a direct connection to

Marin County as Executive Director of the Environmental Action Committee of West Marin. Hobi helps maintain a federal agency perspective within leadership as Program Manager at the Seabird Protection Network, a multi-organization collaborative managed by the Greater Farallones National Marine Sanctuary (NOAA). A fourth co-chair, Leslie Alder-Ivanbrook, a Program Director at Environmental Action Committee of West Marin, was added in 2021.

Structure

Due to the geographical distance covered by San Francisco and Marin counties, in-person meetings occur at a mid-way point, the Crissy Field Center in San Francisco. Meetings are held twice per year and are typically planned about a month in advance. Since the collaborative's formation in 2014, the collaborative has met approximately ten times. Anywhere between 8 to 12 people typically attend meetings. Many of these regular meeting attendees also form the core group of members who participate in projects. The three co-chairs communicate regularly among themselves, then send updates or solicit assistance through a larger email list and newsletter. Collaborative newsletters are sent quarterly to the collaborative's member list by one co-chair.

At meetings, the collaborative typically discusses salient issues that their collaborative is facing, such as enforcement hotspots. They rely on the Network staff to provide a statewide perspective. As described by a co-chair, "Our collaborative will meet and talk about what issues are things are coming up in our region, but then Calla is there, Nicole is usually there as well, to bring up what's happening statewide with the Collaborative Network and keep things dialed in." Decision-making is described as collaborative due to the voluntary nature of participation. As described by a co-chair, "[At meetings] we need to make decisions on what we can or can't do. And so, I think it's a pretty open collaborative discussion process that makes sure that each of the projects are really tailored towards promoting our marine protected areas in a responsible way."

Activities

Waterproof MPA Brochure

This project was funded in 2015 with \$10,000 from Resources Legacy Fund (RLF). Drafting this waterproof MPA brochure involved collaboration among state agencies, federal agencies, and the fishing community. The goal of the project was to educate recreational fishermen, kayakers, beachgoers, boaters, and ocean stewards about MPAs. In total, roughly 3000 brochures were printed during the project period. Half of the brochures were distributed to the public, and the other half was distributed specifically to fishermen and charter boat operators. Additional brochures have been distributed as part of subsequent funding cycles, partially by biologists working on the Farallon Islands and while on the ocean whenever they observed people engaging in illegal activities within MPAs.

MPA Ambassadors Online Training Course

Initially, this project consisted of educating boaters to conduct outreach to other boaters about MPAs. Part of RLF's \$10,000 2015 round of grant funding was also allocated to presenting lectures about MPAs and recruiting volunteer ambassadors at public events. However, with a need to build a more formal MPA ambassador structure to target recreational boaters launching at

Bay Area marinas, they pivoted the project towards the creation of online training modules to engage other ocean users in addition to boaters.

In 2018, the collaborative received \$15,000 from the Ocean Protection Council (OPC) MPA Collaborative Network Small Grants Program to develop these online training modules. The goal of these modules was to enhance training for MPA volunteers and docents, so as to increase MPA knowledge and facilitate greater compliance with MPAs in the region. Although created by the Golden Gate MPA Collaborative, the MPA Ambassadors online training course is generalized across the state's MPAs and regulations. This free course explains the history, need, process, structure, and execution of the California MPA system, and shares how participants can help increase awareness and compliance of local MPAs.

This project's primary challenge has been in implementation. Despite the high volume of coastal docent programs in the region, there are relatively low levels of users. The module has been used to augment docent training by the MPA Watch and Beach Watch programs in the region. It is also broadly available to the public and schools. However, the training modules have not been used by many docent training programs external to the region. One co-chair believes that this may be because of a lack of region-specific information in the videos; given California's variety along the coast, they believe that including more relevant and specific information might pique greater interest in the videos.

In 2020, collaborative members and co-chairs successfully obtained an additional \$36,850 in funding to address this challenge from the OPC's Once-Through Cooling Interim Mitigation Fund, the David and Lucile Packard Foundation, and the Marisla Foundation. With this funding, they aim to create additional modules to "train the trainers." By targeting outreach professionals (such as docents and law enforcement) and containing information specific to each of the 14 collaboratives' MPAs, these additional modules will provide geographically and audience-specific content. To deepen the regionally specific knowledge within these collaborative-specific training modules, the Golden Gate MPA Collaborative has utilized the Collaborative Network to facilitate connections with other collaboratives. Once completed, these additional training modules will be publicized and delivered using an outreach and marketing plan, which the collaborative is concurrently working on.

Benefits of the Collaborative to the Members

Forum for Exchange

The collaborative primarily serves as a forum for members to build partnerships and stay updated on MPA issues, such as the increase in poaching that emerged during the summer of 2020. These partnerships are built with others within the collaborative, as well as others within the Collaborative Network. As one interviewee stated, "why we started going to the meetings was just to make sure that we're understanding what's going on, building coalitions, partnerships, things like that." As a forum, the collaborative also allows participants to leverage their personal and professional motivations in pursuit of a common goal of MPA management. As another interviewee stated, "I have a really deep interest in the science behind these marine protected areas. I spent a lot of time preaching the science behind them and trying to get our local stakeholder groups and citizens and everyone on board and understanding what's going on."

Due to the number of conservation NGO members of this collaborative, education and outreach are viewed as crucial activities. The collaborative aims to educate visitors and residents about MPAs and their importance through collaborations between government agencies and “boots on the ground” NGO programs. One interviewee stated that “[The collaboratives and Network] make sure that people know what MPAs are, where they are, and why they’re important.” Networking between government agencies and the “boots on the ground” NGO programs also illuminates members’ awareness of potential gaps of outreach. For example, one interviewee perceived that because a government agency did not have any plans for engaging non-English speaking fishermen, the task for creating the non-English outreach materials would then fall to the collaboratives.

Facilitating Factors

Overlap between Paid Job and MPA Collaborative

Members stated that they were first exposed to the MPA collaborative through their full-time jobs working with MPAs. They also attributed their continued involvement in the collaborative to these jobs, which often involve projects, such as MPA Watch, that are completely separate from but parallel to the collaborative’s work. Members then leverage the collaborative’s function as a forum for exchange to disseminate information about these projects to other collaborative members: “we bring that [data] into the collaborative to help expand some of the Collaborative Network’s work.”

Collaborative Network as an Organizer and Coordinator

The collaborative relies on the Collaborative Network for organization and administrative support during meetings and projects: “We have our individual collaborative projects that we’re doing, such as the online trainings. Our members are building that out and everyone’s farmed out for certain tasks. But Calla and Nicole bring a whole other element of being able to help review, pass information on, help connect with some of the other collaborative members, help us with organizing, facilitating some of the meetings. They’re also reviewing and providing edits on the content that we’re putting out.” The co-chairs have found the CN’s support “meaningful,” given their own limited capacities. CN staff also periodically convene law enforcement officials in the Golden Gate region to increase awareness of poaching issues and enforcement hotspots.

Dedicated Capacity to Seek Unrestricted Funding of Projects

The collaborative has been successful so far in soliciting and receiving funding for its projects. This is in large part due to having one co-chair charged with grant writing for competitive grant applications. With this funding, members aim to “engage the stakeholders that are so hard to bring to the table.” Members looked back to the success they found reaching out to fishermen during their first project, the waterproof brochure, where they leveraged the initial seed funding from RLF to host a stakeholder engagement event.

Using External Contractors to Expand Capacity

Given the collaborative co-chairs' limited time and specific expertise, the opportunity to use external contractors to implement projects has been effective. For example, the MPA Ambassador videos utilized a contractor experienced with lesson creation to create the videos.

Challenges

Confusion About National and State MPAs

The collaborative's regional focus includes both national marine sanctuaries (Farallon Islands NMS) and state MPAs; this is further complicated because these state MPAs are proximate to a National Seashore and a County Park. A challenge resulting from this variety of jurisdiction is a general lack of clarity and understanding for both collaborative members and ocean users. Collaborative members state that cross-messaging between these agencies could be greatly improved. One member also expressed that while people may know about the state MPAs, they likely are less aware of the National Marine Sanctuaries, and do not know the difference between the two. "Not a lot of people know what marine protected areas are when we do our volunteer trainings. We always ask that question, if people are aware and tell them it's okay if they don't know what an MPA is. Pretty much nobody has any idea, or they get them mixed up with our federal marine sanctuaries, the National Marine Sanctuary. So any way that we can help to continue to promote and advocate for what our statewide MPAs are and increase general knowledge is important."

Geographic Breadth and Overlap

Another challenge faced by this collaborative is the geography of the region. It is a barrier for people to drive between San Francisco and West Marin for a 1.5-hour meeting, especially with traffic, toll roads, time, and distance. Although they have not had any meetings since the onset of COVID-19, they believe that offering a virtual conferencing option could alleviate this challenge.

A second issue related to geography is the overlap between Sonoma and Marin County. For example, boaters will typically launch from Bodega Bay, in Sonoma County, but interact with the MPAs of Marin County. However, Golden Gate MPA Collaborative members do not attend outreach events in Sonoma, and so are unable to share Marin MPA enforcement information with these users. Tribal participation is absent in the collaborative for a similar reason. One co-chair identified that "Our tribal representative goes to the Sonoma collaborative. The Graton Rancheria, the Federated tribes, are part of both Sonoma and Marin counties, but they're not going to go to both collaborative meetings and we shouldn't ask them to go to both collaborative meetings."

Inconsistent Member Participation

Co-chairs also indicate that a lack of consistent participation by members is an obstacle to building strong bonds among collaborative members. They observed that participation hinges upon collaborative projects, and whether the focus of these projects overlap with members' day-

to-day roles. One interviewee stated, “Unless you have a project that can relate directly, speaks to a person’s day-to-day role, it’s going to be challenging for people to remain involved.”

Non-local Visitor Outreach

Since the Central Coast receives many visitors, especially from inland residents, the Golden Gate collaborative struggles with how to educate and outreach to these visitors about MPAs. As one co-chair put it, “No one’s quite figured it out yet, but there could be a little more cross-collaborative dialogue there.”

Leadership and Member Capacity

Time is also a challenge for this collaborative. Co-chairs typically end up performing the lion’s share of work in projects. Because of this, the co-chairs often must choose between holding meetings and conducting strategic planning, or working on grant-funded projects. Time also prevents co-chairs from engaging in more stakeholder engagement, such as reaching out to new members. As described by an interviewee, “Our group is putting a lot of time and effort into developing these online modules. So, we’re not right now focused on inviting new folks into our collaborative and it is a big lift to try to get things out for the collaborative.” In addition to new member outreach, collaborative members have also expressed that they eventually hope to devote more time towards strategic planning to formalize roles and responsibilities within the collaborative.

Full Member* List:

Type of Organization		Member Organization	Early	Recent	
Government	Federal	Cordell Bank National Marine Sanctuary		X	
		Gulf of the Farallones National Marine Sanctuary	X	X	
		National Oceanic and Atmospheric Administration		X	
		National Park Service	X	X	
		Seabird Protection Network	X	X	
		U.S. Fish and Wildlife Service	X	X	
	State	California Dept. of Fish and Wildlife	X	X	
		California Coastal Commission	X	X	
		Ocean Protection Council		X	
		Office of Assemblyman Marc Levine	X		
	Local	Marin Community Development Agency		X	
		Marin County		X	
		Marin County Parks	X	X	
		Marin County Sheriffs	X		
		Pillar Point Harbor	X		
		San Francisco Bay Conservation and Development Commission		X	
	Non-governmental Organization	Conservation	San Francisco Department of the Environment	X	X
			Bay Foundation		X
Blue Frontier Campaign				X	
Coastal States Organization				X	
Coastalquest				X	
Farallones National Marine Sanctuary Association			X	X	
Friends of Sausal Creek				X	
Golden Gate Audubon Society			X		
Golden Gate National Parks				X	
Mission Blue				X	
Natural Resources Defense			X	X	
Ocean Conservation Research				X	
Plastic Pollution Coalition				X	
Point Blue			X	X	
Point Reyes National Seashore Association			X	X	
Shark Stewards			X	X	
Sierra Club SF Bay Chapter			X	X	
Surfrider				X	

		Watershed Alliance of Marin	X	X
		Environmental Action Committee of West Marin	X	X
	Education	California Marine Sanctuary		X
		Ocean Film Festival		X
		WestEd		X
	Recreation/Diving			
Fishing	Recreational	Bolinas Rod & Boat Club		X
		Marin Rod & Boat Club		X
	Commercial	Pacific Coast Fed. of Fishermen		X
	Sport			
Businesses	Recreational	Ocean Safari		X
		San Francisco Boat Support		X
		San Francisco Whale Tours		X
		Silver Fox		X
	Consulting			
Tribal Government and Community		Federated Indians of Graton Rancheria		X
Academics, Universities, & Research		Center for Biological Diversity		X
		Humboldt State University		X
		MPA Watch		X
		Romberg Tiburon Center for Environmental Studies	X	X
		SF Bay NERR		X
		Reef Check		X
		UC Davis		X
		UC Santa Cruz		X
Zoos, Aquariums, Museums, & Animal Rescues		Marine Mammal Center	X	X
		Aquarium of the Bay	X	
		California Academy of Sciences	X	X
		Monterey Bay Aquarium		X
Others		Coastal Policy Solutions		X

Table E-2: * Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Appendix F: San Mateo County MPA Collaborative

Geographic Scope: 3 MPAs covering 18.56 mi² and 5.1 miles of coastline

Founding Year: 2013

Mission: To enhance awareness and promote stewardship of MPAs as special, protected places and sources of ecological, recreational and commercial value through the coordinated activities of community partners.¹

Current Co-Chairs:

- Rebecca Johnson (Co-Director of Citizen Science, California Academy of Sciences)
- Robert Cala (Park Ranger II, San Mateo County Parks)

Funding History:

- Fiscal Sponsor: California Academy of Sciences
- 2014: \$9,470 from Resources Legacy Fund
- 2017: \$15,000 from the Ocean Protection Council's MPA Collaborative Network Small Grants Program

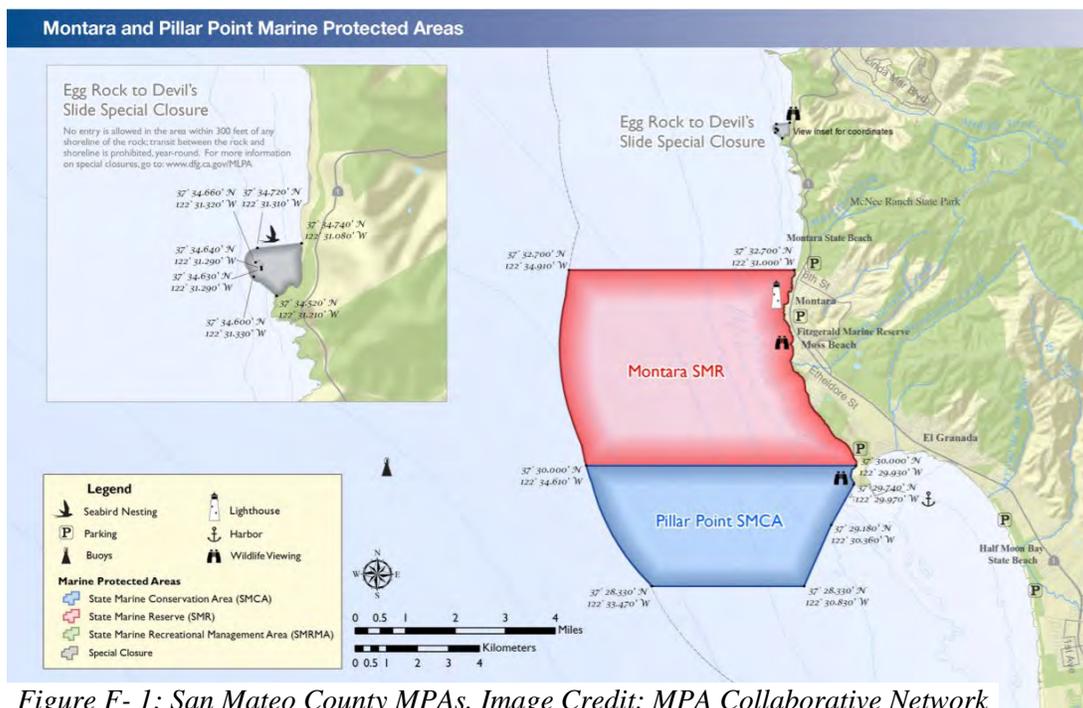


Figure F- 1: San Mateo County MPAs. Image Credit: MPA Collaborative Network

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	4	3
	State	2	4
	Local	3	4
Non-governmental Organization	Conservation	3	6
	Education	2	2
	Recreation/Diving	-	-
Fishing	Recreational	-	-
	Commercial	-	-
	Sport	-	1
Businesses	Recreational	1	-
	Consulting	-	-
Tribal Government and Community		-	-
Academics, Universities, & Research		1	3
Zoos, Aquariums, Museums, & Animal Rescues		2	1
Unaffiliated Community Members		-	13
Others		-	2

Table F-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Characteristics:**Regional Characteristics:**

- The San Mateo MPA Collaborative is one of the first MPA collaboratives to have been established as part of the MPA Collaborative Network.
- Members focus predominantly on Montara SMR, which is where the most human use activity occurs.

Significant Challenges:

- Because all collaborative members volunteer their time to participate, the collaborative lacks many of the formal leadership and participation structures and expectations that are typically present in paid workspaces.
- When the collaborative is not actively working on grant-funded projects, collaborative members observed that interest in participating waned.

Major Activities:

- In 2014, the collaborative designed and constructed an interpretive kiosk at Pillar Point Harbor and developed a waterproof San Mateo County MPA brochure.
- The collaborative's most recent grant-funded project was the production of a video about San Mateo's MPAs and MPAs more broadly. They are currently working on a communications plan to share these videos with a broader audience within the county and statewide.
- Collaborative members also created an MPAs Key Phrases Translations Pamphlet for CDFW enforcement officers and partners to use when communicating with diverse ocean users. This template is available for use across the state.

Collaborative History

Regional Characteristics

In San Mateo County, the most accessible MPA is Montara State Marine Reserve (SMR) adjacent to Fitzgerald Marine Reserve, a San Mateo County Park. Because of its relative ease of accessibility, Montara SMR is a popular location for recreational activities and environmental education programs and receives hundreds of thousands of visitors per year. Many of these programs are led by the Friends of Fitzgerald Marine Reserve, the non-profit partner of the Fitzgerald Marine Reserve.

History

The San Mateo MPA Collaborative was one of the first MPA collaboratives formed under the MPA Collaborative Network (CN) umbrella. San Mateo County was identified as a pilot MPA Collaborative because of the need to convene stakeholders in the County who held conflicting ideas about tidepool etiquette. These stakeholders in San Mateo County knew of the Orange County MPA Council and were interested in forming a similar collaborative in their county to standardize implementation of the MLPA. The CN's first goal – and proof of concept test – was to facilitate a productive discussion among these stakeholders and have them mutually agree upon a protocol for tidepool etiquette. Their success led to the formation of the San Mateo MPA Collaborative. CN staff drew lessons from this first success that they then applied to the formation of other MPA collaboratives.

“This was actually good to have in the first collaborative because it really guided me for the rest of the collaboratives. Having completely different perspectives in the room kept these two groups just from focusing on each other and it made the conversations richer, and more robust, and had more levels of detail and there was a lot more compromise. It was kind of one of those opposite effects of having too many cooks in the kitchen. Actually, having a bunch of cooks made the meal so much better.”

Since then, the San Mateo MPA Collaborative has “come a long way from managing that conflict to really doing proactive stuff,” according to one member. Most of the collaborative's projects have centered on education and outreach. Membership has also increased since the earliest meetings, notably in the number of conservation NGOs and unaffiliated individual community members. This suggests that the collaborative's education and outreach projects may have been increasing its visibility within the community. However, membership lists do not necessarily translate to meeting attendance or project participation, so it is difficult to definitively determine whether the increase in member organizations has correlated to increased overall participation in the collaborative.

Leadership

The collaborative is currently led by two co-chairs, Rebecca Johnson and Rob Cala, both of whom have been involved since the collaborative's inception. As a Co-Director of Citizen Science at California Academy of Sciences, Johnson leads the Snapshot Cal Coast project, which is an annual statewide community science effort to document biodiversity along the California coast. Although not a project of the collaborative, Snapshot Cal Coast is advertised through the CN to the other collaboratives. Cala, a Park Ranger II at San Mateo County Parks, is also a

professional videographer and photographer who has drawn on these skills to create MPA videos for the collaborative.

Structure

Since the collaborative's founding in 2013, it has held approximately 13 meetings (as of April 2021), which includes meetings dedicated to strategic planning and compliance forums. Anywhere from 10 to 25 people typically attend meetings, including regular participation from the CN, CDFW, and the CA Marine Sanctuary Foundation. Each year, Johnson sets the dates for these quarterly collaborative meetings in advance. This allows her to better balance management of the collaborative and her paid job. At meetings, collaborative members check in with each other, raise local and individual organizational concerns, and hear about statewide initiatives like funding opportunities or other collaboratives' projects. Meetings are not typically devoted to a particular topic unless collaborative members are working on a specific funded project.

Activities

Interpretive Kiosk at Pillar Point Harbor

In 2014, the San Mateo MPA Collaborative received \$3,900 in funding from the Resources Legacy Fund (RLF) to install informational interpretive panels at the Pillar Point Harbor boat ramp in San Mateo County. The goal of this project was to provide a comprehensive source of site-specific fishery and MPA information and regulations. Primary collaborators were San Mateo MPA Collaborative members, CDFW, OPC, Pillar Point Harbor District, Gulf of the Farallones National Marine Sanctuary, and the California Marine Sanctuary Foundation.

The project involved the design, construction, and installation of three 3' by 4' panels, which introduced concepts about MPAs as well as fishing regulations. The Harbor District developed an additional panel, which provided harbor and boating safety information. In addition, magnetic placards with regulatory information were also created so that the information on the kiosk would be as up to date as possible. The collaborators developed content, reviewed the design concepts, worked with a consulting firm, and finalized the fabrication of these kiosk panels. The Harbor District constructed and installed the kiosk in 2014 and is responsible for regular maintenance. This grant award supplemented funding from other collaborators to meet the total panel production cost of \$12,072. Although most of the collaborators currently participate in the San Mateo MPA Collaborative, participation from the Pillar Point Harbor District representatives in the collaborative has declined in recent years.

San Mateo MPAs Brochure

In 2014, the San Mateo MPA Collaborative also received \$4,750 from RLF to develop and print MPA brochures focused on San Mateo County MPAs. Due to time constraints, this project was not completed until 2016. The goal of this brochure was to provide a community guide for recreational and commercial fishermen, beach-goers, kayakers, boaters, and ocean stewards in San Mateo County. Members of the collaborative created and designed the brochure and used a graphic designer to assist their efforts. This graphic designer was also utilized in the Golden Gate MPA Collaborative for one of their projects. This brochure includes a map of the three MPAs in San Mateo County, the nuances of what is permitted within these MPAs, and advice for exploring

tidepools. This project was also reviewed and approved by CDFW to be used to support CDFW enforcement efforts.

Montara SMR/Fitzgerald Marine Reserve/San Mateo County MPA Videos

In 2017, the San Mateo MPA Collaborative received \$15,000 from the Ocean Protection Council (OPC) MPA Collaborative Network Small Grants Program for a multi-tiered informational and community-building campaign. The goal of this campaign was to educate future visitors about the Fitzgerald Marine Reserve, Montara SMR, Pillar Point SMCA, and about MPAs more broadly mainly through videos but also supplemented by a printed postcard and social media campaign.

The MPA video that was created shared information about San Mateo's MPAs and explained the importance of MPAs in general. Several stakeholders were featured in the video, including representatives from CDFW, Pillar Point Harbor Patrol, California Academy of Sciences, a local fisherman, and other community members. As a professional videographer, co-chair Rob Cala spearheaded creation of this video. Extra funding was also obtained through the San Mateo County Parks Foundation and the Friends of the Fitzgerald Marine Reserve to purchase new equipment for filming and editing. Interviewees praised the video's powerful imagery and accessibility of its content, which aimed to help future visitors manage expectations prior to their visit. The video also focused on educating visitors to improve compliance with existing regulations regarding locations of San Mateo's MPAs, permissible activities, and ways for fishermen to interact with the MPAs. Collaborative members shared the full-length video on the collaborative's website and San Mateo County Parks' website, and it is also viewable at the Fitzgerald Marine Reserve Visitor Center. They are currently in the process of recruiting a community advisory group to develop a communications plan to disseminate this video to a broader audience, either as the full-length video or as clips that are applicable across the state.

One challenge that collaborators faced in completing this project was that in the grant proposal, collaborative members aimed to have several deliverables, like the postcards and social media campaign. However, they realized that they did not have the bandwidth to deliver on all these products, so they instead focused on creating the video. They also faced difficulties in recruiting community advisors to assist with a community communications plan. Funding was instead shifted from the postcards and community advisors' budget to pay for the printing of the bilingual MPA coloring books that were created by the Monterey MPA Collaborative. Another challenge in completing this project was that originally, collaborative members envisioned that a sub-committee would be working regularly to create a script and assess whether the video would resonate with the community. Because of the voluntary and non-hierarchical nature of participation in the collaborative, however, most of the work fell to Calla.

San Mateo County MPAs Key Phrases Translations Handout

Members of the collaborative also developed a pamphlet for enforcement officers to communicate key phrases regarding MPAs and MPA regulations more easily to ocean users across the state. This pamphlet, which contains translations in Spanish, traditional Chinese, and Tagalog, is intended to be inserted into enforcement officers' citation books. The project was not funded through a grant; rather, collaborative members created this resource to address a need that was stated at a meeting. Funding then came from a collaborative member's parent organization. One interviewee said, "That was one of the really great examples of the collaborative because that was really something that came up at a collaborative meeting from a Fish and Wildlife Warden,

who was like, ‘I really wish I had this.’ And we used County resources to do the translating and printing.” Collaborative members shared this resource with all the CDFW wardens who attended their meetings and hope to learn about the efficacy of this resource at future enforcement trainings hosted by the Collaborative Network.

Benefits of Participation in the Collaborative to Members

Networks for Continued Relationship Building and Knowledge Sharing

One primary benefit to collaborative members is the opportunity to network with one another and build relationships. These networks are then used to share knowledge and resources, both within the collaborative and within the network of collaboratives. One interviewee stated that they appreciated “knowing what other organizations are doing, where we overlap, where we're different, where we can contribute to one another.” One example of this overlap was discovered during the COVID-19 pandemic, when the Fitzgerald Marine Reserve was closed to visitors, but researchers were allowed to continue their field work within the park. When community members expressed their concern about the number of people they saw at the closed park, collaborative members gathered on a call. On this call, they realized that there were more groups of researchers among them than they had expected and implemented signage to alert community members about ongoing research being conducted within the park.

To another interviewee, the collaborative is “the only real entity that exists for getting together from all these different organizations that are interested and are involved in environmental protection of the ocean.” Although many of these members’ organizations had collaborated prior to the formation of the collaborative, the collaborative serves as a setting to nurture and reinforce these partnerships, thus encouraging continued participation. Another interviewee stated that, “the more I was exposed to the stakeholders involved, the more it became something worthwhile because I felt like I could learn a lot from these folks at first and then over the years, contribute more.” Another interviewee who felt similarly about the positive feedback loop created by this network building stated, “the more people that get involved with any collaborative creates more of a volunteer spirit and then that expands outward to even more people and it tends to create a connective thread up and down the coastline to more and more people actually actively wanting to take an interest in being involved [in the collaboratives].”

Forum for Different Perspectives

In addition to being a forum for members to connect with one another, some members specifically stated that it was valuable to have a diversity of perspectives present at the collaborative. They stated that having these different perspectives broadened their reach, particularly in the realm of environmental education. The collaborative is open to any with an interest in the MPAs, which has brought “PhDs, and citizens doing other things that are just interested, [and] former Rangers” in a “nice cross-section of people from all walks of life.” Having members with a range of backgrounds helps all the collaborative members gain a more comprehensive understanding of how MPAs impact recreation, fishing, and education, and thus be able to demonstrate to the public the importance of MPAs from multiple fronts. As one interviewee stated, “It's good to get together with people [in the collaborative] because everybody has different ideas about how to do things. And that's how you really innovate, I believe.”

Statewide Perspective and Connections

The presence of the Collaborative Network and State agency representatives at collaborative meetings and the CN's annual forums keeps collaborative members up to date with what is happening at the level of the state. This includes information about statewide MPA legislation, funding opportunities, and what is happening in other collaboratives. It keeps collaborative members "informed of what is going on, whether it's legislation or other issues that will impact the California coastline." Learning about what other collaboratives are doing, particularly through the CN's statewide annual forums, inspires collaborative members to think about different ways to educate people about MPAs. One member described these events as "another opportunity to get eyes looking at these biodiverse areas that we want to protect. And the more we link together, the more we see what you're [doing], like what San Diego, might have been Orange County, their big tidal map was beautiful. And, you know, we could do something now that I'm seeing what they're doing."

This dialogue between collaborative members and these statewide actors is also bi-directional. Collaborative members appreciate being able to bring local and individual organizational concerns to collaborative meetings to the attention of these statewide actors. One interviewee stated, "I think [the collaborative] is the best way to connect local issues to regional and then to statewide concerns." Knowing what is occurring at the state level not only enables collaborative members to create statewide connections, but also create statewide projects. One example is Snapshot Cal Coast, which although not a project of the collaborative, is a project of a collaborative member. Leaders of this project leveraged the San Mateo MPA Collaborative and CN's existing partnerships and networks to scale Snapshot Cal Coast statewide. As a result, all 14 collaboratives advertised and participated in Snapshot Cal Coast.

Useful Tools and Resources to Educate about MPAs

Members of the collaborative value the outreach materials, such as videos, signage, and brochures, that are produced by the collaborative, other collaboratives, and the CN. Collaborative members can then use existing outreach tools in their own programming, without the need to reinvent content on limited budgets. One interviewee stated, "they're providing us with this high-end material that we can get out in front of people. It's super helpful to us as a whole because we're not spending a fortune on it and because we have so many different things going on." These materials also help standardize the messaging about MPAs in their local region, and what is proper behavior within or around MPAs. This high-quality outreach material is made possible by the presence of local collaborative members from a range of backgrounds and experiences with MPAs, who not only understand the local context but also have their own networks with which to share these materials.

A Common Mission to Unite Members

The collaborative mobilizes local entities, who have the local connections and programming, by providing them with a common mission that is larger than each local entity's own mission. One interviewee stated, "[The collaborative] is not a real hands-on thing. The local entities are the people who are really hands-on, but [the collaborative] enables us to do more than we normally could, and they stimulate us to do it. They're an incentive to do better, to see how much better we can be at educating the public."

Benefits of the Collaborative to the State

Improves Compliance with MPAs

The San Mateo MPA Collaborative improves the likelihood of compliance with MPAs through the provision of educational and outreach materials, and through the CN's training of MPA enforcement officers. Resources, like the collaborative's MPA Key Phrases Translation Pamphlet, can be used by enforcement officers to reach a broader audience of ocean users. Other resources, like the collaborative's MPA brochure and MPA video, educate audiences about how to properly interact with MPAs. In addition, the CN periodically hosts MPA compliance forums and enforcement trainings that reinforce San Mateo area enforcement officers' knowledge of MPA regulations. This helps enforcement officers feel more informed and prepared to maintain compliance, even when there is pushback. For example, one interviewee shared that when they were in the field, they were approached by a local person who was upset that fishing was prohibited in one of the locations where they previously fished. In response, our interviewee explained how prior patterns and rates of fishing was unsustainable in the long term, and how MPAs would allow marine life to recover and eventually flourish past the boundaries of MPAs, where the fisherman could then access. By politely explaining the positive benefits of MPAs, our interviewee convinced the fisherman of the purpose of MPAs and likely improved the probability of their compliance.

Standardize and Enable the Implementation of the MPA Program

From the perspective of one of the interviewees, the collaboratives and the Collaborative Network help standardize and enable the implementation of a statewide law like the MLPA. When the MPAs were first created, the state did not have the capacity to implement due to a lack of funding. The voluntary nature of the collaboratives thus enabled the state to implement the MPA with some form of public participation. In addition, when these MPAs were first created, a member of the future San Mateo MPA Collaborative reached out to OCMPCAC to learn about what they were doing to implement the MLPA because "it's a statewide law, so we can't all be doing different things. We have to be in sync about what it is what our goals are."

Unified Voice of Public Participation

Through the CN, the collaboratives each have a voice at the state level. This has helped the San Mateo MPA Collaborative, as well as the other collaboratives, access funding. Additionally, because CN staff are not representing another organization besides the CN, they are able to advocate for all the collaboratives' programs. One interviewee stated, "we have a unified voice in [Calla] at the state level. She articulates the value of the whole network and also sits in these meetings and represents us. If I were at the state trying to advocate for money, it's easy for me to try to advocate for my individual institution, not the network [of collaboratives], even though I care a lot about the network [of collaboratives] and I want it to be funded. It's just hard to separate your personal and professional goals - like a collective impact instead of individual goals."

Facilitating Factors

Personal Interest in and Physical Proximity to MPAs

Many of the interviewees participated in the San Mateo MPA Collaborative because they held a personal interest in MPAs and lived near an MPA. One interviewee told us, “I really believe in the MPAs and I believe that they could work, given the proper education and enforcement.” That interviewee also has a background in marine science and stated that they “would probably still be [participating in the San Mateo MPA Collaborative] if I just lived here and didn't have [my paid job].” Living on the coast, that interviewee was able to see what was going on in the MPAs and felt inclined to get involved. Similarly, another interviewee stated that their lifelong fascination with life sciences and marine biology led them to join the collaborative as an outlet to develop their personal interest. When this personal passion for MPAs was combined with having ample leisure time due to being retired, collaborative members had greater capacity and motivation to participate in the collaborative and connect with other members.

Overlap Between MPA Collaborative Work and Paid Job

All the interviewees participated in the collaborative in part due to an overlap between the work that they were being paid to do and the work that the collaborative was doing. Members already working on MPA issues as part of their job felt that what they were working on in the collaborative “fit right into their work. It's very seamless and it makes sense for them to be there.” Although members were not necessarily working on collaborative-specific projects all the time, they felt that the work they were being paid to do constantly supplemented collaboratives' goals of educating the public about MPAs. In addition, having meetings during working hours enabled members to incorporate collaborative meetings into their work.

Pre-existing Organization Involved with MPAs and Other Groups

One interviewee stated that they became involved in the San Mateo MPA Collaborative because they were already involved with the designation of the MPAs. Because their group pre-dated the formation of the collaborative, they also had pre-existing connections with other future collaborative members. Working together in the past allowed these organizations to build trust and a desire for continued collaboration. When discussing the relationships between the members' home organizations, the interviewee stated, “I think we all pretty much have common goals and understand what we're trying to do. I don't think there's anybody there with their particular personal ax to grind and are looking out for their own organization, I think it is definitely a collaborative. And that may be unique to us because we've been we've collaborated with almost all these groups in the past.” In addition, holding a senior position within this organization enabled the interviewee to utilize their skills and resources to help other collaborative members once the collaborative was formed.

Calla Allison and the Collaborative Network

Multiple interviewees stated that the CN, and more specifically Calla as Founder and Executive Director, were critical to their operations as the San Mateo MPA Collaborative. The CN and Calla provided a common thread that held the network of collaboratives together and enabled collaborative members to feel inspired by what was happening across the coast.

Challenges

Inconsistent and Inadequate Participation

The collaborative's benefits are most tangibly observed by the public through the collaborative's projects. In between projects, interviewees expressed that it was difficult to demonstrate the value of the collaborative to new and existing members, resulting in a loss of interest in the collaborative. An interviewee stated that they wished members would participate more beyond merely attending meetings. In addition, because everyone who participates in the collaborative is volunteering their time, those who attend are already interested in MPAs and environmental education. When there are not any active grant-funded projects, the collaborative serves as a "community of practice" where members update each other on their organizations' work. However, this could exclude those whose work does not align with MPAs and environmental education. This also results in the frequent turnover of members. Another interviewee observed how one organization directed employees to attend collaborative meetings, but that the employee attending the meeting would be different each time. This resulted in the collaborative needing to spend time each meeting to reintroduce the collaborative's history and activities, which frustrated forward progress.

Limited Capacity to Participate in Collaborative and Complete Funded Projects

As mentioned earlier, collaborative members could not complete all the deliverables as intended in their grant proposal to OPC. Collaborative members realized that the grant funding was not enough for those deliverables, especially with their limited bandwidth and other resources to meaningfully engage in this project. This did, however, serve as an important lesson for collaborative members to set realistic goals and expectations for future grant-funded projects. In addition, collaborative members' capacity to participate is often limited by their paid jobs. Although alignment between members' paid work and collaborative projects can enable their participation, it can also constrain them from participating beyond their paid jobs. Members' organizations may fund members to work on collaborative efforts that supplement their existing projects, but just as easily withdraw their financial support for other collaborative efforts that had less overlap with members' paid jobs. Once this financial support is reduced, many members have a diminished capacity to participate. One interviewee stated, "when we leave the meeting at the end of the day, we go back to our full-time jobs, where we're working really hard and we're doing all our other things."

Lack of Awareness and Understanding About Collaborative and Collaborative's

Resources

There is also a perceived lack of awareness and understanding, both external and internal to the collaborative. With the former, members of the public are unaware of the San Mateo MPA Collaborative, and of MPAs more broadly. In the latter, members of the San Mateo MPA Collaborative are unsure where to find the collaborative's outreach materials and resources.

When the public is unaware of MPAs, they do not know what is permitted within and around the MPAs, let alone about the collaboratives and the resources that the collaborative generated to

educate people about MPAs. Part of this lack of clarity can be attributed to the overlapping jurisdictions of National Marine Sanctuaries and state MPAs, which leave ocean users (and at times, collaborative members themselves) unclear about the implications of these protected spaces. To address this lack of awareness, collaborative members expressed the desire to increase the collaborative's impact by expanding their outreach in an intentional and concerted manner. These efforts, of course, are limited by members' capacity for these projects.

“I think a lot of education is lacking, but we need to organize to figure out what we're going to do, [whether] we're going to go into classrooms, we're going to create a kiosk, or we're going to go into areas outside of the coast, go over the hill on the other side where a lot of people come and visit us and reach them from that area. There are all kinds of outreach opportunities.”

Collaborative members also indicated that they knew of other members who were unaware of the resources produced by the collaborative and the CN. One interviewee stated, “If you go to the MPA CN website, there is a tremendous amount of resource materials there. I think a lot of people have no idea that there is all that stuff there. It's such a shame that people don't take more advantage of that, I don't know whether it's for lack of interest or whether it's just that people are pressed for time and don't have the time to look at it.” Members worry that, without an active communications plan in place to disseminate each of their products, their products will not be used. One interviewee stated, “distribution is an issue. These things are on the websites and ready to be used, but it's up to people to [decide] how they want to use them.” One member admitted that although they knew of the MPA Key Phrases Translations Pamphlet, because they did not work on it, they did not know where the brochure was located, where it was distributed, or who used it. This suggests that challenges that collaborative members face – for example, a lack of capacity to participate in a project – can cascade into other challenges, like a lack of awareness about where to find the finished project.

Lack of New Stakeholder Engagement

Interviewees stated that there was a need to expand the number and breadth of meeting attendees, specifically to include representatives of the fishing community and Tribal community, to gain a broader range of insight and perspectives at meetings. Although members of the fishing community are on the collaborative's email list, they have not regularly participated in meetings. Lack of fishermen's attendance was attributed partly to political distaste for MPAs, and partly to the fact that collaborative meetings were held during the times when people would be fishing. Lack of Tribal participation was attributed to collaborative members not knowing anyone from their local Tribe who could attend their meetings.

Primarily Focusing on One MPA

In San Mateo County, the most visited MPA is the Fitzgerald Marine Reserve, within the Montara SMR. Because Fitzgerald Marine Reserve is where most of the human use and impacts are located, and because the primary focus of the collaborative is education and outreach, the collaborative often spends a lot of time discussing this one MPA. However, discussions of Fitzgerald Marine Reserve and its management are not necessarily impactful because this MPA is managed by San Mateo County Park, so there are sometimes issues that the collaborative members themselves are unable to address.

Unclear Structures of Leadership and Participation

One effect of all collaborative members volunteering their time is the lack of formal leadership and participation structures, which one might find in a paid workspace. For example, during the creation of the MPA video, co-chairs originally envisioned that a subcommittee would work together to create a script and ensure that it resonated with the community. However, this subcommittee did not form, so one co-chair did most of the work and checked in with the collaborative quarterly to get feedback. Because of a lack of expectations about membership participation, co-chairs have typically done most of the work, whether in grant-funded projects like the MPA video or in general administrative maintenance like collaborative meeting set-up, communication, and post-meeting follow-up. Co-chairs sometimes feel like they are not doing enough for the collaborative, while members can tell that co-chairs feel overwhelmed but are not sure how they can alleviate co-chairs' burdens. One member likened this situation to a kitchen without a head chef: "it seems like because we're all trying to be on an even playing field and we're all just networking there, nobody's really owning it. You have no [head] chef and we're all trying to make sure that all the recipe gets done."

Full Member* List:

Type of Organization		Organization	Early	Recent
Government	Federal	Bureau of Land Management	x	x
		Department of Defense	x	
		Greater Farallones National	x	x
		Greater Farallones NMS Advisory	x	
	State	US Fish & Wildlife Service		x
		CA Department of Fish and	x	x
		CA Ocean Protection Council		x
		CA State Parks	x	x
	Local	Coastal Commission		x
		San Mateo County		x
		San Mateo County District Attorney's Office		x
		San Mateo County Harbor District		x
		San Mateo County Parks	x	x
Non-Governmental Organization	Conservation	San Mateo County Parks	x	
		San Mateo County Sheriffs	x	
		Coastside State Parks Foundation	x	
		Greater Farallones Association		x
		Point Blue Conservation Science	x	x
		San Mateo County Parks		x
		San Mateo County Resource		x
	Education	Sequoia Audubon Society	x	x
		Shark Stewards		x
	Fishing	Recreation/Diving		
Recreational				
Commercial				
Businesses	Sport	Huli Cat		x
	Recreational	Pillar Point Harbor	x	
Tribal Government and Community				
Academics, Universities, & Research	Consulting			
	CA Sea Grant	x		
	San Francisco State University		x	
	Santa Clara University		x	
Zoos, Aquariums, Museums, & Animal Rescues	UCSC Department of Ecology and Evolutionary Biology		x	
	California Academy of Sciences	x	x	
	Marine Mammal Center	x		

Table F-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Appendix G: Santa Cruz County MPA Collaborative

Geographic Scope:

3 MPAs covering 23.4 mi² and 17.7 miles of coastline

Founding Year: 2014

Mission: Embedding awareness of marine protected areas into existing programs to increase community engagement in stewardship.

Current Co-Chairs:

- Lisa Uttal (Education and Outreach Specialist, Monterey Bay National Marine Sanctuary, National Oceanic and Atmospheric Administration)
- Nicole Crane (Professor, Cabrillo College)

Funding:

- Fiscal Sponsor: None
- 2015: \$10,000 from Resources Legacy Fund
- 2016: NOAA's NMFS grant
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Small Grants Program

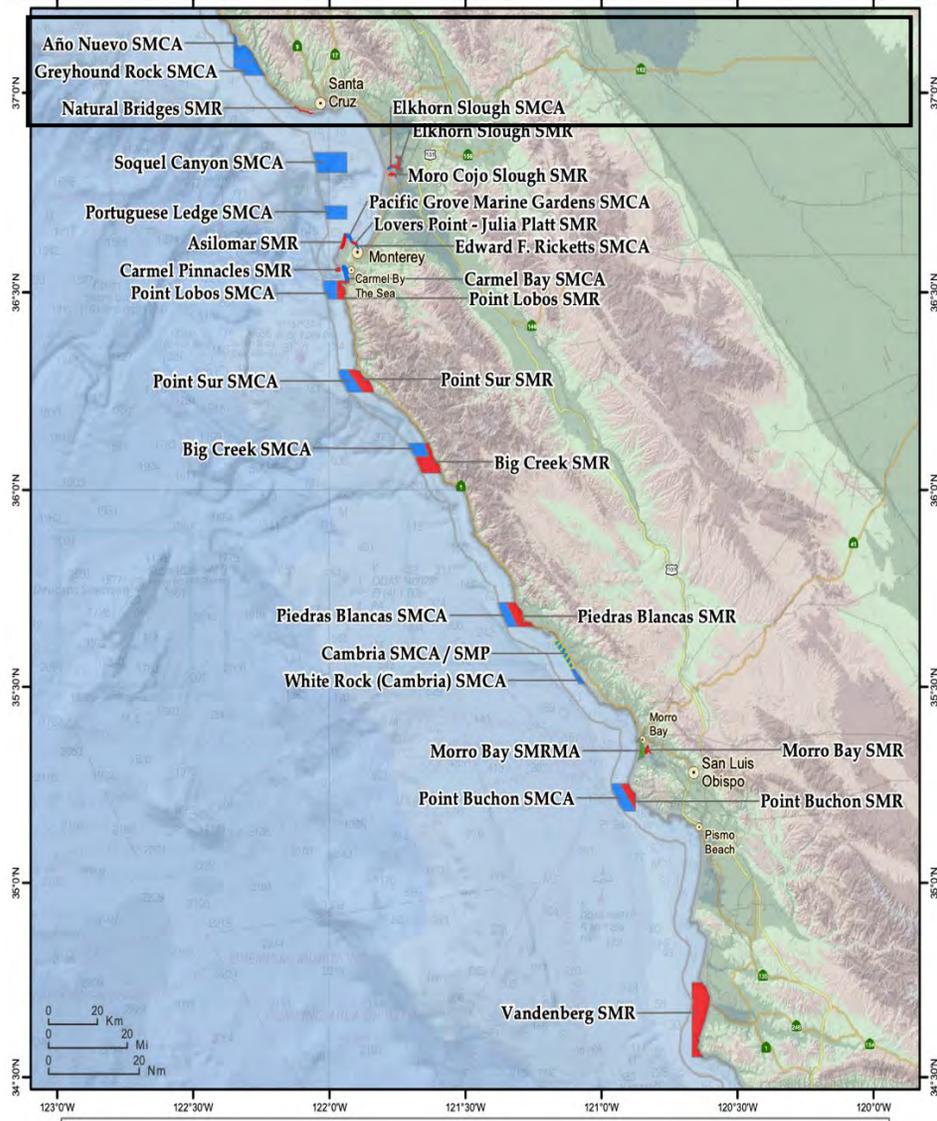


Figure G-1: Central California MPA map with the Santa Cruz MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	2	2
	State	3	3
	Local	1	4
Non-governmental Organization	Conservation	3	9
	Education	2	6
	Recreation/Diving	1	-
Fishing	Recreational	-	2
	Commercial	-	2
	Sport	-	-
Businesses	Recreational	1	1
	Commercial	1	6
Tribal Government and Community		-	1
Academics, Universities & Research		9	9
Zoos, Aquariums, Museums, & Animal Rescues		2	-
Others/Unaffiliated Community Members		-	16

Table G-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Characteristics:*Regional Characteristics*

- The collaborative has many members from universities, research institutes, and unaffiliated volunteers
- The Santa Cruz and Monterey Collaboratives share organizations and boundaries, creating the opportunity for collaboration.

Significant Challenges

- There is a lack of representation from businesses that utilize the MPAs and the scientific community.
- The co-chairs and members are having trouble implementing projects when they do not have the time to do so.
- This collaborative has expressed a desire for a clearer sense of what is expected of them as a collaborative, as co-chairs, and as members.

Major Activities

- The collaborative is participating in an ongoing plankton monitoring project.
- The collaborative hopes to expand participation by fisherman, the local business community, and the Amah Mutsun Tribe through various outreach projects.

Collaborative History

Regional Characteristics

The Santa Cruz Collaborative has gone through a few changes in leadership and direction. The collaborative is based around the same bay as the Monterey Bay Collaborative and has many representatives from educational organizations and unaffiliated volunteer members. At the start of the Collaborative Network (CN), the combination of the two collaboratives was considered. However, they were kept separate as most members did not want to drive to the other county on a regular basis. Furthermore, some members were worried the MPAs associated with the Monterey Bay Collaborative would take precedence over the Santa Cruz MPAs. In addition, each collaborative will sometimes get its own pot of money, and by keeping the two collaboratives separate, they will be able to make use of those pots. However, this geography has caused some ongoing minor challenges between the two collaboratives, one of which is the continuous claiming and reclaiming of one of the MPAs around the bay, Elkhorn Slough.

History

The Santa Cruz Collaborative was first formed in 2014 and has gone through several rounds of co-chairs. The focus of this collaborative has been education and outreach, though that focus may change as the composition of the collaborative changes. At the beginning, many projects were completed. However, the projects seemed to be focused on efforts the co-chair at the time wanted to undertake. Since the addition of Nicole Crane to the co-chair team there has been an increase in the number of college students who have become members of the collaboratives. In turn, these students have brought in new perspectives, and help pull in other communities as well. In addition to reaching out to more students, the collaborative has reached out to the Amah Mutsun Tribe and is hoping to reach the fishing community and the business community.

Members of the Santa Cruz Collaborative are motivated by a few important factors. One mentioned by two interviewees was the importance of the MPAs to the work their home organizations are doing. The MPAs themselves are an important tool, so being aware of what is going on within them and helping educate others on them was something one member deemed important to their home organization's work. Another member felt the best way to stay informed on how collaboratives worked was to be involved in them. Another member mentioned the grants and funding that come through the collaborative motivated some of the members, as these often funded 'carrot' incentives. These motivations were all coupled with a passion for conservation.

Leadership

The two co-chairs of the Santa Cruz Collaborative are Lisa Uttal and Nicole Crane. Lisa has been a co-chair for the past five years and was involved in the collaborative prior to taking on the role. She works for the Monterey Bay National Marine Sanctuary, a part of the National Oceanic Atmospheric Administration (NOAA). Her involvement ensures there is an agency perspective present in the collaborative. The other co-chair, Nicole Crane, is a professor of biology at Cabrillo College. She was asked to be a co-chair a few years ago due to her research of and involvement with international MPAs.

Structure

The Santa Cruz Collaborative meets once or twice a year during working hours. Most communication in-between the meetings is carried out through the collaborative's mailing list. Funding opportunities, announcements, and upcoming guest speakers are some of the items that are included in updates. During the meeting members will update each other on their home organization's activities and see if there are opportunities for members to work together on projects. More could be done by the collaborative if there was more structure to guide how funds come in to the collaborative and how they are dispersed throughout the collaborative.

Major Activities

The Santa Cruz Collaborative has not been as active as some of the other collaboratives in the area have been. Though the co-chairs are hoping to increase the number of projects completed by the collaborative, they have not been able to devote an adequate amount of time to finding the necessary funding. They are hoping to hold a workshop on coastal management and MPAs that involves the Amah Mutsun Tribe, and explores how they can be involved with the collaborative in the future. The collaborative would like to do an internal call for proposals and facilitate a fair process for determining what should be done next, however this would require more capacity than the co-chairs have at the moment.

Educational Materials

The Santa Cruz Collaborative has primarily focused on educational materials. This includes reproducing brochures that describe the state MPAs, creating a museum exhibit, developing an app that provides a virtual tour of the Santa Cruz beaches, and placing signage about the MPAs in various locations. The brochures were often used when the collaborative participated in local events such as festivals or tabled in general.

Remotely Operated Vehicles (ROVs)

The Santa Cruz Collaborative recently acquired two Trident mini-ROVs. One of the ROVs is housed with Save Our Shores (SOS), and the co-chairs, as well as various collaborative members, are hoping to use the ROVs to improve educational materials and initiate some directed projects. For example, SOS hopes to use the ROVs to study litter flows in the ocean.

Plankton Monitoring Project

The collaborative is currently part of an ongoing citizen science project. The Pacific Plankton Program is run through Cabrillo College, and the two Santa Cruz co-chairs help coordinate monitoring at seven monitoring stations in the Monterey Bay National Marine Sanctuary and state MPAs.

Benefits of the Collaborative

Ability to Network

There are multiple benefits to being a part of the Santa Cruz Collaborative. The most common benefit mentioned by interviewees was the fact that you become part of a larger network, both within the region and within the state. One member, who works on conservation issues, mentioned that being a part of this network helped their organization complete their work. Since

the collaborative deals with MPAs, which are an important management and conservation tool, being engaged with them allows the members organization to stay on top of what is going on. The organization has specifically been able to learn about the success of MPAs overall.

Forum for Exchange

Where the collaborative provides the most value is as a forum, a place where members can share projects, information, and resources. It is a place to see where there is, in the words of one member, “synergy” between the various members. One member explained that “it [the collaborative] is a place for the community to come together, work together, share information and resources, and share information about other work that our organizations are doing.”

Engaging New Stakeholders

In addition to bringing together people who are already involved with marine issues, the Santa Cruz Collaborative has been able to bring in younger members of the community by engaging local students. One member sees the collaborative as an opportunity to “engage and bring the next generation of ocean conservationists into the conversation, and allow them to network as well.” This has a secondary benefit for those who are already involved in conservation. These members can “learn more about what the youth are learning today and the kind of research projects they’re doing.”

Organizational Visibility

Another member mentioned that the visibility of their organization has increased since they joined the collaborative. This member stated “it [being involved with the collaborative] helps people understand what [their organization] does, what some of the opportunities for the students are” and has even “helped develop some other external collaborations... there’s definitely increased networking.” This relationship has strengthened community ties, a main objective of the member when they joined the collaborative. Furthermore, this visibility and strengthening of community ties facilitates shared learning which helps all members stay informed on all things MPAs, both generally and specific to Santa Cruz.

Access to Resources

An additional benefit is access to the resources the collaborative has created or made available to members and to the public. One such resource is the mini-ROVs that are housed by members of the collaboratives. One member has stated they hope to use the mini-ROVs to do a debris study within the MPAs while another member hopes to let their students use the ROVs for various studies. Access to other educational resources like the brochures and the MPA mobile cart are also a benefit. In addition, the collaborative provides training to use these tools, something that (especially for the mini-ROVs) could be hard to come by otherwise.

Facilitating Factors

The benefits mentioned above occurred because of a few important factors. Most importantly, the collaborative has maintained both a direct focus on the MPAs and a kind of neutrality. Furthermore, a member of the collaborative has been able to bring in students due to their

position within the community, which has fostered connections and projects that might not have occurred otherwise. Finally, on a broader level, the work done by those involved with the CN has been an important part of the work done by the Santa Cruz Collaborative.

Neutral Atmosphere

The neutrality of the collaborative is one factor that was brought up by two members of the Santa Cruz Collaborative. One member described the collaborative as “a collaboration of stakeholders by stakeholders” and explained that this creates a more neutral atmosphere than collaboratives that are operated by managers. This member mentioned that other MPA collaboratives (meaning those outside of California) may have stakeholder meetings, but they are convened by the “managers” and may leave stakeholders feeling like they can’t “voice whatever they want.” In this case, the term “managers” refers to agency representatives in a setting where top-down decision-making is common. In such a setting, stakeholders may not feel like what they say will have an effect, and so keep quiet instead.

Focus on MPAs

This neutrality combines with a direct focus on MPAs to facilitate the work the collaborative does, while also setting it apart from other organizations that focus on marine conservation. One member expressed that there is a “direct focus on the MPA and the system of MPAs” in the Santa Cruz Collaborative. This member further explained that this group is “not really broad... it’s not trying to talk about all of the challenges and issues that we face in ocean conservation, it’s very focused and meaningful... everybody engaged has some role to play in helping to manage and protect the MPAs.”

Aligned Issues

This direct focus is helped by the fact that some members are part of organizations that have a purpose that is aligned with the mission of the MPA collaborative. This alignment enables the members participation, as one member stated “the MPA system and that system of conservation really aligns with the work that we do, so not being engaged doesn’t make sense.” The “carrot” incentives of the collaborative have also enabled member participation. These incentives are (generally) shared resources such as the ROVs. The main reason this is a success is that these resources are more sustainable than grant funding.

Leveraging Existing Relationships to Bring in New Participants

The engagement by students mentioned in the preceding section was facilitated by one member who encouraged their participation. This member has ties to a local school and has made engagement with the collaborative a key part of their curriculum. While there is no expectation that students participate in the collaborative after their time in one member’s class ends, some students have stayed engaged past the end date of the class. These students have been involved with the ROVs, and have helped establish stronger ties to the Amah Mutsun Tribe.

Challenges

Lack of Clarification on Roles

The Santa Cruz Collaborative has faced a few challenges since the first meeting in 2014. The main issue has been a lack of clarity on the role of the co-chairs. This has caused some tension between the collaborative Network and the current co-chairs of the collaborative. The Network has expressed that the role of the co-chair (and by extension the running of the collaborative) is what the co-chairs make it. However, the co-chairs feel that this lack of delineation has been an issue, especially since they do not have the time to properly lay out the framework necessary for running the collaborative. As one co-chair stated, “I’m super busy with my job and the other co-chair is also super busy.” which has left them with little time to devote to the collaborative. Though this lack of capacity has improved through the help Nicole Palma has provided, it has not completely resolved this challenge. One co-chair mentioned that “if you have a lot of time to manage and direct something, you can develop the frameworks, pathways, and infrastructure... you can do your own thing. If you don’t have your own time to do that it actually creates some confusion.”

Both co-chairs illustrated this confusion by speaking about the early days of the mini-ROVs. As one co-chair recalled “The mini-ROV program was started, and there were two ROVs but there was no process [to loan the mini-ROVs out]... Then Nicole Palma came up with a process, but the expectation that we as co-chairs should be doing that is not possible.” The other co-chair elaborated by saying “there’s this combination of [the Network saying] ‘you guys do everything’, but then at the same time, here we’re [the Collaborative Network] going to be doing this [similar job]. So there’s a bit of a disconnect between what you [the co-chair] think you should be doing and what you’re told to be doing [by the Collaborative Network].”

Lack of Broad Visibility in the Region

This lack of clarity has created another challenge. One member feels like the collaborative is not visible enough in the region, which has led to limited participation by certain communities. Members of these communities also may not participate because they feel like meetings are “management or government controlled” or “don’t know exactly what it [the collaborative] is” or what it means to be a member, and therefore do not see a benefit to participating. Furthermore, this member feels like they cannot do anything to help resolve this issue because “when I try to clarify [what the collaborative does], I’m not sure how to clarify it because it’s not clear in my mind.”

Consensus on Projects

Another challenge the collaborative has faced is the process of coming up with projects, that can be implemented on the ground while reaching a broad audience. One member expressed that it is hard to get all of the different organizations that are a part of the Santa Cruz Collaborative to “agree on a project and put resources to it.” In this member’s words, this may be happening because the member organizations are small and “don’t really have the extra funds to do projects that nobody is funding”. Furthermore, this same member mentioned that this issue has been occurring on a broader level as well, stating that “it’s difficult to establish what the goals are, [let alone] to get 50 organizations to agree on a goal.” The other aspect of this challenge, finding and implementing projects that can reach a broad audience, is that the member organizations target

different audiences in their own work “So how do you come up with a project that’s going to benefit all the collaborative members.”

Full Member* List:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Bureau of Land Management	X	
		National Marine Sanctuary	X	X
		National Oceanic and Atmospheric Administration		X
		United States Geological Survey		X
	State	California Department of Fish and Wildlife	X	X
		California State Parks	X	X
		Ocean Protection Council		X
	Local	City of Santa Cruz	X	X
		County of Santa Cruz		X
		Department of Public Works – Santa Cruz		X
		Moss Landing Harbor District		X
		Santa Cruz Harbor		X
Non-Governmental Organization	Conservation	Elkhorn Slough Foundation	X	X
		Friends of State Parks		X
		International Dark Sky Association		X
		Monterey Bay Salmon and Trout Project		X
		The Ocean Foundation		X
		Oceans Micro		X
		The Ocean Project		X
		The Otter Project	X	
		Point Lobos Foundation	X	
		Save Our Shores		X
		Surfrider		X
		University of California Natural Reserve System		X
		Wildcoast		X
	Education	Cabrillo Natural History Club		X
		California Marine Sanctuary Foundation	X	X
		Coastal Watershed Council		X
		O’Neill Sea Odyssey		X
Recreation/Diving	Reef Check	X		
Fishing	Recreational	FishWise		X
		Recreational Fisherman		X
		Santa Cruz Kayak Fishing		X
	Commercial	Bay Side Marine		X

		Stagnaro Bros		X
	Sport			
Businesses	Recreational	Kayak Connection	X	X
		Mobile Ranger		X
		Ecoshift Consulting	X	
	Commercial	Patagonia		X
		Slow Coast		X
		Tanzle		X
Tribal Government and Community		Amah Mutsun		X
Academics, Universities, & Research		Aptos Junior High School		X
		Cabrillo College	X	X
		California Collaborative Fisheries Research Program	X	X
		California Regional Environmental Education Community	X	X
		California State University – Fullerton		X
		California State University – Monterey Bay	X	X
		Collaborative Fisheries Research West	X	
		Elkhorn Slough National Estuarine Research Reserve	X	X
		Foothill College		X
		Healthy Oceans Healthy People	X	X
		Hopkins Marine Station	X	
		Monterey Bay Aquarium Research Institute	X	
		Moss Landing Marine Laboratories	X	X
		Santa Cruz County Schools		X
		University of California – Santa Barbara		
		University of California - Santa Cruz		X
		University of California – Davis		X
		University of Southern California		X
Zoos, Aquariums, Museums, & Animal Rescues		Marine Mammal Center		X
		Monterey Bay Aquarium	X	
		Pacific Grove Museum of National History	X	
		Santa Cruz Children’s Museum of Discovery		X

	Santa Cruz Museum of Natural History		X
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*Table G-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix H: Monterey County MPA Collaborative

Geographic Scope:

17 MPAs covering 99.22 mi² and 61.2 miles of coastline

Founding Year: 2014

Mission: To use a collaborative approach to increase MPA literacy to facilitate respect and stewardship of our coastal marine environment.

Current Co-Chairs:

- Erika Delemarre (MPA Outreach and Education Project Coordinator, CA State Parks)
- Julia O’Hern (Operations Manager, The Marine Mammal Center)

Funding:

- Fiscal Sponsor: Morro Bay National Estuary Program
- 2015: \$10,000 from the Resources Legacy Fund
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Small Grants Program
- 2020: \$100,000 from the Ocean Protection Council MPA Collaborative Small Grants Program

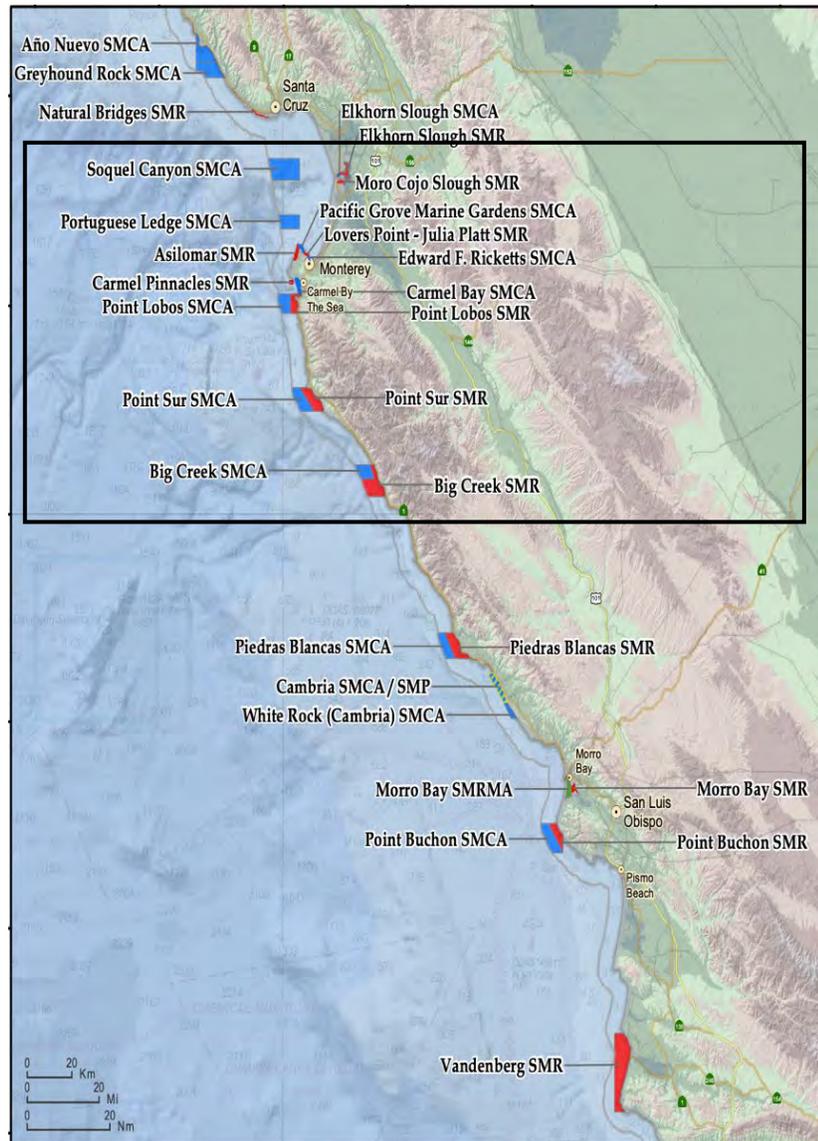


Figure H-1: Central California MPA map with Monterey County MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	2	2
	State	2	3
	Local	-	1
Non-Governmental Organization	Conservation	5	4
	Education	1	3
	Recreation/Diving	1	-
Fishing	Recreational	-	-
	Commercial	-	1
	Sport	-	-
Businesses	Recreational	-	1
	Commercial	-	2
Tribal Government and Community		-	-
Academics, Universities, & Research		6	4
Zoos, Aquariums, Museums, & Animal Rescues		2	2
Others/Unaffiliated Community Members		-	11

Table H-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Characteristics:*Regional Characteristics*

- The collaborative has a close relationship with various organizations in the area, specifically the Monterey Bay Aquarium.

Significant Challenges

- There is lack of representation from key stakeholder groups, including the fishing community, local Tribes, and the enforcement community.
- The collaborative does not have the time or funding necessary to facilitate outreach that may bring in new participants from these communities.

Major Activities

- The collaborative is currently working on updating the previously create bilingual MPA coloring and MPA Coastal Explorer Guide with the San Luis Obispo Collaborative.
- The collaborative is expanding its MPA Ambassadors program and hoping to bring in members from communities that are not represented in current membership.

Collaborative History

Regional Characteristics

While Monterey Bay is a busy area, the activities of the collaborative have not necessarily reflected that reality. The Monterey Bay Collaborative is centered around MPAs on the same bay as the Santa Cruz Collaborative. At the start of the Collaborative Network (CN), combining the two collaboratives was considered due to their geographic closeness and similar cultures. However, they were kept separate as most members did not want to drive to the other county on a regular basis. Furthermore, some members were worried the MPAs associated with the Monterey Bay Collaborative would take precedence over the Santa Cruz MPAs. This geography has caused some ongoing challenges between the two collaboratives, one of which is the claiming and reclaiming of one of the MPAs around the bay, Elkhorn Slough. The collaborative enjoys close partnerships with important organizations in the area, specifically the Monterey Bay Aquarium. Members from both collaboratives will occasionally attend each other's meetings.

History

The Monterey Collaborative began in 2014 and has gone through three rounds of co-chairs. The focus of the collaborative has been on education and outreach. There is not currently a focus on compliance, mostly because there are no active enforcement personnel in the Monterey Collaborative. The MPAs within the purview of the Monterey Collaborative do not contain any cultural resources or provide for cultural take. Therefore, the MPAs (and by extension the collaborative) are centered around preventing wildlife disturbance and degradation of habitats.

When the Monterey Collaborative started, its first few meetings were attended by many people. However, the number of participants was significantly reduced to ensure everyone who attended the meetings was there to get work done, making it more of a working group than collaborative forum. The membership list above represents the members who have been present since that initial reduction. Strong partnerships, specifically with the Monterey Bay Aquarium and the California Marine Sanctuaries Foundation, as well as the San Luis Obispo (SLO) Collaborative have been maintained throughout the collaborative's history.

The members of the collaborative we interviewed all had various reasons for being involved with the collaborative. Three members are involved because the work of the collaborative overlaps with the work done for their day job. Other members are involved because there is a wealth of talent and knowledge in the collaborative, and they want to have access. Others are involved because of their passion for the issues the collaborative works on, and the passion of the other members of the collaborative. These members feel that being involved in an organization that deals with so many facets of conservation issues is a great way to give back to their community.

Leadership

The collaborative is currently led by two co-chairs, none of whom are an original co-chair as there has been three rounds of turnover since the inception of the Erika Delemarre became co-chair in 2019, and she leads along with Julia O'Hern. Erika works for California State Parks as an MPA Outreach and Education Project Coordinator. Her position is centered around MPAs, allowing her to spend a good deal of time working on collaborative related work. Julia O'Hern works for the Marine Mammal Center as the Operations Manager.

Current Focus and Future Direction

The Monterey Collaborative focuses mostly on education and outreach. Their member organizations focus on these areas, and they lack participation from compliance groups. Within the education and outreach frame, they focus on wildlife disturbance and the degradation of habitat within their MPAs. Current leadership hopes to prioritize outreach to the fishing community and Tribes in the area to expand the membership of the collaborative and ensure all stakeholder voices are heard. The collaborative is working with the SLO Collaborative on a joint coloring/activity book. They recently acquired two Trident mini-Remotely Operated Vehicles (ROVs).

Structure

The Monterey Collaborative meetings are relatively well attended by those who have stuck with the collaborative since the beginning. The collaborative meets quarterly, and meetings are held at various locations throughout the county. These meetings are also held during the workday, which helps enable participation by members who are compensated by their employers for attending. The meetings are used for members to catch up on what other member's organizations have been doing and to discuss ongoing projects. Any decisions being made at that meeting are decided on by consensus of those present.

With the new leadership came a shift in how the co-chairs communicated with the members. A Google drive with the meeting minutes and agenda is available to all members. The agenda, minutes, and any action items are shared, giving members who cannot attend every meeting the ability to stay on top of what is going on within the collaborative. Finally, the co-chairs keep in contact with the members in-between meetings, announcing when good things happen (such as grants being awarded) even if they are not related to an upcoming meeting.

Activities

Joint Coloring and Activity Book

One current Monterey Collaborative project is an update of the bilingual MPA coloring Book previously created by the Monterey Collaborative and the MPA Coastal Explorer Guide (or activity book) created by the SLO Collaborative. SLO and Monterey recently received a joint \$100,000 grant to combine the two projects into one product. They will also be adding an augmented reality component to this product. By scanning a QR code included on certain pages, people will be able to see a virtual representation of the animal pictured on the page and learn more about it.

The original coloring book was a joint project with the California Department of Fish and Wildlife. While this was a beneficial partnership, it did make the project "cumbersome" in the words of one member. The number of people who needed to give approval for the various aspects of the project meant there was lots of back and forth between the collaborative and the agency which slowed down the process considerably. Furthermore, this project didn't encourage users to look for more information online, an issue that is being fixed with the virtual component being added in the update.

Mini Remotely Operated Vehicles (ROVs)

The two ROVs the collaborative has acquired are being used for various MPA related activities. Currently, Daniel Williford uses one ROV for the Parks Online Resources for Teachers and Students (PORTS) Program. He will go out in a kayak at Point Lobos and will use Skype Live to interact with classrooms, showing them footage he is filming at that time. The second ROV is being housed at the Pacific Grove Museum of Natural History. One member of the collaborative is actively trying to get local high schools involved with the ROVs by encouraging their use for school projects.

Benefits of the Collaborative

Forum for Exchange

The most common benefit mentioned by members of the collaborative is the ability to connect with other people who are working in a similar arena and create a place of shared expertise. One member mentioned that the collaborative was a way to “to be more educated on all these different agencies and groups and what they did.” Others speak of the “wealth of talent” present at meetings. Finally, one member appreciated the number of people that “are actively engaged and very diverse” mentioning that this “naturally brings different perspectives and backgrounds.” This benefit is expanded when you consider the entire Collaborative Network, as a fourth member did. The Collaborative Network allows members to connect with others and share best practices across the state through regular co-chair meetings, co-chair retreats and member retreats (both of which happen once a year or every other year).

Involvement at a Local Level of Governance

One member espoused the benefit of being involved at a local level stating “sometimes our greatest impact and the greatest change starts at a local level.” The local level is where many member organizations operate, and in the words of this member “I don’t think it’s often that I’m following and tracking and participating in discussions or meetings that are happening at a state level or federal level.” Another member expanded on the benefits of working at a local level, mainly that it helps members and other stakeholders statewide keep a finger on the pulse of local issues. Furthermore, leveraging of the statewide network can be employed if it makes sense to share localized changes. Leaning into this network will ensure that messages and resources are amplified.

A Neutral Atmosphere for Discussion

One value of the collaborative mentioned by a member was the neutral atmosphere created by the collaborative. This member pointed out that “It’s great to have a non-governmental organization. A body of people that aren’t making laws or regulations, but rather, educating on the value of a protected area. It... generally creates an atmosphere to really discuss these areas and topics and challenges.” This member went on to say that this value only increases when you account for the number of people actively engaged in the collaborative. Another member expressed that this atmosphere is possible because even though everyone is coming to the table with different

experiences, points of view, goals, and focuses everyone respects each other and the work that is being done.

This value is one the collaborative is built on, and ties to the collaborative being a forum. Without this atmosphere, the collaborative would not be a place where stakeholders could effectively meet, be heard, and develop solutions together. This atmosphere also keeps members from becoming “too charged” or blocking possible stakeholders from participating, both possible issues that could reduce the effectiveness of the collaborative.

Strengthened Voices

The collaborative strengthens everyone’s voice or the voice of their home organization and ensures that important work is not being replicated on small scales. The member who shared this view explained that Monterey is a large geographic area and “the collaborative has really helped us focus in on different projects and helped us ensure that we’re not duplicating each other’s efforts.” In addition, the Monterey Collaborative has been “good about combining resources to make things happen... [grants] would have been hard for an individual organization to do, but as a collaborative... we have a greater voice.” Additionally, the neutral atmosphere discussed above enables the strengthening of voices described here. The support and respect fostered by the neutral atmosphere strengthens the collaborative and makes the work they do more effective, leading to a larger impact. This effort applies to work done with other collaboratives as well. One member stated that the outcome of the work done on the joint coloring and activity book will be greater because the Monterey Collaborative is working with the SLO Collaborative.

Connections and Consistent Messaging Through the Collaborative Network

The Collaborative Network itself also provides value. One member talked about the CN’s ability to share best practices on a wider scale than can occur at the individual collaborative level. Furthermore, the collaborative ensures some level of consistency in messaging throughout the state. One member described it as the “solution seems to be developed... the tools that they use [are] pretty consistent coast wide.” Which, according to this same member, helps the general public up and down the coast. The public, especially those who don’t know the rules for interacting with MPAs can then “read a sign [at one beach] and then you go to another beach and see a similar sign, and it’s consistent in addressing problems or what information they want to share with the public.”

Community Outreach

The major impacts of the Monterey Collaborative have been through its outreach to the general public through its products and members. The main product is the coloring book. The book is bilingual with both Spanish and English in one book, meaning it can reach a wide audience. There were many contributors, including NOAA, the California Department of Fish and Wildlife, the California Marine Sanctuary Foundation, California State Parks, and the Monterey Bay National Marine Sanctuary as well as the regular members of the collaborative. This created a wide distribution network for the finished product. Furthermore, this book led to at least one new member being brought into the collaborative.

Facilitating Factors

Combination of Resources

One factor that has facilitated the successes mentioned above is the merger of resources that has occurred throughout the collaborative's history. One member feels that some of the grants the collaborative has gotten, specifically the \$100,000 grant, "would have been hard for an individual organization to do." but the collaborative as a whole, along with the SLO Collaborative, was able to successfully apply for and receive that grant. This is further supported by the fact that the members of the collaborative feel that "they [the collaborative] is very collaborative" meaning members feel like their personal or organizational reasons for being present are being met.

Creation of a "Take Home" Educational Product

The creation and continued distribution of the coloring and activity book by the collaborative has facilitated much of the outreach of the collaborative. The coloring book "is a hard copy, something you can take with you when you leave," and has meant the outreach efforts have a lasting effect, as kids can return to the coloring book after they have left the MPA.

Passionate Members

In addition to having a physical product to hand out, two of the Monterey Collaborative members interviewed have mentioned their passion as a reason they have done so much outreach. One member feels that people connect best with the information when they are talking with someone who is passionate about the topic. This member follows one philosophy when interacting with members of the public – "You will not protect what you don't love" and thinks that you need to get people to "Look, learn, love, protect".

Overlap Between Full-time Job and the MPA Collaborative

Various interviewees stated they were able to contribute to the collaborative to the level they have because their full-time job is tied to MPAs in some way. One interviewee mentioned their job is funded by a grant that requires involvement in the local collaborative. This means their involvement "is part of what [they're] paid to do" and allows them to spend more time working on collaborative projects than they might have been able to do otherwise. Another interviewee stated "it [involvement with the collaborative] aligns well with my position and my job description" and mentioned that this was crucial for their organization getting involved in the first place.

Challenges

Lack of Time and Funding

The main challenge facing the Monterey Collaborative is a combination of a lack of time and funding. This reduces the collaborative's capacity to do the many things the members want to do, including outreach to communities that are not well represented in the collaborative (fishing, businesses, and Tribes). Members do not have the time to devote to outreach the proper way, and this often comes down to a lack of funding. Another issue is that once funding is found, it may not be when members have the time to carry out a project. One member describes this issue as

“It’s just like a snake eating its own tail. Which comes first the time or the money, the money or the time?” These challenges put pressure on the co-chairs and can lead to them completing most of the work in the collaborative.

Lack of Representation from Important Communities

The second challenge is an extension of the limited capacity challenge described above. Many members of the Monterey Collaborative felt there was a lack of representation from various communities, such as the fishing, Tribal, business, research, and education community. They feel these communities should be a part of the collaborative as they also have an interest (in various ways) in the MPAs. To address this, outreach has been made a priority of the collaborative by the co-chairs. However, that outreach takes time, and most people have stated that it would be better done in person or over the phone than through email. Many members recommended going to meet the members of the stated communities where they are – for example “where the boats slip in” for the commercial fisherman.

Lack of Clarity on Concrete Benefits to Participation

The final challenge is a lack of clarity and awareness in three areas. The first is a lack of clarity on what the collaborative does. The second is a lack of explanation of the benefits of participation in the collaborative. The third, and greater issue, is a lack of awareness of the collaborative altogether. One member mentioned they still feel confused about the long-term goals of the collaborative and the benefits of membership. Other members expressed a desire to have better ways of explaining the benefits of participation. One person, speaking on ways to engage the business community, explained “when you’re a business owner, you don’t spend time doing anything that doesn’t have value. And if you think it’s just a bunch of people talking in circles and it’s not really getting anything done [it won’t provide that value].” Finally, multiple members mentioned that within their communities there is no awareness of the collaboratives. One member explained “I’d say there’s many people who have no idea that there is a collaborative... so most of what’s happened has been invisible.”

Full Member* List:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Bureau of Land Management	X	X
		National Marine Sanctuary	X	X
	State	California Department of Fish and Wildlife	X	X
		California State Parks	X	X
		Ocean Protection Council		X
Local	Moss Landing Harbor District		X	
Non-Governmental Organizations	Conservation	Black Oystercatcher Project		X
		Center for Ocean Solutions	X	
		Elkhorn Slough Foundation	X	
		Giant Kelp Restoration Project		X
		Marine Life Studies' Whale Entanglement Team		X
		The Marine Mammal Center	X	X
		The Otter Project	X	
	Point Lobos Foundation	X		
	Education	American Cetacean Society	X	
		Bay Net		X
		California Marine Sanctuary Foundation	X	X
		Camp SEA Lab		X
	Recreation/Diving	Reef Check	X	
Fishing	Recreational			
	Commercial	Monterey Bay Fisheries Trust		X
	Sport			
Businesses	Recreational	Bamboo Reef Dive Center		X
	Commercial	ARK Lady		X
		Pebble Beach		X
Tribal Government and Community				
Academics, Universities, & Research		California Collaborative Fisheries Research Program	X	
		California State University – Fullerton		X
		California State University - Monterey Bay	X	X
		Elkhorn Slough National Estuarine Research Reserve	X	

	Hopkins Marine Station	X	
	Middlebury Institute of International Studies		X
	Monterey Bay Aquarium Research Institute	X	X
	Moss Landing Marine Laboratories	X	
Zoos, Aquariums, Museums, & Animal Rescues	Monterey Bay Aquarium	X	X
	Pacific Grove Museum of National History	X	X

*Table H-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix I: San Luis Obispo County MPA Collaborative

Geographic Scope

8 MPAs covering 51.27 sq² mi and 30.8 miles of coastline

Founding Year: 2013

Mission: To inspire individuals to become ocean stewards by cultivating an understanding and appreciation of the value and purpose of our local MPA's through research, education and enforcement.

Current Co-Chairs:

- Cara O'Brien (District Interpretive Program Manager, CA State Parks)
- Gordon Hensley (Executive Director, San Luis Obispo Coastkeeper)
- Haylee Bautista (yak tit'u tit'u yak tihini Tribe of the San Luis Obispo County and Region)
- Rachel Pass (Communications and Outreach Coordinator, Morro Bay National Estuary Program)

Funding:

- Fiscal Sponsor: Morro Bay National Estuary Program
- 2015: \$10,000 from the Resources Legacy Fund
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Small Grants Program
- 2020: \$100,000 from the Ocean Protection Council MPA Collaborative Small Grants Program

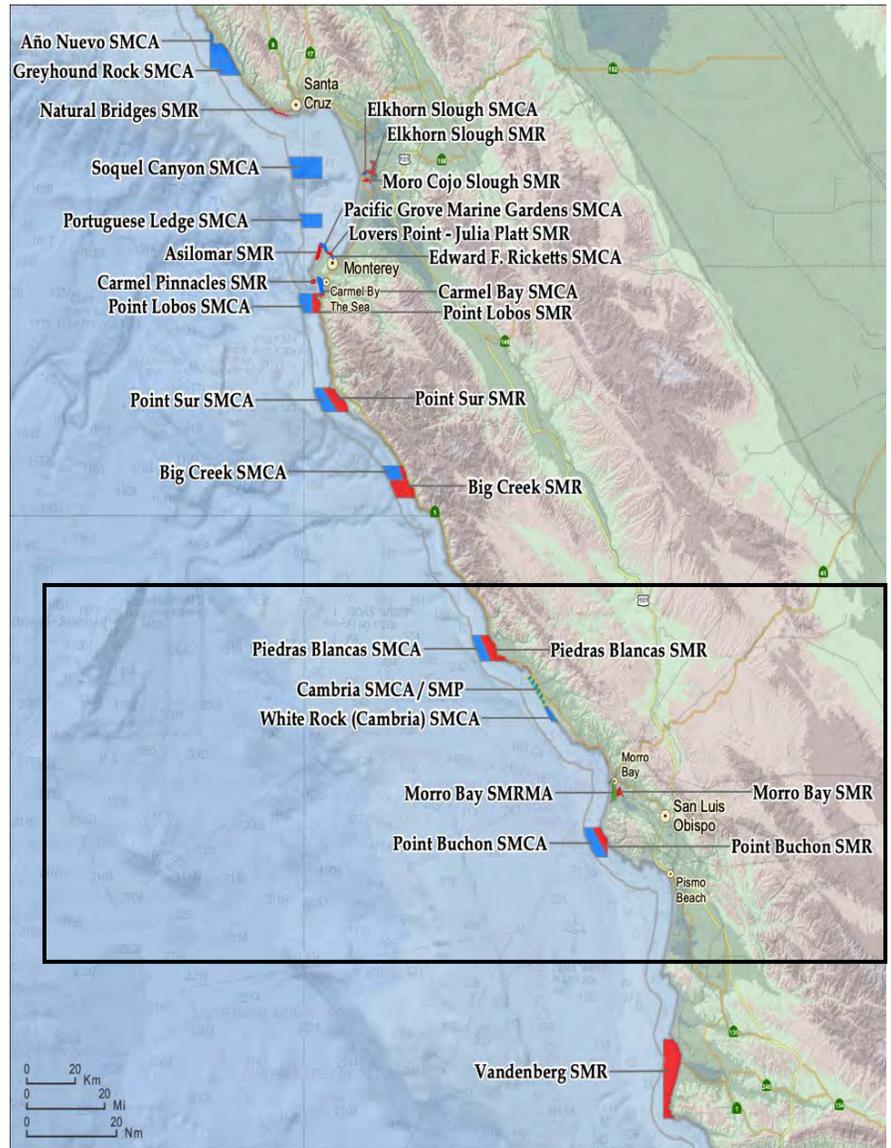


Table I-1: Central California MPA map with the San Luis Obispo County MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	5	5
	State	3	4
	Local	6	6
Non-governmental Organization	Conservation	15	20
	Education	5	3
	Recreation/Diving	1	2
Fishing	Recreational	1	2
	Commercial	-	1
	Sport	2	2
Businesses	Recreational	-	1
	Commercial	3	2
Tribal Government and Community		3	2
Academics, Universities & Research		3	5
Zoos, Aquariums, Museums, & Animal Rescues		2	2
Unaffiliated Community Members		-	2

*Table I-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:*Regional Characteristic:*

- Small but dedicated group of active participants in the collaborative.

Significant Challenges:

- There often is not enough capacity to focus on the technical aspects of project management, making it hard to carry a project from start to finish without more capacity.
- Materials from outside organizations are often not tailored for San Luis Obispo County and MPAs, which keeps them from being useful to the collaborative.
- Do not have as much participation as they would like from under-represented communities such as inland communities, Spanish speaking communities, and other communities that should be at the table but are not.

Major Activities:

- Currently working on a joint activity and coloring book with the Monterey Collaborative.
- Working with State Parks on their PORTS program as MPA interpreters.

Collaborative History

Regional Characteristics

The San Luis Obispo Collaborative has a “mellow and informal culture” that has enabled broad participation and leadership. Though the collaborative has a small number of members, those members represent a diverse array of stakeholders. Many of the MPAs in the SLO county region are on State Park’s property, which has fostered a lot of collaboration between the collaborative and State Parks.

History

The San Luis Obispo (SLO) Collaborative was founded in 2013 and has been a “fairly small” (Calla) group ever since. While 16 organizations or agencies are represented at meetings, some members represent multiple groups. Since the beginning, the SLO Collaborative has focused its efforts on education and outreach. Projects and activities that have been completed use education and outreach as tools to expand awareness of the science and enforcement activities around the MPAs. The focus of these projects has been shaped by the active members, many of whom are representatives of organizations that focus on education and outreach. There are also members from groups with other interests such as the Cambria Fishing Club and the yak tiʻu tiʻu yak tiʻhini Tribe, which contributes to the diversity of the membership.

The members of the collaborative that were interviewed have various reasons for their involvement in the collaborative. For example, one member wanted to ensure there was continuity between the MPA designation process and implementation of the collaboratives. He wished “this huge process that so many had participated in didn't lose focus or lose its active voice in the community.” Another member became involved because they love the ocean and the collaborative’s mission aligns with the volunteer work they want to do. What was common among all members was the desire to give back to their community, while dealing with an issue they care deeply about.

Leadership

Co-chair Cara O’Brien has been a member since the collaborative’s inception and leads along with Gordon Hensley, Haylee Bautista, and Rachel Pass. Cara works with California State Parks. Haylee Bautista is a member of the yak tiʻu tiʻu yak tiʻhini Tribe who hopes to contribute a tribal perspective. The other two co-chairs, Rachel Pass and Gordon Hensley work for the Morro Bay National Estuary Program and San Luis Obispo Coastkeeper respectively.

Activities

The SLO Collaborative actively works with the adjacent Monterey Collaborative. They are working on a combined coloring book and activity book. Members from both collaboratives will occasionally attend each other’s meetings. Members will travel to stay updated on what the other collaborative is doing, or if they are working on joint projects. In addition, members of the SLO Collaborative have modeled programs they have created after similar programs in the Monterey area. One example of this is Sea Life Stewards.

Structure

The SLO Collaborative is a fairly small collaborative. Attendance ranges from 5 to 30 people and the meetings take place two to four times per year. The meetings are always held after work hours. This enables attendance by those who may not be compensated by their employers for attending the meetings. The meetings are held at the same place every time, the Morro Bay Natural History Museum. This location can cause issues, as it is located close to the coast in what some consider to be the “middle of nowhere”.

When there is work that needs to be done, it is done by working groups set up to handle specific tasks, most often a project the collaborative is currently working on. These groups will meet more frequently than the collaborative as a whole. For example, the current working group has met once a week for the past four months to work on the combined coloring book and activity book. During the coronavirus pandemic, meetings have been held over Zoom which has increased participation in the meetings. However, it is likely members will attend in person when possible after the pandemic is over. Many members have expressed that they miss the in-person aspect of the meetings; Zoom most likely will be an option for those who may have to travel longer distances.

Most meetings are used as a time for members to catch up on what other members and their organizations are doing. Connections formed and the information that comes from others is often seen as the major reason to be a member of the collaborative. One member of the collaborative characterized the connections formed through the collaborative as “intangible but powerful” and said that they now have a broad web of connections up and down the state.

Major Activities

Bilingual Activity Book

The most recent project, which is a joint project with the Monterey Collaborative, is updating an activity book, called the California Coastal Explorer Guide. The activity book focuses on the MPAs; completion of the guide and an online quiz earns a reader an MPA Steward Certificate. SLO and Monterey recently received a joint \$100,000 grant from the Ocean Protection Council to combine the activity book and the coloring book done by Monterey into one product. An augmented reality component will be added to this product. By scanning a QR code included on certain pages, people will be able to see a virtual representation of the animal pictured on the page and learn more about it.

Remotely Operated Vehicles (ROVs)

The collaborative recently acquired two Trident mini-remotely operated vehicles (ROVs) to be used for education, outreach, scientific research and compliance purposes. These ROVs can be used by collaborative members, or by other community members in a variety of ways. One member hopes to use these ROVs as a way to show people what it really looks like in an MPA. They stated,

“I think a picture's worth 1,000 words. It's one thing for me to sit here and say there's 83 species of rockfish in the near shore, but it's a lot different when you

are... seeing blue rockfish, vermilion rockfish, gopher cod and lingcod, schools of Johnny basses. I think it really captures the imagination of people a lot better.”

This line of thinking is centered around a fairly common refrain from other members of various collaboratives: that to protect something you need to love it and to love something you need to learn about it.

California State Parks Online Resources for Teachers and Students (PORTS)

The California State Parks Online Resources for Teachers and Students (PORTS) Program brings the MPAs into the classroom and can help expand the reach of the lessons beyond the coastline. While the SLO Collaborative did not create PORTS, the collaborative has been an integral part of this program, providing expertise and resources. Collaborative members have acted as MPA interpreters, talking about subjects like the Tribes in the area and the work various organizations have done in relation to MPAs. The program also hopes to incorporate the ROVs to livestream footage of the MPAs. This project has also been particularly beneficial during the coronavirus pandemic. The team responsible for PORTS has brought back #MPAMondays, where all their online content is related to MPAs on Mondays, as well as holding webinars attended by 600+ people. The program does MPA interpretation for the MPAs within the SLO Collaborative, the Monterey Collaborative, and at Natural Bridges.

Benefits of the Collaborative to the Members

Ability to Network

The most common benefit mentioned by members of the Collaborative was the ability to connect with other people who cared about, and worked on, issues related to the MPAs. According to interviewees, SLO meetings are a place where “you get people from all different organizations” who can share what they are working on. One member noted “I have connections up and down the state, and these connections [provide] a much broader web than the one I have from [my agency].” As one member stated, “If you don't have that platform for people to talk or [for] people to gather and [other] people to meet [with] about these things, then nothing gets done.”

Creation and Use of Specific Products

Products like the bilingual activity books are a main value of the collaborative. These products help ensure that the broader community has access to information. One member states,

“[the collaborative] brings together a broad group of people with a lot of both academic and hands on experience in the ocean and takes the preservation activity that we engaged in with the Marine Life Protection Act and tries to package it and disseminate that information to a broader audience”

This information benefits those who don't know much about the MPAs and those who use the MPAs, such as recreational fisherman. The information supplied by the collaborative is “accurate and supported by the state” which allows those using the MPAs to do so within legal guidelines.

The MPA collaboratives, including the SLO Collaborative, by bringing people together and ensuring they create accurate products, are a way to “connect coastal residents and visitors with MPAs and underwater parks” making the collaboratives “the heartbeat of marine protected areas.”

Bringing Information into the Classroom

The collaborative has been able to share information about MPAs in classrooms across the coast through programs like PORTS. This has led to a cross-area instructional experience for students. Furthermore, the collaborative is bringing community (or citizen) science into the classrooms. One member stated “we can talk to the kids about the MPA area and Morro Bay and... what kind of marine life is in the ocean in your area. And then we can use Google Classroom... and connect to another classroom within our Network and say, hey what does your ecosystem in your bay look like?”

Facilitating Factors

Leadership

Members cite the leadership of the SLO Collaborative as a reason they keep coming back and are excited about working within the collaborative. One member highlighted the energy of the people, and Cara O’Brien in particular, as something they appreciate. This member states, “Energy of the people is great – Cara mostly, without her it would have been hard to get Sea Life Stewards going”. Another member stated “the leadership of the MPA collaborative is excellent and it helps. I think with something like this that if you have a leader who is committed and actively participates that really helps encourage the members.” This energy has translated into money for projects as Cara O’Brien has done most of the work applying for and managing the grants that the SLO Collaborative has received.

Meeting You Where You are

Another reason the SLO Collaborative has been successful is in meeting community members where they are. This means they do not approach them from a position of authority, but as other community members who also use and appreciate the MPAs and what they are doing. The best example of this is a program called Sea Life Stewards. This program was started by a SLO Collaborative member, with the help of a co-chair. Sea Life Stewards volunteers will go out on the water in kayaks and speak to other kayakers they see on the water about MPAs. This type of program exemplifies the statement made by a SLO member – “I think that the best way we reach people is when we’re sharing in what they love and their joy. And we’re showing up for what they like to do instead of being an outsider telling them what to do.” Sea Life Stewards has run for five years, and is based off a program in Monterey.

Sea Life Stewards is the epitome of a program facilitated by connections made through the collaborative. As mentioned above, Sea Life Stewards is based on a program operating out of Monterey Bay called Team Ocean. Knowledge of this program came from a SLO Collaborative member who works at the Monterey National Marine Sanctuary. The creation of Sea Life Stewards was made possible by a collaboration between a member of the SLO Collaborative and a co-chair. Sea Life Stewards utilizes members of the collaborative and materials to provide

context for their volunteers and to teach them about MPAs. Similar to the PORTS program, the members of the collaborative act as MPA interpreters. Without the expanded network provided by the collaborative and the Collaborative Network, Sea Life Stewards may not have gotten off the ground.

Leveraging Existing Programs

A final factor that has helped the SLO Collaborative is their ability to leverage existing programs. One example is the use of a State Parks program (PORTS) to spread information about the MPAs and the Collaborative. This was most likely possible due to the connections between State Parks and the Collaborative, fostered by Cara O'Brien. While it is slightly different, as Sea Life Stewards did not exist before the collaboratives, Sea Life Stewards is now a program that can be leveraged and can be used to spread information further than the collaborative could do by itself.

Challenges

Participation

The main challenge is getting higher amounts of participation from certain groups, in particular the fishing community, the scientific community, and Tribal communities in the area. While there may be one or two representatives of these communities attending meetings, there is a lack of broader participation. For example, one member is a recreational fisherman, and another is a member of a local Tribe. However, neither of these representatives feel comfortable speaking on behalf of communities they can not claim as their own – i.e. commercial fisherman or other Tribes in the area. One member said “We’ve been pretty successful [recruiting people], but sometimes I feel like it relies on too small of a base of people.” Another mentioned that having more people involved in meetings and projects would be helpful.

Tribal Participation

While members of the SLO Collaborative do wish there was more Tribal participation, the collaborative is unique among the Central Coast collaboratives because one co-chair is part of the yak tit̓u tit̓u yak tilhini Tribe. Their perspective on Tribal participation is that while it does exist “Tribes are super sensitive to their information and how it’s distributed and the control that they have over it.” Furthermore, one has to consider “what can your Tribe bring to the group, and what can we do to provide for your Tribe?” The need to weigh these considerations, and the reality that other Tribal members may see things in a different light, means it can be difficult to have Tribal members participate in the collaborative. This is compounded by a lack of accessibility to the collaborative for tribal members. One interviewee stated, “it can be tough as the collaborative does not have enough people who can do the necessary outreach.”

Lack of Capacity

There are also some challenges with an ability to participate in general. Participation takes time, and interviewees stated they do not always have the capacity to devote time to the collaborative. Members have jobs, families, and other organizations they work with which all take up time. Furthermore, collaborative work is not something most members are paid for, unless their job

incorporates MPA related work. This can also make getting work done for the collaborative a low priority.

Lack of Capacity for Project and Volunteer Management

Other challenges the SLO Collaborative faces are centered around management of the collaborative and projects. The main challenges mentioned by interviewees was a lack people who can carry out the detail-oriented and technical program management and organization. Throughout the collaborative's history, one person at a time has been able to carry out projects from start to finish. However, this places a big burden on that person. Having more members who can devote time to project management would increase the number and scale of projects the collaborative could undertake.

Another challenge mentioned by a member, who identifies as a 'serial' volunteer, is that it is possible the collaborative will lose contact with their volunteers during the pandemic, and they may not be able to bring them back. This comment is in relation to those who volunteer their time as a member of the collaborative and are not tied to an organization that does MPA work. While this relates to the participation challenge outlined above, a lack of consistent communication with members is a different issue. Volunteers are sitting at home trying to find something to do at the moment, and a lack of communication may lead them to look elsewhere.

Using the Resources Created by the Collaborative

The final challenge faced by this Collaborative is harnessing the materials provided by the Collaborative Network. While the Collaborative itself has produced great materials, it can be tricky to take materials provided by someone else and turn them into something applicable to the SLO community. One member described it as an issue related to participation, stating,

“you're working with a lot of people and that can just be hard. So even if the[Collaborative] Network says, 'here is all of these resources that I have for you. Here's all the things that I can provide for you' it's still up to your collaborative to make those work for you. And if you don't have anybody willing to put in the time or people that don't have the time, you're not going to get anywhere and you can't force that to happen.”

Full Member* List:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Bureau of Land Management	X	X
		Department of Defense	X	X
		National Forest Service	X	X
		National Marine Sanctuary	X	X
		United States Geological Survey	X	X
	State	California Department of Fish and Wildlife	X	X
		California Department of Transportation	X	X
		California State Parks	X	X
		State Park Docent Program		X
	Local	City of Morro Bay	X	X
		Morro Bay Harbor Patrol	X	X
		Pismo Beach Parks and Recreation	X	X
		Port of San Luis Harbor District	X	X
		San Luis Obispo County	X	
		San Luis Obispo County Bid		X
		San Luis Obispo County Parks	X	X
Non-Governmental Organization	Conservation	Big Creek Reserve	X	X
		Cayucos Land Conservancy	X	X
		Central Coast State Parks Association	X	X
		Coastal Commission		X
		Coastkeeper	X	X
		Eco SLO	X	X
		Estero Bluffs		X
		Friends of the Elephant Seal	X	X
		Friends of Fiscalini Reserve	X	X
		Friends of Peidras Blancas Light Station	X	X
		Green Space – The Cambria Land Trust	X	X
		Hearst Castle Volunteers	X	
		Kenneth S. Norris Rancho Marino Reserve	X	

		Morro Bay National Estuary Program	X	X
		Morro Coast Audubon Society	X	X
		Ocean Conservancy	X	X
		The Otter Project	X	X
		Seabird Protection Network	X	X
		Sierra Club	X	X
		Surfrider	X	X
		Wildcoast MPA Watch		X
		Willow Tree Wildlife		X
	Education	California Marine Sanctuary Foundation	X	X
		Rancho El Chorro Outdoor School	X	X
		Sea Otter Savvy		X
	Recreation/Diving	Reef Check	X	X
Fishing	Recreational	Cambria Fishing Club	X	X
		Central Coast Women for Fisheries	X	X
	Commercial	Morro Bay Commercial Fisherman's Association		X
	Sport	Patriot Sportfishing	X	X
		Virg's Landing Sportfishing	X	X
Businesses	Recreational	Avila Beach Whale Watching		X
	Commercial	PG&E	X	
		Point Blue	X	X
		Tenera Environmental		X
Tribal Government and Community		Northern Chumash Tribal Council	X	X
		Salinan Tribal Council	X	
		yak tit'vu tit'vu yak tilhini Tribe of San Luis County and Region	X	X
Academics, Universities, & Research		California Polytechnic State University	X	X
		California State University – Fullerton		X
		Sanctuary Integrated Monitoring Network	X	X
Zoos, Aquariums, Museums, & Animal Rescues		Central Coast Aquarium	X	X
		Morro Bay Museum of Natural History	X	X

Table I-2: Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Appendix J: Santa Barbara Channel MPA Collaborative

Geographic Scope:

21 MPAs covering 227.9 mi² and 69.9 miles of coastline

Founding Year: 2014

Mission:

The Santa Barbara Channel Collaborative has successfully convened a diverse membership representing tribal, fishing, academic, agency and nonprofit groups throughout Santa Barbara and Ventura County.

Co-Chairs:

- Kristen Hislop (Environmental Defense Center)
- Julie Bursek (Channel Islands National Marine Sanctuary)

Funding History:

- Fiscal Sponsor: Santa Barbara Museum of Natural History, Environmental Defense Center
- 2014: \$12,000 from Resources Legacy Fund
- 2016: \$1,500 from Resources Legacy Fund
- 2018: \$15,000 from the Ocean Protection Council Protecting Our Ocean Resources through Community Engagement
- \$1,000 Coastal Fund, UC Santa Barbara Associated Students

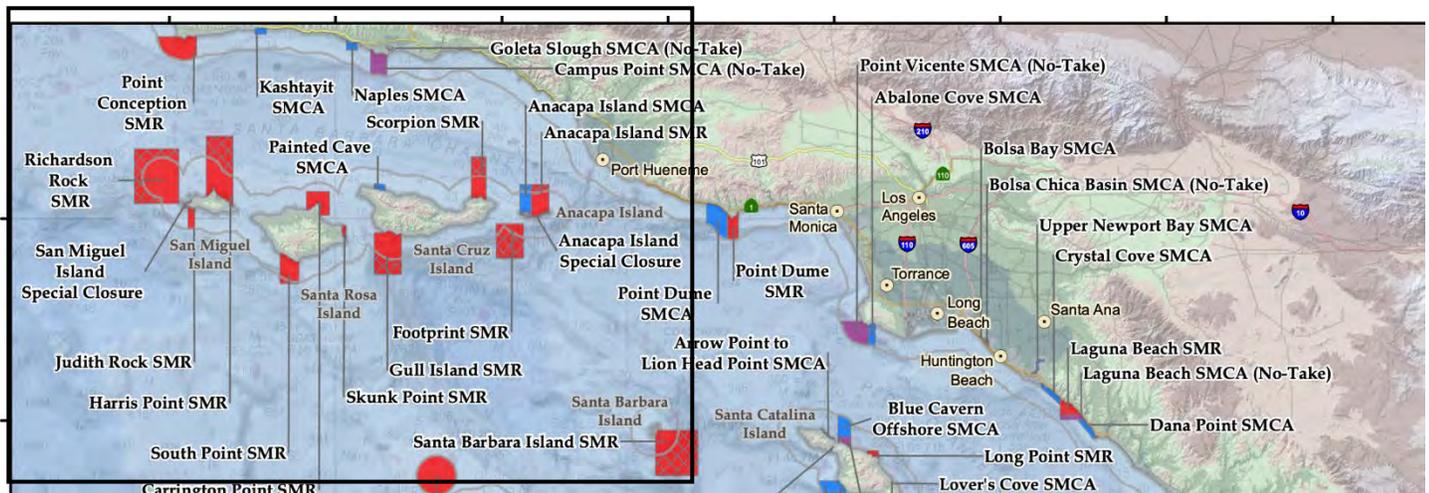


Table J-1: Southern California MPA map with the Santa Barbara Channel MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	3	3
	State	5	2
	Local	1	5
Non-Governmental Organization	Conservation	4	4
	Education	1	-
	Recreation/Diving	-	-
Fishing	Recreational	-	-
	Commercial	2	1
	Sport	-	-
Businesses	Recreational	-	4
	Commercial	-	3
	Education	-	5
Tribal Government and Community		2	1
Academics, Universities & Research		5	5
Zoos, Aquariums, Museums, & Animal Rescues		2	1
Unaffiliated Community Members		-	3

*Table J-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:***Regional Characteristics***

- Tourist destination creates a lot of usage of mainland MPAs
- Most of the MPAs are off shore from the mainland including a significant area of federally designated reserves
- A notable amount of MPA work is being done in the region by multiple organizations

Significant Challenges:

- Conflict of interests or perspectives from members
- Member engagement is difficult to sustain
- Volunteer burnout and much of the work falls on co-chairs

Major Activities:

- MPA Awareness Campaign
- Live Dive ROV
- Invasive Algae Outreach

Collaborative History

Regional Characteristics

The Santa Barbara Channel region includes Santa Barbara and Ventura Counties, and seven of the eight Channel Islands. The Channel Islands MPAs are only accessible by boat while the mainland MPAs can be easily accessed by the public. Catalina Island, the eighth Channel Island, has formed their own MPA Collaborative. Santa Barbara County is notable for petroleum extraction and diatomaceous earth mining, as well as having a plethora of wineries, and a university. Ventura County has a population of 850,967 and is notable as a leading agricultural area and its non-coastal landscape includes the Los Padres National Forest. The mainland coastal MPAs attract many tourists, and many students.

Much of the Santa Barbara Channel (SBC) MPA Collaborative's membership consists of conservation-based Non-Governmental Organizations (NGOs) and government agencies. Other representation includes commercial and recreational fishing and education-based NGOs. State and Federal membership includes the California Department of Fish and Wildlife, Channel Islands National Marine Sanctuary, Channel Islands National Park, and the California Coastal Commission. Conservation-based organizations include Santa Barbara Channel Keeper, Reef Check California, and the Ocean Conservancy. Fishing interests are represented by the organization Wavewalker. Tribal representation of the Chumash Tribes includes the Wishtoyo Chumash Foundation and the Coastal Band of Chumash Indians. Many of the SBC Collaborative's members work within the marine management sector and are responsible for or interested in the MPAs. Overlap between member organizations' missions and collaborative work facilitates the effort, and many members are also involved in MPA related working groups outside of the collaborative.

History

The Channel Islands Marine Protected Areas were initially designated in 2003 and later expanded in 2007. When the SBC MPA Collaborative was created, the leaders decided that it was in everyone's best interest to acknowledge the inter-connectivity of the island and mainland MPAs and the role of the Channel Island National Marine Sanctuary. So the parties took action to fold the Channel Islands Marine Protected Area Network into the South Coast designations, and thus was created the Santa Barbara Channel Islands MPA Collaborative. This action opened up the doors for new partnerships with organizations along the coast because of the mainland designations.

Participation has fluctuated over the years. During the creation of the SBC Collaborative, there were about 15 to 20 individuals and organizations that regularly participated. Now that number has diminished to about 5 to 10. Many of the members are engaged in multiple groups all working toward marine conservation, so the collaborative is often one more thing on their plates, this can lead to "volunteerism fatigue."

Many of the MPAs in this region include a significant number of federally designated reserves. This creates capacity at the federal level, but also leads to confusion for users who boat out from on shore and do not know the difference between all the designations.

Leadership

The SBC Collaborative currently has two co-chairs. One co-chair, Julie Bursek, has been with the collaborative since its inception and was originally with the Channel Islands Marine Protected Area Network. She was involved in the process that combined the two groups and works with the Channel Islands National Marine Sanctuary. Kristen Hislop took on her role more recently as a co-chair about five years ago and works with the Environmental Defense Center. The two co-chairs split much of the work. For example, Kristen handles communication while Julie sets the agenda and helps with workshops and products. Kristen writes many of the grants since Julie is restricted as a federal employee. The collaborative's fiscal sponsor is fluid. For example, when certain grants come through from RLF, OPC and Sea Grant, the Environmental Defense Center becomes the fiscal sponsor, but other organizations have filled this role in the past.

Structure

The Collaborative typically meets on a quarterly basis with Julie sending out a poll to determine availability. Meetings tend to be in the late morning or early lunch hour in the middle of the week. They do not always get every member to each meeting, so instead the collaborative tends to set a meeting around a specific topic, which determine who will attend. Since the pandemic started, the collaborative has had one general meeting, in April 2021. Its co-chairs have participated in virtual co-chair meetings. For the last 3 years, these co-chair meetings average about 3 times a year.

Communication with members is usually via email, and most public outreach is done through participating organizations. If there an issue arises, for example, increased poaching, then a message is sent to members, and who communicate it out to their larger networks. The collaborative has a website that the public can access but it is not up to date.

Future Direction

SBC Collaborative is hoping to see more community science monitoring supported by the collaborative, especially involving kids that might not get to the beach very often. The collaborative hopes to engage with these communities to foster an understanding of habitats and how and why these habitats need to be protected. They are also looking forward to increased interactive ROV programming.

Activities

MPA Awareness Campaign

The SBC Collaborative launched a campaign for MPA awareness through various events and ocean-based activities. They participated in a local World's Ocean Day, Santa Barbara Ocean Festival event, and Underwater Parks Day, some of which included high participation by tribal representatives. Chumash representatives led opening ceremonies, shared stories, adorned regalia and showcased hand build tools. The Collaborative also partnered with local businesses to educate and promote responsible use of the MPAs and the entire Santa Barbara Channel, increasing the awareness of MPAs and behaviors that can improve the health and enjoyment of the oceans.

The collaborative also partnered with ocean related businesses and recreational outfitters to get community members out onto the water to explore and learn about the MPAs through first-hand experiences. Some of these activities included a coastal wildlife cruise, diving, internet broadcasting of a live dive, kayaking, beach clean-ups, shoreline tours, a whale watching cruise, boat-trips for underserved, disadvantaged and special-needs communities, and a recreational fishing trip. Important to the campaign were opportunities to work with fishing communities to agree on balanced messaging that also acknowledges the sacrifices the fishing community has made with implementation of the MPAs. The campaign also included a youth art show at the Ty Warner Sea Center that selected pieces created by youth from local schools, including free admission to students from Santa Barbara and Ventura Counties on Underwater Parks Day. Lastly, 500 MPA brochures were handed out and disbursed throughout the community. The Awareness Campaign has connected ocean stakeholders and facilitated new collaborative partnerships, and the collaborative feels that it has resulted in long-term benefits for the ocean and ocean community.

Interactive Online Maps of Channel Island MPAs

Using ArcGIS technology, the collaborative created online interactive maps of all the Channel Island MPAs and included information about each individual MPA designation. The goal was to create updated maps for each MPA as well as educate the public on the local region, with the potential to include the greater South Coast Region.

Boundary Surveys

This project was intended to produce accurate and up-to-date materials that support enforcement personnel as well as boaters who use MPAs and surrounding areas to better locate the MPA boundaries. An enforcement manual was created and made available to allied agencies. Additionally, a designer was hired to help complete MPA fishing brochures modeled after the Los Angeles County and Catalina Island Collaboratives' work. The collaborative consulted with recreational fishermen in the region and learned that compass headings are useful boundary line identifiers. As a result, these markers were mapped in the brochures.

Education and Outreach Project: Invasive Algae outreach

The University of California, Santa Barbara released research that indicates the MPAs are more resilient to invasive algae than areas without the same levels of protection. The SBC Collaborative launched outreach to share these results with the public, and to educate them about the value of MPAs in reducing threats of invasive algae. These efforts also identified ways that the public can aid in reducing invasive algal spread, and lead to the creation of an Invasive Asian Kelp Identification and Prevention Guide to inform the public on best practices to avoid the spread of invasive Asian kelp.

Other notable outreach projects include:

- A poster Exhibit at the Coal Oil Point Natural Reserve Nature Center that highlighted monitoring research conducted at a nearby MPA. This project was intended to share the science of MPA monitoring to Nature Center visitors.
- The Collaborative worked with Santa Barbara Channel Keeper to establish a program to build coastal MPAs into the SCUBA diving and adventure outfitter visitation of the Naples MPA and around Campus Point State Marine Reserve.
- Members also contribute to the design installation and upkeep of MPA signage around various MPA entrance points.

ROVs and Live Dives

In 2020 the Collaborative was able to obtain a grant to purchase Live Dive equipment. They acquired a Sofar Trident mini-Remotely Operated Vehicles (ROV) and have successfully complete a trial Live Dive in the Santa Barbara Channel Marine Protected Areas. This is a non-invasive way to explore the marine environment and MPAs while sharing information with the greater community. They have started to develop a Live Dive educational program and are working towards conducting participant evaluations to measure changes in MPA awareness, and to eventually apply lessons learned across the statewide network. Two additional deliverables include building a Live Dive toolkit for the Collaborative Network as well as creating a Live Dive-specific engagement and education packet of materials and resources.

Benefits of the Collaborative to the Members

Greater Public Awareness of MPAs

Members in the SBC Collaborative feel that one of the main benefits of the collaborative and the Collaborative Network is to help educate the public around MPAs and MPA management. The collaborative also gives researchers as opportunity to connect with a broader audience and to help people “connect the dots as to how they use science to manage marine protected areas.” By increasing public awareness of MPAs and the guidelines surrounding usage, members feel that the public “will want to do the right thing, particularly if they understand the public purpose of the MPAs.”

Building Relationships Among Diverse Stakeholders

Although stakeholders may not agree on everything, there has been a benefit in developing relationships. A member imagines that in the future an opposing stakeholder will one day say that even though they don't agree with MPAs, they still accept them as a part of the fabric of the community. "I don't know if that's forthcoming but maybe that payoff is, you know, light at the end of the tunnel." Some members feel that building relationships with others who don't agree with your point of view still creates a stronger community as a whole and ensures that voices are heard and that there is balanced messaging that includes diverse input and viewpoints. Members also value diversity in membership because different lenses can help identify issues or conflicts of interest in materials before they go out into the public.

Creates Unity of Purpose

Because people can come together to collaboratively work towards a goal, a sense of purpose is born, which helps ignite passion to continue work. The collaborative has been "able to coordinate, align, and benefit from a sense of community and keep [themselves] inspired, as well as get the good ideas and so on. There's a unity of purpose to be achieved.

Builds Community and Citizenship

The collaborative serves to create a local base of MPA stakeholders who are representative of the community itself. "People don't want to think of their picnic area as, you know, as the Department of Interior. They want to think about it like, Joe, the camp host or Jeff. That's Jeff the local Ranger." Members feel like they can look around and know each other as locals, which brings a sense of goodwill and ambassadorship to the community they serve.

Collaborative Promotes Efficiencies in Sharing Resources and Fills in the Gaps of Other MPA Working Groups

There are many groups in the SBC region who are working on marine protection, but not all of them have the capacity and funding to address every issue that is impacting MPAs. One member described the SBC Collaborative as the local net that can catch issues that fall through the cracks. Furthermore, the collaborative can fill in gaps due to their capacity and funding.

By engaging with the collaborative, member organizations also have a more robust sense of what is happening in and around the MPAs through the many eyes on the ground. "I get to have updates on what research, for example, is being done. And things like that." Additionally, information is shared at meetings and then brought back to members' home organizations. For example, a member of the fishing community has brought MPA brochures with boundary markings into tackle shops and other establishments that fishermen frequent.

Many members value the fact that resources are shared through the collaborative and across the Network. Because there are so many organizations with similar missions and goals, sharing resources “makes it so that people don't have to reinvent the wheel.” Since MPA work can be shared across networks, researchers are less inclined to repeat work that has been done.

Helps Members' Organizations Fulfill Their Missions

The activities and priorities of the collaborative and the CN helps certain members organizations reach their own goals. “It really helps us check the box and I don't just mean check the box in a report way, but check the box in how we are engaging with our community on the marine protected areas. It is part of our management plan structure. And so, for me to participate, I'm helping to also make sure that our priorities are being met.” This overlap in members' paid jobs builds capacity for administrative work.

The Collaborative as Community Infrastructure

The SBC Collaborative also serves as stable infrastructure to serve the MPA related needs of the community. “I'm realizing that the value of the Collaborative in and of itself is in existing and being available. So being available for projects as they come up and to keep people talking with one another.” Allowing for a community space to bring MPA related issues creates a resource for the community, and a place to go when an issue comes up. “Just purely knowing that we can communicate with the network, that we have these contacts that know who we are, and who know that we're an entity, is really helpful.”

Benefits of the Collaborative to the State

Helps the State Maintain Consistent Messaging

The basic mission of the collaboratives and the CN is to inform the public about the MPAs and to increase compliance to aid in management of the MPAs. The collaboratives “create confidence that they'll be a uniform sort of management.” Because the collaboratives are connected through the CN, this ensures that materials and messaging are consistent up and down the state.

Facilitating Factors

Overlap with Co-chair's Work in Their Day Job

Since the co-chairs both come from agencies or organizations whose missions align with the collaborative's mission, their work often overlaps. This enables the co-chairs to justify spending time on Collaborative priorities, and even have Collaborative work built into one co-chair's performance plan. By having their job support their involvement with the Collaborative and

compensate them for their participation, the co-chairs have more capacity to work on Collaborative initiatives than those members who are purely volunteers.

Allows for Aligned and Balanced Messaging

Co-chairs have the opportunity to make sure that published materials also represent the views of their parent organizations. Members also get to have a say in making sure that messaging is balanced and ensure published materials reflect their stakeholder values and views.

A Comfortable Atmosphere That Promotes Mutual Respect

The collaborative meetings are a space where everyone feels comfortable being there and able to voice their opinion. “[They] make me feel welcome. We all know each other. I like these people. We may disagree wildly, but that's okay.” Working together on projects or initiatives helps people develop a sense of mutual respect and the ability to see an issue from another perspective. Through years of working together, one member mentioned that,

“We've all sat in enough meetings together that we all pretty much understand where the other one is coming from. Though we may totally disagree about MPAs, some of the people in that room I really like and have a lot of respect for. I don't mind spending time with them and we respect that we disagree.”

This mutual respect allows for work to get done that is inclusive and accommodating. The collaborative members hear each other out and get to a point they can agree on, so that they each leave the table knowing that they were heard and that their input was integrated. The collaborative intentionally sought out voices that were not widely represented at the table in order to help create those balanced messages.

Structural Support from The Network

The CN has provided staffing that has enabled the SBC Collaborative to increase its administrative capacity. For example, CN staff has been able to take on outreach efforts such as the Facebook and Instagram pages. They have also found small grants to cover transportation costs or purchase of equipment. Funding was secured to purchase a cellphone booster and a tripod to start testing the ROV live broadcasts. This support has been very helpful for the collaborative since the co-chairs do not always have time to source and write grants with their daily workload.

Networking and Building Working Relationships

Collaborative and co-chair meetings members have been able to create working relationships with members throughout the CN. The CN breaks down barriers and allows people to feel comfortable reaching out to one another to share information or ask questions. “It's great to actually get to know people. Because then if they're working on a project it's much easier to reach out to them and learn about it.” Co-chair meetings also allow different collaboratives to see parallel issues that might be surfacing in other regions and “then we realize what we need to connect on.”

Engagement with State Agencies

The collaborative also allows for members to more easily connect and collaborate with state agencies in part by creating opportunities for communication that might not exist otherwise.

For example,

“[A member of] the Fish and Wildlife Service (CDFW) wrote a blog about the Santa Barbara Channel MPAs and reached out [to co-chairs] to engage in helping her edit the blog and to find out what projects they were working on. I think that's a really awesome connection to have, to have the actual regulators and agency folks reach out to us and ask what's important, what's going on, what's the work you're doing.”

The Network Enables Information to Have a Larger Reach

Because the CN connects so many different membership organizations to each other, when a communication is sent out “all of the people that we communicate with will hear about it. So, the reach is much larger than it would be if we just have our collaborative mailing list. Those partnerships are really effective in getting out the work that we're doing.” This helps the co-chairs save time and effort when want a message to reach a wide audience.

Challenges

Low Engagement

Engagement is one of the main challenges for the collaborative. Often members are already doing the work elsewhere, so the work might feel repetitive or like there are too many players in the field. Additionally, the outer community is not being particularly engaged in stewardship, and there is a sense of obligation from those who are engaged, but the work is often not very hands-on, which makes it even harder to engage.

The SBC Collaborative is one of many working groups that tackles marine protection and conservation within Marine Protected Areas. There is already a lot of work being done in this region, so the SCB MPA Collaborative feels like it is just another entity doing this work. One member reflected that they were “already part of three groups that look at MPA management... [the collaborative] was almost like this additional thing to do, that didn't have a huge value at the time....There are very engaged members who are really awesome and participate a lot. It's just that they're adding one more meeting when it's not part of their job.” This has led to lower engagement in the SBC Collaborative than other collaboratives within the network of collaboratives. There is a sense of volunteerism-fatigue with many of the members.

There are not a lot of members in the collaborative from the greater community that are interested in MPAs and the ocean and want to volunteer their time to help. Often times the members

involved are participating as part of their jobs. Some feel that the collaborative is mostly a place where people talk about things, but do not follow through. “I’d say the biggest challenge is that our collaborative is really not that hands on. So, the people in it like to come to the meetings and give their opinion and learn, but they don’t want to actually do any of the work.” It seems hard to get momentum for the group to take on many projects.

Some members have felt like the collaborative was something that they should do or had to remained engaged with. As one member stated, “I don’t necessarily know of anyone who’s just like gung-ho about participating and making stuff happen.” There is a sense that people are not interested in participating more than simply coming to the meetings to talk about what’s going on. While this may be enough to fulfill a job role, it does not guarantee further action within the collaborative.

Co-chairs Roles and Responsibilities

Administration work often falls on the shoulders of the co-chairs. Because some collaborative participation is built into co-chairs’ day jobs, they often end up doing much of the administrative and grant work. This is frustrating for co-chairs because “we already do this work in our jobs, we don’t need the collaborative to do our work.” Part of this is because the other members are mostly volunteers and do not have the capacity to take these tasks on.

An additional area of frustration for the co-chairs is the relationship with the fiscal sponsor. The co-chairs have had to unpack how the fiscal sponsorship works in order to get grants through them, and there is no well delineated system for grants to easily pass through the sponsoring organization. The co-chairs end up having to do all of the grant management work and the fiscal sponsor is “just a pass through.” In the words of one interviewee, “We haven’t identified a great way to deal with our fiscal management.”

The confusion about fiscal sponsorship is one part of a broader set of difficulties for the co-chairs, including the role and purpose of the collaborative. “I came into this collaborative and I was like - I don’t even understand what the purpose is what we’re doing. And it’s gotten so much better over the years but I’ve still been stuck on that, what are we actually doing?” With the turnover in leadership came a gap between the outgoing and incoming holders of the co-chair position, which left gaps in understanding the purpose of the collaborative.

Problem Engaging a Full Range of Interested and Affected Groups

Many of the members in the SBC Collaborative are “the usual suspects,” and are the same people who show up to other ocean conservation working groups in addition to the collaborative. “Our membership is very low in terms of the types of people we have. We have been really wanting to engage with others, such as spear fishermen. There’s different types of Fisher people and we don’t have representation from all of them.”

Collaborative members also recognize that they would like to see more Diversity, Equity and Inclusion in the collaborative's space. One co-chair reflected that "we have to work on that. And all of us have to do our part to make sure that we're recognizing that the beach and the coast and access to it isn't universal and some communities feel marginalized and don't feel like they have the same supports to go and enjoy those places."

Engaging with Tribal communities has been a challenge because there is a more nuanced relationship that needs to be cultivated and tended to. For example, many tribes would like to be compensated for their time, effort, participation and transportation when they are consulted, but the collaborative does not always have the funds to support this. This is not a need or an ask that other members have, so this can create a barrier to participation.

Because some members are not paid to participate, they actually lose a day's work to come to a meeting. Some members feel that this creates an uneven playing field in the collaborative space. This is also true because the meetings are during the day and during the work week, when members who are not paid would normally be working.

Effective engagement is also affected by transitions in agency staff. For example, some of the enforcement officers that reside with the coast guard are on a two-year rotation cycle. This makes it hard for knowledge about MPAs as well as the rules, regulations, and specificities of each one to be held in the institutional memory for very long. This results in gaps of knowledge and an increased need for training of deputies.

Conflicting Opinions and Perspectives about MPAs

The collaborative is also challenged by conflicting interests and perspectives among potential members. For example, some members have different opinions about what the terms sustainability or conservation mean. This leads to tension and opposition within the workspace of the group. "I believe in fisheries management and I believe everything should be managed for sustainability. This includes people taking for their own dinner table." Disagreement on the definition of what it means to conserve means some members feel that the MPAs are not about conservation, but more about protectionism and trying to keep people out of those areas.

Those who do not feel 100% in support of MPAs can feel emotionally taxed when participating in the collaborative. If you are always in the opposition, there is a "physiological price to pay." Not many people in stakeholder groups that are opposed to the MPAs want to participate because "they couldn't stomach it," thus making it hard to get opposing voices to the table. One member described it like "being the lone republican in a room full of democrats."

Although there are many people who feel the MPAs are a good thing, some community members feel like they lost out when the MPAs were designated. For example, one fisherman explained that even though only a small percentage of the ocean became protected by the MPAs, those were often the most productive areas. When those areas were no longer available for fishing, fisherman had to move to a smaller condensed area, making it even more of a strain on the fished area. This did not feel like it was helping contribute to conservation efforts because the remaining areas were more heavily fished. To many in this community, it felt like a great loss that was not mitigated in any way.

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Channel Islands National Marine Sanctuary		X
		National Park Service		X
		Department of Defense	X	
		Channel Islands National Park		X
	State	California Department of Fish and Wildlife	X	X
		California State Parks	X	X
		Ocean Protection Council		X
		California Coastal Commission		X
		California State Parks Channel Coast District		X
	Local	Santa Barbara Airport	X	
		City of Goleta	X	
		County Supervisor Doreen Farr	X	
		Isla Vista Rec and Park District	X	X
Non-Governmental Organizations	Conservation	Environmental Defense Center	X	X
		Santa Barbara Channel Keeper	X	X
		Ocean Conservancy	X	X
		California Marine Sanctuary foundation		X
		Gray Whales Count	X	
		Coal Oil Point Reserve	X	
		Natural Resource Defense Council	X	
	Education	Explore Ecology		X
		Mountain and Sea Adventures	X	
		Watershed Resources Center	X	
Recreation/Diving				
Fishing	Recreational			
	Commercial	Fish Reef Project		X
		Wavewalker	X	X
Sport				

Businesses	Recreational			
	Commercial			
Tribal Government and Community		Coastal Band of Chumash Indians		X
		Wishtoyo Chumash Foundation	X	X
Academics, Universities, & Research		Coal Oil Point Reserve		X
		Reef Check California		X
		Island Packers		X
		California State University Fullerton		X
		Sea Grant Fellow		X
		UC Santa Barbara	X	
Zoos, Aquariums, Museums, & Animal Rescues		Santa Barbara Museum of Natural History	X	X
		Sea Center	X	X
Other/ Unaffiliated Community Member		National Center for Ecological Analysis and Synthesis		X

*Table J-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix K: Los Angeles County
MPA Collaborative

Geographic Scope: 4 MPAs covering 43.28 mi² and 9.7 miles of coastline

Founding Year: 2013

Mission: The Los Angeles MPA Collaborative channels broad and diverse perspectives to build ocean resilience and promote the cultural, recreational, and ecological value of Los Angeles County's marine protected areas.

Current Co-Chairs:

- Linda Chilton (Education Programs Manager, University of Southern California (USC) Sea Grant)
- Michael Quill (Marine Programs Director, Los Angeles Waterkeeper)
- Emily Parker (Coastal and Marine Scientist, Heal the Bay)

Funding History:

- Fiscal sponsor: Heal the Bay
- 2015: \$11,500 from Resources Legacy Fund
- 2018: \$16,500 from the Ocean Protection Council MPA Collaborative Network Small Grants Program

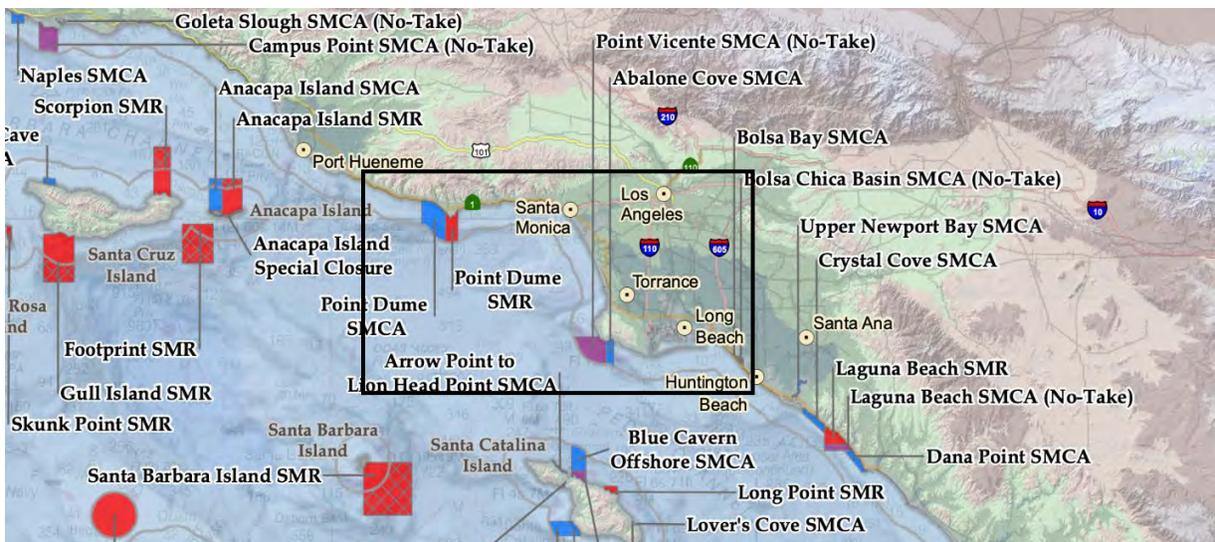


Figure K-1: Southern California MPAs map with Los Angeles MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	1	1
	State	2	2
	Local	6	7
Non-Governmental Organization	Conservation	4	9
	Education	-	-
	Recreation/Diving	-	-
Fishing	Recreational	1	1
	Commercial	-	1
	Sport	-	-
Businesses	Recreational	-	-
	Commercial	1	1
Tribal Government and Community		1	1
Academics, Universities, & Research		2	5
Zoos, Aquariums, Museums, & Animal Rescues		2	3
Unaffiliated Community Members		-	3
Others		-	-

*Table K-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:**Regional Characteristics:**

- Significant population size compared to beach availability
- Highly visited MPAs, coast and beach with ports in San Pedro, Long Beach and the Redondo Beach marinas and boat launches
- Focuses on ensuring the collaborative is representative of all voices in the community

Significant Challenges:

- Leadership seeks clearer direction from the State on where the collaborative's efforts are most needed
- Insufficient funding presents a challenge to the collaborative both in pursuing projects and assessing the impact of previous projects

Major Activities:

- Spearheading education and outreach in response to increase in visitation and illegal take from MPAs during COVID-19 pandemic
- Hosted a biannual community event that celebrates the ocean and MPA stewardship called Honor the Ocean
- Created and distributing bilingual fishing brochures and posters

Collaborative History

Regional Characteristics

Los Angeles County is the most populous county in the nation, and likewise, one of the most diverse.⁴⁴ There are approximately 224 languages spoken and leadership of the collaborative seeks to incorporate many stakeholders in representing both culture and language in their education and outreach campaigns.⁴⁵ The region has high racial and economic disparities with one of the highest income inequalities in the nation.⁴⁶ This dense urbanized area is known for its traffic-clogged streets which can pose as a barrier for collaborative members traveling to and from meetings. The beaches, and thus the MPAs, also see a lot of traffic from locals and visitors alike. Lifeguard agencies monitor the beaches and at times can inform visitors of regulations in the MPAs, but ensuring safety is their priority. Los Angeles County is home to Catalina Island which receives approximately 1 million tourists each year. Though Catalina Island has its own collaborative, many of the visitors pass through Los Angeles thereby making it an obvious touch point for educating visitors about Catalina's MPAs.

Los Angeles County was inhabited by the Chumash, Gabrielino-Tongva, Kizh, Tataviam, and Achjachemen peoples prior to European settlement. Some of these Tribes are recognized by the State of California but not currently recognized by the federal government. Chumash Tribal members participated in the South Coast Regional Stakeholder Group and formed a South Coast Tribal Steering Committee. While the Chumash people are supportive of the environmental stewardship aspect of the MPAs, they are not without frustrations with the designation process including its failure to authorize ceremonial Tribal take in the MPAs.

History

The Los Angeles Collaborative was formed in June of 2013. It's founding co-chairs represented organizations that participated in the South Coast Regional Stakeholder Group in the designation process, Heal the Bay and USC Sea Grant. At the time of inception, there was regional awareness and a degree of stewardship of the MPAs. For example, prior to inception, Heal the Bay started local MPA Watch with USC Sea Grant support, a community supported science program that monitors public use of the MPAs. LA Waterkeeper, expanded MPA Watch into the water with their boat-based program. The Network convened Heal the Bay, Santa Monica Bay Restoration Foundation, and USC Sea Grant and together they identified and solicited 22 organizations and agencies to participate in the collaborative. The collaborative formed with these three organizations and other non-profits interested in ocean conservation, as well as universities, the Wishtoyo Chumash Foundation, and government agencies. They have a strong focus on education and outreach and aim to ensure that all stakeholders have a seat at the table.

⁴⁴ World Population Review. (n.d.). Largest Counties in the US 2021. Retrieved February 10, 2021, from <https://worldpopulationreview.com/us-counties>

⁴⁵ Los Angeles Almanac. (n.d.). Language Spoken at Home, Los Angeles County, California. Retrieved March 14, 2021, from <http://www.laalmanac.com/population/po47.php>

⁴⁶ Policy Link and PERE. (2017). An Equity Profile of the Los Angeles Region. Retrieved from https://www.policylink.org/sites/default/files/EquityProfile_LA_Region_2017_Summary_Final.pdf

Alignment between the missions of the organization a member represents and the mission of the collaborative motivates members to participate. For example, a member from the fishing community participates because their organization's mission is "to preserve the sustainable use of the ocean and the anglers' access to it." Many of the members that participate in the collaborative are paid to do so through their organization. Beyond required or supported participation through member's jobs, passion for the ocean and the MPAs is a huge motivator for participation. The collective passion for and creative approach to supporting the MPAs is invigorating and keeps members coming back. One member's face lit up as they described the collaborative, stating "The LA Collaborative is really fun! It is filled with really excited people who are wanting to change the world and have really exciting ideas."

Leadership

The organizations represented by the three co-chairs, Heal the Bay, USC Sea Grant, and LA Waterkeeper have been involved in the collaborative from the beginning. Heal the Bay was "instrumentally involved in establishing the collaborative." Holding a co-chair position since inception, they maintain a strong presence. Emily Parker, the current co-chair with Heal the Bay, has a strong focus on research and helps identify where the collaborative's work overlaps with other Heal the Bay initiatives thereby increasing resources. In addition, since Heal the Bay is the fiscal sponsor of the collaborative, she manages the fiscal component of the collaborative's reporting.

USC Sea Grant has also held a co-chair position from the inception of the collaborative with the position only changing hands once. With less turnover, their organization offers stability in leadership and a strong understanding of the MPA designation process and the evolution of the collaborative. Linda Chilton with USC Sea Grant focuses on preK - grey education and outreach, as well as upholding the collaborative's aim to incorporate all perspectives in Los Angeles County into the collaborative's work.

In recent years, Michael Quill with LA Waterkeeper joined as a third co-chair. He contributes knowledge of policy and regulation, as well as serves as a conduit to the fishing community due to his interactions with anglers through his boat-based work. He has been instrumental in engaging inland communities in experiencing MPAs with an emphasis on youth as well as Tribal members.

The co-chairs are dedicated to "connecting and sharing with the San Diego, Orange County, Santa Barbara Channel and Catalina Collaboratives." There is ongoing communication with the co-chairs of these other collaboratives and in the case of Catalina, this includes attending their meetings.

Activities

Much of the collaborative's activities are focused on education and outreach. Most recently, the collaborative chairs partnered closely with CDFW, the city of RPV and Cabrillo Marine Aquarium to address an increase in visitation and illegal take in tidepools within the MPAs. Other education and outreach efforts include the creation of fishing brochures and posters in English and Spanish, training community members to speak about MPAs to the public, and hosting a biannual community event.

Structure

The collaborative meets approximately three to four times a year. Members decided on this frequency because they believe it allows enough time for development of new shareable content while occurring often enough that members stay engaged. In addition, an Education and Outreach Subcommittee meets monthly and reports at the larger collaborative meetings. The collaborative most recently formed a Diversity, Equity, and Inclusion Subcommittee and is in the process of setting the Subcommittee's schedule. Project specific subcommittees are also formed as new projects arise. Members often volunteer to chair subcommittees, but delegations are made when necessary. The co-chairs maintain communication between meetings and send out collaborative-wide emails at least monthly.

The collaborative meetings are hosted during the day as some members participate through their traditional 9-5 jobs. In the early years, the meetings were hosted at Heal the Bay's headquarters in Santa Monica but parking was a challenge and many members had a hard time reaching the location. As time went on, the collaborative moved to rotating venues throughout the county while remaining close to the MPAs when possible. In the past couple of years, they prioritized venues with internet service so members can join meetings virtually. The virtual option was an effort to reduce barriers to attendance like busy schedules and has increased participation. Attendance hovers around 20 or so. There is strong participation from conservation groups and state and local government agencies like California State Parks and the Cities of Rancho Palo Verdes (RPV) and Malibu, though Malibu has lessened as they focus on the impacts of wildfires. When compared to other collaboratives across the network of collaboratives, the collaborative has the most consistent participation from CDFW Law and Enforcement.

Meetings typically consist of members sharing about their work, subcommittees reporting out, participants discussing emerging issues in the MPAs and strategizing collaborative approaches to address issues. New funding opportunities are presented, and potential projects brainstormed. The meetings also serve as an opportunity for the Collaborative Network to inform collaborative members about their work and the work of other collaboratives across the state.

Major Activities

Response to Increase in Illegal Take During the COVID-19 Pandemic

During the COVID-19 pandemic, there was an increase in visitation and harvesting in tidepools within the MPAs. The cause of the increased harvesting in some cases has been tied to social media, need or desire for food, and other unknown factors. The Los Angeles Collaborative recognized the issue and spearheaded a statewide response. Co-chairs and members worked with the CDFW, RPV Rangers, LA County Beaches and Harbors, scientists and community groups to address areas of greatest concern. In Los Angeles County this was RPV, San Pedro, and Malibu. Leadership partnered with members in those cities to see how they could best support them. The collaborative launched an education campaign which included distributing information about tidepool regulations through volunteers stationed at the tidepools, local newspapers, cable networks, and various websites. They increased monitoring with MPA watch shore and boat programs. In addition, the collaborative hosted a three series roundtable to increase monitoring efforts and educate the Public. This project resulted in increased communication between CDFW

and the collaborative, and attracted new members. The Collaborative Network provided additional support to increase signage in RPV and Malibu.

MPA Speakers Bureau Training Program

This program is designed to train collaborative and community members to give presentations to the public about MPAs. The intent is for the trained speakers to use prepared materials at speaking engagements to increase MPA awareness and hopefully create MPA ambassadors throughout the community. The collaborative created four speaker kits for trainees to use. The kits include a digital copy of the presentation, projectors, and laminated MPA posters. The presentation covers the ocean crises, defines MPAs and their benefits, and details the types and locations of MPAs in Los Angeles County and throughout the State of California. Trained speakers include educators, students, boat operators, and camp managers. In partnership with the Catalina Island Collaborative, the Los Angeles Collaborative provided a pilot MPA Speakers Bureau training on Catalina Island and now house two of the speaker kits on the island. Feedback from the 23 participants in the Catalina Island training pilot was incorporated into the training presentation. The project was funded by a small grant received from the Ocean Protection Council.

LA County MPA and Fishing Brochures and Posters

The “Guide to Fishing in and near Marine Protected Areas” brochure contains a map of the Los Angeles County MPAs, highlights their boundaries, and details what activities are and are not allowed in them. The content creation for the original guide was a true collaborative effort with participation from a broad range of members from the collaborative including CDFW wardens and representatives from aquarium, education, and non-profit organizations. Much of the creation and decision making was done collectively in working meetings, while edits were completed by individuals. Upon completion of the brochure, it underwent a review process at CDFW and ultimately was approved to include the CDFW logo.

The first version of the fishing brochure was funded by a grant from RLF. In 2017, the collaborative received a grant from Ocean Protection Council to update the fishing guide with more information about fishing opportunities at the request of and with support from collaborative members actively part of the fishing community. Additions included information on fishing access, boat launch ramps, and coordinates for water locations with direct engagement and consultation with the fishing community. External feedback was solicited and incorporated by a co-chair presenting the draft brochure at a California Fish and Game Commission meeting. Content from the brochure was used to create posters as well. The brochures and posters are printed whenever funding is available and are utilized in targeted outreach to the anglers in bait and tackle shops, fishing license retailers, local harbors and marinas, and ocean recreation businesses. The brochures and posters are available in English and Spanish. The Spanish translation was provided by Heal the Bay.

Honor the Ocean Celebration and Cultural Event

Honor the Ocean is a community event that celebrates the ocean and MPA stewardship. The first event was held in 2016, the second in 2018, and the third was planned for October 2020 but was postponed due to COVID-19. The concept started off as an educational event along the marine

reserve in Malibu, but through close planning with the Wishtoyo Chumash Foundation, it morphed into a “cultural plus ecological celebration.” One co-chair explained about centering the Tribal voice in the event planning process, “I really tried to be respectful and learn from the Wishtoyo Foundation and find out what they wanted to share during this event. We found doing it this way was really good for community and respect building.”

Past events were held at Zuma Beach which straddles two MPAs, Point Dume State Marine Conservation Area and Point Dume State Marine Reserve. The celebrations opened with a ceremonial Chumash blessing of the tomol, the Chumash redwood sewn-plank canoe “Xax A’lul-koy” of the Chumash Maritime Association. Wishtoyo Foundation provided storytelling and interpretive tables for visitors of all ages. Several collaborative member’s home organizations set up educational tables to share about their organization’s relationship to the ocean and the MPAs. Heal the Bay, LA Waterkeeper, the Bay Foundation and the city of Malibu shared about conservation efforts and the benefits of the MPAs. The Coastal Conservation Association California (CCA CAL) talked about sustainable fishing and fisheries and “how fishermen relate to the ocean”. The Santa Monica Mountains Resource Conservation District explained how local watersheds impact the MPAs using a hands-on model. Tongva and Chumash people shared traditional stories and songs. LA County Lifeguards and the California Department of Fish and Wildlife distributed information about career opportunities. Malibu Makos offered free surfing lessons. The overall message to attendees was about human’s connection to the ocean, and how to care for the oceans and the MPAs.

The 2018 event drew 125 attendees which included sixty high school students from inland communities that arrived by bus. Transportation for the students was arranged by the collaborative through the County Supervisor’s Office. An honorarium was paid to the Wishtoyo Chumash Foundation for sharing their knowledge about the coast and the ocean through Chumash Traditional Storytelling and transporting their tomols to Zuma Beach. Funding for the events was obtained through RLF (2016) and the Ocean Protection Council’s Small Grants Program (2018).

Benefits of the Collaborative to the Members

Forum for Exchange

A co-chair described the role of the collaborative as, “The collaborative serves as the connecting organization to bring the folks involved in enforcement, the folks involved in monitoring, research, education and outreach all together to the same table to talk about what are the issues for Los Angeles County.” Members spoke of the forum that the collaborative provided to share their organization’s work and identify opportunities to amplify it through partnerships. An example is LA Waterkeeper partnering with Wishtoyo Foundation to help connect Chumash people to their maritime culture by taking people out on the water. Additionally, for some members, the collaborative serves as the platform to ensure their community’s voice is heard and stay apprised of new developments in the MPAs. A member of the fishing community stated, “I think the benefit lies in the fact that I represent my organization’s point of view. I hope I articulate it in a manner that is understandable by all parties at the table, and I’m able to bring back to my organization what’s happening at the collaborative.”

The Collaborative Network: a Statewide Conduit

Another benefit to collaborative members is access to the other collaboratives through the Collaborative Network. A past co-chair noted that utilizing the Network to gain access to other collaboratives was instrumental in expanding the local citizen science MPA monitoring project called MPA Watch. They stated, “at the state level, the collaboratives ended up being a really good conduit to get MPA Watch to become a statewide monitoring network.” Another co-chair mentioned that connections through the Network resulted in an ongoing regional MPA management discussion with OCMAC and the San Diego, Santa Barbara, and Catalina Collaboratives.

Facilitating Factors

Overlap Between Full-Time Job and MPA Collaborative

From the inception of the collaborative, having members whose full-time job is tied to the MPAs has proven beneficial. One of the founding members had a job with a primary focus on MPAs. Their full-time position required that they attend California Fish and Game Commission hearings and participate in CDFW working groups. The knowledge gained by participating in these discussions with the State and other stakeholders was advantageous in shaping collaborative priorities.

Existing relationships of member organizations developed through MPA work are also beneficial. One founding co-chair believes a working relationship with the Wishtoyo Chumash Foundation aided in recruiting and retaining the Foundation as a collaborative member. The previous co-chair explained, “I’d been working with Wishtoyo for some time on MPA watch and MPA work already. Through that relationship and trust building, they taught me about traditions and customs for when you work with Tribal groups. They taught me how to be more respectful and how to honor them.” Lastly, members whose organizations work in MPAs tend to have increased capacity to work on collaborative projects. This is especially true for co-chairs as noted by a past co-chair who said, “I do think it seems to be pretty critical that it is built into some of the co-chairs’ jobs to work in MPAs.”

Working Meetings

Carving out time in the agenda of the collaborative or subcommittee meetings to host a working session is a strategy that a past co-chair utilized to increase participation on projects. The members are busy people and having dedicated time to work collaboratively increased productivity and diversity of thought. The co-chair explained, “I know having working meetings is a better way to get things done. Relying on people emailing feedback, you’ll just get the same few people to respond. When we were editing our education brochure, for example, we had them printed out at a conference table and we all worked on it together. Everybody (in the room) from Department of Fish and Wildlife Wardens to aquarium staff, non-profit staff and educational institutions.”

Investing in Tribal Relationships

One of the founding co-chairs had a previous working relationship with representatives of the Wishtoyo Foundation. They believed “Wishtoyo is a really important partner” and recognized

that it was “a lot more difficult for Tribal representation to attend meetings in person.” In order to keep the Wishtoyo Foundation engaged, they utilized “one on one outreach and communication.” They explained, “I would work with them on the side and give them updates if they couldn’t make the in-person meetings.” The founding co-chair invested time in building that relationship and this trust building made representatives of the Wishtoyo Foundation feel like welcomed and valued members of the collaborative. In describing how they felt welcomed at the LA Collaborative, a representative of the Wishtoyo Foundation stated, “if you are invited by person you know to participate in something, then it feels safe. There's this level of accountability that the person who introduced you took on in inviting you to the space. You're going to feel welcome there, and you're going to be safe there, and it's going to be a good use of your time to be there.”

Sharing of Organizational Knowledge

Two of the member organizations have held a co-chair position since the inception of the collaborative. A founding co-chairs from one of these organizations noted that as the responsibility of co-chair has changes hands over time, they scheduled a meeting with new person from the organization taking on the role. The founding co-chair explained, “when people reach out to me or I hear they have hired new staff, I’ve always made sure we’ve had lunch. I tell them about its inception and share tips.” In one case, these meetings persisted every few months throughout the new co-chair’s first year to allow for continued discussion about the organization’s work including with the collaborative. These meetings minimized the loss of knowledge when there was staff turnover.

Leadership Valuing Diverse Perspectives

When asked about the role of the collaborative, one co-chair mentioned the responsibility to “make sure all those voices (those connected to the ocean) are heard.” Though collaborative leadership recognizes that there are still voices that are lacking in their community, they work to ensure the perspectives of their existing members are valued and heard. Several members mentioned that they felt welcomed and respected even when their perspective was not that of the majority. A Tribal member recalled a time that they were voicing their frustrations with the continued assumption that members of their community were ignorant to western science. They spoke with appreciation for the co-chair who spoke up to affirm the bias and note that they had heard it explicitly in previous MPA work outside of the collaborative. Similarly, a member of the fishing community praised the culture saying, “The leadership is very collegial and very respectful of all points of view. I believe she (a co-chair) values my judgment and my point of view, even though there are a lot of areas where we don't share the same point of view. And I feel that when I disagree with a topic being discussed at the collaborative meeting, my input is duly noted. Sometimes I sway opinions, sometimes I don't, but I feel that I get an honest audience.”

Delegation

With co-chairs holding leadership positions in the collaborative, it can be easy for the responsibility of projects to fall on them. “I started designating people to be the point person for different projects,” said a past co-chair about distributing project workloads. The co-chair would first ask for volunteers and if that proved unfruitful, they would ask individuals to take on ownership of the project. The co-chair found this to be an effective strategy in increasing productivity of the collaborative and decreasing the risk of co-chairs becoming overburdened

with collaborative related work. They mentioned it was particularly successful if the delegate was “housed in an organization that had MPA work as part of their mission.” This strategy was successfully utilized for the Education Guide; the Bay Foundation took responsibility for aggregating member feedback on the guide and executing edits before delivering it to the designer.

Participation from Enforcement

Collaborative leadership believes that strong participation from enforcement agencies, such as CDFW, has increased the quality of their products. As one co-chair said, “the more enforcement agencies we had as part of the collaborative, the way better our products were.” Having enforcement involved in the production of educational materials allows for early detection of issues rather than unexpected delays to final production. Early detection was highlighted as a benefit of co-production for the education guide, the co-chair noted, “We made sure that the Department of Fish and Wildlife was one of our partners from the get-go, so they weren't going to see what we thought was a finished product and then have so many issues with it.”

Using External Contractors to Expand Capacity

The opportunity to use external contractors to implement administrative tasks for projects has been effective. For example, some grant funding was used to hire an event planner to organize education booths, acquire county and local permits, and promote the Honor the Ocean event. The content (theme, flyers, etc.) was owned by the collaborative but they needed help with the administrative tasks that the members did not have the bandwidth to do.

Challenges

Lack of Clear Direction from the State

The collaborative leadership feels that there is a lack of communication from the State on what the collaborative’s impact is, where they can be useful, and how the State views the collaborative’s role in MPA management. Though the collaboratives are designed to contribute to bottom-up management, the leadership of the collaborative recognizes the State as the final decision maker (in management) and wants their input and direction. Furthermore, leadership would like to play an active role in the State’s MPA management by being invited to participate in the management planning process. As one co-chair stated, “I think of the collaboratives as being stakeholders. Having a role in the discussion of what and where things are going is super valuable and not always there.”

Reaching Disconnected Communities

One aspect of the collaborative’s education and outreach efforts that they would like to expand is increased access for communities in LA county that have not had the opportunity to connect with the MPAs and the ocean. In describing these communities, a member explained, “they live in a city that’s on the water, but a lot of them have never been to the beach.” One co-chair acknowledged transportation, the cost of parking, and the process of discovering “the opportunities to know what’s there and how to be guided through (the MPAs),” as barriers to

disconnected communities. Another member spoke of their perception of a negative correlation between poverty and water skills. They believed that the previous barriers mentioned, along with the lack of water skills was inhibiting members of the Chumash community from connecting with the water - an important part of their culture. They explained that “you can’t exercise your maritime culture if you can’t deal with the water.” In describing their current efforts to provide transportation, they explained that although they do provide it for Honor the Ocean, “it’s the only day we work at providing buses with our council districts to bring communities down in those spaces.”

Insufficient Funding

Funding presents a challenge to the collaborative both in pursuing projects and assessing the impact of previous projects. One co-chair mentioned that the collaborative has been forced to push off the Honor the Ocean event despite strong interest. “The Honor the Ocean celebration is something that’s so valuable and growing. At the same time without funding, it limits the ability to host the event on a regular basis.” According to leadership, it can be “frustrating not being able to move things forward in areas that everybody recognizes there is a gap.” One gap that has not been addressed due to funding is the translation of MPA signage to languages other than Spanish and English. The collaborative believes these translations are critical to MPA management.

Beyond funding new projects, the collaborative needs resources for impact assessment of completed projects. For example, “there hasn’t been funding to go back and analyze how much has the Fishing Guide made a difference.” Without impact assessment, it can be challenging to determine where future resources are best spent.

One co-chair wished for consistent funding from the State, explaining “the relationship would benefit from directed funding to help support initiatives and recognize the work we’re doing is valuable. This would mean we wouldn’t have to always search for funding to continue our efforts.” The co-chair further explained that the pursuit of funding is time intensive which leads to another challenge, member capacity.

Limited Member Capacity

Many collaborative members “have a full-time job that takes more than a full time, so being able to devote the time and energy is really a challenge.” Several interviewees mentioned that the majority of the members are busy people, and that collaborative work is just one of several competing responsibilities. Even for those whose job requires participation in the MPA collaborative, members inevitably must volunteer their time due to the hours that the work takes place. “Most of the events and a lot of the work happens outside of normal hours. So just like any kind of collaborative you know it has to be a labor of love.”

Limited Participation of Tribal Communities

There are several Tribal people and organizations beyond the Wishtoyo Foundation in LA county that do not actively participate in the collaborative. The Wishtoyo Foundation member noted that their foundation’s monetary support to participate in the collaborative is an anomaly. They believe that this lack of funding prohibits participation of other Tribal communities because, “they are working during the day and they can’t afford to do a lot of work that they are not

compensated for”. In expressing the value that the collaborative places on Tribal participation, a co-chair said, “since the beginning of the establishing of MPAs, our Tribal partners have been really critical. They are an essential voice that matters to us.” Without dedicated funding for Tribal participation, only a fraction of Tribal voices is being heard. “The Tribes want to be involved in every aspect of land and water care in our territories. There's no question about that. All Tribes are interested in that. So, the fact that there aren't people there is not evidence of lack of interest, it's evidence that there are barriers.” The Tongva people are one example of a Tribal community whose participation appears to be restricted. As one member put it, “The Tongva are very rarely there. They show up when we need storytellers, but they aren't able to participate in a way that gives them a voice in management.”

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	Department of Defense	X	X
	State	California Department of Fish and Wildlife (CDFW)	X	X
		California State Parks	X	X
	Local	City of Malibu - City Council		X
		City of Malibu - Environmental Sustainability Dept.	X	X
		City of Palos Verdes Estates Police Dept	X	X
		City of Rancho Palos Verdes	X	X
		LA County Department of Beaches and Harbors	X	X
		LA County Fire	X	X
		Port of Los Angeles	X	X
Non-Governmental Organization	Conservation	California Marine Sanctuary Foundation (CMSF)		X
		Conservation International		X
		Hazard Foundation		X
		Heal the Bay	X	X
		Palos Verdes Peninsula Land Conservancy	X	X
		San Fernando Valley Audubon		X
		Santa Monica Bay Restoration Foundation	X	X
		The Bay Foundation		X
	LA Waterkeeper	X	X	
	Education			
Recreation/Diving				
Fishing	Recreational	Coastal Conservation Association California (CCA Cal) & Los Angeles Rod and Reel Club		X

	Commercial	Sea Urchin		X
	Sport			
Businesses	Recreational			
	Commercial	Terranea Resort	X	X
Tribal Government and Community		Wishtoyo Chumash Foundation	X	X
Academics, Universities, & Research		California State University Fullerton		
		CSU Fullerton		X
		Occidental College/Vantuna Research Group	X	X
		University of Southern California		X
		USC Sea Grant	X	X
Zoos, Aquariums, Museums, & Animal Rescues		Aquarium of the Pacific		X
		Cabrillo Marine Aquarium		X
		California Science Center		X

*Table K-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix L: Catalina Island MPA Collaborative

Geographic Scope:

9 MPAs covering 21.55 mi² and 12.8 miles of coastline

Founding Year: 2014

Mission:

The Catalina Island Collaborative is focused on raising awareness about the Island's nine marine protected areas amongst residents and visitors

Current Co-Chairs:

- Lauren Czarnecki-Odin (Laboratory Manager, USC Wrigley)
- Hillary Holt (Interpretation and Outreach Specialist, Catalina Island Conservancy)
- Rebeckah Rudy (Catalina Island Conservancy)

Funding History:

- Fiscal Sponsor: Catalina Island Conservancy
- 2013: \$10,000 from Resources Legacy Fund
- 2018: \$13,500 from the Ocean Protection Council MPA Collaborative Network Small Grants Program

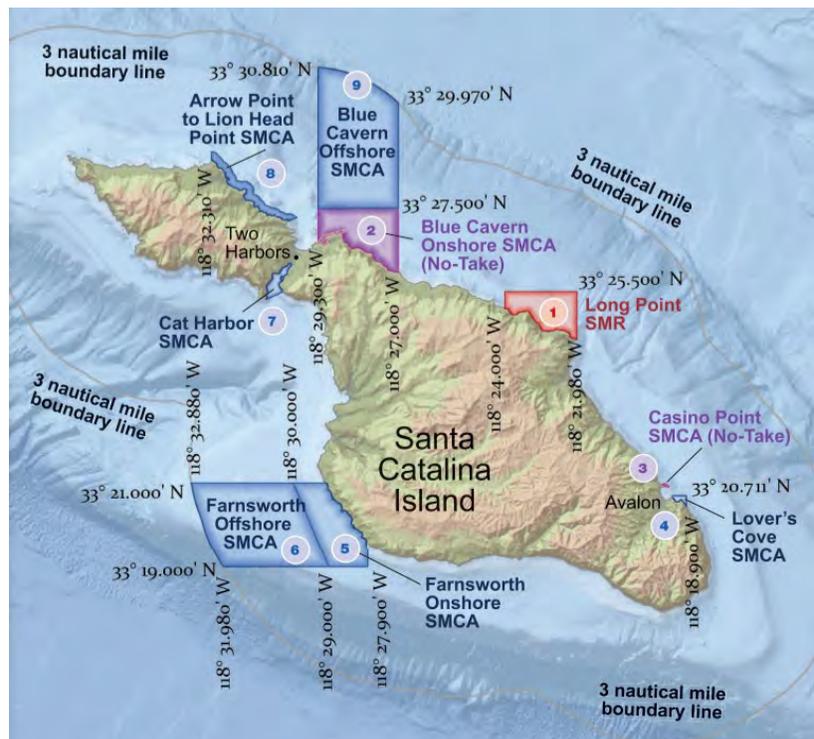


Figure L-1: Catalina Island MPAs. Image Credit: MPA Collaborative Network.

Early and Recent Membership*

Type of Organization		Early Membership	Recent Membership
Government	Federal	1	1
	State	-	1
	Local	3	5
Non-governmental Organization	Conservation	1	4
	Education	-	-
	Recreation/Diving	-	-
Fishing	Recreational	-	-
	Commercial	-	-
	Sport	-	-
Businesses	Recreational	2	4
	Commercial	1	3
	Education	4	5
Tribal Government and Community		-	1
Academics, Universities, & Research		4	5
Zoos, Aquariums, Museums, & Animal Rescues		1	-
Others/Unaffiliated Community Members		-	-

*Table L-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:**Regional Characteristics**

- Strong grassroots community with a small-town feel
- Small island population of less than 4,500, but tourist influx of about 1 million per year
- Most MPAs are easily accessible to boaters

Significant Challenges:

- Most of the members are volunteers and administrative capacity is limited, which can lead to burn-out
- The island geography is such that commuting to meetings can be difficult for some members, making in person meetings hard to attend
- Aggregation and dissemination of information is not always centralized, making accessing information difficult at times

Major Activities:

- The collaborative has worked to put on local and network wide MPA trainings, workshops, and symposiums
- Port signage with regulatory information is a priority as there are so many visitors to the island who are not familiar with MPAs
- Previous project: a waterproof MPA brochure for ocean users

Collaborative History

The Catalina Island Collaborative is located on Catalina Island, which is 22 miles long and 8 miles at its widest point, while ½ mile at its most narrow. It is a small island community with one incorporated town, Avalon (pop. 4,000), and the Two Harbors Village (pop. 298). Each year around 1 million tourists visit the island, which translates into high usage of the more easily accessible MPAs. Catalina Island is part of Los Angeles County, and for a small period of time the island was considered part of the Los Angeles County MPA Collaborative. But during the collaborative establishment phase, Catalina Island residents advocated to form their own MPA collaborative due to the distance and cultural differences between the Island and the Mainland. The Catalina Collaborative can be characterized as “small but mighty,” and “very localized and grass-roots based.” At first, this tight-knit community was resistant to the MPA Collaborative Network, but through the stakeholder process in the MPA designation, they saw the value of collaborating and combining the resources of multiple organizations.

In general, island relationships are fairly informal, where many conversations among colleagues take place down at the harbor, in the streets in town, or at the pier, and work can often get done outside of meetings. This also translates to the working relationships among collaborative members. Relationships are somewhat tenuous, as professional and personal relationships often overlap, and there tends to be a hesitancy to not step on each other’s toes.

Members of the Catalina Island Collaborative include educational camp leaders, a local ocean recreation shop, county enforcement agencies, as well as a few conservation organizations and island-based organizations. The collaborative would like to grow in numbers and gain more support from island residents, the Island Company (a corporation that owns much of the land and leases it to business owners and residents), and the Wrigley Family, who own more than half of the island.

The co-chairs also hope to increase capacity for projects and find ways to increase communication within the collaborative and the Collaborative Network as a whole. They are interested in introducing sub-committees into the collaborative structure as a way to divide the work between members, and have subcommittee meetings in between normal bi-annual or annual collaborative meetings. They also are looking to find ways to reach out to tribal communities, the fishing community and to communities whose primary language is not English. They are working on Diversity, Equity and Inclusion initiatives in collaborative work, such as including a more diverse stakeholder representation of island residents, to understand how they can improve accessibility and signage for all communities who want to use Catalina MPAs.

Structure

Meetings are almost always held in Avalon during work hours, one to two times a year. Decision-making during the meetings is consensus-based, ensuring member voices and opinions are heard. The main method of communication and dissemination of information is by email from the co-chairs to members. Communication with state and federal agencies is often done informally at the harbor, or with a phone-call. There seems to be an open dialogue between the current lead co-chair with state and federal agencies.

The co-chairs communicate among themselves, but the shared responsibility of the leadership team, such as sourcing and writing grants, is often uneven due to differences in allocation of time by their parent organizations. Responsibility seems to fluctuate depending on who is fulfilling the

co-chair role, and the value that their own supervisors see in the Catalina Collaborative. One co-chair who was with the Pennington Marine Science Center at Emerald Bay was brought on right before the pandemic, and was onboarded virtually, but due to pandemic related reasons, he had to step down. Since then, a previous co-chair who works with the Catalina Island Conservancy, has been brought back on to fulfill the co-chair role once again.

Activities

MPA Trainings, Workshops, and Symposiums

In conjunction with the Los Angeles MPA Collaborative, teachers and camp leaders from the mainland and across the island were brought out for MPA specific training at the Catalina Educators and Teacher Education Workshop. The Catalina Collaborative also hosts one-day symposiums at the USC Wrigley Marine Science Center as well as an MPA Speaker Series which facilitates conversations among academics and educators on how to integrate MPA education into daily operations. Speakers were trained to communicate about MPA regulations, history and formation, current research, and ecological benefits. These events have had a positive reception within the Collaborative Network and local educational communities.

Compliance and enforcement trainings for MPA regulations and ticket writing focus on allied agencies like LA County Lifeguards and Sheriffs, and include wardens who help address and clarify issues as they come up. This has been beneficial for members and those going through the trainings.

A speaker bureau that drew from 100 presentations concerning MPA material was held on the island and presentations were then consolidated into a waterproof key ring presentation. This consisted of laminated slides that could be taken into the field by educators and tour guides on kayaks, boats or land-based activities.

Port Signage with Regulatory Information

Informational signage was installed at port entrances for visitors to create awareness around the MPAs, providing maps as well as regulatory information of conduct in each MPA.

Water Resistant Brochures

Brochures made from durable and water-resistant paper were printed and disseminated. These brochures contain a map of the Catalina MPA systems and color photographs delineating MPA borders and designation type. These have been a great asset for the collaborative to pass out to visitors, boaters, fishermen, and recreational users on the island as well as those coming from the mainland. Hard copies have been well received as a resource to be able to pass out at tourism tradeshows to people who have a particular interest in using the waters around Catalina Island, especially to companies who provide dive boat excursions and commercial fishers.

Digitized Material

The tourism representatives pushed the collaborative to format maps and information “in a way that it could be used in multiple environments.” Conversion of the brochure and education material into .pdf and .jpeg files allowed the distribution of information through email, the e-newsletter, and to be posted onto websites. “The predominant interaction of information of a visitor to the island is through digital information,” so having maps with MPA boundaries is very useful. Many boaters with updated versions of their GPS systems now have the MPA boundaries marked, although this is more common for power boats than sailboats. This island is limited in internet coverage, and because satellite connectivity has limited user capacity, downloadable maps alleviate strain on this system.

Remotely Operated Vehicle (ROV) program

An ROV was acquired through a grant from National Geographic and their Explorer program, a partnership with a collaborative membership organization, the Pennington Marine Science Center. A new additional ROV, specific to the collaborative, is housed at the Wrigley Facilities at Big Fisherman’s Cove. Pennington runs an ROV identification and tracking project for Giant Sea Bass on the West End of the island, and shares information with the collaborative. Collaborative members would like to use the trident ROV to look at deeper reefs, of 100 meters or greater, and start doing surveys to document what life is there with further goals of establishing deep water MPAs. These locations are also where a lot of sport fishing vessels and private yachts will fish; should endangered species or habitats be found in these areas, a No-Take MPA may be established, impacting these stakeholders.

Benefits of the Collaborative

Conduit of Information

Members see the collaborative as a way to disseminate knowledge and information concerning MPAs across sectors such as academic research and education, federal and state compliance agencies, conservation and non-profit organizations, fishing communities, and recreational and commercial shoreline and open water users. This includes the public, ocean businesses like dive shops, recreational water activities, tourism and film crews, as well as enforcement officers, or uniformed personnel, such as wardens and lifeguards. The collaborative has also been seen as a way to pass knowledge about local and micro habitats to academics and researchers in order to better keep tabs on local occurrences, such as environmental disturbances or unusual marine activity across the island. Members also share collaborative related events and information to their home organizations, as well as highlight projects or marine related news. The collaborative also allows for diversity of ocean users’ perspective, which helps with creating more accessible material and deliverables.

Creating Partnerships

Members of the Catalina Island Collaborative highlight partnerships that have been facilitated through the collaborative. Often, people work in isolated jobs across the island, so “working together on this collaborative gets us out of our silos a little bit and can we kind of come together

between organizations.” For example, the Catalina Island Conservancy sees the collaborative as a bridge to working with USC’s Wrigley Station, a partnership that co-chairs have noted was facilitated by the collaborative connection.

Enables Connection Across Region

The collaborative is also valued because it enables connections across all South Coast collaboratives in region-wide phone calls, as well as the co-chair retreats that are hosted on the island. Los Angeles (LA) County is the only county to have two collaboratives, and there is cross-over of visitors coming from LA County to Catalina. The two collaboratives have worked together closely to reach boaters, visitors, and fishermen that travel between the two locations. This closeness with the Los Angeles MPA Collaborative has also been helpful in distributing brochures on the mainland side before boaters, visitors and fishermen leave for the island. Additionally, the speaker trainings and symposiums have been a collaboration between the two collaboratives. “I think that it's great to divide and conquer and if people have curriculum that they're writing or the speaker training, which is very heavily written by the LA collaborative,” materials can be used by both collaboratives.

Increased Compliance Maintains Value for Visitor Use

Maintaining the MPAs has also been beneficial for the tourism and film industry. Many people come to the island because of its biodiversity and healthy ecosystem, and to recreate or film underwater photography or movie scenes. Creating awareness of Catalina’s ecosystem and network of protected areas lets users know when to exercise increased caution. Having protected areas around the island “in the midst of all that industry” and that “was somehow managed and protected is phenomenal. That’s a huge success.”

Benefits to the State

Co-chairs feel that the benefit of the collaborative to the State is that the collaborative helps increase compliance of MPA regulations through communication, education and outreach. They also feel that communication and education efforts help “foster love and connection to the MPAs and that the public will comply. The role of the collaborative or the function is to kind of help prop up the State and bring people along. It’s an investment from the community.”

Facilitating Factors

In-Person Meetings

Having a designated time and space to solely focus on collaborative work is needed for the Catalina Island Collaborative to complete its work. Historically, working together in person is easier than not, and is often where the most work gets done. This seems to be due to the close relationships that the community has, and the culture of respect and listening that happens in person. Because most members volunteer, their primary job and family take precedence over collaborative work. However, “once you get them in a room, they’re great.” so building in that time to the members busy schedules is crucial.

Building Relationships on the Ground

Individual relationships built over time in a tightknit community have made it easier for co-chairs to disseminate information to island residents, businesses, and organizations. Sometimes sending emails does not work with this collaborative, so phone calls or going door-to-door and physically handing people brochures has been a successful technique in spreading awareness and MPA related information across the island. Many people are friends or know each other, so casual conversation over meals has been another effective way to share information or answer questions. Academic relationships formed when the lead co-chair was in graduate school and throughout her career have benefited Catalina. These include agency relationships where a co-chair or organization can call one another easily and without red tape. Department of Fish and Wildlife also park their vessels in the harbor, so casual relationships have been built through time. For example, if someone is driving or boating from Two Harbors over to Avalon, the co-chair might ask them to take a stack of brochures over to the Avalon Harbor to be distributed in town.

Assistance from the Collaborative Network

The Collaborative Network (CN) has provided additional staff which has increased administrative capacity, as well as helped the collaborative with planning, organizing, and facilitating meetings. This has enabled regular collaborative meetings, and has helped the collaborative maintain a good relationship with the CN. The CN helps organize meetings in addition to providing food and scheduling happy hours to provide time to build personal connections and improve relationships. During meetings, the Collaborative Network has used anonymous cards to help provide a channel for feedback between members and the Collaborative Network, which allows people to be honest.

Communication with other Collaboratives

Maintaining an open line of communication with neighboring collaboratives has enabled information sharing and collaboration on grants. Especially because Catalina is part of LA County, people coming and going from the mainland can obtain information about the Collaborative and Catalina MPAs at LA County mainland harbors and ports. Grants have been co-written to receive funding for multiple collaboratives with the same initiative, such as translating MPA material into different languages. The close relationship between LA and Catalina even resulted in including Catalina MPAs on the LA County Collaborative Brochure. “One of the co-chairs of the LA collaboratives does a ton of work out at Wrigley as well as part of a USC seagrass project. So they work really well together and they actually had included the Catalina Collaborative map of MPAs on their brochure.”

Challenges

Lack of Funding

All of the collaborative’s projects are funded through grants, which has been challenging because “grant cycles can be sporadic with a couple of years between them.” What most of the grants fund has been another challenge in itself. Most grants require deliverables in order to receive the funding. So, gaining funding for general operations, such as funding an intern or other staff to increase capacity, has been difficult.

Expectation Gaps

There are also gaps between what the fiscal sponsor expects and what the Catalina Collaborative can achieve. Frustration has built up as the Catalina Conservancy “asks ‘why haven’t you done this yet?’ But there is only so much funding allotted, and then we have to wait until funding from another grant comes through.” Additionally, co-chairs are being asked questions concerning internet service coverage, the users’ ability to download maps, and why MPA maps are not being included in military charts, questions they feel they have no control over.

Leadership Fluctuation

Members’ participation in the collaborative is highly dependent on the priorities of their home organization. Thus, turnover of home organization leadership is accompanied by fluctuation in members’ participation in the collaborative. For example, as the fiscal sponsor, the Catalina Island Conservancy has always held at least one co-chair position in the Catalina Island Collaborative. However, for a while, a co-chair had been inactive due to a shift in the Conservancy’s priorities away from MPA issues, which was caused by a change in the Conservancy’s leadership. Recently, a co-chair was brought back and has been able to begin participating in collaborative initiatives once again.

Capacity/Inability to Delegate Tasks

Almost all members of the Catalina Island Collaborative are volunteers, so “often project work falls primarily on the co-chairs, which leads to co-chair burnout.” Leadership of the collaborative is stretched thin, in part due to a reluctance to delegate or share tasks. Current leadership feels that it is only fair to take on most of the burden of the work because they are the only ones getting paid. For example, the current co-chair who maintains the most power and seniority has felt that she must take on the entire responsibility of the collaborative. She has authored or co-authored every single grant the collaborative has ever applied to. This co-chair is also the main point person between State agencies and the collaborative.

Consistent Member Participation and/or Engagement

Member participation has been a struggle for the Catalina Island Collaborative. Getting members together can be a bit of a push with busy lives, transportation challenges, and timing of the meetings. Sometimes the CN has had to “go out there and physically round them up.” Time commitment of non-paid members is sparse.

Lack of Interest of Stakeholders

Some stakeholder groups are not interested in being involved in the collaborative at all. Important groups who are not actively involved in the collaborative are The Island Company and the Wrigley Family (who own a majority of the island). Marine protection is “just not their thing... they feel that someone else should do it – they don’t need to devote resources to protecting MPAs. The conservation work is being done regardless, so why would they devote resources to it?” Wrigley family members do sit on the board of other stakeholder groups. Many commercial, recreational, and sport fishers “do not want to be involved,” and are not formally a part of the collaborative. Personal relationships, however, have taken the place of formal membership and

information is being shared over “breaking bread” with neighbors who are a part of the fishing community. “If someone has an MPA related question, they know where to go.”

Inability to Engage Stakeholders

Certain groups have been harder for the collaborative to engage with due to lack of funding and capacity for outreach. Catalina would like to engage with Tribal communities, but is having trouble trying to find compensation to provide for transportation, time, room, board and knowledge, which many tribal groups need in order to participate. One member feels that “there's a certain amount of mistrust of outsiders who come on to the island and try to tell people things. You know really, when you think about it – the co-chairs are two white women that aren't originally from the island.”

Another stakeholder group that has been hard to engage are fishermen. One member reflects that “I think there are fishermen that see the benefits of it, but unfortunately, those are also the people that don't show up. Other times maybe they had a bad impression once and now that's their opinion.”

Language Barriers on MPA Outreach Materials

Non-native English speakers are a population that the collaborative is trying to engage through outreach materials and multi-lingual signage. This population makes up a large portion of the 1 million yearly visitors to the island. Being able to reach more non-native English speakers would have a positive impact on the MPAs in terms of nearshore trampling, collecting, and poaching. “We have 26 dialects and languages that we are trying to accommodate. We started out with signs on piers, etc., developing and distributing brochures. Our future hope is to do a multi-language translation of their existing education materials.” Lack of funding is contributing in large part to this. If their funding had been approved in the last grant cycle, “this would have been a perfect time for us to work on this project remotely.” The collaborative hopes to reach visitors and subsistence fishers who might not know where MPA boundaries are. Poaching from shore and by boat has markedly increased during the Pandemic.

Small Island Relationships Can Pose Barriers to Communication

Members live in a very small island community where they have personal histories with each other. Livelihoods and ways of life are sometimes on the line, so many extra precautions and niceties must be extended when working with each other. For example, even though the Conservancy has not always been active in the collaborative, despite having a co-chair spot and being the fiscal sponsor, it is hard to hold them accountable, because on a personal level, they might receive some pushback. Collaborative members need their membership with the conservancy to gain driving access across the island. This means members and co-chairs are afraid to step on each-others toes to get projects done for fear of real social, political, and financial consequences.

Meeting Structure and Location

Meetings are held 1-2 times a year. As a result, the meeting time is more often used for catching each other up rather than making forward progress. Most members are volunteers, and meetings

are within working hours, limiting attendance of volunteer members who work during these hours. Meetings are always held in person in Avalon, which is limiting to those who live elsewhere on the island. Additionally, meetings are sometimes announced only a few days in advance. This can cause difficulties for members who need to arrange for travel either by checking out a vehicle from their organization (as most residents do not own their own car), or preparing to travel by boat (which can be costly and weather dependent). Last minute meetings can also cause disruption to members' schedules and reshuffling needs to happen in order to make the meetings, "limiting everybody's ability to contribute." The collaborative "is most productive when meeting in person," so when members are not able to be at meetings, or when work is done outside of an official meeting, the collaborative cannot get as much done.

For the members who live and work in Avalon, this is not a barrier. For those who live on the West End (Two Harbors and beyond), this takes a lot of effort. By car it is over an hour each way through winding and not always smooth terrain. Boat access is even more weather dependent. Sometimes boats do not run at the time of day a member might need them, or may not even run at all on a given day.

Lack of Organized Social Media Presence

The collaborative does not have a well-established internet presence, especially on social media. Individual members post things through their own organizations but not through the collaborative-maintained sites. The CN created a Facebook group but it is not used that much by members due to lack of capacity for maintenance as well as worries of "the Facebook page turning into a place to trash the MPAs." This is a challenge for the collaborative because social media is an effective method of communication between collaboratives and the public. The absence of an active social media presence inhibits public participation and is a missed opportunity for information sharing.

Conflict Among Stakeholder Interests and Objectives

Sometimes information is not shared between collaborative member until collaborative meetings. This includes intellectual property or things that are happening around the island that could be important for others to know about, such as habitat disruption, or scientific findings. One member noted that "opportunities for funding have been withheld until the meeting, creating a short notice before a deadline, even though other members knew about it in advance."

Another place this has been seen is between conservation organizations and the fishing community. Some conservation organizations are interested in deep water information-gathering to know if they need to advocate for more protective measures, but sport and private fishers, often boating in from the mainland, are not willing to talk with marine scientists, not trusting their motives. This is one of the reasons for using the ROVs to gather information on deep water habitat.

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	National Park Service		X
		Department of Defense	X	
	State	California Department of Fish and Wildlife		
	Local	City of Avalon - Avalon Harbor Master	X	X
		City of Avalon - Recreation Department		X
		LA County Lifeguards	X	X
		LA County - Fire		X
	LA County Sheriffs	X	X	
Non-Governmental Organizations	Conservation	California Marine Sanctuary Foundation		X
		Catalina Island Conservancy	X	X
		Coastal Ranger CIC		X
	Recreation/Diving			
Fishing	Recreational			
	Commercial			
	Sport			
Businesses	Recreational	Descanso Beach Ocean Sports	X	X
		Coastal Ranger CIC Descanso Beach OS		X
		Catalina Adventure Tours		X
		Mountain and Sea Adventures	X	X
	Education	Mountain and Sea Adventures - Emerald Bay		X
		Catalina Island Marine Institute	X	X
		Boys Scouts at Cherry Valley	X	
		Boys Scouts at Emerald Bay	X	X
		CELP at Howlands Landing	X	X
		Pennington Marine Science Center	X	X
Commercial	Santa Catalina Island Company		X	
	Catalina Chamber of Commerce	X	X	
	Santa Catalina Island Company		X	
Tribal Government and Community		Pimu Catalina Island Archeology Project		X

Academics, Universities & Research	California State University Fullerton		X
	Emerald Bay Outdoor Academy		X
	USC Sea Grant	X	X
	USC Wrigley Institute	X	X
Zoos, Aquariums, Museums, & Animal Rescues	Catalina Dive Museum		X
	Marine Animal Rescue	X	
Other/Unaffiliated Community Members	SCE- Environmental Engineer		X

*Table L-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix M: Orange County MPA Council (OCMPAC)

Geographic Scope: 7 MPAs covering 18.82 mi²

Founding Year: 1999

Mission:

The mission of OCMPAC is to collaborate at a regional level to assist and inform the public and partner agencies in order to support the effective management of Orange County marine protected areas.

Co-Chairs:

- Ray Hiemstra (Associate Director of Programs, Orange County Coastkeeper)
- Lana Nguyen (Environmental Scientist, California State Parks)

Funding History:

- Fiscal Sponsor: OneOC
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Small Grants Program
- \$100,000 from Resources Legacy Fund over multiple years
- California Environmental Protection Agency (CalEPA) by way of Coastkeeper - \$10,000 enforcement training
- Private Donor - In-kind contributions

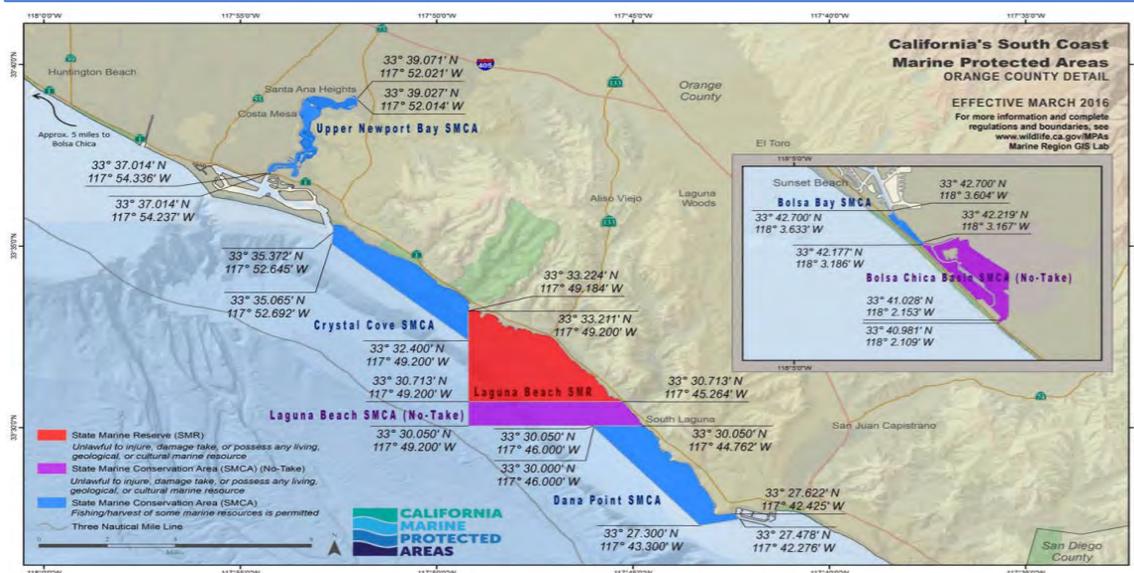


Figure M-1: Orange County MPAs. Image Credit: MPA Collaborative Network

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	1	1
	State	2	2
	Local	7	8
Non-governmental Organization	Conservation	4	9
	Education	-	-
	Recreation/Diving	-	-
Fishing	Recreational	-	2
	Commercial	-	1
	Sport	-	-
Businesses	Recreational	-	-
	Commercial	3	3
Tribal Government and Community		-	1
Academics, Universities, & Research		-	5
Zoos, Aquariums, Museums, & Animal Rescues		-	-
Unaffiliated Community Members		-	5

*Table M-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Characteristics:*Regional Characteristics:*

- Strong beach and surf culture
- Oldest MPA Collaborative and was used as the model for the others
- Robust member participation

Significant Challenges:

- Retired formal Memorandum of Agreement created barriers for new organizations interested in joining
- Insufficient funding presents a challenge to the Collaborative both in pursuing projects and assessing the impact of previous projects

Major Activities:

- Hosted annual MPA enrichment trainings for docents participating in any of the various docent programs in the County
- Awarded a grant from a private anonymous donor to develop a five-year strategic business plan
- Conducted an in-kind contributions study which found that over \$4 million of contributions were made by non-state members from 2013-2015

Collaborative History

Regional Characteristics

The region has a strong beach and surf culture. Lifeguard agencies monitor the beaches and therefore, can serve as informal enforcement in the MPAs. The County was home to MPAs established in the late 1960s and 1970s, leading to a relatively high regional familiarity with MPAs prior to the most recent MPA designations in 2012.

History

Formed in 1999, the Orange County Marine Protected Area Council (OCMPAC) is the oldest MPA collaborative and was used as the model for the creation of the remaining collaboratives after the establishment of the MPA Collaborative Network in 2011. Originally the Orange County Marine Life Refuge Project, it was established as “a task force to figure out why Orange County’s tidepools are being loved to death.” The task force worked to install signs at the access point of every MPA to notify visitors that collecting was not allowed in the tidepools. In 2006, Calla Allison, now the Director of the MPA Collaborative Network (CN), was hired as the Laguna Beach Marine Protection Officer. She partnered with the Ocean Institute, City of Newport Beach, Laguna Ocean Foundation, CA State Parks, and Orange County Parks to reconvene the tidepool task force and grow it into a council of organizations to increase regional efforts. Initial projects included enforcement trainings and clarification of tidepool protocols with local universities conducting research within the MPAs. Members included the Ocean Institute, Orange County Parks, Crystal Cove State Park, MBC Aquatic Sciences, Laguna Ocean Foundation, Orange County Coastkeeper, and the Cities of Newport Beach, Laguna Beach and Dana Point.

In 2010, Calla Allison was hired as the Staff Director of OCMPAC with funding from Resources Legacy Fund (RLF). Around this time, Calla began conversations with RLF, California Department of Fish and Wildlife (CDFW), and World Ocean about expanding OCMPAC’s collaborative model across the state. In 2011, OCMPAC moved to a more formal structure and implemented a Memorandum of Agreement. RLF funded OCMPAC to create a model of collaboration and in 2012 agreed to expand the model into a pilot project for three other counties: San Mateo, Santa Barbara, and San Diego.

Members were motivated to participate in the original task force by the desire to create consistent messaging about the MPAs in Orange County. One member from a local university explained, “What got me involved is that people would approach me while I was doing fieldwork to tell me about the MPA and what activities were prohibited. The message was mixed across locations. I reached out and asked about why this is the case, expressed that it shouldn't be the case and that we really should have a solid standardized message.” Members that joined after the task force evolved into OCMPAC listed job alignment and “personal interest” as reasons for participating.

Structure

OCMPAC has an executive committee made up of two co-chairs, an immediate past co-chair, and a secretary. They are dedicated to diversity in leadership and, therefore, aim to rotate the chair or co-chair positions between public and private sector representatives. Similarly, they try to include

an enforcement representative in the executive committee. In addition, the Collaborative has five subcommittees with their own respective chairs, including:

- Outreach and Education
- Research and Monitoring
- Compliance
- Grants
- Racial and Indigenous Justice

OCMPAC hosts quarterly meetings and rotates venues between member organizations. Meetings are hosted during the day as most members participate through their traditional 9-5 jobs. During the pandemic, meetings moved to a virtual format with almost 40 people at a recent meeting. Prior to the pandemic, attendance was still robust.

“We get great attendance at meetings. Most of our members have a representative there every time and participate.”

The subcommittees meet individually between OCMPAC’s quarterly meetings to discuss activities related to their focus and provide reports at the larger meetings. Members consist of environmental restoration and conservation groups, nonprofit organizations, academic institutions, and city and county officials.

Meetings typically consist of members sharing about their work, subcommittees reporting out, and participants discussing emerging issues in the Collaborative and the MPAs. The meetings also serve as an opportunity for the Collaborative Network to inform Collaborative members about their work and the work of other Collaboratives across the state. When structural or organizational decisions arise, leadership may enact voting for the decision-making process. While scenarios where voting is used are infrequent, examples include the approval of the creation of the Grant Subcommittee and approval of the annual budget.

Up until late 2019, OCMPAC operated under the guide of an MOA that required that the spokesperson of a member organization attend a minimum of 75% of OCMPAC meetings and participate on at least one subcommittee. Failure to meet the participation requirements would result in members losing their status as a signatory and voting rights. Each organization was allotted one vote regardless of the number of people participating. Due to the involved process of becoming a signing member or editing the agreement as members come and go, the Collaborative made the decision to move to a less burdensome process with lesser participation requirements. Further details about the decision to revise the MOA can be found in the Facilitating Factors and Challenges sections.

Major Activities

Docent Training

Docents are educators stationed at highly visited tide pools to educate the public about responsible tide pooling practices. They also report illegal activities to enforcement agencies. OCMPAC hosts an annual MPA enrichment training for docents participating in any of the

various docent programs in the County. Beyond supporting enforcement, docents share knowledge about the organisms that live in the tidepools and MPAs. For this reason, they are an important piece of education and outreach and efforts to increase MPA stewardship amongst the public.

Public Seminars

OCMPAC hosted several public research seminars to share information about research occurring in the MPAs. An example of one of these events is a seminar held just after the designation of the MPAs. Scientists were funded to do a baseline characterization of different areas like lobster fisheries and tidal and sandy beach habitats. Preliminary findings from the baseline studies were shared with approximately 40-50 participants. Attendees included state and local agencies, conservation NGOs, and other members of the general public.

Brochures: Compliance and Interpretive

The Orange County Marine Protected Areas Brochure contains a map of the Orange County MPAs, details what activities are and are not allowed in them, and contains contact information for reporting poachers and polluters. The “Guide to Tidepool Exploration in Orange County MPAs” includes best practices for environmentally responsible tidepooling. It also highlights the organisms that can be found within the MPAs. The brochures are printed and distributed by members whenever funding is available.

In-Kind Contributions Study

In 2018, a study funded by a private donor was published on the in-kind contributions to OCMPAC from non-state members of the Collaborative. The study collected information on contributions members made to OCMPAC from 2013-2015. For the study’s purposes, in-kind contributions included labor services, goods, equipment, supplies, travel and facilities. Researchers found that over \$4 million of contributions were made by non-state members. Labor services were of the greatest value at \$1,461,804. The paper also separated the contributions into four categories: (1) Outreach, Education and Compliance Building, (2) Research and Monitoring, (3) Partnership Coordination, (4) Fundraising Support, and Other. Outreach, Education and Compliance Building was found to be the category with the greatest contributions, totaling to \$854,916. The study’s results are often shared by the CN when demonstrating the level of support the Collaboratives can provide. As one co-chair put it, “One of the roles that OCMPAC has played is paving the way for the Collaboratives. We were the first Collaborative and by far have been the most well-funded Collaborative. So identifying the value of the services provided, that was super important.”

Five-Year Strategic Plan

OCMPAC was awarded a grant from a private anonymous donor to develop a five-year strategic business plan. Blue Earth Consultants was hired to facilitate the strategic planning process. In preparation for the strategic planning workshops, the consultant conducted interviews with 17 OCMPAC members and 13 external stakeholders. Feedback from the interviews was synthesized to create a straw proposal of the Strategic Business Plan to serve as a starting point for the Collaborative. Key findings were presented in a PowerPoint presentation, along with the straw

proposal, at a one-day working meeting with OCMPAC members. Blue Earth led discussions during the meeting, and in a follow-up session with the OCMPAC leadership team, to help them further develop a draft Strategic Business Plan. An additional one-day member retreat was hosted by Blue Earth in April 2019 to review, revise, and finalize the Strategic Business Plan.

Goals laid out in the plan included increasing capacity through the addition of paid staff. OCMPAC will bolster its capacity by phasing in paid staff over the five years of the Strategic Business Plan, based on financial resources and needs. Staff roles that OCMPAC may add include a Program Coordinator, Executive Director, interns, and a Communications Coordinator. Staff positions will support the Leadership Team and members to implement projects. Another goal includes an increased emphasis on supporting science-based decision-making. This includes creating a forum for researchers to communicate about and build scientific and socioeconomic knowledge of MPAs.

In order to meet the Strategic Business Plan, the Collaborative must increase their budget significantly, although incrementally. One co-chair spoke of the need to secure grant funding for the strategic planning goals, saying “I’ve been with my organization for 20 years and we have a \$2 million dollar budget. I think the funding goals are very doable. In fact, if anybody just put some work into it, I think we can easily make those.”

Benefits of the Collaborative

Opportunity to Network

In describing the role of the Collaborative, a co-chair said “In our region, the Collaborative really serves as a networking opportunity. It’s a good opportunity for the stakeholders involved in MPA implementation, research, or education to get together.” Members share about their work during the meetings, allowing for other members to identify areas where their work and interests overlap. One member mentioned that their initial motivation for participating in the Collaborative was the potential to acquire work. Though they did not feel that the relationships they built through the Collaborative ever led to new clients, they noted instead that it grew their network of potential contractors to hire. He explained, “I now know people. For example, if we need somebody to help us with intertidal work, we can go like, Jay, can you work for us? We can kind of interact with people on another level.”

The meetings also provide a routine opportunity to communicate with other members when connecting otherwise might require more effort. “The networking aspect is a really good opportunity. When I head to an OCMPAC meeting, that’s my chance to talk to somebody about something I have going in State Parks, or the County, etc.” said one co-chair.

Access to Knowledge that Strengthens Their Work

Another member spoke about harnessing the expertise of the members to train the docents. They highlighted how this resulted in better education of the public: “It’s great to make those connections within the Collaborative to the broader network. Like, I’ve had a CDFW game warden talk to my docents and another member present his research projects. I think it’s good to be able to share what everyone’s doing with one another just to create a better informed like staff and public.”

Forum for Exchange

The value of the Collaborative goes beyond the support of enforcement of the Orange County MPAs, extending to increased communication regarding observations within the MPAs. The following is an example given by a member, “Let’s say I found an abalone die off at one site. I would then send this out to the group and say, ‘Is anybody else seeing this in their locations?’ So, it just leads to good communication across a wide variety of stakeholders.” By increasing communication about activities and observations in the MPAs, there is greater opportunity to identify problems. In addition, given the diversity of stakeholders, there is a greater pool of resources and perspectives to develop solutions.

Cultivates Respect and Understanding of Others’ Perspectives

Collaboration with organizations from different sectors and diverse perspectives allows members to build personal connections. These connections foster a person’s willingness to better understand perspectives that differ from their own. One member highlighted a cordial relationship with another member of OCMFAC, noting “these relationships form that are potentially adversarial that aren’t because we know each other.”

Facilitating Factors

Membership Requires Participation

The original MOA required members to attend 75% of meetings and participate in subcommittees thereby ensuring robust participation. A member explained, “I’ve had some sort of involvement (since joining) but I think that goes with any of the members. This again is different because of the MOA. Part of the agreement is to contribute in some capacity to projects.” Willingness to go through the legal process of signing the agreement indicated a commitment to OCMFAC and some level of buy-in to their mission. There was added motivation to uphold the commitment so as not to lose their spot as a signatory. To regain status as a signing member, the organization, and all other member organizations had to sign a new agreement. The burden for members to re-sign supplied motivation to sustain participation. Though OCMFAC has now moved to an MOA that is only signed by the individual or organization and therefore represents less of a barrier to new recruitments, it still has participation requirements that require members attend two meetings per year. The impact on participation of moving away from a rigid legally bound agreement is yet to be seen.

Participation Funded by Member Organizations

“I’m funded through grant funding to do my work which includes OCMFAC. Many of the people there in one way or another are getting paid,” explained one co-chair. This could be in some part due the involved onboarding process of becoming a signing member. Most of the current members started participating when the MOA and its participation requirements were still in place. By signing the MOA, leadership of the organization was committing staff time to meet the participation requirements. In speaking of the respect they had for member organizations dedicating resources, a co-chair stated, “I give a lot of credit to the county, the cities, and others. They’re dedicating substantial staff time.

Dedicated Enforcement Officers

OCMPAC has dedicated support from the coastal local governments. “Orange County is unique because within each coastal local government, there is a formalized position that is within the written description is to be part of and engage with OCMPAC,” explained a former co-chair. Participation from enforcement officers provides information on the effectiveness and gaps of existing education and outreach efforts. Officers see firsthand if, where, and with what frequency people are violating regulations in MPAs. When issuing citations, they also can survey those in violation to determine if their actions were based in ignorance, confusion, or defiance. This information can help the OCMPAC revise their education and outreach materials and efforts. In addition, participation also benefits the enforcement officers as they build relationships with organizations working to support the MPAs. One participating enforcement officer spoke about asking other members to share about their organization’s work during a docent training program and how it resulted in more informed docents: “The question comes down to ‘why are we doing all this?’ And that funnels down to the docents, the people who are on the ground speaking with members of the public. With the organizations sharing about their work in MPAs, they’ll feel best equipped to answer the public’s questions.”

Support from the MPA Collaborative Network (CN)

Some members of OCMPAC mentioned the support of the CN as a convener and a catalyst. When asked about the role of the CN in a multi-collaborative grant proposal for MPA signage translation, a co-chair said, “Oh, absolutely (they facilitated the collaboration) and they were key.” Similarly, a member mentioned the access to statewide resources that the CN provides. In highlighting the CN’s role in bringing the Collaboratives together, they said “Calla and the MPA Collaborative Network put together a co-chair retreat and that was super helpful. To see everyone, face to face and carry those conversations up and down the coast. What we’re doing is so similar and it’s good to hear all these challenges and stories that everyone has.”

Another member spoke of the CN’s role in maintaining focus and propelling the group forward: “This isn’t anyone’s sole focus, you know, and we all get pulled in different directions. But the sole focus of the MPA Collaborative Network is to keep us there and keep us moving, so I think it’s like that little bit of a push in the organizational structure to keep it going helps keep the momentum.”

Potential Project List

Funding is often mentioned as a barrier to the Collaboratives, as well as the capacity to write grant proposals when funding opportunities become available. A successful strategy that OCMPAC employed to take advantage of funding opportunities when they become available was to create a list of proposed projects with accompanying descriptions on file. A member explained, “We’ve met on several occasions about having projects that we felt were kind of shovel ready, you know like here’s some project ideas that we would like to pursue. Let’s write a little paragraph about what it is and a short little approach (to executing the project). Then we don’t have to start from scratch when funding opportunities arise.”

Familiarity with Grant Writing Process

Several OCOMPAC members are familiar with the world of philanthropic funding and therefore are comfortable with seeking grant opportunities and writing proposals. A member of the leadership team highlighted that this experience helps OCOMPAC secure grant funding: “There are folks like one of our co-chairs, whose whole organization is pretty grant forward. There are others and there was talk of creating a grant subcommittee. I think that the right people are at play because this co-chair is good at getting money.” The co-chair confirmed their confidence in securing grant funding while lamenting a grant proposal for a multi-collaborative MPA signage translation project that was denied. Though they were frustrated that the Collaboratives did not receive the funding, they were convinced they would find another funder for the project. OCOMPAC has since instituted a Grant Subcommittee to focus on funding their work.

Acquiring Funding for Strategic Planning

Receiving a grant to develop a 5-year strategic business plan gave OCOMPAC the time and space to evaluate their current structure and their future vision and goals. This included desired changes to structure and governance. For example, moving away from the old MOA was something members had agreed upon for some time, but they could not do so until they designed new guidelines. These sessions gave members the opportunity to craft the new MOA and approve it. This allowed OCOMPAC to retire the old MOA and move to a process that would simplify the recruitment of new members. Using a consultant company to facilitate the process allowed for collecting and synthesizing several stakeholders’ ideas and interests in preparation for designing the strategic plan. Survey design and analysis is time intensive and likely would not have been possible without this dedicated staff time. One member attributed the momentum to reach a final product to the consultant, noting that “they were getting us all together and pushing us forward.”

Passionate Members

While members listed varying motivating factors for their initial motivation to join OCOMPAC, they all cited passion for the ocean and MPAs as part of what drives their continued participation. One member stated, “Besides participation being a job requirement, I’ve dedicated many, many years to marine protected areas and continue to push it forward and see what is happening statewide and how its implemented at a local level.” Another member spoke of their continued involvement despite their participation not leading to new work and financial gain: “Even when it became obvious that wasn’t going to happen. I was still interested in the project and the company supported me in that.”

Challenges

Inflexibility of an MOA-Defined Organization

While the MOA may have ensured dedicated participation from collaborative members, it also created barriers for new organizations interested in joining. In order to become a voting member, the institution that the member represented had to agree to the terms of and sign the MOA. This required the lawyers of any new member’s organization to review the documents. The review process sometimes resulted in requests for changes and if they were implemented, all signing

organizations had to review and sign again. This process could be long and tedious and sometimes resulted in organizations losing interest before the process was complete. One member noted that a temporary dip in capacity to participate could have a permanent impact. They said, “I think the biggest issues are what comes out of lack of funding and lack of time. In that when momentum is lost that people start dropping out relatively quickly. And as soon as organizations drop out, it's extremely difficult to get them back on. So if you lose a city representative, for example, it's a much harder process to get them back on than it is to have them drop off.”

In addition, the MOA resulted in individual members participating in the collaborative without the power to vote due to their organization's refusal to sign. A long-term member described having to find a work-around to maintain their status as a signatory: “Once I moved to my current job, the organization didn't want to sign the MOA because that's not really their expertise, per se. Since I am on the board of another member organization, I was eventually able to stay on under their signature. In the meantime, it was weird because I was a chair, but I wasn't a voting member.”

Fluctuating Participation by Member Organizations

Though not unique to OCMPAC, the Collaborative acknowledges the difficulty associated with fluctuating engagement of members tied to their leadership support. One co-chair mentioned that this was not only unique to member organizations that support enforcement, but also a challenge with enforcement themselves.

Communicating the Value of Participation

The above interpretation of the loss of support from member organization's leadership is the loss of perceived value of participation in OCMPAC. This demonstrates the need to capture the value of the Collaborative in supporting the enforcement of the MPAs and to ensure the information is routinely shared in a format and language that is meaningful to members and their organization. The need to capture the value of participation was mentioned by a member while discussing the recruitment of fishing community: “Part of the package of how we present ourselves, it doesn't include why it's beneficial for fishing communities (to participate). You know, they want their voice heard and this is where their voice needs to be in order to be heard.”

Limited Engagement by Key Stakeholders

Another challenge to OCMPAC is the recruitment of organizations that have not been involved since its inception, like the fishing community. When asked about participation from the fishing community, one co-chair said “It's not like we don't have an active fishing community in Orange County, we have a very active commercial lobster fishery. We've got two commercial passenger fishing vessel operations. So it's not like they're not there. It's not like we haven't reached out to them. We know they're there. They know we're here. They occasionally send somebody. But yeah, they're largely disconnected.” OCMPAC recognizes that this is a gap in perspectives represented in the Collaborative. One member attributes their absence to tensions due to the “initiation of MPAs. There was just a lot of adversity between differing communities. I think a lot of them got turned off quickly from it.” As stated in the previous section, this member believes OCMPAC needs to help the fishing community understand how they can benefit from participating in the Collaborative.

Similarly, members of the OCOMPAC acknowledged the absence of Tribal representatives and view it as a problem. One member said, “I think the biggest stakeholders that should be involved but are not are the Tribes and Tribal representatives.” They mentioned that a Tribal representative attended one of their recent meetings and the representative was “very clear that we need more tribal representation.” This shared perspective demonstrates that there is interest from Tribal communities but barriers in participation must exist. An interview from a member of a Tribal community in Orange County was not secured and therefore further analysis of barriers particular to this region was not performed; however, since the time interviews with Collaborative members were conducted, a Racial and Indigenous Justice subcommittee was formed. The co-chair is a member of the Tribal community.

Insufficient Funding and Limited Capacity

Seeking and applying for funding is a time intensive process. One member highlighted that low capacity for grant proposal writing is a barrier to increasing the Collaborative’s available funding: “There are a lot of things that I’ve had to pass on. I’ve felt like some of the ideas we had were perfect for certain grants, but I just didn’t have the time to write them. And so we missed out on those opportunities.” Furthermore, concerns about having dedicated leadership to manage a project and support from members to complete the tasks resulted in hesitance to apply for funding. One member explained, “We’ve missed a lot of opportunities for funding because we haven’t had the manpower and the time to commit to being the leader of writing a proposal and carrying out a project.” The same member spoke of the value they believed dedicated staff would have to OCOMPAC: “That’s where the funding would help. If we had someone whose job it was to organize and manage and make sure everyone is on task by sending reminders about things that need to get done, it would be magnitudes better.”

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	National Oceanic and Atmospheric Administration		X
	State	California Department of Fish and Wildlife	X	X
		California State Parks	X	X
	Local	City of Dana Point	X	X
		City of Laguna Beach	X	X
		City of Newport Beach	X	X
		Newport Beach PD		X
		Orange County Parks		X
		Orange County Sheriff		X
	Orange County Lifeguards			
Non-Governmental Organization	Conservation	Amigos de Bolsa Chica		X
		Bolsa Chica Land Trust		X
		California Sea Urchin Commission and California		X
		California Marine Sancturary Foundation (CMSF)		X
		Crystal Cove Alliance	X	
		Crystal Cove Conservancy		X
		Laguna Ocean Foundation	X	X
		OC Coastkeeper	X	X
		OC Habitats		X
	Ocean Institute	X	X	
	Education			
Recreation/Diving				
Fishing	Recreational	Coastal Conservation Association California		X
		Oceanside Anglers Club		X
	Commercial	Dana Wharf Sportfishing and Whale Watching		X
	Sport	Davey's Locker Sportfishing		X
Businesses	Recreational			
	Commercial	Derek Tarr Photography		X
		Venture Pacific Insurance Services		X
		MBC Aquatic Sciences		X
Tribal Government and Community		MSLT-SoCal Tribal Representative		X
		Sacred Places Institute		X
Academics, Universities, & Research		California Polytechnic State University - Pomona		X

	California State University - Fullerton	X	X
	Santa Ana College		X
	University of California, Irvine		X
Zoos, Aquariums, Museums, & Animal Rescues			
Other	OneOC		
	Beach Ecology Coalition		X

**Table M-2: Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

**Appendix N: San Diego County
MPA Collaborative**

Geographic Scope: 11 MPAs covering 27.24 mi² and 15.8 miles of coastline

Founding Year: 2012

Mission:

The San Diego MPA Collaborative is a Federal, State, County, Municipal, Tribal, and Community alliance that facilitates local communication and coordination to support the management of marine protected areas through; 1. Outreach and Education, 2. Enforcement and Compliance, and 3. Research and Monitoring. ¹

Current Co-Chairs:

- Cory Pukini (California Conservation Manager, WILDCOAST)
- Jayme Timberlake (Coastal Zone Program Manager, City of Encinitas)
- Isabelle Kay (Administrative Director and Reserves Manager, UC San Diego Natural Reserve System)

Funding History:

- Fiscal Sponsor: WILDCOAST
- 2014: \$9,000 from Resources Legacy Fund
- 2018: \$15,000 from the Ocean Protection Council MPA Collaborative Network Small Grants Program
- 2020: Ocean Protection Council



Figure N-1: Southern California MPA map with the San Diego County MPAs highlighted. Image Credit: California Department of Fish and Wildlife.

Early and Recent Membership*:

Type of Organization		Early Membership	Recent Membership
Government	Federal	4	4
	State	4	7
	Local	17	22
Non-governmental Organization	Conservation	11	12
	Education	1	1
	Recreation/Diving	-	-
Fishing	Recreational	2	1
	Commercial	1	2
	Sport	-	-
Businesses	Recreational	3	8
	Commercial	2	4
	Education	-	1
Tribal Government and Community		6	8
Academics, Universities, & Research		8	17
Zoos, Aquariums, Museums, & Animal Rescues		2	1
Others/Unaffiliated Community Members		-	2

Table N-1: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.

Characteristics:**Regional Characteristics:**

- Tourist destination
- Very active member base
- Wide array of ecosystem services

Significant Challenges:

- Limited funding
- Stakeholder engagement with certain communities
- Interagency fluidity

Major Activities:

- Enforcement Trainings
- Relationships outreach with maritime Indigenous communities
- Brochures and guides

Collaborative History

The San Diego Collaborative was one of the first collaboratives to form after the original collaborative in Orange County. It is home to a large array of ocean stakeholders, including tribal communities, recreators, fishers, academic institutions, conservation organizations, and the Port of San Diego. The collaborative has diverse representation of these stakeholders as members of the collaborative with over 120 members across more than 60 signing organizations. The collaborative is widely recognized as the largest MPA collaborative with consistent membership from the beginning. There was “a huge turnout to that first meeting, and it really hasn't changed. San Diego is still packing in those meetings and there's no fluffy members. Everyone is from a well-established agency or organization,” noted one interviewee.

Since its formation in 2012, the Collaborative has leveraged membership relationships to get projects off the ground. Their elaborate array of activities works to address MPA related issues such as illegal fishing and theft of marine resources in the MPAs, and to increase and enhance understanding of marine protected areas and compliance with regulations. Because the collaborative's membership is so large, 3 sub-committees were created to oversee different parts of the mission, but this has not been used consistently over time. The collaborative's co-chair positions were created to maintain balance between academic/research, non-profit, and government agency representation. This pattern remains today. The collaborative sees their role as “driving the management of the MPAs at a super local scale,” observed one member. This is done through identifying needs on the ground and using professional networks to apply pressure on decision makers.

The Collaborative has also worked to incorporate Kumeyaay tribal history and practices into interpretive panels, recreational brochures and outreach materials. The San Diego Collaborative has worked with tribes to support native populations to reconnect with the water through educational programming, and this ensured some grant funding be allocated for tribal interests in the MPAs. Through work with Tribal groups and representatives, the collaborative's leadership has made positive strides to “use their platforms and positions...to help bridge the knowledge between conservation science and [indigenous] culture,” by being receptive and open to “having that inclusion - more than just as a field trip,” said one interviewee.

The Marine Protected Areas in the San Diego area have a wide spectrum of ecosystem services and habitats including rocky intertidal, sandy bottom, and coral species. The San Diego Collaborative shares a border with Tijuana, Mexico to the south, as well as caters to a large inland community. San Diego county is home to more than 3 million people, many of who use the coastal areas for commercial use, recreation, and subsistence fishing. 38.1% of SD County citizens are speakers of a non-English language. More than 35 million people visit the county every year with a majority of those visitors' users of the beach and accessible MPAs.

Collaborative Perspectives & Engagement

The San Diego Collaborative “is by far the biggest collaborative...they'll get 40-50 people to show up to a collaborative meeting. Everyone wants to be involved in everything they do,” says one interviewee. Participation has been strong from the start with members consistently showing up to meetings. One interviewee described the participation enjoyed by the collaborative as “The Department of the Defense has an environmental scientist who usually doesn't miss a meeting. The National Park Service, a pretty good fishing representation, and solid representation from the Kumeyaay.” The members who are the most passionate tend to be the ones who participate the most, but the collaborative acknowledges that there are barriers to participation outside of

passion. The four primary pillars of engagement with members are education and outreach, research and monitoring, enforcement and compliance, and policy. Members who have a specific interest gravitate towards those areas of MPA management.

Engagement with elected officials also plays an important role in the collaborative and support from local officials helps drive initiatives even further.

There are 17 tribal groups in SD county whom are Federally recognized. Kumeyaay Nations are made up of at least 6-8 of them, and have the most historical connection to the La Jolla area and the coast off San Diego, and are regular participants in the San Diego Collaborative. A Luiseno group of San Luis Rey is not fed recognized, and is located in North County. The collaborative has incorporated indigenous knowledge into their resources and educational materials. It collaborates with Native Like Water and WILDCOAST on grants and is making consistent efforts to build trusting relationships through, for example, programs to help get maritime indigenous people onto the water.

An example of successful engagement is from a member of the fishing community who felt like they “were walking into the lion’s den” by participating in the collaborative. This particular person was concerned that all the signs from the state just had a fish with line and an ‘anti’ through it. He stated that “‘Take’ is more than fishing and disruption in marine areas is more than just hook and line.” Eventually the collaborative came up with different sign with a hand holding a sea star and other intertidal animals with an ‘anti’ to be placed next to the no fishing signs. This was approved by Fish and Wildlife and now you can find both signs side by side. “This was big for them, to be like, you can make things happen,” one member reflected.

To make decisions, the co-chairs send messages by email to everyone in the group who they think will be affected by the decision. They try to create a diverse group to contribute comments, ideas and suggestions, and then they work together to brainstorm possibilities that might work for everyone involved. Scope is also considered depending on the project and authority level of the members. For example, “what can the local or regional enforcement do as opposed to the State,” noted one member.

Structure

The San Diego MPA Collaborative hosts 2-3 meetings a year with a supplemental 2-3 subcommittee meetings as needed. The meetings are typically held during the work week, in the afternoons around lunch and sometimes in the evenings. Before the Pandemic, meetings would take place in public meeting halls or spaces where the collaborative could gather around tables and hold a public forum. In the past the collaborative has met at Birch Aquarium, Fletcher Cove Community Center, and the City of Encinitas Poinsettia Room. During COVID the collaborative made the decision to host virtual meetings using Zoom and its break-out room feature to better manage participants.

Activities

Passing of AB2369, Now F&G code section 12012.5

In 2017, the black-market value of commercial lobster was over \$30/lb., which led to illegal taking behaviors that included undersized, overlimit, out of season catch, and fishing in MPAs. Those commercial fishermen who complied with state and federal regulations found that those violating compliance were detrimental to their business. Fines of \$100-\$1,000 were not enough to

deter poachers who could make upwards of \$15,000 on a long-range multi-day trip. If they did get caught, the fines would be absorbed as “the cost of doing business.”

WILD Coast and collaborative members began working with an Assembly member and ocean stakeholders including commercial lobster fishermen, Tribes, university researchers, businesses, resource managers, current and former prosecutors, and concerned citizens to develop a bill targeting commercial scale poaching in MPAs. This bill “gives teeth to enforcement and prosecutions of commercial violations in MPAs and has definitely created a deterrent. We hardly have incidence of commercial fishing violations reported nowadays,” states one member who was involved in the process. Assembly Bill AB2369 (now Fish & Game code section 12012.5) was signed into law in 2018, and its purpose is to increase fines for commercial poaching in California MPAs. The bill increased fines from \$100-\$1,000 to \$5,000-\$40,000 for first time offenders, with a second time offense resulting in \$10,000-\$50,000. The bill also gives the California Department of Fish and Wildlife the authority to suspend commercial operating licenses.

Passing of AB298

Signed into law by Governor Brown in 2015, AB298, a bill authored by Assemblywoman Gonzalez, makes certain violations of MPA restrictions punishable as either an infraction of \$100-\$1,000 or a misdemeanor depending on the severity of circumstances. This effort was primarily driven by the CN, WILD Coast and the SD Collaborative, and received overwhelming bipartisan support from both the Assembly and Senate. This bill allows the CDFW wardens and other deputized wildlife enforcement officers to issue tickets and hold violators accountable with more teeth to combat poaching and illegal fishing in the MPAs. AB298 is what is known as a “wobblette,” which was an addition to the existing MLPA (drafted in 2012) and expanded the enforcement toolkit to add a lower-level penalty which can then be settled in traffic court instead of being prosecuted by a District Attorney or City Attorney. This is important because many of the lower-level infractions were not being cited and lead to underenforcement of the MPAs.

Template Design for Signage

The collaborative created a subcommittee to work with regional stakeholders to develop interpretive sign templates and carry out an inventory of installed and needed signage. Content for eleven different signs was developed and the subcommittee which included La Jolla Parks and Beaches Committee, Friends of Famosa Slough, City of Encinitas, California State Parks, Surfrider Foundation, Batiquitos Lagoon Conservancy, U.S. Fish and Wildlife Services, San Diego Council of Divers, and a Kumeyaay representative worked to identify key location sites for sign installments. The eleven sites correlate with MPA access points including seven offshore and wetland MPAs, and four marina locations. Language pertaining to Indigenous history and culture in areas now designated as MPAs was approved by the Southern California Tribal Chairmen’s Association.

You Are Here (YAH) Signage

These signs, located at 11 strategic MPA access points, 7 wetland and offshore MPAs, and 3 marinas, describes wildlife populations in the area, highlight the ecological significance and history of each location, and detail permitted activities.

Development and Distribution of Information

10,000 informational brochures and 6,000 fishing guides were developed, printed and distributed at key points throughout San Diego County. Content for the guides was co-created through an outreach material subcommittee, which met semi-annually and focused on MPA locations, regulations, local information and engagement opportunities. This working group included WILD Coast, San Diego Coast Keeper, University of California San Diego Natural Reserve System, a representative from the Kumeyaay community and the San Diego Council of Divers. Materials were distributed through membership organizations and agencies, bait and tackle shops, at marinas and other locations, to be provided with the sale of fish licenses. Fish guides and brochures have helped to better integrate local fishermen into the collaborative and MPA outreach efforts. Fish guides were also distributed with the member packets for the San Diego Freedivers Association.

San Diego Wildlife and Recreation Guide

This guide is a colorful user-friendly guide that shows all of Southern California's MPA locations and highlights San Diego. It describes what MPAs are, their potential benefits, and delineates the different rules between the State Marine Reserves (SMR), the No-Take State Marine Conservation Areas (No-Take SMCA), and the State Marine Conservation Areas (SMCA). It also goes into detail on tidepool etiquette with the "Good Tide Pooler Rules," provides suggestions around how to enjoy MPAs and provides scientific illustrations for local species of marine mammals, birds, fish, sharks, rays and invertebrates. San Diego County has printed and distributed over 8,000 of these guides, and they have been "a big hit" in the area. These brochures have been distributed with the intention of improving knowledge of the MPAs and MPA regulation compliance. There are full sized and pocket sized versions available. The network would like to replicate this model across the other two regions. This project first followed in the footsteps of OCMPCs brochures, and then evolved into the Wildlife and Recreation guide it is today.

MPA Outreach Tool Kits

The San Diego Collaborative also has created a toolkit that contains an MPA Curriculum for 1st-12th graders. This toolkit includes lesson plans, learning materials and activities for environmental educators. This was a statewide effort with the Collaborative Network, California Department of Fish and Wildlife, and Humboldt State University. The project partners included members of the collaborative's Outreach Committee including Birch Aquarium, WILD Coast, Scripps Institution of Oceanography, California Department of Fish and Wildlife, Southern California Tribal Chairman's Association, Coastal Conservation Association, and both formal and informal educators. The Tool Kit includes an electronic database of existing MPA resources (coloring books, posters, maps and activities). Curricula focuses on the sandy shore habitat, intertidal habitat, climate change and MPA science, and MPA Watch. One hundred Outreach Toolkits are to be distributed to teachers and docent groups in San Diego County to improve MPA education, outreach, compliance and stewardship among approximately 3,000 students and MPA visitors in San Diego County.⁴⁷ Trainings and workshops for educators were also provided.

⁴⁷ <https://www.mpacollaborative.org/sandiego/>

The collaborative has developed and printed 8,000 copies of the San Diego MPA Wildlife and Recreation Guide. Digital materials are also posted and available on the WILDCOAST website.

Floating Laboratory

This program is co-hosted with WILDCOAST and is a boat-based citizen science program that takes students out into MPAs to collect data including water quality, plankton monitoring, human use surveys, and biodiversity monitoring using underwater ROVs.

MPA Ambassador Program

The San Diego Collaborative uses an online training that was created by the Golden Gate MPA Collaborative. The informational online training is for the public to learn about the MPAs and to become MPA Ambassadors. This course includes 18 lessons which give information on why MPAs are important, how they work and where they are located. The San Diego Collaborative invites local marine recreational businesses such as kayak and dive shops to participate in the program to help with educational and outreach efforts in their local communities. [The purpose and history of this program is explained more in depth in the Golden Gate Case study.]

MPA Videos

Educational videos were made in partnership with WILDCOAST to explain what MPAs are, focusing on the MPAs in San Diego County. These videos help explain the importance of MPAs to the survival of ocean systems and communities with the intention of connecting people to these spaces facilitate understanding. As commentary in one video observes, “one of the goals is to have these people fall in love with these areas and want to protect them.”

Working with the Kumeyaay Native Peoples

Through thoughtful and intentional dialogue, the San Diego Collaborative worked to support native maritime people getting indigenous peoples back out onto the water, as well as incorporating traditional knowledge into the management of the MPAs.⁴⁸ Most prominent among native organizations is *Native Like Water*, a non-profit program of One World BRIDGE launched by Inter-Tribal Youth to focus on sacred relationships to water. *Native Like Water* has been able to participate in the WILDCOAST’s Floating Lab Project day trip, as well as an overnight voyage the following year with the San Diego Maritime Museum on a traditional style boat, the *California*, that holds 40 people. One member of the Kumeyaay Tribe reflected that it was a significant trip because it may have been the first time in many years that many native people gathered on the water.

WILDCOAST has an excellent working relationship with many local Tribes and tribal youth groups. They have written letters of support for each other and additional funds secured helps to maintain engagement. Often WILDCOAST has acted as a fiscal sponsor for the collaborative to apply for funds on the behalf of the collaborators in projects and activities. Additionally, *Native*

⁴⁸ <https://www.nativelikewater.org/our-story>

Like Water has written many letters of support for the San Diego collaborative as well, and as has been included in grants and funding that the collaborative has received. Indigenous knowledge has been incorporated into signage, brochures, and other outreach materials.

Enforcement

Educating lifeguards for enforcement training is a priority for the San Diego Collaborative and the Network as a whole. There are many Rookie Lifeguard programs in San Diego that the collaborative is trying to reach because “they are the first line of defense...and are not letting people walk away with huge buckets of animals.” The latest San Diego enforcement training had about 45 officers who came to their half-day training.

Education at trainings has proven to work - when MPA members see poaching activities, they approach fishers and distribute wildlife and recreation guide, and recently undercover wardens caught sportfishing charter boats leading fishing trips MPAs.⁴⁹

Future Projects Goals

The collaborative sees the need for greater enforcement due to increased theft of marine resources. They would like to see an increase in the number of positions who are deputized to write compliance tickets, such as lifeguards, the sheriff department, park rangers, and state park representatives. They would like to keep focusing on maintaining signage, upkeep with inventory and gap assessments for educational outreach. The Collaborative is also excited to keep working on ROV projects that engage the fishing community, who have boats and intimate knowledge of the water, with members of the public for education and outreach.

Benefits of the Collaborative to the Members

Here we explore what benefits the collaborative brings to the members who participate and partake in the San Diego Collaborative.

Collaboration and Consolidation of Resources

Many of the involved groups believe that the collaborative does a great job bringing many voices to the table while also creating a welcoming environment where different perspectives can be heard. This is important because representatives feel safe to express their opinions. As one interviewee stated, “The value of the collaborative is bringing all aspects of life together in one room and sharing ideas. To be exposed to how other people view things and try to find the midpoint of making them happy. But also, like, making our jobs not as stressful or unsafe.”

Collaboration and consolidation of resources is a huge benefit for members in the San Diego Collaborative. Tagging projects are recognized as great opportunities for collaboration. For example, one member of the fishing community comments that the project “needs the fishermen

⁴⁹ <https://www.sandiegouniontribune.com/news/environment/story/2019-08-17/california-cracks-down-on-big-time-poachers-in-marine-protected-areas-but-illegal-fishing-persists-among-resident>

to help with these tagging studies. Because they're measuring technique and catch rates. I can put myself next to somebody who's not a fisherman, and I will usually outperform them on the catch rate while discussing ecosystem or other naturally occurring factors during the trip." This, he mentions, is a great example of where the fishermen can participate and hopefully help the scientists capture more accurate and robust data while also providing insights into their findings. While this benefit has not yet been realized, members see that opportunities to collaborate professionally are also opportunities to connect on a community level.

Facilitating Factors

Leadership

Many of the factors that help the collaborative be successful can be attributed to leadership style. One example is the work that has been done with Native Like Water, a 501c3 who serves the Kumeyaay and Luiseno tribes, and whose constituent population is primarily made up of Kumeyaay, Luiseno and Cahuilla peoples. One of the current co-chairs, Cory, works directly with Native Like Water, is always on-site during events, and is their main point person. Their director does not often attend collaborative meetings, but Cory's style of communication (very cordial, motivated, and full of charisma) allows for open dialogue. One Tribal member states that Indigenous communities "ask a lot from their collaborators about the things they need or must be understood, and Cory has been open and taken that well."

The leadership team ensures that as many voices as possible are heard and are part of the decision-making process. "They invite you and they want you to participate," this allows people to find common ground on things that every member cares about. That's the common ground right now: clean ups, mylar balloons plastics - that resonates between [the fishing community and conservation organizations]," says one fisherman.

This leadership can also be seen at the level of the Collaborative Network. The Collaborative Network encourages people to speak up within meetings and ensures that people feel heard and that ideas are implemented when possible. As one interviewee mentioned, "I see the executive director trying to motivate people, 'Come on, don't be quiet. You know, speak up. This is your time.' And she writes things down and she has an assistant typing away like all the answers and ideas and everything. I was like, wow, like they really want to see change and that's great,".

Relationship with Fiscal Sponsor and Membership Organizations

WILDCOAST, the San Diego Collaborative's fiscal sponsor "does their due diligence [with the collaborative] and they always have solid letters of support. They take on a lion's share of the work," remarks one member. WILDCOAST also tends to include the collaborative as a partner in their own non-profit work, "if they work with anyone else in the collaborative, which they are going to, they almost always tag on the collaborative logo – they share [projects] with the San Diego Collaborative."

The collaborative is able to use membership relationships to bridge interagency gaps by "poking and prodding if they need to cut through a lot of red tape." Sometimes a quick phone call or email to ascertain "what do you guys think about this?" helps to both cut through red tape as well as allow agencies and membership organizations to feel included.

Funding from Member Organizations for Representatives to Participate

Many representatives of the organizations in the San Diego Collaborative are allocated time in their everyday jobs to participate in the collaborative. This allows them to attend meetings during the day, to be reimbursed for travel, and to give time to work on projects or grants.

Challenges

Tribal Engagement

Although there is current Tribal engagement, in the past it has felt difficult at times due to a lack of trust, miscommunication or disconnection. Historically, Tribes have reason to mistrust governing bodies, and “the MPA Network is like a pseudo governing body,” noted one member. Because California is so large, “different parts of the state have different tribal rules, so there are hard conversations to be had.”

Academic Communities

Although there are a lot of current members, the academic community is less engaged than other members. One member commented that it is “hard to engage with a community with a different vernacular.” Members of the academic community tend to be more shy than other members and speak more amongst themselves. This might be because of “the culture of academia, you don’t want to be wrong. You’d rather say nothing than be a fraction wrong,” reflects another member.

Fishing Interests

Gaining trust and buy in from the fishing community has been a challenge. They fear that they may benefit the least from the collaborative. Many in the fishing community, as one member stated, “are still upset that they lost areas to go fishing and they felt that they got lied to during the process.” The fishing community is especially sensitive because they feel like they “started [the environmental movement] and [they] paid for it with [their] fishing licenses and excise tax funds. We’re not the enemy, but somehow we’re being discriminated [against] in the MPA collaborative at times.”

Relationships with State Agencies

According to one member, OPC “can be difficult to work with because of red tape, invoicing, and having people who are new and not familiar with the collaboratives. For example, they put grad students and interns in charge of grants as opposed to professionals. It can be challenging.”

Working across agencies where funds are integrated into projects from grants, creates additional difficulties with red tape that makes completing initiatives more complicated or tedious than other working partners. One member mentions that “state agencies want to be involved [with Collaborative activities or other projects] but need to get permission and then receive different responses depending on who is in the room, and the chain of command [at their agency].” For example, one of San Diego’s goals is to try to expand deputization so that more people can write enforcement and compliance tickets to MPA violators. Many State and Federal organizations are

“30 years old and that's before the MPA were even a thing. The process of [shifting authority] would have to be updated and looked at again.”

Funding

The limited amount of funding available for projects can limit the work being done so the collaborative often works from “project to project.” Some collaborative members feel that “funders are looking for a certain type of project and the collaborative has to be creative to make a project work” within the parameter of the funding restrictions. Funding may not be allowed to be used for things like administrative services or compensation to help indigenous or other inland communities commute to meetings or events.

Non-Overlap with Paid Job

Those members whose day-to-day jobs are not aligned with the collaboratives’ work find meeting times during the work week a barrier and have limited capacity to work on projects or grant writing. Events during the evening or the weekend often interfere with personal obligations or certain industry high traffic times like fishing or marine recreation activities.

Volunteer Involvement

One of the biggest challenges that the San Diego Collaborative faces is securing adequate involvement from volunteers without funding. They also have challenges directing workflow among the volunteers, as some projects benefit some people more than others, and members want to be involved in projects that most align with their own values and interests. If a project is more interesting or meaningful, people will come to the foreground when it benefits them the most. Because they have such robust membership engagement and leadership participation, “it's hard for them to delegate to sub-committees, but it's something they've asked about revisiting.” Many leaders want to be involved in a lot of the projects, so delegation can be difficult.

Lack of Jurisdiction for Enforcement

Another challenge is the lack of jurisdiction for Shoreline Park Rangers, along with others who are deputized to support the enforcement of MPA rules. Because jurisdiction is limited to above the high tide line, Shoreline Park Rangers cannot monitor and ticket offenders (such as poachers) based on MPA rules. Instead, they must call the Cal-tip hotline to report offenses, who can then dispatch a warden. Wardens have the power to write compliance tickets to violators of MPA regulations, and at the moment there are very few wardens, so this presents a challenge to all MPAs in terms of enforcement. The Lifeguards who are deputized to write enforcement tickets, are “usually busy making sure [people] don’t drown,” and cannot also monitor and enforce MPA rules.

Missed Opportunities for Education

One member notes that because there is a lack of strong docent programs, there is not a lot of public awareness around MPAs, their rules, regulations and boundaries. As a result, tidepools have been heavily hit by poaching, especially during the Pandemic.

Complete List of Members*:

Type of Organization		Member Organization	Early	Recent
Government	Federal	National Park Service	X	X
		Cabrillo National Monument	X	
		Department of Defense - Regional Environmental Manager	X	X
		Department of Fish and Wildlife	X	X
		Department of Defense - Navy		X
	State	California Department of Fish and Wildlife		X
		CA State Parks		X
		California sea urchin commission		X
		California State Parks	X	X
		California State Senator Toni Atkins (District 39-San Diego)		X
		Office of State Assembly Member Toni Atkins	X	
		Ocean Protection Council	X	X
	Local	Cardiff Main Street	X	X
		City of Encinitas	X	X
		City of San Diego	X	X
		City of San Diego Department of Parks and Recreation	X	X
		City of San Diego Lifeguards	X	X
		City of San Diego Mayor Faulconer	X	X
		City of San Diego Mission Bay Park		X
		City of San Diego Parks and Recreation		X
		City of San Diego SW	X	X
		City of Solana Beach		X
		City of Solana Beach Lifeguards	X	X
Del Mar City Council		X	X	
Deputy District Attorney			X	
La Jolla Parks and Beaches		X	X	
La Jolla Parks and Beaches Committee			X	

		La Jolla Shores Association	X	X
		Office of County Supervisor Greg Cox	X	X
		Parks and Beach Supervisor City of Encinitas		X
		Port of San Diego	X	X
		San Diego Council Member Barbara Bry	X	
		San Diego County District Attorney	X	X
		San Dieguito River Valley Conservancy	X	X
		San Elijo Lagoon Conservancy	X	X
		Tijuana River National Estuarine Research Reserve	X	X
Non-Governmental Organizations	Conservation	Batiquitos Lagoon Foundation	X	X
		California Marine Sanctuary Foundation		X
		Environmental Defense Center of San Deigo	X	X
		Friends of Famosa Slough and San Diego Audubon	X	X
		Friends of La Jolla Shores	X	X
		Natural Resources Defense Council (NDRC)		X
		Outdoor Outreach	X	X
		Ocean Discovery Institute	X	X
		San Diego Audubon	X	X
		San Diego Coastkeeper	X	
		Sierra Club	X	X
		Surfrider Foundation	X	X
		Thank You Ocean	X	X
	WILDCOAST	X	X	
	Education	California Wildlife Officers Foundation		X
Recreation/Diving				
Fishing	Recreational	Waterman's Alliance	X	
		Oceanside Anglers Club	X	X

	Commercial	Coastal Conservation Association of California	X	X
		Commercial Fisherman (lobster)		X
		Meric SpearCommercial or Recreational Fishing	X	X
		San Diego Freedivers Association		X
	Wahoo			
Sport				
Businesses	Recreational	Hike Bike Kayak	X	X
		Blue Endeavors		X
		GHD Maritime and Coastal Group		X
		San Diego Council of Divers/Watermen's Alliance	X	X
		San Diego Freedivers Association	X	
	Commercial	KaiTerra Environmental		
		Law Offices of Lori R. Mendez, PLC	X	
		North County Scuba Center		X
The Blue Tribe	X			
Tribal Government and Community	Kumeyaay Diegueno Land Conservancy	X	X	
	Marine Geologist and Tribal Representative liasion		X	
	MLPA Kumeyaay Diegueno Land Conservancy/Southern California Tribal Representative Chairmen's Association (SCTCA)		X	
	Native American Environmental Protection Coalition	X	X	
	Native Like Water		X	
	Pala Band of Mission Indians - Tribal Representative Wildlife Biologist	X	X	
	Pauma Band of Mission Indians	X	X	
	Southern California Tribal Chairman's Association	X		
	Sycuan Band of the Kuneyaay Nation	X	X	
University & Research	California Academy of Sciences		X	

	California Sea Grant	X	X
	California State University Fullerton		X
	Grauer School		X
	Reef Check	X	X
	Reef Check Foundation-California Program		X
	Reef Environmental Education Foundation (REEF)	X	X
	SCCOOS/UCSD	X	X
	Scripps Institution of Oceanography	X	X
	SIO		X
	University of California Berkeley	X	
	University of California San Diego	X	X
	University of California San Diego Coastal Data Information Program	X	X
	University of California San Diego Natural Reserve System	X	X
	Southern California Ocean Observing System (SCCOOS)		X
Zoos, Aquariums, Museums, & Animal Rescues	Birch Aquarium	X	
	Sea Life Aquarium	X	X
Other/Unaffiliated Community Members	Marine Biologist		X
	Seal Monitoring		X
	University of California Berkeley Grad Student (Former KDLC intern)		X

*Table N-2: *Membership status does not necessarily denote active participation and meeting attendance. These numbers were adapted from information provided by the Collaborative Network and the current version of the collaboratives' membership list.*

Appendix O: Collaborative Network Interview Guide

1. Topic 1: Description of collaborative

- 1.1. How long have you been involved with the Collaborative Network?
 - 1.1.1. How did you come to be involved with the Collaborative Network?
- 1.2. What do you perceive as the role within the collaborative Network?

Based on our very first meeting with you at the client fair, we recall that you became involved in collaboratives b/c you felt disillusioned by the paper parks you observed with other top-down environmental policies. How have you worked to avoid creating paper parks with the CA MPAs?
- 1.3. When did the collaboratives form in relation to the MPAs?

2. Topic 2: Stakeholder Engagement & Communication

- 2.1. What are the main methods of communication between the Network and the collaboratives? How frequently?
 - 2.1.1. Please describe how the Network shares information about its activities and projects with the public.
 - 2.1.1.1. Can you think of reasons why these methods are effective?

3. Topic 3: Collaboratives Tour

- 3.1. Starting with Del Norte Collaborative. Can you tell us about its:
 - 3.1.1. Formation
 - 3.1.2. Culture/Personality
 - 3.1.3. Something notable about them
 - 3.1.4. A project of theirs that stands out to you
 - 3.1.5. Any obstacles you've seen them come up against
 - 3.1.6. How she approaches working with them
- 3.2. Humboldt
- 3.3. Mendocino
- 3.4. Sonoma
- 3.5. The Network's goal for the North Coast is to improve engagement of tribes and tribal communities. What events or actions led to this goal?**
- 3.6. Golden Gate
- 3.7. San Mateo
- 3.8. Santa Cruz
- 3.9. Monterey
- 3.10. San Luis Obispo
- 3.11. The Network's goal for the Central Coast is to improve engagement with the fishing community. What events or actions led to this goal?**
- 3.12. Santa Barbara Channel
- 3.13. Los Angeles
- 3.14. Catalina

- 3.14.1. Why was it separated from Los Angeles?
 - 3.15. Orange County
 - 3.16. San Diego
 - 3.17. **The Network's goal for the South Coast is to improve engagement of disconnected and underrepresented communities. What events or actions led to this goal?**
4. **Topic 4: External Relationships (with the State)**
- 4.1. What is the relationship between MPA Collaborative Network and the State like?
5. Is there anything else you'd like to talk about that we haven't covered?

Appendix P: Collaborative Co-Chairs' Interview Guide

1. Topic 1: Description of Collaborative

- 1.1. Can you please state your name, title and how long you have been involved with the collaborative?
- 1.2. What do you perceive as the **role** of the collaborative in your region?
- 1.3. What does the collaborative hope to achieve?
- 1.4. Who are the active members of the collaborative's leadership team?
 - 1.4.1. Describe the roles that each of these members play
- 1.5. Tell me about some of the collaborative's activities and **projects** from the past 5 years.
 - 1.5.1. How do these activities and projects fulfill the collaborative's role that you mentioned earlier?
 - 1.5.2. Reflect upon a project that you have done, or are doing, that you are especially passionate about.
 - 1.5.2.1. What went well/is going well in this project?
 - 1.5.2.2. What factors do you think enabled this work?
 - 1.5.3. Tell me about any challenges that you faced in doing this project or other projects. (*Listen for markers, tensions, etc. Follow up on these if relevant.*)
- 1.6. What are some aspirations and future goals of the collaborative?
- 1.7. Who is the fiscal sponsor of this collaborative?
 - 1.7.1. Could you please describe your relationship with them?
- 1.8. What are some of your other sources of funding (besides your fiscal sponsor)?
 - 1.8.1. How has funding or lack of resources shaped the Collaborative's priorities?

2. Topic 2 Stakeholder Engagement and Communication

- 2.1. Which members are the most active in this collaborative?
 - 2.1.1. What do you think motivates and enables them to participate?
 - 2.1.2. How do these members communicate with one another about collaborative-related matters?
- 2.2. Please describe how you share information with the public.
 - 2.2.1. Can you think of reasons why these methods are effective for your region?
 - 2.2.2. Does your collaborative use multiple communication methods for the public? If so, do these different methods serve individual purposes?
- 2.3. Are there any members or non-members of the collaborative that you would like to see as being more active in this collaborative?
 - 2.3.1. What do you think are some barriers to participation?
 - 2.3.2. How do you think your collaborative could facilitate their increased participation?

2.4. The Network has used the term “disconnected communities” to describe groups that they would like to see as being more active in the Network. Have you heard this term before?

2.4.1. Do you feel that this is an appropriate term for the group(s) you just described?

3. Final Thoughts

3.1. Is there anything else you’d like to share that I may not have asked about? Any questions for me?

3.2. Is there anyone that you think could be a valuable resource and that would also be interested in interviewing with us?

3.2.1. We’re interested in interviewing a wide variety of perspectives, do you have any further suggestions of people we could talk to?

Appendix Q: Collaborative Member Interview Guide

1. Topic: Description of Interviewee's Involvement with Collaborative

- 1.1. For the purposes of this interview, could you please state your name, job position (if applicable), and how you became involved with the [insert name] collaborative?
- 1.2. (*Ask this of folks who are part of a traditionally disconnected community, and/or folks whose job does not compensate for collaborative-related work*) How would you have liked to be engaged/outreached to?
- 1.3. How are you currently involved with the collaborative? (*e.g. Going to meetings, email list, worked on projects, led projects, attended events, used mini-ROVs, participated in strategic planning*)
- 1.4. Can you tell us about the structure of the meetings? Where are they held? What time of the day? And the frequency?
 - 1.4.1. Does this structure enable or inhibit your participation?
- 1.5. Have you participated in a project with the collaborative or with the Collaborative Network?
 - 1.5.1. If so, what was your role?
 - 1.5.2. What motivated and enabled you do fulfill this role?
 - 1.5.3. If not, why haven't you?
- 1.6. How are decisions made about projects that the collaborative will pursue? (*e.g. consensus, voting. How are projects proposed?*)
 - 1.6.1. Are there projects that you would like to see the collaborative initiate?

2. Topic: Motivation for Participation

- 2.1. Does your job position/leadership (if applicable) compensate/support your involvement with the collaborative?
- 2.2. What motivates and enables your participation in the [insert name] collaborative? (*e.g. timing of meetings, want to know about grants*)
- 2.3. What limits your participation in the [insert name] collaborative? (*e.g. lack of relevant incentives, red tape, no time due to fulltime job, not as much overlap between job and collaborative stuff as they'd like*)
- 2.4. More specifically, as someone affiliated with [X GROUP] how do you feel the collaborative has made it accessible for you to participate?
- 2.5. What do you think that the collaborative could do better to make it more welcoming for other people also affiliated with [tribes/fishing/conservation nonprofit/the state/etc.]?
- 2.6. Are you involved with more than one collaborative?
 - 2.6.1. If so, why?
 - 2.6.2. In your experiences with multiple collaboratives, have you observed any notable differences between them? If so, what are they?

3. Topic: Collaborative's Value & Effectiveness

- 3.1. What, if any, do you see as the value of the collaborative?
- 3.2. What do you think sets the collaborative apart from other organizations involved in marine conservation and management?
- 3.3. What, if any, do you see as the value of the Collaborative Network?
- 3.4. Do you think it is useful for you to speak to members of other collaboratives?
 - 3.4.1. If so, what do you think would be the best mode of doing so? (e.g. online forum/email list, more in-person meetings)
- 3.5. What function does the collaborative serve in your region?
- 3.6. Some collaboratives' co-chairs have expressed that they see education and outreach as one of the collaborative's primary roles. What do you think about this perception?
- 3.7. How effective do you think the collaborative is (in accomplishing their goals)? Why or why not?
- 3.8. How do you think the collaborative could improve?

4. Topic: Benefits and Challenges of Collaborative

- 4.1. How do you or your organization benefit from your participation in the collaborative?
- 4.2. In what aspects do you think the collaborative is successful?
- 4.3. Have you observed the collaborative encounter any challenges in accomplishing their goals, projects, or aspirations? If so, how were these challenges addressed?
 - 4.3.1. What do you think is needed to avoid similar future challenges?
- 4.4. Do you foresee any particular challenges that may arise for your collaborative?

5. Topic: Organizational Structure of Collaborative

- 5.1. How well do the co-chairs communicate the needs of the collaborative to members such as yourself?
- 5.2. Do you feel encouraged to participate? If and when you do participate, are your comments received well and integrated?
- 5.3. What do you think about the management and organization of the Santa Barbara collaborative?
- 5.4. What do you think about co-chairs' roles? Are the resources shared within the collaborative useful?

6. Topic: Collaborative Perspectives

- 6.1. You participate in the collaborative as a member of tribal community. Do you feel that there are different perspectives (on MPAs) within this group? If so, please explain.

- 6.2. Are there other stakeholders that you think should be involved in the collaborative, but aren't?
- 6.3. Why do you think they aren't involved?

7. Final Thoughts

- 7.1. Is there anything else you'd like to share that I may not have asked about? Any questions for me?
- 7.2. Is there anyone that you think could be a valuable resource and that would also be interested in interviewing with us?
 - 7.2.1. We're interested in interviewing a wide variety of perspectives, do you have any further suggestions of people we could talk to?

Appendix R: State Agency Staff Interview Guide

- 1. Topic: Description of Interviewee's Involvement with MPA Collaborative Network**
 - 1.1. For the purpose of the interview can you please state your name, your job position and description, and describe how you are associated with MPA management?
 - 1.2. What do you think the role of the collaboratives is? How about the Network?

- 2. Topic: Collaborative's Value & Effectiveness**
 - 2.1. How effective do you think the collaboratives are? The network is?
 - 2.2. How do the collaboratives benefit the state?
 - 2.3. What is at risk if the collaboratives don't exist? If they do not function effectively or stop functioning altogether, what would be lost?
 - 2.4. Are compliance and enforcement trainings hosted by the Network helpful?
 - 2.5. Is there a gap between what the collaboratives should be doing and what they're actually doing?
 - 2.6. How do you communicate the State's needs to the collaboratives?

- 3. Topic: Dynamics and Engagement with Collaboratives**
 - 3.1. How would you describe the power dynamics between the state and the collaboratives and Network? Do the collaboratives have any power or autonomy to make real changes or give recommendations in how to change? If so, how?
 - 3.2. Do you incorporate collaboratives' feedback into MPA management decisions/planning? If so, how?
 - 3.3. Do you think the model of the collaboratives and Network would be useful in other natural resource management decisions/planning?
 - 3.4. What guides the State's MPA management decisions and planning?
 - 3.5. Do you think the collaboratives and the State understand their roles clearly in relationship to each other?
 - 3.6. Is the state engaged effectively at the local level? Is the state engaged at that level? Are higher up state officials tied in to the local level in some way?
 - 3.7. What are the ways the State engages in the collaboratives? What does the [State agency] feel is the scope of their involvement in the collaboratives?
 - 3.8. Where is the directive coming from re: deciding the State agency's scope of involvement?

- 4. Topic: Relationship with RLF**
 - 4.1. What is your perception of RLF's role with the Network?

- 4.2. Has RLF's presence been beneficial?
- 4.3. How would the absence of RLF impact the State's relationship with the Network?
 - 4.3.1. Would the State ever take on fully funding the collaboratives?
 - 4.3.2. On the topic of funding, we've heard from a few interviewees that they think it'd be beneficial to compensate co-chairs for their time managing collaboratives. What do you see as the benefits and challenges of this suggestion? Would, or could, the State fund the co-chairs?

5. Topic: Next Steps and Final Thoughts

- 5.1. What do you envision for the Network and collaboratives in the next ten years?
How else could (or should) the collaboratives benefit the State?
- 6. Are there any lessons learned from this experience that you'd like to share?