



***ST. ANDREW & ST. JOSEPH BAYS
ESTUARY PROGRAM***

***POLICY BOARD
MEETING 2***

March 26, 2021

DRAFT 4-21-21

*Report prepared by
The FCRC Consensus Center
The Florida State University*

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BACKGROUND

On March 26, 2021, the Policy Committee of the St. Andrew & St. Joseph Bays Estuary Program held its second meeting by teleconference. The meeting served as the second of an initial series of three meetings intended to stand up the organizational structure of the estuary program. The objectives of the meeting were to:

- Review Management Council, Advisory Committee and At-Large Roles
- Review and refine Management Council Charge
- Review and refine Management Council and Advisory Committee candidate list
- Discuss update on Executive Director search
- Review workplan

Approximately 25 Policy Board members, staff and members of the public attended. (A list of participants can be found in Appendix A). The agenda, as modified during the course of the meeting, was as follows:

- | | |
|------|---|
| 1:00 | Welcome, agenda review and introductions |
| | Overview of proposed Management Council and Advisory Committee Structure |
| | Review and refinement of Management Council Charge |
| | Review and refinement of potential Management Council and Advisory Committee candidate list |
| 2:15 | Break |
| 2:30 | Review and refinement of placeholder vision and mission |
| | Update on Executive Director search |
| | Review workplan |
| | Next steps |
| | Public comment |
| 3:30 | Adjourn |

This document summarizes key points of the presentations and discussions at the meeting.

WELCOME AND INTRODUCTIONS

Rafael Montalvo and Hal Beardall, facilitators, reviewed the objectives, agenda, discussion guidelines, teleconference protocols, and workplan for the process. They thanked members for participating and noted that today's meeting would continue to focus largely on organizational issues related to the initiation of the Estuary Program. Policy Board members and other participants then introduced themselves and the perspective they represented. (See Appendix A for list of members and participants.)

OVERVIEW OF THE PROPOSED MANAGEMENT COUNCIL AND ADVISORY COMMITTEE STRUCTURE

The facilitators provided an overview of the structure and constituent bodies of the Estuary Program -- the Policy Board, Management Council, Advisory Committees and At-Large scientists and citizens. The overview was based on the descriptions included in the agenda packet, which are included in italics below.

At this point in the meeting, the review was focused on clarifying the roles and responsibilities of the various bodies and their relationship to each other. Later discussions in the meeting focused on refining the Management Council composition and charge, and the Advisory Committee charges.

*The **Policy Board** consists of elected officials from local jurisdictions in the estuary watershed as voting members with additional non-voting members representing federal, state and regional agencies. The Policy Board shall have recommendation authority, be governed by the Florida Sunshine Laws and will have the following responsibilities:*

- *Develop consensus on and provide overall direction for the program, including the Management Council, Advisory Committees and staff in the context of a community-supported long-term vision of success*
- *Provide oversight of program activities*
- *Make policy decisions on program priorities, budgets, expenditures and the Comprehensive Conservation and Management Plan.*
- *Appoint representatives to serve on the Management Council and Advisory Committees*

*The **Management Council** will include a balanced mix of experience, technical expertise and authority, and of public, private and non-profit stakeholders across the watershed. Three (3) Management Council positions will be reserved for the designated chairs of the STEM, Community Action, and Development/Financial Planning Advisory Committees. Management Council members will have advisory authority and be governed by Florida Sunshine Laws.*

The Council will include at least one representative of each of the following stakeholder categories:

<i>Academic/Research</i>	<i>Industry/Trade</i>
<i>Business/Tourism</i>	<i>Local Government</i>
<i>Civic/Community</i>	<i>Federal, State & Regional Agencies</i>
<i>Conservation</i>	<i>Military</i>
<i>Recreational and Commercial Fishing</i>	<i>Development/Construction/Real Estate</i>

The Management Council will operate by consensus, and will work with staff and advisory committees to:

- *Develop a joint, science-based understanding of issues affecting the health of the bays*
- *Build consensus on priority issues*
- *Identify and prioritize actions to address the issues, including projects, categories of projects and management strategies*
- *Build consensus on a Comprehensive Conservation and Management Plan (CCMP) for the bays and watershed*
- *Inform and advise the Policy Board regarding science, issues, and priorities*
- *Make recommendations to the Policy Board regarding issues, actions, the CCMP, budget and expenditures.*

*The **Science Technology Engineering and Modeling (STEM) Advisory Committee** will be composed of a range of scientists and technical experts from the public, private, academic and nonprofit sectors recommended by the Management Council and appointed by the Policy Board. STEM Committee members will have advisory authority and be governed by Florida Sunshine Laws.*

The STEM Advisory Committee will provide science and technical advice to the Management Council and staff on CCMP issues related to:

- *Water quality*
- *Restoring and conserving habitat*
- *Protecting living coastal and marine resources*
- *Enhancing community resilience, restoration and conservation*
- *Monitoring efforts.*

*The **Community Action (CA) Advisory Committee** will be composed of citizens and stakeholders from the public, private and nonprofit sectors representing the communities throughout the watershed. CA Committee members shall have advisory authority and be governed by Florida Sunshine Laws.*

The CA Advisory Committee will provide advice to the Management Council and staff on:

- *Public outreach strategy and specific projects to implement that strategy*
- *Community resiliency needs*
- *Adaptation challenges*
- *Enhancing public understanding*
- *Enhancing community support*

*The **Development and Finance Planning (DFP) Advisory Committee** will be composed of members of the Management Council. DFP Committee members shall have advisory authority and be governed by Florida Sunshine Laws.*

The DFP Advisory Committee will develop a plan for approval by the Policy Board to secure funding from a variety of revenue sources to support and sustain the implementation of the CCMP and the monitoring of its progress, including population-based local government contributions and other potential state, regional, federal, private and philanthropic funding sources.

***At-large scientists and citizens** are encouraged to participate at any level within the fact-finding and information-gathering purposes. At-Large scientists will be recognized as "Contributing Scientists and Engineers". At-large citizens will be recognized as "Citizen Contributors". At-large participants will not be appointed and will function in a non-advisory role for fact-finding and information-gathering purposes only; therefore, they are exempt from the Florida Sunshine Law.*

Additional special task forces or workshops may be established as needed to provide topic or time specific guidance to the program regarding specific issues or actions as assigned by the Policy Board, Management Council or Advisory Committees. The Program will seek legal counsel opinion for each task force or workshop and its specific charge to determine applicability of Florida Sunshine Law

The facilitators asked Policy Board members if they had any questions for clarification or concerns about the proposed structure. Members did not have any questions or concerns. Facilitators indicated they would move forward with the structure as outlined.

REVIEW AND REFINEMENT OF THE MANAGEMENT COUNCIL CHARGE AND STAKEHOLDER CATEGORIES

The facilitators asked members to focus next on the Management Council responsibilities or charge and the stakeholder categories for representation on the Council. Members offered the questions or suggestions below on the charge and stakeholder categories: (*staff clarifications are in italics*). Members also suggested the names of organizations and individuals with expertise or experience to contribute to the Estuary program, whether in a formal or informal capacity.

Participant Comments, Questions and Discussion on Charge

- Understanding the root cause of an issue should be more explicit. I remember Holly Green (former Executive Director, Tampa Bay Estuary Program) made the point that it is important to understand the root cause of an issue. Understanding root causes is important to ensure funding focuses on appropriate projects[problems/issues].

Participant Comments, Questions and Discussion on Stakeholder Categories

- Is the suggestion to have only one single representative from each stakeholder category? *Not necessarily, there may be more than one, but at least one in each category.*
- Should we add someone for legal advice such as Sunshine requirements?
- *We will continue to work with Craig Miller, Assistant General Counsel at FSU. He reviewed the requirements of Florida Sunshine Law at the first Policy Board meeting. The Policy Board, Management Council and Advisory Committees may want access to legal advice but not sure if a legal representative needs to be an actual member.*
- Under the industry and trade category be sure to add the Port. It is so important.
- Under economic development, also include utilities.
- Add “restoration” to the conservation category.

Participant Suggestions for Additional Organizations or Individuals

- NOAA Office for Coastal Management
- National Marine Fisheries
- Greg Abrams, Commercial Fishing
- Audubon
- UF/IFAS Sea Grant
- National Wildlife Federation
- USDA Natural Resource Conservation Service
- Billy Archer, Commercial Fishing
- Patrice Couch

The facilitators asked members to respond to the following two questions indicating their initial reaction - including the clarifications and suggestions offered in the previous discussion - to the proposed charge and stakeholder categories for the Management Council using the four-point scale indicated in the question:

1. Please indicate your initial reaction to the proposed charge for the Management Council



2. Please indicate your initial reaction to the proposed description and stakeholder categories for the Management Council



REVIEW OF ADVISORY COMMITTEE ROLE AND RESPONSIBILITIES

The facilitators asked members if they had any questions about the description of each of the Advisory Committees and any suggestions to add to the list of committee responsibilities

Science Technology Engineering and Modeling (STEM) Advisory Committee

Participant Comments, Questions and Discussion:

- Add “Species and habitats” to the bulleted list of issues to consider.
- Concerned about the potential Sunshine constraints on scientists providing input to the committee. (Note a more complete discussion on the role of At-Large scientist and citizens follows below.)

Community Action (CA) Advisory Committee

Participant Comments, Questions and Discussion:

- The intent of the committee is to provide a community perspective on technical issues
- Add to the bulleted list of responsibilities “enhancing public participation”
- The committee can provide input but can also serve as a conduit back to groups they represent to promote understanding of the program. Will there be a communication staff person on the program staff?
- Yes, there will be a public outreach person on staff
- Committee should represent the community
- We need a consistent story out to the public to build understanding – a consistent message
- Add educating or education of the public in order to enhance their understanding. Should we also include adaptation challenges?
- Challenges posed for watershed or shoreline communities such as sea level rise
- Resiliency and adaptation – the latter relates to the changing conditions in the watershed that needs to be addressed. It could be broader than just environmental.
- Consider challenges to adapting to changing circumstances
- Results of Hurricane Michael – the loss of trees adds to flooding issues

Development and Financial Planning (DFP) Advisory Committee

Participant Comments, Questions and Discussion:

- Important not to wait to get this committee going. This committee is important to understand and support longevity of the program. It may take time to build support or get into a funding cycle early. These issues are critical to the survival of program.
- We need to get on top of funding and identify potential grants sooner rather than later
- We need a specialist to identify the right resources especially on governmental funding – someone who can tell us how.
- I agree we need a grant specialist or finance person with government grant experience on the staff and helping the committee.
- FSU has experience in dealing with differing levels of funding. Some potential funding may go through the estuary program or some may go through local communities. We need at least access to consult with FSU grant management resources. It depends on the source of funds and who the funds will go through. It would be nice to have a grant writer on the estuary staff eventually – but consider starting with FSU resources.

At-large Scientists and Citizens

Participant Comments, Questions and Discussion:

- I am wondering if consideration of Sunshine constrains scientist providing input. If they only listen in on calls? Scientist interact with each other as needed, not just once a month in noticed meetings.
- Not constrained in conversation with nonmembers. Yes, it is a constraining on members, but not constrained in conversations as nonmembers. If Sunshine is an obstacle to collaborating with colleagues then look to participate in the at-large role in discussion. You are just not part of recommendation decisions.
- Sunshine constrains member to member discussion but not nonmember discussion with nonmembers or members.
- My understanding is that it is okay to have one-way conversation to lay out your view point but not as a discussion of alternatives and issues.
- If I send a position paper, need to be careful someone is not responding with their own paper.
- That helps clarify, but still gives scientists pause in joining committees. Many categories you would like represented may be restricted from participating.
- At-large can participate in discussion – just not vote on recommendations.

REVIEW AND REFINEMENT OF POTENTIAL VISION AND MISSION STATEMENTS

The facilitators prepared the following draft vision and mission statements based on the Policy Board's discussion at its first meeting, on February 25, 2021. The statements were presented as starting points for a discussion of the Vision and Mission of the program at Policy Board Meeting 2 in March. The facilitators asked each member one at a time to offer their reaction and any suggestions for refinement.

Vision

Healthy bays that support natural systems, recreation, fisheries and a vibrant economy in the communities that surround it, and sustainable communities in the watershed that live in harmony with the needs of the estuary.

Mission

To collaborate -- as representatives of private, public, and non-governmental stakeholders -- to improve our science-based understanding of the needs of the estuary, and to develop, promote and implement projects that protect and restore the health of the bays.

Participant Comments, Questions and Discussion

- I think both look good.
- I agree both are good. The statements support what our agenda is.
- Both are real good. They express what we are looking for. Our mission may change as we get into it, but these are good initial statements.
- Agree both fine as initial drafts. I think we will probably tweak them as we move forward.
- I think both are great. I am looking for the word “protection.”
- Both are sufficient for now. Will do some tweaking as we get into it.
- Great starting point. Will tweak as needed as we move forward.
- I like it. The tweak that comes to mind – add sustainable “vibrant and sustainable communities”
- Good. I would also suggest adding “sustainable communities.” Also include resiliency – community and coastal.
- Say a little more about when these statements might be modified and which board would do it. Focus the mission on the protection aspect.
- Excellent. Sure there will be some wordsmithing or polishing, but a great beginning.
- Very good. Agree with the comment on sustainability. Very much in line with those of other national estuary programs.
- May need some wordsmithing – start with “Healthy, thriving estuarine habitats that protect native species, natural systems,” then as written.
- Looks good, agree with the suggested additions so far. I would encourage having a regular dialogue with the other Estuary Programs. That type of coordination would be really valuable.
- Add common sense as well as science-based to the mission statement.

UPDATE ON EXECUTIVE DIRECTOR POSITION SEARCH

The facilitators noted the period for accepting applications for the Estuary Program Executive Director position would close near the end of April. They noted that the position would be hosted by FSU and would therefore be an FSU employee. Next steps, consistent with FSU’s guidelines for position searches, include:

- Establishment of an FSU Search Committee to review applications and develop a short-list
- Candidate interviews with Search Committee and potentially with Policy Board
- Final Committee deliberations
- Search Committee hiring recommendation to FSU

The general timeline – including the activities above – may mean an Executive Director would be in place by the end of June or early July. How the Policy Board members want to be involved in the selection process will be part of the agenda at the next meeting in late April. Prior to the next meeting, the facilitators will reach out and ask a few of the technical Policy Board members to serve on the selection committee.

Participant Comments, Questions and Discussion

- No participant comments or discussion.

NEXT STEPS

The facilitators noted that the Policy Board will continue to meet monthly through April, and every two to three months after that. The facilitators anticipate presenting a draft set of bylaws to the Policy Board for review in June. The Management Council will meet monthly starting in May. The first milestone for the Management Council will be a goal framework and outline recommendations in October for review by the Policy Board in November.

PUBLIC COMMENT

Members of the public would like to offer comments for the Policy Board to consider:

- The Vision Statement should capture that this is a watershed approach. The Bays are the receiving end of the tributaries and watershed flow.

DRAFT

APPENDIX A – PARTICIPANTS

√ Indicates participation at this meeting

MEMBER	AFFILIATION
Local Government Elected Officials, Voting Members	
Greg Brudnicki √	Mayor Panama City
Rich Buzzett	Mayor Port St. Joe
Phil Chester √	Councilman, Panama City Beach
Bill Dozier √	Commissioner, Bay County
Ralph Hammond √	Mayor, Springfield
Darrell Key	Councilman, Mexico Beach
Frank Mancinelli √	Commissioner, Callaway
Rich Musgrave √	Mayor, Parker
Doug Moore √	Commissioner, Bay County
Pat Perno √	Commissioner, Lynn Haven
Sandy Quinn	Commissioner, Gulf County
Regional, State and Federal Agency Non-Voting Members	
Angela Bradley √	Emerald Coast Regional Council
Darryl Boudreau √	Northwest Florida Water Management District, Regional Policy Manager
Jonathan Brucker √	Florida Department of Environmental Protection, Division of Water Resources Management
Katie Konchar √	Florida Fish and Wildlife Commission, Biological Scientist
Jeremy LaDart	U.S. Army Corps of Engineers, Mobile District, Chief, Planning and Environmental Division,
Bryan Phillip	Florida Fish and Wildlife Commission
Barbara Powell √	Bureau of Community Planning and Growth, Florida Department of Economic Opportunity
Thomas McGill √	U.S. EPA Region 4, Water Division, Chief, Ocean, Wetlands & Streams Protection Branch
Melody Ray-Culp √	U.S. Fish and Wildlife Service, Coastal Program Coordinator
Caitlin Young √	NOAA RESTORE Science Program, Science Coordinator
COORDINATION TEAM AND FACILITATORS	
Irvin R. Clark, EdD √	Associate Dean, Student & Strategic Initiatives, FSU Panama City
Jim Muller √	Bay County RESTORE Act Coordinator
Hal Beardall √	Estuary Policy Board Facilitator, FCRC Consensus Center
Rafael Montalvo √	Estuary Policy Board Facilitator, FCRC Consensus Center
OTHER PRESENTERS	
Craig Miller √	Deputy General Counsel, FSU

Others participating: Andrea Graves (TNC), Matthew Smith (ERC), Becca Hatchel (FWC), Connor Seeberger, Jenn Latusek-Nabholz, Jennifer Shook, Patrice Couch