

Massachusetts Ocean Partnership

Partners' Event in Salem

Purpose and Overview of the Event

This Partners' event, organized and sponsored by the Massachusetts Ocean Partnership (MOP) and held at the Hawthorne Hotel, provided a timely opportunity for MOP Partners and Prospective partners to:

- Get an up-to-the-minute **status report of the state's planning process** from the EEA planning team (Deerin Babb-Brott, John Weber, and Prassede Vella);
- Directly contribute and **discuss stakeholder concerns, ideas and issues**;
- **Ask questions** regarding the ocean management planning process itself; and
- **Hear updates on numerous MOP ocean planning projects and plans** for the near future.

Opening of Meeting

Rich Delaney, chair of the Massachusetts Ocean Partnership (MOP) Governing Board, opened the meeting, noting the significant progress being made through state efforts under the MA Oceans Act. He further noted MOP's support for science and stakeholder involvement as important components of the ocean management planning process. He reviewed MOP's mission, noting that MOP is an informal collaboration of stakeholder partners who support the creation of an Integrated Multi-Use Ocean Management Plan for MA with generous support from the Gordon and Betty Moore Foundation.

Massachusetts Senator Bruce Tarr spoke about the importance of the ocean management planning effort, noting that the plan will be an important vehicle for stewardship of ocean resources as it evolves over time. He also noted the importance of choosing appropriate performance measures (indicators) to track what is being preserved, lost and gained, and of protecting traditional uses such as fishing.

Schedule Event Activities

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9:30	Welcome by Rich Delaney Remarks by Senator Bruce Tarr
10:00	EEA Status Report on MA Ocean Planning Efforts
10:30	MOP Partners Discussion with EEA Ocean Planning Team regarding the planning infor-
11:15	Open Forum MOP Partners/prospective Partners discussion: (Q/A, issues, etc.)
12:15	Luncheon
1:15	MOP Program Activities Updates: Science Program and Communications/Outreach
2:30	Partners' feedback on MOP services
2:50	Future Partner Activities
3:15	MOP Governing Board Meeting
5:00-7:00	Reception: Partners and prospective Partners



The Hawthorne Hotel in Salem, MA

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Status of MA Ocean Planning Effort

Deerin Babb-Brott, MA Executive Office of Energy and Environmental Affairs (EEA) Assistant Secretary for Oceans and Coastal Zone Management, and John Weber, EEA Ocean Services Manager, presented the status of the state's four-phase ocean planning process which began officially in July 2008 and will continue through December 2009. They stated in response to an inquiry that this process is likely to continue as scheduled despite the state's fiscal crisis because the planning process is a priority for the state, because tasks are distributed across many agencies, and because of the availability of MOP support and resources.

Step 1: Data Mining, Public and Stakeholder Input, Evaluation of Planning Framework Options from around the world (July 2008 – January 2009)

EEA is gathering qualitative and quantitative information on all potential uses in the planning area through outreach to ocean constituencies and by compiling existing scientific data and information. This initial step in the ocean management planning process includes: (a) 18 public listening sessions, (b) approximately 50 private meetings with representatives of stakeholder groups, (c) meetings with the Army Corps of Engineers to coordinate federal and state jurisdictional measures, (d) MOP consultant development of technical products such as maps, models, economic analysis, and use-resource compatibility matrices, (e) EEA workgroups developing baseline data, and (f) construction of a baseline assessment data base.

The findings from the public listening sessions and stakeholder meetings to date emphasize: the importance of an iterative process involving the public as the MA Ocean Plan is developed; the need for the MA Ocean Plan to be based on sound science; the economic and cultural importance of fishing; an imminent need for defining "appropriate scale" for alternative energy facilities which can then foster development of larger renewable energy facilities further off-shore; the significant but essential challenge of looking across sectors in considering the impact of management decisions; and the need to coordinate with other planning activities (especially with neighboring states, and with inland planning efforts). In all regions of the state, stakeholders and the public have said that commercial fishing is a key concern, that local opportunities and benefits of ocean uses must be

evaluated, and that while the principles applied across the state must be the same, the MA Ocean Plan must accommodate regional conditions. Summaries of the findings from both the listening sessions and the stakeholder meetings are being developed by MOP contractors and will be made available to stakeholders.

The EEA workgroups are organized around the following seven topics and issues: regulatory issues, fisheries, renewable energy, habitat, navigation, sediment management, and cultural/recreational/historical information. Each workgroup includes staff from key state agencies, other state employees who work on that topic, and some other invited individuals with particular expertise. The workgroups were designed to efficiently and quickly collect and organize a large amount of information.

Immediate next steps for this phase include:

- An Ocean Management Workshop being sponsored by MOP and its consultant, Urban Harbors Institute, on November 12. The workshop will explore, among other topics, the characteristics and frameworks of similar ocean planning efforts from around the world.
- Workgroup reports (due mid-November).
- A synthesis of the public and stakeholder issues as identified in the Listening Sessions and interviews (due mid-November).
- An Ocean Advisory Commission meeting to review the synthesis report and discuss the options for planning principles and framework as developed by the Planning Team (December 11th).
- An Ocean Advisory Commission meeting to finalize the MA Ocean Plan principles and to narrow the field of viable planning framework options (January 14th 2009).

Step 2: Draft Ocean Management Plan Development (February – April 2009)

The EEA Ocean Management Planning Team will synthesize all the materials gathered in step one. They will then present the data gathered at an initial stakeholder forum (mid February), showing areas of agreement and conflict between ocean uses while obtaining initial stakeholder feedback. The Planning

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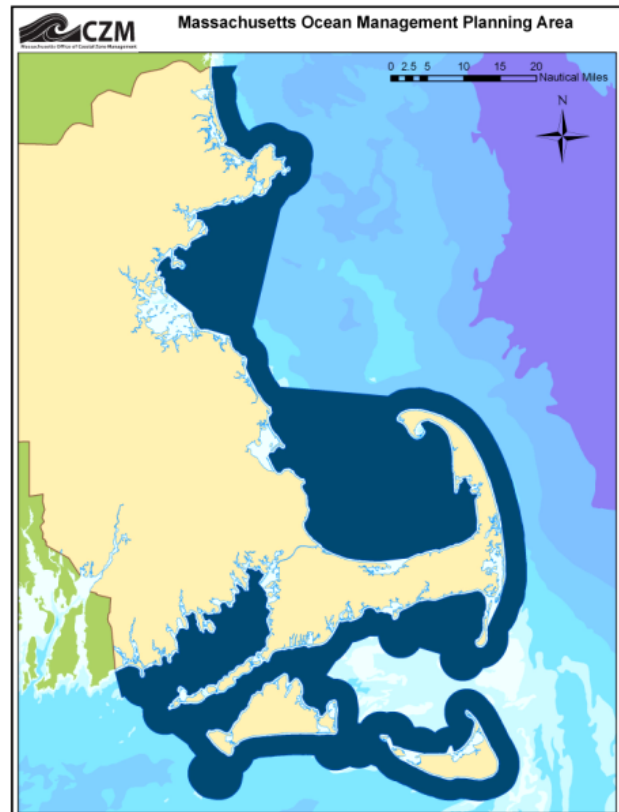
Team will revise the plan components based on this feedback and then a second series of regional stakeholder forums will be held (likely in March) to get additional feedback on the revised documents. Finally, the Team will develop a rough draft of an Ocean Management Plan.

Step 3: Public Input on draft plan, review and modification (May – June 2009)

In this period, the draft MA Ocean Management Plan will be presented to the public so that additional feedback can be gathered and incorporated.

Step 4: Formal Review of Final Plan (July – December 2009)

This formal review will be conducted via public hearings as required in relevant laws and regulations and the final plan will be submitted to the legislature during this period. The ocean management plan is expected to be promulgated by the end of December, 2009.



Partners Discussion with EEA Regarding the Information Baseline for the MA Ocean Management Plan

TOPIC: What is the status of the data/work being produced by EEA's Workgroups?

Deerin Babb-Brott and John Weber reported that the status of the workgroups is largely dependent on the complexity of their subject matter. The sediment management workgroup is working on concrete, focused tasks such as identifying nearby marine sources of sand for beach nourishment and sites that are likely to face the most sediment erosion, while the habitat and fishing workgroups are sorting through data and identifying information gaps. The habitat workgroup has been meeting weekly since July. A few of the workgroups may end up submitting their work after the mid-November deadline due to the broad scope of their topics. The workgroups have been asked to *identify data gaps* and *the process for incorporating science into the MA Ocean Plan over time*. Workgroup reports will be available to the public in January with drafts available earlier for use in developing the baseline assessment.

Mr. Babb-Brott and Mr. Weber then answered MOP Partner questions:

Q: What information will be provided in an ongoing way to the public and partners? **A:** Workgroup bibliographies will be available, as will qualitative data that has been mapped and digitized and uploaded into CZM's MORIS system. EEA has recognized that information is crucial to this effort and must be available comprehensively, transparently and easily.

Q: Will the MORIS database be coordinated with databases in other states? **A:** Yes, and also with federal mapping efforts.

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TOPIC: How is qualitative and anecdotal information being assessed and incorporated?

Partner questions and comments:

Q: What types of anecdotal information are you getting in stakeholder meetings? **A:** We are learning things like yachting area locations, areas where ferries deviate from designated routes in inclement weather or during regattas, fishing patterns, and views about important habitats.

Q: How is the qualitative data being evaluated? **A:** EEA has developed a protocol to use in evaluating the metadata and we will be making professional judgments about the validity of data and how much weight to give to various types of anecdotal data.

Q: The MA Ocean Task Force developed a lot of this data. Has that data been ground tested and used? **A:** Those maps are being replicated and used in the planning process.

Q: Have you considered presenting scientific data to stakeholders to evaluate and validate? **A:** The process to date is to show the quantitative data to stakeholders and ask for their perspective.

TOPIC: What additional sources of information may be available from MOP partners and should be included in this stage of information gathering?

Partner questions and comments:

Q: How do you factor future changes into the product if the product is a set of maps? **A:** We are aware that mapping a variable environment on many timescales and geographic scales is an issue, and expect to develop an iterative process for continual updates. We hope to think intelligently about the present without precluding future opportunities.

Q: How will the MA Ocean Plan be an adaptive management plan which can deal with problems as they arise? **A:** The Oceans Act requires the state to review the plan every five years. The planning framework will include a structure for an ongoing planning process after December 2009 and the state assumes that managing ocean planning will be one of EEA's ongoing management tasks.

Q: How has the idea of monitoring of key questions and uncertainties been incorporated? **A:** The Science Advisory Council (SAC) recognizes this as a key issue and is working on developing both scientific and policy indicators.

Q: Won't EEA need to incorporate habitat plans upstream in watersheds with the Oceans Plan? **A:** The Oceans Act identifies the jurisdictional area. The SAC has noted that ecosystem boundaries do not match with jurisdictional lines between state and federal waters or inland. The hope is that the planning process will contribute to the discussion of the intersection between terrestrial and ocean planning.

Q: Is there a way to learn what types of data each workgroup is seeking? If we had more information about that, we could contribute more effectively. **A:** The workgroups are generally seeking information that can be mapped.

Q: What is the process for making the current CZM plan and the Ocean Plan compatible? **A:** The Oceans Act requires that CZM incorporate the promulgated MA Ocean Plan as an enforceable policy. Incorporating the MA Ocean Plan into the CZM plan filed with NOAA and OCRM will constitute a major program change under the CZMA, and will therefore likely require an EIS. The gap between the CZM boundary and the Ocean Plan boundary may be addressed through the NEPA process.

Q: What plans are in place to ground-truth the high resolution maps? **A:** USGS, Woods Hole and CZM researchers are working to determine how to ground-truth maps.

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Key Partner Issues and Needs

Partners then discussed the most important issues that they and their constituents believe the Ocean Plan should address. They noted the following needs and suggestions. The MA Ocean Plan should:

- Ensure that actions in near shore areas are compatible with the MA Ocean Plan and incorporate effects from outside the planning area into the plan.
- Plan for long-term conservation and resource protection:
 - ◇ Determine unique and sensitive estuary and marine habitats and wildlife.
 - ◇ Protect foraging and feeding areas.
 - ◇ Identify potential habitats for restoration, future protection, and for restoring original habitats.
 - ◇ Focus on habitat restoration and multiple uses in particular habitats.
 - ◇ Incorporate species life cycle needs in planning.
 - ◇ Conserve marine mammals and sea turtles.
- Support a viable commercial fishing industry.
- Support sustainably harvested seafood and sustainable fisheries.
- Delineate aquaculture uses.
- Recognize historical uses.
- Support small companies to be able to survive (e.g. fishermen, pleasure boats).
- Recognize the impact of the high price of fuel for commercial fishing.
- Recognize that the MWRA outfall in Massachusetts Bay needs to be on the map.
- Work towards a balance of uses:
 - ◇ Develop a method to ensure or evaluate compatibility between those uses that require exclusive use of space (such as aquaculture or some renewables) and those that do not.
 - ◇ Consider when, where and what non-marine projects will be put into state waters given how they affect habitat, water quality and fishing.
- Consider the need to track the validity of the inputs and outputs of the plan, given the entirely permeable boundaries. This will require and affect long-term monitoring.
- Seek efficiencies of scale with neighboring states.
- Develop detailed management measures (such as construction and decommissioning management measures) once an activity is deemed appropriate in a particular area so that those undertaking specific activities know what is expected of them.
- Be stakeholder-informed, open and transparent.
- Be based on sound natural and social science and good baselines.
- Ensure adequate resources to continue with adaptive management for stakeholder/user groups that need support, like fisheries.
- Tell its story, what is being accomplished, why, etc.
- Identify those issues that cannot be solved by December 2009 as in need of future work (rather than as failures), and highlight the substantial progress being made through this plan.
- Provide state, not just MOP, support for ongoing stakeholder input process.
- Address renewable energy at an appropriate scale and determine what this means.

Other issues and needs identified by prospective MOP Partners at the meeting:

- There should be more industry representatives at the MOP Partners table, especially those representing new uses.
- Consider aquaculture as a discussion topic for MOP.
- Be sure the Plan includes economic development impacts on the state.
- When site-specific use conflicts arise, employ best practices in cost-benefit economic analysis to inform decisions.
- Aquaculture provides a mechanism to perpetuate the fishing tradition and working waterfronts and provides many beneficial impacts.

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Management Measures to Consider

MOP Partners discussed the types of management measures that should be considered in the MA Ocean Plan:

- The MA Ocean Plan should include specific performance standards, definitions, etc.
- Monitor all decisions so the public can see results.
- Zones:
 - ◇ May be appropriate, in part to reduce conflict.
 - ◇ Consider zoning areas for new opportunities like shell fish aquaculture.
- For performance-based measures:
 - ◇ Consider developing an ongoing assessment tool for ocean management work and future activities subject to NEPA, to develop cumulative information and enable the state to compare proposals on a common basis, and to provide a sound basis for making decisions about conflicting uses.
 - ◇ Use the measures to evaluate whether we are moving towards our management objectives.
- A strategy for considering how to measure outcomes given boundary permeability.
- The performance standards must include consistent and appropriate indicators for measuring ecosystem health and ecosystem services.
- Need monitoring and adaptive management requirements for specific activities and projects to ensure that individual projects meet the Plan's objectives.
- Determine what the MA Ocean Plan means for MEPA review, permits, licenses and Chapter 91 review. Would water-related dependent use definitions in Chapter 91 change if zoning permitted something besides water-dependent uses? How will Chapter 91 be modified, and how will that affect uses?
- Develop and prioritize environmental indicators, then come up with economic indicators that tie to environmental health (such as values for commercial fish landings, dissolved oxygen, stream flow).
- Include economic performance measures that

show benefits and lost opportunities.

- Concern about an additional layer of burden for small businesses.
- Spell out roles for stakeholders in the MA Ocean Plan implementation process.
- Articulate the EEA Ocean management agenda/plan beyond December 2009.
- Consider whether the public should be funding the measurement of environmental indicators. The public is generally unwilling to fund this and some states require resource users to provide monitoring support.

Other management measure-related comments from prospective Partners:

- Concern about the possibility that funding through mitigation money could lead to a conflict of interest in which the state allows things it shouldn't in order to collect mitigation money.
- In the draft Plan, include a compatibility determination protocol for performance indicators and adaptive management. This is used by terrestrial planners today, and the National Park Service and other agencies have guidance for managers on how to look at cumulative impacts of new uses.

Update on MOP Activities: Science Program

Stephanie Moura presented an overview of MOP's progress on its five-year strategic plan. The strategic plan calls for MOP to (a) form partnerships, perform outreach, facilitate difficult dialogue, reach out to stakeholders, and (b) develop a robust science program. Task (a) is well underway. Task (b) has four parts, which Ms. Moura, Jack Wiggin and Nick Napoli presented:

A. *Planning Framework Options* – The MOP Planning Frameworks Team is researching existing planning frameworks and evaluating models that incorporate complex, integrated, multi-use ocean planning. They are gathering information about previous planning efforts and lessons learned. The tasks under this effort, being led by Jack Wiggin and John Duff, are:

1. Inventorying existing integrated ocean planning efforts around the world and evaluating their usefulness for Massachusetts.
2. Developing an Ocean Advisory Com-

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mission (OAC)/SAC Council workshop on November 12 to review the types of components that might be included in an ocean plan.

3. Suggesting methods to conduct human use and ocean resource compatibility analyses.
4. Completing a stakeholder needs assessment based on the interviews of 50 or more stakeholder meetings being done by EEA and MOP consultants. The goal of the assessment is to get stakeholder input on how the MA Ocean Plan might affect them, their issues of concern, information that should be considered in the planning process, and additional options for stakeholder participation over the long term.
5. Developing a list of options for the MA ocean planning framework, based on the inventory and analysis.
6. Conducting an inventory of scientific tools and developing recommendations for integrating the best science into the planning.

B. *Integrated Data Network* – The goal here is to help the state by providing the necessary data management tools for immediate planning needs in the short term, with the long-term goal of building a user-friendly, dynamic database that can be accessed by anyone. This consultant team will provide a baseline data assessment and integration information by mid-November, in support of the EEA Habitat and Renewable Energy workgroups. Components of the integrated data network include:

1. A Metadata Portal – A data inventory website organized by topic, (e.g., habitat), that will show all the records describing data sets. This online library will tell users what data sets exist and where to find them.
2. A Data Inventory Report – This report, prepared for MOP partners and due at the end of November, will review all the data compiled in the metadata portal, and will outline what is available, the current barriers to getting additional data, provide an identification of those who do not have the technology to participate, and which organizations are not interested in sharing their data and why.
3. The Data Network – The development of a data network will begin with a workshop in early 2009 to discuss how best to design a data network then proceed in collaboration with the state to develop the data network and

establish a system for the network's long term maintenance.

C. *Ecosystem and Economic Modeling* – The goal here is to develop immediately useable tools to support decision-making and to provide guidance on how to analyze trade-offs among ocean use management decisions including valuation, cumulative impacts, and ecological and economic trade-offs in the near and long term. MOP is currently seeking responses to RFRs for a socioeconomic analysis and for spatial modeling and decision support tools. Both RFRs have November 14 deadlines. The intention is to have a coordinated modeling effort underway by early 2009 and to further develop models to work towards their application in MA. MOP is seeking a comprehensive approach to assessing economic indicators and trade offs in the selection of modeling and decision support tools.

D. *Indicators* – MOP will be supporting the development of indicators (based on the criteria for success/impact of programmatic, ecological, or economic sustainability objectives. Work will begin on this task in early 2009.

Related Partners' discussion:

Q: What type of economic valuation will be done? **A:** We will be seeking to determine the value of goods and services provided by the ocean, both market values and non-market/intrinsic value that people place on the ocean and ocean services. There is currently a lack of data in this area, and data are needed in order to fully consider impacts from different management options (tradeoffs).

Q: What type of model do you expect for ecosystem modeling of the marine environment? Something predictive? **A:** We hope to integrate components of models for particular systems, and also to integrate data that already exists to support these models. One barrier to the creation of the data network is the data providers' willingness to participate. We are starting by identifying models that exist currently, the data that support those models, and to identify known gaps. The ultimate approach is not yet known.

Ms. Moura wrapped up the session by noting that the MOP's objective is to find and provide the best support tools that fit within the state's timeframe and work with the existing data, then to develop more complete data, resources, and tools for future MA Ocean Plan iterations.

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Update on MOP Activities: Communications, Outreach and other Partner Services

Howard Krum presented information on the goals of MOP's communication and outreach program. MOP is working to provide partners, stakeholders and the public with accurate and timely information about the planning process through support for the listening sessions, stakeholder interviews, periodic progress reports and by coordinating Partners events (like today) and other stakeholder forums. MOP is supporting information exchange through its new web portal (www.massococeanpartnership.org) which is intended to provide among other services: a continuously updated calendar of MA Ocean Plan related events, links to related news stories, updates on MOP science program activities, information on contracting and employment opportunities, and to act as a resource for online collaboration and document sharing. In order to facilitate stakeholder review and public input, MOP has created transcripts and videos of all 18 public listening sessions which are now available online. The MOP Communications and Outreach program is also supporting the EEA planning process, helping to communicate about and document the MA Ocean Management Planning Process in order to share successes and lessons learned.

Feedback from Partners to MOP

Stephanie Moura then asked the event participants to provide feedback on how the MOP was performing—what can we do to better serve our Partners?

Meeting participants had the following feedback:

- There should be more commercial fishermen participating. This may require individual outreach. They are very important to the discussions.
- We would like more clarification on how the Ocean Management Plan will fit with state fisheries management.
- Clarify how the planning process is transferrable to other states that may not have access to the funding MOP has been able to provide.
- Regarding meeting logistics, the acoustics in this room made it difficult to hear speakers and it would be preferable that the reception occur directly after the Partners Meeting.
- Can MOP provide training in collaboration and conflict resolution?
- We are satisfied with how things are going, and the MOP-State partnership seems very valuable.

Meeting Adjournment

Rich Delaney thanked MOP partners, staff and EEA representatives, as well as all prospective Partners, and encouraged ongoing participation in the process of developing the MA Ocean Management Plan.



Deerin Babb-Brott Speaking at Partner's 10/29 Event



MOP Partner's Event in Salem, MA

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Attendees List

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