

Appendix J. Summary of Public Involvement

J.1 Summary of Public Involvement

The initial CCP planning process for the Refuge began in 2005. However, due to staff turnover and change in management, efforts did not truly get underway again until 2009. Public scoping began in the fall of 2009 with a notice in the *Federal Register* (November 9, 2009) and a total of three public meetings held in November 2009 at Manu'a Islands and on the Island of Tutuila. In all, over 60 people participated in these meetings. Public input was also solicited through distribution of planning updates to our mailing list. Additionally, meetings with American Samoa and Federal agencies and elected officials, villages and chiefs, community groups, non-profit organizations, and others were also held. The comments and suggestions made through this process helped further develop and refine the management alternatives for the CCP, including the preferred alternative. It also helped to identify the top priority species, groups, and communities for the Refuge. The following is a brief summary of public involvement:

- 2005 – CCP process briefing to DMWR;
- November 9, 2009 – Federal Register Notice (Vol. 74, No. 215) announcing a Notice of Intent to prepare the Draft CCP/EA and public open house meetings;
- November 2009 – Planning Update 1 announcing the official start of public scoping with public open house meetings and previewing preliminary issues and goals for CCP consideration;
- November 2009 – Public scoping meetings on Ofu Island (November 14), Ta'u Island (November 16), and on the Island of Tutuila (November 19);
- 2010–2011 – Refuge staff held specific meetings to provide updates and discuss management considerations with partners and interested parties (e.g., DMWR, Office of Samoan Affairs, etc.);
- March–April 2011– Formal letters inviting IGC members to participate sent (though briefings had been provided to individual members since 2005 even before the IGC had been formed);
- May 2011 – Planning Update 2 summarizing public scoping comments and identifying issues outside the scope of the CCP;
- March 2012 – IGC review of draft Chapter 2 (Management Actions and Alternatives);
- June 2012 – IGC review of Draft Rose Atoll NWR CCP/EA;
- Fall 2012 – Release of Draft Rose Atoll NWR CCP/EA for an extended 50-day comment period (October 9–November 27, 2012) along with Planning Update 3 to the public and partners, which included public open houses in Tuituila and the Manu'a islands and community meetings and targeted meetings with interested groups/individuals.

Distribution and notification of the opportunities above was accomplished using multiple methods including news releases, a mail/email list of over 200 people (from scoping to Draft CCP/EA) which included interested individuals, local conservation and interest groups, research organizations, and Territorial and Federal government agencies and elected officials; community events/meetings; and CCP-specific website (<http://www.fws.gov/roseatoll/planning.html>).

The Draft CCP/EA and Final CCP reflect this extensive public involvement in all chapters as issues identified, related goals/objectives/strategies and alternatives drafted, and final management direction

were shaped by the feedback received during public involvement. The following table summarizes the comments heard during public scoping and identifies where and/or how it was addressed in the Draft CCP/EA and Final CCP.

For all comments related to the Monument areas outside of the Refuge, the CCP only addresses the Refuge so these non-Refuge areas will be addressed through a later Monument planning process if necessary. The NOAA NMFS has management responsibility for fisheries outside of the Refuge area, in consultation with DOI.

| Issue | Where/How Addressed in Draft CCP/EA |
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| Protection and Management | |
| <p>How will the unique status of the coral reef fish and invertebrates at Rose Atoll both inside and outside the lagoon be considered? The atoll is one of the smallest in the world and only the upper 300 feet of the pinnacle forming Rose Atoll receives enough light to support significant coral growth. This small extent of habitat does not provide the resilience afforded to larger coral reefs that have more habitat complexity and larger fish populations to maintain the natural replenishment populations. Small areas like Rose Atoll are easily fished out. Rose Atoll should be viewed in its regional context – it is part of a remote group of Pacific Islands (the Samoan Archipelago) that form an integrated biological unit that is critical to the continuity of local coral reef ecosystems.</p> | <p>Proposed management actions can be found in Chapter 2 addressing protection of the unique coral reef fish and invertebrates at Rose Atoll; recognition of Rose’s small area and fishing concerns can be found in Chapter 4.</p> |
| <p>Create an effective management strategy that multiple government agencies with competing mandates and priorities will adhere to, in order to provide effective oversight and protection of the area.</p> | <p>Proposed management actions highlighting partnering can be found in Chapter 2.</p> |
| <p>Include a comprehensive threats section and concrete steps to address these threats. The threats to consider should include, but are not limited to, illegal foreign/domestic fishing; potential ship groundings; by-catch of monument seabirds, sea turtles, and migratory fishes in waters adjacent to monument boundaries; invasive species; altered and disrupted landscapes and habitats; land and marine debris; and global warming impacts.</p> | <p>Threats to habitats and species can be found in Chapter 4; proposed management actions to address threats can be found in Chapter 2.</p> |
| Research and Monitoring | |
| <p>Encourage and support research to document the condition of the ecosystems in the monument, track resource trends, and identify the connections between the island and its surrounding pelagic waters and seafloor.</p> | <p>Proposed management actions highlighting such research can be found in Chapter 2 under Goal 6.</p> |
| <p>How will the CCP consider and analyze the impacts of climate change? The CCP should outline a plan to inventory and monitor climate change-related variables and trends. The CCP should include climate change information in environmental education programs. The CCP must address non-climate stressors (climate change will add to existing stressors such as invasive species, habitat fragmentation, overharvesting, so these issues must also be addressed). The CCP vision should acknowledge important role that climate change will play in future conditions of Rose Atoll NWR. Refuge should promote ecosystem resiliency.</p> | <p>Climate change is analyzed as part of affected environment Chapter 3, biological environment Chapter 4, environmental consequences Chapter 6 as well as proposed management actions in Chapter 2.</p> |

| Issue | Where/How Addressed in Draft CCP/EA |
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| Enforcement | |
| How will the enforcement of the atoll be conducted [the commitment was made that the need for a boat for enforcement will be identified in the CCP] and will Manu'a residents be considered to conduct enforcement (e.g., as first responders)? | Enforcement considering Manu'a residents is identified in Chapter 2. |
| Include a realistic plan for effective surveillance and enforcement of the monument. | Surveillance and enforcement of the Refuge (which is part of the Monument) is identified in Chapter 2. |
| Visitor Services and Education | |
| What educational opportunities can be provided? Education can be used to gain support and participation of youth in Manu'a in the conservation of Rose Atoll. There is a need to send over educational materials and resources to help enhance community awareness and understanding. A science education program for local students to learn more about the marine environment and resources would help encourage Manu'a students to pursue interests in science and to become scientists (marine biologists) in the future. Fish and habitats of Rose Atoll should be in DVDs and posters. Hold community workshops to educate about the resources [at the meeting, the commitment was made that education programs and opportunities would be developed and included in the plan]. | Educational opportunities are identified in Chapter 2. |
| What opportunities for tourism can be developed and will there be opportunities for touring the atoll? | Tourism does not meet the Refuge purpose (outlined in Chapter 1). Therefore, tourism was not considered (see Chapter 2). |
| Cultural | |
| The name of Rose Atoll could be changed back to the original Samoan name to protect the culture and heritage. | This is identified as a strategy under Goal 8 in Chapter 2. |
| Discussion of subsistence, sustenance, and recreational fishing opportunities should be discussed. | For areas within the Refuge, this issue is addressed in Chapter 2, with biological justifications outlined in Chapter 4. The conclusion was that fishing was considered, but not developed further in the CCP. For areas outside the Refuge (and therefore outside the scope of the CCP), a separate process through NMFS is underway. |
| Local participation should be included in management of the atoll (e.g., jobs for ASCC and high school students). | Through cultural practices, enforcement, environmental education, outreach, and research, local participation was integrated into proposed management actions found in Chapter 2. |

| Issues Outside the Scope of the CCP |
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| <ul style="list-style-type: none"> • How can the boundary of the Rose Atoll National Monument be changed? Please consider our request to reduce the area closure around Rose Atoll National Monument to 12 miles. • Will the Manu'a people, especially those in Ta'u Island, be allowed to fish at the atoll? Can the Manu'a people be allowed to fish within the 50-nmi zone? There were a number of individuals that expressed concern that the waters of Manu'a should be kept for the people of Manu'a to carry on their tradition of fishing and allow them to develop their fisheries. • Will the establishment of the Monument provide jobs for the Manu'a people? NOAA should establish an office in the Manu'a Islands to assist the community in enforcement and management of the Monument. |

Major comments received during the Draft CCP/EA public comment period and how they were addressed in the Final CCP are reflected below. However, comments concerning technical/minor edits are not reflected, but were incorporated where relevant into the Final CCP. Authors of comments are included in parentheses.

| Issue | Where/How Addressed in Final CCP |
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| Explain the relationship between seabirds and pelagic fish (NOAA) | Clarifying text was added to the beginning of section 4.5 in Chapter 4. |
| Desire for more than 30 days to comment (ASDOC) | The public comment period was extended through November 27, 2012 (from initial close date of November 9, 2012), for a total time period of 50 days. |
| Clarification needed on how the Service plans to build on co-management and coordination for resources, enforcement, and outreach (ASDOC and Marine Conservation Initiative) | This issue was addressed in Chapter 1, section 1.9.3, last paragraph. The Monument is managed by the Service in consultation with our partners and Monument management is outside the scope of this document. The Service has sole management responsibility for the Refuge, but we work very closely with DMWR and treat them as a cooperating agency. |
| <p>The following comments were submitted by the Marine Conservation Initiative:</p> <ol style="list-style-type: none"> 1. Urge NOAA to advance fishing regulations outside refuge 2. Increase the penalty for fishing/trespass in the atoll (\$500 is too small) 3. Ensure monument/refuge boundaries are accurately portrayed on government/commercial nautical charts with outreach to vessel owners/captains 4. Better identify in goal 6 research related to linking land and sea. | <ol style="list-style-type: none"> 1. Agree. The final rule for fishery management measures within the Monument were established by NOAA in June 2013. 2. This penalty is not specific to the Refuge, but is the penalty set for all refuges for such violations. 3. Additional text was added to Chapter 2, section 2.3 under law enforcement. The Service is presently working with NOAA to ensure that all Pacific Island refuges are labeled as Monuments on nautical charts. 4. Two new research strategies were added in Objective 6.2 in Chapter 2. |
| Allow fishing at Rose Island once or twice a year under the National Park Rules (anonymous) | This issue was addressed in chapter 2 (section 2.2) as to why fishing will not be allowed. NPS regulations do not apply to Rose Atoll NWR. |

In addition to the above, four public open houses were held involving over 40 participants (see summaries below).

October 16, 2012, 2:00 p.m. Rose Atoll NWR CCP Public Open House
Sadie's by the Sea, Pago Pago

Comments and responses were as follows:

- The Refuge cannot be there because of the Deed of Cession. A man pulled out a copy of the Fagatele Bay (National Marine Sanctuary of American Samoa) Federal Register and asked about 48 U.S.C. 1661.
 - We cannot answer technical legal questions. Additionally, it was pointed out that the Governor, the Fono (American Samoa Legislature), and the President have all signed papers confirming that Rose Atoll is indeed a NWR.

- Had we met with the chiefs of Manu'a?
 - Ray Tulafono (Director of DMWR) explained that we approached the Secretary of Samoan Affairs before the comment period opened and explained that our comment period would close on November 9 and that Service would be available for a meeting with the chiefs of Manu'a at any time. The Secretary of Samoan Affairs explained that several of the chiefs were candidates for governor, and that a meeting could not be planned until after November 9.

- A goal relating to cultural issues is identified. Have we given the chiefs a chance to comment?
 - The Refuge Manager (Frank Pendleton) explained again that we approached the Secretary of Samoan Affairs who did not want to have a meeting until after the election. The Service will meet with the chiefs when the Secretary sets up a meeting. While this will be after the comment period for the CCP the Service will still listen to their comments and consider them in the management of the Refuge.

Note: The public meeting in Ta'u was attended by 15 local chiefs. Additionally, following standard protocols to arrange a meeting with Manu'a chiefs, we contacted the OSA on several occasions. Initial contact with OSA was made in September by the Director of our cooperating agency, the DMWR. However, due to the gubernatorial election and transition of the OSA, the Refuge Manager was advised that no action would be taking place at this time. We plan to continue discussions with all parties interested in the management of the Refuge on a regular basis. The OSA will be re-engaged and discussions with the Manu'a chiefs will be on going. It should also be noted that the goal relating to cultural issues was also developed in part from feedback from the Manu'a chiefs when the Refuge began its public scoping process in 2009.

October 18, 2012, 9:00 a.m., Rose Atoll NWR CCP Public Open House
Ofu Community Center

Participants asked a few questions about the natural history of Rose Atoll, but nothing about the CCP.

October 22, 2012, 1:00 p.m., Rose Atoll NWR CCP Public Open House

Pita's Fale

- Can we fish at Rose?
 - No. The Refuge is closed to all entry, including for fishing, to protect the fish and wildlife in the Refuge. Additionally, NMFS is working on Fishing Regulations for the Monument and it is likely that fishing will be prohibited within 12 nmi of the Refuge. (Attendees were directed to NOAA NMFS handouts explaining fishing regulations).
- Can local people go on Service trips to Rose?
 - Anyone wishing to enter the Refuge must obtain a Special Use Permit from the Refuge Manager. On rare occasions a local resident may be able to come on a trip with the Service, but we only go 3 times a year and most boats are full of researchers.
- Can we eat the faisua (giant clams)?
 - Nothing may be taken from the Refuge, including the faisua.
- Can sailboats go to Rose?
 - Sailboats wishing to enter the Refuge must have a Special Use Permit.
- Is Rose part of American Samoa?
 - Yes, Rose Atoll is part of American Samoa, and specifically part of Manu'a. It is managed under the Service's jurisdiction, but is still owned by/part of American Samoa.

In addition to the two open houses, a NPS employee accompanied the Refuge Manager Frank Pendleton around Ofu and Olosega to meet with various people. One was the daughter of the Pulenu'u (Mayor). She was acting in his place while the Pulenu'u was off island. He informed her about the meeting to be held on the 22nd and gave her a copy of the CCP.

October 23, 2012, 2:00 p.m., Rose Atoll NWR CCP Public Open House

Manu'a High School (Ta'u)

Many of the attendees were members of the Village Council and several of the attendees spoke in Samoan in formal style before the beginning of the presentation.

- Rose Atoll is part of Manu'a, and was taken away without consultation.
 - Rose Atoll has not been taken away. It is still part of American Samoa and specifically part of Manu'a. Additionally, it is also a National Wildlife Refuge. The Refuge was created in 1973 by a Cooperative Agreement between the Service and Governor Haydon, which was approved of by the Fono (American Samoa Legislature) by a Concurrent Resolution. Both of these documents are in the Draft CCP/EA (attendees were shown where they could find this in the document).
- The chiefs who actually live in Manu'a should be taken to Rose Atoll.

- It would not be possible to take all the Chiefs who actually live in Manu'a to Rose Atoll; on occasion a Manu'a Chief could be taken on a trip to Rose Atoll [Some already have been and Goal 7 is related to this].
- The Fono was not aware of 48 U.S.C. 61 and 62 when they prepared the Senate Concurrent Resolution approving the Cooperative Agreement that created the Refuge.
 - The Refuge Manager Frank Pendleton cannot comment on what the Fono knew in 1973.
- The chiefs have filed a claim concerning the 50 nmi area and would like to see it shrunk back down to 12 nmi.
 - The President of the United States, the Governor of American Samoa, the Fono, and the Regional Director of the Service have all signed papers creating or legitimizing the Refuge.
 - NOAA NMFS is working on the fishing regulations for the Monument areas outside of the Refuge. The area that will likely be closed to all fishing is 12 nmi from the Refuge. Local, non-commercial fisherman will likely be allowed to fish in the Monument as long as they are more than 12 nmi from the Refuge.
 - A handout from NOAA NMFS was made available explaining the "No Fishing Zone".
- Since Rose Island is in Manu'a it would be a good idea to put the Service office in Manu'a.
 - An office in Manu'a would be nice, but there are many challenges to locating an office in Manu'a. Currently an office in Tutuila exists.
- We do not like the name Rose Island. It should be changed to a Samoan name, either Muliava or Nu'u o Manu, or a combination of the two.
 - A name change to a Samoan name is being considered. [Note Goal 7.]
- We would like to see some jobs created in Manu'a regarding the Refuge/Monument.
 - The Service would also like to see this, but under present budget considerations any jobs that may develop are unlikely any time soon.
- The Service should come to Manu'a more often.
 - Yes, the Service should come to Manu'a more often. Now that we have a person stationed on Tutuila this is possible.
- Manu'a would like something out of this (e.g., jobs, environmental education, etc.).
 - Refuge Manager Frank Pendleton gave a talk at Olosega Elementary School, and will be giving talks at Manu'a High School during this trip. [In the Final CCP, increased outreach as well as environmental education is proposed under Goal 7.]
- Manu'a kids should have the chance to be interns before other kids.
 - We will consider it. A consideration would be if students are enrolled at American Samoa Community College in a Natural Resource program.
- Only Manu'a people should be able to fish in the Monument and they should also be able to fish the Refuge.

- There is presently no fishing in the Refuge to protect the tiny lagoon which could easily be overfished. NOAA NMFS creates fishing regulations for the Monument.
- It is important to meet with the Village Council here in Manu'a, and not only with the Chiefs and Pulu'u that the OSA suggests.
 - The Service will strive to meet with the Village Council regularly.
- The Service should inform the Manu'a Representatives in the Fono about the CCP and anything else going on at Rose Atoll.
 - Upon the Refuge Manager's return to Tutuila, he will try to meet with the Manu'a Representative in the Fono.