Adaptive Management Workshop
Session Transcripts

April 30, May 1 2003
Auburn Conference Center
Auburn, Alabama

Facilitated and Prepared by

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1. Membership

Stakeholders must be identified and represented. I note that some groups are not represented.

GP: New stakeholders should not expect process to start over. The process has begun.

Stakeholders for future project

Membership should include anyone that believes they have something at stake that could be potentially affected by the outcome.

** GP: All stakeholders should commit to stay engaged**

How do we ensure that the membership selected for this group reflects the decision-making process in the real world? EG. How do we recognize that there are certain regulations and people that are going to carry veto power? Can we weight our membership to reflect these realities?

** ESA examples cited here. How does this play into the decision process? The model will contain broad representation, but can not solve every problem. It's a starting point for further refinement and development, not a finished product.**

** Core or fringe issue?**

** If regulatory component trumps other interests this could become critical. To be determined in our object evaluation segment**

** Need to ensure we include representatives who have regulatory veto power: ESA Service/FERC/others. Got to consider this list carefully to be certain it is complete and inclusive.**

The middle Tallapoosa group does not appear to be represented

Georgia Power?

State & federal natural resource management agencies

Does this group include owners of land along the river reach?

We need to identify the problem(s) we want to address. If you have not been a part of the process you don't have a good idea of what the process is about.

Recreational boating groups

East Alabama Regional Planning Commission
Emerald Mountain Triangle (realtors)
All city and county governments of Clay, Randolph, Tallapoosa (river region)

If some interested group is not represented today, it is their own fault because this process has been ongoing and there was ample information and time for any interested...
parties to participate

Municipalities.

Consumptive & nonconsumptive recreational users of the river

Membership should be based on
   A) Who wants to be a part of the governing structure,
   B) Inclusionary group representation (are some groups not included . . . river residents, for instance?!!?),
   C) A vote that should be taken for representation on governing body after nominations are made . . .

Fishing organizations

Chambers of Commerce

Office of Water Resources

State Fisheries Division
River recreationists (i.e. canoe fans, fishermen
Lake homeowners
Chamber of Commerce
Clean Water Partnership (Rep) for Middle Tallapoosa Basin
APC
FERC
Middle Tallapoosa Conservation Association
Alabama Office of Water Resources

As a tech person, I am here to provide tech input on adaptive mgmt, and as an observer (to learn more about how to develop goals and dm processes in other problems). So I don't know that I really have a vote on how the process should work. I do have some opinions.

1. A core group of stakeholder needs to be identified and included.

2. A tech group might also be included either formally or on an ad hoc basis. These would not necessarily be voting' members

3. Since I haven't been part of this process I can't really comment further about who should or should not be included.

Speaking of who might not be here today . . . it might be interesting to first hear how current attendees heard about this workshop.

Membership should be an evolving process and never be exclusive. Membership can include multiple individuals from a particular agency or group, keeping in mind that some agencies may often be over represented because some agencies or groups have more resources (e.g. staff and money).

All stakeholders effected by the operations of Harris Dam. Some of whom would be Alabama Power Company, Fish and Wildlife Service, Alabama Department of Conservation and Natural Resources, Lake Harris Homeowners, Property owners downstream of Harris Dam, Local and State economic development authority, local
businesses that may be affected by a change in reservoir operations, local county commissioners and mayors.

Membership:
1. Representative of Randolph County Commission
2. Representatives of Towns of Wedowee and Wadley
3. Randolph County Chamber of Commerce
4. Randolph County Industrial Board
5. Education community of Randolph County

Should the Army Corps of Engineers be involved in the early development of this discussion?

There needs to be an identification of key stakeholders for the decision making process, however, all interested parties are invited to the table. The "carp type issue" given as an example will slow the process down. How do we allow these ideas to flow but keep the main goal in focus?

The Army Corps of Engineers should definitely be involved in the process.

The Upper Tallapoosa Watershed Committee has representation here and should be included.

Facilitation, facilitation, facilitation . . .

As a "stakeholder" it is your responsibility to be here, if your are not here and playing an active role should your voice recognized?

How are stakeholders that represent large groups vote? One vote? Many votes?

Many of the stakeholders have "real jobs" and can not get away for a three day meeting. They still should be included!!!

I heard about this workshop because I was asked by colleagues to attend to provide tech input. I do think that stakeholders should be included (invited) at any time. just because someone didn’t participate up till now should not be grounds for exclusion-- quite the opposite-- BECAUSE 1) players change, 2)word spreads 3) some stakeholders might have felt marginalized and need to be reached out to 4) if you don’t include them & they are critical they will not support decisions made by the group & may attempt to derail them

Alabama Power Company

Membership definitely should not be exclusionary; however we have seen over time that common goals and objectives exist among stakeholders and large groups without facilitators are not productive. Sub-groups or committees need to be formed.

What "authority" would be designated to implement or enforce the adaptive management plan agreed upon?

Rate payers and stockholders of APC

It is hard to set aside time for such meetings. what about doing some of this remotely (via the internet)? tech -wise we should be able to if needed sit in our offices and type in
Do we double count stakeholders because they are members of two or more user-groups?

** Open door membership concerns were expressed. We wouldn’t want participation from other States

** Members should be directly affected
** What’s “directly affected?” how should this be defined?

** Proximity, use or benefit? AL/GA, or property owners?
** Recreational/ownership/use/economic interests are possibilities
** Agency/NGO interests
** Membership within the State
** Shareholders to industries (very indirect connection)
** Agency/NGO with direct mgmt or interest in these natural resource issues (BASS/Trout Unlimited/others)

** Consider choosing to expand the group gradually
** Is this an “invite only” group, or should there be some limits?

** Citizens of 2 States
** Economically affected parties
** Landowners

How many of the attendees today are employed by Alabama Power. If many, will their input today skew the process?

** What about including shareholders in the group? Discussion thoughts:
** Direct customers would be a better criteria: the people who will have to pay for decisions

** Consider the possibilities of scope creep here: could be virtually unlimited (rate increase concerns)

** Customers of marina/fishing guides

** LOCAL CONSUMING CUSTOMERS may provide an alternative

Would the actual customers have to be involved, or could it just be an objective of the power co. to minimize rate increases to customers?

** Use Alabama customers to replace local in our wording

** County Commission model? Is this a potential blueprint for governance?

** This gets complex quickly...we need some sort of Board/trustee/Executive Committee that makes the actual decisions/votes. Representative opinions need to be funneled through stakeholder groups.

** Board/Authority to represent key stakeholders recommended. this would include input from affected interest groups
** Should meetings be open to interested parties even if they can't vote?

** What would a Board/Authority look like?

** Appointed by affected interest group (NGO/homeowners/property owners/Industry)

** The group recognizes them as a representative (no lone rangers, please)

** Agencies who work in the area

** Specifically impacted groups (fishing guides, marina operators)

** Customer representatives (AL Power/Forestry)

** Staggered Boards in uneven numbers to enable tie breaking

** Let the Board appoint a Chair to head it up

** Open-ended public participation and input have to be considered

** Distinguish between technical input and decision making here. The policy and management group might be separate from the technical review team and model builders from yesterday's presentations

** Technical Working Group? Could separate the decisions from the science.

** Science HAS to be included in Board make-up. An Auburn rep or other specialist would almost have to be a Board member.

** A neutral ombudsman, familiar with the biology should be on the Board. Concerns about "lowest common denominator" solutions if the Board is made up ONLY of affected interests.

** Consider a Board Trustee who would represent the Biology/Ecology exclusively to address this concern and potential conflicts of interest.

How formal should the structure of the board or authority be?

What would the board/authority be empowered to do?

** Should an Economist be a designated Board slot? User impact/economic implications would be this perspective. YES! says Willard

** Agricultural specialty.

** Economist should also be a neutral person, not representing a specific interest group.

** Biologist/Economists as Board members or Technical Working Committee: where are they most appropriately positioned?

** Scientist/Economists as non-voting trustees discussion? Would they really be expected to be impartial or non-involved? Do these roles/responsibilities belong on the Board or as a component of some other Technical Working Committee.

** Make this decision as the process needs become clearer. Board members or Technical Advisors? We're leaning more in the direction of TWG

** Broader Board (15-20 members would encourage compromise)

** Calls
**Board**

**Open forum for stakeholder input and comment**

**Decisions will be made by a Board**

**TWG will be comprised of technical advisors/biologist/economists**

**TIME/TALENT/TREASURE DISCUSSION**

**ALP has committed to providing a facilitator to move the process forward. ALP has also committed to assisting with funding biological studies to HELP resolve key UNCERTAINTIES that are resulting from the model.**

ALP will also share hydrological modeling results as well as any independent scientific analysis of existing or future modeling

**Certain Agencies can play because they are mandated to be at the table.**

Research, fish inventories can be built into ongoing monitoring and survey efforts. USFWS, USGS can participate.

**County assets: time to play. What about staff or other warm bodies? All of this is contracted out, some planning consulting expertise may be leveragable**

**NGO: can commit to seeking additional funding sources as well as time/talent**

**Board membership is connected to bringing SOMETHING to the initiative. Should we make this a requirement (to the degree they can) for participation as a GP?**

  - Show up
  - Bring time/talent/treasure you can
  - Membership means more than being there
  - Each Board member is represented/selected by some group/team;

The board should be a two pronged structure: a.) advisory members(large in scope); and b.) voting members(limited in scope).

2. **Rules of Engagement: How will we work together?**

   By consensus, not a majority rule in order to ensure that no one is excluded. Everyone gives a little to get to a solution that all can accept.

   Listen to what people are saying and don’t interrupt

   Need to define who the whole are if the needs of the few are not to be met at the expense of the whole

   There are legal statues which will have be recognized as possible scenarios are discussed.

   **Law/regulatory mandate and economic realities of each stakeholder must be paramount**

   **The Board does not supersede any of these for any partner**
Facilitation will be important

We need to define the limits of the process in terms of the scope of the "issues" there are overriding things such as the status of the water compact negotiations, West Georgia reservoir, which can have direct impact but are beyond the reach of any stakeholder participating in this process.

**GP: recognize by all participation that while we're making evaluations and exploring alternatives other "shaping forces" are out there too. i.e. the MOU between GA/AL specifies development of a drought mgmt plan. Outside events will have to be incorporated into our thinking and models. We have to be real about this.

Realize that stakeholders sometimes have constraints due to their respective agency/organization.

Clear opportunities for each stakeholder group or their designate to voice their position. It's important that values not be discounted because they aren't science-based.

Nothing brought out today will be new. Issues were discussed and voices heard during the licensing process.

Stakeholders/members need to commit to looking at issues objectively, considering various views and evaluating possible solutions. Avoid "us" and "them" posturing, and look for solutions that meet stakeholders objectives to the maximum extent practicable.

Not let current practices (policies) limit possible alternatives

** Are recommended changes to regulatory policy a possible outcome?

** This is certainly a possibility for the Board to have effective impact

** This won't change NEPA/ESA, but may be able to influence other constraining parameters

There needs to be a clear definition how it will be determined when a particular group's position is "out of bounds." That is, when someone is asking the unreasonable, unethical, or illegal.

** Ideas for this: (out of bounds concept?)

** Ignoring ESA

** Draining the lake to maintain minimum flow

** We recognize that extreme win/lose solutions will be totally appropriate. Balancing benefits to all stakeholders must be considered

It is important that we recognize how we got here, that is, how and why was R L Harris developed the way that is was and the regulatory processes that were in place at that time. Equally important is what has changed 'regulatory' and otherwise since R L Harris was developed.

There will be new and good ideas brought out today. We must stay open minded, and sometimes take leaps of faith, for this process to truly work and be adaptive.

Facilitation, facilitation, facilitation

Be open-minded and give everyone an opportunity to express there needs which they would like to see met and the needs that must be met.
Everyone needs to listen to others and attempt to understand there needs and goals for the lake and downstream river

We need to set bounds on issues and limits of operations

Do we create a forum where everyone gets to voice an opinion, or the representative gets voices an opinion? Too many voices can be problematic, time-wise.

**Ground rules and requirements to play include....

** Adequate time for data analysis and fully evaluate all available science before making choices (Service)
** If new data becomes available, all parties will have adequate time to assess it before any decisions are made as fairly as possible
** Board members must be active participants or dropped from the Board. Need guidance for replacing non-participating Board members. They have to show up prepared and not miss more than 2 meetings.
** Caveat that if/when somebody has to be replaced, they come from the same organization or interest group
** The amount of time required for participation has to be defined up front so Board members can know what to expect. 3-day workshops are tough for many to attend.
** Structured agendas, clearly communicated with clear expectations of roles/responsibilities
** What will be our policy on alternates?
** This can be essential for securing continuity.
** Some mechanism should be provided (Homeowners)
** The key is to avoid wasting the time of other Board members...alternatives have to be grounded in concepts to play

3. Decision Making

There are myriad issues to discuss that are equally important. What will be the process for determining that we have had enough discussion, and that it is time to ask for a vote/consensus?

Before determining percentage of group agreement necessary to make any particular decision (i.e., 80% agreement), we must agree that all stakeholders are equally represented

As many stakeholders as possible with a 75% or better agreement

Is 75% a realistic goal???

Some stakeholders have asked others to make decisions for them

Do not need to vote to reach a decision.

Each party should recognize that there are outer "limits" for each group and decisions which completely ignore those cannot be successful a decision must be one that can be
moved forward.

If we don’t use voting to make decisions, how will decisions be made in a way that incorporates values and needs of all stakeholders?

We cannot set a % number for decision making. It is necessary that decisions pass the test of legal and physical constraints

We need to include only those elements that are relevant to the decisions at hand. e.g., upstream land practices may influence communities, but are not under the control of decision makers downstream.

If we do not vote at least for representation on a governing body, then who gets to make the decisions?

Consensus. Not by vote. Everyone strikes a reasonable compromise.

Consider incremental change as an option.

This not a popular vote process.

Decisions on some key issues will require consultation with higher levels within the agency before committing resources or to an agency position.

We may not be able to have a percentage and a final vote if a particular decision goes against an agencies legal requirements (e.g., species protection) or abilities (e.g., drain the lake to maintain minimum flow)

Avoid mechanisms that might let one stakeholder group load the deck.

Incremental change can be an option, but it is still a change, which may require consensus

APC knows the numbers of flow and economic impact . . . they need to share them with everyone . . . what numbers can they live with v. the best positive reinvestment of biological life.

Reaching a decision will be different for each project. I don’t think that rigid percentages can be set.

Impacts to support of Navigational and downstream flows as well as flood control purposes at R L Harris needs be recognized.

Potential reservoir operational changes need to consider the impacts or enhancement to the transition from winter pool elevation to full summer pool.

** WHAT IS A DECISION AT THE BOARD LEVEL?**

** If it’s fundamental at odds with any Board member (ESA/legal requirements/NGO charter) the decision has different weight than other choices/selections the Board will have to make.

** If it’s not legal or possible, the Board can’t outvote itself, or membership**
** Defining different levels of Board decision making recommended

** For routine decisions: (opinion/model choices based on science)
   A simple majority should be adequate (half + 1)
   Decision making around the model and "level one" decisions
   Is this too low a level of consensus...it seems weak to some
   2/3rds majority to 75%?

** The Board should not have a vote on EVERY component of the plan
** We will not dictate cost issues to ALP; another "can't outvote" example on a rate structure

** Minority perspectives should be captured for dissenting positions
Objectives & Potential Missing Objectives

1. Economic Development: Maximize water for development

2. Economic Development MO (means objective): Maximize growth rates

3. FO Maximize revenue opportunities for Local and County governments

4. Agencies: Maximize native fauna diversity and abundance
   - Protecting imperiled species might fall under some other category such as maximizing native fauna diversity but that is an Agency concern.
   - Maintaining and protecting native species
   - Maximize Native Fauna and diversity & abundance (NGO’s)

5. Agencies: Maximize Native vegetation (e.g. shoal lily)
   - Restoring pre-impact vegetative communities “might better reflect the biological perspective than simply “maximizing native vegetation.”

6. Agencies MO: Maximize fish populations

7. Agencies MO: Maximize reproductive success

8. Agencies MO: Maximize spawning habitat

9. Landowners: Minimize bank erosion

10. Landowners: Maximize property values

11. Landowners MO: Minimize daily radical fluctuations

12. Landowners MO: Implement ramping routine

13. Reservoir Users: maximize water levels
    Reservoir Users - Stabilize Water Levels instead of maximize water levels

14. Reservoir Users: Maximize water available for consumption

15. Reservoir Users: Maximize water quality

16. Reservoir Users: Maximize recreational angling and boating opportunities

17. Reservoir Users MO: Minimize water drawdown

18. River Recreation: Maximize recreational angling opportunities
    Maximize recreational angling Success (River Recreation) -may need to define “angling opportunities” clearly to include “success” i.e. more and bigger fish.

19. River Recreation: Maximize recreational boating opportunities
20. River Recreation MO: Maximize prey production

21. River Recreation MO: Maintain flow in pools

22. APC: Minimize total cost

23. APC: Maximize operational flexibility

24. APC MO: Minimize flow requirements

25. MO: Minimize downstream flooding/economic loss (Agencies/APC)

26. NGO: Minimize river fragmentation

27. NGO: Maximize water quality

28. NGO: Minimize consumptive uses (net loss)

29. (NGOs) Conserving water for the future

30. MO: where licenses permit, generically examine the role of high water events (that don't trigger flood control events) in floodplain forest health, fish spawning, and invertebrate food base production
   We won't go outside any of the requirements specified in any operating license

31. Guiding Principles and Other Thoughts
   Regulatory agency: needs the outcome to be enforceable

   MO: Mitigation for losses due to low/inadequate flows

   APC MO: Compensation for lost generation revenue

   Ocoee river user fees paid for water releases

   MO: Minimizing impervious surfaces

   Maximize waterfowl hunting opportunities (Reservoir users/River Recreation)

   Synchronize series of reservoirs and dams so that the entire system functions more naturally

   Mimicking seasonal flow patterns, etc., all are important in attempting to achieve a natural flow regime

   The terms "Maximize and Minimize" are too positional -- perhaps "Equalize" is more appropriate
Objectives Poll I

Voting Results
10-Point Scale (Allow bypass)
Number of ballot items: 31
Total number of voters (N): 23

Mean
8.18 1. Reservoir Users: Maximize water quality
8.14 2. NGO: Maximize water quality
7.77 3. Reservoir Users: Maximize recreational angling and boating opportunities
7.09 4. MO: Minimize downstream flooding/economic loss (Agencies/APC)
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6.86 12. Agencies MO: Maximize reproductive success
6.82 13. Agencies: Maximize native fauna diversity and abundance
6.68 14. FO Maximize revenue opportunities for Local and County governments
6.68 15. APC: Minimize total cost
6.64 16. Landowners: Minimize bank erosion
6.59 17. Agencies: Maximize Native vegetation (e.g. shoal lily)
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6.48 20. Economic Development: Maximize water for development
6.41 22. River Recreation: Maximize recreational boating opportunities
6.36 23. Landowners: Maximize property values
6.27 24. Reservoir Users: Maximize water available for consumption
6.14 26. Landowners MO: Implement ramping routine
6.14 27. Landowners MO: Minimize daily radical fluctuations
6.05 28. NGO: Minimize river fragmentation
6.00 29. River Recreation MO: Maintain flow in pools
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3.86 31. Guiding Principles and Other Stuff
### Number of Votes in Each Rating

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<td>16. Landowners: Minimize bank erosion</td>
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<td>17. Agencies: Maximize Native vegetation (e.g. shoal lily)</td>
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<td>18. River Recreation: Maximize recreational angling opportunities</td>
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Adaptive Management Workshop: April 30 & May 1, 2003
Session Transcripts
**Governance Guidelines**

<table>
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<tr>
<th>Mean</th>
<th>Description</th>
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<tr>
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Lessons Learned and Recommendations

1. Include definitions section to get members on same frame of reference
2. Stress & Re-stress definitions of maximize and minimize
3. Adequately advertise and contact potential stakeholders to encourage participation by a wide variety of groups and foster an atmosphere of inclusion.
4. Make sure there are equal number of participants from all stakeholders groups.
5. Clearly define the difference between objectives and actions,
6. Identify protocols for electing chairpersons and selecting facilitators/project managers
7. One board rep per agency
8. Do not allow over-representation when setting goals/objectives
9. Equity of stakeholder representation - voting skewed by many reps representing one entity (i.e. APC)
10. Short overview of modeling
11. Meetings should be face to face (not phone conferences) as much as possible to maximize effectiveness of meetings.
12. When developing or discussing a "generic" plan or model you should not let a real life issue become confused with it.
13. Stress the fact that identification of objectives is not synonymous with the valuation (e.g. rankings) of objectives. Also stress that the valuations will be conducted by the board.
14. Identify available data
15. Alabama Office of Water Resources should be key player/pivot
16. All data should be shared in advance of meeting.
17. Cannot over-emphasize the importance of good facilitation.
   Good job, B.
18. Stress the fact the modeling will only begin after the identification of objectives and decision alternatives.
19. Identify extreme/unreasonable requests
20. No attorneys
21. Don’t try to pretend that the "smelly" dead moose is not on the table; deal with the issue.
22. Be Reasonable
Proposed Purposes of the Board (1.1)

- Managing and improving a single source Adaptive Management Model for science-based decision-making
- Providing a forum for judging the success of the Adaptive Management process that will continuously improve and refine the model
- Balancing river restoration with hydropower generation and reservoir needs
- Examining and recommending consensus-based modifications to operations from RLH that improves river conditions below the dam
- Exploring and communicating issues that could be impacted by recovering the river below the dam

Recommended Guiding Principles

- Membership on the Board will never preclude a member from exercising their rights (individually or on behalf of the group they represent) and acting independently
- The model is a tool, not a decision package that produces automatic outcomes. Ultimate choices will be made by participating resource agencies and members. The Board will influence these decisions, but will not have authority to impose them.
- Recommendations of the Board need to carry weight. Speaking with a strong, unified voice is recognized as the chief means of accomplishing this. Strongly supported, consensus-based recommendations will be a guiding principle. Such positions will provide credibility and help avoid court-imposed solutions that are unsatisfactory to all.
- Strong, consensus-based recommendations will gain attention and respect from FERC. This must be considered as well.
- The Board will be a very long-range project continuing over time. 5-7 year participation should be expected from member organizations
- Board members will strive for a more candid discussion of difficult issues in face-to-face situations and less public confrontation in the media. Confrontational approaches are recognized as generally unproductive to the process.
- Board members may want to agree to specified "wait and see" period (6-months?) that will enable the process to get established. During this period, members will agree not to toss any legal "bombs" or initiate new post card campaigns.
- Early tangible progress will enable some Board members to demonstrate positive results. This will enable and encourage continued participation.

A draft will be prepared and submitted at the next Board meeting by Katie Mickett
Harris Objectives (Version 1.1)

1. Maximize water for economic development
2. Maximize economic development opportunities
3. Maximize native fauna diversity and abundance
4. Maximize native floral diversity and abundance
5. Minimize bank erosion downstream from Harris
   Planned - controlled growth in the watershed area for ag, retail, commercial and industrial areas
6. Maximize reservoir water level
   Minimize bank erosion UPSTREAM from Harris was proposed
   This CAN be included in the modeling, but potentially, this is a huge issue. Modelers advise considering thoroughly the scoping implications if this is added to AM objectives
   Boat traffic a key factor
   The precision of cause/effect has a lower degree of confidence for the model builders
7. Maximize water (economically) available for consumption
8. Maximize reservoir water quality
9. Maximize reservoir angler/recreation opportunities
   Swimming access opportunities at Lake Wedowee are limited and largely confined to boat docks & ramps. Flat Rock is the only alternative for many residents.
   Swimming access to the lake would be useful to some homeowner associations.
10. Maximize boating opportunities downstream from Harris
    Maximizing boating opportunities upstream from Harris suggested as well
11. Maximize angler opportunities downstream from Harris
    This needs further discussion and clarification. It could mean either access or angler success. Not everyone baits their hooks when they go fishing. Need to agree to agreement on the assumptions here. What are the opportunities downstream?
12. Minimize total cost to APC
13. Maximize APC operation flexibility
14. Minimize river fragmentation
15. Maximize water quality downstream from Harris
    This may present an opportunity for increased monitoring of water quality coming into the reservoir. This is already covered in objective 8.
16. Minimize consumptive uses (net loss)
Harris Governance Guidelines

1. Guiding Principal: The process is underway, we don’t back up for new members

2. Guiding Principal: All Board members commit to be engaged for the long-term (5-7 years minimum)

3. Board members will be appointed, elected or some other clearly-identified spokesperson for their interest group

4. All Board members commit some level of time, talent or treasure (resources) that will be contributed to the effort

5. Board members may bring alternates and technical advisory staff to participate as non-voting members

6. Board alternates may vote if the designated member is not present, provided they have regularly attended Board sessions and/or well informed on Board issues.

7. The Board will not vote on regulatory, legally-mandated, license or other fundamental economic issues as part of this process

8. Minority positions (after a decision has been made) will be captured for later review

9. Public input will be part of ongoing meetings and operations, but any such input will be strictly non-voting

10. Regular agendas and meeting times will be planned and posted well in advance to enable maximum participation

11. Scientific findings will be distributed well in advance of Board meetings to enable adequate technical preparation by Board members

12. Commitment to participate is crucial. Board members missing 2 (two) consecutive meetings will be asked to resign (alternates excepted)

13. A technical advisory team (or teams) will be chartered by the Board. This team will include model builders, technical experts, a neutral biologist and a neutral economist and others as needed to address Board-chartered issues.
   The technical advisory team is not a decision-making body. Membership is not restricted to the functions listed

   There is no limitation to a single technical advisory team. Multiple teams may be established as determined and chartered by the Board.

14. The technical advisory team will focus on specific technical issues, not policy management

15. The Board will seek consensus in all decisions, but when a decision is required a 2/3rds majority will constitute a decision on the model and basic objectives
   Quorum will consist of 50% of attendees +1

16. A facilitator will be used to guide the early stages of model development
17. The Board may elect a Chairperson in the future

18. Members will communicate openly and honestly about their needs

19. Board members will make every effort to be flexible, open to new ideas and listen to the ideas of others

20. A project manager is needed to coordinate activities. Katie Mickett will fulfil this role for the next year.

21. Big outside regulatory, legal, and government agreements (i.e. tri-state water compact and the like) will need to be integrated into the AM model as they occur

22. No extreme positions that would result in dramatic win/lose proposals for Board members will be introduced Board discussions (i.e. draining the lake)

23. Board meetings will be scheduled at a time and location convenient to all (evenings preferred)

24. A quorum will be established based on the number of members attending Board meetings

25. Proxy voting will be acceptable on issues determined by the Board
5/1 Discussion Notes

Missing members from the Board discussion that will be included in the future will include:

- AL Parks & Recreation
- Office of Water Resources
- Middle Tallapoosa (x)
- Clay County Commissioner

- Governance discussion: we agree to one person, one vote for Board decisions

- Assume 15 to 18 Board members; what's a quorum?
  - 1 more than half would equal 9 for a simple majority. This is typical for most 5013c corporations. Avoid a specific number for now. Brett recommends 1 + 50% for a quorum or 51%
  - Can’t call a vote with less than half the Board members present at any meeting

- Governance is about the objectives and assumptions that the model will take in providing management choices. It should provide a mechanism for working together. This will guide the assumptions that go into the technical model.

- Strong Majority for decisions? What’s a choice?

- Worst case would be 9 present with 6 in favor. Meeting could take place in this case, but decisions could NOT be made. Since we’re allowing proxies there should be few problems in the future with low turnout.

- Is it OK to teleconference in for a Board meeting? What about a situation where USFWS might get called out for an emergency situation? Agreed that this will be acceptable under special circumstances for exceptional situations.

- If a situation is well-defined and communicated well in advance, proxies could be sent out in advance for discussion and voting, proxies will be OK. Last minute call-ins, or e-mail proxy votes are to be discouraged. We want full participation at the meetings.

- Quorum is a majority of members +1. The Board can have a discussion at any time, but 2/3 majority of membership will be required for a decision.

- Selecting a Chair should be defined. The role of the Chair would be to keep order, maintain an orderly flow of agenda (to organize, but not control), and distribute meeting minutes. A neutral, (nonvoting) manager/Chair was discussed. Counterpoint is it can be difficult to find a 3rd party with sufficient energy

- If a facilitator is used, it may not be necessary to have a Chair for the committee. Organizing, meeting setup/scheduling dates and calendars neutrally managing sessions, conducting the meetings and moving agendas forward could be potential roles for this person. The team chose to start with this format.

- Central project scheduling and project management has been a past weak link in keeping this project organized. Everybody agrees this is important, but without a central coordinator this is tough. There could be separate roles from the facilitator. The role of making sure the data is moving and calendars are coordinated and communication flows is critical.
It is possible that the facilitator could be the same as the project manager.

Any candidates for potential Project Managers? Katie’s position is funded for the year. This could be an alternative for coordination. Can the grant be renewed beyond one year via Auburn University? This provides a full year of organization for moving ahead. Katie will provide website, coordination and calendaring for a year.

APC agrees to sponsor a reasonably-priced facilitator, as needed for a year.

Proxy voting will be acceptable on issues determined by the Board.

Objectives Discussion Notes

- Separate capital cost and operating costs could be helpful from some Board members to understand the issues. A clearer understanding of the hard numbers was requested. Capital costs vs. loss percentage. Dollar figures on the operating costs of lost hydropower generating would be beneficial in the model.

- Swimming access for Lake Wedowee is limited. Primarily restricted to boat ramps.

- There may be value in dividing up the 47 miles of river reach into segments. Not all of it is in the same condition. Not all has the same potential for restoration (or associated cost). Brad proposes 3 segments:
  - Harris dam to Crooked Creek
  - Crooked Creek to Wadley
  - Wadley downstream.

- Does this make sense from a feasibility perspective? From a practicality standpoint, biological data isn’t available for all of these segments yet. Other factors (hydrology) could be modeled though.

- Stan: degradation downstream from the dam is a given. Partition of impact might make sense for this reason. Increased flows could come from the dam and other structures. A long-term issue.

- The FERC perspective: the AM model is extremely helpful. If in the context of the Board/Stakeholder team FERC can see local decisions made at a local level it’s much more likely FERC can support the recommendations. Outside influences can potentially present problems to FERC. Understand that they are an independent commission that makes their own choices. There are strong trends, but no guarantees. The stronger the recommendations the Board can make, the greater the chance that the Commission will listen and support them.

- A draft of the Board’s charter will be prepared for the next meeting.

- What’s a reasonable length of time? Brad thinks 2 months is adequate time to develop a plan to put water back in the river. The model is not a panacea to guide decision making, it will not be accepted uncritically. If progress is being made toward the goal Brad’s team will modify pressure tactics.

- Uncertainty is one of our biggest challenges for all partners. Establishing a starting point will enable the Board to move ahead. We can assume that whatever choice we make on the model initially will be wrong. We won’t get the first edition perfect.
• Building trust on the Board is a key component. Steps to overcome this baggage have to be taken. Board members need to be accessible to the media, but controlling public discord and having fewer discussions/conflicts in the media would be useful. We can’t bring back the post cards that are out there already.

• Overstatement of claims (ecological desert) has damaged trust and credibility. Sensationalizing the Tallapoosa river headlines needs to be countered to the degree the Board can agree on the facts and situational analysis.

• Requests for quick action are appreciated, but immediate response may be too optimistic at Brad’s 60 day target. Something needs to start to happening and tangible results need to be shown. A 6 month trial period was recommended.

• What did we agree on today? What progress was made? Being able to say the same thing is a huge advantage when we go to the media.

• The Board agreed to pend a decision on electing a Chair the future

• How will members be appointed to the Technical committee? The Board will look for expertise for answering specific issues and sanction specific technical committees to address them.

• The Board is not expecting one model; there is room here for competing beliefs (Duck model is a good example).

• A joint statement on state of the river/reservoir and challenges would be valuable. For next meeting, each Board member will prepare a list setting forth:
  - This is what we think the facts are; what we think we agree on
  - What where we disagree
  - This is where we agree there is uncertainty

• A starting fact sheet of agreement/uncertainties and disagreements will be prepared by Katie

• Stan updated the team on other factors in the works. A process began in 1998 and has changed direction several times. Players have been come and gone. This meeting is an attempt to resurrect these efforts more formally and pick up the pace. Today’s meeting doesn’t mean that past work is invalid or should be ignored. AL DNR will soon present a concept paper to ALC on what we believe we can live with. This process will not be slowed or halted. ALC can determine if they would like to address the proposal or incorporate it into Board agenda for discussion. The proposal will contain 2 segments (concept and figures).

• AL DNR is a proponent of both the river and the reservoir. It can’t operate on the premise that the model will drive the solution. Agency expectations are that it may not help at Harris, but could be when Harris comes up for relicensing.

• AL DNR wants to support the AM Board and is willing to share the recommendations with the Board. ALC needs to approve. USFWS supports…doesn’t want to wait 5-7 years to see results.

• ALC: Strawman has to be evaluated by the Board and modelers and will be shared. ALC will respond.
FERC: this is a tremendous opportunity to listen to a broadband of stakeholders and make a call at the local level vs. the Federal level. The Commission almost always recognizes this as a preferable way to go.

A communication strategy for Board members needs to be developed. Homeowner representatives especially want to be involved. Some feel they haven’t participated fully in DNR’s process. Discussion revealed that there are multiple reasons for this…all easily addressed.

Brett recommended a future meeting norm that very little positive is served by reliving the past. Agreeing, as a team, to leave past issues behind would be productive.

Calendar Discussion: Next Board meeting may need to be scheduled quickly enough so complete digestion of the ALDNR proposal won’t be possible.

Next Meeting scheduled for Alabama Power, Roanoke facility, Wednesday 5/21 at 6 p.m. (approximately 3 hours)

Agenda items:

- Each group will assemble a version of the starting point that will enable the team to develop a joint communiqué. Bullets please on what we agree on, disagree and areas of uncertainty. Send to: Katie Mickett (mickekd@acesag.auburn.edu) 334-844-9318. www.ag.auburn.edu/alcwru/fisheries

- A draft purpose statement will be distributed in advance that will enable the Board to write a charter. This specify the “ins and outs” of what the Board will stand for.

- Some form of the AL DNR model proposal will be presented for discussion. It may separate into concept and figure segments. APC agrees it is OK to distribute whatever is available to the team. Modeling review will take time at APC, so figures may not be part of the package. Some form of overview of the concept piece will be presented.

- Formal approval of Board membership, governance and operating guidelines
Appendix: PreSession Feedback Results

Slide 1

Agenda

Slide 2

Wednesday, April 30

8:00am All participants: Facilitated workshop to define the process of adaptive management (AM), as well as the values, institutional impetus, etc. for multiple use tribal ecosystems. The products of this segment of the workshop should be a generic decision support model (DSM) and a defined process for AM, including implementation strategies, governance and facilitation structures, and a process for integration of science and management.

5:00pm Adjourn

6:00 Fish Fry - North Auburn Fisheries Station

Slide 3

Thursday, May 1

8:00am R.L. Harris Stakeholders only
(other participants are observers):
This part of the workshop will focus on application of the process (defined on Wednesday).

11:00 Wrap up with participants: define next steps
Presession Feedback Summary

What Group Best Describes Your Affiliation?

Key challenges
- Lack of trust between partners
- Lack of understanding about what adaptive management is/aren’t
- Balancing adequate flows to protect the fauna of the river without serious economic impacts to Alabama Power Company
- Participation from a representative group of all stakeholders
- Agreement that proposals will be based on sound science
- Willingness to compromise on individual benefits for the broader health of the river system
- Lack of easily accessible support data or information for decisions
- Past animosity
Key Challenges

- Willing sources of funding
- Uncertainty what power generators may be asked/required to do or what it will cost
- Complex/expensive performance monitoring requirements for each thread of the adaptive management process. Unknown of what they might be or become.
- Limited understanding of hydrological or geomorphological processes
- Lack of agreement on management objectives (Winners/Losers)
- Lack of future-oriented thinking, too profit-centered

Factors that could be part of a Win/Win

- We are all at the table talking to each other, so there must be some value in it.
- Clearly understanding operational constraints
- Compromise: accepting everyone won’t get everything they want
- Understanding the difference between needs and positions
- Building trust that allows a more objective look at the data by partners
- Diverse stakeholder representation and participation
- Federal Law
- ID of the key environmental and economic parameters that can be measured
- More/better communication between all parties

Factors that could be part of a Win/Win

- Definition of clearer goals for all parties involved
- A belief that knowledgeable water managers and biologists are not as far apart on the issue as some might fear
- The scientific understanding of river systems has increased, along with our ability to model and study them, and produce convincing scenarios that benefit a broad range of users.
- Flexibility for future generations to make adjustments and develop revised solutions that will fit the altered conditions which will exist then.
- Desire of most stakeholders to seek a compromise solution satisfactory to the majority.
Slide 13

**Missing Objectives?**
- Federal Maritime Administration would be interested in barge navigation (flow support for downstream areas on the Alabama River, etc).
- Maximize Native Fauna and diversity & abundance (NGO's).
- Maximize recreational angling success (River Recreation) - may need to define "angling opportunities" clearly to include "success" i.e. more and bigger fish.
- Maximize waterfowl hunting opportunities (Reservoir users/River Recreation)
- Maximize safe swimming opportunities (Reservoir Users/River Recreation)
- Minimize downstream flooding/economic loss (Agencies/APC)
- Synchronize series of reservoirs and dams so that the entire system functions more naturally (Agencies/APC/NGO)

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Slide 14

**Missing Objectives?**
- Maintaining a continuous interstream flow of sufficient quantity and quality.
- Limit the number of hydropower events per day.
- Minimizing seasonal flow patterns, etc., all are important in attempting to achieve a natural flow regime.
- Many of the objectives which fall under NGO's or land owners (habitat fragmentation, habitat stability or bank erosion, etc.) would also fall under the concerns of Agencies.
- Protecting imperiled species might fall under some other category such as maximizing native fauna diversity but that is an Agency concern.
- Restoring pre-impact vegetative communities might better reflect the biological perspective than simply "maximizing native vegetation."
- Reservoir users - Stable/Blue Water Levels instead of maximize water levels.

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Slide 15

**Do you believe it is possible to create an Adaptive Management Plan acceptable to all parties?**

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Adaptive Management Workshop: April 30 & May 1, 2003
Session Transcripts
How Would You Rate our Likelihood of Success?

Ingredients of a Productive Workshop
- Objectivity and fairness
- Good initial ground rules
- We need to be aware there are many very complex issues and a stakeholder with a single issue can slow the process down when discussing very technical issues. Can stakeholders and issues be grouped to expedite reaching a solution?
- A genuine desire to remain engaged
- Development of "trust" relationship between involved stakeholders
- Partners should be able to support their positions with science, whether arguing for consistentlake levels or naturalized river regimes.
- Agreement the needs of the whole are greater than needs of the few
- A clear understanding there is value in the long view

Ingredients of a Productive Workshop
- Clear definition of what the "long view" means
- Getting each group to clearly define their needs
- Agreement for all groups to listen
- Participants need to trust that the data will lead to answers
- The idea that the adaptive management does not have to be open ended will help some parties.
- This workshop premise must be enforced in fairness to all participants
Ingredients of a Productive Workshop

- Encouraging folks to get to know others on a more personal level who are not in their “category”, encourage everyone to break bread.
- Get all stakeholders represented/included in the process (including this workshop and subsequent dialogues/emails/meetings).
- Make good faith offers for meaningful changes.
- Willingness to accept tradeoffs.
- Start with a clean slate.
- Be creative with solutions.
- Be armed with facts that are accurate and trusted by all/most partners.
- Facilitate without bias.

Ingredients of a Productive Workshop

- Don’t hold back facts. Get everything out in the open.
- Open-mindedness & frankness
- Key stakeholders must be present.
- Candid and above board negotiations with all stakeholders.

Additional Thoughts

- Open, honest dialogue during and after the workshop is a must.
- Balance stakeholder representation and participation in a theoretical exercise that does not overshadow, represent or anticipate an actual reality.
- I welcome an opportunity to shape river operations toward more natural conditions, and do away with rigid artificial regimes based on comfort, lack of, and fear.
- Protect and enhance aquatic resources of impounded and riverine waters.
- Mutual respect for opinions. Consensus on issues.
- Linkage to Corps mission.
- Funding to support participation.
Other Thoughts
- Willingness for all participants to be able to compromise to reach a solution.
- Willingness of Alabama Power company to accept some economic impact to facilitate a solution that is favorable to the enhancement fauna diversity and recreational flows.

Let's Get Busy

Adaptive Management Workshop
Process Objectives
- The purpose of this process will be to engage the Tallapoosa stakeholders to determine if a consensus-based recommendation that can be accepted and adopted by Alabama Power Company for managing flows on the river.
- For the Adaptive Management recommendation to be successful, Management Objectives of the power company and the Resource Objectives of stakeholders must be evaluated to determine if a "common ground" can be identified that will satisfy the greatest number of constituents.
Adaptive Management Process Challenges

- Criteria from all stakeholders for buy-in and commitment to the decision needs to be gathered up-front
- Trust of each party in the purpose and process must be determined
- Willingness to follow the pre-negotiated guidelines and process is imperative
- Belief that a stakeholder supported solution is possible is a guiding factor for engagement

- The alternative of “avoiding” FERC & doing nothing must be equally valued by all participants
  - Do nothing
  - FERC re-indexing
  - Adaptive Management

Scenarios

Solution Scenarios

Win/Lose

Win/Win

Do Nothing

Collaborative Solution

FERC Solutions

Adaptive Solution

Compromise Solution

Work to Meet

Other’s Needs

Lose/Lose

Lose/Win

Work to Meet

Other’s Needs
Needs Analysis

Perceived Disagreements
- Relative priority “value” of each need
- Some needs appear competitive and mutually exclusive (zero-sum)
- Willingness of “others” to grant legitimacy of need
- Likelihood of creating an agreement, relative to investment of time

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Power Needs
- Decision-making authority is given to the power need
- Problem solving capacity is given to the power need

Environmental Needs
- Impact of decisions is given to the environmental need
- Management capacity is given to the environmental need

Citizen Needs
- Impact of decisions is given to the citizen need
- Problem solving capacity is given to the citizen need

Collaborative Needs
- Impact of decisions is given to the collaborative need
- Problem solving capacity is given to the collaborative need

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Adaptive Management Workshop: April 30 & May 1, 2003
Session Transcripts
### Appendix: Session Attendees

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<td>1101 Market St., Wedowee, AL 36278</td>
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