Local Knowledge, Traditional Knowledge, and Subsistence Taskforce

Update for the Ecosystem Committee
January 19, 2023
Co-Chairs: Kate Haapala (NPFMC) and Sarah Wise (AFSC)

Background for the committee

- eAgenda has the December 2022 and January 2023 meeting minutes as well as the draft LKTKS Protocol reviewed in December 2022.

- Taskforce was not originally scheduled to have a meeting in January 2023, but the co-Chairs wanted to…
  - Revisit December meeting outcomes
  - Ensure equitable access to information
  - Build consensus
  - Get additional public input as the Taskforce nears the end of its work

- The Council, the committee, and the public can expect to see the substantive revisions discussed at the December 2022 meeting to be incorporated into the next public review draft posted for the Taskforce's next meeting.

Plan for the presentation

- Provide a high-level overview of the main dialogue and consensus from the Taskforce's two recent meetings.

- Main topics:
  - Draft LKTKS Protocol with a focus on the guidelines (Section 4)
  - Draft onramp recommendations (Section 5)
  - Taskforce vision for Council action(s) including what it would mean to adopt the protocol
  - Timeline for moving forward to complete work

- No specific action for the committee today but feedback and input is welcome.
  - Want committee members to have a better understanding of Taskforce work to-date and where we're headed as we look to wrap up our work in 2023.

Protocol guidelines

Background on the draft LKTKS Protocol

- Council motion from January 2020 directs the Taskforce to create processes and protocols for **identifying**, **analyzing**, and **incorporating** LK, TK, and subsistence information into the Council's decision-making process.

- Taskforce has received consistent feedback to ensure it contains practical guidance that informs Council decision-making.
  - Provides the Council foundational information for working with these knowledge systems.
    - Has definitions for LK, TK, and subsistence, identifies challenges to incorporating them into the Council's process, provides illustrative ideas to move forward, etc.

- The primary guidance for **identifying** and **analyzing** LK, TK, and subsistence information within the context of the Council's process is housed in the high-level guidelines (Section 4).

Draft LKTKS Protocol guidelines

1. Understand and use the appropriate concepts for LK, TK, and subsistence

2. Demonstrate respect for LK and TK systems

3. Appropriately and accurately identify LK and TK holders, the social science of LK and TK, and subsistence information

4. Engage in early and frequent communication with relevant entities.

5. Acknowledge and account for differences in capacity among relevant entities

6. Adhere to local and cultural protocols that entities have established for sharing and communicating LK, TK, or subsistence information

7. Build appropriate capacity for working with LK And TK systems and subsistence information

8. Understand how to navigate scenarios where western science and LK or TK systems yield different insights (New December 2022)

How to make sense of the guideline content

Guidelines

A best practice for working with LK, TK, and/or subsistence information

Proceeding content

Provides context and meaning for the guideline including Council-relevant examples

Ideas to move forward

Illustrates for the reader how work related to that guideline could move forward; not onramp recommendations

Examples of the draft guidelines

Guideline 1: Understand and use the appropriate concepts for LK, TK, and subsistence (pg. 13)

Key themes conveyed under the guideline:
- Importance of creating shared understandings
- 'Traditional Knowledge' appropriate for the Bering Sea opposed to 'Indigenous Knowledge'
- Individual definitions for LK and TK at community/Tribal level may vary

Ideas for moving forward:
- Adequate time for shared understandings
- Describe and include alternative definitions of LK or TK when they emerge

Guideline 2: Demonstrate respect for LK and TK systems (pg. 14)

Key themes conveyed under the guideline:
- Keep an open mind to different perspectives and values
- Knowledge holders may feel dismissed if their knowledge is described as anecdotal
- Moving at the pace of trust

Ideas for moving forward:
- Be clear and transparent when staff reaches out
- To the extent practicable, try to have an understanding of Tribal/community history
- Try to understand the unique context of the knowledge system

Onramps

How do the onramps fit into the picture?

- The draft LKTKS onramp recommendations are ways for the Council to consider **incorporating** LK, TK, and subsistence information into its process.

- Protocol guidelines are focused on guidance for **identifying** and **analyzing** LK, TK, and subsistence information.

  - Together the guidelines and onramps are how the Council could achieve its goals of identifying, analyzing incorporating LK, TK, and subsistence information.

- Each draft onramp is written as a recommendation to reflect their anticipated final form as recommendations to the Council, **but these are initial recommendations and are not finalized.**
  - The Taskforce has identified a total of 11 draft onramp recommendations.

How to make sense of the onramp content

Onramp — A recommendation for how the Council could incorporate LK, TK, or subsistence information into its process
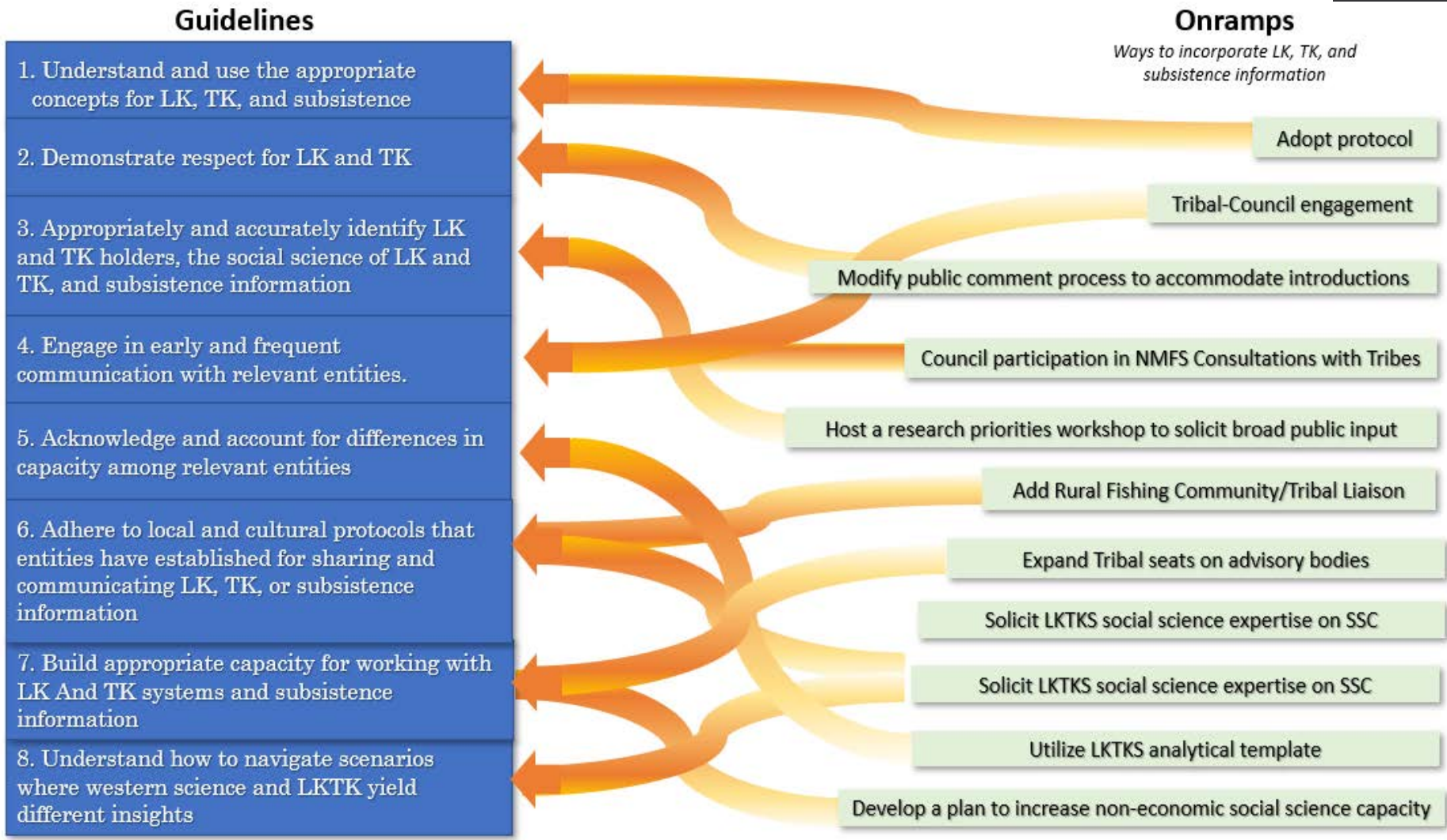
Proceeding content — Provides the Taskforce's rationale and context for the recommendation

Ideas to move forward — Practical and administrative considerations for the Council

The layered approach to the guidelines and onramps

How are the guidelines and onramps related?

Guidelines

1. Understand and use the appropriate concepts for LK, TK, and subsistence

2. Demonstrate respect for LK and TK

3. Appropriately and accurately identify LK and TK holders, the social science of LK and TK, and subsistence information

4. Engage in early and frequent communication with relevant entities.

5. Acknowledge and account for differences in capacity among relevant entities

6. Adhere to local and cultural protocols that entities have established for sharing and communicating LK, TK, or subsistence information

7. Build appropriate capacity for working with LK And TK systems and subsistence information

8. Understand how to navigate scenarios where western science and LKTK yield different insights

Onramps

Ways to incorporate LK, TK, and subsistence information

Adopt protocol

Tribal-Council engagement

Modify public comment process to accommodate introductions

Council participation in NMFS Consultations with Tribes

Host a research priorities workshop to solicit broad public input

Add Rural Fishing Community/Tribal Liaison

Expand Tribal seats on advisory bodies

Solicit LKTKS social science expertise on SSC

Solicit LKTKS social science expertise on SSC

Utilize LKTKS analytical template

Develop a plan to increase non-economic social science capacity

Taskforce vision for potential Council action(s)

What would it mean for the Council to adopt the protocol?

- If the Council adopts the LKTKS Protocol, the Taskforce's envisions the eight guidelines would become a short and accessible 'LKTKS Policy' statement available on the Council's **Management Policies web page**.
  - Defines the Council's approach to working with LK, TK, and subsistence information.

- Having a LKTKS Policy statement would not erase the full protocol.
  - Envisioned the LKTKS Protocol would be available alongside the statement as the reference tool through which people can understand that LKTKS Policy statement.

- If someone wanted to know the Council's approach to working with LK, TK, and subsistence information they could reference the LKTKS Policy statement on the Council's web page and then turn to the full LKTKS Protocol to understand the context that policy statement.

Current draft guideline language	DRAFT guideline language revised as LKTKS Policy
Understand and use the appropriate concepts for LK, TK, and subsistence	The Council recognizes the importance of understanding and using the appropriate terms for LK, TK, and subsistence information for its work in the Bering Sea.
Demonstrate respect for LK and TK systems	The Council, staff, and advisory bodies intend to demonstrate respect for LK and TK holders, the social science of LK and TK, and subsistence experts or information.
Appropriately and accurately identify LK and TK holders, the social science of LK and TK, and subsistence information	The Council, staff, and advisory bodies are committed to taking the appropriate steps to accurately identify LK and TK holders, the social science of LK and TK, and subsistence information.
Engage in early and frequent communication with relevant entities	To the extent practicable, the Council prioritizes early and ongoing communication with relevant entities holding or representing LK and TK systems. This includes but is not limited to Tribes, Alaska Native Organizations, fishermen, Alaska Native Corporations, fishing associations or cooperatives, and more.
Acknowledge and account for differences in capacity among relevant entities	To the extent practicable, the Council will endeavor to acknowledge and account for capacity differences among the entities (i.e., Tribes, Alaska Native Organizations, Alaska Native Corporations, fishermen, fishing associations or cooperatives, and more).
Adhere to local and cultural protocols that entities have established for sharing and communicating LK, TK, or subsistence information	The Council is committed to adhering to local and other cultural protocols that entities have established for sharing and communicating LK, TK or subsistence information as needed and appropriate.
Build the appropriate capacity for working with LK and TK systems and subsistence information	The Council acknowledges the importance of having the appropriate capacity for LK and TK systems and subsistence information. To the extent practicable, the Council will endeavor to identify opportunities for capacity building in its process.
Understand how to navigate scenarios where western science and LK or TK systems yield different insights	TBD

Taskforce rationale for a policy statement

- The full protocol provides the reader with *a substantial amount* of background information to provide context for the guidelines.

- The guidelines provide enduring best practices for working with these knowledge systems but the context surrounding them could change over time.
  - For example, some of the challenges identified in Section 3 could be mitigated over time.

- If the Council were to adopt the LKTKS Protocol…
  - The Taskforce sees that as a signal for the Council's support for the guidelines.
  - The guidelines as an LKTKS Policy statement would provide a clear and concise expression of the Council's approach to working with LK, TK, and subsistence information and what the Council is committing to.

What is the Taskforce asking the Council to consider on onramps?

- As currently written, the draft onramp recommendations are included in the full protocol document (Section 5).
  - The intent is not that the Council would be initiating action on all the onramps by adopting the protocol.

- The Council would have an opportunity to consider each onramp recommendation and determine whether it would want to initiate any process changes at a future Council meeting.

- The Council could initiate work on an individual onramp recommendation, multiple onramps, or decide to take no action.

Summary of potential action(s)

1. The Council to adopt the LKTKS Protocol → create an 'LKTKS Policy' statement from the protocol guidelines.

2. Consider each onramp recommendation and decide on whether the Council wants to initiate work on any onramp(s).

3. Provide direction on who should carry out any potential implementation period, should the Council choose to initiate work on any onramp(s).
   a. Currently assumed to be Council staff as Taskforce is set to disband after completing its work.

Timeline for future work

How is the Taskforce proposing to move forward?

- The Council will receive a presentation on the LKTKS Protocol, onramp recommendations, and a report at its **April 2023 meeting**.

- Rather than asking the Council to adopt the protocol or consider onramp recommendations in April, the Taskforce intends to recommend the Council release the materials presented at that meeting for **an extended public review period of 45 days.**
  - Review period to open at the end of the April 2023 meeting.

- If the Council releases the LKTKS Protocol for an extended public review period, the Taskforce would **ask the Council to authorize one additional (virtual) meeting for the Taskforce** to collectively review and respond to any substantive comments received, if necessary.

- The Council could expect to receive a (potentially) revised and finalized LKTKS Protocol, onramp recommendations, and a summary report of the extended public review period at its October 2023 meeting, pending any future scheduling issues the Council may need to consider.
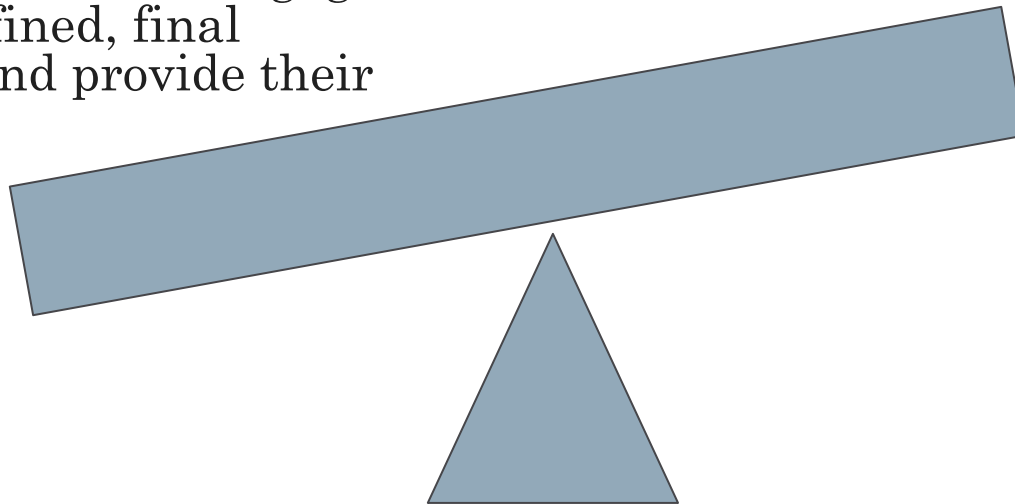 - Look for the Council to consider taking **final action at that time.**

Taskforce rationale for an extended review period

Benefits:
- Council has more time to engage and consider before deciding on whether to adopt the protocol or initiate onramps
- Workable timeline for Tribes
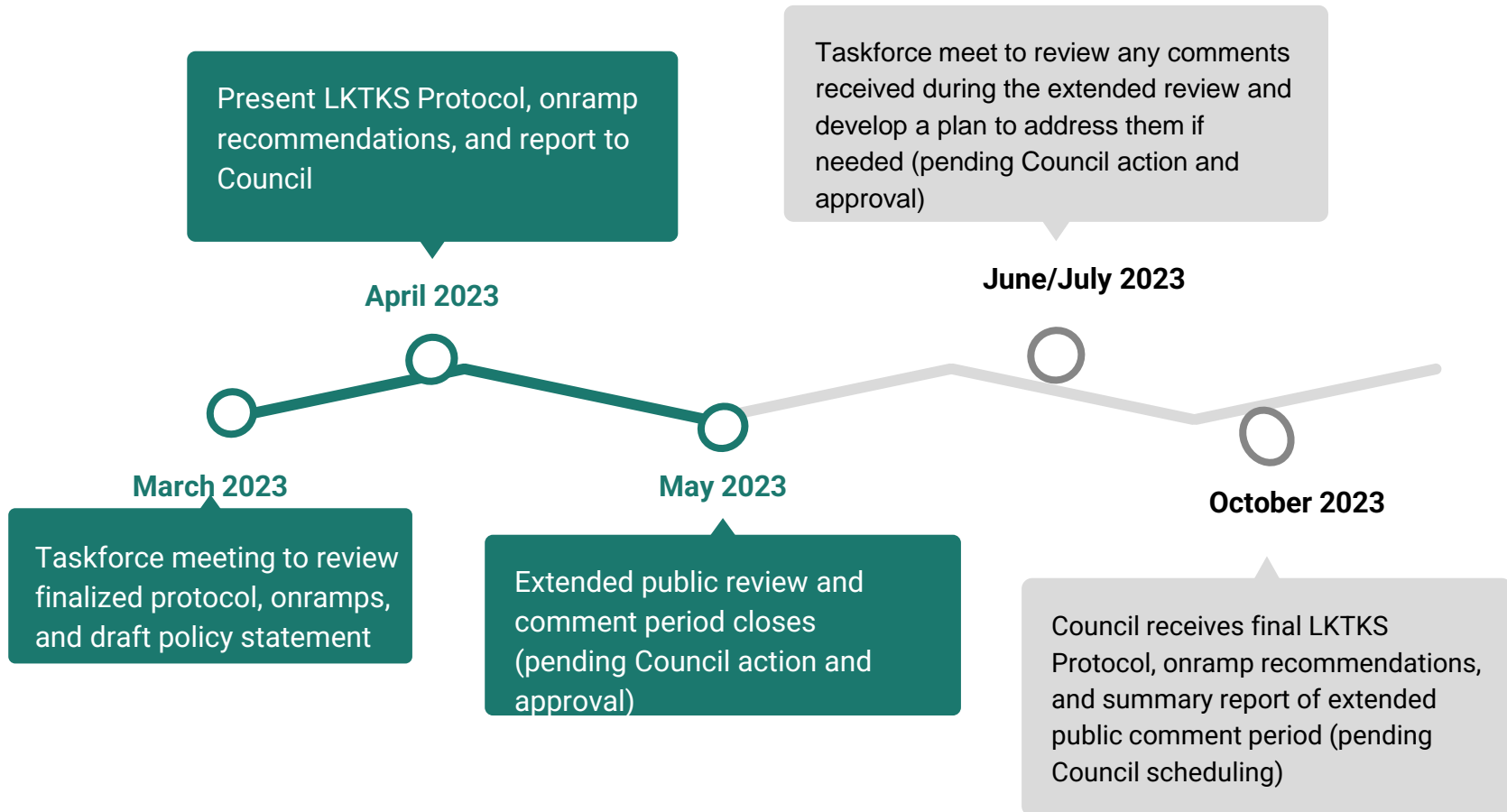- All members of the public have more time to engage with a refined, final product and provide their input

Costs:
- Internal capacity for additional work is limited
- Short working timelines
- Virtual meeting connectivity challenges
- Meeting during primary subsistence seasons
- Delays Taskforce completing its work

Summary timeline

The following dates could change pending Council action and/or scheduling

Present LKTKS Protocol, onramp recommendations, and report to Council

Taskforce meet to review any comments received during the extended review and develop a plan to address them if needed (pending Council action and approval)

April 2023

June/July 2023

March 2023

May 2023

October 2023

Taskforce meeting to review finalized protocol, onramps, and draft policy statement

Extended public review and comment period closes (pending Council action and approval)

Council receives final LKTKS Protocol, onramp recommendations, and summary report of extended public comment period (pending Council scheduling)

Summary of potential action(s) and related timeline

In April 2023, the Taskforce would be looking for:

1. The Council to release the materials presented for an extended public review period of 45 days.
   a. Could also take no action or adopt the protocol and consider onramps at that time.

In October 2023, the Taskforce would be looking for:

1. The Council to adopt the LKTKS Protocol → the LKTKS Policy statement based on the protocol guidelines.
2. Consider each onramp recommendation and decide on whether the Council wants to initiate work on any onramp(s).
3. Provide direction on who should carry out any potential implementation period, should the Council choose to initiate work on any onramp(s).
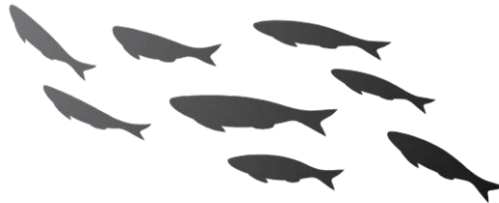   a. Currently assumed to be Council staff as Taskforce is set to disband after completing its work.

24

Questions?

Kate Haapala

kate.haapala@noaa.gov

Sarah Wise

sarah.wise@noaa.gov

Additional reference slides

Taskforce membership

Mr. Toby Anungazuk Jr. (Golovin)

Dr. Rachel Donkersloot (Coastal Cultures Research)

Dr. Kate Haapala (NPFMC staff)

Ms. Bridget Mansfield (NMFS, AKRO)

Dr. Robert Murphy Jr. (Alaska Pacific University)

Ms. Darcy Peter (Woodell Climate Research Center; Beaver)

Dr. Julie Raymond-Yakoubian (Kawerak)

Mr. Richard Slats (Chevak)

Mr. Simeon Swetzof (St. Paul)

Ms. Alida Trainor (ADFG Subsistence Division)

Dr. Sarah Wise (AFSC)

Taskforce progress

2020
- January (in-person)
- April (virtual)
- November (virtual)

2021
- March (virtual)
- November (postponed due to Covid)

2022
- January (virtual)
- December (in-person)

2023
- January (virtual)

Work Products Completed

✓ Workplan

✓ Glossary of terms

✓ Search engine

✓ Reviewed draft protocol and onramp recommendations (x2)

LKTKS Taskforce Goals:

The Council's motion from January 2020 directs the Taskforce to:

Create processes and protocols through which the Council can identify, analyze, and incorporate TK and LK, and the social science of TK and LK, into Council decision-making processes to support the use of best available scientific information in Ecosystem-based Fishery Management.

Create a protocol and develop recommendations through which the Council can define and incorporate subsistence information into analyses and decision-making.

29

Photo credit: ICC

Definitions

LK

Observations and experiences of local people in a region as well as people with significant experience or expertise related to a particular location, species, or practice.

Evolves over time.

Based on personal, shared, and inherited experience.

LK holders may or may not be Indigenous Peoples.

(See Johannes et al., 2000; Martin et al., 2007; PFRCC 2011)

TK

"TK been handed down, undergone its own form of testing generation after generation, and is the culmination of finding the best practical skills to support Alaska Natives' ways of life." *Alaska Native Elder, personal communication, pg. 6*

"In communities, TK is not compiled in print. The traditional ways of doing things have been handed down through generations by word of mouth and hands on learning by doing and living the life. Life experiences and observations have been to live the ways of their forefathers and to carry on their traditions, culture, and heritage for the next several generations." *Alaska Native Elder, personal communication, pg. 16*

Subsistence

The harvest of subsistence foods for nutritional, cultural, spiritual, and food security reasons is extremely important.

TK informs where individuals practice subsistence activities, how they practice them, and why they practice them.

TK is essential to a community's ability to successfully enact food security (as well as water security, firewood security, etc.).

(See Callaway 2020; Donkersloot et al., 2021; Fienup-Reiordan 1990; Green et al., 2020; Wolf 2004)

Onramp summary -1

- The Taskforce supports the Council and Executive Director's decision to add Rural Fishing Community and Tribal Liaison responsibilities to Council staff.

- The Taskforce recommends the Council adopt the LKTKS protocol developed by the Taskforce. (New December 2022).

- The Taskforce recommends the Council initiate a process whereby Tribes could engage directly with the Council.

- The Taskforce recommends the Council request NMFS engage Consultations with Tribes early in the Council's decision-making process, and that a non-quorum of Council members participate in these sessions when requested by NMFS or Tribes.

- The Taskforce recommends the Council ask Federal agencies to invite Tribal partners for co-management presentations during Council B-reports. (New January 2023).

- The Taskforce recommends the Council modify the

Onramp summary - 2

- The Taskforce recommends the Council solicit nominations for expanded non-economic social science expertise with a focus on LK and TK on the SSC.

- The Taskforce recommends the Council host a workshop or summit on a triennial basis in concert with its research priorities process to solicit broad public input on selecting core research questions to assist the Council in managing the nation's resources.

- The Taskforce recommends the Council adopt the analytical template developed by this Taskforce to formalize a process for including LK, TK, the social science of LK and TK, and subsistence information into the Council's decision-making process.

- The Taskforce recommends the Council modify its public comment procedures to allow testifiers to provide introductions without it counting against their allowed time limit for oral public comments.

- The Taskforce recommends the Council develop a plan to increase capacity in non-economic social sciences, and LKTKS expertise more specifically.

Options for an extended public review period considered by the Taskforce

OPT 1.   Present the protocol in April 2023 and recommend the Council adopt the protocol and consider initiating any onramps at that time. There would be no extended public review.

    a. *Following the April 2023 meeting, the Taskforce would disband.*

OPT. 2. Present the protocol in April 2023 and recommend the protocol be released for an **extended public comment period.**

    a. *The protocol may be revised if there are major substantive changes received via public comment.*

    b. *The Council could expect to receive the revised protocol and a summary report of the extended public review period in **October 2023**.*

    c. *Following the April meeting, the Taskforce would disband.*

        1. *The co-chairs would revise the protocol and communicate with Taskforce members in good faith and as needed.*

OPT. 3. Present the protocol in April 2023 and recommend the protocol be released for an **extended public comment period**.

    a. *With the same intent as option 2 above*

    b. *But the Taskforce could **recommend the Council extend the Taskforce's work** for one meeting to be held in **July or August 2023** to react to the comments received during the extended public comment period. There would be little to no flexibility for the timing of that meeting in order to meet the October 2023 timeline.*