D1 Local Knowledge, Traditional Knowledge, and Subsistence Protocol and Onramp Recommendations

Kate Haapala (Council staff) and Sarah Wise (Alaska Fisheries Science Center)

October 2023 Council Meeting

Several materials are available under the D1 agenda item

D1 Bering Sea Local Knowledge/ Traditional Knowledge/ Subsistence information Protocol and Onramps onramps

D1 LKTKS Protocol -Uploaded: 09/06/2023 02:36 PM AKDT

D1 Onramps for LKTKS Recommendations -Uploaded: 09/06/2023 02:36 PM AKDT — Covered in presentation

D1 June 2023 LKTKS Report -Uploaded: 09/06/2023 02:36 PM AKDT

D1 LKTKS Taskforce Final Report -Uploaded: 09/12/2023 04:23 PM AKDT → Available for reference

Call for LKTKS Protocol and Onramp Recommendations (link) -Uploaded: 09/11/2023 03:57 PM AKDT → Available for reference

Final action in October 2023

At this meeting, the Council could:

a) Take no action

b) Adopt the LKTKS Protocol

c) Initiate work on any one or multiple onramp recommendations

d) Provide direction on related future work

Council motion from April 2023

Council motion
D-2 Local Knowledge, Traditional Knowledge, and Subsistence Taskforce report
April 10, 2023

The Council supports and commends the work of the Local Knowledge, Traditional Knowledge, and Subsistence (LKTKS) Taskforce. The Council approves releasing the draft LKTKS Protocol and associated on-ramp recommendations from the LKTKS Taskforce for a 50-day public review period.

The Council approves an additional LKTKS Taskforce meeting to review Council analytical staff input, the SSC and Council's April input, and the public comments received from the 50-day review period, and to recommend any modifications for final review by the Council. At final review, the Council also requests information about additional capacity and resources that may be needed for successful implementation of specific onramps.

Response to public comment

Staff review occurred in conjunction with 50-day public review period

Table 2, pg. 13 of the onramps document

4

50-day extended public comment period was open April 14 - June 2

34 public comment letters

Broad support of adopting

input to the Council which onramps to implement

In line with recent guidance for Federal Departments and Agencies

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Respect

There were no substantive edits to the Protocol or onramp recommendations resulting from the public comment period
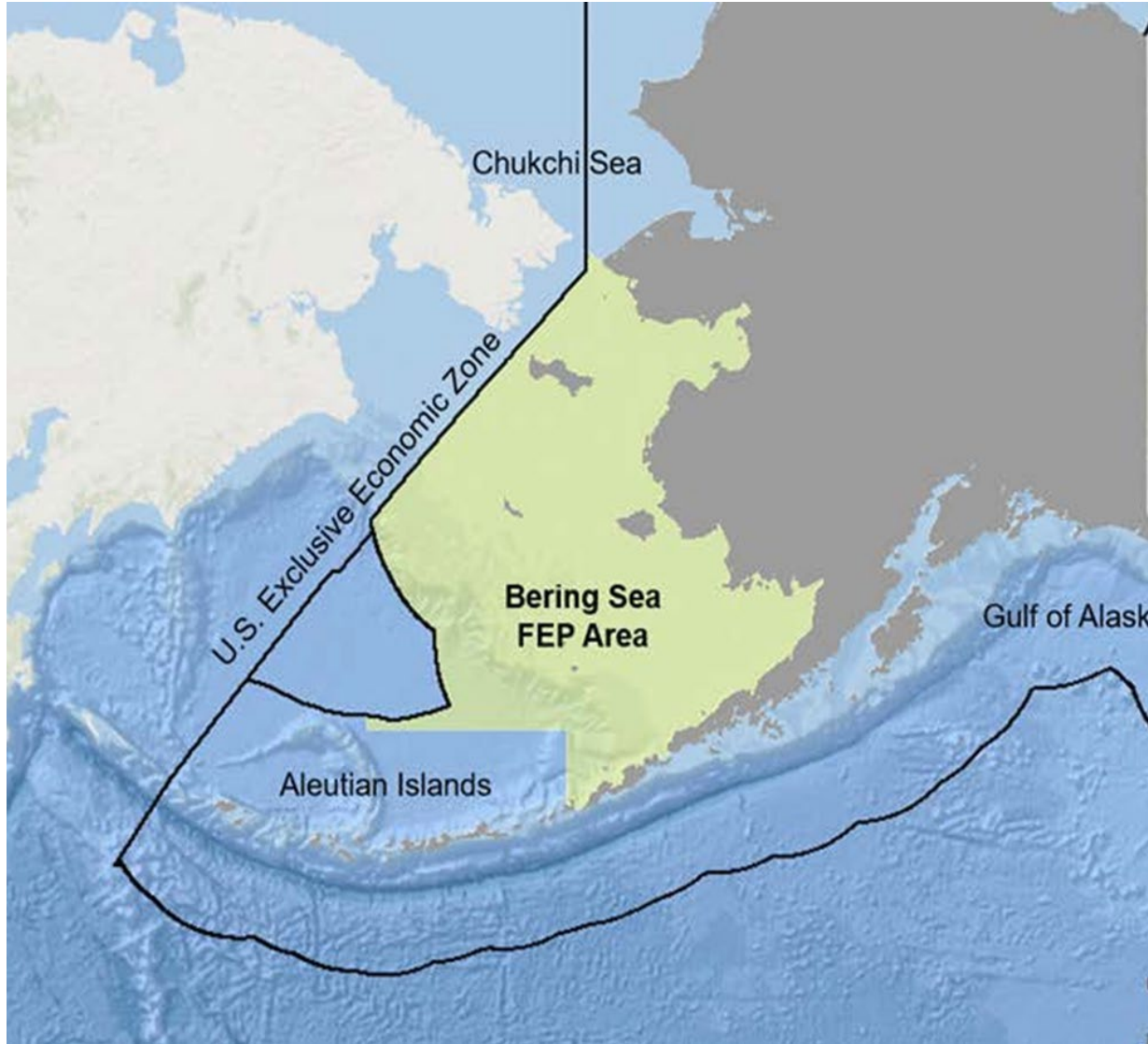
2. Background on the LKTKS Taskforce

The LKTKS Protocol is specific to the Bering Sea region

- ❖ Developed from the Bering Sea Fishery Ecosystem Plan

- ❖ Action Module 2 – Develop protocols for using LK and TK in management and understanding impacts of Council decisions on subsistence use

The LKTKS Taskforce is a nominated body of issue experts

Mr. Toby Anungazuk Jr. (Golovin)

Dr. Rachel Donkersloot (Coastal Cultures Research)

Dr. Kate Haapala (Council staff)

Ms. Bridget Mansfield (National Marine Fisheries Service, AK Regional Office)

Dr. Robert Murphy Jr. (Alaska Pacific University)

Ms. Darcy Peter (Beaver)

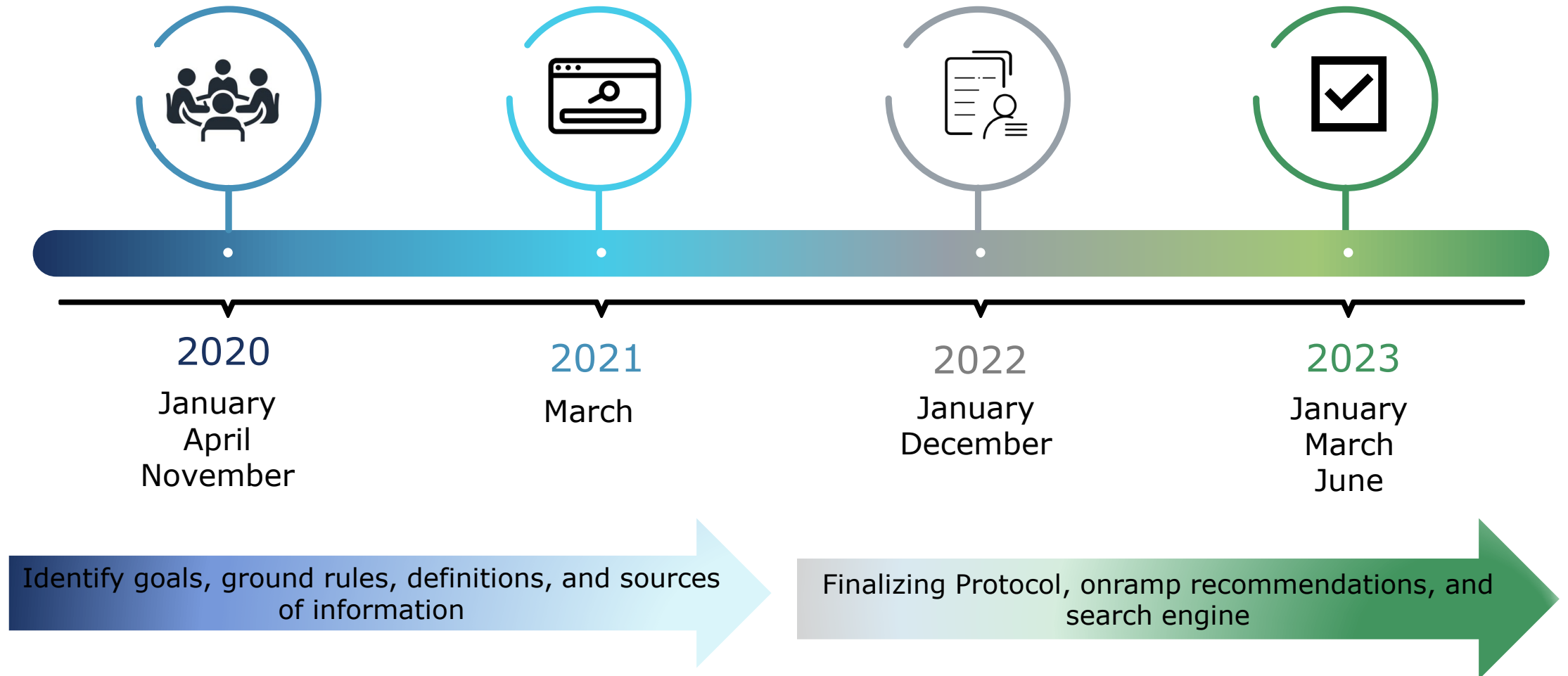Dr. Julie Raymond-Yakoubian (Kawerak)

Mr. Richard Slats (Chevak)

Mr. Simeon Swetzof (St. Paul)

Ms. Alida Trainor (ADF&G Subsistence Division)

Dr. Sarah Wise (Alaska Fisheries Science Center)*

The Taskforce timeline

2020
January
April
November

2021
March

2022
January
December

2023
January
March
June

Identify goals, ground rules, definitions, and sources of information

Finalizing Protocol, onramp recommendations, and search engine

Taskforce goals, objectives, and work products

2 → Adopted goals

Create processes and protocols through which the Council can identify, analyze, and consistently incorporate TK and LK, and the social science of TK and LK into Council decision-making processes.

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

5 → Adopted objectives

Glossary of terms for workplan

Identify potential "onramps" or points of entry for the Taskforce's work.

Develop a Protocol to identify, analyze, and incorporate LKTKS information into Council decision-making.

Develop guidelines or protocols for identifying, analyzing, and using subsistence data and information in analyses

Prepare a final report for the Council

5 → Work products

✓ LKTKS Protocol
✓ LKTKS Onramp recommendations, including analytical template for LKTKS information
✓ LKTKS search engine
✓ Workplan
✓ Final report

3. Overview of materials and recent edits in response to Council requests

Local Knowledge (pg. 7)

Reminder – no changes to definition

General background:

- ❖ Develops from the observations and experiences of people living, working, harvesting, and processing in specific places
- ❖ Knowledge systems evolves over time

Identifying knowledge holders:

- ❖ May or may not be Indigenous Peoples

- ❖ Includes people residing in communities, commercial fishermen, subsistence gatherers and more

- ❖ One does not necessarily need years of experience to hold LK

Traditional Knowledge (pg. 8)

Reminder – no changes to definition

- ❖ Dynamic knowledge system that can grow, change, or be lost over time and held by Indigenous Peoples

- ❖ Discussed, shared, and practiced throughout communities across generations

- ❖ Should be engaged with and understood as a process not as static information

  - ❖ Knowledge production is a social process

  - ❖ How knowledge is practiced and produced means it is closely linked with experience and cultural meaning

- ❖ Elders are knowledge bearers, language bearers, and cultural bearers

Subsistence (pg. 9)

Reminder – no changes to definition

- ❖ Subsistence encompasses subsistence uses including hunting and gathering activities which are deeply connected to history, cultural, and tradition

- ❖ Subsistence practices and TK systems are inseparable

- ❖ TK informs where, when, how, and why people practice subsistence activities that are central to sharing as well as food and water security

- ❖ The continuation and applicability of TK systems for subsistence depends on ongoing opportunities for people and their communities to practice their traditions as part of their subsistence way of life

Eight protocol guidelines contain the main content (section 4)

1. Demonstrate respect for LK and TK systems

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

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

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

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

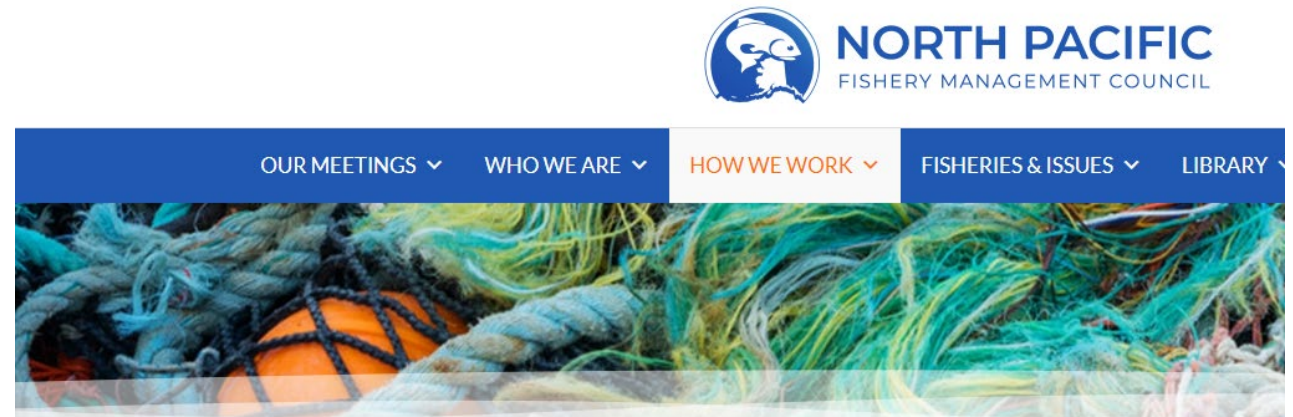8. Understand how to navigate multiple knowledge systems

The Council requested edits to the LKTKS Protocol in April 2023

Council input	Summary of content	Reference section
National Standards	The Council and NMFS are required to balance the National Standards	4.1 Guideline 1
Council's process currently benefits from LK	LK holders serve on the AP, advisory bodies, and public comment	2.1 Local Knowledge
Maintaining relationships over time	Council and Council staff are not static bodies; building relationships and institutional processes to uphold relationships	3.3 Time and Trust

LKTKS policy statement (section 5 of the Protocol)

- Guidelines would become a short and accessible 'LKTKS Policy' statement available on the Council's Management Policies webpage

- Defines the Council's approach to working with LK, TK, and subsistence information

- Does not erase the full Protocol
  - Protocol provides the necessary background and context for understanding the policy statement

NORTH PACIFIC FISHERY MANAGEMENT COUNCIL

OUR MEETINGS ⌄   WHO WE ARE ⌄   HOW WE WORK ⌄   FISHERIES & ISSUES ⌄   LIBRARY ⌄

MANAGEMENT POLICIES

Management Philosophy and Policies

In addition to meeting various legal requirements, the Council has adopted several important policies to help guide and define its approach to cons

Consultation Policy, Groundfish Fisheries Management, Groundfish Management Objectives, Habitat Areas of Particular Concern, Spatial Mar

Background information on the onramp recommendations

❖11 onramp recommendations for the Council to consider

❖Different opportunities to incorporate LK, TK, the social science of LK and TK, into the Council's decision-making process

❖Presented as individual recommendations to provide the Council with a highly flexible approach

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

Onramp recommendations & Protocol guidelines pg. 13

ONRAMP RECOMMENDATION	RELATED GUIDELINES
Adopt the Protocol	Guidelines 1-8
Support for, and dedicated staff time to maintain, the LKTKS search engine	Guideline 3 and 7
Initiate a process whereby Tribes could engage with the Council	Guideline 1-4, 6 and 7; Guideline 5 would inform how the onramp would be carried out
NMFS led Consultations occur early in the decision-making process and a non-quorum of Council members participate, when invited	Guideline 1-4, 6 and 7; Guideline 5 would inform how the onramp would be carried out
Request Federal agencies with co-management partners extend invitations to present to Tribal partners	Guidelines 1, 3, 5, 6, and 7
Expand designated Alaska Native Tribal seats to be held by Tribal representatives across advisory bodies	Guidelines 1-4, 7 and 8
Solicit nominations for expanded LK and TK social science expertise on the SSC	Guidelines 1-4, 7 and 8
Workshop to solicit broad input from the public and knowledge holders during research priorities process	1-4, 6-8; Guideline 5 would inform how the onramp would be carried out
Implement template with guiding questions for LKTKS information	Guidelines 1-4 and 7; Guideline 5 would inform how the onramp would be carried out
Modify public comment procedures to allow for introductions	Guidelines 1, 3, and 5
Plan to increase non-economic social science capacity and LKTKS expertise more specifically	Guidelines 2, 3, 7, and 8

The Council requested edits to the onramps document in April 2023

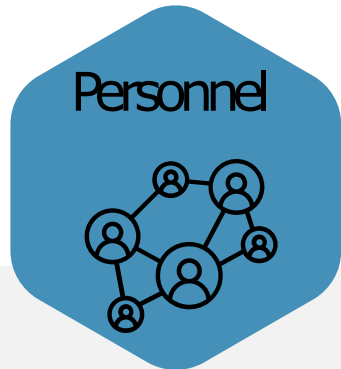| Council input	Summary of content	Reference section
Prior support for early Tribal Consultations	Note this onramp recommendation is in line with prior Council action related to the Community Engagement Committee	Page 5
Modify analytical template to include initial questions	Added questions related to subsistence impacts and Tribal Consultations or engagement sessions under overarching questions	Appendix A, page 15

4. Capacity and resources for implementation

Additional capacity and resources required for implementation

Personnel

Additional analytical staff and social scientists with training to work with LKTKS

Discussed current limitations

Time

Considering analytical workloads, Taskforce discussed the importance of time

Discussed tradeoffs

Partnerships

Formal partnerships such as a Memorandum of Understanding

Data sharing agreements

Take two to three months at the start

Key for incorporating knowledge systems into analytical documents, scientific/research capacity for new and ongoing projects at AFSC, future workshop planning, and more

The level of resources required for implementation varies by onramp
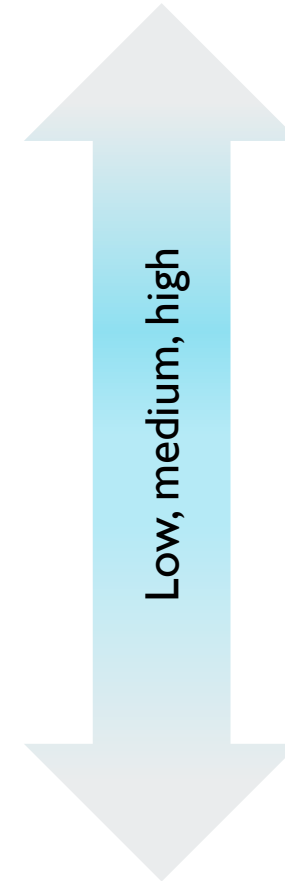
Analytical staff time

Estimated amount of time required from analytical staff to complete implementation

Council agenda time

Some onramps that require additional work from analytical staff would require additional time on future Council agendas; Council may consider how it wants to balance priorities

Time invested from the public

Some onramps would require additional time invested from members of the public to understand and provide input on how the Council's process could change

Low, medium, high

Table 2 – Page 13

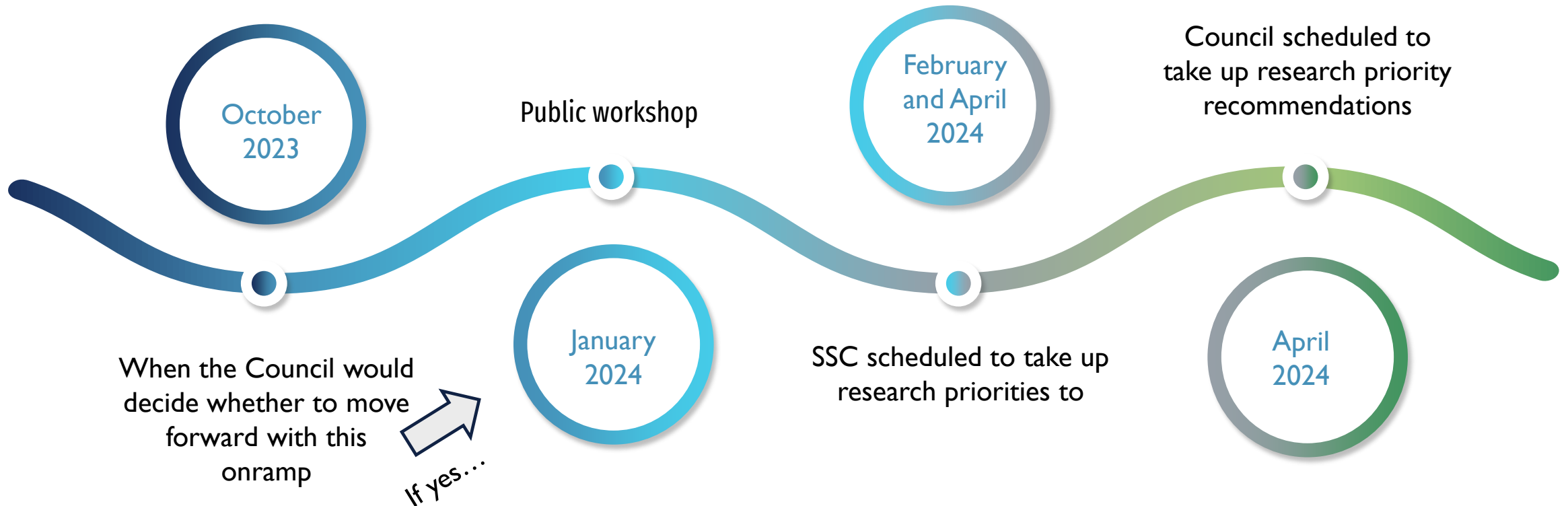| Onramp recommendation	Resources required for implementation (next steps)	Level of resources required
Adopt Protocol	Updating management policies webpage	Low
Support for search engine maintenance	Staff periodically update search engine, use search engine for analyses, potential outreach to for submissions	Low to medium
Initiate process whereby Tribes could engage with the Council	Prepare discussion paper outlining different conceptual models for engagement, staff support Community Engagement Committee	High
NMFS led Tribal Consultations occur early in the process and a non-quorum of Council members participate, when invited	Council member (and staff) participation in Tribal Consultations, when invited	Low to medium
Request Federal agencies with co-management partners extend invitations to present to Tribal partners	Staff remind agencies of the Council's intent and interest in Tribal partners and co-managers being involved and present	Low
Expand designated Alaska Native Tribal seats to be held by Tribal representatives on all Council advisory bodies	Prepare discussion paper summarizing the background of the advisory body members, or staff update SOPPs to reflect new practice	High or low depending on preferred pathway forward

Table 2 – Page 13

Onramp recommendation	Resources required for implementation (next steps)	Level of resources required
Solicit nominations for expanded LK and TK social science expertise on the SSC	Staff would write a solicitation for nominations for new SSC membership	Low
Workshop to solicit broad input from the public and knowledge holders during research priorities process	Staff work with SSC research priorities subgroup, public, and others for planning and development	High
Modify public comment procedures to allow for introductions prior to timer start	Staff update SOPPs to reflect public comment changes, and admin staff monitor introductions during oral comments in meetings	Low
Plan to increase non-economic social science capacity and LKTKS expertise more specifically	Letter to AFSC in support of non-economic social science expertise, staff support for SSPT, and Data Gaps Analysis	Medium to high, depending on preferred pathway

There is a mismatch in timing for the 2024 research priorities cycle and the Taskforce's onramp recommendation

October 2023

Public workshop

February and April 2024

Council scheduled to take up research priority recommendations

When the Council would decide whether to move forward with this onramp

If yes...

January 2024

SSC scheduled to take up research priorities to

April 2024

Insufficient time (October 2023 – January 2024) to plan workshop
Recommended that the workshop be used in the next cycle in 2027

The Council directed the Taskforce to discuss public comment procedures

- Would standardizing the public comment time limit across the SSC, AP, and Council to 5 minutes for all testifiers address the taskforce's recommendation for allowing introductions to not count against the oral testimony time limit?

- No
  - The Taskforce did not see this change as meeting the intent of the onramp recommendation to start the timer after introductions are finished
  - Support for standardizing the public comment time limit

How can respect be demonstrated when LK/TK and western science disagree?

Guideline 8

- Common with all forms of data
- Document, cite, and explain these differences when the occur
- Consider factors contributing different observations
- Council rationale

Reminder of recent Taskforce recommendations

Recommendation	Rationale points	Meeting report
Taskforce disband after the Council takes final action on the LKTKS Protocol and onramp recommendations	• Consistent with Council's original intent • Implementation period for onramp(s) could be carried out by staff	March 2023
Council form an ad hoc review/advisory body to determine whether the Protocol could be applied to other regions, should it be adopted	• Several elements of the Protocol could carry over to other regions under the Council's jurisdiction • Appropriate to let knowledge holders and other fishery stakeholders in those regions weigh in on where preferences differ	March 2023
Council initiate a 5-year periodic review period for the Protocol, should it be adopted	• Allows Council, knowledge holders, other members of the public to review and provide input on Protocol's continued relevance	March 2023

Summary of potential Council actions at this meeting

A   **No action**

B   **Adopt the Protocol**
Protocol would become a guidance document informing the Council's process
Protocol intended to be considered holistically

C   **The Council could initiate work on onramp recommendations**
Onramps intended to be considered individually
Council provide direction on which onramps work should be initiated on

D   **The Council could provide input on related future work**
Does the Council (still) intend for the LKTKS Taskforce to disband?
Does the Council want to initiate a 5-year periodic review?
Would the Council want to develop a protocol for other regions (e.g., Gulf of Alaska)?

Questions?

Kate Haapala

Kate.Haapala@noaa.gov

Sarah Wise

Sarah.wise@noaa.gov