

**SUPPORTING STATEMENT  
MARIANAS TRENCH MARINE NATIONAL MONUMENT KNOWLEDGE AND  
ATTITUDES SURVEY  
OMB CONTROL NO. 0648-XXXX**

**INTRODUCTION**

This submission requests Office of Management and Budget (OMB) approval for a new information collection consisting of a survey of Guam and Commonwealth of the Northern Marianas (CNMI) residents to support development of a management plan for the Marianas Trench Marine National Monument.

The region surrounding the Northern Marianas Islands and Guam has become an important area of scientific interest due to the discovery of volcanic ocean vents and new life forms able to thrive in an inhospitable environment. In recognition of these unique undersea resources, President George W. Bush established the Marianas Trench Marine National Monument (Monument) on January 6, 2009, through [Presidential Proclamation 8335](#). Designation of the Monument was accompanied by social debate over the merits of designation, the economic benefits, increased Federal management in the archipelago, the impacts to fishermen and fishing communities, and other effects.

Now that the Monument has been established and management planning is beginning, there is a need for research to define CNMI and Guam residents' management preferences and perceptions of potential effects, so that managers have this information available to help identify and address planning issues.

**A. JUSTIFICATION**

**1. Explain the circumstances that make the collection of information necessary.**

As stated in the Presidential Proclamation 8335, “[t]he Secretaries of the Interior and Commerce shall take appropriate action pursuant to their respective authorities under the [Antiquities Act](#) and the [Magnuson-Stevens Fishery Conservation and Management Act](#)” to regulate fisheries, and to ensure proper care and management of the Monument.” The Proclamation further mandates “[i]n developing and implementing any management plans and any management rules and regulations, the Secretaries shall designate and involve as cooperating agencies the agencies with jurisdiction or special expertise, including the Department of Defense, the Department of State, and other agencies through scoping in accordance with the [National Environmental Policy Act](#) [NEPA] (42 U.S.C. 4321 *et seq.*), its implementing regulations and with [Executive Order 13352](#) of August 26, 2004, Facilitation of Cooperative Conservation, and shall treat as a cooperating agency the Government of the Commonwealth of the Northern Mariana Islands, consistent with these authorities.”

This data collection will provide representative information on the concerns as identified by key stakeholders and representatives of the management authorities, with whom researchers have

begun consultation. The entities responsible for developing the Monument management plan will hold public scoping meetings associated with plan development but do not plan to collect any information systematically that would represent the opinions, beliefs, or attitudes of the residents of Guam or CNMI.

The National Environmental Policy Act (NEPA) requires federal agencies to consider the interactions of natural and human environments, and the impacts on both systems of any changes due to governmental activities or policies. This consideration is to be done through the use of “a systematic, interdisciplinary approach that will ensure the integrated use of the natural and social sciences . . . in planning and in decision-making. . .” (NEPA Section 102(2)(A)). Under NEPA, an Environmental Impact Statement (EIS) or Environmental Assessment (EA) is required to assess the impacts on the human environment of any federal activity. NEPA specifies that the term ‘human environment shall be interpreted comprehensively to include the natural and physical environment and the relationship of people with that environment’ [NEPA Section 102 (C)]. Under this federal mandate, National Oceanic and Atmospheric Administration (NOAA) Fisheries must address the effects on the human environment of any action. The proposed collection thus also will provide a basis for conducting NEPA analysis of Monument management alternatives.

An additional focus of the data collection proposed by the Human Dimensions Research Program at NOAA Fisheries Pacific Islands Fisheries Science Center is to collect representative data regarding definitions of fisheries to inform management planning as per the Presidential Proclamation “subject to such terms and conditions as the Secretary of Commerce deems necessary for the care and management of the objects of the Islands Unit, the Secretary, consistent with [Executive Order 12962](#) of June 7, 1995, as amended, shall ensure that sustenance, recreational, and traditional indigenous fishing shall be managed as a sustainable activity consistent with other applicable law and after due consideration with respect to traditional indigenous fishing of any determination by the Government of the Commonwealth of the Northern Mariana Islands.”

As defined in the Proclamation, additional management activities are anticipated to include public education programs and outreach regarding the coral reef ecosystem and related marine resources and species of the Monument and efforts to conserve them; traditional access by indigenous persons, for culturally significant subsistence, cultural and religious uses within the Monument; a program to assess and promote Monument-related scientific exploration and research, tourism, and recreational and economic activities and opportunities in CNMI; a process to consider requests for recreational fishing permits in certain areas of the Islands Unit, based on an analysis of the likely effects of such fishing on the marine ecosystems of these areas, sound professional judgment that such fishing will not materially interfere with or detract from the fulfillment of the purposes of this proclamation, and the extent to which such recreational fishing shall be managed as a sustainable activity; programs for monitoring and enforcement necessary to ensure that scientific exploration and research, tourism, and recreational and commercial activities do not degrade the Monument’s coral reef ecosystem or related marine resources or species or diminish the Monument’s natural character.

Given these mandates, there is a need for research to define CNMI and Guam residents' management preferences and perceptions of effects so this information is available to managers as they develop and begin to implement the plan. Monument managers have listed a number of subject areas in which they lack information from the public that would help them to develop management direction:

- Desired level of interest in becoming involved in Monument management and outreach activities
- Preferred types and interest in outreach related to management and scientific research of the Monument
- Perceived impacts of Monument designation for household and local economies
- Beliefs about types of fishing to be allowed within the Monument
- Experiences with and attitudes toward the Monument and existing uses of coastal and marine resources outside of the Monument.

**2. Explain how, by whom, how frequently, and for what purpose the information will be used. If the information collected will be disseminated to the public or used to support information that will be disseminated to the public, then explain how the collection complies with all applicable Information Quality Guidelines.**

Information will be collected using a telephone survey including open-ended and multiple choice questions. The survey will be conducted under contract by American Directions Group, a small business highly skilled and experienced at survey research. The information will be collected only one time.

The purpose of the information collected will be to inform managers as they develop the management plan and define management activities. The data will also describe:

- the demographic makeup of the sample of Guam and CNMI residents; this information is being collected to allow us to compare sample with population characteristics and because we have found demographic characteristics to be related to beliefs, knowledge, attitudes, and behavior regarding natural resources and their management;
- knowledge and attitudes regarding the Monument, preferences for management, scientific research and interest in becoming involved in management and outreach activities;
- involvement in fishing and fishing related activities, and other uses of coastal and marine resources; and
- attitudes toward a variety of types of ocean and coastal management tools.

The survey instrument utilizes a combination of open and closed-ended questions to describe information on the topics of interest as identified in the Presidential Proclamation 8335 and subsequent discussions with managers. Open-ended questions inform researchers of issues that may not have otherwise come to light during a survey of only multiple choice survey questions. Closed-ended questions provide more detailed, representative data on a series of topics of interest to managers when considering the management plan for the Monument.

The utility of the information is evident as described in the preceding text, as this data collection will support managers of the Monument as they design the management plan. As needed, researchers will assist in interpreting the survey data for specific needs of the managers and a

summary of results will also be available to all interested parties. Integrity of the data will be ensured prior to dissemination and independent of the specific intended distribution mechanism. The researchers will maintain objectivity by presenting the information and information products in an accurate, reliable, and unbiased manner including analytic results that are developed using commonly accepted scientific and statistical methods.

It is anticipated that the information collected will be disseminated to the public or used to support publicly disseminated information. NOAA Fisheries will retain control over the information and safeguard it from improper access, modification, and destruction, consistent with NOAA standards for confidentiality, privacy, and electronic information. See response to Question 10 of this Supporting Statement for more information on confidentiality and privacy. The information collection is designed to yield data that meet all applicable information quality guidelines. Prior to dissemination, the information will be subjected to quality control measures and a pre-dissemination review pursuant to [Section 515 of Public Law 106-554](#).

**3. Describe whether, and to what extent, the collection of information involves the use of automated, electronic, mechanical, or other technological techniques or other forms of information technology.**

This collection of information would be done via a telephone survey and all answers would be recorded by the surveyor. Every effort has been made to reduce the public burden by using this method of data collection which requires no additional public burden beyond the survey administration via telephone. The survey will be administered using a Computer Assisted Telephone Interview (CATI) technique.

**4. Describe efforts to identify duplication.**

Researchers have examined existing materials and information sources to better understand the types of information that would be useful, including initial conversations with Monument managers and stakeholders. Reviews of existing information are common practice when initiating social science studies. This thorough literature review identified no sources of existing information relevant to study objectives. The Global Ocean Legacy, a project initiated by the Pew Environment Group of The Pew Charitable Trusts conducted a survey of CNMI residents as part of an advocacy program for the Monument. This survey, which asked about awareness of and attitudes toward the proposed Monument, was conducted prior to the Monument's declaration and the results were used for public relations and advocacy efforts but were not made available to the public. Human Dimensions researchers have consulted with the Pew researchers in order to benefit from their experience. The project will ensure that all data collected is relevant, new and essential for achieving the goals of this information collection.

**5. If the collection of information involves small businesses or other small entities, describe the methods used to minimize burden.**

Only the minimum data to meet the needs of the project as described above will be requested from all participants. Since all of the respondents will be individuals, separate requirements for small entities have not been developed.

**6. Describe the consequences to the Federal program or policy activities if the collection is not conducted or is conducted less frequently.**

If this information was not collected, managers would not have available representative views of the populations of Guam and CNMI about the issues most relevant to the Monument management plan. The management plan has a better likelihood of being understood and accepted by the public if it is clear that the views of CNMI and Guam residents have been measured and incorporated. In addition, managers would not have a sound basis for designing outreach efforts and providing desired information to the public, especially segments of the public who did not attend scoping meetings.

**7. Explain any special circumstances that require the collection to be conducted in a manner inconsistent with OMB guidelines.**

There are no special circumstances involved in this data collection. This information collection is consistent with OMB guidelines.

**8. Provide information on the PRA Federal Register Notice that solicited public comments on the information collection prior to this submission. Summarize the public comments received in response to that notice and describe the actions taken by the agency in response to those comments. Describe the efforts to consult with persons outside the agency to obtain their views on the availability of data, frequency of collection, the clarity of instructions and recordkeeping, disclosure, or reporting format (if any), and on the data elements to be recorded, disclosed, or reported.**

A Federal Register Notice published on March 8, 2011 (76 FR 12714-5) solicited public comments for this data collection.

One comment was received from an academic researcher requesting the interview instrument and the research proposal. This information was provided directly to the commenter.

Extensive consultation with persons outside the agency was conducted in order to obtain their views on the availability of data, frequency of data collection, clarity of the instructions and recordkeeping, disclosure or reporting format, and on the data elements to be recorded, disclosed, or reported. Discussions with Monument managers, local managers and other interested stakeholders have provided information on existing data and the need for a more detailed, representative study as is proposed in this information collection.

**9. Explain any decisions to provide payments or gifts to respondents, other than remuneration of contractors or grantees.**

There are no plans to provide payment or gift to respondents.

**10. Describe any assurance of confidentiality provided to respondents and the basis for assurance in statute, regulation, or agency policy.**

As stated in the introductory explanation in the survey instrument, respondents will be assured that responses will be confidential, consistent with Section 1881a(b), MSFCMA. Their responses will be analyzed only in combination with other responses received and their names or other identifying personal characteristics will not be available or associated with any of their responses.

**11. Provide additional justification for any questions of a sensitive nature, such as sexual behavior and attitudes, religious beliefs, and other matters that are commonly considered private.**

The survey instrument does not contain questions of a sensitive nature, such as sexual behavior and attitudes, religious belief and other matters that are commonly considered private.

There are two different areas where issues of a potentially sensitive nature will be explored. These are listed and discussed below:

1. Ethnicity and Race: Questions of ethnicity and race are often useful in determining potential environmental justice issues where certain groups are negatively impacted by governmental regulations than others. Any questions submitted for approval will comply with OMB regulations. Collection tools asking this type of information will include more specific justification as determined by the purpose of the study. However, ethnicity is routinely asked in similar research efforts and has not been considered sensitive information, as reflected by high response rates to such questions. Both Guam and CNMI are multi-race, multi-ethnicity populations including indigenous peoples, who may well have different perceptions than those of immigrants.
2. Income: Income is a characteristic that has proven useful in predicting a variety of attitudes and perceptions regarding natural resources and their management. Any questions submitted for approval will comply with OMB regulations. In order to ask this question in a non-intrusive manner, the survey will be using broad categories so respondents will not have to state a specific income amount, and will utilize common survey techniques so that respondents will not have to actually state their income range to the interviewer.

**12. Provide an estimate in hours of the burden of the collection of information.**

One survey instrument will be used for data collection. The instrument includes multiple question routes, which are determined according to filtering questions used in the survey instrument. Consequently, sample respondents are asked different questions, depending upon their previous responses to filtering questions. The CATI instrument will ask only those questions that apply to the respondent, reducing respondent errors and/or item non-response. This will also minimize response times since respondents will be asked only those questions that apply to them. In this way, we can ensure that we have an adequate number of responses to questions and minimize respondent burden. The survey will be administered in one wave during

Fall, 2011 and prior to the holiday season. Non-English-speaking Interviewers fluent in Chamorro (native language of Guam) will be available to interview respondents who prefer to conduct their interview in Chamorro.

The annual burden estimates for questionnaire completion are shown in Table A-1. The estimated response burden is based on actual questionnaire completion time on other surveys with the same or similar length, after timing the survey length during pre-testing of the survey instrument.

A sample of 1,389 potential respondents will be selected to achieve this number of actual respondents. Assuming ninety percent are eligible to participate, based on Census data (head of household of minimum age is available), and a targeted response rate of 80 percent of eligible respondents, the estimated number of respondents is 1,000.<sup>12</sup>

*Table 12A.1. Estimated Annualized Burden Hours*

Sample Survey Respondents	No. of Respondents	No. Responses per Respondent	Average Burden Hours per Response (hours)	Total Burden Hours
Guam/Marianas Households	1,000	1	20 minutes	333

**13. Provide an estimate of the total annual cost burden to the respondents or record-keepers resulting from the collection (excluding the value of the burden hours in Question 12 above).**

There are no recordkeeping or reporting costs for respondents participating in the survey.

**14. Provide estimates of annualized cost to the Federal government.**

The total cost to the Government for collecting these data consists of the estimated portion of the American Directions Group, Inc. fixed price contract that is devoted to the data collection efforts. These activities include developing the questionnaire and programming the CATI instrument as well as the interviewer time to administer the survey. This total estimated contract cost is approximately \$25,000 for FY 2011 and \$5,000 for FY 2012. There will be no labor costs beyond normal labor costs for Federal staff.

**15. Explain the reasons for any program changes or adjustments.**

This is a new information collection.

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<sup>1</sup> The response rates are based upon a standard method provided by the American Association for Public Opinion Research (AAPOR).

**16. For collections whose results will be published, outline the plans for tabulation and publication.**

The data are not intended for publication for statistical use by other agencies or the general public. Data will be analyzed using standard social science quantitative and qualitative data analysis methods, including basic statistical measures, including totals, means, and medians. While standard errors and hypothesis testing will be part of the tabulation plan and published results, the main objective of this study is to develop qualitative measures to guide the development and administration of the Monument, on behalf of the Guam and Mariana Island residents, scientists, and tourists who visit the Islands.

Final reports and other relevant portions of the research process will be posted on the appropriate section of the NOAA Fisheries Pacific Islands Fisheries Science Center web site. The draft EIS on Monument management will discuss how the survey information was incorporated into the Monument Management Plan and will be published for the public. In addition, the researchers will develop a summary of results and distribute it to interested parties. Where relevant, studies in the entirety may be published as internal reports or in part may be submitted for publication in journals to encourage peer review of data collected through this process as well as to disseminate findings. We will also prepare and distribute summaries of the research results at public meetings and make the results available through Monument Management Plan outreach efforts.

**17. If seeking approval to not display the expiration date for OMB approval of the information collection, explain the reasons why display would be inappropriate.**

The expiration date will be displayed on all Web links and other communications. No waiver is needed.

**18. Explain each exception to the certification statement.**

Not Applicable.