



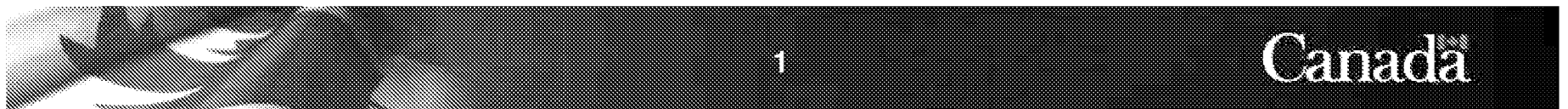
Fisheries and Oceans
Canada

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Wild Salmon Policy Development and Implementation

September, 2010

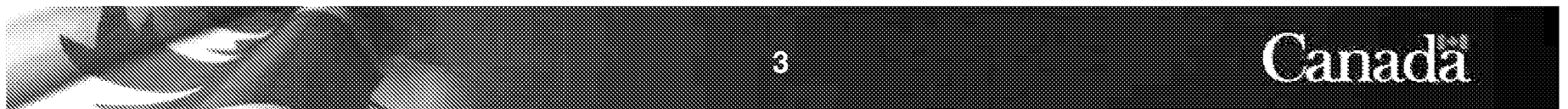




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- Section 91 of the Constitution Act, assigns exclusive legislative authority over “Sea Coast and Inland Fisheries” to the federal government.
- Provincial, territorial and municipal governments have authorities with respect to land, water and waste disposal that need to complement federal efforts to conserve fish and fish habitat.
- Changing circumstances over recent decades have made the management of Pacific salmon more challenging, including greater variation in ocean productivity, conservation concerns, greater focus on maintaining biodiversity, habitat loss and evolving public expectations.





Events Leading Up to the WSP

- 1985 – Pacific Salmon Treaty included an 8 year agreement on catch sharing of Fraser sockeye and the transition to the Pacific Salmon Commission management model.
- 1988 – Fraser River sockeye rebuilding program reduced harvest rates from 75-80% to 65-70% and lower in subsequent years to improve the status of weaker run components.
- 1992 – Canada was the first industrialized nation to ratify the UN Convention on Biological Diversity.
- 1996 – Reduction in the number of commercial salmon licences and introduction of area/gear licences.
- 1996 – High in-river mortality of Fraser sockeye leads to the need for management adjustments to estimated escapement in many subsequent years.
- 1997 – Significant reductions in all fisheries beginning in 1997 to conserve depressed coho.
- 1998 – Major commercial licence retirement program introduced, contributing to the salmon fleet being reduced by more than 50% compared to pre-1996 level.
- 1998 - Policy principles: A New Direction for Canada's Pacific Salmon Fisheries introduced.
- 1999 – An Allocation Policy for Pacific Salmon, confirming spawning escapement as the highest priority and outlining rules for sharing among harvesters introduced.
- 2002 – COSEWIC listing of Cultus Lake and Sakinaw Lake sockeye followed by rebuilding actions.
- 2003 – Species at Risk Act comes into force.
- 2005 – Pacific Fisheries Reform, aimed at improving fisheries sustainability, is initiated.
- 2005 – Canada's Policy for Conservation of Wild Pacific Salmon (Wild Salmon Policy) is finalized after 6 years of consultations and revisions.





New Direction Policies

- The 1998 New Direction policy presented 12 principles grouped under three themes:

Conservation

- Conservation of Pacific salmon stocks is the primary objective and will take precedence in managing the resource.
- A precautionary approach to fisheries management will continue to be adopted.

Sustainable Use

- The long term productivity of the resource will not be compromised because of short term factors or considerations – tradeoffs between current harvest benefits and long term stock well-being will be resolved in favour of the long term.
- All sectors – First Nations, recreational and commercial – will use selective methods to harvest salmon.

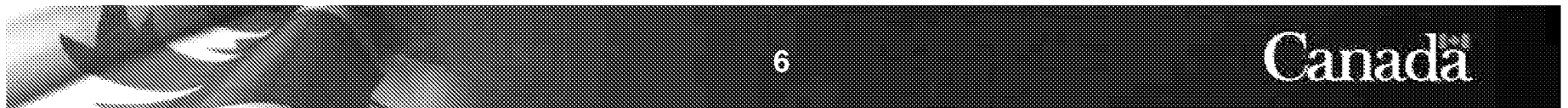
Improved Decision Making

- Enhanced community, regional and sector wide input to decision making will be pursued through a structured management and advisory board system.
- The New Direction committed to developing a detailed set of operational policies for the management of the salmon resource including salmon allocation, selective fishing, and a wild salmon policy.



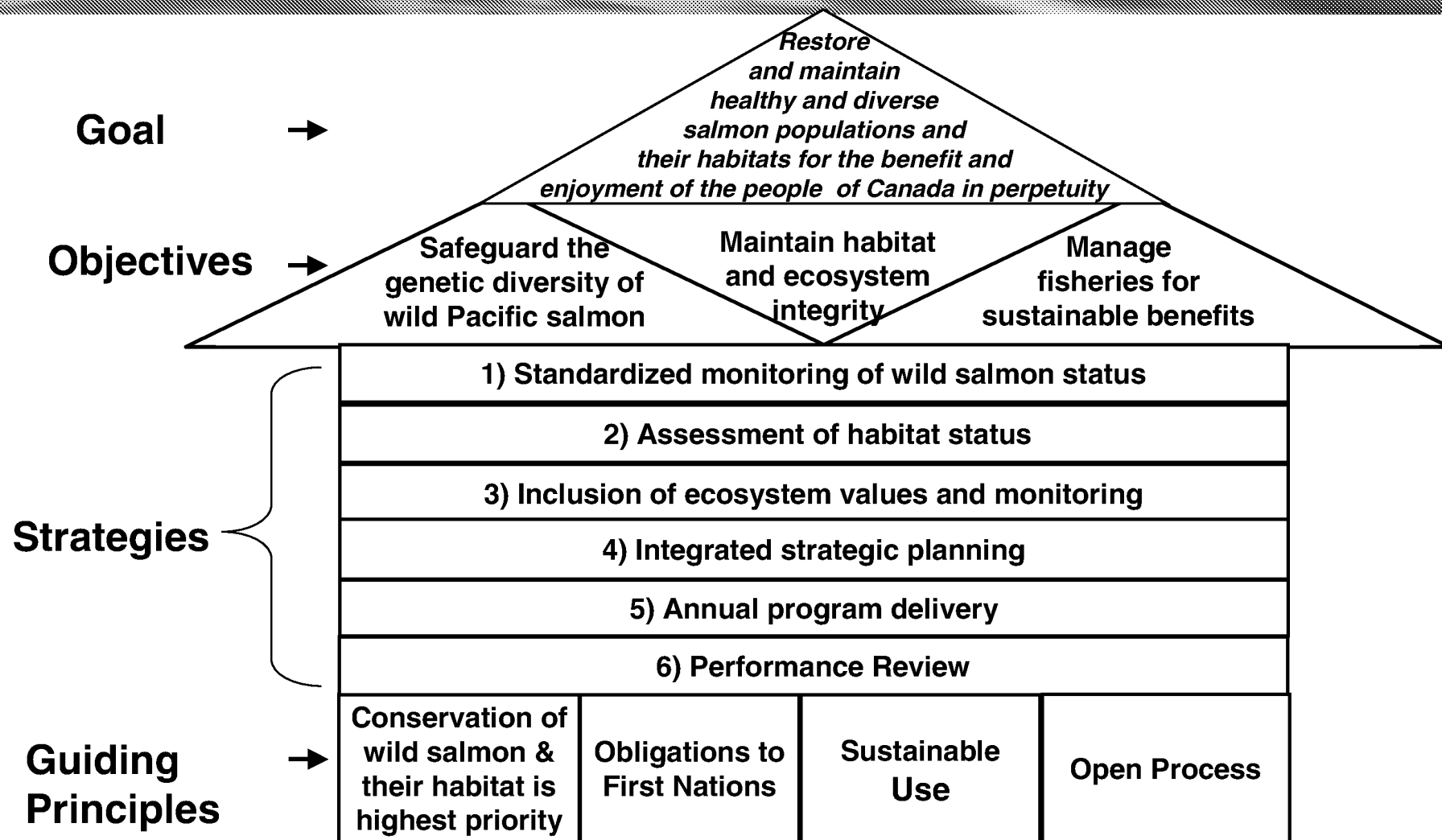
The Wild Salmon Policy

- After extensive consultations (1999 to 2005) with First Nations, fisheries stakeholders and environmental groups, the Wild Salmon Policy was finalized in 2005.
- The WSP represents a significant step in the evolution of Pacific salmon fisheries management towards a greater focus on conservation and diversity.
- Prior to the introduction of the WSP, a number of actions were taken to place more emphasis on conservation and biodiversity, including a move away from large mixed-stock ocean fisheries for sockeye, a reduction in harvest rates applied to the most productive sockeye populations (e.g., Adams River) in order to protect weaker co-migrating sockeye populations (e.g., Cultus Lake), constraints placed on directed sockeye fisheries to protect other salmon stocks (e.g., interior Fraser River coho), etc.
- The WSP builds on this evolving direction and more clearly articulates conservation objectives for wild Pacific salmon and how the objectives will be achieved. Importantly, it describes how stock diversity will be protected, through Conservation Units.
- Reaching agreement on specific features of the WSP was difficult and resulted in the policy taking many years to complete. There were conflicting views within DFO and externally concerning what biological reference points should be incorporated into the policy and what run components of the overall Fraser sockeye population should the fisheries management regime be designed to protect. Strong leadership was required to resolve these issues and finalize the WSP.
- The WSP is also consistent with other DFO policies for managing fisheries as outlined in its Sustainable Fisheries Framework, of which key underpinnings include the precautionary approach, the move to ecosystem based management and a strengthened Integrated Fisheries Management Plan development process.





Wild Salmon Policy Overview





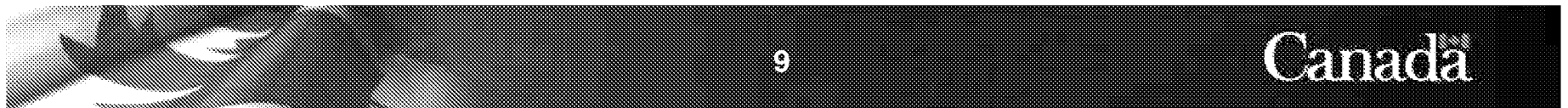
A New Way of Doing Business

- DFO is working towards achieving WSP objectives by orienting its program planning and delivery to align with WSP Strategies wherever possible.
- Areas of focus include:
 - Incorporating WSP approaches into regular program delivery for habitat, science and fisheries management functions, wherever possible.
 - Improving the integration of scientific and operational programs. Examples include development of more comprehensive Integrated Fisheries Management Plans with strengthened conservation focus, the development of demonstration fisheries to pilot share-based and up-river management of the commercial fishery and revising approaches to enhancement activities to reflect WSP considerations.
 - Re-allocating existing resources to manage new program obligations.
 - Taking a balanced and phased approach to implementation involving all six WSP strategies to ensure overall success.
 - Soliciting support from, and sharing responsibilities with First Nations, stakeholders and other partners, including the development of new co-management structures (Integrated Salmon Dialogue, First Nations Forum)
 - Creating a Catch Monitoring Framework for all fisheries.
 - Incorporate stock, fishery, and habitat monitoring work and integrated management involvement that is supportive of the WSP into agreements with First Nations.



WSP Implementation

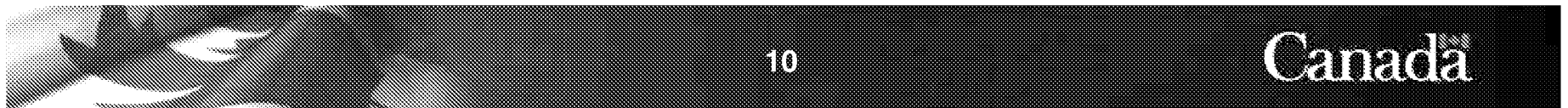
- The WSP noted that implementation would be influenced by two factors:
 - “First, implementation must be accomplished within DFO’s existing resource capacity and will be phased over time.”
 - Second, it will depend on our sharing of responsibilities with First Nations Governments, volunteers, stakeholders and other Governments.” (page 35)
- Implementation of the WSP includes assigning accountability to DFO directors for specific areas of responsibility, identifying annual deliverables and monitoring progress.
- Overall direction and accountability for WSP implementation rests with the Regional Director General, supported by DFO’s Pacific Region Operations Committee and Regional Management Committee.
- Responsibilities:
 - Pacific Region Policy Branch: inter-branch coordination and reporting
 - Science Branch: Strategies: 1 and 3
 - Oceans, Habitat and Enhancement Branch: Strategy 2
 - Fisheries and Aquaculture Management Branch: Strategy 4
 - All branches are responsible for Strategies 5 and 6
- The implementation plans form part of the input to sector-based work planning within DFO branches and identify opportunities for cross sector program integration. They are also instrumental in identifying priority areas for incorporating WSP implementation into regular program delivery and decision-making processes, as well as possible collaboration and partnering opportunities.
- Since the introduction of the WSP in June, 2005, DFO personnel have changed in key roles, but the accountability structure has remained as described above.





Key Implementation Planning Documents

- WSP implementation work plans for fiscal years; 2005/06, 2006/07, 2007/08, 2008/09, 2009/10, 2010/11.
- WSP progress reports on work plans for fiscal years; 2005/06, 2006/07, 2007/08, 2008/09, 2009/10.
- Results-based Management Accountability Framework for the WSP (RMAF)
- WSP Consultation Plan – 2008/09, 2009/10.
- Other consultation documents – Consultation deck on the final WSP (2005), 2006 workshop report on Strategy 3, WCVI Salmon Summit report for 2005, 2006 FN fall consultations summary, consultation plan for fall community dialogues for 2007
- WSP Draft Evaluation Approach.
- Note: Slides 13 and 14 reference documents prepared as part of WSP implementation – e.g., Methodology for identifying Conservation Units, Report on stream, lake and estuarine habitat indicators, etc.





WSP Implementation

- Numerous organizations (e.g., First Nations, fishery interests, non-profit environmental organizations, local governments) are collaborating on WSP implementation and contributing resources.
- There are many existing watershed governance structures, some led by DFO and some led by other groups.
- Effective implementation of the WSP is a key underpinning of the recent Marine Stewardship Council certification of Fraser River sockeye. Maintaining MSC certification requires ongoing implementation of the WSP.
- WSP impact on internal DFO work planning and program execution has been significant. Internal review in 2010/11 will identify additional opportunities for synergies.
- Progress in implementing WSP has varied among the six strategies. For example, considerable progress has been made on Strategy 1 while less progress has been made on Strategies 3 and 4.
- Specific accomplishments are outlined in slides 12 and 13 and Appendix 1.



Challenges

- Within DFO, the WSP is being implemented through a strategy that capitalizes on the capacity of various programs to deliver WSP outcomes as part of their normal business. This shift has been easier for some programs than others.
- Some aspects of the WSP, especially those related to habitat and ecosystems, involve other levels of government and external partners. This work is challenging under the current fiscal climate.
- The WSP has been widely recognized, both nationally and internationally, as a positive achievement in the development of conservation policy. There are high expectations for rapid and full implementation.
- The quality and quantity of key data (catch, escapement, environmental, habitat, etc.) is highly variable. This can lead to problems in conducting the stock and habitat analyses required by the WSP.
- Finally, implementation will by necessity be adaptive as benchmarks for Conservation Units are evaluated over multiple life cycles and new research insights are applied.



Key Accomplishments – Strategies 1 to 3

Strategy 1 – Wild Salmon Status

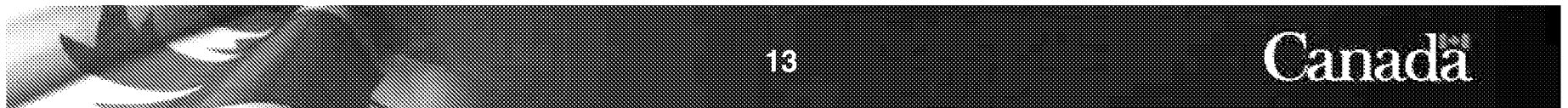
- Methodology developed and over 400 Conservation Units identified for Pacific salmon in BC, including over 30 Fraser sockeye CUs
- Released list of Yukon CUs for consultation
- Released two discussion documents on benchmarks
- Fraser sockeye assessment framework identifying priorities for assessment completed.

Strategy 2 – Habitat Status

- Report on stream, lake and estuarine habitat indicators completed
- Habitat status reports completed for Lower Harrison River, Cowichan River and Sarita River

Strategy 3 – Ecosystem Values and Monitoring

- Salmon stock information incorporated into annual State of the Oceans reports





Key Accomplishments – Strategies 4 to 6

Strategy 4 – Integrated Strategic Planning

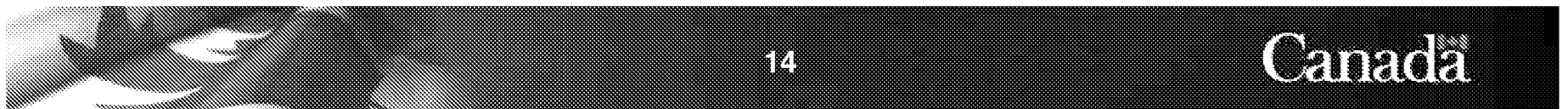
- Fraser River Sockeye Spawning Initiative – collaborative approach to establishing spawning escapement goals – initiated in 2003
- Barkley Sound strategic planning pilot and discussion paper
- Skeena Watershed Initiative strategic planning pilot

Strategy 5 – Annual Program Delivery

- WSP implementation work plan developed and monitored by DFO inter-branch team
- All DFO salmon programming supports WSP monitoring, research, enhancement and integrated management objectives.

Strategy 6 – Performance Review

- Internal reviews conducted annually
- External review is contemplated later in 2011.





General

- Continue with implementation approach outlined in slides 8 and 9, looking for further opportunities to re-profile resources, and incorporating WSP projects into regular programming.
- Continue to collaborate and match resources with partners sharing similar objectives.
- Respond to advice for improving WSP program planning and implementation from First Nations, stakeholders and others.
- Supplementary to advice received, increase engagement with First Nations and stakeholders on WSP implementation priorities.
- Improve communications with First Nations, fisheries stakeholders, environmental groups, and other government agencies to increase awareness and explore new partnership opportunities.



Strategy 1: Standardized Monitoring of Wild Salmon Status

Key Activities in 2009-2010:

- Identified the 20 salmon conservation units (CUs) for the Yukon
- Finalized the benchmarks methodology paper to assess CU health and posted on Canadian Science Advisory Secretariat website

Proposed Next Steps for 2010-11:

- Complete generalized assessment framework for stock assessment
- Complete assessment frameworks for all coho CUs, Fraser sockeye, and North Coast CUs
- Finalize benchmarks for key WCVI and Skeena (external \$) salmon species and Fraser sockeye
- Finalize software to estimate benchmarks of status for all other CUs





Strategy 2: Assessment of Habitat Status

Key Activities in 2009-2010:

- Finalized habitat indicators
- Completed habitat status reports for three watersheds
- Uploaded CU boundaries to habitat web-mapping application

Proposed Next Steps for 2010-11:

- Complete habitat status reports in priority areas
- Complete habitat status report and habitat monitoring framework for Skeena CUs (subject to external funding)





Strategy 3: Inclusion of ecosystem values and monitoring

Key Activities in 2009-2010:

- Ecosystem-based management concept paper being prepared for Barkley Sound
- Integrated salmon information into annual *State of Oceans* reports

Proposed Next Steps for 2010-11:

- Complete discussion paper that outlines the approach to developing ecosystem objectives and indicators
- Continue to integrate freshwater, oceanographic, and climate indicators for salmon into the *State of Oceans* reporting process
- Initiate discussions between FAM, Science & Habitat to develop a WSP CU monitoring framework for Strategy's 1-3





Strategy 4: Integrated Strategic Planning

Key Activities in 2009-2010:

- Early “scoping” work for broad implementation:
 - Lessons learned from integrated planning under WSP Pilots
 - Developed potential approaches to define planning scale (planning at the scale of >400 CUs impractical)
 - Freshwater Aquatic Zones or Fisheries Production Areas
- WSP Integrated Planning Initiatives:
 - **Barkley Sound** - drafted a production planning model for chinook and sockeye, economic analysis of Barkley Sound salmon, and benchmarks
 - **Skeena Watershed Initiative (SWI)** – integrated working group formed and work plan being developed
 - **Fraser River Sockeye Spawning Initiative** (FRSSI) – drafted benchmarks and indicators for Fraser sockeye
 - **Cowichan Watershed Board** – formed with a focus on sustainable water management; DFO role focused on Chinook salmon.





Strategy 4: Integrated Strategic Planning

Proposed Next Steps for 2010-11:

- Development of “broad” integrated planning framework
 - Develop a “strategic guidance” document for Strategy 4:
 - Develop a discussion paper and/or strategic plan for DFO staff and other partners to assist in integrated planning
 - Seek approval from OPS Committee (Fall 2010)
 - Consult with First Nations and stakeholders in late 2010 /early 2011
- WSP Integrated Planning Initiatives:
 - **Barkley Sound WSP Pilot**: (i) develop a fully integrated Barkley Sound salmon management plan by 2011 (specifies long term biological, social and economic targets) to ensure conservation and sustainable use; and (ii) develop a governance framework that informs other areas
 - **FRSSI**: continue with development of benchmarks and indicators for Fraser sockeye for peer review in Summer/Fall 2010
 - **SWI**: develop sockeye CU benchmarks for peer review in Fall 2011 and build toward long-term integrated strategic planning for Skeena salmon
 - **Cowichan Watershed Board** – complete an ecosystem overview report



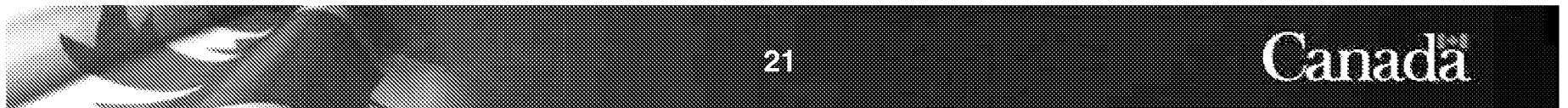
Strategy 5: Annual Program Delivery

Key Activities in 2009-2010 (integrating WSP into ongoing activities):

- Assess status of CUs - annual priorities for stock assessment determined through PSARC
- Plan fisheries - steps taken to address mixed stock fishery challenges
- Plan habitat management - SEP restoration work prioritized
- Plan enhancement activities - annual production targets for DFO and CEDP facilities included in 2009 IFMP; enhancement objectives aligned with CU objectives where defined

Proposed Next Steps (integrating WSP into ongoing activities):

- Assess status of CUs - collaborative engagement planned for development of a modernized stock assessment framework
- Plan fisheries - develop explicit agreed-upon rules for in-season decision-making with input from the IHPC; new IFMP template for salmon
- Plan habitat management - undertake targeted habitat compliance monitoring and assessments to determine level of compliance with habitat conditions in select regulatory instruments
- Plan enhancement activities – same as last fiscal





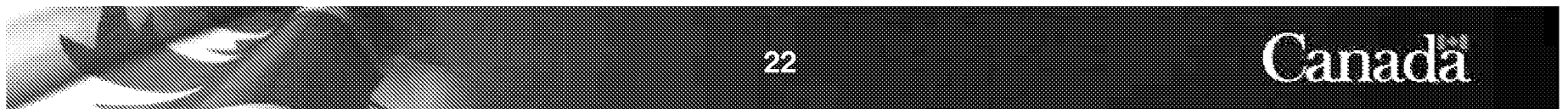
Strategy 5: Annual Program Delivery

Key Activities in 2009-2010:

- Held regular WSP Team meetings & presented WSP info at other DFO meetings
- Specific internal consultation on methodology papers and Yukon CUs
- Leveraged existing advisory processes and meetings (e.g., IHPC & Barkley Knowledge Symposium)
- Updated the website & developed two fact sheets
- Emphasized WSP with the Province as part of BC *Water Act* modernization

Proposed Next Steps for 2010-11:

- Customized approach to consultations:
 - Ongoing collaborative engagement with stakeholders and governments via existing integrated planning processes e.g., IHPC, Skeena Watershed Initiative, FRSSI, Barkley Sound etc.
 - Targeted for Yukon CUs (external) and ecosystem concept paper
- Develop a more proactive WSP Communications and Media Strategy
- Hold regular WSP Team meetings
- Transition WSP coordination from Policy





Strategy 6: Performance Review

Key Activities in 2009-2010:

- Annual WSP implementation work plan & overview of direct cost developed & reviewed
- Deferred independent year 5 performance review

Proposed Next Steps for 2010-11

- Continued development and review of WSP implementation work plan and direct costs
- Develop a WSP - policy evaluation approach for SDC (Fall 2010)
- Document new DFO planning & decision-making processes that support WSP implementation (beyond Action Steps outlined in the Policy)
 - E.g., partnership activities in support of WSP implementation e.g., Fraser Basin Initiative

