



Overview of Co-Management in DFO Pacific Region: Context and Key Issues

Internal DFO Co-Management Planning Session
July 2010





Purpose and Objectives for Today's Session

1. Provide an overview of the current context around co-management, including key DFO initiatives (e.g. PICFI, WSP, PNCIMA, AAROM)
2. Share experiences regarding co-management across Pacific Region
3. Identify key issues, challenges and opportunities related to co-management that we will seek to address via a Co-Management Framework
4. Initiate discussions regarding development of a Co-Management Framework, including potential elements
5. Identify potential timelines and next steps required to support the development of a Co-Management Framework





Context (1)

- DFO has a broad mandate and engagement with First Nations and other interests is critical to our management approach.
 - Legal and policy-based obligations to consult with First Nations.
- DFO engages with different groups at a range of levels and through a number of different processes (advisory processes, consultation, information sharing, integrated planning).
- Our processes have also evolved in nature and complexity, and our role is not always well-defined (e.g. watershed governance).
- Increasingly, DFO and other government agencies are moving beyond traditional advisory processes toward a broader interpretation “co-management.”
- Improved governance, in part through the establishment of co-management processes, is a key strategic objective for the Department (e.g. Fisheries Reform, PICFI, Oceans Act).



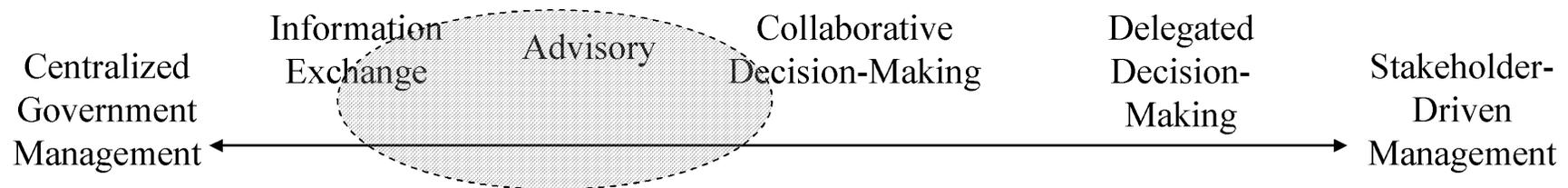
Context (2)

- Generally, DFO's approach is to shift from top-down centralized management to shared stewardship, including devolution of certain management activities and authorities to resource users.
- However, a number of issues and questions need to be addressed in order to facilitate this shift, for example:
 - The absence of a coherent “framework” that outlines linkages between the various processes (bilateral vs. multi-sectoral, local vs. coastwide) results in fragmented, inconsistent participation, uncertainty about how input from different processes informs decision-making;
 - Resources and our capacity to participate/lead are limited;
 - DFO participants have not had a clear framework or guidelines for participation in various processes; and
 - Our priorities individually and as a Department are not clearly articulated or understood.



What is Co-Management?

- There are countless definitions of co-management but no standard, agreed-upon definition (particularly in fisheries).
- Generally refers to sharing of responsibility for resource management functions and/or decision-making between government, First Nations and stakeholders
- DFO cannot fetter or delegate the Minister's authority for decision-making but we are looking for ways to work more collaboratively with First Nations and stakeholders
- Co-Management arrangements can also be thought of in terms of where they fit on the “continuum of engagement”





Why Co-Management?

- Co-Management is a strategic priority for DFO
- However, there are also a number of underlying benefits associated with effective co-management processes:
 - provide transparency through more inclusive approaches;
 - build support and understanding (e.g. how decisions are made, complexity, trade-offs, etc.);
 - create greater sense of “ownership” or accountability;
 - enable groups to meet face-to-face and discuss views, challenges, trade-offs, etc. and work toward collaborative solutions;
 - increase adaptability and flexibility of the management system; and
 - lead to more robust, well-informed decisions.





DFO Policy and Program Context

- A number of key Departmental policies, programs and initiatives highlight or have linkages to co-management (and there are many others):
 - AAROM / AFS
 - PICFI / Fisheries Renewal / Pacific Fisheries Reform
 - WSP
 - Integrated Oceans Planning under the Oceans Act
 - SARA
 - First Nations BC Treaty Process
 - SEP (Stewardship and Community Involvement)
 - Potential changes to the Fisheries Act
 - MSC certification / eco-labelling
 - Collaboration on science / stock assessment
- There is some guidance related to consultation and advisory processes (e.g. Interim Guidelines for FN Consultation, Policy on Advisory Processes) but not specific to co-management.



Examples of Co-Management Initiatives

- FRAWG / Forum on Conservation and Harvest Planning / Roadmap Process
- WSP Pilots in Barkley Sound, Skeena and Fraser River
- PNCIMA
- Collaborative work with the First Nation Fisheries Council
- Integrated Salmon Dialogue Forum (ISDF)
- Others?



PICFI Co-Management Element

- One of PICFI's key objectives is greater participation in fisheries management decision making processes
- PICFI is supporting co-management at two levels:
- (1) Broad, multi-sectoral co-management, including:
 - Development of a “Co-Management Framework”
 - ISDF work on governance/decision-making/accountability
 - Research and technical work to support co-management e.g. sockeye hook & release study, Fraser sockeye model)
 - Sector-based initiatives (e.g. Rec Vision)
- (2) Co-Management with First Nations, including:
 - Work with First Nation Fisheries Council (Centre of Expertise, DFO-FNFC Working Groups)
 - Building First Nations capacity at local level
 - DFO-FN co-management process for Fraser salmon





Considerations and Challenges

Development of a Co-Management Framework may help to address a number of key issues and challenges...

- **Lack of coordination and overarching strategy.** DFO is involved in a wide range of co-management and advisory processes, but it's not clear how they all fit, or an overall structure and approach to co-management.
- **Clarity around process scope, roles and responsibilities.** Where does DFO lead and where do we participate?
- **Limited resources and capacity.** Co-management requires significant money, time and effort. Human and financial resources to support these processes are limited, both for DFO and others.
- **Appropriate discussions at appropriate scales.**
- **Need to set clear priorities.** Focus on our core regulatory role and mandate.
- **Overlap, duplication and consultation fatigue.**
- **Others???**





Participant Questions and Expectations

- What are some of the principle expectations that participants have identified?
- How might a Framework help address and/or manage these?
- What other key question or challenges are being raised by participants?
- How might a Framework help staff address those?





Potential Next Steps

- Compile co-management activities, initiatives and work to-date.
 - Document number of co-management processes, who is involved, the objectives, cost, etc.
- Develop a *draft* Co-Management Framework based on analysis, today's session and dialogue with the FNFC, etc.
- “Test drive” the Framework internally with reps from DFO areas and sectors (e.g. through an internal working group?).
 - Potential for 2nd DFO Planning Session in Sep / Oct.
- Present a draft Framework and/or discussion paper at SDC.
- Respond to SDC direction re: next steps.
 - Potential consultation in the fall.



Afternoon Session: Potential Elements of a Co-Management Framework





Scope

- Before developing a co-management framework, it will be important to identify the appropriate scope.
- Should it be broader and reflect the full range of our co-management activities?
- Or should it focus on particular sectors / aspects of our mandate (e.g. fisheries management)?
- Should the Framework focus on engagement with First Nations, or broader to encompass our engagement with the other interests and sectors?
- How should we link this with our joint work with the FNFC?
- Should the framework focus on co-management (however defined) or include consultation and/or advisory processes?



Definition of Co-Management

- First Nations and others have pointed to the desire for a joint definition of co-management around which to build a vision
- The DFO Integrated Aboriginal Policy Framework defines co-management as: *“the sharing of responsibility and accountability for fisheries management between DFO and resource users. Co-management will eventually encompass the sharing of authority for fisheries management.”*
- Is this definition workable given the legislative authority of the Minister?
- Is there another, alternative definition that would meet the needs of DFO and the aspirations of First Nations and stakeholders?





Purpose & Objectives

- Before developing a co-management framework, it will be important to determine the appropriate purpose and objectives for the framework.
- Should the co-management framework:
 - Articulate DFO Pacific Region's vision and objectives for co-management?
 - If so, how detailed or prescriptive should this vision be?
 - Build a joint or collective vision and objectives for co-management with First Nations (and others)?
 - Outline our core roles and responsibilities, as well as those of our partners in co-management processes?
 - Set out our operational requirements and the parameters under which DFO staff will engage in various processes?



Guiding Principles

- Identifying guiding principles for co-management will likely be an important component of the Framework
- Which are the most important principles from a DFO perspective?
 - Respect for the process;
 - Transparency;
 - Accountability;
 - Balanced representation;
 - Effectiveness;
 - Efficiency;
 - Conservation;
 - Shared responsibility;
 - Sustainability;
 - Adaptive management;
 - Inclusiveness;
 - Appropriate scale
 - Others?



Guiding Principles (2)

- A further set of draft principles were developed in 2009...
 - Clear objectives will set the context for DFO's role and the process.
 - DFO's role is defined by legislated and regulatory responsibilities, and programs in support of those.
 - DFO cannot delegate decision making, but can contribute to and respond to collaborative and consensus building processes.
 - DFO participants will have a clear understanding of their role, which will include explicit relationship to other DFO processes.
 - DFO may lead, facilitate and/or participate based on the context.
 - DFO will bring its suite of programs and tools to the tables.



Resources

- DFO does have a range of tools and resources (human, financial, etc.) in moving forward with co-management.
 - Program funding under PICFI, AAROM / AFS, etc.
 - Staff whose role involves initiating, engaging in, or leading, co-management processes.
 - Others?
- What are the key opportunities and constraints with respect to resources to support co-management?
- What about the issue of compensation for non-DFO participants in co-management processes?



Priority Setting

- Given the wide (and increasing) range of processes that DFO is involved in and the limited resources we have in order to participate, setting clear priorities will be a key element of the Framework.
- What are the core priorities for the Department related to co-management? Specific processes? Areas?
- What criteria could/should be developed in order to determine how and where DFO participates?
 - Activities limited to DFO's core regulatory role / mandate?
 - Or should we look broader to activities where DFO may not have a core regulatory role, but does have strategic interests that support our mandate (e.g. water use planning)?



Consultation and Engagement

- Consultation with First Nations and other stakeholders will be an important part of developing a Co-Management Framework
- Who should the Department be working with in developing the Framework?
- What is the best format for consultations? Broad, integrated sessions (e.g. WSP) or more targeted consultations with key organizations?
- What products should DFO be taking out in order to support consultations? A discussion paper? PowerPoint presentation? Draft framework?
- What should the timeframe be for these consultations?

