

Exploring New Governance Approaches to Salmon in BC:

Current Advisory Processes



A report prepared for the Department of Fisheries and Oceans
and the Integrated Salmon Dialogue Forum

January 2009

By: Andrew Day Consulting

Table of Contents

1	Introduction.....	2
2	Methods and Scope.....	3
3	Outline of Planning and Advisory Processes Related to Salmon in BC.....	4
4	Gaps and Duplications in BC salmon advisory processes.....	6
5	Summary of Gap and Duplication Analysis and Key Themes	27
5.1	Summary of Gaps and Duplication In relation to Management Functions.....	27
5.2	Key Themes.....	29
5.2.1	Shared Outcomes and Principles.....	29
5.2.2	Roles and Responsibilities.....	29
5.2.3	Strategic Direction and Coordination.....	30
5.2.4	Integrated Management.....	30
5.2.5	Access Rules.....	31
5.2.6	Ecosystem Management.....	31
5.2.7	Linkages and Communication	31
5.2.8	Participation.....	32
5.2.9	Evaluating and Building Capacity	32
6	Conclusions.....	32
7	Appendix A: Plans and Processes At Different Scales Impacting Salmon, with examples	35
8	Appendix B: Draft Criteria for Improved Governance.....	39

1 Introduction

Over the past several years, participants in the Integrated Salmon Dialogue Forum (ISDF) have been discussing issues and trends affecting them and salmon. People perceive that the context of salmon use and management is changing significantly, and are exploring new governance approaches.¹ This report supports ISDF by describing current salmon-related advisory processes in BC and identifying obvious gaps and duplication. It does not include identification of issues or challenges with current advisory processes nor recommendations, as was done, for instance, in the Institute for Dispute Resolution report in 2000.

The report is organized into three main sections. The first section provides a brief overview of existing salmon advisory processes. These are grouped into processes whose primary focus is providing advice to DFO on salmon, and those processes or initiatives that have an impact on salmon. In section two, we focus on salmon management functions, such as policy, harvest management, and stewardship. We outline which processes are involved with the management functions, identify gaps and duplication.

¹ Context and trends are described in a related report. A. Day. 2009. Exploring New Governance Approaches to Salmon in British Columbia: Context and Key Elements. Report Prepared for the Department of Fisheries and Oceans Canada.

The third section summarizes an analysis of the gaps and overlaps in the current advisory process, identifying opportunities.

This report follows on a report that describes context, trends, and key elements of a new governance approach. Together, the reports are intended to support ISDF participants as they discuss priorities and steps to advance a new governance approach to salmon in BC.

2 Methods and Scope

The primary methods used to complete this report were:

- utilizing a list of advisory processes supplied by DFO, supplemented with processes identified by ISDF participants (November 2008 workshop) and those known to us through other work.
- reviewing available terms of reference for advisory processes related to salmon in BC, supplemented by notes on management functions from ISDF participants (November 2008 workshop).

The scope of the work plan presented several challenges. First, salmon are a cultural and ecological keystone species that are impacted by a range of activities in the terrestrial and marine environment. It would therefore be possible to say that most planning and advisory processes in BC impact salmon. This presented a challenge in outlining processes, as the scope is potentially very large.

To address this, we describe salmon advisory processes in the narrowest sense – those that are established by DFO to provide advice specifically related to salmon-- and we outline more general plans and processes related to salmon. Please contact us if there are any errors or omissions.

Second, a further scoping challenge existed in relation to organizations that play a key role in the larger community of advice (for example, BC Seafood Alliance, Sport Fishing Institute, Union of Fisheries and Allied Workers, Native Brotherhood of BC, David Suzuki Foundation, Universities, etc). Despite their influence, the scope of this contract only includes bodies that are at least partially funded by DFO to provide advice or recommendations, or are a formal advisory process established by DFO.

Ironically, the ISDF itself does not fit within either of these criteria, though it does receive funding indirectly from DFO via the Pacific Salmon Foundation. However, it is included within this report in recognition of its evolving role.

Third, the Pacific Salmon Treaty outlines the process for decision-making in the international context. While we include the Pacific Salmon Commission and its four panels in our tables, the focus of this paper is on advisory processes in the domestic context. Similarly, this paper does not address advisory processes in the Yukon in detail. Extensive and specific consultation and management arrangements are contained in the First Nations Umbrella Final Agreement, and are beyond the scope of this report.

DRAFT

3 Outline of Planning and Advisory Processes Related to Salmon in BC

The following table outlines planning and advisory processes that impact or are related to salmon (Table 1). The processes are listed by geographic scope. Appendix A contains examples of each process. Table 2 focuses only on DFO salmon advisory processes.

Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
<ul style="list-style-type: none"> • Watershed Planning • Local Harvest Committees/ Round Tables • Estuary Management Plan Committees • BC Hydro Water Use Plans • Water Allocation Plans • Water Management Plans • Environmental Management Plans • Sport Fishery Advisory Board: Local Tables • Local Government plans • CCG Local Marine Advisory Committees • WSP Pilot implementation • Salmon stewardship and enhancement groups • BC and Canada Parks Plans 	<ul style="list-style-type: none"> • Provincial Coastal Use Plans • Province of BC land use plans • First Nations land and coastal management plans • Fisheries advisory committee (Provincial) • Integrated fisheries or aquatic planning initiatives • Biosphere or ecoregional trusts • First Nations collective or joint fisheries bodies • Multi-sector non-profit body • Aquatic ecosystem management bodies • Ecoregional sustainability bodies or plans • DFO Fall Dialogue Sessions • Commercial Area Harvest Committees 	<ul style="list-style-type: none"> • Integrated Oceans Management (PNCIMA) • Fisheries advisory bodies 	<ul style="list-style-type: none"> • Commercial Salmon Advisory Board • Main Sport Fishery Advisory Board • BC Freshwater Regulation Advisory Committee • Marine Conservation Caucus • Pacific Fisheries Resource Conservation Council • Wild Salmon Policy Forum • Salmon Allocation Policy consultations • Salmon Enhancement Habitat Advisory Board • Funding bodies • Marine advisory committees • Integrated Salmon Dialogue Forum • First Nations Fisheries Council • Inter-agency and inter-government committees 	<ul style="list-style-type: none"> • Pacific Salmon Commission -Fraser Panel -Yukon Salmon River Panel

Table 1: Planning and advisory processes that are related to salmon in BC

DRAFT

4

\\svbcbvanfp01\Cohen-Comm\Second Review\Email\FAM - Resource Management\Kelly Binning\Personal Folder s\Email - K. Binning\

CAN423871_0004

Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
	DFO Fall Dialogue Sessions		Integrated Salmon Dialogue Forum	
	Commercial Area Harvest Committees		Commercial Salmon Advisory Board	
Sport Fish Advisory Board: Local committees		Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board	
			Marine Conservation Caucus	
Local Salmon Harvest Round Tables		Salmon Integrated Harvest Planning Committees Yukon Salmon Sub-Committee Pacific Salmon Comm. Panels	Salmon Allocation Policy Consultations	Pacific Salmon Commission
First Nations bi-lateral discussions and consultations	First Nations aggregate discussions and consultation		First Nations Fisheries Council	
	WCVI Aquatic Management Board	Pacific North Coast Integrated Management Area		
Salmon Enhancement Public Involvement Program Watershed Fish Sustainability Plans Wild Salmon Policy implementation (scale depends on conservation unit)	Fraser Salmon and Watershed Program Living River Trust (Georgia Basin – Vancouver Island)		Salmon Enhancement Habitat Advisory Bd Pacific Salmon Foundation Wild Salmon Policy Forum Pacific Fisheries Resource Conservation Council Pacific Scientific Advice Review Committee	Pacific Salmon Endowment Fund
Species At Risk (scale depends on species range and stage of the SARA consultation process)				

Table 1: Overview of DFO Pacific Region Salmon Advisory Processes

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
--------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

4 Gaps and Duplications in BC salmon advisory processes

The purpose of this report is for ISDF participants to be able to see gaps and duplication in salmon advisory processes. To accomplish this, we have produced a series of tables that show salmon advisory processes in relation to key management functions. Key management functions are listed in Table 1, with tables related to each following. At the bottom of each table are descriptive notes and identification of gaps and duplication.

Function	Roles
<i>Strategic direction</i>	To set overall long-term vision and direction for salmon and to build partnerships and diversify funding sources
<i>Policy</i>	To develop policy; to evaluate the potential and actual impacts of policies
<i>Programs</i>	To develop programs; to help implement programs; to evaluate the impact of programs
<i>Access rules</i>	To determine intrasectoral, intersectoral, and interjurisdictional resource allocation arrangements; membership or exclusion rules; transfer of membership rules
<i>Scientific Assessments, Analysis, Recommendations</i>	To design and conduct resource assessments or research, analyze results, and produce recommendations or reports.
<i>Resource harvest or use plans</i>	To develop resource harvest or use plans, including where a particular use should be located, how it should be operated; how policy should be interpreted in operational rules; harvest/use monitoring
<i>Area use plans (zoning)</i>	To develop zoning plans of where, generally, different uses should operate
<i>Ecosystem management</i>	To look at and plan for the overall ecosystem health; to develop ecosystem objectives and targets; to review other plans/decisions to assess how they affect and are affected by ecosystem overview/objectives/targets.
<i>Habitat and Species plans</i>	To prioritize and plan protection, rehabilitation, inventory, monitoring, enhancement, or stewardship strategies and projects
<i>Compliance and Enforcement</i>	To monitor compliance and enforce rules, plans and activities
<i>Dialogue and Capacity Building</i>	To build relationships between parties and reduce or resolve conflict; to coordinate different uses; to create a common pool of information; to help parties see the bigger picture; to facilitate partnerships; to enable innovation; to build capacity
<i>Prosperity</i>	To address issues of supply management, quality enhancement, product diversity, market awareness, new opportunities, and infrastructure

Table 3: Salmon Management Functions

The following tables outline advisory processes related to each management function. At the end of each table are descriptive notes and analysis of gaps and duplication.

Strategic direction	To set overall long-term vision and direction for salmon and to build partnerships and diversify funding sources			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
	DFO Fall Dialogue Sessions		Integrated Salmon Dialogue Forum	
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Commercial Salmon Advisory Board Main Sport Fishery Advisory Board Marine Conservation Caucus	
First Nations bi-lateral discussions and consultations	First Nations aggregate discussions and consultation		First Nations Fisheries Council	
	WCVI Aquatic Management Board			
Watershed Fish Sustainability Plans Wild Salmon Policy pilot implementation	Fraser Salmon and Watershed Program			
Species At Risk (scale depends on species range and stage of the SARA consultation process)				

Table 4: Advisory Processes related to Strategic Direction

Notes	<p>This function is primarily performed by DFO (for example, initiatives such as ‘Fisheries Reform’ as well as DFO national strategic plan and regional implementation plan). In the case of initiatives such as Fisheries Reform, DFO consults with most advisory processes. It is not clear whether there is consultation on strategic and implementation plans.</p> <ul style="list-style-type: none"> • DFO Fall Dialogue Sessions: consult on DFO initiatives such as Fisheries Reform. • Integrated Salmon Dialogue Forum: strategic direction mandate currently unclear; emphasis is on generation and dissemination of ideas. • Individual groups or sectors: DFO undertakes consultation with sectors on strategic direction issues and provides information related to strategic direction and the views of sectors and governments. • First Nations: DFO undertakes consultation with First Nations on strategic direction and provides information related to strategic direction and the views of sectors.
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<ul style="list-style-type: none"> • WCVI Aquatic Management Board: lead and facilitate the development and implementation of a strategy for the integrated management of aquatic ecosystems in the management area, in a manner consistent with statutory authorities, policies, standards, and processes • Watershed Fish Sustainability Planning: focused on local watershed scale • Wild Salmon Policy implementation: unclear if strategic direction will be part of WSP implementation; migratory nature of salmon requires coordination across scales • Fraser Salmon Watershed Program: focused on Fraser ecosystem; role is mainly as a funder; migratory nature of salmon requires coordination across scales
Gaps and Duplication	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue Sessions and the WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively develop a long-term vision and direction that looks at salmon conservation, use, and management. This results in duplication of effort as different bodies or groups develop uncoordinated strategic directions. • The roles and responsibilities of bodies to develop, comment on, or implement strategic direction is not clear. • The process for resolving conflicting advice between different governments or groups is not clear. • It is not clear how advisory bodies are involved in the evaluation of progress toward a strategic direction. • Local governments' only avenues for input within advisory bodies include the Fall Dialogue sessions, ISDF, and WCVI Aquatic Management Board.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

Policy	To develop policy; to evaluate the potential and actual impacts of policies			
Local (Watershed - Smaller Basin)	Eco-regional	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
	DFO Fall Dialogue Sessions		Integrated Salmon Dialogue Forum	
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Commercial Salmon Advisory Board Main Sport Fishery Advisory Board Marine Conservation Caucus	
		Salmon Integrated Harvest Planning Committees Yukon Salmon Sub-Committee		Pacific Salmon Commission
First Nations bi-lateral discussions and consultations	First Nations aggregate discussions and consultation		First Nations Fisheries Council	
	WCVI Aquatic Management Board			
Wild Salmon Policy implementation (scale depends on conservation unit)			Salmon Enhancement Habitat Advisory Brd Wild Salmon Policy Forum Pacific Fisheries Resource Conservation Council	

Table 5: Salmon Advisory Processes Related to Policy Development

Notes	<p>This function is primarily performed by DFO (for example, issues such as salmon shares). DFO consults with most advisory processes on such initiatives.</p> <ul style="list-style-type: none"> • DFO Fall Dialogue Sessions: consult on DFO policy issues. • Integrated Salmon Dialogue Forum: ISDF self-defined role is to generate ideas rather than discuss advice on substance of policy. • Pacific Salmon Commission: Mainly do not address policy issues except as apply bi-laterally. • Individual groups or sectors: DFO undertakes consultation with sectors on policy issues and provides information related to policy and the views of
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<p>sectors and governments.</p> <ul style="list-style-type: none"> • Integrated Salmon Harvest Planning Committee: Role is focused on salmon harvest planning, not policy. • First Nations: DFO undertakes consultation with First Nations on policy issues and provides information related to policy and the views of sectors and governments. • WCVI Aquatic Management Board: primary forum for discussion of advice to decision-makers on aquatic resource policy specific to the management area. Local aquatic resource policy issues with implications outside of the management area will be linked and coordinated with coast-wide processes. Key source of advice to decision-makers on coast-wide aquatic resource policy relating to the management area. May also evaluate policies. • Wild Salmon Policy implementation: unclear if policy issues will be part of WSP implementation. • Salmon Enhancement Habitat Advisory Board: may make recommendations in relation to salmon enhancement and habitat policy. • Wild Salmon Policy Forum: initially focused on the WSP itself, now focused on issues associated with implementation. • Pacific Fisheries Resource Conservation Council: Review and make recommendations pertaining to government policies and practices related to conservation of Pacific salmon and their freshwater and ocean habitat.
Gaps and Duplication	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue sessions and Wild Salmon Policy forum, which meet once annually, and the WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively address policy issues. • The mandate of some organizations is not clear in relation to policy. • The process for resolving conflicting advice between different governments or groups is not clear.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

Programs	To develop programs; to help implement programs; to evaluate the impact of programs			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
	DFO Fall Dialogue Sessions		Integrated Salmon Dialogue Forum	
Sport Fish Advisory Board: Local committees		Sport Fishery Advisory Board North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
First Nations bi-lateral discussions and consultations	First Nations aggregate discussions and consultation		First Nations Fisheries Council	
	WCVI Aquatic Management Board			
Salmon Enhancement Public Involvement Program	Fraser Salmon and Watershed Program Living River Trust (Georgia Basin – Vancouver Island)		Salmon Enhancement Habitat Advisory Brd Pacific Salmon Foundation Pacific Fisheries Resource Conservation Council	Pacific Salmon Endowment Fund

Table 6: Salmon Advisory Processes related to Programs

Notes	<p>This function is currently performed by DFO (for example, programs such as PICFI). DFO consults with most advisory processes on aspects of program implementation, though the advisory process for program development is not clear.</p> <ul style="list-style-type: none"> • DFO Fall Dialogue Sessions: consult on DFO program implementation issues. • ISDF self-defined role is to generate ideas rather than discuss advice on substance of programs. • Individual groups or sectors: DFO undertakes consultation with sectors on program issues and provides information related to programs and the views of sectors and governments. • First Nations: DFO undertakes consultation with First Nations on program issues and provides information related to programs and the views of sectors
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<p>and governments.</p> <ul style="list-style-type: none"> • Salmon Enhancement Habitat Advisory Board: may make recommendations in relation to salmon enhancement and habitat programs. • Pacific Fisheries Resource Conservation Council: Review and make recommendations pertaining to research programs
<i>Gaps and Duplication</i>	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue Sessions and WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively address program issues. • The roles and responsibilities of bodies to develop, comment on, implement and/or evaluate programs are not clear. • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' avenues for input within advisory bodies include the Fall Dialogue sessions, ISDF, and WCVI Aquatic Management Board (for WCVI communities).

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

<i>Access rules</i>	<i>To determine intrasectoral, intersectoral, and interjurisdictional resource allocation arrangements; membership or exclusion rules; transfer of membership rules</i>			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
			Integrated Salmon Dialogue Forum	
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Commercial Salmon Advisory Board Main Sport Fishery Advisory Board	
Local Salmon Harvest Round Tables		Salmon Integrated Harvest Planning Committees	Salmon Allocation Policy Consultations	Pacific Salmon Commission
First Nations bi-lateral discussions and consultations	First Nations aggregate discussions and consultation		First Nations Fisheries Council	
	WCVI Aquatic Management Board			

Table 7: Salmon Advisory Processes related to Access Rules

Notes	<p>This function is primarily performed by DFO and the Pacific Salmon Commission. Salmon Allocation Policy consultations last occurred in 1998. The annual process of interpreting and applying the allocation policy occurs in consultation with sector advisory bodies and First Nations.</p> <ul style="list-style-type: none"> • ISDF self-defined role is to generate ideas rather than discuss advice on substance of access rules. • Individual groups or sectors: DFO undertakes consultation with sectors on access issues and provides information related to access rules and the views of sectors and governments. • The role of local salmon harvest round tables and the integrated harvest planning committees are not clear in relation to allocation. • Pacific Salmon Commission: One of the PSC's two primary roles is defining access between Canada and the United States. • First Nations: DFO undertakes consultation with First Nations on access issues and provides information related to access rules and the views of sectors. • WCVI Aquatic Management Board: primary forum for discussion of advice to decision-makers on aquatic resource policy specific to the management
--------------	--

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
--------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	area. Local aquatic resource policy issues with implications outside of the management area will be linked and coordinated with coast-wide processes. Key source of advice to decision-makers on coast-wide aquatic resource policy relating to the management area.
Gaps and Duplication	<ul style="list-style-type: none"> • The roles and responsibilities of multi-government, multi-sector bodies to develop, comment on, implement and/or evaluate access rules is not clear, especially in relation to annual implementation. • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' only avenues for input within advisory bodies include the Salmon Allocation Policy consultations, ISDF, and WCVI Aquatic Management Board.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

<i>Scientific Assessments, Analysis, Recommendations</i>	To design and conduct resource assessments or research, analyze results, and produce recommendations or reports.			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
		PSC Panels		Pacific Salmon Commission
First Nations fisheries programs	First Nations aggregate bodies			
	WCVI Aquatic Management Board	Pacific North Coast Integrated Management Area		
Salmon Enhancement Public Involvement Program Watershed Fish Sustainability Plans Wild Salmon Policy implementation (scale depends on conservation unit)	Fraser Salmon and Watershed Program Living River Trust (Georgia Basin – Vancouver Island)		Pacific Salmon Foundation Pacific Fisheries Resource Conservation Council Pacific Scientific Advice Review Committee	Pacific Salmon Endowment Fund
Species At Risk (scale depends on species range and stage of the SARA consultation process)				

Table 8: Salmon Advisory Processes related to assessments, analysis and recommendations

Notes	<p>This function is primarily performed by DFO Science, the Pacific Scientific Advice Review Committee and the Pacific Salmon Commission.</p> <ul style="list-style-type: none"> Individual groups or sectors: May undertake or partner on assessments and scientific studies.
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<ul style="list-style-type: none"> • Pacific Salmon Commission, Panels, and PSEF: The PSC, its panels, and the PSEF fund, conduct, analyze and use scientific advice. • First Nations: May undertake or partner on assessments and scientific studies. • WCVI Aquatic Management Board: May undertake or create partnerships on assessments and scientific studies. • PNCIMA: May undertake ecosystem overview studies. • Salmon Enhancement PIP: May undertake or partner on assessments. • WFSP: May request and undertake additional assessment or analysis work • FSWP, PSF: May fund assessments and studies. • PFRCC: May undertake or partner on assessments and scientific studies, especially analyses.
<i>Gaps and Duplication</i>	<ul style="list-style-type: none"> • It is not clear how or where coordination or prioritization of scientific work occurs. • The process for integrating ecosystem science and salmon science is not clear.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

<i>Resource harvest or use plans</i>	<i>To develop resource harvest or use plans, including where a particular use should be located, how it should be operated; how policy should be interpreted in operational rules; harvest/use monitoring</i>			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
Local Salmon Harvest Round Tables		Salmon Integrated Harvest Planning Committees PSC Panels		Pacific Salmon Commission
First Nations fisheries programs	First Nations aggregate bodies			
	WCVI Aquatic Management Board	Pacific North Coast Integrated Management Area		
Watershed Fish Sustainability Plans Wild Salmon Policy implementation (scale depends on conservation unit)				

Table 9: Salmon Advisory Processes related to resource harvest or use plans

Notes	<p>This function is primarily performed by DFO in the Integrated Fisheries Management Plan process. The sectors, First Nations, and the Integrated Harvest Planning Committees are the advisory bodies listed in the IFMP.</p> <ul style="list-style-type: none"> Individual groups or sectors: DFO undertakes consultation with sector organizations to develop fishing plans and provide information related to stock status and the views of other sectors.
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<ul style="list-style-type: none"> • The integrated harvest planning committees: The IHPC is the primary contact for the Department for cross sectoral communication and advice and make recommendations to the Department on operational decisions related to salmon harvesting in the Pacific Region. The goal of the IHPC will be to ensure fishing plans are coordinated and integrated, identify potential conflicts, and if there are disputes, make recommendations for solutions if possible (pre-season and post-season). The IHPC is a forum to augment other discussions by permitting representatives of each of the sectors to bring issues to the table. • Local salmon harvest round tables: Cross sectoral communication and advice and make recommendations to the Department on operational decisions related to salmon harvesting in specific areas (pre, in, and post season). • Pacific Salmon Commission and Panels: The Commission itself does not regulate the salmon fisheries but provides regulatory advice and recommendations to the two countries. The panels provide recommendations and comment on the management of the fisheries in their area of responsibility before and after each season's harvest. Agreement of both sides is needed for any decision or recommendation. The Fraser River Panel is unique in that it has responsibility for in-season harvest regulation of Fraser River sockeye and pink salmon within a specified area. • First Nations: DFO undertakes consultation with First Nations to develop fishing plans and provide information related to stock status and the views of sectors and governments. • WCVI Aquatic Management Board: may participate in the development and delivery of ocean and watershed plans related to aquatic resources. • PNCIMA: Intention is to develop integrated oceans management plan that will relate to IFMP. • WFSP and WSP implementation: May make recommendations on harvest levels, etc. though mandate in relation to harvest planning is unclear.
Gaps and Duplication	<ul style="list-style-type: none"> • The roles and responsibilities of different bodies in relation to the different stages and tasks associated with IFMP development, application, and review are not clear. • The relationship between integrated ecosystem bodies and the IFMP process is not clear. • With the exception of several local harvest round tables, there are few multi-sectoral and multi-government processes focused on harvest management at the local or ecoregional scales. • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' avenues for input within advisory bodies is local harvest round tables, possibly WSP pilot implementation, and the WCVI Aquatic Management Board.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

Area use plans (zoning)	To develop zoning plans of where, generally, different uses should operate			
Ecosystem management	To look at and plan for the overall ecosystem health; to develop ecosystem objectives and targets; to review other plans/decisions to assess how they affect and are affected by ecosystem overview/objectives/targets.			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
First Nations fisheries programs	First Nations aggregate bodies			
	WCVI Aquatic Management Board Georgia Basin Ecosystem Initiative	Pacific North Coast Integrated Management Area	BC-Canada MOU on Oceans	
Wild Salmon Policy implementation (scale depends on conservation unit)				

Table 10: Salmon Advisory Processes related to zoning plans and ecosystem management.

Notes	<p>The Province performs some coastal zoning, as do First Nations and local governments. In some areas different parties have worked on ecosystem management on land. DFO has a leadership role in relation to oceans management under the <i>Oceans Act</i>, but ecosystem management requires a collaborative approach.</p> <ul style="list-style-type: none"> • First Nations: may develop area use plans and try to implement an ecosystem approach in their territories. • WCVI Aquatic Management Board: lead and facilitate the development and implementation of a strategy for the integrated management of aquatic ecosystems in the management area. • Georgia Basin Ecosystem Initiative: Research, policy and management decisions are made within an ecosystem framework that takes into account the interdependence of land, air, water, and living organisms over time.
--------------	--

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<ul style="list-style-type: none"> • PNCIMA: intention is to develop integrated oceans management plan. • BC-Canada MOU on Oceans: coordinate federal and provincial oceans related work. • WSP implementation: includes an ecosystem monitoring component but the extent to which zoning and ecosystem management will be part of WSP implementation is unclear.
Gaps and Duplication	<ul style="list-style-type: none"> • The roles and responsibilities of different advisory bodies and plans in relation to area use plans and ecosystem management (and vice versa) is not clear. • The interrelationship between ecosystem management and the other management functions listed here is not clear. • The connection between terrestrial and aquatic/oceans planning is not clear • There may be duplication between WSP ecosystem related work, Provincial / First Nation / local government area use planning, and oceans planning work.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

<i>Habitat and Species plans</i>	<i>To prioritize and plan protection, rehabilitation, inventory, monitoring, enhancement, or stewardship strategies and projects</i>			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
First Nations fisheries programs	First Nations aggregate bodies			
	WCVI Aquatic Management Board Georgia Basin Ecosystem Initiative	Pacific North Coast Integrated Management Area		
Salmon Enhancement Public Involvement Program Watershed Fish Sustainability Plans Wild Salmon Policy implementation (scale depends on conservation unit)	Fraser Salmon and Watershed Program Living River Trust (Georgia Basin – Vancouver Island)		Pacific Salmon Foundation	Pacific Salmon Endowment Fund
Species At Risk (scale depends on species range and stage of the SARA consultation process)				

Table 11: Salmon Advisory Processes related to habitat and species plans

Notes	<p>This function is primarily performed by DFO Habitat Enhancement Branch, though there is a significant overlap with other land and coastal use planning processes that affect salmon habitat (see Table 1 above).</p> <ul style="list-style-type: none"> • Individual groups or sectors: May participate in habitat and species planning and stewardship activities. • First Nations: May participate in habitat and species planning and stewardship activities.
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<ul style="list-style-type: none"> • WCVI Aquatic Management Board: May facilitate habitat and species planning and stewardship activities in WCVI. • Georgia Basin Ecosystem Initiative: May coordinate habitat and species planning and stewardship activities in GB • PNCIMA: May undertake marine protected area planning and other habitat planning in PNC. • Salmon Enhancement PIP: May participate in habitat and species planning and stewardship. • WFSP: Habitat and species planning within a specific watershed area • PSEF, FSWP, LRT, PSF: Fund habitat and species planning and stewardship. • WSP implementation: includes a habitat monitoring component but the extent to which habitat and species planning will be part of WSP implementation is unclear.
Gaps and Duplication	<ul style="list-style-type: none"> • The coordination between multi-sector harvest planning bodies, multi-sector habitat and species planning bodies, and ecosystem bodies is not clear. • It is not clear how or where coordination or prioritization of habitat and species work occurs. • The process for integrating salmon habitat and species planning and stewardship with other planning processes (such as forestry) is not clear.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

<i>Compliance and Enforcement</i>	<i>To monitor compliance and enforce rules, plans and activities</i>			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
			Integrated Salmon Dialogue Forum	
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
First Nations fisheries programs	First Nations aggregate bodies			

Table 11: Salmon Advisory Processes related to compliance and enforcement

Notes	<p>This function is primarily performed by DFO Conservation and Protection Branch, though there is a overlap with other agencies or groups that monitor and enforce rules related to land and coastal use affecting salmon habitat.</p> <ul style="list-style-type: none"> • Integrated Salmon Dialogue Forum: Provides a venue to discuss ideas related to catch monitoring. • Individual groups or sectors: May advise DFO on compliance and enforcement rules and issues. • First Nations: May advise DFO on compliance and enforcement rules and issues. The fisheries guardian program enabled participation in monitoring and enforcement.
Gaps and Duplication	<ul style="list-style-type: none"> • There is not a multi-government, multi sector forum at any scale to discuss monitoring and compliance, though local round tables may provide a venue for such discussions. • The process for integrating monitoring and compliance with salmon habitat and species planning and stewardship and other monitoring and compliance processes (such as local government by-law enforcement) is not clear.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

Dialogue and Capacity Building	<i>To build relationships between parties and reduce or resolve conflict; to coordinate different uses; to create a common pool of information; to help parties see the bigger picture; to facilitate partnerships; to enable innovation; to build capacity.</i>			
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
	DFO Fall Dialogue Sessions		Integrated Salmon Dialogue Forum	
Local Salmon Harvest Round Tables		Salmon Integrated Harvest Planning Committees PSC Panels		Pacific Salmon Commission
	WCVI Aquatic Management Board Georgia Basin Ecosystem Initiative	Pacific North Coast Integrated Management Area		

Table 12: Salmon Advisory Processes related to Dialogue and Capacity Building

Notes	<ul style="list-style-type: none"> • DFO Fall Dialogue Sessions: DFO provides information and look for preliminary feedback on the issues • Integrated Salmon Dialogue Forum: Developing shared principles, enabling broadly based interests to identify and address underlying issues, developing innovative possibilities, building collaborative relationships, networks and partnerships, stimulating and informing discussions within existing processes. • Harvest planning tables and panels: To ensure fishing plans are coordinated and integrated, identify potential conflicts, and if there are disputes, make recommendations for solutions if possible. • WCVI Aquatic Management Board: a) facilitate the resolution of aquatic resource management disputes in the management area; b) foster productive relationships and cooperation between the people, communities and interest groups affected by aquatic resource management; c) build local capacity for the integrated management of aquatic resources by increasing the involvement of local people, encouraging local initiatives to improve aquatic resource
--------------	---

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

	<p>management, supporting training and education.</p> <ul style="list-style-type: none"> • Georgia Basin Ecosystem Initiative: Promote and support shared leadership roles in stewardship, sustainable best practices and eco-efficiency amongst governments, non-government organizations, First Nations, the private sector, communities and individuals. • PNCIMA: Collaborative approach to governance; resolve conflicts between different uses.
Gaps and Duplication	<ul style="list-style-type: none"> • The process for coordinating dialogue and capacity building across scales is not evident. • Local and eco-regional dialogue processes are lacking in some areas. • There is very little emphasis on capacity building, other than the WCVI Aquatic Management Board.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

Prosperity		<i>To address issues of supply management, quality enhancement, product diversity, market awareness, new opportunities, and infrastructure.</i>		
Local (Watershed - Smaller Basin)	Eco-regional (Larger Basin cultural/ecological/fishing area)	North – South Coast, Yukon	Pacific Regional / Coastwide	National and International
Sport Fish Advisory Board: Local committees	Commercial Area Harvest Committees	Sport Fishery Advisory Board: North/South Coast	Main Sport Fishery Advisory Board Commercial Salmon Advisory Board Marine Conservation Caucus	
	WCVI Aquatic Management Board			
First Nations seafood businesses	First Nations aggregate businesses			

Table 11: Salmon Advisory Processes related to benefits

Notes	<ul style="list-style-type: none"> Individual groups or sectors and First Nations: May advise DFO on means of protecting and improving prosperity. WCVI Aquatic Management Board: May advance community economic development and advise DFO on means of protecting and improving prosperity of all sectors and communities.
Gaps and Duplication	<ul style="list-style-type: none"> There are no multi-government, multi sector forum, other than WCVI Aquatic Management Board, to advise on protecting and improving prosperity of all sectors and communities.

Legend	Dialogue	Sector Harvesting & Policy	Integrated Harvesting and Policy	First Nations	Integrated Ecosystem	Conservation & Enhancement
---------------	----------	----------------------------	----------------------------------	---------------	----------------------	----------------------------

5 Summary of Gap and Duplication Analysis and Key Themes

The primary purposes of this section are to a) summarize gaps and duplication related to management functions from section 4; and, b) identify broad themes arising from the review and analysis of existing advisory processes. Given ISDF's interest in exploring how to advance a new approach to governance, we have chosen to phrase these as 'Opportunities.'

5.1 Summary of Gaps and Duplication In relation to Management Functions

Function	Gaps and Duplication
<i>Strategic direction</i>	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue Sessions and the WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively develop a long-term vision and direction that looks at salmon conservation, use, and management. This results in duplication of effort as different bodies or groups develop uncoordinated strategic directions. • The roles and responsibilities of bodies to develop, comment on, or implement strategic direction is not clear. • The process for resolving conflicting advice between different governments or groups is not clear. • It is not clear how advisory bodies are involved in the evaluation of progress toward a strategic direction. • Local governments' only avenues for input within advisory bodies include the Fall Dialogue sessions, ISDF, and WCVI Aquatic Management Board.
<i>Policy</i>	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue sessions and Wild Salmon Policy forum, which meet once annually, and the WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively address policy issues. • The mandate of some organizations is not clear in relation to policy. • The process for resolving conflicting advice between different governments or groups is not clear.
<i>Programs</i>	<ul style="list-style-type: none"> • With the exception of the Fall Dialogue Sessions and WCVI Aquatic Management Board, there are no multi-government, multi-sector advisory bodies that collectively address program issues. • The roles and responsibilities of bodies to develop, comment on, implement and/or evaluate programs are not clear. • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' only avenues for input within advisory bodies include the Fall Dialogue sessions, ISDF, and WCVI Aquatic Management Board (for WCVI communities).
<i>Access rules</i>	<ul style="list-style-type: none"> • The roles and responsibilities of multi-government, multi-sector bodies to

	<p>develop, comment on, implement and/or evaluate access rules is not clear, especially in relation to annual implementation.</p> <ul style="list-style-type: none"> • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' only avenues for input within advisory bodies include the Salmon Allocation Policy consultations, ISDF, and WCVI Aquatic Management Board (for WCVI communities).
<i>Scientific Assessments, Analysis, Recommendations</i>	<ul style="list-style-type: none"> • It is not clear how or where coordination or prioritization of scientific work occurs. • The process for integrating ecosystem science is not clear.
<i>Resource harvest or use plans</i>	<ul style="list-style-type: none"> • The roles and responsibilities of different bodies in relation to the different stages and tasks associated with IFMP development, application, and review are not clear. • The relationship between integrated ecosystem bodies and the IFMP process is not clear. • With the exception of several local harvest round tables, there are few multi-sectoral and multi-government processes focused on harvest management at the local or ecoregional scales. • The process for resolving conflicting advice between different governments or groups is not clear. • Local governments' avenues for input within advisory bodies is local harvest round tables, possibly WSP pilot implementation, and the WCVI Aquatic Management Board.
<i>Area use plans (zoning) And Ecosystem management</i>	<ul style="list-style-type: none"> • The roles and responsibilities of different advisory bodies and plans in relation to area use plans and ecosystem management (and vice versa) is not clear. • The interrelationship between ecosystem management and the other management functions listed here is not clear. • The connection between terrestrial and aquatic/oceans planning is not clear • There may be duplication between WSP ecosystem related work, Provincial / First Nation / local government area use planning, and oceans planning work.
<i>Habitat and Species plans</i>	<ul style="list-style-type: none"> • The coordination between multi-sector harvest planning bodies, multi-sector habitat and species planning bodies, and ecosystem bodies is not clear. • It is not clear how or where coordination or prioritization of habitat and species work occurs. • The process for integrating salmon habitat and species planning and stewardship with other planning processes (such as forestry) is not clear.
<i>Compliance and Enforcement</i>	<ul style="list-style-type: none"> • There is not a multi-government, multi sector forum at any scale to discuss monitoring and compliance, though local round tables and ISDF may provide venues for some discussions. • The process for integrating monitoring and compliance with salmon habitat and species planning and stewardship and other monitoring and compliance processes (such as local government by-law enforcement) is not clear.
<i>Dialogue and Capacity Building</i>	<ul style="list-style-type: none"> • The process for coordinating dialogue and capacity building across scales is not evident. • Local and ecoregional dialogue processes are lacking in some areas. • There is very little emphasis on capacity building, other than the WCVI Aquatic Management Board.

Prosperity	<ul style="list-style-type: none"> • There are no multi-government, multi sector forum, other than WCVI Aquatic Management Board, to advise on protecting and improving prosperity of all sectors and communities.
------------	---

5.2 Key Themes

In addition to the gaps and duplication identified around specific issues above, there are some broader themes that arise from the analysis.

5.2.1 Shared Outcomes and Principles

In looking at the Terms of Reference for different advisory processes, it is evident that there are gaps and inconsistencies between the processes in terms of outcomes and guiding principles.

There is an opportunity to create a stronger link between the various processes' objectives and the common outcomes identified in our related report titled 'Context and Key Elements of a New Governance Approach to Salmon in BC.'² There is also an opportunity to link more explicitly to the guiding principles outlined in legislation such as the *Oceans Act*.

By linking more explicitly to a common set of objectives, there is an opportunity to show how each process contributes to particular outcomes and to the broader picture. This would enable an analysis of gaps and duplication in relation to ecosystem management more broadly.

Providing more consistency in guiding principles will start to provide a common framework for evaluating options, which creates a stronger link between specific decisions and desired outcomes, as well as improved transparency, accountability, and consistency.

Both of these could help provide more clarity, cohesion and sense of common purpose between various processes.

5.2.2 Roles and Responsibilities

In some cases, it is not clear whether, where, and how a process has any role or responsibility either:

- a) towards achieving shared outcomes
- b) in formal decision-making processes (such as the development of the IFMP).

² A. Day. 2009a.

The previous section suggested an opportunity to link processes more explicitly to particular outcomes. There is also an opportunity to clarify how, where and when they fit into formal decision-making processes such as IFMP development, integrated oceans plan development, habitat status reports, and wild salmon pilot plans.

Clarifying roles and responsibilities in relation to formal decision making processes gives participants a stronger sense of their role, the roles of others, and how their diverse inputs are integrated into successful strategies. It also provides an opportunity to look in more detail as to whether there are specific gaps or overlaps in the nature and timing of advice or work.

5.2.3 Strategic Direction and Coordination

There is not a coastwide process for addressing strategic planning or coordination of all the various advisory processes, issues, plans, programs, and initiatives related to salmon. This gap leads to the gaps identified above: inconsistent objectives and principles and lack of connection to common outcomes and principles, and lack of clarity around roles and responsibilities.

There is an opportunity for participants to work together to agree on shared outcomes, identify current and developing work aimed to achieve them, discuss what needs to be done, strategically address priority issues, address capacity needs, and evaluate progress. This would provide leadership and cohesion to salmon management governance.

5.2.4 Integrated Management

It is not clear how the advisory bodies related to the various management functions are interconnected. For instance, how do harvest planning bodies relate to habitat planning and stewardship bodies, and to monitoring and compliance, policy, ecosystem management, etc.? How do recommendations, decisions and priorities get established in a more integrated, ecosystem based manner?

There is an opportunity to link bodies at each scale by consolidating them around multiple management functions. For instance, one multi-government and multi-sector process at the coastwide scale could address strategic direction, harvest planning, policy, compliance and enforcement, and other functions.³ This could be linked with multi-government and multi-sector bodies in different ecoregions and in some local areas. Such bodies can be responsible for integrating and coordinating work relevant to their scale, as well as setting priorities.

Consolidating management functions could create more integration between different aspects of salmon management, reduce overlaps and gaps, and strengthen communication. It could also enable more effective vertical integration or ‘nesting’ between local, ecoregional, north/south, coastwide, and international scales.

³ Separate functions still require their own focus, and may involve some different people. This can be accomplished via sub-committees or other standard methods of task assignment.

5.2.5 Access Rules

While this element is outlined in section 5.1 above and does not represent a key theme, access rules are one of the most contentious elements of salmon management and affect the functioning of the entire advisory process.

The salmon allocation policy was established for 1999-2005, and the schedule or process for renewal is not clear. There is not a clear multi-government and/or multi-sector process for interpreting the salmon access rules between sectors on an on-going basis.

There is an opportunity to clarify the advisory process related to access rules and their application. Clarification of this issue may produce improved relationships between different advisory bodies.

5.2.6 Ecosystem Management

There is no clear process to interlink ecosystem management with salmon harvest management, habitat and stewardship, policy, access rules, and other management functions. The WCVI Aquatic Management Board provides a forum for this, but the process for incorporating ecosystem considerations into decision-making processes and instruments such as the IFMP, EPMP plans, policy consultations, etc. (and vice versa) remains unclear. PNCIMA may also generate ecosystem considerations, but it has not officially begun planning.

There is an opportunity to create a defined process for how different processes and plans can be set within an ecosystem context. This will help advance implementation of an ecosystem approach to salmon management. It may also highlight some current duplication and overlap in areas such as habitat and ecosystem planning, science, and monitoring. Finally, it could ease any tension resulting from lack of clarity over the roles and responsibilities of ecosystem bodies.

5.2.7 Linkages and Communication

We have mentioned above that linkages between processes could be improved if their role in the decision-making process was clarified. In addition, it would be useful to have clearer feedback loops between information, recommendations and decisions. This is especially important given the expansive geography of BC, and the fact that salmon work happens at the local level while much decision-making happens coastwide.

Strong bridging mechanisms and clearer linkages would enable improved integration of different perspectives and responsiveness to changing conditions. This could help identify problems before they become crises, promote decisions and approaches that integrate a variety of experiences, foster cross-pollination and innovation, build stronger commitment from a variety of participants, and improve the credibility of the entire process.

Related to the importance of stronger linkages is the general issue of communication. There is not an overall transparent communication system for salmon governance in BC.

While not an advisory process in itself, a communication system is the glue that binds the advisory processes together. New technologies create an opportunity to facilitate and improve communication between the various processes and scales.

5.2.8 Participation

Some participant groups are organized to participate across different scales, while others are not.

- The SFAB is the most structured to participate across scales, with local, north/south, and a main coastwide body.
- Commercial interests are organized by fishing areas, which in some cases are broad and poorly related to local or ecoregional scales. The CSAB provides a coastwide forum.
- Environmental groups are not organized across scales, with the exception of the BC Streamkeepers Federation, who have local and coastwide bodies.
- First Nations view their mandates as being at their local territory level. This is the opposite of DFO, whose mandates largely comes from national and pacific regional levels. While some Nations work in aggregate groups at ecoregional and coastwide levels, aggregate bodies generally may not have a clear mandate when it comes to decision-making. This is a fundamental issue that affects the advisory process structure.
- The role of communities and local governments is not clear, as evidenced by their lack of involvement in most advisory processes, especially at broader scales.

There is an opportunity to discuss how the participation of different groups can be addressed at each scale, and how communication can flow effectively between participants at different scales.⁴

5.2.9 Evaluating and Building Capacity

It is not clear whether there is a formal evaluation mechanism of various advisory processes, or the overall advisory structure. It is also not clear who is focusing on building capacity.

There is an opportunity to learn and make appropriate adjustments by having an evaluation and feedback structure in place. This could identify opportunities for improvement and the capacity building necessary to support different processes in achieving their roles and responsibilities.

6 Conclusions

Issues and trends in ecology, socioeconomics, governance and organizations, and technology create a strong rationale for a new governance approach to salmon in BC. The main components of a new approach are emerging through various discussions,

⁴ Note that issues associated with participation, such participant burn-out, funding, etc. are not within the scope of this report, but have an obvious impact on gaps, duplication and opportunities.

practical experiences, and policy agreements and directives, as outlined in a previous report.⁵

One way to identify opportunities to advance a new governance approach is to outline current advisory processes and analyze gaps and duplication. This was the subject of this report. Other methods include looking at the decision-making process and identifying issues and opportunities, as well as conducting interviews with participants. These are being addressed by DFO and the Integrated Salmon Dialogue Forum.⁶

The results of the analysis in this report reflect and extend similar previous work. In 2001, the Institute for Dispute Resolution identified some key gaps in the salmon advisory process. Some of the IDR's key recommendations were:

- Establish a planning and policy development system that clarifies when and how important decisions are made and how interested parties may participate.
- Ensure that multi-party negotiation is an integral part of the process used by the Allocation and Licensing Board to interpret and clarify the Allocation Policy and address new allocation issues that have been referred to the Board by the Minister.
- Establish a Policy Advisory Committee (PAC) and a public Policy Forum process for discussion of key policy issues amongst all sectors, First Nations and the federal and provincial governments.
- Address the role of communities and regional management boards as a priority topic for the Policy Advisory Committee (PAC) and a public Policy Forum⁷

Based on the analysis contained in this report, these same gaps continue to exist. The last one can be modified to include advancing ecosystem management as a priority. In addition, there are opportunities to strengthen the overall strategic direction and coordination of salmon management, including consolidating bodies at different scales around multiple management functions, improving linkages and communications mechanisms between processes, and evaluating progress and building capacity.

This report is not intended to point out what is 'wrong' with current salmon management. Instead it is oriented towards identifying opportunities. It is set within a context that is changing in numerous and uncertain ways. It is hoped that it is of use to participants who are looking for opportunities to make salmon governance more effective, engaging, and

⁵ A. Day. 2009a. Context and Key Elements of a New Governance Approach to Salmon in BC. Report prepared for Department of Fisheries and Oceans Canada.

⁶ B. Ionsen. 2008. Report prepared for Department of Fisheries and Oceans Canada.

⁷ Institute for Dispute Resolution. 2001. Review of Improved Decision Making in the Pacific Salmon Fishery: Final Recommendations. University of Victoria.

efficient.⁸ Participants will have the most practical understanding of what changes are feasible given the various issues and limitations they face.

⁸ A draft set of criteria can be inferred from ISDF meetings and discussions, and are included in Appendix B.

DRAFT

34

7 Appendix A: Plans and Processes At Different Scales Impacting Salmon, with examples

Local - Basin	
<i>General Description</i>	<i>Examples</i>
Watershed Planning Groups	Cowichan Stewardship Round Table, Somass Round Table, Henderson, Cultas Lake, Chillwack, Shuswap, Bonaparte Nicola Valley, Nahmint, Nootka Sound Watershed Society, etc.
Local Harvest Committees/Round Tables	Somass, Saanich, Cowichan
Estuary Management Plan Committees	Somass, Fraser River Estuary Management Plan, Nanaimo, Courtenay River, Cowichan, Campbell River, etc.
BC Hydro Water Use Plans	Aberfeldie, Alouette, Cheakamus, Columbia, Ash, Puntledge, Peace River, etc
Water Allocation Plans	Lemieux Creek, Vancouver Island (Alberni, Cowichan, Englishman, Saanich, etc.)
Water Management Plans	Cowichan, Nanaimo, Oyster
Environmental Management Plans	Environmental Farm Planning (EFP), Marine Commercial Finfish Aquaculture Management Plan, International Standards Organization (ISO), etc.
Sport Fishery Advisory Board: Local Tables	Victoria, Lower Fraser, Squamish to Lilloet, Thompson/Okanagan, Tofino/Ucluelet, Alberni, Nootka-Kyuquot, etc.
Local Government plans	Official Community Plans throughout BC
CCG Local Marine Advisory Committees	Throughout BC

DRAFT

35

\\svbvcvanfp01\Cohen-Comm\Second Review\Email\FAM -
Resource Management\Kelly Binning\Personal Folder
s\Email - K. Binning\

CAN423871_0035

WSP Pilot implementation	Barkley Sound
Salmon stewardship and enhancement groups	Pacific Streamkeepers Federation, Bute Inlet Salmon Enhancement Foundation, Oyster River Enhancement Society, Tsolum River Restoration Society, Salmon River Enhancement Society, Sooke Salmon Enhancement Society, etc.

Basin - Ecoregion	
<i>General Description</i>	<i>Examples</i>
Provincial Coastal Use Plans	Johnstone – Bute Inlet, Nootka Sound, Kyuquot Sound, etc.
Province of BC land use plans	Land and Resource Management Plans; Sustainable Resource Management Plans
First Nations land and coastal management plans	Nisga'a, Heiltsuk, Haida, Lil'wat, Hupacasath, Xeni Gwet'in, Tsilguo'tin, Tsay Key Denay, Coastal First Nations marine plan development
Fisheries advisory committees	Skeena Fisheries Advisory Committee (Provincial)
Integrated fisheries or aquatic planning initiatives	Skeena Watershed Initiative, Alberni Barkley Integrated Planning Initiative
Biosphere or ecoregional trusts	Columbia Basin Trust, Clayoquot Biosphere Trust

Ecoregion	
<i>Description</i>	<i>Examples</i>
First Nations collective or joint fisheries bodies	Fraser River Aboriginal Fisheries Secretariat, Nisga'a Joint Fisheries Management Committee, Skeena Fisheries Commission
Multi-sector non-profit bodies	Fraser River Salmon Table

DRAFT

36

\\svbcvanfp01\Cohen-Comm\Second Review\Email\FAM -
Resource Management\Kelly Binning\Personal Folder
s\Email - K. Binning\

Aquatic ecosystem management bodies	WCVI Aquatic Management Board
Ecoregional sustainability bodies or plans	Fraser Basin Council, Georgia Basin Action Plan Fraser Salmon and Watershed Program
DFO Fall Dialogue Sessions	Port McNeil, Prince George, Prince Rupert, Nanaimo, Lower Mainland Port Alberni, Kamloops
Commercial Area Harvest Committees	Area A, B, C, D, E, F, G, H

North and South Coast

<i>General Description</i>	<i>Examples</i>
Integrated Oceans Management	Pacific North Coast Integrated Management Approach
Fisheries advisory bodies	Sport Fishery Advisory Board: North/South Coast, Salmon Integrated Harvest Planning Committees, Yukon Salmon Sub-Committee

Pacific Regional / Coastwide

<i>Description</i>	<i>Examples</i>
First Nations Fisheries Council	
Commercial Salmon Advisory Board	
Main Sport Fishery Advisory Board	
BC Freshwater Regulation Advisory Committee	
Marine Conservation Caucus	

DRAFT

37

\\svbcbvanfp01\Cohen-Comm\Second Review\Email\FAM -
Resource Management\Kelly Binning\Personal Folder
s\Email - K. Binning\

CAN423871_0037

Pacific Fisheries Resource Conservation Council	
Wild Salmon Policy Forum	Annual forum in Richmond in March
Salmon Allocation Policy consultations	Last undertaken in 1998
Salmon Enhancement Habitat Advisory Board	
Funding bodies	Pacific Salmon Foundation, Pacific Salmon Endowment Fund, Living Rivers Trust
Marine advisory committees	<ul style="list-style-type: none"> Canadian Marine Advisory Council, Regional Advisory Council on Oil Spill Response, Western Marine Community (WMC), Pacific Coast Marine Review Panel, Recreational Boating Advisory Council (RBAC), Marine Chemicals Emergencies Working Group
Fraser Integrated Salmon Dialogue Forum	
Inter-agency and inter-government committees	Pacific Interdepartmental Oceans Committee Committees related to Federal-Provincial MOU on Oceans Canada-BC Council of Fisheries Ministers

National and International

<i>Description</i>	<i>Examples</i>
Pacific Salmon Commission and Panels	<ul style="list-style-type: none"> Fraser Panel Yukon Salmon River Panel

Other (depending on species range)

<i>Description</i>	<i>Examples</i>
--------------------	-----------------

DRAFT

38

\\svbcbvanfp01\Cohen-Comm\Second Review\Email\FAM -
 Resource Management\Kelly Binning\Personal Folder
 s\Email - K. Binning\

CAN423871_0038

Species at Risk SARA Legal Listings SARA Recovery Plans SARA Action Plans SARA Recovery Teams	Cultas Lake, Sakinaw lake sockeye
---	-----------------------------------

8 Appendix B: Draft Criteria for Improved Governance

Effectiveness (see first report “Context and Key Elements” in this series for a list of outcomes, some of which are listed in the following bullets).

- Ability to meet shared outcomes such as healthy and diverse aquatic ecosystems and communities, economic prosperity, and reconciliation
- Improved ability to plan for uncertainty and adapt to changes.
- Improved ability to simultaneously consider ecological and socioeconomic factors, and their interconnectedness, in decision making.
- Solutions more responsive and appropriate to different scales, places or situations (rather than ‘one size fits all’).
- Access to more diverse and complete information, analysis, modeling, and experience.
- Promote a sense of common purpose and the feeling one is contributing to a part of a larger picture, while respecting individual autonomy and diversity.
- Ability to influence behaviour and implement decisions to produce desired changes
- Promote accountability: reward innovation and quality results and weed out stagnation and poor quality results.

Engagement

- More active and engaged community of participants; greater willingness to participate.
- Improved relationships and good will amongst those participating
- Greater sense of fulfillment and enjoyment amongst participants
- Transparency
- Consulting those affected and providing reasons for decisions

DRAFT

39

Efficiency

- Better definition of the roles and responsibilities of different participants, including how they fit together, resulting in more coordination and reduced duplication and gaps.
- Better use of staff and participant time.
- More efficient use of funds and clear process for prioritizing funding.
- Greater ability to make effective decisions in a timely manner.

DRAFT

40

\\svbcvanfp01\Cohen-Comm\Second Review\Email\FAM -
Resource Management\Kelly Binning\Personal Folder
s\Email - K. Binning\