

## **LOWER FRASER FIRST NATIONS FISHERIES STRATEGIC PLAN**

### **I. BACKGROUND**

The management of Fraser River salmon fisheries has posed a significant challenge in recent decades due to a combination of factors including, environmental uncertainty affecting fish abundance, conflicts among fishing groups, poor economic performance, inconsistent tracking and enumeration of catches, and the lack of an effective allocation and co-management framework for First Nations fisheries (including treaty fisheries). These challenges are particularly evident in the lower Fraser River where commercial fisheries and First Nations fisheries for FSC and economic purposes operate in over-lapping areas and time periods and where there is a high degree of public attention.

Motivated by the need to constructively address these challenges, DFO has taken steps in recent years to improve the management and benefits of all Pacific fisheries, with the Pacific salmon fishery being a particular point of focus. The reports of the Joint Task Group on Post-treaty Fisheries and the First Nations Panel on Fisheries received by DFO in 2004 led to a new direction for Pacific fisheries management in 2005 called Pacific Fisheries Reform which subsequently produced the Pacific Integrated Commercial Fisheries Initiative (PICFI) announced in 2007. The Williams Review of Fraser River fisheries conducted after the 2004 fishing season provided a number of important recommendations that the Department has acted upon (Appendix 1). The Wild Salmon Policy, which had been under development since the late 1990's was finalized in 2005, and has provided clear guidance on how to conserve Pacific salmon to deliver sustainable benefits. The BC Treaty Process aimed at comprehensively reconciling First Nations rights and title has been moving forward, albeit at a very slow pace. Finally, DFO's 2005-2010 Strategic Plan and Pacific Region Implementation Plan have provided high level policy and program management support to this direction.

However, despite all of these efforts it is often difficult to see the forest for the trees and desired outcomes might not be achieved as individual projects or initiatives often seem disconnected. Limited financial and human resources are often allocated based on a narrow set of objectives and criteria, and may not be as cost-effective or mission oriented as they could be. The Lower Fraser First Nations Fisheries Strategic Plan (the LFFN Strategic Plan) is intended to provide a basis for program planning and coordination to address broad Departmental objectives in an integrated manner. It does not contain new policy or program direction and is not meant to replace program-specific planning processes. It should, however, help to make those processes more effective and improve coordination among various programs. The structure of the LFFN Strategic Plan, which is largely in bulleted and tabular form, will hopefully make it a useful guidance document. For clarity, the LFFN Strategic Plan encompasses the fisheries in that

portion of the Fraser River that is the responsibility of DFO's Lower Fraser Area, based in New Westminster.

## II. ENVIRONMENTAL SCAN

- There are 25 individual First Nation Bands in the Fraser Valley, which were at one time under the umbrella of the Sto:lo Nation, through the "Lower Fraser Fisheries Authority" (established in 1992). These bands were signatories to the Fraser Watershed Agreement, which was a product of the Departmental vision described in the *1993 Policy for the Management of Aboriginal Fishing*. Bilateral negotiations stemming from the Watershed Agreement led to the Comprehensive Fisheries Agreement (CFA) for the Sto:lo that guided FSC and economic fisheries management prior to 2005.
- Currently there are three, or possibly four, separate aggregates in what was formerly the Sto:lo Nation that have come together voluntarily and have pursued AAROM and PICFI agreements. Prior to the 2009 fishing season, a more flexible approach was approved and discussions began with some of these groups on separate CFA's, as it became apparent that a single CFA with all Lower Fraser bands would not be possible. This approach could potentially increase efficiencies across DFO programs and lead to greater community involvement and accountability in fisheries management. (see Appendix 2 for the current status of possible smaller aggregates)
- The Musqueam and Tsawwassen First Nations fish in tidal waters below the Port Mann Bridge and have separate FSC and economic allocations (note – Tsawwassen's allocations are stipulated in their treaty). Although geographically these groups fish in the same location they have long standing separate allocations and agreements. While the fishery is generally orderly and manageable – it is desirable to have these groups more engaged in broader consultative and technical processes in the watershed and sub-watershed to address fishery planning on weak stocks or stocks of concern – it is anticipated that this may be accomplished through other initiatives of the strategic plan. ( AAROM funded LF Assembly, and the FRAFS –FRAWG watershed initiative)
- There are over 150 First Nations that fish for Fraser River salmon both in the marine approach environment and upstream of the Musqueam Tsawwasen and Sto-lo First Nations. Fisheries that take place in the Lower Fraser can have a significant impact on the success of up-river fisheries. In addition, upriver First Nations do not support the ability of Lower Fraser First Nations to carry out commercial fisheries as they have never had this opportunity. While tension remains among Fraser First Nations for this reason, there is some evidence that recent inter-tribal discussions through the Forum for conservation and Harvest planning of Fraser Salmon (Fraser River and Approach working group – ("FRAWG")) is having a positive effect. Mutual concern about the outlook for Fraser stocks appears to be creating common ground and a willingness to work more closely than in the past. Through the Fraser "Road Map" process, First Nations are considering options to building a watershed and approach-area FN assembly. One option to create this body is to merge the Fraser River Aboriginal Fisheries Secretariat (FRAFS) with the Inter-Tribal Treaty Organization (ITO). This will have the effect of merging technical and communication capacity with a delegated representative organization that is Fraser centric. Consultation on broad issues such as WSP, Pacific Salmon Treaty annexes, Pacific Fisheries Reform, Fraser Spawning initiative etc may be improved as a result.

- Prior to 2005, Lower Fraser First Nations could decide how much of their combined FSC/economic (pilot sale) allocation they sold. However, this has changed in recent years with a move to separate FSC and economic allocations precipitated by the Kapp decision in July, 2004.
- Recent economic allocations have been limited to 4 percent of the Canadian commercial TAC plus an additional amount that could be negotiated prior to the season if First Nations were prepared to accept a lower FSC amount. Lower Fraser First Nations have not been attracted to this type of share-based economic fishery, and have largely rejected the concept of a lower FSC amount to offset increased economic access, given the lower priority and higher uncertainty associated with an economic allocation.
- Lower Fraser commercial gill net fishermen (Area E) have been the strongest opponents of the Lower Fraser FN economic fishery that was instituted in 1992 as a “pilot sale” fishery. Their main complaints are that the licences retired by DFO for the pilot sale fishery were insufficient to mitigate for the quantity of fish harvested, and that FN economic fisheries were given a higher priority by DFO in setting fishery opening times.
- A primary objective of PICFI is to support the integration of Lower Fraser First Nations economic fisheries with the general commercial fishery within a share-based management regime. Common monitoring standards with independent verification, equal priority for all commercial fisheries and the separation of First Nations FSC and economic allocations are important features of this integrated fishery. PICFI has provided funding support to advance these issues as well as for improvements to co-management and compliance programs, but FN’s in the area have not demonstrated the capacity to develop and implement proposals to take advantage of the funding.
- On the co-management front, First Nations have been working at the broad provincial scale through the First Nations Fisheries Council and in the Fraser watershed through the Fraser River Aboriginal Fisheries Secretariat and the Integrated Fraser River Aboriginal Working Group to improve the level of cooperation and technical capacity among First Nations. At the local level, some First Nation bands believe that improvements need to be made and that there are benefits in working together. Other bands also want to see improvements but prefer to operate as separate entities, and yet others see no reason to change.
- The Tsawwassen Treaty and other treaties being negotiated with individual bands rather than aggregates of First Nations add further complexity to fisheries management and may lead to further tension among First Nations where overlap issues have not been resolved.
- In recent years, DFO Conservation and Protection (C&P) has been working on a number of fronts in the Lower Fraser to increase First Nations compliance with fisheries regulations. Funding support has come from the response to the Williams review and PICFI. Improving community relations and restorative justice sentencing have been two key initiatives. Additional patrols and plant based forensic audits have helped to curtail illegal sale activity. However, compliance will remain a challenge as long as there is incomplete First Nations buy-in to management plans and approaches.

### **III. THE LFFN STRATEGIC PLAN**

#### **A. Overall Objectives**

DFO's overall objectives for First Nations fisheries in the Lower Fraser River are to:

1. Sustain strong salmon populations by setting clear conservation objectives and managing fisheries and habitat according to the Wild Salmon Policy.
2. Build a solid foundation for collaborative management of the Fraser River salmon fisheries resource among Lower Fraser First Nations, with linkages to broader watershed and approach area processes.
3. Develop an allocation and management framework for Lower Fraser First Nations fisheries that recognizes the aspirations of First Nations, the priority of FSC access, the need for integration with other fisheries and the elements of sound science-based fisheries management.
4. Improve the performance of First Nations' economic fishing opportunities so that they reach their full potential, and provide stability and predictability to all participants and operate under the same priority as the general commercial fishery.

## **B. Guiding Principles**

Development and implementation of the LF Strategic Plan will be guided by the following principles which must apply to all Lower Fraser First Nations, including those with treaties:

1. Fisheries must be manageable. All fisheries must be managed within the various legal and policy frameworks established by the courts and the Government of Canada. This means that harvesters are properly authorized and fish under an approved management plan where catches are monitored and regulations enforced. This also means that incentives, capacity, processes and structures are in place to support First Nations compliance with fishing plans and licenses, good governance, and their collaboration with DFO and others.
2. Planned outcomes must be deliverable. This speaks to the feasibility of delivering fish in the quantities and locations specified in the management plan, and the capacities of DFO and First Nations to execute the management plan during the fishing season and to evaluate performance. Broadly speaking, this principle would also apply to the identification during planning of risks to successful program delivery and incorporation of explicit mitigation strategies in all program plans.
3. Activities associated with fishery planning, execution and evaluation must be affordable and sustainable. Financial and organizational commitments of First Nations and DFO must be sustainable given the best current knowledge of future budgets. Short term commitments should be considered as investments in future effectiveness and not be allocated on an on-going basis without a defensible funding strategy.

## **C. Strategies**

The LFFN Strategic Plan is comprised of three inter-related strategies aimed at achieving the overall objectives of the plan. The rationale for this approach can be summarized as follows;

**Fisheries Access + Co-management + Accountability = Sustainable Fisheries**  
(clear and fair rules) (broad support) (high credibility)

While simple in its construct and underlying logic, there are some caveats.

First, the three strategies require both action and influence by DFO, BC, First Nations and fisheries stakeholders. There are decisions and actions under the direct authority and control of these parties and others that may only be influenced by them. For example, while sustainable fisheries require sufficient returns of salmon to meet the on-going needs of fishery participants, some of the factors affecting returns may be outside of their control or influence. Habitat degradation and poor marine survival are two such factors that might be influenced by, but not directly controlled, by fisheries interests alone.

As indicated in the Introduction, the scope of the LFFN Strategic Plan focuses on First Nations fisheries in the Lower Fraser River so the plan will contribute to the desired outcome of sustainable fisheries, but will also require similar approaches in other areas both seaward and upriver. The LFFN Strategic Plan also requires that each strategy is implemented with the best possible scientific information and appropriate financial support. The degree of success could be significantly affected by the level of this support.

The Logic Model in Figure 1 links the strategies described above into a comprehensive framework that produces outcomes and achieves objectives that are consistent with recent policy direction on integrated fisheries, the DFO Strategic Plan, the Pacific Region Implementation Plan, PICFI, the BC Treaty process and DFO aboriginal programming. The logic model will help to explain and justify the expenditure of funds and staffing resources to the various strategies and how they are complimentary and synergistic in generating ultimate outcomes. Improved coordination, efficiency and integration of DFO programming is an important ancillary benefit.

The following sections provide further elaboration on the three strategies as they pertain to the Lower Fraser River.

### ***Fisheries Access***

1. Implement an integrated management regime with Lower Fraser First Nations with clearly defined FSC allocations and share-based economic allocations supported by retired commercial licenses.
  - a. Recent flexibility to develop CFA's specifying fishing arrangements with smaller groups if a single CFA is not possible among the 25 Sto:lo bands, can be supportive

of this strategy if group-specific FSC allocations can be negotiated and a method to sub-divide the current aggregated FSC allocation can be developed.

- b. Contingency planning will be critical in responding to situations where some groups have signed CFA's and other groups haven't.
- c. Specific consultations and planning are required to integrate present and future treaty fisheries obligations into the Lower Fraser First Nations fishery management plan.

### ***Co-management***

1. Build Lower Fraser First Nations co-management capacity, processes and structures to improve decision making.
  - a. Develop Lower Fraser secretariat-type structure through the Aboriginal Aquatic Resource and Oceans Management program (AAROM), augmented strategically by PICFI, to improve co-management coordination and technical capacity. This body could provide Lower Fraser representation in Fraser watershed and regional First Nations co-management processes, as well as multi-sector fishery integrated processes at the appropriate scale, e.g. Integrated Harvest Planning Committee, Salmon Table.
  - b. Develop co-management and fisheries governance capacity at the community level to increase community benefits and stewardship of the fisheries resource. Beginning in 2009, flexibility to develop CFA's with smaller groups in the Sto:lo fishing area has permitted discussions with some groups on these topics as well as economic fisheries and community FSC allocations. Discussions with the Sto:lo Nation (10 bands) and Chehalis/Scowlitz have been the most promising to date. Note: Treaty related Joint Fisheries Committees will provide structured co-management processes in future, e.g. Tsawwassen.
2. Support the development of integrated First Nations co-management processes at different geographic scales.
  - a. Co-management capacity and coordination at the regional level through the First Nations Fisheries Council and the emerging Integrated Fraser Watershed Group is critical to addressing the broader fisheries management and policy issues affecting Lower Fraser First Nations.
  - b. Integration with non-Aboriginal fisheries at the regional and watershed scales can be greatly facilitated by representative First Nations regional and watershed structures and processes.

### ***Accountability Measures***

1. Develop and implement effective accountability measures, including fisheries monitoring and catch reporting standards.
  - a. Fisheries monitoring and catch reporting standards are required for all salmon fisheries; First Nations FSC and economic, commercial and recreational.

- Implementation must be coordinated with independent verification so that no one group bears an unreasonable burden of implementation or cost,
- b. Given the PICFI priority of addressing the Lower Fraser salmon fishery, focused attention is required to develop the standards for all fisheries in this area.
2. Promote compliance through a combination of measures aimed at building trust and supportive communities.
- a. As described above in the Environmental Scan, DFO C&P has instituted a number of measures aimed at promoting compliance in response to the recommendations of the Williams post-season review in 2004. These measures include; the identification of community specific officers, restorative justice sentencing and increased enforcement presence on the fishing grounds and in processing plants where illegal sales can be curtailed.
  - b. Effectively engaging Lower Fraser FNs in various integrated management structures is also important in promoting compliance and accountability. Interactions with other harvesters through such forums will build a deeper awareness of the impacts of the LFFN fisheries on resource conservation and on other harvesters with whom the resource is shared. Lower Fraser FNs may consider the need to get fish to upriver communities a more compelling reason for curtailing fishing activities than simply fishing to an allocation in a DFO-issued fishing licence.

#### **D. Risks and Potential Mitigation**

Table 1 identifies the current risks to the strategy and potential mitigation measures that could be applied to reduce the likelihood or impact of these risks. Risks and mitigation measures should be prime considerations in developing the work plan for implementing the strategy. Table 1 should be viewed as a snapshot in time that requires frequent review and updating. This should be an essential component of any work planning process.

#### **E. Governance**

DFO's matrix management system consists of accountability centres at the National Headquarter (NHQ), Regional Headquarter (RHQ) and Area levels that assume pre-determined, hierarchical responsibilities that range from program design and policy setting to integrated program delivery. Matrix management is at the core of how the LF Strategic Plan is planned and executed. Clarity in understanding the respective responsibilities of these accountability centres in both lead and support roles is essential to achieving successful outcomes in a cost-effective and efficient manner. Table 2 summarizes these roles and responsibilities.

Clear accountability for decision-making and good communication is critical to the effectiveness of a matrix management system. Communication can take many forms, from informal conversations to formal structures established for this purpose. DFO Pacific Region has established an Operations Committee made up of regional and area directors, and chaired by the

RDG to facilitate integrated policy development and program delivery. The LF Strategic Plan receives senior management direction and support through this committee. Conveniently, PICFI, which shares most of the same objectives, also receives operational policy direction from the Operations Committee.

In addition to Operations Committee, a regional team, led by the LF Area Director, has been established to provide operational oversight to the LF Strategic Plan. This regional team consists of program heads and directors from RHQ and the LF Area. The PICFI governance structure made up of a steering committee, working group and element teams is also supportive of the LF Strategic Plan.

#### **F. Work Plans**

Work plans have been developed by the appropriate DFO managers for each of the three strategies that make up the LF Strategic Plan. These work plans are summarized in Table 3. Detailed work plans are available from these DFO managers.

Figure 1.

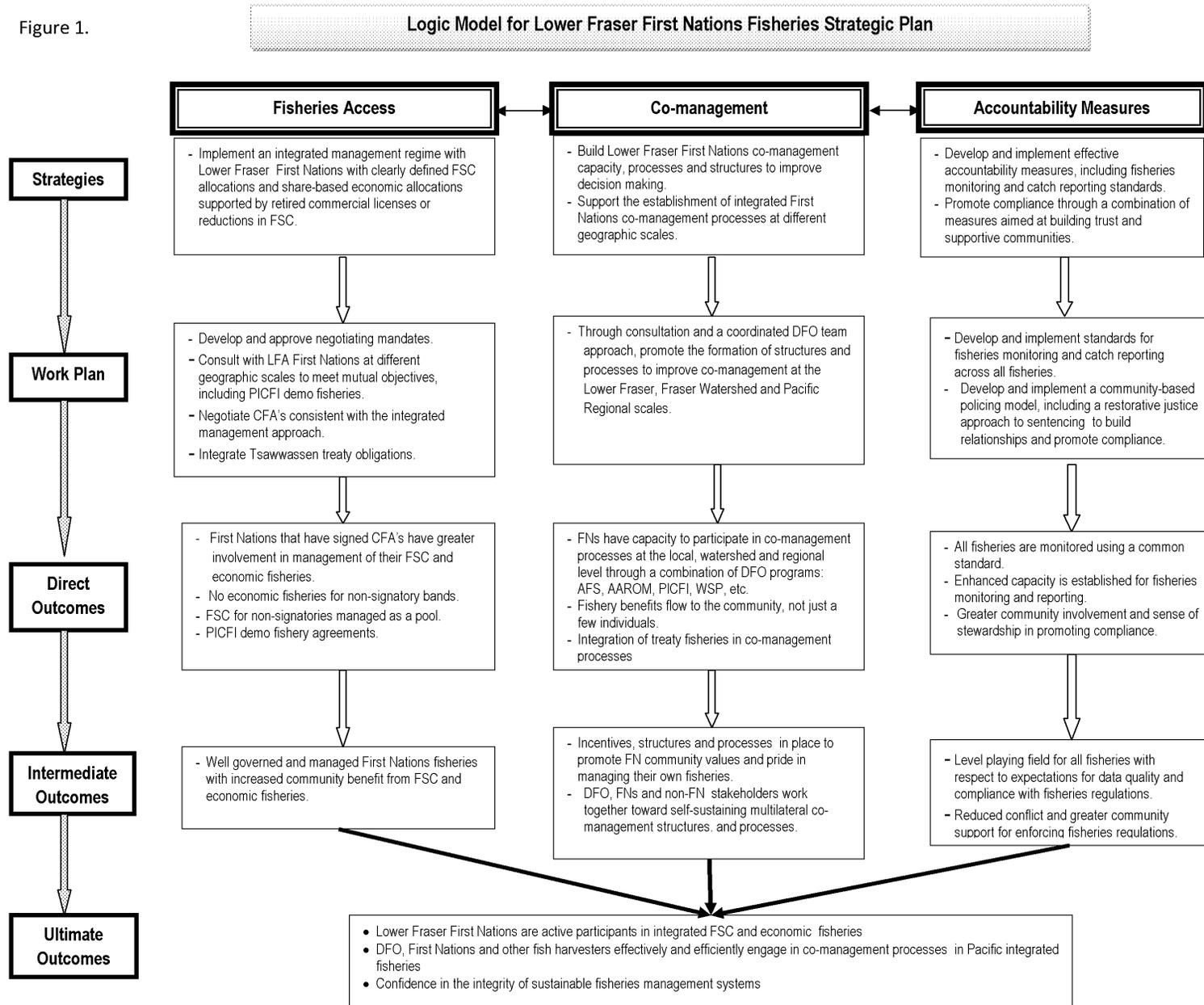


Table 1. Risks and mitigation measures for the LF Strategic Plan.

Risks	Possible Mitigation
<b>Fisheries Access</b>	
1. First Nations might not agree to negotiate more specific FSC levels.	Negotiate with groups (not individual bands) that are interested in doing so, and develop a contingency plan for managing FSC for other groups.
2. First Nations might not agree with reducing FSC to increase economic allocations.	Do not deviate from this approach and limit any increases through additional licence retirement to levels that maintain incentives for treaties.
3. Treaty-based fisheries arrangements are difficult to integrate because their FSC and economic allocations are share based.	Develop abundance based sharing approach for non-treaty FSC, and move treaty and non-treaty negotiations under a common framework.
<b>Co-management</b>	
1. Only some First Nations are willing to work together and with DFO on fisheries management and associated programming.	Need for sustained effort by DFO to bring groups together. Work with willing First Nations and conclude agreements while keeping the door open to others.
2. There will be a proliferation of small groups seeking to be the lead in setting up their own co-management process for the LFA and to qualify for AAROM and PICFI co-management funding,	Need to send clear message that groups must work towards a single ( <i>discuss number</i> ) coordinated AAROM body for the area. Within this, consider establishment of nested management structure (e.g. single secretariat with sub-areas).
3. Insufficient technical and managerial capacity among Lower Fraser FNs to support complex co-management arrangements	Incorporate managerial and technical capacity development plans into agreements.
4. Only some First Nations are interested in a Lower Fraser First Nations secretariat-type body.	Determine critical mass required for a body of this type and set interim benchmarks for achieving this objective in the long term.
5. Treaty First Nations prefer their bi-lateral co-management processes.	Work with treaty First Nations bi-laterally to build a foundation and confidence for broader involvement in co-management. Identify certain elements of management planning that will be done primarily through the broader process.
6. Funding for on-going co-management might be a constraint when PICFI ends in 2012.	Use PICFI strategically as a catalyst for change and not to support on-going processes that should be funded by on-going programming, e.g. AAROM, AFS. Encourage First Nations to seek out additional partnerships and funding sources.
7. Area DFO staff turnover in key positions and heavy dependence on the Aboriginal Affairs Advisor for liaison with Lower Fraser First Nations.	The strategy described in this document will be important in guiding DFO staff in the approach to Lower Fraser First Nations fishery management. Liaison responsibilities should be more broadly distributed.
<b>Accountability</b>	

1. First Nations might not want to implement monitoring standards unless they are implemented in other fisheries concurrently.	Monitoring standards should be introduced incrementally in all fisheries at a pace that is affordable and manageable.
2. Independent verification is currently not in place for FN's catch estimates. This is a DFO requirement for treaty FNs, and is critical for improving management credibility.	Develop broad, independent catch verification programs and/or survey designs that can be applied across all fisheries, including Treaty fisheries.
3. First Nations monitoring programs might not be affordable after PICFI.	Affordability is a guiding principle of the LF Strategic Plan. Therefore a funding strategy is an essential part of the implementation plan for any new monitoring standards.
4. Commercial and recreational fisheries might not be able to afford new monitoring standards given low profitability of the commercial fishery and difficulties in collecting funds from recreational fishers.	Affordability is a guiding principle of the LF Strategic Plan. Therefore a funding strategy is an essential part of the implementation plan for any new monitoring standards.

Table 2. DFO roles and responsibilities for the Lower Fraser First Nations Fishery Strategy.

		Leads	Supports
NHQ	Deputy Minister	<ul style="list-style-type: none"> <li>• High level, cross-sector policy direction</li> <li>• Link to Minister's office</li> <li>• Overall DFO program delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Ministerial and cabinet decision making</li> </ul>
NHQ	Assistant DM – FAM	<ul style="list-style-type: none"> <li>• High level FAM policy and program direction and integration (regions, C&amp;P, RM, Aboriginal Policy, Treaties)</li> </ul>	<ul style="list-style-type: none"> <li>• DM responsibilities</li> <li>• Functional direction and support to regions</li> </ul>
RHQ	Regional Director General	<ul style="list-style-type: none"> <li>• Pacific Region cross-sector program integration, program delivery and operational policy</li> </ul>	<ul style="list-style-type: none"> <li>• DM responsibilities</li> <li>• Delivery of sector ADM accountabilities within the region</li> </ul>
RHQ	Regional Director – FAM	<ul style="list-style-type: none"> <li>• Coordination and oversight of Pacific Region integrated, non-C&amp;P FAM sector program delivery and operational policy (RM, TAPD)</li> <li>• Delivery of non-area regional programs</li> </ul>	<ul style="list-style-type: none"> <li>• Functional support to ADM</li> <li>• Functional operational policy and program direction and support to Area Directors.</li> </ul>
RHQ	Regional Director – TAPD	<ul style="list-style-type: none"> <li>• Coordination and oversight of Pacific Region TAPD program delivery and operational policy</li> <li>• Delivery of regional program elements</li> </ul>	<ul style="list-style-type: none"> <li>• Functional support to ADM</li> <li>• Functional operational policy and program direction to Area Directors.</li> </ul>
RHQ	Regional Director – C&P	<ul style="list-style-type: none"> <li>• Pacific Region C&amp;P planning and program delivery</li> <li>• Management of all regional C&amp;P resources</li> </ul>	<ul style="list-style-type: none"> <li>• Functional support to RD of FAM and Area Directors</li> <li>• Functional support to ADM and national C&amp;P program</li> </ul>
Area	Area Director – LF	<ul style="list-style-type: none"> <li>• Integrated program delivery in the Lower Fraser Area</li> </ul>	<ul style="list-style-type: none"> <li>• Supports operational policy development</li> <li>• Functional support in meeting sector RD and other AD accountabilities</li> </ul>
Area	Other Area Directors	<ul style="list-style-type: none"> <li>• Integrated program delivery in other Pacific Region areas</li> </ul>	<ul style="list-style-type: none"> <li>• Supports operational policy development</li> <li>• Functional support in meeting sector RD and other AD accountabilities</li> </ul>

Table 3. Work plan to advance the Lower Fraser First Nations Fisheries Strategic Plan – 20010/11

Strategies	Action	Projects	Accountability	Schedule
1. Improve fisheries related co-management and governance capacity among First Nations to meet community needs, generate greater benefits from economic fisheries, and facilitate integrated management.	1.a. At the regional scale, support the efforts of the First Nations Fisheries Council to bring FN representatives together to coordinate approaches to high level policy and broad fisheries management issues.	<ul style="list-style-type: none"> <li>Provide AAROM funding and senior DFO level liaison with the FNFC.</li> <li>Provide PICFI funding for co-management positions to support FNFC elected area reps.</li> </ul>	Lead – RD FAM and TAPD	
	1.b. At the Fraser watershed scale, support the Fraser River Aboriginal Fisheries Secretariat (FRAFS) and the Integrated Fraser River Aboriginal Working Group (IFRAWG) to enhance harvest coordination and sharing among Fraser and South Coast First Nations.	<ul style="list-style-type: none"> <li>Provide AAROM, AFS and PICFI funding as well as Area (LFR, BCI, SC) and RHQ staff support.</li> </ul>	Lead – AD’s: BCI, LF, SC Support – RD’s FAM, TAPD, PICFI	
	1.c. At the Lower Fraser scale, support a nested model comprised of a FRAFS-like coordinating body and local aggregates that can work together and with DFO.	<ul style="list-style-type: none"> <li>Host forum for LF First Nations to relaunch consideration of forum. Seek First Nations leadership to champion the initiative. Seek support from regional and watershed management structures.</li> <li>Develop and fund AAROM proposal for a Lower Fraser coordinating body.</li> </ul>	Lead – LF AD Support – RD’s FAM, TAPD, PICFI	
2. Improve FSC delivery and fishery manageability by clarifying FN FSC and economic allocations and supporting integrated multi-sector fisheries management.	2.a. Confirm policy basis and negotiating mandate for FSC and economic allocations. Mitigation strategies and coordination of economic allocations with treaty negotiations are key considerations.	<ul style="list-style-type: none"> <li>Decision process to be determined.</li> <li>Involve regional and area DFO units in evaluating options.</li> </ul>	Lead – LF AD Support – RD’s FAM, TAPD, PICFI, Reg. Salmon Team Lead	
	2.b. Negotiate and sign comprehensive fisheries agreements encompassing FSC and economic allocations with interested local aggregates.	<ul style="list-style-type: none"> <li>Develop and implement consultation plan to achieve desired agreements.</li> </ul>	Lead - LF AD	
	2.c. Ensure that First Nations fisheries are effectively integrated with commercial and recreational fisheries for the 2010 season.	<ul style="list-style-type: none"> <li>Identify TAC’s and notional allocations for all fisheries guided by pre-season forecasts, Pacific Salmon Treaty considerations and the</li> </ul>	Lead- RD FAM Support – AD’s	

		<p>Pacific Salmon Allocation Policy.</p> <ul style="list-style-type: none"> <li>• Support cross-sector fishery planning through Salmon IHPC.</li> <li>• Design in-season decision-making process to control fishery openings and adjustments based on in-season information.</li> </ul>		
<b>Strategies</b>	<b>Action</b>	<b>Projects</b>	<b>Accountability</b>	<b>Schedule</b>
3. Strengthen catch monitoring and compliance programs to increase confidence in the management of First Nation fisheries.	3.a. Develop and implement catch monitoring standards and programs for First Nations FSC, commercial and recreational fisheries, including and oversight and audit function.	<ul style="list-style-type: none"> <li>• Through regional working group with PICFI support, develop catch monitoring standards across all salmon fisheries.</li> </ul>	Lead - RD FAM Support – RD TAPD, PICFI, and AD's	
		<ul style="list-style-type: none"> <li>• Audit and evaluate FN catch monitoring programs to ensure consistency with program objectives and value for money, and make recommendations for improvements.</li> </ul>	Lead – AD LF Support – RD TAPD, PICFI	

## Summary of Response to 2004 Fraser River Salmon Fishery Post-Season Review

June, 2005

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### 1. **Estimates of abundance** (recommendations 1-5)

- DFO will evaluate the potential for installing a second "split-beam" system at Mission on the north shore. No additional hydro-acoustic equipment is being considered at this time, but a system-wide review of Fraser River assessment programs will be undertaken to guide further work in this area. DFO Science will work with the Pacific Salmon Commission to evaluate DIDSON technology for future application.
- DFO supports the Marine Society Food Social and Ceremonial fishery as an assessment tool. We will continue to work with this group to develop programs and incorporate these into the annual assessment.

### 2. **Catch monitoring** (recommendations 6-11)

- Catch monitoring programs are being strengthened by improving integration between Conservation and Protection, Stock Assessment, and Resource Management. Other improvements include improved monitoring, catch validation, timeliness and traceability. Timely estimates of unauthorized harvest and piloting real time catch data capture systems will be a priority.

### 3. **Effects of high water temperature** (recommendations 12-19)

- The department is planning to undertake additional research in 2005 to assess the feasibility of estimating mortality due to fishing and non-fishing factors. This will be a continuation of work undertaken in 2004, where UBC researchers estimated mortality due to high temperature effects for all timing groups.
- A number of improvements to forecasting river temperature and other factors are under consideration for implementation in 2005 such as:
  - Develop long and medium range forecasts of environmental conditions as an early warning system for managers.
  - Improve the accuracy and timeliness of the short range forecasting (10days) of environmental conditions.

### 4. **Fishing gear impacts** (recommendations 20-25)

- A drift gillnet study is planned for 2005. The study is designed to assess the relative impacts of set nets versus drift nets as well as other mortality factors such as "drop-out" rates.
- In 2005 drift fishing above Mission will be assessed on a case by case basis - approvals will be dependant on good monitoring, integration with other fishing plans and expected impacts.

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5. **Enforcement** (recommendations 26-39)

- DFO will pilot an organizational change that will see direct reporting of field enforcement operations to regional headquarters;
- Stabilize fishery officer positions in the lower Fraser and BC Interior at 2004 levels;
- Deploy additional fishery officers from other portions of the Pacific Region to the Fraser River during critical periods;
- Provide additional funding to enhance both routine and special enforcement operations. These resources will allow officers to conduct extensive close time/area patrols, conduct aerial surveillance, target illegal sales activities and enhance community justice programs.
- First Nations and stakeholder relationship building is essential in protecting this resource for long-term viability.

6. **Management and budget** (recommendations 40-46)

- New funding is being provided in 2005 to address the Fraser River management issues. The focus is on enhanced enforcement, improved catch monitoring and improved in-season assessment programs.
- In the longer term DFO will be looking at organizational structures, budget allocation processes, and establishing new innovative partnering arrangements.

7. **Past Reviews** (recommendation 47)

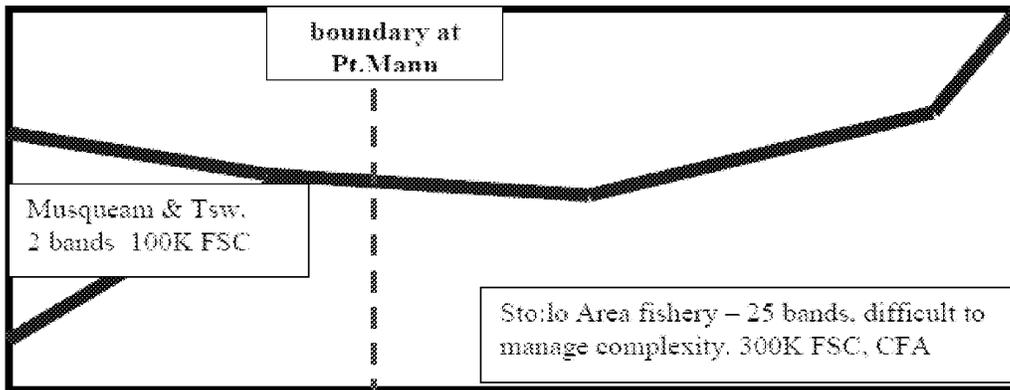
- The Williams 2004 post-season review has evaluated previous reviews of Fraser River salmon fisheries dating back to 1994 and determined that DFO has responded to most of the recommendations, but that underlying problems still exist.
- The Department's current focus is on implementing reforms to get at the root causes of the problems. Where there is a need for new information or studies, DFO is prepared to initiate studies. More reviews on the same issues would provide little incremental value and would require considerable expenditure of time, effort, and money.

DRAFT Appendix to 2009/10 EO note for LFA

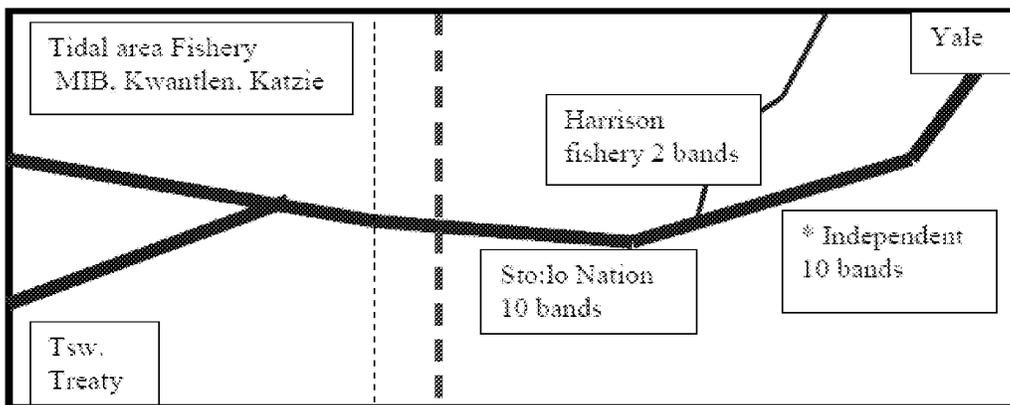
**Issue/Background:**

Since 1993, one (1) Comprehensive Fisheries Agreement (CFA) for the area claimed by the Sto:lo Nation, (eg - the LFFA 26 bands between the Port Mann Bridge and Sawmill creek.) This old Tribal Council has fractured internally. Political and structural capacity continues to evolve, and presents challenges to DFO staff to meet larger DFO objectives. The ability to reach one agreement with 26 bands - not achieved since 2005, this appendix will attempt to describe the environment, and potential options for more positive outcomes for fishery planning in the LFA in 2009 and beyond.

Lower Fraser Environment scan since 1994 = 2 areas:



Proposed change to modified version;



Although crude - the point is made to move to smaller geographic scale fishery units. This will make the Sto:lo area issues less complex, - instead of 25 bands and 300k FSC - we may have 4-5 aggregates with separate allocations.

**Goal 1 : FSC aggregate environment consultation**

**Harrison Fisheries Authority**: Current PFA with Chehalis for mostly stock assessment work, but sound governance structure and stewardship capacity and values. Aspiration is to manage and oversee a Harrison fishery – communal fishery.

**Bands:** (2) Chehalis and Scowlitz – pop. 1185

**Area:** Harrison River – off of the Mainstem of the Fraser, fishery would be conducted in the Harrison watershed as opposed to the Fraser.

**Allocation requested** - ~~50K~~

**Risk:** strong desire for economic benefit.

**Possible contracting opportunity to Chehalis to develop co-management discussion**

**Sto:lo Nation** – now consists of 10 bands. Responsible governance guided by courteous protocol and convention. Capacity on Fishery management is limited but growing. Aspirations for more active role – driven by constituency more than leadership. ...looking for a communal approach, to meet community needs, with an economic component ( again communal as opposed to lottery style)

**Bands:** 10 pop 1701

Squiala, Tzeachten, Achelitz, Matsqui, Lequamel, Shwxay, Yahkwiakwioose, skowkale, Skawahlook, shwxowhamel.

**Area** TBD historically from Canyon to Douglas island.

**Allocation not requested ( anticipated 85K)**

**Risk:** weak fishery management capacity, but aspire to have a visible presence in fishery matters, based on historical presence.

**C) Tidal Zone Fishery Katzie / Kwantlen** - Drift fishing bands historically in the Sto:lo area CFA. Fishery occurs between Port Mann bridge and the Fort Langley area. Concept is to separate the 2 bands fishery from the Sto:lo area fishery, and stage it to occur with the Musqueam Tsawwassen fishery window.

**Bands** (?) pop 665

**Allocation requested** : The bands request 30k each,- which may be too much per capita (90) however, it is consistent with recent catch data. At a 50 per capita = 33,250

**D) \* Independent bands** -Management regime still to be determined.

There would be 10 bands remaining overall, including Cheam and the bands associated with the STC. STC needs to identify support from bands to be represented. Of which Cheam moves in and out of depending on the issue. Pop. = 3081

**Allocation** 154,050

**Area** Mission to Canyon Area

**Aspirations still to be elicited by area staff consultations.**

E) Yale / TSW Treaty fishery's = As per AIP Harvest agrmt. docs.