



PACIFIC FISHERIES RESOURCE CONSERVATION COUNCIL
Conseil pour la conservation des ressources halieutiques du pacifique

DEVELOPING A WILD SALMON POLICY REVIEW FRAMEWORK

Stakeholder Perspectives on Review Components

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Developing a Wild Salmon Policy Review Framework: Stakeholder Perspectives on Review Components

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SUMMARY

Action step 6.2 of the Wild Salmon Policy (WSP) commits the Department of Fisheries and Oceans (DFO) to review the policy within five years of its adoption (i.e., 2010). This report gives the review process a head start by seeking advice from representatives of stakeholders and First Nations on review components. The results of interviews with nineteen people are analysed in terms of themes the WSP review should cover as well as process considerations. Based on the analysis, the following ten steps to building a practical, detailed review framework are recommended, with references to the relevant sections of the report.

1. Establish the review management structure.

Stakeholder views on how the WSP review should be managed (commissioned or overseen) vary, while emphasizing the need to be independent from DFO (Section 4.1). Consultations with First Nations likely need to be structured by a distinct, but linked, process (Section 4.3).

2. Determine the scope and focus of the review.

There are pros and cons to focusing on the broad goal/objectives of the strategy as compared to more detailed approaches looking at the four principles and the six strategies (Section 2.7). Connecting “on the ground” changes resulting from policy implementation to the various parts of the policy will be challenging.

3. Select a starting suite of themes to be investigated.

Fifteen themes are important to stakeholders and First Nations in terms of their initial views on policy success and shortcomings (Section 3). The themes ultimately selected for the review should also be guided by the scope of the review, as decided in step 2.

4. For each theme, identify performance measures.

Participants emphasized the importance of a rigorous approach and suggested ways of measuring policy effectiveness (Section 3). Expertise is needed to generate measures of performance for technical aspects (Section 4.5). Strategies in the WSP call for the development of indicators, and it is the results of monitoring those indicators into the future that will eventually provide a firm foundation for assessing policy effectiveness.

5. For each performance measure, identify ways of collecting information.

Those interviewed provided suggestions for data collection methods and/or sources of information that could feed into performance measures relevant to the themes (Section 3). These include meetings and workshops, surveys, a Delphi process, on-line forums, scorecards and interviews.

6. Prepare and disseminate information to inform consultations and build awareness.

Stakeholders, First Nations and the public must be better informed about WSP implementation (Sections 2.3 and 4.2). An accessible description of policy implementation to date, in terms of outputs associated with each strategy (products generated and actions taken), is needed.

7. Plan and implement a stakeholder and public engagement strategy and a First Nations consultation strategy.

Participants put forward some priorities and a possible structure for First Nations consultations (Section 4.3). They also shared views on the foundations for stakeholder and public engagement in the review (Section 4.4) in terms of processes that work and people to consult. When gathering input for the review, the way participation is

sought must match the audience. The process should include ways of sharing initial results with participants and seeking their input again, once informed by those results.

8. Collect information on the performance measures via expert advice, documentation, and other sources.

In this step, information is collected from sources other than First Nations, stakeholders and the public, according to direction from step 5.

9. Amalgamate results and feed them back into later, solution-focused stages of the review.

Results from the consultations and research are compiled, analysed and used to inform subsequent stages of the review process, particularly the generation of solutions. (Step 7 provides for feedback loops with review participants.)

10. Draw recommendations for revisions to policy implementation.

Finally, the results of the review are analysed to draw recommendations for revising policy implementation which will address shortcomings that may be reducing its effectiveness.

The review also provides the opportunity to accomplish other useful ends. Stakeholders said (Section 2.6) that, properly designed, the review can:

- improve the flow of information about the implementation of the WSP;
- increase public understanding of salmon management;
- build a foundation for future performance reviews (e.g., by establishing baselines);
- clarify time lines for what is going to be done next and into the future; and
- build relationships, enhancing joint efforts to implement the policy.

The review itself honours a commitment that stakeholders requested and comes at a time when people need reassurance that actions are being taken to protect the genetic diversity of wild salmon in this region.

1. INTRODUCTION

1.1 BACKGROUND TO THE WILD SALMON POLICY (WSP)

Finalized in 2005, Canada's Policy for Conservation of Wild Pacific Salmon, or the Wild Salmon Policy (WSP),¹ was developed after five years of extensive consultation with Canadians concerned about the protection and conservation of Pacific wild salmon.

The WSP represents a new approach to the conservation of wild salmon. It identifies objectives, creates strategies to meet them and seeks to ensure that conservation choices made through a decision-making process reflect societal values. Under the WSP, conservation of wild salmon and their habitats is the first priority of resource management. The overarching goal and objectives of the policy are to "to restore and maintain healthy and diverse salmon populations and their habitats for the benefit and enjoyment of the people of Canada in perpetuity."²

To achieve this outcome, however, the WSP identifies three objectives which must be fulfilled. These include:

1. Safeguard the genetic diversity of wild Pacific salmon
2. Maintain habitat and ecosystem integrity
3. Manage fisheries for sustainable benefits

In order to attain these objectives, the policy outlines six strategies, each of which is supported by a number of "action steps" (see Section 2.7.3).

1. Standardized monitoring of wild salmon status
2. Assessment of habitat status
3. Inclusion of ecosystem values and monitoring
4. Integrated strategic planning
5. Annual program delivery
6. Performance review

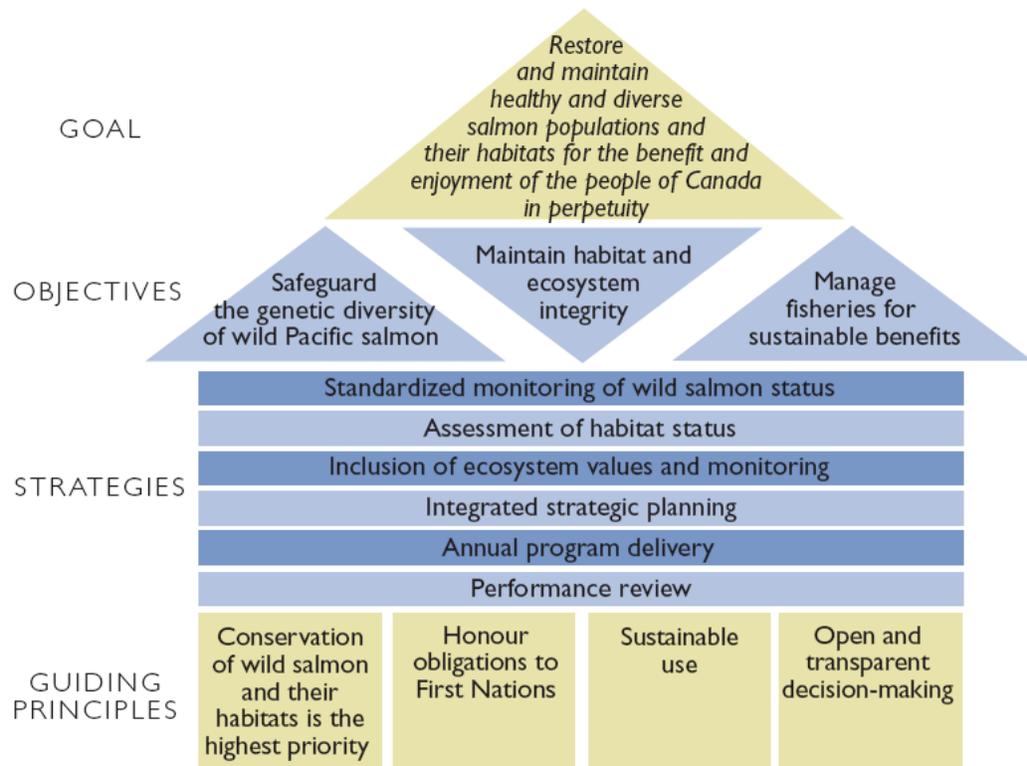
The strategies are underpinned by four guiding principles: conservation, honour obligations to First Nations, sustainable use and open process (see Section 2.7.2 for more detail).

¹ The web link for the Wild Salmon Policy is http://www-comm.pac.dfo-mpo.gc.ca/publications/wsp/default_e.htm

² Ibid. p.8

1. INTRODUCTION

The policy framework, illustrated below, provides a schematic of the Wild Salmon Policy’s goal, objectives, strategies and guiding principles.



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Additional information on two recent WSP policy implementation updates, which summarize activities related to the first four strategies and other related documents, are available on-line:

The May 2009 up-date is at

<http://www.pac.dfo-mpo.gc.ca/fm-gp/species-especes/salmon-saumon/wsp-pss/docs/sheet-fiche/may-09-mai-eng.htm>

The September 2009 up-date is at

<http://www.pac.dfo-mpo.gc.ca/fm-gp/species-especes/salmon-saumon/wsp-pss/docs/sheet-fiche/sep-09-eng.htm>

³ Ibid. p.8

1.2 FRAMING THE FIRST, FIVE-YEAR REVIEW OF POLICY IMPLEMENTATION

Under Action step 6.2⁴ of the Wild Salmon Policy, DFO is committed to reporting on the status of the policy, within five years of its adoption, by evaluating its effectiveness:

Action Step 6.2: Conduct regular reviews of the WSP

An independent review of the success of the WSP in achieving its broad goals and objectives will be conducted within 5 years of its adoption. On the basis of the review, the implementation of the policy will be revised to address shortcomings that may be reducing its effectiveness.

The WSP is approaching its five-year anniversary in 2010. Since the review is required to be independent, DFO asked the Pacific Fisheries Resource Conservation Council (PFRCC) to act as an intermediary and develop an evaluation framework, guided by input from key stakeholders. This small-scale project constitutes a head start on the review process required by the policy.

The framework for DFO's review of the WSP does not aim to serve as an audit. It does seek to establish how DFO should proceed with an appropriate review process that will:

- reflect the views of the major stakeholders on WSP strengths and weaknesses;
- identify specifics (key themes/markers/criteria/questions) to include in the review; and
- focus on contributions to solutions (i.e., avoid getting bogged down in shortcomings).

The research was undertaken through stakeholder interviews using an approach described in Appendix 6. The participants, listed in Appendix 6.3, were selected to represent the different fishing sectors and conservation interests. Thirteen interviews were undertaken, two of which involved group consultation. The approach to analysing interview results is described in Appendix 6.5.

This consultant report on stakeholder priorities for the WSP review is submitted to the PFRCC. Once reviewed and approved, the Council will submit its report to DFO, Pacific Region. PFRCC will also post the report on its website in keeping with its mandate to report its information to the public.

1.3 ORGANIZATION OF THIS REPORT

The report provides a framework for the review of the WSP in four main parts:

- Overarching priorities and challenges in designing the WSP review (Section 2)
- Themes the WSP review should cover (3)
- Process considerations in the WSP review (4)
- Building components into a review framework (5)

⁴ Action step 6.1 is the first component of performance review: "Conduct post-season review of annual workplans."

1. INTRODUCTION

Section 5 “connects the dots” between the other sections of the report. It describes ten steps to building the components of a review framework:

1. Establish the review management structure.
2. Determine the scope and focus of the review.
3. Select a starting suite of themes to be investigated.
4. For each theme, identify performance measures.
5. For each performance measure, identify ways of collecting information.
6. Prepare and disseminate information to inform consultations and build awareness of the policy.
7. Plan and implement a stakeholder and public engagement strategy, and a First Nations consultation strategy.
8. Collect information on the performance measures via expert advice, documentation and other sources.
9. Amalgamate results and feed them back into later review stages that focus on solutions.
10. Draw recommendations for revisions to policy implementation.

2. OVERARCHING PRIORITIES AND CHALLENGES IN DESIGNING THE WSP REVIEW

A number of recurring topics discussed by participants relate to the overall thrust and design of the WSP review. These fall into the following categories and are discussed in this section:

- General support for the WSP
- Temporal and spatial considerations
- Degrees of familiarity with the WSP
- Factors beyond WSP influence
- Differing views of effectiveness
- Opportunities provided by the review
- Focus of the review

Two broad-brush questions (B1 and D1 in Appendix 6.4) generated most of the ideas summarized in this section. Those who participated in the survey were asked how the review should generally tackle the question of whether policy implementation has been effective or not, and whether they had other advice, such as general priorities or principles to follow in the approach to the WSP review.

2.1 GENERAL SUPPORT FOR THE WSP

Discussions in the interviews focused on the effectiveness of policy *implementation* rather than evaluating the WSP itself. Nevertheless, participants had the opportunity to indicate their general level of support or opposition to the policy, and it appeared from various comments made that they believe in the policy even though they might question specific aspects (e.g., distinction of wild salmon from enhanced). Those expressing the most frustration targeted their concerns and criticisms on what they see as a slow pace of implementation and uncertainty as to whether the policy is making a difference. Only one prospective representative was so discouraged in this regard that he declined to be interviewed, commenting that “we all know what needs to be done. We will not be an accomplice in yet another effort to show that someone is doing something...”

2.2 TEMPORAL AND SPATIAL CONSIDERATIONS

The time-frame and geographical reach of the WSP affect the review in terms of how long the policy has been in place (and thus how fully and extensively it could be implemented), and in terms of how review design deals with time and space scales. Considerations raised by participants related to scales in time and space/area are summarized here.

2.2.1 TIME SCALES

The five-year time-span since the WSP was officially launched is not even the length of more than one life cycle for some salmon species. There would reasonably be a time lag for influence of policy implementation on wild salmon. Furthermore, the policy is complex and technical enough that implementation might be expected to take some years. Indeed, most would say that implementation of this policy in the field, making it operational through various pilot projects, is in its early stages. One said, “It may come down to we can’t really say; it’s too early.”

It may be premature to expect that the goal or objectives could be achieved completely by now. Yet some stakeholders feel that the review should not prejudice this, and point out that the lead-time in policy development prior to 2005 could have given it some traction. One participant concluded, “In five years you should see some improvement.”

“The real marker is, are we doing better than ten years ago—or vs. any implementation start date—are we getting anywhere since a benchmark in time?” Participant comment

None would claim that the short, five-year period will render the review ineffectual—at the least, the review can look into: what changes the policy has achieved, even if short of the objectives; the rate of implementation (is it approaching the objectives fast enough?); and whether the policy is gaining the support of stakeholders and First Nations. What might not be possible is to determine “success” as opposed to “progress,” or to paint a rigorous “before-and-after” picture.

The idea of identifying before-and-after conditions is key. A contribution of this first review might be to establish the importance of benchmarks against which progress could be measured at a future date. Some of those interviewed pointed out that baselines are just being determined now and critical criteria are still under development. If implementation is to be more than the production of documents, policies and discussions, an assessment of real policy impacts within a specified timeframe is required.

2.2.2 SPATIAL SCALES

Stakeholders and First Nations called for the review to look at policy implementation at various scales, from the provincial level to regions, watersheds, communities or specific fisheries. First Nations emphasized the local perspective, and others also pointed out the importance of this scale to residents of coastal and interior fishing communities. “The review needs to incorporate a ‘bottom-up’ approach. It cannot just look down from a Pacific perspective and say these are the high-level goals, and have we met them.”

“You can’t do everything everywhere but are you doing it right where you’re doing it?”
Participant comment

Given that policy implementation on a coast-wide basis is a major undertaking, a sampling approach could be appropriate, identifying how implementation has worked in pilot projects or other salmon-related initiatives within the policy framework. The Skeena multi-stakeholder process and the Integrated Salmon Dialogue forum (ISDF) were specifically mentioned as showing some success.

Participants cautioned however, that some examples might not be representative and there is a risk of a “type one error.”

2.3 DEGREES OF FAMILIARITY WITH THE WSP

The participants reported varying levels of knowledge about the WSP, with all being at least somewhat familiar with it. A couple of the conservation-oriented stakeholders said they refer to the policy on a regular basis, while others are relatively unaware of its specific contents. Some leaders of major stakeholder groups reflected that they don’t know enough about how the policy has been implemented to pass judgment on it. “We don’t know what has been implemented and what not—we don’t know how far the measures have gone—where it’s at.”

Most commented on a widespread lack of familiarity with the policy and offered the following reasons for this:

- “The policy has fairly broad support but First Nations are not happy with implementation and feel in the dark about where it’s at—they hear about the Skeena, setting up of CUs—but information is not readily accessible or in a coherent way.”
- Those in science, “cranking out reference points and getting the game together” don’t seem to hear from industry and First Nations at the implementation end.
- It was difficult to get copies of the policy so most people haven’t actually seen it.
- “A lot of people don’t even understand what it is—is there a layman’s explanation of what the WSP is? ... you just don’t hear about it.”
- “It’s a highly technical thing and how they get to these things is out of the hands of people like myself.”
- “What the hell’s a CU?”
- “They need to communicate in a more simple fashion instead of reams of reports or a book ... These people get in with their own type and speak their own language—scientists are all piled up in these places.”

Some stakeholders described this general lack of awareness as a serious failing, given the size of the WSP undertaking and the change of direction it is promoting. They felt that the review should explore whether people have been able to access information on the policy, whether efforts have been made to distribute information in the right places, whether people know about the policy, and whether people understand it.

“You look at the Vancouver Aquarium’s Oceanwise—do you ever hear anything about the WSP when you’re hearing about wild salmon—are they caught in accordance with the WSP?”
Participant comment

2.4 FACTORS BEYOND WSP INFLUENCE

Stakeholders pointed out several factors affecting wild salmon that may be beyond the influence of the WSP, which could be considered barriers to implementation. Two—DFO capacity and uncertainty regarding marine survival and climate change—are explored in Sections 3.1.2 and 3.2.8. The interface, and sometimes conflict, between the WSP and non-DFO policies and programs—especially at the provincial level—was seen as another important constraint, (Section 3.1.4).⁵

Participants emphasized the limitations arising from “nature” and lack of understanding, which challenge both implementation and assessment of the WSP. Complex, unexpected and/or poorly understood environmental processes can override successes on some cases, while in other cases impacts of policy implementation can be difficult to distinguish from myriad other influences.

“How do you lose that many sockeye [on the Fraser]? What would the WSP do for that—nothing? Even if effectively implemented it might not affect the fish. Nature overrode the things it was trying to achieve.” Participant comment

⁵ Pacific Salmon Treaty obligations are another example.

The above quotation also reflects varying expectations of policy influence, explored in the next section. On an optimistic note, another individual commented that, despite the recent, extremely low sockeye returns, management has not compromised conservation of genetic diversity.

At worst, the policy's effectiveness in pursuing its broad goal and objectives might be unclear at the end of the review. At best, the answers will likely be more nuanced than the recipients of the results will want. To conclude, one participant offered, "The policy is a good idea but the more information we get, the more we understand nothing. We see progress in the Skeena but now we're being inconvenienced by the lack of fish. We can see where the WSP wants to go and we assumed there was a linear correlation between habitat, smolt production, going out to sea, and the return—but the fish aren't coming back—the non-linear statement means 'I don't know.'"

2.5 DIFFERING VIEWS OF EFFECTIVENESS

Stakeholders realize that the policy objectives will at times be difficult to achieve simultaneously. Broadly speaking, sustainable benefits may conflict with long-term conservation; specifically, enhancement is a tricky area. Particular trade-offs will please some more than others. Thus, "effectiveness" of policy implementation will be in the eye of the beholder—success for one stakeholder may spell failure to another.

Another dimension is varying risk tolerances depending on context and interests—or as one participant said, "The assessment design will not be able to prevent differences of opinion as to how we should measure success." One stakeholder suggested that the review should forecast the impacts of policy implementation on various interests. Another suggested that the policy's principles should guide the balancing of objectives in policy implementation.

None of those interviewed questioned the validity of the three objectives. Nonetheless, value-based issues are not easily reconciled and the review must take this into account, in part by distributing evaluation themes and processes fairly in connection with all three objectives.

2.6 OPPORTUNITIES PROVIDED BY THE REVIEW

In response to a question about necessary changes to the WSP (question B10 in Appendix 6.4), participants mentioned several opportunities that the WSP review will provide.

There is support for a review that will lead to continuous improvement over time, building awareness, support, collaboration and momentum. The review itself is "good news," honoring a commitment that stakeholders asked for, and coming at a time when people may be "ready to move on the right things and push forward." Another participant offered, "The success of a policy is grounded in public support. No agency is going to continue without it."

"Look at people as partners and a bridge to future success rather than critics." Participant comment

2. OVERARCHING PRIORITIES AND CHALLENGES IN DESIGNING THE WSP REVIEW

In addition to determining whether the policy is “working,” participants felt the review should:

- improve the flow of information about the implementation of the WSP;
- increase public understanding of the complexity of the salmon management challenge, including that “there are no simple and elegant solutions besides stop fishing”;
- illustrate what is involved in achieving the objectives by generating ways of measuring progress toward them;
- identify priority areas for implementation, which make best use of the effort invested;
- build a foundation for a rigorous and thorough policy review after the next five- and ten-year periods (e.g., by establishing baselines);
- clarify time lines for what is going to be done next and into the future;
- encourage stakeholder involvement in implementation; and
- build relationships, enhancing joint efforts to implement the policy.

One development that will affect the social-political environment for the WSP review is the recently announced *Commission of Inquiry into the Decline of Sockeye Salmon in the Fraser River*. The topics and the mechanisms of the two processes are very different, yet the distinctions may not be clear to many people. One approach to public messaging could be that the Fraser Inquiry will analyse what’s caused critically low returns of one salmon species in one river system, while the WSP review will focus on long-term measures to sustain the diversity of all wild salmon species throughout the province.

In light of the above, one of the review’s most significant contributions might be to alleviate despair for the future of wild salmon by building awareness that their resilience is based in our protection of their genetic and spatial diversity. The current, high level of public anxiety about the state of this iconic resource is itself a sign of public policy failure. It could be a huge step forward for the review to establish that the federal government is addressing strongly held public values, and that DFO and its partners are doing their to protect wild salmon diversity.

2.7 FOCUS OF THE REVIEW

Participants were questioned about reviewing the various components of the policy (question B7 in Appendix 6.4). The policy states that the review is about determining success in achieving the goal and objectives. Yet most of those interviewed felt that, if the review is to provide direction to improve policy implementation, it should also attend to the six WSP strategies, and some also drew attention to the four principles.

2.7.1 FOCUS ON GOAL AND OBJECTIVES

The WSP states that “the goal of the WSP is to restore and maintain healthy and diverse salmon populations and their habitats for the benefit and enjoyment of the people of Canada in perpetuity.” It further identifies three objectives that will achieve this outcome:

1. Safeguard the genetic diversity of wild Pacific salmon
2. Maintain habitat and ecosystem integrity
3. Manage fisheries for sustainable benefits

Several stakeholders felt that whether the three objectives are being met is the true test of policy effectiveness. They emphasized “on-the-ground” accomplishment, “actual improvements” and changes in the “real world,” in contrast to “bureaucratic tasks” (e.g., defining concepts and terms such as conservation unit, or CU).

“This is at the end of the day a practical policy so they should be trying to look at measures in the field.” Participant comment

Some participants called for “hard data,” “key parameters” or quantified measures to assess progress towards the objectives, and to determine how much of the progress is attributable to policy implementation. Others felt that a more realistic approach at this stage would be a Delphi-type analysis, in which stakeholders are asked questions such as “Do you think the WSP is moving forward towards these objectives and if not, why not?” One suggestion was for answers to rate progress on a scale.

Some stakeholders and First Nations cautioned that the review must account for certain limitations in focusing on progress towards the three objectives:

- The review must be “bottom up,” examining whether WSP implementation has resulted in concrete changes at the local level, as well measuring progress across large themes.
- The WSP can’t achieve the broad goals and objectives on its own.
- Some changes may be driven by external factors rather than policy implementation, and making this distinction may be difficult.
- Stakeholder views on progress will be subjective.

2.7.2 FOCUS ON PRINCIPLES

The WSP has four guiding principles:

1. Conservation: Conservation of wild Pacific salmon and their habitats is the highest priority in resource management decision-making.
2. Honour Obligations to First Nations: Resource management processes and decisions will honour Canada’s obligations to First Nations.
3. Sustainable Use: Resource management decisions will consider biological, social, and economic consequences, reflect best science including Aboriginal Traditional Knowledge, and maintain the potential for future generations to meet their needs and aspirations.
4. Open Process: Resource management decisions will be made in an open, transparent and inclusive manner.

Participants were not asked directly whether the review should focus on the guiding principles, and only one emphasized this policy component in these terms. All four principles were, however, mentioned by various stakeholders or First Nations participants and that input is incorporated under the themes in Section 3.2. The person who encouraged a focus on principles argued that the WSP “is principle-based and if you’re not maintaining the principles, then you’re off track.”

Since the policy is very forward looking and long term, and the objectives are at a fairly high and strategic level, testing policy effectiveness against adherence to the four principles could be an appropriate focus for this first, five-year review.

2.7.3 FOCUS ON STRATEGIES

The WSP identifies six strategies with related action steps. They include:

Table 1 WSP strategies and action steps

<p>1. Standardized monitoring of wild salmon status</p> <ul style="list-style-type: none"> • Identify Conservation Units • Develop criteria to assess CUs and identify benchmarks to represent biological status • Monitor and assess status of CUs
<p>2. Assessment of habitat status</p> <ul style="list-style-type: none"> • Document habitat characteristics within CUs • Select indicators and develop benchmarks for habitat assessment • Monitor and assess habitat status • Establish linkages to develop an integrated data system for watershed management
<p>3. Inclusion of ecosystem values and monitoring</p> <ul style="list-style-type: none"> • Identify indicators to monitor status of freshwater ecosystems • Integrate climate and ocean information into annual salmon management processes
<p>4. Integrated strategic planning</p> <ul style="list-style-type: none"> • Implement an interim process for management of priority CUs • Design and implement a fully integrated strategic planning process for salmon conservation
<p>5. Annual program delivery</p> <ul style="list-style-type: none"> • Assess the status of Conservation Units and populations • Plan and conduct annual fisheries • Plan and implement annual habitat management activities • Plan and implement annual enhancement activities
<p>6. Performance review</p> <ul style="list-style-type: none"> • Conduct post-season review of annual workplans • Conduct regular reviews of the success of the WSP

6

Most participants felt that the review should explore policy implementation in terms of the strategies as well as the goal and objectives. They reasoned that the review “should look at the details,” that “clarity is at the strategy level” and that one needs “to go in depth since the general level is too wishy washy.” Another stakeholder offered, “of course we should measure whether things were implemented as intended,” and “I’m a doer.”

One stakeholder mentioned “the muddy area of whether they were adequate in the first place” while another stated that the strategies reflect “very good work on the technical framework.”

In terms of assessing effectiveness of strategy implementation, stakeholders recommended:

- targeting different audiences for the various, technical strategies;
- focusing on the strategies that logically would have been implemented within the five-year time frame;
- giving report cards to those responsible for implementing the different strategies;
- assessing whether the strategies are clearly enunciated, with clear outcomes; and
- determining whether the strategies have been addressed in the right order, in terms of how they are connected to each other and how they support the objectives.

⁶ The web link for the Wild Salmon Policy is http://www-comm.pac.dfo-mpo.gc.ca/publications/wsp/default_e.htm

Attention to the strategies would help the review “key in” on specifics. The action steps within the strategies are even more specific and might provide a way to “drill down.” One participant encouraged scoring of implementation effectiveness for each action step, then aggregating results as they indicate progress towards the broader objectives. Another felt there might be too many action steps for the review to practically address them.

2.7.4 OUTPUTS AND OUTCOMES

There was considerable support for looking at strategies as well as the broad goal and objectives of the WSP, recognizing that success can be measured at a number of levels.

If success with respect to the three objectives constitutes effective results on outcomes, then success on the strategies, or at least the action steps, represents effective results in the form of outputs. Changes to programs and activities resulting from the policy could also be seen as outcomes, albeit one step removed from impacts on genetic diversity, habitat and ecosystem benefits, and sustainable fisheries.

Arguments in favour of focusing on strategies reflect a priority on specificity, as well as an acknowledgement of the difficulty (and perhaps prematurity) of determining performance on objectives. Reasons in favour of focusing on objectives reflect a priority on going beyond outputs to tangible changes that the policy is striving to affect, and a belief that it is “not too early after five years to expect outcomes, though there may be a few gaps.”

If the review methodology could propose linkages between clusters of action steps, strategies and perhaps principles, each related to one of the three objectives, and progress on each cluster of steps and strategies could be measured, this could provide an estimate of progress toward the related objective.

3. THEMES THE WSP REVIEW SHOULD COVER

This section outlines stakeholder priorities for key themes the review should cover, and how the themes should be reviewed.

Generally, each theme is first discussed in terms of its importance to stakeholders and/or First Nations. This includes some initial views on policy success and shortcomings. Then, ideas are offered by stakeholders regarding ways to explore the theme (e.g., questions to ask, indicators, sources of information) in order to determine the effectiveness of policy implementation.

The themes that emerged from the interviews are clustered into two groups: first, overarching implementation themes, and second, themes related to policy components.

Questions asked in the interviews that generated ideas for the themes (questions B2, B3, B4, B5, B6, B8 and D2 in Appendix 6.4) included:

- What would success look like if progress were being in implementing the WSP?
- Can you think of any positive results of the WSP that the review could look into?
- What have been the main types of barriers to policy implementation that the review should look into?
- Can you suggest any indicators that the review should focus on to determine the level of effectiveness of policy implementation?
- And finally a question on how the WSP influences or is affected by other programs.

3.1 OVERARCHING IMPLEMENTATION THEMES

Five main themes for the review that relate to WSP implementation generally rather than to particular policy components emerged from the interviews. Detailed in this section, they are:

- Use/uptake of the WSP
- DFO capacity for implementing the WSP
- Integration with DFO policies and programs
- Relationship to the Province of BC
- Collaboration and partnerships

3.1.1 USE/UPTAKE OF THE WSP

Initial Views on Policy Success and Shortcomings

Stakeholders and First Nations⁷ felt that a strong, overall indicator of policy effectiveness would be the extent to which the WSP is being used. Most obviously, policies, decision-making and specific actions of DFO should illustrate that the Department is managing the WSP according to its precepts. Participants were equivocal as to whether they would expect a positive assessment in this regard. One commented that the policy “seemed to go on the back burner from the day it was invented.” Another offered, “It would be worthwhile to consider what

⁷ The people interviewed are referred to as participants, or stakeholders and/or First Nations.

difference (if any) the WSP has made in decision-making. If things have not changed, why not? What changes are expected from the WSP and what can be done to facilitate that process?”

Recognizing that DFO is not acting alone in policy implementation, it was suggested that uptake by stakeholders and First Nations would also be a good indicator of effectiveness. For example, are complementary programs linked to the policy? Are the sectors referring to the policy in pursuit of their own interests? If there is interference with policy implementation from activities of the sectors, government agencies or other governments, this should be looked into.

Two analogies were offered to provide an image of what a clear, well-used policy would look like:

- The policy is like a cookbook: Could you get your hands on a copy of the cookbook? Is it easy to follow? Have you used the recipes? Was the meatloaf better than the one from the recipe you used before?
- The policy is like a safety policies manual in a facility: Do people know what the rules are? Are people getting injured less frequently? Are disciplinary actions being taken when policies are not followed?

Determining Policy Effectiveness

Suggestions for ways of exploring policy uptake were as follows:

- Review how the WSP has changed the way DFO divisions do business “on the ground.”
- Ask community advisors about awareness of the WSP.
- Review the minutes and publications of the committees and boards of the various sectors, searching for references to the WSP.
- Ask stakeholders:
 - what they’ve done, if anything, to implement the policy (“to move forward in the different cells of the “house”);
 - how they have used or referred to the policy; and
 - how the WSP has affected their operations or changed the way they do business.
- Generate a matrix illustrating interplays between the policy and other programs and policies.

3.1.2 DFO CAPACITY FOR IMPLEMENTING THE WSP

Initial Views on Policy Success and Shortcomings

Participants universally identified constraints on DFO capacity for implementing the WSP as a shortcoming in policy implementation—and perhaps the primary reason that implementation is not as far along as most hoped it would be at this point. In general, they mentioned budget/funding levels, personnel/staff, science and resources as areas that are slowing implementation. They also pointed to “mandate”—suggesting that the federal government has not made the policy a high priority, as reflected in Treasury Board financing and “teeth” for implementation. A couple of participants interviewed felt that political will is lacking—“politics has the ability to trump the basic obligations of the Department”—while another acknowledged that governments always have competing priorities. Stakeholders also commented on hindrances to policy implementation in the departmental culture (e.g., decision-making process and structure), noting apparent “confusion” in the department, or at least inertia.

“The people instrumental in making the policy didn’t get around to thinking about implementation—they didn’t immediately swing the resources to implementation that they put into development of the policy.” Participant comment

One opinion was that work towards policy implementation is being disproportionately funded by foundations and NGOs. While this type of funding can fill a gap and provide effective leveraging (e.g., matching funds), participants questioned the appropriateness of spending decisions being influenced by players whose priorities might be different than the Department’s.

Determining Policy Effectiveness

To explore the degree of integration between the WSP and other DFO initiatives, those interviewed suggested that DFO employees be asked:

- Does government provide adequate support to DFO to do its work, including the WSP? Given the resources allocated, are they focused on the right items in the right order (are they doing the best with the resources they have)?
- Is staffing and budget over time in all areas of DFO responsibility adequate relevant to WSP implementation (noting the “decline in DFO’s capacity before the WSP that would make any policy difficult to implement”)?
- What difficulties have people charged with implementing the policy encountered?
- As a basis for comparison, what resources are required for successful WSP implementation? (“Look at each strategy and consider what resources are required on an annual basis—e.g., for habitat conservation, harvest reform, governance.”)

3.1.3 INTEGRATION WITH DFO POLICIES AND PROGRAMS

Initial Views on Policy Success and Shortcomings

A few stakeholders commented on the impediments other DFO programs and policies might pose to the implementation of the WSP. They mentioned possible conflicts with policies on fishing gear, allocations, aquaculture and enforcement. One criticism was that the WSP is “left in a silo and doesn’t flow into other DFO programs.”

Determining Policy Effectiveness

To explore the degree of integration between the WSP and other DFO initiatives, participants suggested that DFO employees be asked:

- What are the overlaps and common objectives with new policies and ongoing initiatives such as those in Oceans? How is the Department taking advantage of overlaps to achieve goals more rapidly, e.g., by sharing information?
- Has DFO used the WSP as a lens for doing the review of the SEP program? Will the WSP inform the logic model or other current DFO program and policy initiatives?
- How might the policy affect the aquaculture program—e.g., would the policy require a recovery plan if pink salmon are at risk?

3.1.4 RELATIONSHIP TO THE PROVINCE OF BC

Initial Views on Policy Success and Shortcomings

Most participants identified DFO's lack of jurisdiction over freshwater salmon habitat as a serious shortcoming in policy implementation.

A stakeholders explained that "it is impossible to do habitat protection without provincial involvement" because of provincial jurisdiction over the upslope habitat and water, where many human activities can affect salmon. Within the province, responsibility for managing these activities is located in a number of agencies as well as municipal governments. Without coordination and a shared priority on salmon habitat conservation, the result is "death by a thousand cuts." Some feel the relevant provincial agencies are themselves "stovepiped," and the province's interest in fish focuses on steelhead.

Commitment of provincial funding like the Living Rivers Trust is a step in the right direction, but several stakeholders felt that implementation of the WSP depends on more provincial support and greater cooperation between federal and provincial agencies. Capacity issues in both categories of agencies may partially explain why collaboration has not been greater so far.

Determining Policy Effectiveness

To explore structural and functional relationships between DFO and the provincial government and municipalities in relation to salmon, stakeholders suggested the following topics be included in the WSP review:

- An analysis of the environmental assessment process to determine how well WSP priorities are addressed.
- An exploration of the overlap and synergies between the WSP and the Living Water Smart strategy, which seek common outcomes in terms of maintaining watershed and ecosystem integrity.
- A look at the role training and social assistance programs might play if fisheries are restructured in pursuit of WSP objectives, including sustainable benefits from fisheries.

3.1.5 COLLABORATION AND PARTNERSHIPS

A question in the interview asked how the review can explore the adequacy of collaboration to date, given that effective WSP implementation depends on partnerships and collaboration with all groups and individuals having an interest in wild Pacific salmon.

Initial Views on Policy Success and Shortcomings

Participants emphasized that WSP implementation requires multiple levels of partnerships, especially in elements such as habitat monitoring and integrated strategic planning. Similarly, it has long been determined that fisheries generally tend to be better managed through cooperation between the regulator and those involved in the fishery. It follows that positive relationships between sectors interested in salmon and other levels of governments (BC agencies, municipal and First Nations governments) must be cultivated for effective WSP implementation.

"The WSP has to be part of a larger community of fisheries management. Unless the WSP influences and engages partners it won't achieve the goal." Participant comment

Stakeholders highlighted the need for sufficient resources to make partnerships and collaboration feasible, and some felt strongly that funding and other resources are particularly lacking in this regard. They felt that, while functional partnerships can bring more resources to bear by pooling or leveraging resources, the nurturing of these partnerships requires a reasonable investment from the Department. Moreover, the ultimate responsibility for policy implementation remains with the Department.

Determining Policy Effectiveness

To explore the sufficiency of collaboration and partnerships in WSP implementation, stakeholders recommended the following approaches:

- Look at what DFO has tried to date, and the partnerships that are already developing. Describe examples of effective collaboration, as in some of the pilots, to determine the range of factors and key elements.
- Ask community advisors about increased partnerships.
- Undertake a comparative analysis between the Pacific and Atlantic regions to determine whether more effective cooperative relationships have been developed on the east coast and, if so, what is being done differently.
- Keep in mind the difference between advisory and collaborative processes. Also consider processes in which DFO has a smaller role, such as the Fraser River Salmon Table.
- Use a checklist of factors that support successful and sustainable projects/collaboration, such as those that the Pacific Salmon Foundation employs to assess which projects are likely to have long-term resiliency and effectiveness as agents of change. These include:
 - Partnerships with significant leveraging of resources, particularly from non-government sources.
 - Communication that leads to information sharing, learning, transfer of knowledge, coordination and synergy.
 - Engagement and participation of under-represented groups including First Nations, rural and isolated communities.
 - Relationship-building, as a foundation for sustainable, enduring activities, such as coordination and facilitation activities which are inclusive and lead to multi-pronged approaches, reach diverse audiences, and cross scales and boundaries by bringing individuals and groups together around common interests.
 - Capacity-building processes that support effective agents of change, mentorship models, leadership training and skills development.

3.2 THEMES RELATED TO POLICY COMPONENTS

Those interviewed tended to emphasize ten priority areas for the WSP review that relate to particular policy components. Some closely parallel a policy objective, principle or strategy, while others are linked to these components but are more specific or more cross-cutting. The themes explored in this section are listed here, with the policy elements to which they link most closely in brackets.⁸

- Safeguarding genetic diversity; Conservation of wild salmon (Objective 1, Principle 1)
- Conservation of wild salmon habitat (Principle 1, Strategy 2)
- Obligations to First Nations; Aboriginal traditional knowledge (Principle 2, Principle 3)
- Sustainable benefits from fisheries; Sustainable use (Objective 3, Principle 3)
- Definition of CUs, benchmarks (Strategy 1)
- Monitoring (Strategies 1, 2, 3)
- Fisheries/harvest management (Objectives 1 and 3, Principle 3)
- Inclusion of ecosystem values; Integration of climate and ocean information (Strategy 3)
- Integrated strategic planning (Strategy 4)
- Open and transparent decision-making (Principle 4)

3.2.1 SAFEGUARDING GENETIC DIVERSITY; CONSERVATION OF WILD SALMON (OBJECTIVE 1, PRINCIPLE 1)

Initial Views on Policy Success and Shortcomings

A review that focuses on success in safeguarding genetic diversity would be true to the goal of the policy, and those interviewed support this priority. A sign of achievement in the view of stakeholders and First Nations would be sufficient salmon to meet harvest and ecosystem needs, and make their way to the spawning grounds. Some participants expressed disappointment in the effectiveness of policy implementation to date in this respect. "We want to see salmon flourishing in their natural abundance and diversity and have harvesting and discharge our obligations to First Nations ... it is extremely difficult to manage salmon, but we have to ask whether we can see any progress on the ground."

One stakeholder felt that the definition of wild salmon in the policy does not take into account the difficulty of certifying whether salmon such as Chinook are the progeny of wild or enhanced parents, and the issue of hatchery strays—"Is a natural stream bearing a wild salmon population supplemented by enhanced fish considered wild?"

Determining Policy Effectiveness

As discussed in Sections 2.2, 2.4 and 2.7, some stakeholders feel that it may be too early to measure signs of actual rebuilding in fish populations and/or difficult to distinguish the effect of the WSP from other influences. Others are more optimistic. They call for the review to look at differences in salmon over the past five years and seek connections with the WSP, and they suggest that if changes in salmon distribution, health and abundance cannot be attributed to the policy, scientists or experts from fishing sectors should explain this.

⁸ See Section 2.7 for lists of objectives, principles and strategies.

Few of those interviewed commented directly on the core theme of the WSP: genetic diversity.⁹ One suggested that measures of biodiversity conservation might be garnered from a close look at the way the WSP characterizes the problem of losing diversity.

3.2.2 CONSERVATION OF WILD SALMON HABITAT (PRINCIPLE 1, STRATEGY 2) Initial Views on Policy Success and Shortcomings

As discussed above, DFO's relationship to the province is pivotal to achieving habitat conservation. Participants pondered whether DFO is doing enough, with the province or on its own, to reclaim lost habitats and protect those that remain.

"The policy has to cover habitat and that's an important issue—if you destroy their home it's all for naught." Participant comment

Several stakeholders and a First Nation representative commented that aquaculture impacts on wild salmon are a barrier to success in implementing the WSP.

Determining Policy Effectiveness

To explore the effectiveness of habitat conservation, participants made a few suggestions:

- Ask stakeholders and others whether they believe that DFO should request further enforcement of habitat protection laws and/or impose further controls/restrictions on aquaculture to fully implement the WSP.
- Assess various types of impacts on wild salmon and their scope, e.g., analysis of forest practices (some such efforts have been made in the past).
- Select indicators of habitat loss or degradation (e.g., water quality) and measure changes over the past five years according to these indicators.
- Identify what management efforts are being made to reduce impacts on habitat as a result of policy implementation.

3.2.3 OBLIGATIONS TO FIRST NATIONS; ABORIGINAL TRADITIONAL KNOWLEDGE (PRINCIPLE 2, PRINCIPLE 3)

The input from two interviews, one of which included six First Nations representatives, focused on interests and concerns related to WSP principles 2 and 3. Section 4.3 of this report on distinct consultations with First Nations also relates to obligations to First Nations.

Initial Views on Policy Success and Shortcomings

Participants noted the close connection between WSP implementation and aboriginal rights. Federal obligations to First Nations may both constrain and be executed through the WSP.

First Nations participants saw in the WSP an implication that DFO would sit down with First Nations at a government-to-government table separate from multi-stakeholder processes. This form of consultation and accommodation, where warranted, is central to avoiding infringement on rights and title. Another way that

⁹ Attention to challenges of conserving weak stocks in mixed stock fisheries, as described in Section 3.2.7, does reflect attention to the goal of conserving genetic diversity.

accountability to First Nations should be built into policy implementation is through attention to rights-based issues like FSC harvesting. A stakeholder stated that the bottom line in meeting the aboriginal interest is that it be interpreted to include food security.

“Include a component of whether through WSP implementation DFO has met its legal obligation to First Nations peoples.” Participant comment

First Nations participants stated that the WSP raised expectations for incorporation of traditional and local knowledge in setting up CUs and paying attention to specific discrete stocks, and they were disappointed in progress so far. “The WSP also includes a commitment to integrate ATK, but it seems to date there is no mechanism put into place to facilitate the incorporation of ATK.”

There was one mention of positive experience, in the Skeena area, where there has been a “strengthening of the bilateral relationship between the aboriginal resource management agency’s science and DFO’s science, and in that process we have created a fair consensus of what the baseline measures should be, in reference to the WSP.”

A non-First Nations participant pondered whether First Nations can disregard federal policy after agreements such as treaties are reached. This person suggested that the review look at First Nations agreements that are currently being negotiated, or recently have been concluded, to determine the extent to which the agreements incorporate WSP priorities. Principle 2 of the policy states: “Resource management processes and decisions will also be in accordance with the Nisga’a Final Agreement, the Yukon Final Agreements, and any other treaties or agreements entered into between Canada and First Nations.”

Determining Policy Effectiveness

First Nations participants recommended that the following steps be taken to assess policy effectiveness in meeting obligations to First Nations:

- Develop a report card on performance of WSP implementation in terms of consultation and accommodation.
- Examine themes of special importance to First Nations to determine whether effective implementation has occurred.
- Look at how well WSP implementation has meshed with internal First Nations Tier 1 protocols and ways of doing business.
- Explore the extent to which the WSP has been a part of management processes, and whether its implementation has been in accordance with treaties and agreements.
- Identify and assess the steps that have been taken to incorporate traditional and local knowledge in setting up CUs and other aspects of policy implementation.

3.2.4 SUSTAINABLE BENEFITS FROM FISHERIES; SUSTAINABLE USE (OBJECTIVE 3, PRINCIPLE 3)

Several of those interviewed touched on the subject of commercial and sport harvesters' interests,¹⁰ mainly in terms of potential loss of opportunity and/or economic consequences as a result of managing salmon to conserve genetic diversity. One pointed out that prioritizing conservation will affect management of fisheries for sustainable benefits more in some years than others, in that managing to sustain genetic diversity will require fewer tradeoffs in years when there are larger surpluses. A couple of participants emphasized the role that enhancement can play in supporting sustainable use.

One view was that the fishing industry is not sufficiently resilient and flexible to absorb the changes needed for full implementation of the WSP. But an example from the Skeena suggested otherwise: when indicator stocks demonstrate a mixed-stock fishery impact because of timing, they "have been able to move the fishery around" according to WSP precepts.

A couple of stakeholders called for consideration of impacts of policy implementation on fisheries, especially the last resort of stopping fishing to conserve genetic diversity. One suggestion was to link implementation to government programs that would ameliorate impacts (buy-back, retraining, social welfare). Another was to clarify the process that would be used to choose between winding down a fishery and writing off a stock.

"How can you preserve a small, unproductive, threatened stock high up in a watershed that mixes with a productive stock fished further west? You can implement the policy in a heartbeat by stopping fishing and deal with that small stock, but the ramifications are extreme. Nobody's scratched the surface of how to write a stock off—the minister can use the policy to go through an as yet undefined process with a bunch of people to say it's not worth it." Participant comment

Participants offered no specific suggestions for ways of investigating policy effectiveness in providing sustainable benefits from fisheries, although they would support coverage of this theme in the review. This relates back to Section 2.5, which predicted differing views of effectiveness.

3.2.5 DEFINITION OF CUs, BENCHMARKS (STRATEGY 1)

Initial Views on Policy Success and Shortcomings

Views were mixed as to whether progress in defining basic parameters in the policy has been sufficient, and whether the definitions arrived at to date are satisfactory. Most felt that it took too long to define CUs and that benchmark definition should be further along by now. Full implementation of the policy depends on setting those reference points. One interviewee felt that the "conversation has become arcane." But positive opinions were also expressed. "Defining the CUs took forever but got done, and done well."

While identifying the CUs was an arduous process for some, their establishment is notable. Nonetheless, there were some disappointments. One was the lack of consistency of CU definitions in the north with US definitions, which one participant expects will hinder cross-border communications in salmon management. Another was in

¹⁰ First Nations-specific fishing interests are included in the discussion in Section 3.2.3. Their interests also overlap with those of commercial and sport harvesters described here, to a degree.

relation to a strong expectation held by First Nations that the policy would make a difference at the local scale, helping local stocks: There is concern that recent management decisions based on large aggregates (via the Fraser Sockeye Salmon Spawning Initiative) may indicate that policy implementation will fall short of meeting the objectives of the WSP as First Nations understand them.

Determining Policy Effectiveness

The following suggestions were offered by participants in connection with effectiveness of CU and benchmark definition:

- Examine the extent to which implementation of the policy has aggregated local stocks of particular interest to First Nations into CUs.
- Determine how well the stocks within CUs are understood.
- Determine how much progress has been made towards establishing benchmarks.
- Look toward using reference points in future reviews as indicators of the effectiveness of the WSP.

3.2.6 MONITORING (STRATEGIES 1, 2, 3)

Initial Views on Policy Success and Shortcomings

In Section 2, stakeholders note that it will be difficult for the review to assess “on-the-ground” impacts of the WSP given the short time span since it was adopted. One factor is the lag time between policy implementation and effect, especially relative to salmon life cycles. A second factor is lack of baseline and time series data, which could not have been collected according to policy prescriptions since these have only recently started to gel.

Stakeholders acknowledged some advances in determining indicators but mainly lamented the lack of progress, consistency and capacity (resources) for assessment and monitoring. Concerns included the following:

- “The different catches by the three sectors are not being dealt with in an equal or thorough manner in terms of collecting information and knowing what’s going on out there.”
- “Field measures are not consistent enough across areas and regions.”
- “There are too few indicator stocks to monitor the distribution of spawners in the rivers/tributaries of the CUs.”
- “Escapement and habitat monitoring plans have not been set.”

One criticism was about the thrust of monitoring rather than slowness in implementation: “The public and the Department don’t need to know how many fish are spawning in every creek—so the productivity of the CU is figured out to serve industry, which is not what the WSP is supposed to be up to, but these things linger.”

Determining Policy Effectiveness

One interviewee suggested the following approaches to reviewing the effectiveness of monitoring and related priorities:

- Determine the extent to which both catch and other impacts are being monitored, particularly in the marine context.
- Compare how many stocks we firmly understood through stock assessment five years ago to what we know now.
- Determine the number of systems where we have accurate spawner numbers.
- Assess the accuracy of catch information from all three fisheries and the equivalent of a fourth—the ecosystem.

If the review is to establish a foundation from which future reviews will be better able to answer before-and-after” questions, perhaps it will be through these themes related to defining CUs, benchmarks and monitoring, which are emerging from this first five-year review.

3.2.7 FISHERIES/HARVEST MANAGEMENT (OBJECTIVES 1 AND 3, PRINCIPLE 3)

Initial Views on Policy Success and Shortcomings

Several stakeholders questioned why harvest plans do not appear to have been affected by the WSP, even since the definition of CUs and progress on benchmarks. Fishing sectors, ENGOs and First Nations want indications that the policy has significantly informed fisheries management and especially, in the case for First Nations, management of local runs and “stocks of food interest.”

Participants doubted whether there is yet a clear understanding of how the new management instruments “on paper” will be used to create harvesting plans to protect threatened stocks. One stakeholder noted that, within a given CU, “some runs will be strong and others not, just as it’s always been,” and another asked “how can you preserve a small, unproductive, threatened stock high up in a watershed that mixes with a productive stock fished further west?” Mixed-stock fisheries may also present dilemmas for management across CUs: “How does DFO weigh protecting one CU at the risk of damaging another when the stocks travel at the same time?”

While stakeholders were somewhat daunted by the complexity of these management challenges, their awareness of this dynamic in connection with the conservation of genetic diversity can itself be seen as a success of the WSP. In the words of one stakeholder, “It certainly changed the mindset of almost everybody—lots of strong sockeye stocks can stand a 60% exploitation rate but not all, so the days of fishing at that rate are gone. If this resource is going to be sustainable we need to deal with where you can harvest and how long and where you can’t. It’s begun the process of turning around the thinking of dinosaurs that we can’t do things like we used to—things will be more structured, complicated, and integrated to get to sustainability.”

Determining Policy Effectiveness

There were few suggestions for ways to determine effectiveness of harvest management policy. One stakeholder suggested that potential indicators might include: in-river fisheries changes; boundary changes (where harvesters can access the resource); increased restrictions (e.g., no wild fish harvesting in a river that has been enhanced); more terminal fisheries; and reacting to more individual runs (allowing harvesting only if there is a surplus).

3.2.8 INCLUSION OF ECOSYSTEM VALUES; INTEGRATION OF CLIMATE AND OCEAN INFORMATION (STRATEGY 3)

Only a couple of stakeholders mentioned the importance of ecosystem considerations. They emphasized that salmon are not just for people, so implementation must reflect the policy's recognition that other animals depend on salmon as well. They would like to see "some movement towards ecosystem considerations in harvest management." One interviewee feared that terrestrial ecosystem functioning might not be incorporated in establishment of benchmarks.

The main ecosystem-related concern raised was uncertainty regarding marine survival and changes resulting from climate change. Stakeholders lamented a "huge gap in understanding" of what happens to salmon in the open ocean.

"There are larger questions around early marine and ocean survival that will affect both the genetic diversity and level of sustainable use of fisheries." Participant comment

In this case, the shortcomings around policy implementation are information- and science-based. Stakeholders called for more investment in forecasting, and more monitoring.

3.2.9 INTEGRATED STRATEGIC PLANNING (STRATEGY 4)

Initial Views on Policy Success and Shortcomings

Stakeholders and First Nations looked past the identification of CUs and benchmarks towards the development of planning processes and management strategies. Most interviewees were unaware of specific aspects of progress on integrated strategic planning, and several expressed impatience. One said, "There are no plans and people are struggling with this." Another offered, "They've talked about watershed planning processes but how far along are we?"

First Nations representatives pointed out that they would have a unique perspective of how well the development of integrated management bodies and governance structures is meshing with First Nations groupings and natural alliances.

Three stakeholders stressed the need for DFO to continue exercising its responsibilities for governance. One urged the Department to show leadership in advisory and integrated processes, by setting deadlines for decisions and calling the shots when consensus cannot be reached. Another asserted that in collaborative settings, including agreements with First Nations, responsibility for implementing the WSP must be clear, even if shared. The third cautioned against "surrendering management authority to little groups" at the cost of meeting management objectives and public obligations.

A few of those interviewed drew attention to processes that seem to be working, in particular the Wild Salmon Table, the Integrated Salmon Dialogue Forum (ISDF), and the Skeena Watershed Congress. "The ISDF has made more gains in the last five months than in years—some things getting to the implementation stage and it's starting to shape up," said one.

Determining Policy Effectiveness

The only suggestions for assessing integrated strategic planning in the WSP review were to determine how many governance groups have been successfully put together, and what steps have been taken to formulate integrated plans.

3.2.10 OPEN AND TRANSPARENT DECISION-MAKING (PRINCIPLE 4)

Initial Views on Policy Success and Shortcomings

Participants looked at inclusiveness and transparency in policy implementation in terms of the planning processes discussed above and general awareness among stakeholders and the public.

A couple of stakeholders felt that implementation of collaborative planning is falling short of expectations partly because people in BC, including harvesters, have not been educated about the WSP. Another stakeholder attributed insufficient engagement of stakeholders and First Nations in policy implementation to a departmental culture that is not traditionally inclusive but “continues to be a service to industry.” Some felt that ENGO expertise is not being tapped because DFO does not reach out to such groups.

Participants acknowledged that the Department has been taking steps toward public transparency about the WSP by, for example, posting updates on the website. But participants still felt the public is generally unaware of the policy. “There’s insufficient engagement of the public in this initiative, and there are major public anxieties.”

Determining Policy Effectiveness

Some stakeholders called for investigation into the effectiveness of communications about the policy. This would include an inventory of the Department’s outreach, communications and participatory efforts as well as a look at awareness levels and “whether people feel they’re being heard and it’s a cooperative effort.” One participant noted that, despite its importance, public transparency would be difficult to explore within the terms of the WSP review.

4. PROCESS CONSIDERATIONS IN THE WSP REVIEW

Participants were asked for ideas for the design of the review process, particularly stakeholder consultation. Responses are summarized here in five process-related categories:

- Management of the review
- Informing participants in the review process
- Distinct consultations with First Nations
- Stakeholder engagement in the review
- Role of experts in the review

4.1 MANAGEMENT OF THE REVIEW

Participants agreed on the importance of keeping the review at arms' length from DFO, (C6 in Appendix 6.4), with First Nations stating, "They need a third party to conduct the review." The review must not have the appearance of an internal review, even though the Department will have a central role in providing background information such as lists of participants involved in developing the WSP, and details of strategies and processes. (A possible role for the Department in providing a synopsis of implementation steps taken to date is described in the next section.)

The distinct status of First Nations needs to be highlighted in the management of the WSP review. In Section 4.3, a review structure is proposed with parallel processes under two co-chairs—one for First Nations and one for stakeholders.

Most stakeholders supported the idea of the PFRCC as the lead body for the review. The PFRCC "has a track record," has a suitable knowledge base, is "somewhat at arms' length" and "ideally this is the role of the PFRCC." Any hesitation came from stakeholders who feel that the PFRCC is "too close to DFO." One asked, "If DFO is giving funding to PFRCC to give to a consultant to pull it off, how clean is the money?"

"You can't hire a banker who doesn't know anything about fisheries. Yet anyone who does can't be entirely independent." Participant comment

One suggestion was that the PFRCC would provide the means for undertaking the review, but that the Council "would have to make it even arms' length from itself ... sub-let the entire thing." Another idea was for the Pacific Salmon Foundation (PSF) to have a leadership role.¹¹

Stakeholders also contemplated the potential for a new body to oversee the review: "an independent team," "a federal panel," "a steering committee from various sectors," or "a three person panel," as in the Skeena Fisheries review.

¹¹ A proviso was that the current CEO/President of the PSF would have to step aside due to his role in the development of the WSP as a DFO employee.

Overall, interview results do not point strongly to one option over another; pros and cons apply to both ideas (either PFRCC/PSF or a new panel). It may be more useful to glean a few guidelines for the review process from participant input:

- DFO or any other agency cannot change input to or conclusions of the report.
- It shouldn't be too expensive.
- It needs to have, or be able to tap, relevant expertise.
- Those charged with oversight of the review must be trusted. They should not include official representatives of any stakeholder interest although they would be from those interests.
- Caution should be taken against dominance of the process by any one sector.

4.2 INFORMING PARTICIPANTS IN THE REVIEW PROCESS

As noted in Sections 2.3 and 3.2.10, many of those interviewed expressed concerns that the public, stakeholders and First Nations are insufficiently aware of the WSP and its implementation. In order for individuals other than experts and those closely involved in policy implementation to be competent to provide useful input during the review, information must be provided to them. "A quick snapshot of what DFO has done so far would be helpful for people who haven't followed closely," one commented, while another offered, "First Nations communities will need to have an update from DFO's perspective on WSP implementation, as most First Nations will not be very aware of these issues."

At the least, a synopsis of implementation steps taken to date should be compiled. This will have to be generated by DFO and/or a consultant hired by DFO, because that is where the knowledge lies. A First Nations participant mentioned that this "version of implementation to date will be up for critique," so every effort must be made to provide an empirical, objective account, unencumbered by value-laden language.

The format, media and process of information provision must be selected with care, with suggestions from participants as follows:

- Provide easy-to-understand information. Use the "house" diagram to display WSP contents.
- Make information available on-line "in an interactive forum template where you are not just reading pages of information; you can log in, ask questions and have someone relevant in that field get back to you."
- Seek face-to-face opportunities—e.g., "Send a [person knowledgeable about the WSP] out to meet in the library in Port Alberni with ten fishermen and say 'let's go over this.'"
- Ensure that knowledgeable people within the sectors play a role in informing their sectors on technical issues.
- Keep materials succinct. Don't overwhelm people with large volumes of information.
- Use a step-wise approach in which participants are contacted more than once; e.g., one stakeholder suggested: "put out information first—'here's the policy and what DFO says it's done' and go back for input in a couple of months."

The messages conveyed in the information provided can serve an awareness-raising purpose as well as informing input for the review. Suggestions included:

- Point out that WSP elements, such as indicators, are being developed through consultation—give participants back information they already had input into producing.
- Illustrate how policy implementation affects different interests in different ways.
- Explain to the public the complexity of the challenge.
- Dispel some fears that the implementation of the WSP might bring.

Depending on timing, it may take special care in certain venues to keep the WSP review distinguished from the recently announced *Commission of Inquiry into the Decline of Sockeye Salmon in the Fraser River*.

4.3 DISTINCT CONSULTATIONS WITH FIRST NATIONS

First Nations participation in the research interviews¹² provided considerable advice as to how the review process should seek input from First Nations.

4.3.1 DUTY TO CONSULT

The approach to engaging First Nations in the WSP review must be consistent with Principle 2, which reiterates Canada's legal duty to consult with First Nations. A participant pointed out that the DFO Consultation Secretariat is aware of this obligation. This connotes government-to-government consultations: "the DFO obligation to consult is always with the proper rights-holders at the Nation or community level." Where agreements are in place, such as the Nisga'a Final Agreement or the Yukon Final Agreements, consultation must be in accordance with these. One participant offered, "First Nations could be included in a broad review but they would need to be accommodated in a special way because they don't bring their rights to the table with others who have a passing interest in the fish."

4.3.2 REVIEW DESIGN TO ADDRESS FIRST NATIONS INTERESTS AND CONCERNS

First Nations will have different perspectives and recommendations than other stakeholders, some of which were touched on in Section 3.2.3. One concern was that reviews of other programs have not adequately addressed First Nations interests and concerns, or recognized that a meaningful review includes the different perspective that First Nations bring to the table. Reviews need to incorporate how First Nations interact with decision-making and activities stemming from programs or policies, rather than just seeking their views on the contents and/or results of the programs/policies.

"There are issues that are of specific interest to First Nations, and upon which First Nations may have a specific perspective in the review which would be unique. The review process needs to ensure that priorities and interests of First Nations are incorporated."

Participant comment

¹² Predominantly one convened by the First Nations Fisheries Council, the results of which were conveyed to the consultant in print and by phone.

4. PROCESS CONSIDERATIONS IN THE WSP REVIEW

A key way to ensure that a review addresses First Nations interests and concerns is through engagement of First Nations early in the establishment of the terms of reference and process. The representatives interviewed for this project were pleased that First Nations input was being sought early in the design of the review process, and felt their views should be sought again, before the framework is finalized. “Effective consultation needs adequate resources, and if DFO really wants engagement and productive outcomes they need to invest in and work collaboratively with First Nations throughout the process.”

Challenges with First Nations engagement include:

- The difficulty of applying a western methodology in First Nations communities¹³ (non-aboriginal small communities are similar in this regard).
- Differing views between coastal and interior First Nations (as well as between First Nations communities).
- The need for extensive resources to consult the full array of Nations/communities.

4.3.3 POSSIBLE REVIEW PROCESS

Ideas provided through the group interview facilitated by the First Nations Fisheries Council (FNFC), involving six participants knowledgeable about First Nations priorities, are summarized here. Care should be taken to seek the views of an array of First Nations on these preliminary ideas.

Groups like the FNFC can work to support effective consultation at an aggregate scale.¹⁴ The FNFC and appointed Council members might have a role to play in helping to collect feedback from their respective regions. The FNFC could facilitate discussions with First Nations in its fourteen regions as to how they would like to be consulted and/or provide input. If “homework” is done well at the aggregate level, fewer issues should arise at the local level. Ideally, topics on which communities may seek a consistent view are tackled at the aggregate level, while topics on which communities need a high degree of autonomy are addressed at the local level. Broad-scale feedback must be linked with consultations with rights-holders at the local level. “There needs to be adequate allowance for meetings and discussions in First Nations communities.”

Some First Nations organizations can also provide policy analysis that supports local level processes, as well as feeding into the review at a broader scale by bringing together technical staff for this purpose.

The participants in the FNFC discussion considered the merits of having a separate review process for First Nations (like the one for “Our Place at the Table”) that would review issues in the WSP implementation specific to First Nations. A flaw in this option is the possibility that “a separate report would be relegated to obscurity and DFO would not act in its recommendations.” Instead, the group recommended that the review be structured so that a First Nations-focused process (e.g., specific workshops with First Nations) and a multi-stakeholder process run concurrently. The two would be brought together through two independent co-chairs. “Structurally the ideal would be a review which incorporates a shared co-chair approach that allows First Nations to be a part of the mainstream review but provides an avenue to explore and address unique First Nations perspectives.”

¹³ An example in this assessment context might be Logical Framework Analysis.

¹⁴ There are other umbrella First Nations organizations such as Coastal First Nations and the North Coast-Skeena First Nations Stewardship Society, as well as Treaty groups, AAROM bodies, etc. that can provide a conduit to First Nation communities.

4.4 STAKEHOLDER ENGAGEMENT IN THE REVIEW

A priority for DFO is that the WSP review should reflect the views of the major stakeholders on the policy's strengths and weaknesses. The following sections relate participant input on preferred processes for engagement, participants in the process, and the role of experts. Responses to a broad question regarding general priorities or key considerations for stakeholder engagement in the WSP review (C3 in Appendix 6.4) are also included in this analysis.

4.4.1 PROCESSES THAT WORK BEST

Participants were asked which types of consultation processes would work best for the WSP review (C1 in Appendix 6.4). Their preferences can be summarized as follows:

- Incorporate communication of information through presentations, print materials, etc. into the process.
- Use an interactive approach that allows for sharing information and informing participants—e.g., small group dialogue, small focus groups.
- Hold public meetings.
- Go to communities rather than expecting participants to travel.
- Use on-line tools, including hosted forums in which participants can view questions and answers.
- Distribute simple feedback forms, such as a scorecard.
- Welcome input from people who are not representing anyone else.
- Gather input from larger numbers of people via spokespersons (e.g., regional organizations).
- Go to the various stakeholders/sector groups individually “so they don’t hold back, afraid of offending their neighbours.” “They are singularly going to identify what is problematic to them.” This discussion can happen on a detailed level.
- Use multi-interest, integrated processes, so that participants understand the range of interests, there is cross-fertilization of ideas and analysis, differences can be explored, trade-offs can be made and common ground can be established.

Various stakeholders emphasized that, given the aim of achieving more effective implementation of the WSP, engagement processes should provide an opportunity for learning, creative generation of solutions to shortcomings and partnership-building (see also Section 2.6).

Several viewpoints converged on the idea of a multi-stage process in which the results of earlier steps are fed into later steps and/or different participants are engaged at different stages, with conversations building on one another and interested parties having more than one opportunity for engagement. The forms this approach might take include:

- Information is disseminated, consultations and expert analyses are undertaken, and preliminary results are compiled and made available to subsequent consultations.
- Single stakeholder consultations occur towards the beginning, with multi-interest events later, culminating in a large forum that welcomes all participants.
- Engagement begins with a large number of British Columbians at a general, educational level, followed by narrowing down to a core group of more interested people (mainly stakeholders) who commit to working on

the review more intensively (with assistance from experts), and then widening to a broader audience again, with the broad audience being informed by the results of the deliberations of the core group.¹⁵

The Integrated Salmon Dialogue Forum was identified as a good model, in which there are cumulative opportunities for increasingly constructive and well-informed dialogue. A related idea is the “Knowledgeable People’s Panel” from a 2006 WSP workshop (see Appendix 6.6).

“Have enough meetings that people feel they’ve got their input into the process and have a chance to see some preliminary results and comment on these.” Participant comment

Another strong advantage of the above approach is that participants of all sorts can see a compilation and analysis of input on policy implementation shortcomings, and then be encouraged to focus on solutions.

If First Nations are consulted in a separate, parallel process, that review path can dovetail with the stakeholder/public consultations at intervals, with First Nations participants being welcome in both streams.

4.4.2 PROCESSES TO BE AVOIDED

When asked which types of consultation processes should be avoided and would not work well for the WSP review (C2), stakeholders warned against the following:

- Big “mucky,” “mass” meetings with everyone in the same room.
- “Too many things on the table at the same time,” “75 different opinions being expressed”.
- “General bitch sessions”.
- “Combative” sessions, “bear pits (e.g., throwing DFO people into hostile environments)”.
- Over-reliance on committees or organizations that “don’t adequately represent the interests of the users of the resource”.
- “Holding one meeting that was the be all and end all”.
- “Presentations that bore people to death”.
- “Grandstanding” opportunities.

First Nations participants raised a concern raised about processes where a consultant flies in to a community, stays for an hour and then leaves. “It is impossible for these people to understand and accurately reflect First Nations concerns.” Other priorities for First Nations consultations are set out in Section 4.3.

4.4.3 WHO TO CONSULT, AND HOW

Similarly, when asked who should be consulted during the review (C4), all participants asked that they and/or their organizations be consulted in the review process.¹⁶ As well as identifying specific interests to include in the review, general ideas for identifying participants were offered:

- Ask people inside and outside DFO who are clearly involved in policy implementation who should be involved.

¹⁵ This is called deliberative inquiry.

¹⁶ See Appendix 6.3 for a list of participants and their organizations.

4. PROCESS CONSIDERATIONS IN THE WSP REVIEW

- Find out from DFO's Consultation Secretariat who got involved from the outset in the development of the WSP.
- Include anyone who has been involved in WSP-oriented meetings.
- Follow up with people who have attended PSARC meetings.

Specific interests, groups or organizations mentioned by participants included:

- First Nations—as explored in Section 4.3.
- Conservation sector, through the Marine Conservation Council.
- Stewardship groups, streamkeepers.
- “Top brass” in the fishing industry.
- Advisory committees including CFAB and all of the SFAB subcommittees.
- People with a vested interest in the fisheries, unaffiliated with committees.
- Coastal communities, including remote and up-river communities.
- General population that is likely not familiar with the WSP.
- Academics (see also ‘Role of Experts in the Review’, below).
- Retired DFO employees—“those who have left have a wealth of knowledge and big picture not felt by newer faces”.
- Foundations, e.g., Pacific Salmon Foundation, Moore Foundation.
- Roundtables and pilot planning groups, e.g., Fraser Basin Council, Cowichan, Somass, Skeena, Fraser Salmon Table.

Stakeholders acknowledged that DFO will be a significant source of information for the review, and some emphasized the need to seek input from employees in various branches/programs within the Department. Views should be sought from on-the-ground workers up through science and fisheries management to the executive, with assurance allowing employees to speak freely.

Most of those interviewed pointed out the need to tailor the review process to the audience. Section 4.3 explained some distinctions of consultations with First Nations. Other suggestions for matching engagement methods to participants included:

- Carry out interviews with stakeholders, First Nations and people inside DFO who were involved in the development of the policy.
- Avoid technical, western-science-based modes of explanation in most First Nation and other small communities, while acknowledging that some people and organizations in those communities can ably participate in science-based discussions.
- Pose different sets or subsets of questions to different audiences, linking knowledge, experience and expertise to the issue at hand.
- Animate a public conversation and “ensure that all deliberations are public—you can’t have any back stairs work going on.”
- Incorporate ways of discussing “complaints and concerns of people at the ground level in the communities,” recognizing that emotions and strong feelings may emerge.

4.5 ROLE OF EXPERTS IN THE REVIEW

A narrow connotation of “expert” was understood in response to the survey question (C5), assuming that the term means academics and other highly educated/qualified professionals, including those inside DFO. One participant pointed out that this kind of expertise can be tapped from ENGOs, and this avenue to inform WSP implementation has been somewhat neglected.

Some stakeholders cautioned that experts sometimes stray beyond their technical field; they tend to be poor at looking at the larger picture, e.g., principles; they “have not been involved in the real workings of government policy”; those within DFO may be constrained in their ability to offer criticism; and the review should not appear to focus on a group of “informed insiders.”

Apart from these concerns, stakeholders felt there is a significant role for experts in the WSP review. In the detailed design of the review, experts can come up with appropriate parameters, indicators, “reasonable tests” and/or metrics; they can help ensure that quantitative data collection will be rigorous; and they can provide expertise on the process design.

During the review, expertise will be required to assess the more technical aspects of policy implementation. For example, experts could assess the adequacy of the science basis for CUs and habitat indicators, while recognizing that development of WSP components has already tapped expert opinion through peer review.

“Questions will unavoidably require not just interest-based answers, but fairly objective observations from scientists, managers with experience in the field—that needs as much weight as other input.” Participant comment

Stakeholders advised that expertise might also usefully be sought when it comes to ways to improve policy implementation. In a technical role, they may provide alternatives regarding what needs to change. Planning expertise could be tapped to advance the integrated strategic planning aspect of implementation.

5. BUILDING COMPONENTS INTO A REVIEW FRAMEWORK

Following this initial study, a practical, detailed framework for undertaking the WSP five-year review needs to be developed. Ten steps are recommended here; these steps could be considered as the terms of reference for the review, once the details are filled in. Within each step the relevant sections of this document are named, providing a guide to incorporating the stakeholder and First Nations advice gathered here into the review.

1. Establish the review management structure.

Section 4.1 summarizes stakeholder views on how the WSP review should be managed (commissioned or overseen) and Section 4.3 sets out some First Nations perspectives on how distinct consultations with First Nations should be led and structured. Key decisions will include whether existing bodies such as the FNFC, the PFRCC and/or the Pacific Salmon Foundation have leadership roles to play, or whether a new panel or set of co-leaders (First Nations and other) needs to be appointed.

A model supported by stakeholders in a 2006 WSP consultative process might also be worth considering, due to its consistency with priorities highlighted in the interviews for this study. It was called a “Knowledgeable People’s Panel.” See Appendix 6.6 for an excerpt about this concept from the 2006 workshop record.

2. Determine the scope and focus of the review.

The rationale for the review is clear enough; it is set out in WSP action step 6.2 (see Section 1.2). What remains to be determined is the scope—focus, breadth and detail—of the review. As attention moves from the broad goal and objectives to the four principles and then the six strategies and their many action steps, as described in Section 2.7, the complexity and specificity of the review grows. However, rigorously assessing progress on the three objectives is possibly even more ambitious, as this focus seeks to measure outcomes of WSP implementation, i.e., changes “on the ground” rather than the more obvious outputs of the policy, which tend to be on paper or in the form of processes.

3. Select a starting suite of themes to be investigated.

Section 3 of this report describes themes that are important to a cross-section of stakeholders and First Nations in terms of their initial “take” on policy success and shortcomings. The themes include the WSP objectives, principles and strategies, or at least aspects of these policy elements. Once the scope of the review is decided, these ten themes may be adjusted, expanded or narrowed down. A legitimate approach would be to work up from the policy contents, deriving topics for review that the policy itself specifies.

4. For each theme, identify performance measures.

Under most of the ten themes in Section 3, ideas from participants for determining policy effectiveness are listed. These provide an instructive starting point for linking criteria, indicators or questions to the themes of interest in the review. Several stakeholders emphasized the importance of a rigorous review methodology, looking at changes from baseline conditions following science-based indicators that reflect “actual measurables you can trace over time.”

Quantified indicators are desirable, and approaches such as ranking or scoring on scales can quantify results on subjective measures such as stakeholder opinions. But this is not to exclude qualitative approaches from the review. There may be topics important to WSP implementation that the review can illuminate by allowing for open-ended input, and there will be participants in the review whose input would not be appropriately channeled through technical, quantitative methods. Several participants suggested that participants in the review simply be

asked for their views on how well the WSP is being implemented (including successes), tailoring investigation on the various components of the WSP to the audience.

More expertise has to be drawn upon to flesh out performance measures for technical aspects, especially if a quantified approach is desired, as pointed out in Section 4.5. Temporal and spatial scales are part of this consideration, as touched on in Section 2.2. Good advice on desirable indicator characteristics can be found in reports on indicator development for the WSP (e.g., published by the PFRCC).

Strategies within the WSP call for the development of indicators, and it is the results of monitoring those indicators into the future that will eventually provide a firm foundation for assessing the effectiveness of the policy.

5. For each performance measure, identify ways of collecting information.

Participant ideas for determining policy effectiveness compiled under the themes in Section 3 also include many suggestions for data collection methods and/or sources of information that could be tapped to feed into the performance measures. Stakeholders and First Nations are a source of information that must be engaged according to DFO policy and obligations, and are key to exploring policy success. Section 4.4.3 includes a preliminary list of who to engage, and Section 4.5 describes the role of experts.

General data collection sources/methods identified by those interviewed, in addition to meetings and workshops (deliberation, dialogue, Q & A), include surveys, a Delphi process, on-line forums, scorecards and interviews. Other suggestions included: study salmon conservation program and policy experience in other jurisdictions as a basis for comparison; and review minutes of advisory committee meetings for references to the WSP.

Studies completed in connection with WSP implementation are also a good source of information. These include reports undertaken or contracted by the PFRCC, Watershed Watch Salmon Society and the David Suzuki Foundation. Other print and web resources include conference and workshop reports (e.g., DFO consultation reports, SFU's Speaking for the Salmon series). First Nations organizations may also have produced relevant reports.

6. Prepare and disseminate information to inform consultations and build awareness of the policy.

Sections 2.3 and 4.2 of this report highlight the need for stakeholders, First Nations and the public to be better informed about the WSP and its implementation.

Prior to beginning consultations for the WSP review, DFO staff or a consultant should be tasked with documenting implementation progress to date—without analyzing progress, but clearly describing “outputs” (products and actions taken) associated with each strategy. A couple of versions of the account should be prepared, suitable for different audiences.

7. Plan and implement a stakeholder and public engagement strategy and a First Nations consultation strategy.

Section 4.4 provides the foundation for stakeholder and public engagement in the review. An expert in public participation and collaborative process design could construct a stakeholder and public engagement strategy based on the ideas summarized there (i.e., processes to use and to avoid, who to consult, and how), linked to the results of steps 5 and 6, above. Opportunities that the review could provide, summarized in Section 2.6, should be taken into account in the design of the strategy.

Section 4.3 sets out some imperatives, priorities and a proposed structure for the First Nations consultations part of the WSP review. It is critical that the review process adhere to Principle 3 of the WSP, related to obligations to First Nations and aboriginal traditional knowledge (see Section 3.2.3 of this report).

A draft strategy for First Nations consultations should be reviewed prior to being implemented. The First Nations Fisheries Commission could help facilitate this review, and a sample of First Nations not in close touch with the FNFC and/or other First Nations organizations should also be contacted.

When engaging stakeholders, the public and First Nations to gather input into the review, participants cautioned that the way input is sought must match the audience. Sector advisory committee members would not be consulted in the same manner as residents of remote communities. Technicalities of the review framework (e.g., performance measures/indicators) need not be explicit in all venues—plain language can express the questions that need answering. Stories told by people close to the resource can be as illuminating as numbers (and even story content can be quantified).

Implementation of the consultation and engagement strategies would be managed according to the results of step 1. Each stage should build on the previous one, as described in step 9.

8. Collect information on the performance measures through expert advice, documentation and other sources.

In this step, information is collected from sources other than First Nations, stakeholders and the public, according to direction from step 5.

9. Amalgamate results and feed them back into later review stages that focus on solutions.

Results from the engagement, consultation and investigative processes are then compiled. Content analysis and comparison of results from different sources can help increase the rigour of the review.

In Section 4.4.1 it was pointed out that the review would benefit from a step-wise approach, in which information is disseminated, consultations are undertaken and preliminary results are compiled and made available for subsequent consultations. Through this approach, learning from one stage (from consultations, documents and experts) is shared in later stages, which can build knowledge and understanding among participants who have more than one opportunity to engage. Important to the forward-looking aim of the review, analysis of input and findings from the initial stages can be fed back to stakeholders, First Nations, the public and experts with the express purpose of seeking solutions to shortcomings in policy implementation that have been identified in earlier phases.

10. Draw recommendations for revisions to policy implementation.

The final results of the review are analysed to generate recommendations for revising policy implementation to address shortcomings that may be reducing its effectiveness. Some recommendations will be solutions identified through First Nations, public, stakeholder and expert input. Others will be derived from analysis of the collected data that illustrates performance on the various measures (this will require input from experts).

The recommendations should tie solutions to the people, agencies, organizations or governments that would have to be involved in putting the solutions into action. The key recipients will be divisions/programs in DFO that hold responsibilities relevant to WSP implementation. Some recommendations may also target other players, and senior levels of government.

6. APPENDIX

6.1 INTERVIEW APPROACH

Through interviews, views of a sample of major stakeholders were solicited to determine how DFO should proceed with its evaluation process. The steps were as follows.

Interviewee Selection

PFRCC members recommended interview candidates and the consultant filled in missing information and replaced candidates with others of a similar background when necessary. Participants were selected to represent the different fishing sectors and conservation interests. There were nineteen participants in total. Only one stakeholder representative, from the Fisheries Survival Coalition, declined to be interviewed. Participants are listed in the appendix.

The total number of interviews was limited by budgetary constraints; however, this was probably an appropriate sample size, for a few reasons. First, the major stakeholder groups were represented in this sample. Second, interview results reinforced each other to the extent that few original points were being encountered in the later interviews. Third, this review design stage should not run the risk of “burning out” prospective participants for the review itself. Fourth, the task at hand, to design a review process, is somewhat abstract and of less interest to a wide audience than the review itself.

Preparation

- Participants were contacted initially by email (message text follows in this appendix) to request their participation in this project and explain the nature of the interview. Specific questions were not provided in advance because the questions could vary depending on the type of interviewee and emerging results of the research. The web link to the Policy was provided.
http://www-comm.pac.dfo-mpo.gc.ca/publications/wsp/default_e.htm
- The initial email to participants included a letter from the PFRCC as an attachment (text follows in this appendix). Its purpose was to verify the “official” status of this project and its importance, to encourage participation.
- Those interviewed were then be contacted by phone, if necessary. Appointments were made for phone interviews.

Interviews

Thirteen interviews were undertaken, with nineteen participants. One, with the Pacific Salmon Commission, included three people and was face-to-face. This first interview served as a pilot after which the wording and organization of questions was improved. (Five First Nations people were interviewed together, as described below).

All other interviews were undertaken by phone, with interviewee answers to questions entered directly into an MS Word file.

The interviews followed the questions in the appendix. The interviews were semi-open, so participants were welcome to communicate what is most important to them in terms of the themes and process of the WSP review. The interviews took approximately one hour.

Participants were asked whether they and their organizations could be named in the consultant's report, and all agreed. They were also asked whether they would like to tap the views of others in their organizations to flesh out input. None chose to do this other than Brenda McCorquodale, Executive Director of the First Nations Fisheries Council. Ms McCorquodale held a phone meeting with five First Nations people including leaders and others with fisheries interests. The consultant then interviewed Ms McCorquodale and also received a written summary of the discussion from her.

6.2 EMAIL MESSAGE AND LETTER FROM PFRCC TO PARTICIPANTS

Email Message

Subject: Seeking your advice on preparations for Wild Salmon Policy review

Hello XXXX,

You will see from the attached letter that I have been hired by the Pacific Fisheries Resource Conservation Council to prepare a framework for a review of the Wild Salmon Policy (WSP) in 2010.

The framework aims to support a review that will ultimately:

- reflect the views of the major stakeholders and First Nations on WSP strengths and weaknesses,
- key in on specifics,
- focus on contributions to solutions.

I am seeking to consult fifteen stakeholder and First Nations representatives about the framework for the WSP review, including yourself, knowing you are affiliated with the XXXX.

The questions I would like to ask you fall under the following topics:

- Themes—what the WSP review should cover
- Design of the WSP review process
- Other ideas for framing the WSP review

I would very much appreciate half an hour of your time on the phone to get your advice on these topics. I would welcome a longer discussion, depending on your availability.

Can you suggest a time I could call you for a phone conversation between now and Thursday, October 29th?

If you wish to review the WSP before the interview, the web link is
http://www-comm.pac.dfo-mpo.gc.ca/publications/wsp/default_e.htm

Thank you for your attention to this request,

Julie

Julie Gardner, Ph.D., Dovetail Consulting Inc.
2208 Cypress St., Vancouver BC V6J 3M5
(604) 734-0734 <<http://www.dovetailconsulting.com>>



Pacific Fisheries Resource Conservation Council
Conseil pour la conservation des ressources halieutiques du pacifique

September 27, 2009

Pacific Fisheries Resource Conservation Council (PFRCC)
290-858 Beatty Street
Vancouver, BC V6B 1C1

Dear XXX,

Implemented in 2005, Canada's Policy for Conservation of Wild Pacific Salmon, or the Wild Salmon Policy (WSP), was developed after five years of extensive consultation with Canadians concerned about the protection and conservation of Pacific wild salmon.

The WSP represents a new approach to the conservation of wild salmon. It identifies clear objectives, creates strategies to meet them and ensures the conservation choices made through a decision making process, reflect societal values. Under the WSP, conservation of wild salmon and their habitats are the first priority of resource management.

In keeping with its commitment to consult and work with First Nations, fishers, environmental groups and members of the public to successfully meet its objectives and strive to attain real and lasting change, Action Step 6.2 of the Policy commits to an independent review of the success of the WSP in achieving its broads goals and objectives within 5 years of the policy's adoption.

In February 2009, the Department of Fisheries and Oceans, Pacific Region asked the Pacific Fisheries Resource Conservation Council (PFRCC) to undertake consultations with a range of stakeholders in order to develop an evaluation framework that will help shape the WSP's mandated independent review currently scheduled for 2010. Please note that this is a preparatory step for the review.

The PFRCC agreed to accept this undertaking and has asked Dr. Julie Gardner to gather stakeholder perspectives through a telephone interview which will help guide those involved in the independent review to focus on stakeholder concerns and produce an effective evaluation of the WSP. An overview of the interview topics to help you prepare for the interview accompanies this letter.

I would like to thank you for assisting the Council in the development of an evaluative framework for next year's independent review of the WSP. Through this consultative process, we are assured of producing a stronger framework which will, in the end, benefit our common goal, the conservation of the Pacific wild salmon.

Sincerely,

Mark Angelo
Chair, PFRCC
Pacific Fisheries Resource Conservation Council (PFRCC)

6.3 PARTICIPANTS

Name	Position	Organization	Date of interview
Alan Martin	Director of Ocean/Marine Fisheries	BC Ministry of Environment	October 27, 2009
George Cuthbert	Vice chair of central coast committee	Sport Fishing Advisory Board	21 October 2009
Dave Barrett	President	Fraser River Salmon Table Society	November 5, 2009
David Lane	Executive Director	T. Buck Suzuki Foundation	October 28, 2009
Mark Duiven	Deputy Commissioner	Skeena Fisheries Commission	29 October 2009
Brenda McCorquodale	Executive Director	First Nations Fisheries Council	November 9, 2009 phone meeting without consultant
Richard Erhardt	Biologist	Taku River Tlingit Fisheries	via McCorquodale
Susan Anderson Behn		Tsawout First Nation & FRAWG	via McCorquodale
Teresa Ryan		SNFC	via McCorquodale
Pat Matthew		Kitsumkalum First Nation	via McCorquodale
Chief Don Roberts			via McCorquodale
Terry Glavin	Author	Independent	October 22, 2009
Greg Knox	Executive Director	Skeena Wild Conservation Trust	October 27, 2009 short interview
Marc Labelle	Fisheries scientist (Ph.D.)	Independent	October 22, 2009
Craig Orr	Member, MCC Executive Director, WWSS	Marine Conservation Caucus Watershed Watch Salmon Society	October 21, 2009
Peter Sakich	Co-chair, CSAB President, BCWHSPA	Commercial Salmon Advisory Board BC Wild Harvest Salmon Producers Association	October 29, 2009
Cam West	Director	Fraser Salmon and Watersheds Program (PSF)	October 19, 2009 (with Stegemann and Ramage)
Andrew Stegemann	Manager	Fraser Salmon and Watersheds Program (PSF)	October 19, 2009 (with West and Ramage)
Dianne Ramage	Director	Salmon Recovery (PSF)	October 19, 2009 (with Stegemann and West)

6.4 INTERVIEW TEXT AND QUESTIONS

INTRODUCTION

Purpose of this Project

Under Action step 6.2 of the, DFO is committed to reporting on the status of the Wild Salmon Policy (WSP), within five years of its adoption, by evaluating its effectiveness.

Since the WSP is approaching its five-year anniversary, DFO has asked the PFRCC to act as an intermediary and develop an evaluation framework, guided by input from key stakeholders.

The consultant report will be submitted to PFRCC. The Council will submit its report to DFO. PFRCC will post its report and the consultant report on the PFRCC website. Your replies will be anonymous in terms of reporting to DFO.

The focus of the review—which is not an audit—will be on success in achieving the policy’s broad goal and objectives. These are as follows:

The goal of the WSP is to restore and maintain healthy and diverse salmon populations and their habitats for the benefit and enjoyment of the people of Canada in perpetuity.

To achieve this outcome, three objectives must be fulfilled:

1. Safeguard the genetic diversity of wild Pacific Salmon;
2. Maintain habitat and ecosystem integrity; and
3. Manage fisheries for sustainable benefits.

It is important to keep in mind that this current initiative is not a review of the policy per se, but rather a step to ensure that the review is appropriate. So the interview questions aim to determine appropriate themes and an appropriate process for the 5-year review of the WSP. The questions are not the ones that will be asked as part of the review itself.

Interview Organization

The interview questions are organized into three categories:

1. Themes—*what the WSP review should cover*
Priorities for what the review should cover in terms of key themes and corresponding questions to include in the review.
2. Process—*design of the WSP review process*
Ideas for the design of the review process, particularly stakeholder consultation.
3. Other ideas for framing the WSP review.

A. BACKGROUND

- A1: I would like to confirm your position and affiliation (organization name). Is it _____?
- A2: How familiar are you with the WSP? [very, moderately, not very]
- A3: Other interview lead-in:
 - Time: How much time do you have so I can pace our discussion appropriately?

- Others: At the end of this interview you can let me know whether you think it would be appropriate to gather views of others in your organization on some of the interview questions to feed into this design of the WSP review.
- Qu?: Do you have any questions about this interview?

From email: You are encouraged to review the WSP before the interview—the web link is http://www-comm.pac.dfo-mpo.gc.ca/publications/wsp/default_e.htm

B. THEMES—WHAT THE WSP REVIEW SHOULD COVER

- B1: How should the review generally tackle the question of whether policy implementation has been effective or not?

Success of the WSP in achieving its broad goals and objectives (what's working)

- B2: What would success look like if progress were being in implementing the WSP?
- B3: Can you think of any positive results of the WSP that the review could look into?

Shortcomings that may be reducing effectiveness of policy implementation to achieve its broad goals and objectives (what's not working)

- B4: What have been the main types of barriers to policy implementation that the review should look into?
- B5: How can the review achieve a clear and specific understanding of shortcomings in policy implementation? [How should it “drill down” and on what topics?]

Methodology

- B6: Can you suggest any indicators that the review should focus on to determine the level of effectiveness of policy implementation?
- B7: Is it sufficient to look at implementation success in terms of the broad policy goal and its three objectives? Or, should the review specifically examine the six WSP strategies and their action steps? [Or just some of them? e.g., 1–4]

Collaboration /context

- B8: Effective WSP implementation depends on effective delivery of other programs. As well, the Policy should influence various programs. How can the review reflect this?
- B9: Effective WSP implementation depends on partnerships and collaboration with all groups and individuals having an interest in wild Pacific salmon. How can the review explore the adequacy of collaboration to date?

Changes needed to improve policy implementation (encouraging continuous improvement over time)

- B10: Assuming some changes to the implementation of the policy will be necessary, what should the review focus on in this respect?

C. DESIGN OF THE WSP REVIEW PROCESS

A priority for DFO is that the WSP review should reflect the views of the major stakeholders on the policy's strengths and weaknesses. Therefore the review process will involve stakeholders like you. The following questions seek your input on what the best type of process would be for the review.

- C1: Which types of consultation processes would work best for the WSP review?

6. APPENDIX

- C2: Which types of consultation processes should be avoided—i.e., would not work well for this WSP review?
- C3: Can you think of any general priorities or key considerations for stakeholder engagement in the WSP review?
- C4: Who else should be consulted during the review?
- C5: What role should experts play in the review process, if any?

D. OTHER IDEAS FOR FRAMING THE WSP REVIEW

In case the questions posed so far don't cover your main ideas for the WSP review, here are a few more.

- D1: What other advice, if any, do you have for setting up the framework for the WSP review? For example, are there general priorities or principles you recommend in the approach to the WSP review?
- D2: Do you have any further suggestions about the use of indicators, criteria or measures of effective implementation?

E. CLOSING

- E1: Would you like to be directly engaged in the review or would someone else be a more appropriate contact for your organization for this review?
- E2: Is it all right if your organization is named my report to the PFRCC about who I interviewed?
- E3: Do you think it would be appropriate to gather views of others in your organization on some of the interview questions to feed into this design of the WSP review?

6.5 ANALYSIS

The interview notes, typed up, amounted to 3–5 pages per interview, except for one shorter interview. Every point made by an interviewee was coded, then cut and pasted into a document with headings corresponding to the interview questions. This 45 pages of interview responses was then sorted and re-sorted into topic areas that emerged from the data. After further analysis the topic areas became the section headings for this report. The interview responses within each section were then synthesized. Finally, the codes corresponding to the participants attached to each interview response were deleted.

6.6 “KNOWLEDGEABLE PEOPLE’S PANEL” FROM A 2006 WORKSHOP

The following excerpt is from:

Workshop to Design a Public Consultation Process on Implementing the Wild Salmon Policy Strategy 3: The Inclusion of Ecosystem Values and Monitoring into Wild Pacific Salmon Management, March 23–24, 2006, Richmond, BC. Workshop report prepared by: Peter Abrams, Peter Abrams Consulting Services; Julie Gardner, Dovetail Consulting Inc.; David L. Peterson, Devon Knight Events, For: Brian Riddell, Department of Fisheries and Oceans

Knowledgeable People’s Panel

... the idea of an expert panel to participate in the consultation process on Strategy 3 was put forward by DFO in discussion forums at the end of 2005. The purpose of the proposed panel is to make use of people who know the subject matter, to serve as institutional memory and context providers, and to minimize wheel spinning. These “experts” could be from First Nations, academia and government, among others. However, rather than

having a group of experts with training and experience in salmon management and ecosystem science lead the consultation process, an alternative would be to establish a group composed of people with a mixture of different knowledge and experience pertaining to ecosystem values and establishing assessment frameworks. Some members would also bring knowledge and experience on how best to involve First Nations in discussions.

Workshop participants found the word “experts” had an exclusive connotation and considered replacing it with “specialists.” An even more inclusive name for this group is the Knowledgeable People’s Panel (KPP).

A preference expressed, but not extensively discussed, was to keep the size of the group small—6 to 7 people—since members will be engaged for a full year in the consultation process and will probably be required to travel.

The KPP’s role in the consultation process depends on the consultation approach used. Responsibilities would include initiating and conducting consultations with the public, and producing final results, e.g., reports.

Variations between one province- and Yukon-wide panel, and multiple, regional panels (or teams) were discussed. It was suggested that a regional team could start by inventorying the monitoring already underway in the region. The core team would come in to help add ideas, fill gaps, and provide consistency with what other regions are developing. The regional groups would feed information to the “core” members, as a source of assembled wisdom. After some months of regional meetings, results would be provided to the core group for report writing, feeding to DFO and the Minister. After meeting with the regional groups, the core group should ideally have a direct link with the Minister in order to have an effect on DFO policy. There was also the suggestion to have the regional teams write and send their results directly to DFO and the Minister.

Some priorities for the panel or teams were as follows:

- Each should be directed by somebody independent of DFO, for objectivity reasons.
- Technical and group process training may be required for regional team members.
- Brief the core team on how to best work with regional teams.
- Ensure there are terms of reference, team mandates and rules, i.e., structure and guidelines.
- Focus the role of the core team, rather than just have them ask “What do you think?”

Various suggestions on the composition of the KPP were put forward, including:

- Have at least half the members come from First Nations.
- Include members from First Nations, Yukon, and BC.
- Have the DFO, Provincial Government, the commercial fishing sector and conservation organizations represented.
- Include academics, biologists, scientists.
- Members should have knowledge in subject areas including climate change (freshwater and marine) and ecosystems.
- Choose a constituency or interest-based model.
- Choose elected or appointed process for regional members.
- Put a call-out to different sectors to get recommendations.
- Have individuals apply.



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