

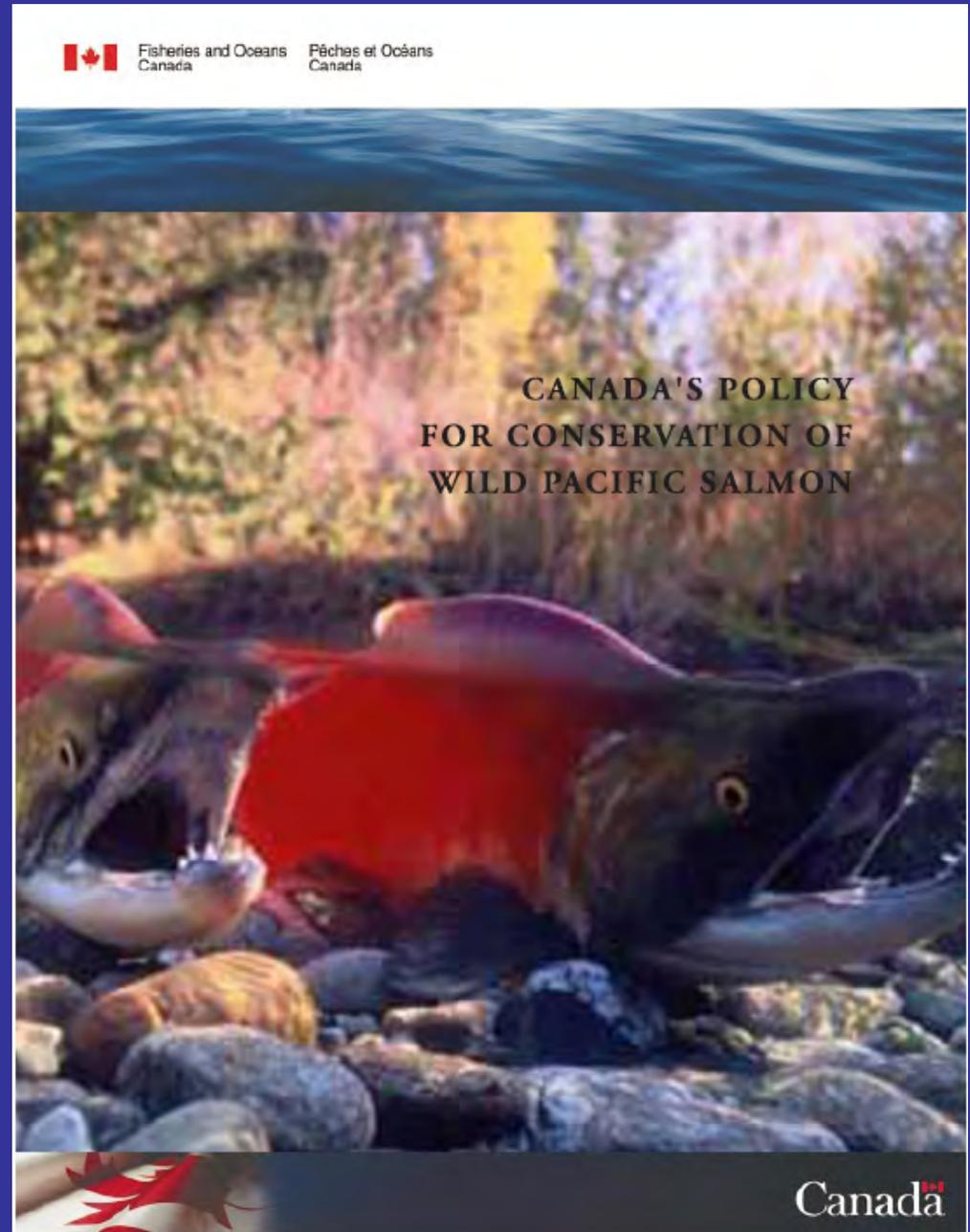
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# WILD SALMON POLICY

## Strategy 6 – Performance Review

Operations Committee

December 16, 2010





# Outline

- Purpose
- Overview of the Policy
- Background
- Gap Analysis
  - Method
  - Main Gap Analysis Findings (Successes & Gaps/Challenges)
- WSP, Strategy 6, Independent Review
- Discussion

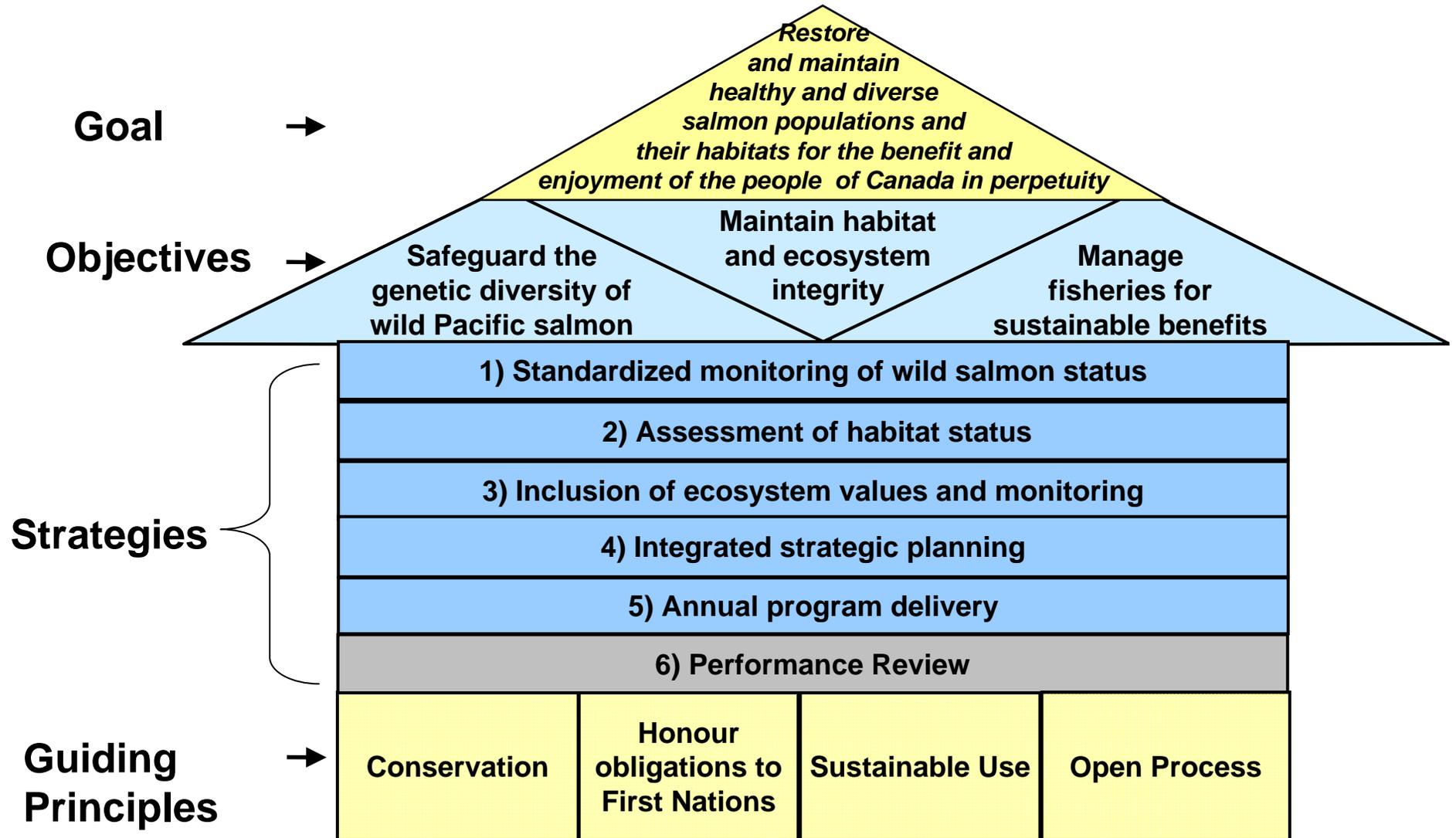




# Purpose

- Present preliminary results from the Wild Salmon Policy internal gap analysis.
- Seek direction on the approach to complete an independent review as required by Strategy 6.2 of the Wild Salmon Policy.

# Overview of the Wild Salmon Policy



Refer to ANNEX 1 for a list of the Action Steps for each Strategy.



## Background

- Action Step 6.2: Conduct regular reviews of the success 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.
- In the Spring, Operations Committee requested the WSP Implementation Team to complete a gap analysis of WSP, considering implementation of action steps and incremental changes to DFO programs





# Gap Analysis - Method

- The purpose of the gap analysis was to document & report on WSP implementation from June 2005 - November 2010 with a focus on:
  - Progress & successes (including incremental changes to programs)
  - Gaps, challenges (sticking points), & opportunities
- From August to November 2010, the Policy Branch:
  - Used a standardized questionnaire to interview Area managers, Area and Regional Directors, as well as WSP Implementation Team members
  - Completed a document, file and internet review of various paper and digital records
  - Drafted an WSP implementation report outlining the findings of the gap analysis





## Gap Analysis Findings - Successes

- WSP principles underlie day to day DFO decisions:
  - Conservation of wild salmon & their habitat is an underlying principle of DFO decisions, for example:
    - Pacific Salmon Commission (PSC) negotiations
    - Approach to introductions & transfers consider genetic diversity
    - Recovery plans & enhancement for CUs of conservation concern
    - Use of selective gear to reduce by-catch
    - Engage BC in maintenance of fish friendly flows with respect to water management
  - DFO considers biological data through pre-season forecasting, in-season stock assessment, and post season evaluation
  - Socio-economic considerations are included in the IFMP

(...continued) 7





# Gap Analysis Findings - Successes

*(... WSP principles underlie day to day DFO decisions...continued)*

- DFO honours its obligations to First Nations through its Aboriginal Programs, participation in the Treaty process, co-management relationships, establishment of Aboriginal forums, enhanced information sharing, its fisheries consultation processes, and Environmental Assessment consultations
- DFO engages in open processes as per its Consultation Framework & through annual fisheries planning processes, in season management, Fishery Notices & PSC website & meetings, Canadian Science Advisory Secretariat (CSAS), participation in local roundtables, etc.





## Gap Analysis Findings - Successes

- DFO is making progress at meeting WSP objectives, for example:
  - To safe guard genetic diversity of salmon, fisheries management decisions incorporate the precautionary approach, link population assessment and harvest management strategies, focus on weak population issues, and in some cases, use DNA analysis
  - New programs/policies share the WSP objective of managing for sustainable benefits (e.g., New salmon IFMP template, Sustainable Fisheries Framework, Pacific Fisheries Reform & Marine Stewardship Certification, Habitat Regulatory Improvement Program) (see Annex 2 for full list)
  - Co-chair of Pacific Fisheries and Aquaculture Committee (PFAC) where discuss land & water use activities with BC, as well as implementation of the Environmental Process Modernization Plan (EPMP) to maintain habitat integrity





## Gap Analysis Findings - Successes

- Implementation of Strategies & Action Steps
  - Science methods for Strategies 1-3 finalized or drafted
    - Conservation units defined
    - Biological and habitat indicators approved
    - Ecosystem indicators concept approved
    - Stock assessment framework & synoptic overview – drafted
  - Assessment required under Strategies 1-3 initiated in key areas
    - Initial biologic benchmarks for Fraser sockeye CUs & work underway to determine benchmarks in Barkley Sound and Skeena
    - Three Habitat Status Reports completed (3 more being developed)
  - Moving forward on integrated planning (Strategy 4)
    - Scale for integrated planning approved - Freshwater Adaptive Zones and/or Fisheries Production Areas
    - Governance initiatives underway in Barkley Sound, Fraser, Cowichan and Skeena
    - Web-mapping application launched





## Gap Analysis Findings – Key Challenges/Gaps

- Governance:
  - Clearly defined and agreed to accountability, roles and responsibilities for implementation
  - Integration across programs (inconsistent implementation/stovepipes)
- Internal awareness & capacity (need to build a new skill set)
- External capacity to engage
- Data analysis, interpretation and management issues (gaps, quality, incorporating ATK, & information collection/ownership, analysis and storage)





# Gap Analysis - SUMMARY

- WSP principles & objectives are well aligned with Pacific fisheries reform & new policies/programs for fisheries management – DFO is changing how it manages the resource
- The scientific foundation for WSP has almost been laid – we are at a “tipping point” with implementation
- There are gaps/challenges that need to be addressed as well as opportunities, but with our partners, we will continue to move forward
- WSP Team members will be asking for your guidance on key implementation challenges and opportunities over the next year





## Strategy 6 – Independent Review

- Context:
  - DFO has taken an incremental approach to implementing WSP, as such aspects of the policy have not been fully implemented
  - The Barkley Sound Planning Initiative (a full end-to-end example of WSP implementation) is unlikely to be completed by the end of 2011
  - Indicators for success of the policy meeting its overall goal and objectives have not been identified
  - As part of its process, the Cohen Commission is doing a thorough review of the WSP - their findings could inform an independent review





## Strategy 6 – Independent Review

- Background:
  - DFO has received recommendations for WSP implementation through a variety of fora (refer to draft WSP Implementation Report)
  - Pacific Fisheries Resource Conservation Council (PFRCC) released a report on developing an independent WSP Review, it did not provide recommendations on the scope, focus, or performance measures for a review
  - DFO drafted gap analysis to help build a more thorough picture of the WSP implementation to date. The gap analysis:
    - Outlined WSP impact on how DFO conducts business & makes decisions
    - Provided operational examples of the WSP implementation
    - Identified and investigated major successes, gaps, and challenges to implementation



## Strategy 6 – Independent Review

Key considerations for developing a terms of reference:

1. How (the Approach)
2. Who
3. What (Scope) \*
4. When/Timing

*See attached draft Terms of Reference examples of key questions.*





# Options for the Independent Review

## 1. How

- On-line survey / work book with pre-set questions and gap analysis as background; and/or,
- External WSP Forum with an independent facilitated discussion on the finding of the gap analysis and success of the Policy to date; and/or
- Hire independent contractor to review the gap analysis and interview key stakeholders / partners / First Nations.

## 2. Who

- MERX to solicit an independent consultant or facilitator with a TOR; or
- Solicit an external partner to complete (e.g., PFRCC, PSF, University); and/or
- WSP Distribution List.

\* Note: WSP Review is not included on DFO Evaluation Branch 5-year plan, therefore not an option.





# Options for the Independent Review

## 3. What

- The policy's success at meeting its overarching goal and high level objectives; and/or
- The implementation and effectiveness of the WSP strategies and action steps ; and/or
- WSP progress to date since the launch of the policy, focusing on key WSP implementation pieces; and/or
- A combination of one or more of the above.

## 4. When

- January to March 2010; or
- After receiving recommendations on WSP from the Cohen Commission.





# Discussion

- Based on the options presented:
  - What should the scope of the review be?
  - What should the approach to the review be?
  - Who should undertake the review?
  - When should the review be undertaken?





# ANNEX 1: WSP Strategies & Action Steps

1. **Standardized monitoring of wild salmon status**
  1. Identify Conservation Units
  2. Develop criteria to assess CUs and identify benchmarks to represent biological status
  3. Monitor and assess status of CUs
2. **Assessment of habitat status**
  1. Document habitat characteristics within CUs
  2. Select indicators and develop benchmarks for habitat assessment
  3. Monitor and assess habitat status
  4. Establish linkages to develop an integrated data system for watershed management
3. **Inclusion of ecosystem values and monitoring**
  1. Identify indicators to monitor status of freshwater ecosystems
  2. Integrate climate and ocean information into annual salmo management processes
4. **Integrated strategic planning**
  1. Implement an interim process for management of priority CUs
  2. Design and implement a fully integrated strategic planning process for salmon conservation
5. **Annual program delivery**
  1. Assess the status of Conservation Units and populations
  2. Plan and conduct annual fisheries
  3. Plan and implement annual habitat management activities
  4. Plan and implement annual enhancement activities
6. **Performance review**
  1. Conduct post-season review of annual workplans
  2. Conduct regular reviews of the success of the WSP





## Most new programs/policies aligned with WSP

- Pacific Fisheries Reform (improved catch monitoring, shared responsibility for management, improved economic viability of fisheries, and address First Nations aspirations for engagement in fisheries management)
- Habitat program renewal – focus on linking habitat and fisheries management objectives
- SEP operational guidelines
- Sustainable Fisheries Framework (General Fisheries Decision-making Framework & the Precautionary Approach)
- Pacific Integrated Commercial Fisheries Initiative
- Science – focus on ecosystem-based management
- Fraser Basin Initiative and Fraser Salmon Watershed Programs
- Approach applied in Marine Stewardship Certification
- New IFMP Template
- PNCIMA





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- Conservation of wild salmon & their habitat is one of the underlying principles behind all DFO management decisions:
  - PSC negotiations
  - Weak stock management and management of mixed stock fisheries
  - Closures or restrictions, recovery plans and enhancement for CUs of conservation concern
  - Use of selective gear to reduce by-catch
- Sustainable Fisheries Framework

### Gaps:

- Appropriate harvest rates for each CU
- A framework to evaluate the effectiveness of fisheries management decisions on protecting CUs with conservation concerns
- Finalization of all aspects of the *Sustainable Fisheries Framework*





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- DFO's Aboriginal Programs
  - Co-management processes
  - Defined shares
- Participation in the Treaty process
- Consultation during annual fisheries management process

### Gaps:

- Many Aboriginal groups need to develop their financial, technical, and scientific capacity to fully engage in WSP implementation
- A national information management system and approach to collecting and sharing Aboriginal Traditional Knowledge (ATK) and consultation results





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- Biologic information is the basis of IFMP develop (socio-economic goals are discussed)
  - new template further moves towards sustainable use
- Move away from mixed stock to terminal fisheries
- Pacific Fisheries Reform
- Move toward effective share based management system for commercial salmon

### Gaps:

- Improved understanding of how to consider and balance socio-economic indicators





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- Consultation Framework
- Process to develop IFMP & in season management
- Fishery Notices and PSC website
- CSAS peer review process
- PSC meetings
- Participation in local roundtables, etc.
- Consultation on WSP development

### Gaps:

- A national information management system and approach to collecting and sharing Aboriginal Traditional Knowledge (ATK) and consultation results





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- CUs have been identified
- Stock assessment and harvest management strategies linked
- Incorporate precautionary approach into decision-making
- Approach to introductions and transfers
- DNA analysis through PSC & with recovery plans

### Gaps:

- Assessment and monitoring of CUs
- Identification of “red” or priority CUs
- Refer to Appendix that identifies gaps in Strategies 1-4 implementation





# ANNEX 3 – draft GAP ANALYSIS

### Successes:

- Applying new tools to manage low risk activities, where measures to avoid or mitigate impacts are well understood
- Using Pacific Fisheries and Aquaculture Committee (PFAC) to provide a collaborative approach between DFO, the Province, and the Yukon so that land and water use activities and decisions better support the needs of salmon
- Development of indicators to assess habitat health
- SEP and habitat staff participate in watershed planning and roundtables
- BC *Water Act* modernization

### Gaps:

- Collection of habitat status information and monitoring the health of freshwater and marine habitat
- Focusing on salmon habitat that is most productive, limiting, or at risk in a CU to clarify decision-making
- Better linking habitat management strategies to harvest and salmon assessment (Strategy 4)





## ANNEX 3 – draft GAP ANALYSIS

### Successes:

- New IFMP template
- Sustainable Fisheries Framework
- Barkley Pilot, Fraser Rivers Sockeye Spawning Initiative, Cowichan Watershed Board, & Skeena Watershed Initiative
- Support for Freshwater Adaptive Zones and Fisheries Production Areas
- Refer to principles & Strategy 4 for more examples

### Gaps:

- Implementation of the five-step planning process (socio-biological indicators, identification of CUs in red zone, & agreed to decision-making and evaluation framework)
- Framework for integrated strategic planning that is aligned with existing planning processes (watershed, IFMP, and marine/oceans) and identifies principles for determining appropriate scale





## ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	PROGRESS TO DATE	GAPS
Identify Conservation Units	<ul style="list-style-type: none"> <li>• CUs finalized for BC</li> <li>• CUs identified, but require consultation for Yukon</li> </ul>	<ul style="list-style-type: none"> <li>• Process &amp; timeline for revising CUs</li> <li>• Consultation on Yukon CUs</li> </ul>
Develop criteria to assess CUs and identify benchmarks to represent biological status	<ul style="list-style-type: none"> <li>• Draft assessment frameworks completed for regional coho, Fraser sockeye, and North Coast populations</li> <li>• Discussion papers on &amp; software to identify benchmarks &amp; metrics</li> </ul>	<ul style="list-style-type: none"> <li>• 30-50% CUs lack data to do even rudimentary assessments</li> <li>• Need to identify benchmarks for 400 CUs.</li> </ul>
Monitor and assess status of CUs	<ul style="list-style-type: none"> <li>• Draft benchmarks for all Fraser sockeye CUs</li> <li>• Work underway on benchmarks for Barkley Sound and Skeena</li> </ul>	<ul style="list-style-type: none"> <li>• Combine various metrics into single status for CU</li> </ul>





# ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	COMPLETED	GAP
Document habitat characteristics within CUs	<ul style="list-style-type: none"> <li>Habitat status reports completed for Barkley Sound, Harrison River, &amp; Cowichan River</li> </ul>	<ul style="list-style-type: none"> <li>Resources to collect, analyze and manage habitat status data at watershed or CU scale.</li> <li>Habitat characterization required for over 400 CU's or 2,000 watersheds</li> </ul>
Select indicators and develop benchmarks for habitat assessment	<ul style="list-style-type: none"> <li>Habitat indicators finalized.</li> </ul>	<ul style="list-style-type: none"> <li>Resources to develop benchmarks</li> </ul>
Monitor and assess habitat status	<ul style="list-style-type: none"> <li>Completed preliminary work on monitoring framework</li> </ul>	<ul style="list-style-type: none"> <li>Resources to monitor habitat status</li> <li>Habitat status monitoring not a priority in National HMP</li> <li>Engaging partners on monitoring</li> </ul>
Establish linkages to develop an integrated data system for watershed management	<ul style="list-style-type: none"> <li>Habitat web-mapping tool to provide public access to CU maps &amp; WSP data developed.</li> </ul>	<ul style="list-style-type: none"> <li>Integrated data system for watershed management</li> </ul>





## Strategy 3: Inclusion of ecosystem values and monitoring

# ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	COMPLETED	GAP
Identify indicators to monitor status of freshwater ecosystems	<ul style="list-style-type: none"> <li>• Conceptual framework for ecosystem based indicators developed</li> <li>• Work underway to develop ecosystem objectives and indicators for Barkley Sound</li> </ul>	<ul style="list-style-type: none"> <li>• Linkage between Strategy 1-3</li> <li>• Discussion on sector-specific ecosystem objectives</li> <li>• Collaborating with partners to integrate monitoring</li> </ul>
Integrate climate and ocean information into annual salmon management processes	<ul style="list-style-type: none"> <li>• Ongoing work on integrating some salmon information into annual <i>State of the Oceans</i> reports</li> </ul>	<ul style="list-style-type: none"> <li>• Incorporate information on non-sockeye salmon species into <i>State of the Oceans</i> reports</li> </ul>





## ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	COMPLETED	GAP
Implement an interim process for management of priority CUs	<ul style="list-style-type: none"> <li>• Planning models being tested in Fraser, Barkley, Skeena, and Cowichan</li> </ul>	<ul style="list-style-type: none"> <li>• Principles for determining scale of planning</li> <li>• Identify CUs in the red zone (priorities)</li> <li>• External engagement</li> </ul>
Design and implement a fully integrated strategic planning process for salmon conservation	<ul style="list-style-type: none"> <li>• Draft guidance document on planning</li> <li>• Approval to group CU's into "planning units"</li> <li>• Ongoing collaboration with governance initiatives such as ISDF, Collaborative Watershed Governance Initiative</li> </ul>	<ul style="list-style-type: none"> <li>• Consideration of social, economic and biological indicators into a decision-making framework</li> <li>• Framework to evaluate effectiveness of fisheries decisions on protecting CUs with conservation concerns</li> <li>• Linking with existing planning processes (watershed, IFMP, and marine/oceans)</li> </ul>





# ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	COMPLETED	GAP
Assess the status of Conservation Units and populations	<ul style="list-style-type: none"> <li>• Draft synoptic review methodology</li> <li>• Draft stock assessment framework</li> </ul>	<ul style="list-style-type: none"> <li>• Use synoptic review to identify priority CUs for assessment</li> <li>• Engagement with external parties on benchmarks and assessment frameworks</li> </ul>
Plan and conduct annual fisheries	<ul style="list-style-type: none"> <li>• IFMPs aligned with WSP principles and objectives</li> </ul>	<ul style="list-style-type: none"> <li>• Adapt Salmon Outlook to CU methodology</li> <li>• Adapt stock assessment data to CUs for fisheries management</li> </ul>
Plan and implement annual habitat management activities	<ul style="list-style-type: none"> <li>• Annual habitat workplans aligned with WSP principles and objectives</li> </ul>	<ul style="list-style-type: none"> <li>• Identify key habitats</li> <li>• Develop habitat monitoring framework in collaboration with partners</li> </ul>
Plan and implement annual enhancement activities	<ul style="list-style-type: none"> <li>• Enhancement objectives are consistent with CU objectives, where defined (e.g. Cultus sockeye)</li> </ul>	<ul style="list-style-type: none"> <li>• Identify priority CUs where enhancement may be used for rebuilding or recovering those CUs</li> <li>• Complete work on risk assessment framework to assess risks of hatchery production on wild salmon</li> </ul>





## ANNEX 3 – draft GAP ANALYSIS

ACTION STEP	COMPLETED	GAP
Conduct post-season review of annual workplans	<ul style="list-style-type: none"><li>• Annual workplans for WSP implementation are reviewed annually</li></ul>	
Conduct regular reviews of the success of the WSP	<ul style="list-style-type: none"><li>• PFRCC report for recommendations on draft evaluation framework</li><li>• Gap analysis on WSP implementation</li></ul>	<ul style="list-style-type: none"><li>• Overall policy review framework</li><li>• 5-year independent review</li></ul>

