

Making Peace and Decisions in the Salmon Fishery

Lessons Learned and Options for Future Program Development

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With Input from:

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Executive Summary

In January and February 2011, the Integrated Salmon Dialogue Forum, in collaboration with the Monitoring and Compliance Panel and the Fraser River Salmon Table, delivered the first ever Pacific salmon fisheries specific capacity building program ***Making Peace and Decisions in the Salmon Fishery: Building our Capacity to Work Better Together***. This report outlines the key lessons learned and options for future program development.

The pilot program, designed and implemented from the experience and expertise of lead program facilitators from the CSE Group, generated tremendous positive forward momentum for its participants in the lower Fraser area. The goal of the program was to deepen our understanding of how we can work more effectively together in making peace and decisions that affect salmon, and in doing so build a better future for salmon and each other. The objectives were to explore the concepts, guiding principles and specific approaches embodied by Participant Driven Collaborative (PDC) processes, in an interactive and fisheries specific context, to improve the relationships and processes that play out in-season and on the river bank, and within management settings more broadly. A key learning was that the skills and tools essential for dealing with ‘making peace and decisions’ are essentially the same, adapted as appropriate to the situation.

Key lessons learned from the pilot include:

- Excellent use of vignettes, role plays and circle debriefs “sprinkled with conceptual tools”.
- Great networking and relationship building opportunities and support for the inclusion of both manager and “on the river” participants.
- Outcomes would have benefited from more participation from more commercial interests, DFO lower Fraser Area, and First Nations.
- Need for better break-out space, more unstructured (e.g. breaks, lunch) time and more time overall to cover the material.
- Key gap is use and exposure to practical tools such as how to deal with an adversarial situation “in the moment”. Clearer up front expectations from the course would help.
- Could have better realized an opportunity to craft an explicit agreement on a path forward, particularly among a sub-set of participants involved in the Joint Sport/First Nations working group. The overall “Statement of Understanding” developed was good, but this group seemed ready on the last day to take it a step further.

Options for future program development build off one another and are not mutually exclusive. They include:

- **Stage 1:** PDC concepts and application only. Repeatable in other areas and/or within organizations. *Next step: Explore with other areas their interest and confirm potential interest within DFO.*

- **Stage 2:** PDC concepts and application, designed and facilitated to achieve a recognized group need or outcome. *Next step: Confirm proposed objectives and funding and capacity requirements to enhance the work already underway in the lower Fraser.*
- **Stage 3:** PDC concepts and application, as part of a broader capacity building program that recognizes other training needs (*e.g. Circles, communication, technical etc.*) and partners. A kind of “training resource centre”. *Next step: Develop a business plan to articulate the rationale and funding requirements.*

There was tremendous positive forward momentum generated from the 2011 pilot capacity building program “Making Peace and Decisions in the Salmon Fishery: Building our Capacity to Work Better Together”. The immediate next steps identified are both feasible and practical. It is hoped that capacity building of the kind outlined in this report can be a lasting legacy of the Integrated Salmon Dialogue Forum.

Acknowledgements

The success of the pilot capacity building program ***Making Peace and Decisions in the Salmon Fishery: Building our Capacity to Work Better Together*** is based on the good will, expertise and experience of the people who helped design it and those who participated. Glenn, Barry and Jessica would like to gratefully acknowledge the substantial and gracious contributions of:

- The Monitoring and Compliance Panel’s Peacemaker working group, including Wayne Saito, Frank Kwak and Mark Duiven. In addition, Stephen Geiger as the Panel’s facilitator provided a steady hand, wise inputs and extensive rigor and thoroughness in tracking the ideas and thoughts generated.
- The Fraser River Salmon Table’s Executive Director Dave Moore and Chair Dave Barrett ensured the program was relevant and responsive to the important work underway in the lower Fraser and who’s thoughtful contributions helped shaped the vignettes and participant list.
- The participants in the Joint Sport/First Nations Working Group, too many to list here, provided the necessary commitment and real life experiences that deepened the learning opportunities.
- Chief Willie Charlie and Kelsey Charlie for their opening and closing contributions, specifically in their sharing of their songs and leadership in having the final agreement developed and signed.
- Leadership within DFO for believing the program’s potential, including Corey Jackson and Angela Bate, and the C&P Team of Randy Nelson, Herb Reddekopp and Michael Jones.
- Sumas First Nation for the wonderful room and community member Gayle Ned for the fantastic food.
- The helpful background and experience from the Skeena Watershed Committee in the 1990’s, through the participation of Don Radford and Mark Duiven.

Funding for the program was provided by DFO (PICFI) through its support of the ISDF Governance Group and the Monitoring and Compliance Panel. Additional funds are also acknowledged from the Fraser Salmon and Watersheds Program though its support of the Fraser River Salmon Table and the

Monitoring and Compliance Panel. Substantial in-kind support is gratefully recognized from the numerous organizations who had participants in the course.

Please note that the materials and vignettes developed for the program are for the use of participants and their colleagues and distribution to this end is encouraged. They are not for the use of other trainers or institutions in the delivery of specific programs in this or any other similar context without having first obtained the express consent of the CSE Group.

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Background and Purpose

Context

In January and February 2011, the Integrated Salmon Dialogue Forum (ISDF), in collaboration with the Monitoring and Compliance Panel (M&C Panel), the Fraser River Salmon Table (FRST) and the Joint Sport/First Nation Working Group, presented a four day capacity building program entitled “***Making peace and decisions in the salmon fishery: building our capacity to work better together***”. The goal of the program was to deepen our understanding of how we can work more effectively together in making decisions that affect salmon, and in doing so build a better future for salmon and each other. The objectives were to explore the concepts, guiding principles and specific approaches embodied by Participant Driven Collaborative (PDC) processes, in an interactive and fisheries specific context, to improve the relationships and processes that play out in-season and on the river bank, and within management settings more broadly. A key learning was that the skills and tools essential for dealing with ‘making peace and decisions’ are essentially the same, adapted as appropriate to the situation.

At its essence the program was about understanding that **improvements to making decisions and resolving conflicts may come in different forms, whether through enhancing traditional processes, reaching out for new approaches, or exploring what it takes for the traditional and emerging to be mutually supportive**. Two key lessons were that we need to “build processes for problems” and “one size does not fit all”.

In this way, the approaches and skills covered apply to all decision making contexts, not just new/emerging PDC processes. Understanding when PDC is not appropriate is as important as knowing when to do it, and any efforts to begin in a good way need to specify “exits”. The program encourages participants to take the lessons and apply them into a range of contexts - from getting along better on the river, having better meetings, improving classic consultation and advisory processes, to establishing new approaches etc. Making peace and decisions is all about pragmatics and problem solving, and sometimes having a good fight is the precursor to turning a conflict into an opportunity, and the converse is also true that without the conflict there might not be an opportunity.

What is a “Participant Driven Collaborative” Process?

The program focused on ‘Participant driven collaborative (PDC) processes’ which are becoming an increasingly important component in fisheries management. There is a growing need to develop the understanding and skills needed to make them effective at all levels in the fishery. At the foundation of participant driven collaborative processes is building effective working relationships that are based upon sound principles, clear expectations about how to work together, mechanisms for dealing with inevitable differences, and ways to adapt in order to build resiliency for the long term.

In the fisheries context, PDC may have a significant role in managing the change process that many fisheries are experiencing, especially those seeking more sustainable outcomes for all interests. This uncertain management environment demands more enduring problem-solving approaches than traditional approaches appear able to provide. In this pilot project, the program designers focused on building skills among the people that “represent” the competing interests in the fishery. One of the

legacies of the pilot is the capacity of these representatives to solve problems encountered in the changing fishery together.

Program Design and Key Elements

The ***Making Peace and Decisions*** program was designed to explore together some of the most challenging situations faced by all parties in the fishery- challenges which arise out of conflicts stemming from intensely felt values , and which reveal, test, and shape the internal tensions and responsibilities of individuals and organizations.

The pilot program brought together people who associate “on the river” and “in the boardrooms” in a hands-on exchange built from real life situations in the fishery. Underlying lessons were anchored in actual experiences and then applied by participants to what was being discussed. Participants drew out common lessons learned and considered how those lessons could be applied to their specific situations.

Exploring the nature and dynamics of interactions between individuals, and among multiple players with different goals and concerns across sectors, among governments and among diverse communities was done by building up from, not downloading upon, situations that were not real, but could have been. The vignettes developed provided a base on which to anchor and build discussions, and the trainers continued to grow and develop them over the course of the four day program.

The program was delivered in a dialogue format. The program leaders employed a variety of techniques and approaches in leading discussions around concepts, tools, and skills. Their approach was based on sharing and debriefing “hands on” experience and “real life” learning of the participants and the instructors.

Examples of the topics covered include:

- Understanding responsibility and relationships
- Recognizing power and values
- Turning differences into assets
- Creating clear expectations as a foundation for effective working relationships
- Developing capacity to anticipate issues
- Implementing proactive processes to prevent and respond to conflict
- Recognizing and valuing relationships as assets
- How and when to use participant driven collaboration effectively within organizations and with external interests.
- Creating sustainable outcomes through sustainable relationships

Program Objectives

1. Practical use of course content

- i. Do more than simply introduce new approaches to challenges at all levels of fishery management. Participants must gain a sufficient understanding of skills and processes to

- appreciate how they can make a difference and be able to apply what they have learned in practical ways;
- ii. Build understanding of skills and processes from fisheries-specific “vignettes” or case studies and conduct “hands on” learning through the use of role plays and debriefings.
 - iii. Participants must be able to see what specific additional courses will serve their particular needs and interests in applying the use these processes and skills
- 2. Build an appreciation that the course content applies to all levels of responding to the challenges confronting the fishery, and recognition that the problems\challenges on the ground are reflections of problems\challenges in management, and vice versa.**
- 3. Relationships**
- i. Course must generate the effective working relationships among participants needed for a pilot project to succeed.
 - ii. Course should be integrated as part of a pilot project that embraces fishery activities in all levels from peacemakers in the field to managers
- 4. Integrate shared objectives of several partners.**
- i. Delivering “integrated” course will require combining participants from “on the ground” (e.g. M&C Peacekeepers) context with “managers” (e.g. those involved in governance tools group) context and serves multiple objectives
 - ii. While the learning axis is the same, the implementation contexts are often different – a core emphasis on seeing relationships as an asset and recognition of the importance of internal and external dynamics is critical
 - iii. An integrated course provides an essential opportunity for joint learning (through common case studies/vignettes), for recognizing that issues and challenges are similar, and for fostering networks and knowledge required for successful “implementation”

Program Delivery

Participation

This initial pilot of the ***Making Peace and Decisions*** program included First Nations, recreational and commercial fishermen, non-government and DFO contacts from the lower Fraser River area as well as people with regional affiliation and responsibility. It was deemed important to the success of the program that these diverse points of view be included.

Timeframe and Logistics:

The program was delivered over two 2-day sessions:

- January 18 & 19, 2010

- February 15 & 16, 2010
- 8:30 am to 4:30 pm daily at the Sumas First Nation Community Room, Abbotsford

The location was chosen to accommodate participants from the lower Fraser Area while also reducing travel and accommodation costs of participants.

Program Facilitation

The lead program facilitators (aka trainers) were Glenn Sigurdson, Barry Stuart and Jessica Bratty of the CSE Group. This team also developed the course materials (distributed as a tabbed binder), training vignettes and role plays. While these materials are copyrighted, participants may share them with colleagues and other interested parties as long as appropriate acknowledgement of the authors is provided. Glenn and Barry have been the lead facilitators of the Integrated Salmon Dialogue Forum since its inception in late 2006; Jessica joined their team in mid 2007. See glennsigurdson.com for more information on the program facilitators.

Evolution of the ISDF/M&C Panel/FRST Collaboration and Other Partners

The concept of ‘training’ to improve the approaches and skills of those involved in the fishery evolved in parallel over a number of months within the ISDF’s Governance Tools Group and the Monitoring and Compliance Panel. In August 2010, support was confirmed for an integrated approach to delivering key training concepts, recognizing that the issues, challenges and conflicts experienced ‘on the river’ and initially contemplated by the Monitoring and Compliance Panel’s Peacemaker pilot, are very similar to the conflicts managers and decision-makers face ‘in the boardroom’ and which have been the central focus of the ISDF Governance Tools Group.

Both groups saw critical value in grounding the learnings in practical settings, and recognized the opportunity to partner with the Fraser River Salmon Table and its affiliated Joint Sport/First Nation working group, the latter of which has been meeting almost monthly since before August 2009 when Chief Willie Charlie of Chehalis First Nation was shot in the face by a pellet-gun in a confrontation between Chehalis fishers and sport’s anglers, that some say could have been much worse. A one page overview of the pilot program was circulated to the group and handed out more broadly at an August Lower Fraser Field Trip of recreational and First Nations fisheries in the Fraser Valley. A special meeting of the Joint Sport/First Nation working group was convened in October 2010 to explore how the session might be designed to address their needs, and specific input was sought from the group on the program’s participant list.

A number of meetings and conversations were conducted among the program facilitators (Barry Stuart, Glenn Sigurdson and Jessica Bratty) and key collaborators (key contacts were Stephen Gieger with the M&C Panel and Dave Moore and Dave Barrett of the FRST). The M&C Panel’s Governance Working Group – overseers of their Peacemakers Pilot – contributed to the program’s evolution. The Governance Tools Group provided feedback on the course approach and preliminary materials. The program facilitators also attended the annual Visions in Shared Management meeting, where information on the course was shared.

A link was established with the Learning Strategies Group (LSG) at the Beedie School of Business at Simon Fraser University, stemming in part from Glenn Sigurdson's Associate relationship with that organization. Melody Taylor, Associate Director of LSG, participated in the Governance Tools Group's early program planning discussions, and also attended the course delivery as an observer. LSG has expressed an interest in exploring whether there might be a suitable role for it in potential future programs.

Early on, a potential partnership with The Justice Institute was also explored, recognizing that institution's expertise in some key content areas, such as effective communication, anger management, negotiation etc. While these skill areas are relevant and important, it was recognized they would be most valuable if they were explored in a fisheries specific context. The Justice Institute ultimately decided not to participate in the pilot phase since they did not see a clear role for themselves at this point. The JI is keen to continue conversation on converting this pilot into a certificate training course for 2010-11 or further down the road.

Funding and Partners:

The bulk of the funding supporting the delivery of the program came from the 2010/11 Governance budget of the Integrated Salmon Dialogue Forum under a DFO (PICFI) agreement held by Fraser Basin Council. Some additional resources were provided by the Monitoring and Compliance Panel (funded jointly by DFO/PICFI and the Fraser Salmon and Watersheds Program) to develop this Lessons Learned report. The Fraser River Salmon Table (funded by the Fraser Salmon and Watersheds Program) covered the travel and accommodation expenses of its participants. Substantial in-kind support was provided by a number of organizations who had participants in the course.

The entire budget for the program was approximately \$50,000, including preparation, implementation, follow up and lessons learned activities, participant travel and accommodation, meeting expenses and materials printing.

Lessons Learned & Outcomes

Summary of Participant Feedback

Participants completed evaluation forms at the end of the program. The following key points reflect the input received from the 74% response rate (20 submissions of the 27 evaluations distributed).

- The program received great praise from the participants. On average they rated it 5 out of 6 for professional development, personal learning, relationship building, and for the quality of the learning environment. 95% of respondents indicated they would recommend the program to others.
- Given the amount of information being covered, participants communicated a great need to run the program over a longer period of time. Five consecutive days seems to be the preferred option for the program. It was acknowledged, however, that taking that much time off work would be problematic for some participants. A suggestion was offered to run separate

introductory 1-day workshops tailored to the individual groups, followed later by a 2-day or 3-day workshop for the whole group.

- The vignettes proved to be a very useful. Some participants requested that more BC- fishery examples be used throughout the course.
- The participants seemed to really benefit from the interactive and practical (i.e. role plays of mock circle and mock roundtable) elements of the program with many of them suggesting that even more time should be allotted to these activities. There was also a sentiment expressed that more time over lunch, as well as a larger room to spread out in, would have allowed people to mingle better.
- Follow-ups to the program were requested in order to keep the momentum going, to continue to foster the relationships that were built over the course of the program, and to further learning in the area of participant-driven collaboration. A number of participants explicitly requested follow-up workshops on peace-making circles.
- In general, the program materials were well received. No suggestions for improvements were received.

A follow up debriefing meeting was held to further identify lessons learned. Feedback reinforced the themes noted above, with further emphasis on:

- Excellent use of vignettes, role plays and circle debriefs “sprinkled with conceptual tools”.
- Great networking and relationship building opportunities and support for the integration of manager and “on the river” participants. Need to augment commercial and DFO lower Fraser Area involvement.
- Need for better break-out space, more unstructured (e.g. breaks, lunch) time and more time overall to cover the material.
- Key gap is use and exposure to practical tools such as how to deal with an adversarial situation “in the moment”. Clearer up front expectations from the course would help.
- Need to improve pre-training outreach to confirm program dates for all partners – e.g. key DFO staff were unable to attend due to conflicts.
- Would like to broaden and expand First Nations participation, although those that did attend were excellent contributors and provided positive feedback. There may have been some nervousness among First Nations of “Tier III” (ie multi-interest) processes; concerns which are best addressed through building of relationships and improved communication between DFO and First Nations that the program supports, rather than interferes, with their bilateral processes.
- Could have improved how we dealt with small handful of people who missed certain segments of the course. May need to consider getting existing participants to brief others interested to

encourage them to come, especially if they are people who have “on the river” operational roles.

- Could have better realized an opportunity to craft explicit agreement on a path forward, particularly among a sub-set of participants involved in the Joint Sport/First Nations working group. The overall “Statement of Understanding” developed was good, but this group seemed ready on the last day to take it a step further.

Program Outcomes and Next Steps

The outcomes of the Making Peace and Decisions Program were:

1. Wider appreciation among key lower Fraser leaders and fisheries managers of group collaboration skills, including:
 - ❖ Relationships as an asset
 - ❖ Clarity of Expectations
 - ❖ Managing at the edges
 - ❖ Process for the purpose, and the players
 - ❖ Safe places for difficult conversations
 - ❖ Strength through diversity
 - ❖ The power (and limits) of consensus
 - ❖ Sustainable outcomes through sustainable relationships
 - ❖ Conflict is opportunity
 - ❖ A “Good way to a good place”
2. Improved understanding of the use and applicability of these skills through PDC processes, specifically in regard to the Guiding Principles and the Four Stage process design.
3. Hands on experience with the practicalities and nuances of implementing the four stages of a PDC process in simulated situations. Cross cutting concepts include:
 - Core concepts related to PDC are applicable to range of problems;
 - More innovative and resilient solutions come out of collaborative processes;
 - Implementation, implementation, implementation (“if you want someone there for the landing, they better be around for take-off”)
4. Hands on experience as facilitators and participants in PDCs;
5. Opportunity to discuss their specific experiences, challenges and perspectives on PDCs.
 - ❖ Specifically, participants in the FRST and Joint Sport/First Nation Working Group expressed readiness to begin working on more formalized agreements among themselves, more

structured plans, and perhaps most significantly, they signalled readiness to tackle some of the more difficult conflicts that may arise between their fisheries in the lower Fraser River.

6. Identification of what the pilot program has accomplished, and what needs work to make it better.

There was tremendous positive forward momentum generated from the program, and the specific next steps participants agreed to included:

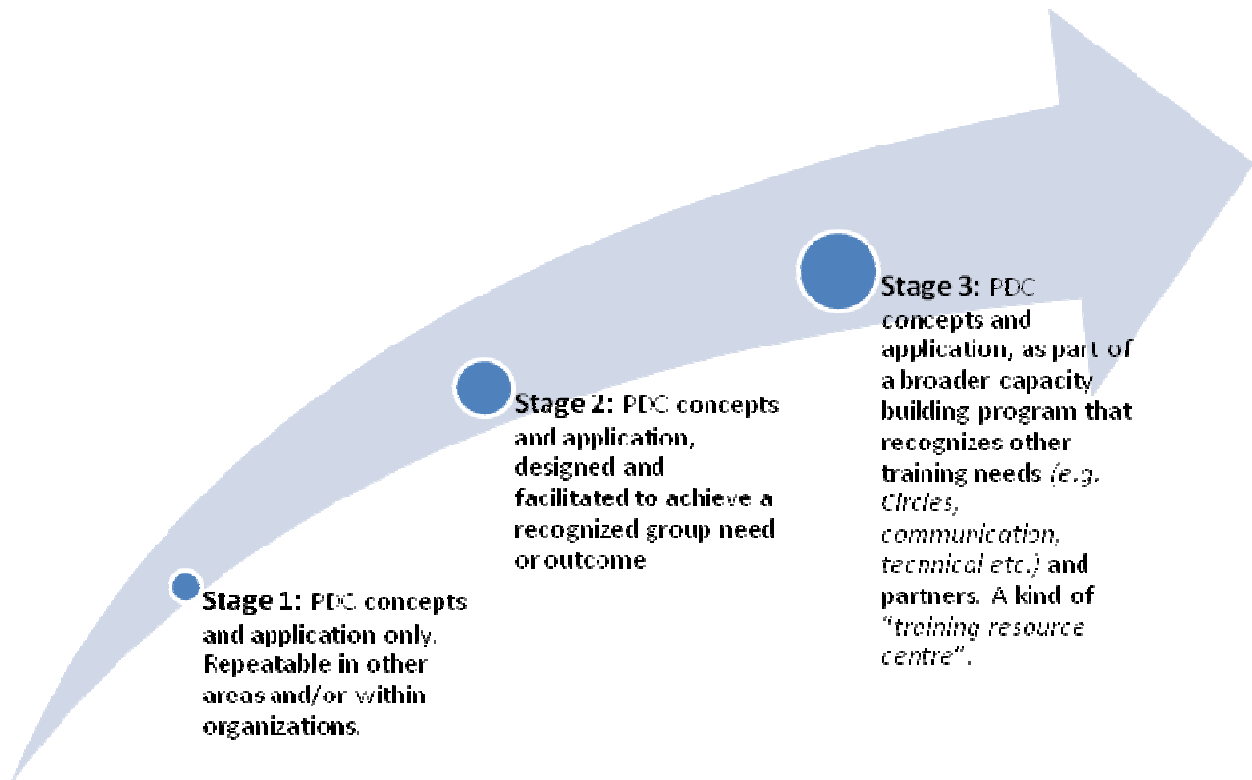
- ❖ Specific course follow up:
 - a. Develop and distribute program “Statement of Understanding” – *complete, see Appendix 2*
 - b. Establish program network and contact list – *complete, see Appendix 1*
 - c. Follow up communications, Outdoor Edge article – *complete*
- ❖ Follow up workshop with Joint Sport/First Nations Working Group (mid August 2011 target) – *See options below; Dave Moore lead*
- ❖ Further specific capacity building, e.g. circles, negotiations, communications, alternatives to violence (AVP) programs and other restorative approaches – *See options below*
- ❖ Participants use experiences and skills as best they can, especially as participants in existing or new processes – All
- ❖ A slideshow from the program was developed and circulated - *complete*

Options

Overview

Following the pilot program delivery, a debriefing meeting was convened to further explore lessons learned and contemplate options for future program development. This meeting tasked a smaller group (Jessica Bratty, Dave Moore and Stephen Geiger) to further develop future options and complete this lessons learned report.

The figure below reflects that the options build off one another and are not mutually exclusive. The model advanced is one of a “gradient” of options, where any prospective party, depending on their needs and experience, may engage along the gradient to advance their capacity development objectives.



Other foundational concepts to any future program development include:

- ❖ Participants in the program need to be engaged in its design and delivery – like in PDCs, people need to be part of the solution and the “training” needs to be developed in the image of the “problem”. Key to this will be use of real-life vignettes and role plays.
- ❖ As the program is further developed, there emerges a growing community of “leaders” that can further support a legacy of improved relationships, tools and skill sets. This growing network needs to be fostered, possibly into the evolution of a “training/resource” centre, as contemplated in Stage 3.
- ❖ The program design team should follow a three step process:
 1. Preparation. Engage parties in design and needs assessment. Early course logistics and confirmation of participants – this involves identification of key partners and working internally within organizations to secure involvement and assess availability.
 2. Program delivery. Completion of course materials, training vignettes and role plays. Delivery over an appropriate time frame – e.g. initial pilot suggested too little time to properly assimilate information.
 3. Output delivery. Implementation of next steps, if any identified from Stage 1 programs, actual implementation agreements if in Stage 2, and/or support from broader “training/resource centre” as per Stage 3. (see figure above).

Option Description and Next Steps for Potential Implementation

Stage 1: PDC concepts and application only

This option would entail taking a similar approach as the 2011 pilot, and implementing it in other geographic areas. For example, participants from the Skeena and the Okanagan attended the 2011 Lower Fraser pilot and may see merit in doing a similar course in their areas in 2011/12. For example, people may want to get together to identify what it would take to begin some local or regional collaborative initiative under contemplation, or to assist in local situations where difficulties are being experienced.

This option could also be adapted to a particular organizational context to develop the management infrastructure to respond to the complex currents of change that are underway that require new approaches and skills in “external” relationships, and roles and responsibilities “internally”, and an important investment in the competencies needed to discharge them.

This type of program might need to be accessible “internally” within a number of organizations, e.g. DFO, recreational, commercial, ENGO and First Nations organizations might all wish to consider what a capacity building platform could provide them. One approach could be to conduct a short ‘internal’ primer session in advance of a multi-party session, to provide a space for an organization to determine how best to advance their interests and bring about alignment and integration around those interests to take best advantage of the multiparty session. This approach would be consistent with one of the key lessons of the 2011 lower Fraser pilot – that the mix of people in the room (ie. operational and regional, and multiple interests) created the basis for the networks and relationships that were established, which formed an important basis for the learning and experience.

For example, DFO, where some interest has already been expressed, could initiate a “primer” session in advance of a multi-party program to further enhance skills of key staff members on improving decision making and resolving conflicts. It might be in DFO’s interest to explore this option since while DFO is a partner in existing and emerging collaborative processes, it is a “partner- with- a difference” because of its authority mandate. If there is not internal clarity on the implications of this within DFO structures and personnel, it is not reasonable to expect it will be forthcoming from other partners. Mixed messages, leading to conflicting responses internally and externally, combine as the chemistry of conflict. There is a lack of understanding of the role government can play in PDC process, and it will be important to develop the skills internally to support, where appropriate, the use of PDC as a tool to help advance government interests.

Considerations for a Program Developed with a DFO Organizational Focus:

An important first step would be to pull together an internal DFO “development/design” team that would help envision and plan the program and continue to serve as an advisory/co-ordination group. It

would also be helpful to have an institutional partner involved as early as possible to guide program delivery and administration. This is discussed further below.

In an organizational context, such a program might be called:

“Making Peace and Decisions in Fisheries: Developing Management Competencies for Collaboration”.

The program would cover key concepts, skills, and tools to be sure, but as importantly would provide a space to bring management staff together who are all struggling to understand the place, roles, and responsibilities of building and participating in collaborative structures within a departmental structure. It will also provide the organizational space in which to consider the challenges of alignment horizontally and vertically, consistency across the region and beyond, and long term resiliency in institutionalizing collaboration. This design would need to include within it a “class-space” to bridge the experiences of people from the front lines (ie. area and regional managers) with those engaged in policy development (ie. regional and Ottawa staff). Out of this might grow **clear expectations, and guidelines** as to what departmental expectations should be at the beginning of a PDC, how to participate effectively in them, and when not to. A key focus would be to develop coherency around the relationship between emerging collaborative processes, and conventional authority driven decision making processes with their adjunct advisory outreach. An important tool to support the training is the ISDF’s Governance Guidebook entitled **“A Practical Guide to Collaborative Fisheries Governance: A Guidebook for BC Salmon Fisheries”**.

Role of an Institutional Partner

Future program development would likely benefit from the early inclusion of an institutional partner to guide program delivery and administration. For example, the program “development/design team” could build off the expertise within the Learning Strategies Group (LSG) of SFU School of Business who specialize in building learning programs to respond to specific organizational needs. Melody Taylor, Associate Director of LSG, participated in the Governance Tools Group’s early program planning discussions, and also attended the course delivery as an observer, all with a view to developing a background familiarity. Further details on LSG’s approach and competencies are noted below:

The Learning Strategies Group at the Beedie School of Business at Simon Fraser University collaborates with clients to develop strategic learning solutions that address a wide variety of organizational needs. LSG believes that organizations receive the highest value and greatest impact from learning solutions that bring stakeholders together to work on relevant issues and proactive skill development. The focus of their work is to build capacity and capability, in partnership with their clients and to support them in achieving their strategic and operational goals. LSG approaches each client and industry as a unique organizational learning challenge. Through working closely with key stakeholders at every stage, LSG ensures that learning resonates with individuals and aligns with organizational requirements.

LSG has developed, designed and delivered learning opportunities for a diverse range of industries and communities from mining to healthcare to high tech to First Nations; it has

worked with Corporate Directors, Senior Executives and Managers from private and not for profit sectors. Over its 12-year history, it has developed strategic learning solutions for many leading organizations including BC Hydro and BC Transmission Corporation, Teck, Alcan, PMC-Sierra, Provincial Health Services Authority, ICBC and many others.

The Justice Institute is another potential institutional partner, although based on the lessons learned from the 2011 pilot (see page 10), may be better suited to providing content competency in a more generic sense in specific content areas (e.g., targeting training on communication skills, conflict resolution, etc) in Stage 3 program delivery.

In contrast, LSG's model is to develop programs responsive to needs, and coordinate the best way for meeting those needs from different instructors (ie. from its own staff and elsewhere who actually deliver the program) and instructional sources and partners (such as the Justice Institute). This role has the potential for ensuring consistency and integration as a program unfolds, so that each individual component is not fragmented without an overall vision for how the program fits together.

Key Next Steps

Immediate next steps to advance this option might include:

- ❖ Explore interest of other regions to build off the 2011 pilot in their areas. A suitable lead on this is the Monitoring and Compliance Panel.
- ❖ If interested, DFO to establish a program development/design team and:
 - Explore interest and commitment internally
 - Decide on an institutional partner
 - Develop draft budget

Stage 2: PDC concepts and application, designed and facilitated to achieve a recognized group need or outcome

This option would entail PDC training being adopted by communities of interest/place to have difficult conversations and help them find solutions that fit their context. Where appropriate, a "course" can be designed as an "intervention" from the outset to dig deeper into "Stage 4 – Implementation" considerations, so the groups participating have a road-map for moving forward together following the course itself.

An immediate opportunity to advance this option would be to build upon the momentum and experience of the 2011 lower Fraser pilot group. Such an undertaking might be called:

"Making peace and Decisions Phase 2: Navigating Conflict in the lower Fraser River"

In Phase 1 – ie the 2011 pilot - participants were drawn from First Nations, sport fishing interests and DFO management from the lower Fraser River to participate in a pilot Participant Driven Course (PDC) training project because of their progressive efforts to “get along in the fishery” following an altercation on the river over two years ago. The PDC course covered key concepts and tools with participants in the first two days, and then they were presented with an opportunity to apply the skills in a practical way through role-play over another two days. The careful crafting of “vignettes” allowed this role playing in relevant though artificial situations – they were however so practical in their own way that at times the participants were unsure whether they were role playing or working their way through difficult conversations of their own in real time.

Coming out of the Phase 1 training, participants were able to validate principles for effective communications from their own experiences. As well, they were exposed to effective ways to build processes and approaches for reaching decisions and resolving differences going forward. Leaving the controlled environment of the PDC-course boardroom, these participants expressed readiness to begin working on more formalized agreements among themselves, more structured plans, and perhaps most significantly, they signalled readiness to tackle some of the more difficult conflicts that may arise between their fisheries in the lower Fraser River. This was a clearly identifiable outcome from the PDC course and provides the path for working through conflict that may arise between these two interests in the lower Fraser River salmon fishery.

Phase 2: Supervised Implementation

The Fraser River Salmon Table has proposed to work through some practical next steps in making peace and decisions in the lower Fraser River sport and Aboriginal fisheries in 2011 – this will entail formalizing their existing working group process and taking steps to build an agreement among the parties. The formalization of the process among the parties will be a matter of creating agreement on roles and responsibilities with a view to the practical matters associated with the long term growth of the fishery. The latter “agreement among the parties” will involve practical activities that keep the parties engaged, but will depend a great deal on their ability to resolve conflict. Building a durable process to manage conflict in the lower Fraser River salmon fisheries will be critical to the long-term viability of any agreement between the parties, and is therefore the focus of Phase 2.

The following objectives and approaches are proposed to guide Phase 2:

1. Write your own Vignette (August 24 – 26?, 2011)

The purpose of this strategic intervention would be to assist the parties involved in the Phase 1 pilot to navigate their way through a conflict in the lower Fraser River during the peak of the fishery, using the skills they learned in the classroom. The project might:

- Engage the Joint Sport fishing-First Nations Working Group in planning the agenda for a single day meeting to “write their own vignette” during the 2011 sockeye fishery;
- Organize with the M&C Panel and the supporting facilitators (likely CSE Group, perhaps through SFU’s LSG) to build the agenda to guide the participants through a conversation on the conflicts;

- Facilitate this meeting around a supervised interactive discussion designed to navigate the Parties through an exercise to better understand the conflicts in the fishery in 2011 and to validate the lessons learned in the classroom insitu – separating the easy wins from the difficult matters; developing a framework agreement on longer-term issues among the Parties;
- Complete session with a celebration of the successes to date (consider the Charlie family Long-house)
- Consider inviting in special guests from senior government to the celebration.

2. PDC progress check (February 15-16?, 2012)

The purpose of this session will be to check-in with the participants later in the fiscal year to determine the health and vitality of the process (can it endure?). The project might:

- Assess progress on the key elements of the framework agreement
- Determine the abilities and gaps in the group’s capacity to progress on plans for next steps of their joint working group
- Formulate next steps in PDC support (if any) to accommodate next steps

Key Next Steps

Immediate next steps to advance this option might include:

- ❖ Confirm support for specific objectives identified.
- ❖ Confirm necessary support to implement
 - Develop draft budget
 - Confirm CSE Group or other facilitating partner

Stage 3: PDC concepts and application, delivered as part of a broader capacity building program

This option would entail more extensive program development and the completion of a comprehensive Business Plan which articulates the rationale, risks, funding requirements and options for establishing a kind of “training/resource centre” that provides a common platform for the assessment and delivery of training needs and partners. In addition to PDC concepts and application, the “training/resource centre” might link various training partners to support capacity development in:

- Circle processes, Restorative Justice
- Effective communication
- Conflict resolution, diffusing conflict “in situ”

- Board basics / development – to grow the basic Director skills for the growing number of not-for-profit collaborative governance models in fisheries
- Possible technical fisheries training needs, to be explored if relevant and “adding value” to existing programs.

It is recognized that for this option to be useful and constructive, it would need to build off, and be supported by, existing training delivery mechanisms.

Key Next Steps

Immediate next step to advance this option might include:

- ❖ Identify a team and leads on development of a Business Plan
- ❖ Explore interest among other partners, e.g. HRDC etc.
- ❖ Obtain funding to support the development of a Business Plan
- ❖ Write the Plan!

Conclusion

There was tremendous positive forward momentum generated from the 2011 pilot capacity building program “Making Peace and Decisions in the Salmon Fishery: Building our Capacity to Work Better Together”. This report outlines the key lessons learned and options for future program development. The immediate next steps identified are both feasible and simple to accomplish. It is hoped that capacity building of the kind outlined in this report can be a lasting legacy of the Integrated Salmon Dialogue Forum.

APPENDICES

Appendix 1: Participants

Ernie Crey	Stolo Tribal Council
Dalton Silver	Sumas First Nation
Clint Tuttle	Sumas First Nation
James Leon	Chehalis First Nation
Willie Charlie	Chehalis First Nation
Kelsey Charlie	Chehalis First Nation
Wylla Pooler	ONA Monitor
Colette Louie	ONA Monitor
Andrew Clarke	ONA Monitor
Colin Marchand	ONA Monitor
Mark Duiven	Skeena Fisheries Commission
Grand Chief Ron John	Chewathil First Nation
Frank Kwak	SFAC - Upper Fraser
Rod Clapton	BC Federation of Drift Fishers
Leigh McCracken	BC Federation of Drift Fishers
Vic Carrao	Guide
Ed George	BCWF
Virginia Persson	BCWF
Doug Clift	C&P
Mike Jones	C&P
Randy Nelson	C&P
Dave Moore	Fraser River Salmon Table
Dave Barrett	Fraser River Salmon Table
Don Radford	DFO South Coast
Angela Bate	DFO Region
Corey Jackson	DFO Region
Barry Huber	DFO Region
Wayne Saito	Province of BC
Ryan McKeachern	CSAB (Area D & E)
Marion Robinson	Fraser Basin Council
Glenn Sigurdson	CSE Group
Barry Stuart	CSE Group
Jessica Bratty	CSE Group
Stephen Geiger	Monitoring and Compliance Panel
Bert Ionson	Governance Tools Group
Jason Morgan	DFO Lower Fraser
Barb Mueller	DFO Lower Fraser
Chris Gosselin	RCMP

Appendix 2: Statement of Understanding

*We have a single wish, that's to save the fish
For our generations to come.
We must park our egos, trade them in for eagles,
and embrace the view from above.*

*With respectful views, we must make the choices
of how to manage the resource.
So when we land in our nests, knowing we've given our best,
to plot a unified course.*

As participants in the "Making Peace and Decisions in the Salmon Fishery" course,
I commit to applying what I've learned in pursuit of:

- peaceful outcomes and better decisions,
- improved relationships among us,
- helping our organizations to encourage Participant Driven Collaboration

as a legitimate means of building effective working relationships.

[Appendix 3: Course Agenda](#)

Building our capacity to work better together:

A pilot program in the lower Fraser River

January 18 & 19, 2011 (Part 1)

February 15 & 16, 2011 (Part 2)

**Instructors:
S. Glenn Sigurdson
Barry Stuart
Jessica Bratty**

**Sumas First Nation Community Room
2788 Sumas Mountain Road,
Abbotsford, BC**

Advance Assignments / Reading:

1. . Be prepared to tell us about:
 - a. A situation that involved negotiations to resolve a conflict in which you felt that a good outcome was achieved- – at home, work, or other?
 - b. What was good about it?
 - c. What did you do to make it a good experience?
 - d. What was it that someone else did that made it a good experience?

2. Recommended: Read *Building Consensus for a Sustainable Future: Putting Principles into Practice*, Gerald Cormick *et al*, National Roundtable on the Environment and the Economy, 1996.
<http://www.nrtee-trnee.com/eng/publications/building-consensus/NRTEE-index-building-consensus.php>

“Homework” Between Part 1 and Part 2:

1. Read Modules 1 – 4; and
2. Prepare yourself for the opening session on Feb 15th, where each of the discussion groups will be asked to lead off a recap of the key concepts covered in the program to date.

The opening session will be focused on the following question:

For each of the vignettes, what Guiding Principle(s), if they had been in place, might have made a difference to the outcome of the dispute?

Please note that while the following provides a relevant overview, as in actual discussions where interests are being negotiated, a degree of improvisation and flexibility may alter course structure and order.

Day 1: Tuesday, January 18th

8:30 AM Coffee, Tea, Snacks

9:00 AM Sumas First Nation Welcome and Opening Prayer

COURSE OVERVIEW AND OPENING THE LENSES

- Overview of program
- Participant co-introductions - description of a situation where negotiation yielded a positive outcome.
- What are three things that make a conflict experience positive?

BREAK

Work over the course of Day 1 will draw from, and integrate, interactive discussions that flow out of a discussion of four fisheries “vignettes”/case studies and presentations by the Program leaders on core concepts and approaches. The flow and sequencing of information and discussions will be flexible.

Interactive Session #1: Participants will be split into small discussion groups and given a vignette/story to work through. The purpose is to involve participants in issues and dynamics that are deeply familiar to them, and building out of their own experience, find new and different ways to think about how to approach them.

LUNCH

Each group’s report will form the basis for an initial debriefing circle, and build toward the following **Key Strategic Lenses**:

- ❖ Relationships as an asset
- ❖ Clarity of Expectations
- ❖ Managing at the edges
- ❖ Process for the purpose, and the players
- ❖ Safe places for difficult conversations
- ❖ Strength through diversity
- ❖ The power (and limits) of consensus
- ❖ Sustainable outcomes through sustainable relationships
- ❖ Conflict is opportunity
- ❖ A “Good way to a good place”

The day will conclude with a closing circle in which each participant will be invited to identify the most important lesson or concern that he/ she has concluded from the day's activities.

Summary of themes. Introduction to Guiding Principles

Closing circle

Day 2: Wednesday, January 19th

8:30 AM Coffee, Tea, Snacks

9:00 AM Opening

MORNING: Diverse Interests

Finding common ground and building bridges across different ground

- ❖ Characteristics of the challenge
- ❖ Negotiation as a process: four phases
- ❖ The Guiding Principles, with examples
- ❖ Recognizing rights, mandates, and responsibilities
- ❖ Consensus and consultation

Exercise: Identifying and understanding the impact of values.

Applying some learnings to date: Introduction to "Circles"

AFTERNOON: Agreeing on How to Work Together

Building "safe places for difficult conversations"

Critical to building, enhancing or restoring relationships is to focus first on creating the context – a safe place to pursue a common purpose.

- ❖ Achieving **clarity of expectations** as to purpose, roles and responsibilities, structures, and expected outcomes.
- ❖ Developing clear understandings or "ground rules": Involves **energizing discussions** around questions like:
 - Talking about how to talk – why it is about more than "TOR"
 - Creating clear expectations as a foundation for effective working relationships
 - Developing capacity to anticipate issues
 - Implement proactive processes to prevent and respond to conflict
 - How to get going in a good way

Interactive Session #3: Building the connections that can bridge the local to the regional, and vice versa, and among scales.

- “Assignment” for the next phase of the program.
- Group contact info and conference call logistics

Closing Circle

Phase 2: Desired Outcomes

The focus of Phase 2 of the program is on “applying the concepts” explored in Phase 1. Specifically, the session is designed to provide participants with:

- ❖ Hands on experience with the practicalities and nuances of implementing the four stages of a PDC process in simulated situations. Key cross cutting concepts we anticipate will emerge include:
 - Core concepts related to PDC are applicable to range of problems;
 - More innovative and resilient solutions come out of collaborative processes;
 - Implementation, implementation, implementation (“if you want someone there for the landing, they better be around for take-off”)
- ❖ Hands on experience as facilitators;
- ❖ Opportunity to discuss their specific experiences, challenges and perspectives on PDCs; and
- ❖ Thoughts on what the pilot program has accomplished, and what needs work to make it better

Day 3: Tuesday, February 15th

8:30 AM Coffee, Tea, Snacks

9:00 AM Welcome from Sumas First Nation and Opening Prayer

ALL DAY: Applying PDC Concepts and Drawing out Key Lessons

Introductions and Overview of Phase 2

Exercise: Discussion Group-lead recap of key concepts covered in Phase 1, through facilitated debrief of the following question:

For each of the vignettes, what Guiding Principle(s), if they had been in place, might have made a difference to the outcome of the dispute?

- ❖ Practical application of the Guiding Principles

- ❖ Relevance to the Four Stages of PDC
- ❖ Emerging challenges and experiences from participants

BREAK

Interactive Session #4: Application of the Four Stage Process. Participants will review a new case study and provided with further instructions. Exploration of key concepts related to Stages 1 and 2 will be done as a group working from “stickies”; Stages 3 and 4 will be in “roles” simulating a PDC. The nstructors will facilitate plenary debriefs to draw out key concepts, tools, lessons and experiences.

Groundrules for Role Plays:

- Be yourself and Be real – no Oscars will be awarded after this exercise!
- Work from the information provided – no points for excessive “ad lib”
- ❖ Stage 1: “Exploring” aka “Getting Started” – Exploring the interest in participation and how to get restarted in a good way a process that is in trouble.

Plenary Debrief identifying Key Lessons and Emerging Competencies, including:

- Importance of getting going in a good way, and options when off track
- Negotiating as a representative – important considerations

LUNCH (11:30 – 12 noon)

Interactive Session #5: Role Play Begins

- ❖ Stage 2: “Framing” aka “Talking about how to Talk” – Developing a framework and ensuring expectations are clear
 - Participant guidelines
 - Process guidelines

Plenary Debrief

Key Emerging Lessons and Competencies

Organizational Values and Communication Styles

Practical Tips for Successful Negotiations

Closing Circle – One word that represents how participants are feeling about the concepts covered to date.

Day 4: Wednesday, February 16th

8:30 AM Coffee, Tea, Snacks

9:00 AM Start

MORNING: Crafting and Implementing Agreements

Interactive Session #6: Role Play Continues

- ❖ Stage 3: “Agreeing” aka “Crafting an Agreement” – Managing the process

BREAK

Plenary Debrief and Key Emerging Lessons and Competencies

LUNCH

- ❖ Stage 4: “Delivering” aka “Implementation” – Anticipating and addressing problems, ongoing managing of relationships internally (ie within your organization) and externally (ie at the table)

AFTERNOON: Next Steps and Closing

Key Insights on Successful Implementation

Next Steps from this Program

- ❖ Contact List

Course Evaluation

Closing Circle