THE INTEGRATED SALMON DIALOGUE FORUM

A Gathering to Widen the Circle

A REPORT ON THE DIALOGUE

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Aknoweldgements:

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INTRODUCTION

The vision for the *Widening of the Circle,* developed by the participants, was a special event within the continuing series of events and activities that had been taking place within the Integrated Salmon Dialogue Forum (ISDF) over the preceding two years. It was to be highly interactive. Discussions would be informed by a broad and diverse range of perspectives across all sectors. It was not to be a "conference' – there would be no presenters, only participants in a dialogue, some of whom might be lead discussants to open the dialogue. The goal was to get people thinking both about what the participants within the Forum are trying to do, and how to go about getting there.

It would be both a place and a point in time where the participants would "review where we will widen out the circle of involvement in the discussions of the Forum, hold ourselves accountable for what we have done and not done, breathe additional energy - insights and experience - into the conversations, and consider if and how we can go forward most effectively.

The objectives of this dialogue were to:

1. Widen the circle of engagement in and understanding of the ISDF
2. Challenge ourselves and the Forum on where and how we could do better
3. Generate new ideas based on information, collective experience and insights on the work of the Forum, building on existing focal points; i.e.,
   a. Monitoring and Compliance
   b. Decision Making
   c. River and Resource Management
   d. Governance
4. Generate ideas for future directions and actions.

Over the two and a half day dialogue, participants were asked to identify attributes of successful fisheries governance relevant to BC. During this process resistors and enablers to successful fisheries governance were revealed and strategies to address them were noted.

To clarify, the term "governance" is meant in the widest sense; that is, how we make decisions, plan and resolve disputes, and create the institutional arrangements and structures at different scales (local, watershed, regional, provincial, national) and levels ("high beam/policy" and "low beam/operational"). This includes specific reference to three key areas of focus by the ISDF to date: Monitoring and Compliance; Decision Making, and; River and Resource Management.

What follows is a combination of a synthesis of the presentations and dialogue, questions and answers and direct quotations. Different views and perspectives expressed by individuals are reflected in this report but do not indicate consensus or agreement by the group. The chronological order of discussions was respected but in some cases input has been moved to better reflect the thematic sections of this report. An agenda and list of participants are included as appendices.

PERSPECTIVES ON A 2020 VISION FOR BC SALMON FISHERIES

Through a combination of brief presentations and small group discussions, this session explored the idea of a vision for BC salmon fisheries. The following scenario was pitched. The year is 2020."A sustainable future for the Pacific Salmon Fishery" is the headline, and the article that follows describes the transformation to healthy, viable fisheries, and the cultural vitality of communities. Pundits attribute this remarkable transformation to the introduction of collaborative governance structures over a decade ago.

Do you agree or disagree? Why? Do you believe there have been other factors at work, and of these what has been the most significant?

HIGHLIGHTS OF DISCUSSION

Governance

New governance is needed – it provides for a more objective transformation of the resource.

- the status quo is not working
- DFO management models don't work
- we need to recognize that government doesn't know how to solve the problem

- we need to reach out, engage the public and build the critical mass required to effect change
- wholesale behavioural change is needed
- what will cause people to turn attention from protecting their own interest to solving problems for the collective good
- we will need clear secure shares and confidence in compliance
- we need the political will
  - if you have consensus then you can drive the political will
  - create these powerful structures and government has to devolve power to the structures
- we need to start at the local level – leaders in the communities and building relationships is important
- we need more local and regional decision making
- enablers – ensure that adaptability is part of the process; focus on the plan; decide where you want to end up and then follow that and adapt along the way

Collaborative governance is one tool but many other factors need to be considered.
Adaptive co-management is important.

- we need solid principles to make this happen
- dialogue builds trust and understanding
- we have to temper our expectations with reality; e.g. climate change

"I am a proponent of this model. Before this, we had stakeholder discussions, one stakeholder at a time in isolation. … The status quo isn't working … collaborative governance can be meaningful and integrative … common table, common solutions … importance of transformation is stability"

Access

- more certainty is needed
- conservation is a high priority to protect genetic diversity
- harvesting must respect conservation units
- we need to clarify shares in fisheries and have clear ways to adjust shares
- we must agree that allocations for First Nations are increasing
- disputes must end for stability
- if fisheries are going to change and access is unsure then there is fear and protectionism
- we have to work on harvest rules

Information is Key

- we need honesty and freedom in dealing with data
- we need good data on fish stocks, climate change, habitat loss and threats
- marine survival declines – are they temporal changes or long-term?

Marine Eco-certification

- there are barriers because of program design
- there are unclear standards
- has not proven to protect biodiversity

Need for Action

- need to set one goal and work on it together to solve a problem
- this would establish trust and build momentum
- start at the local scale and get it right
- focus on building capacity
- example of the credit union model – there is a set of modules – need to learn this before you can begin and then keep building on these models to stay up to date

" We need positive action to re-energize the group and bring back hope … the elements are there, we just need to take steps towards doing things".

Overview of the Integrated Salmon Dialogue Forum

What the Forum is

The Integrated Salmon Forum provides a collaborative and inclusive opportunity for all interests to work towards a fully integrated sustainable salmon fishery in ways that respects the Wild Salmon Policy and serve both people and salmon.

The participants have agreed to make the best effort to work through their respective processes, agencies and organizations to give effect to any consensus reached in the forum, and to address any differences that emerge. (Existing processes will be respected, and wherever possible, work within the Forum will endeavor to connect with and work through or in tandem with them. Where this opportunity does not exist, or existing processes cannot be adapted, activities within the Forum will look to best practices of what has worked and not worked.)

The Forum, and its goals, have been agreed upon by all participants. It has not been

prescribed or stipulated by DFO or any other authority. The participants determined its mandate (January 29, 2007) (See box in next column).

The Forum is a "place" where conversations across sectors that might not otherwise happen can happen on the most difficult and intractable issues facing the salmon fishery. It was envisioned as big picture, and "high beam", across all sectors and regions, informing itself where helpful on "low beam" experience.

It works through the incubation of new ideas/approaches/possibilities to the issues identified by the Forum which can draw support across sectors and bring them forward to inform existing decision-making structures, both within governments and sector based organizations.

It is a "place" for the participants, "to do something different" and "to do it differently" in cross sectoral conversations, as a partner, not a proponent.

The forum is a place where each partner may articulate their goals and interests (Figure 1).

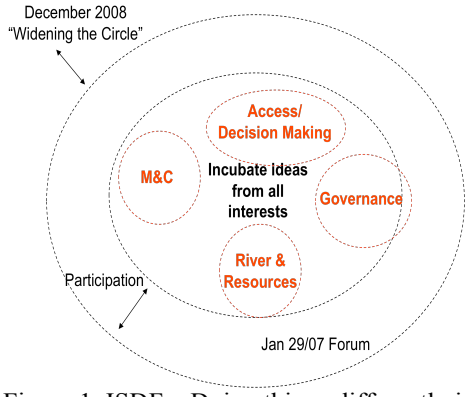

Figure 1. ISDF – Doing things differently in a different way.

The Forum has the following focus areas: decision making (governance), monitoring and compliance (M&C); and watershed management.

A work plan was made in April 2008 and we now want to build this process, get more ideas and more energy and identify next steps, ultimately building and expanding the collaboration.

Background: (Adopted January 2007)

Big picture issues across sectors in a fully integrated fishery have been increasingly coming to the surface in many existing processes and bilateral initiatives. Would it be timely to explore the possibility of drawing those conversations together was a question many were starting to ask, not to affect or replace existing processes but to support and add value to them by addressing difficult discussions across sectors that needed to happen but were not happening in any focused way.

Glenn Sigurdson and Barry Stuart, who have worked in the middle of many complex situations relating to resources helping parties to build effective processes to deal with difficult and important issues were invited by the RDG , Pacific region, to explore this possibility in any manner they felt would be appropriate.

Those explorations took place in the fall of 2006 in the form of broadly based individual discussions and two "visiting committees" where perspectives across sectors had an opportunity to engage about the desirability of an initiative along these lines, and what form it might take.

What became clear through this exploration was that here was a broad based support for moving the discussions forward. An initial meeting was held on January 29, 2007, at which time the participants reached agreement on this description of the process as something they could take back to their respective constituencies and share with others what was starting to take shape within the Forum.

This has continued to evolve in meetings on February 19th and March 19th, 2007. Over the course of these meetings a more complete set of understandings has evolved with respect to the process, and work has been underway within the three working groups. The Forum process continues to grow and evolve in concert with the interests and wishes of the participants, and owned and directed by them.

Drilling into the Dynamics of Decision Making

What is Collaborative Fisheries Governance?

Collaborative fisheries governance is the process of reaching shared outcomes and resolving differences among all sectors and governmental interests in a manner consistent with the conservation and sustainable management of our salmon resource. Improved collaboration leads to more effective decision making with a broad basis of support and more enduring outcomes (Figure 2).

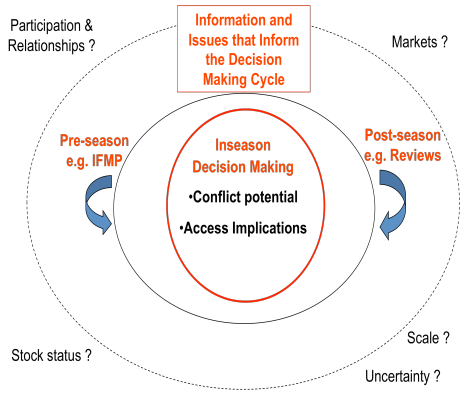

Figure 2. Drilling into the dynamics of decision making.

We need to look at real people, applications to fish, and people affected in real ways.

Can we build a guidebook that would be useful to managers and everyone alike? The challenge to do this successfully is to use a scenario for the purpose of furthering conversations about the goal of designing a best practices guide that will be transparent for managers and others alike. The following case studies, involving three stocks of Chinook salmon in the summer of 2008, will help to address this challenge.

Decision Making in the Salmon Fishery

Discussion opened with some initial comments by Wilf Leudke, and Bert Ionson, Fisheries and Oceans Canada.

Fishery management involves three major stages: planning, fishery implementation, and assessment and evaluation (Figure 3).

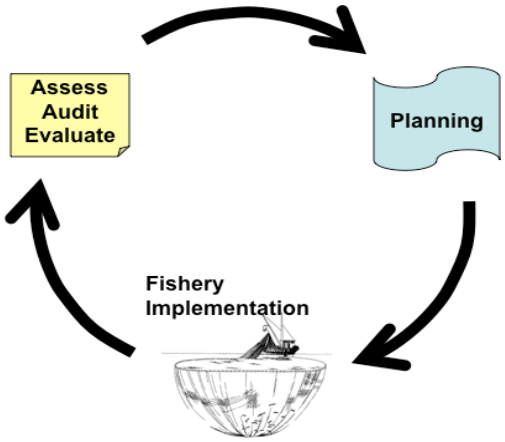

Figure 3. Fishery management cycle.

The cycle happens at both the local and Pacific Regional scale (Figure 4).

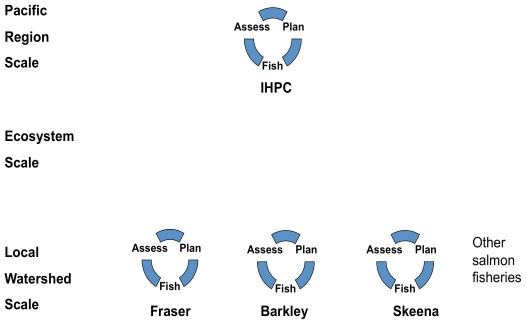

Figure 4. Fishery management cycle happens at different scales.

Decision-making occurs in each of the three phases: pre-season, in-season and post-season.

Case Studies

This work examines how decisions were made in 2008 for management of three stocks of Chinook salmon, the Fraser, Somass and Skeena stocks, taking into account the whole fishery management cycle.

In a collaborative process we consider what a decision management plan would look like, including the components: biology, understanding of information, and presentation (so that everyone is provided with an understanding to build the plan).

The process must also take into account the Wild Salmon Policy and how to incorporate the precautionary approach. In addition, it must take into account the socio-economic elements, local knowledge, environmental impacts and decision rules around access and allocation and

the intents of these decision rules. It must also address the management performance measures.

Fishery management processes are different at different scales. This work compares and contrasts three different stocks at three different spatial scales.

The case study process included:
- Development of an information collection matrix by the In-season Management Working Group of the ISDF.

- Matrix focused on:
  - Chinook management for 3 stocks
  - Process transparency, consistency, participant roles and responsibilities, information and objective setting in a pre-, in-, and post-season context.
- Information collected by B. Ionson and commented on by In-season Management Working Group as well as other key individuals involved in the management process.

In the matrix, we looked at what the process was for each of the three areas and considered:
- was the process transparent?
- how consistent was the process?
- was it the same in previous years, or was it different?
- what were the roles and responsibilities of participants?
- was there adequate information?
- what objectives were set in the pre-, in- and post-season contexts?
- analysis of risk

Key Features

Figure 5 lists the key features of the Somass, Fraser and Skeena Rivers.

Somass

The Somass is the least complicated, with one strong stock that supports three harvest sectors with a minimum of conservation concerns. The fishery takes place in a terminal area, there is good information available, and there is an integrated forum with decision making by participants. Allocation is widely understood.

Fraser

The Fraser is the most complicated with strong and weak stocks, some of low status and some 'at risk' status, with significant information deficiencies. There is a broad range of harvesters all of which impact Chinook, as incidental catch or bycatch when targeting sockeye, with no agreed upon information on relative impacts. There is no mechanism to collectively assess a broad range of First Nations' interests. While there is strong technical support for First Nations at the broader level, there is limited support at the band level. There are insufficient resources for First Nations stakeholder advisors, leading to reduced ability to engage First Nations in multi-sector processes, and these processes are not integrated. Decisions are made by DFO and decision rules are not documented. There is no feedback loop and no risk assessment.

Skeena

The Skeena is less complicated than the Fraser but more complicated than the Somass. In this river, fisheries are in one management group but there are a number of different stocks. Relatively good information is available and there are opportunities for all sectors to participate in the planning process. Management is engaged with First Nations bilaterally, individually, or in some cases at the tribal council level.

In summary, planning and decision making for the Somass involves an integrative process, whereas planning on the Fraser and Skeena involves more of a stovepipe approach with individual discussions between DFO and sectors. The roles and responsibilities are relatively well understood on the Somass and the Skeena, but not on the Fraser, where in addition to having a number of different organizations, there is a broad geographic range, with each area having different management priorities, and the roles and responsibilities are not well understood. In addition, it is difficult to get the information out in the Fraser. Both the Skeena and Fraser have no mechanism to collectively assess First Nations advice or to engage First Nations in a multi-sectoral process. There are concerns for each of these areas about system information, which tends to be received sporadically and may be unreliable, although on the Somass it is generally adequate for planning. Non-DFO technical support that is available to tribal councils is helpful and provides capability to assess and explore different fishing plans, and explore impacts, but at the band level there is no technical or financial support.

Somass River Key Features:	Fraser River Key Features:	Skeena River Key Features:
• "simple" system – one strong stock that supports 3 harvest sectors with minimum of conservation concerns • complete information base • management challenges arise with harvesters fish in one general area; management decisions are reached with consensus • incidental catch in other areas low	• 3 timing groups addressing 5 different life cycles and a broad range of productivities and 'status' levels • diverse range of harvesters – geographically dispersed with significant incidental catch (catch of "stocks of concern" while targeting "abundant" stocks) and as bycatch (catch of Chinook while targeting other stocks) • significant information deficiencies	• fishing targeted on one management group comprised of a number of different stocks with a range of productivities • individual stocks of concern with variable levels of return • information sufficient for management. In Canada, harvest undertaken by First Nations, recreational and commercial fishermen

Figure 5. Key features of the Somass, Fraser and Skeena Rivers.

Comparison of Pre-season, In-season and Post-season Planning Processes for the Somass, Fraser and Skeena Chinook Stocks

Pre-season Planning

Pre-season planning discussions in 2008 followed the predictable patterns established in previous years.

Pre-season discussions occur at:
• First Nations: Tribal Council or, if requested, at the Band level
• Recreational sector: local harvest level, the sub-regional level (north and south) and at the regional level
• Commercial sector: (all sectors plus environmental advisors) at the IHPC to discuss contentious issues
• Opportunities for all sectors to participate

No decision rules were set out in the Integrated Fisheries Management Plans for any of these systems.

The overall pre-season planning for the Somass River included fishery planning focused on an integrated fishery in a geographically discrete area by participants in that fishery. It was participant driven. In contrast, the overall pre-season planning for the Fraser and Skeena Rivers was undertaken by multiple interests and focused on several fisheries over a broad geographic area. There was uncertainty about the impacts on stocks of concern and decisions were ultimately made by DFO, making the process authority driven.

The roles and responsibilities in the pre-season planning process vary for each region. In the Somass and Skeena, the roles and responsibilities are understood but in the Fraser, the roles and responsibilities are not well understood due to significant challenges, challenges that include complexity of stocks with a poor information base, a broad geographic range with differing management priorities, decentralized management and other issues. Also there is no mechanism on either the Skeena or the Fraser to collectively assess a broad range of First Nations advice or to engage them in multi-sector processes.

In terms of pre-season information, all systems observed that information considered pre-season was received sporadically or late. There was strong technical support (non-DFO) for First Nations collectively to assist in the explanation of the information, fishing plan options and impacts but there were varying levels of technical support for individual bands and no technical support for commercial and recreational sectors. In the Somass, the information pertaining to the Chinook return was accepted by all and fishery planning proceeded. In the Fraser and Skeena regions, the status information was accepted but there was no agreement between some upriver harvesters and marine harvesters about the

impacts of mixed stock fisheries on stocks of concern.

In terms of pre-season objectives and risks, the risks were not explicitly identified for any system and there were no "decision rules" set out in the IFMP for any system. In the Somass, participants understood thresholds (conservation, FSC only and shared opportunities). In the Skeena, broad "decision rules" pertaining to the commercial and recreational fishery were evident.

In-season
In terms of the in-season planning process, the Somass and Skeena unfolded as expected and early season information was transparent and consistent. For the Fraser, however, as fishing was implemented it became clear that the returns of the spring summer stocks were very low and DFO made decisions to limit or minimize the impact on those returns. While the roles and responsibilities for in-season planning were understood on the Somass and Skeena, they were not well understood on the Fraser. For all areas catch information was available on a weekly basis for commercial and First Nations sectors, but it was not good for the recreational sector where it was available only on a monthly or annual basis, or by estimates. In all cases the aggregate numbers are provided but not the status of particular stocks.

The overall in-season process was seen as open, transparent and consistent for the Somass and Skeena areas but for the Fraser, the 2008 information was seen as anomalous. Measures were invoked for early timed groups consistent with pre-season planning; measures were invoked in-season to address concerns for spring-summer stocks with the availability of new information analyses.

The in-season roles and responsibilities were understood in the Somass and Skeena regions but not well understood in the Fraser.

In-season information on commercial and First Nation catch was available weekly in all areas. Recreational information was available monthly in the Fraser and Somass or annually in the Skeena (marine) or by estimation (in-river Skeena or upriver Fraser). Test fishing information was available daily in the Skeena but was insufficient to provide status of individual stocks. In contrast, the catch information for the Fraser was insufficient to determine impacts of marine fisheries.

Post-season
Post-season information is provided to groups in all three case study areas. For the Somass, the information is evaluated and issues are discussed in an integrated context, while for the Skeena, information is disseminated to the integrated group but the evaluation is conducted by the groups bilaterally. On the Fraser, information is disseminated and assimilated bilaterally.

Issues

There are a number of concerns that arise when comparing the planning processes for Chinook stocks in these three systems, including:

- insufficient time for advisors to consider information, consult constituents and develop alternatives
- information is lacking or received too late
- capacity is limited at all levels and there is not enough time and funding to do a good job of analysis
- there is an inability to fully engage First Nations in multi-sector processes
- in non-integrated settings such as the Fraser and the Skeena, there is insufficient feedback regarding how advice is considered and how and why decisions are made. There is no explanation for decisions that are not consistent with advice.
- there are either no decision rules, or decision rules are not being revisited on a regular basis
- there are no consistent objectives for evaluation of risk
- linkages of participants in local integrated processes to regional integrated processes are uncertain

Decision-making exercise

Small groups considered a specific fisheries management decision-making scenario and identified primary lessons/best practices regarding the dynamics of decision making emerging from the scenario exercise, their experience, or the presentations. A synthesis of the highlights presented by the small groups are described below.

Science and Information

There is a need for good science and credible, clear information that is available to all and communicated in such a way that everyone can understand it. There must be equal and fair access to information and it is important to ensure that information is available at the earliest opportunity in the season. We need to strengthen the availability and timely release of catch and run size information in-season.

"We may want to consider the concept of an independent trusted body to deal with science – similar to the International Pacific Halibut Commission"

The Decision-Making Process

Trust must be built before you can bring people together and time is needed for trust to develop. This process must be inclusive of all legitimate interests and there must be a commitment from DFO that this is where decision making is happening. There needs to be resources and institutional capacity to support the process, and there needs to be clear documentation of the process and communication of the outcomes.

Linkages

There must be linkages between local and broader scale processes. We need to link watershed or stock groups to regional processes; for example, allocation within the sectors and between the sectors.

Fisheries Management Plans

The process to develop management plans needs to be inclusive of all interests; including the interests of NGOs, community and general public as well as that of the harvest sectors. There need to be strong and effective intra-sectoral processes before coming to the integrated table. Access is key – we need to clarify, understand and resolve access rules before getting into management plans. We need a toolbox for fisheries management with accountability tools built in. Capacity issues are different between sectors; however, each group should have technical capacity or there should be a single centre of technical capacity for everyone.

Decision Rules

There must be collaborative, integrated decision making. The key element is a stable pre-season with an integrated group representing all interests. They would work on shared interests and decision rules. Everyone must understand allocations –what they are, how they came to be, and what the trade-offs are. If there is disagreement, there need to be rules for how to come back together again and how to decide.

Pre-season decision rules should be set up front and understood and accepted by the group, and benchmarks and obligations should be included in pre-season planning. These pre-season decision rules would then guide in-season management and include for example what indicators or triggers would lead to action being taken. Decision rules could account for different scenarios and identify various in-season options. It is important to identify which decision rules are flexible and which are not flexible; ie., what is and is not on the table. There needs to be a feedback loop for the pre-season plans.

We need to develop decision rules that are based on risk to fish and also risk to fisheries and spell them out clearly and then achieve balance between the two. This would require a collaborative process representing all the players to develop an authentic understanding of the needs of fish and fisheries. It is important that there is clarity around allocation; for example, conservation credits could translate into increased allocation at other times and locations. There should be harvesting rules to reduce impacts and enable shares; for example, harvesting using selectivity, brailing, mesh size, or live release.

Decision rules should be multi-year; they should be developed, implemented, evaluated and adapted. We may need to create new decision rules; for example, in the case of possible SARA listed stocks.

"An idea – form an implementation team (like a Board of Directors) – they would make sure the decision rules would be followed by the broader group and would report back at the end of the season and evaluate and make recommendations. There would be a challenge in terms of capacity but the corporate model could work well."

Perspectives Shared and Discussed in the Dialogue

What are the enablers and resistors to implementing these lessons/best practices?

A major challenge identified was the need for a solid understanding of information by all, especially with respect to technical information and the use of terminology and models. It was noted that often it is not clear what the triggers are or how decisions are made and this leads to frustration because the sectors do not understand why they are not fishing. An improvement would be to include sector representatives at the table when the flexible in-season openings and closings are decided on so that they can understand the decisions and then explain them to others. Participants also identified a possible enabler in the form of the global demand for eco-certification and noted that certification comes with conditions, terms and annual audits.

Monitoring and Compliance: Getting Past Fighting Over Numbers Introduction to the Concept of a Multi-Party Panel and its Proposed Mission and Goals

Discussion opened with some initial comments by Craig Orr, Watershed Watch Salmon Society; Dave Barrett, Commercial Salmon Advisory Board; and Barry Stuart, CSE Group.

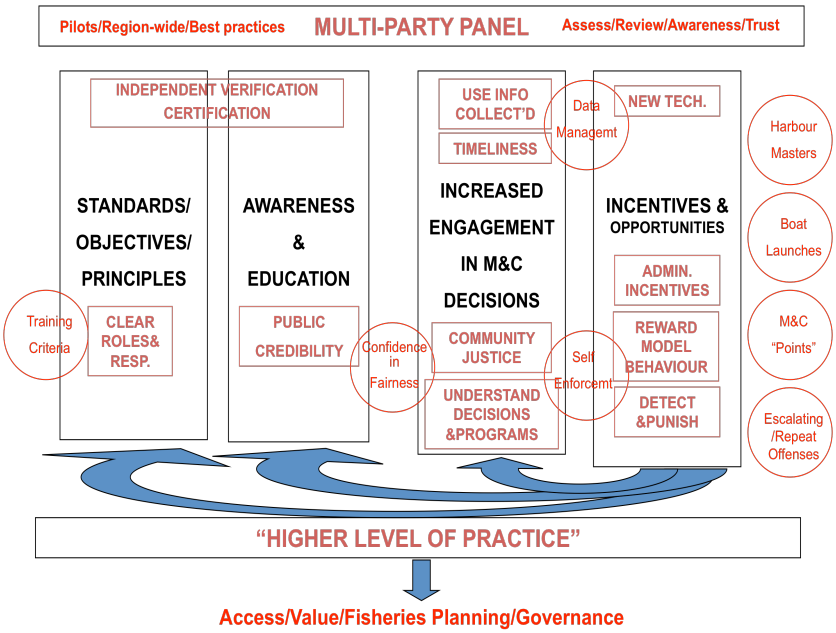

Figure 6. Getting past fighting over numbers.

Overview

In Figure 6 there are four pillars representing different themes: standards, objectives and principles; awareness and education; increased engagement in Monitoring and Compliance decisions; and, incentives and opportunities.

The balloons represent key topics or ideas that the group has generated energy around. It is bridged by a fundamental piece – the Multi-Party Panel. This panel would provide a cross-cutting and integrative structure to help us move forward on all four areas.

A higher level of practice in these areas could pave the way for access, better value for fish caught, etc.

To identify these four themes, the working group listed over 50 challenges that they thought needed to be met. They then set out principles on how they would interact amongst themselves, and then how they would shape ideas. The four themes were chosen based on the real need to do something. The criteria included: was it doable within the next year; would it address some of the

other problems; and, could the idea reinforce local, regional, or provincial collaborative management.

"If we can believe and trust the numbers, then so much will follow. … A lot of progress has been impeded because of lack of trust."

Monitoring and Compliance Panel

The intention is that the Multi-Party Panel be inclusive of all groups wanting access to the resource and the public at large.

Mission

The mission of the panel is to increase public confidence in the sustainability of BC salmon fisheries by promoting monitoring and compliance regimes that will account for all harvest related mortalities in a credible and transparent fashion.

The panel will represent a group of people trying to do something to restore public confidence in fisheries and fisheries management and to restore trust in the numbers.

Goals

The general goals are to improve trust and understanding and provide oversight and a reporting function as noted in Table 1.

Table 1. Goals of Monitoring and Compliance Panel

- Improve the level of trust among all users regarding the effectiveness of monitoring and compliance
- Improve the level of trust among the public at large in the overall management of the resource
- Improve the level of trust between parties reporting catch numbers
- Improve understanding of monitoring and compliance programs
- Raise awareness of where programs and standards are working or not
- Provide a region/coast-wide oversight and reporting function

Objectives

The objectives of the panel are included in Table 2 below.

Table 2. Objectives of the Monitoring and Compliance Panel

- Define and assess the scientific rigour, performance and adherence to M&C standards among different fisheries
- Identify and assess challenges, opportunities and differences among monitoring and compliance programs and make specific recommendations on improvements
- Report to the public on key findings and recommendations
- Observe fisheries to gain first hand knowledge of programs
- Broaden the scope and understanding of successes and challenges
- Provide multi-party input to alternative/community/restorative justice
- Develop and promote incentives for higher standards of monitoring and compliance practice
- Develop a framework for defining clear standards among all salmon fisheries

How the panel might work

Overall, the panel could encourage a spirit of improving understanding and communication. The panel could investigate issues that might be raised either by a panel member or an interested party. It could look at existing monitoring and compliance approaches and explore the causes of the issue of concern, and undertake work to find collaborative solutions and make recommendations for changes. Finally, to raise the profile of their work, the panel could report to the public.

Panel composition

The panel could include representatives from the following groups:

- Commercial (1)
- Federal government (1), possibly ex-officio
- First Nations (2-3)
- NGO (1)
- Provincial government (1), possibly ex-officio
- Public (1)
- Recreational (1)

Perspectives Shared and Discussed in the Dialogue

At what scale would the panel have responsibility?

At the regional scale – DFO Pacific region - although we recognize that this is a large area and

may need to be broken up into smaller components.

Often decisions are made by individuals and they can reflect well or badly on the sector, how will this be accounted for?

That is taken into account under the incentives program; that is, how we develop responsibilities that function on an individual, or sectoral, level. There would be some larger scale incentives and some more targeted for species and relevant to sector or even individual level.

"We want the 'bad apple' to be seen as an aberration rather than the norm."

It is hard to see how this might be effective in the short term. We need guidance on what needs to happen in each region. Would this panel appear in an area and put one fishery under a microscope and prescribe what will happen?

" I am nervous because the neighbour will say why my fishery, why not this one?"

We need to look at challenges like this and see how it might evolve.

"Monitoring is a huge task and we are going to have to trust one another in the process."

Small group sessions considered the following discussion questions:

• What are some additional suggestions for developing the potential of a Monitoring and Compliance Multi-Party Panel?

• What role might the panel play in improving existing programs?

• How can the panel generate widespread and public support for understanding and supporting fisheries management?

• What are your suggestions for the composition and funding of the panel?

The following is a synthesis of the main points raised by the small group sessions.

Developing the Potential of the Panel

In terms of developing the potential of the panel, a key factor is the credibility of the participants on the panel – they would need to be accountable, honest and trusted by the public. Some suggested that the governments representatives would need to be full participants and accountable – not exofficio.

It is important to establish a policy framework, and negotiate an effective Terms of Reference for the panel. The panel would also need a work plan and an implementation plan. The panel could start by reviewing and evaluating existing structures and issue a report on this together with their recommendations. It is important that the panel pilot its activities on a smaller scale, evaluate them, and then ramp up to the provincial scale. The panel should have the ability to assess measurable improvements over time.

The panel would also need to develop independent capacity to review and assess the data. Funding would be needed to cover the cost of monitoring and catch reporting in addition to the general costs of the panel. Participants recommended that at least one technical/scientific expert be dedicated to the panel to provide support to the process.

Possible Roles for the Panel

We should consider the role of the panel as collaborative, trust building rather than a watchdog organization. The panel should not have an investigative 'cop' role – but rather a partnership with the province and DFO.

"It is not just about 'big brother oversight' but about cooperatively working together."

The panel should have the ability to deal with fines and other measures similar to enforcement, such as fines for habitat infractions that would go back to the resource in some manner and not just into general revenue. This would help to build the credibility of the panel and build the resource as well. The panel could also provide a statement of best practices, which could include the characteristics and attributes of a well-monitored fishery. The panel should put in place a plan of action for fishery evaluations.

Other possible roles suggested for the panel include: deal with stock assessment numbers and identify monitoring and harvesting opportunities.

"This kind of panel should be attached to each of the Integrated Harvest Planning initiatives."

The panel should focus on understanding the program and communicating that information. It should play a major role in generating widespread public support.

Linking the Panel to Existing Initiatives

In considering the question of how to link local

processes to the panel, participants suggested a subcommittee could be put in place, or a structure like the Integrated Harvest Committee initiative. Perhaps this kind of a panel could be attached to each of the Integrated Harvest Planning initiatives. The Forest Practices Board might be an example to examine, as they developed a way to triage issues.

The panel might also link to some of the growing expectations around food safety and health issues that link monitoring activities to traceability and a chain of custody. A participant posed the question: If eco-certification is put in place, there will be associated audits, and if this is the case then to what extent would the panel become redundant?

Summary

In summary, participants noted that it comes down to: level of relationship, standards, methods and guidelines, consistency of approach, balance of the panel, monitoring of the implementation of standards, public trust, and who should be on the panel.

Widening the Circle on Monitoring and Compliance

Proposed Foundation and Tools for Monitoring and Compliance Panel

Discussion opened with some initial comments by Colin Masson, Fisheries and Oceans Canada.

A number of monitoring principles have been suggested. This information could be provided to the panel and they could adopt them or modify them as they see fit. They are as follows:

- All fisheries must have fishery monitoring and reporting programs to address conservation, ecosystem and management needs, including the need for the appropriate and timely control of fishing.
- Monitoring programs must be adequate to meet provisions of domestic treaties, harvest allocation shares, international agreements, and export market requirements (e.g. MSC, EU-IUU regs etc)
- Monitoring programs must address all known ecosystem concerns including info on discards, by-catch and habitat impacts.
- Monitoring programs need to be as cost effective as possible.
- Harvesters are individually and collectively responsible for providing catch information to the department

Achieving Confidence and Consistency

It is important that the Monitoring and Compliance Panel be viewed with confidence and that the panel is consistent in its recommendations and decisions. Generic principles should be applied to all fisheries. Fisheries could be categorized by conservation, by management regime, or by requirement for eco-certification. Consistent monitoring requirements would be applied according to category. The following tables (3-5) describe possible criteria for categorizing fisheries as to whether they should have basic, general or enhanced monitoring.

Table 3. Fisheries appropriate for a **BASIC MONITORING** regime.

- **Conservation risk is low** - no known conservation impacts anticipated
  - Fishery has very low exploitation rate
  - Fishery is on a terminal stock of known high abundance
  - No significant by-catch anticipated
  - No requirement for additional biological sampling
  - No ecosystem or habitat impacts anticipated
  - Effort is well known or easily documented
  - Catch data is not required to manage specific quotas or defined shares

Possible Examples: Some single stock terminal fisheries (marine or inland)

Table 4. Fisheries appropriate for a **GENERAL MONITORING** regime.

- **Conservation risk is moderate and manageable**
  - Fishery has moderate exploitation risk
  - Fishery is relatively predictable in terms of known effort and potential harvest
  - Reasonable reliable catch reporting has been demonstrated in recent years.
  - Catch data is not required for managing quotas and/or defined shares
  - Abundance level of target stock is generally stable (little risk of significant downward trend)

Possible Examples: Limited/predictable scope fishery on moderately abundant stock.

Table 5. Fisheries appropriate for **ENHANCED MONITORING** regime.

- **Conservation risk is high**
  - Stock is below/near/ trending toward minimum (i.e. "conservation" target reference point.)
  - Harvest opportunity and subsequent fisheries based on high quality effort and catch data
  - Target stock identified as "threatened" or "endangered"
  - Exploitation rate is known to be high (> 60%)
  - Target stock is used as indicator stock
  - **Fishery requires tracking of quota and/or defined shares**
  - Potential for impacts on depressed stock(s) (CUs in red zone) or species (by-catch or other fishing induced mortality)
  - **Quality data required for eco-certification**

Possible Examples:
- -Mark-retention fisheries
- -Lower Fraser sx fisheries
- -Defined share / demonstration fisheries

Incentives

A brief dialogue on incentives raised the following points. One participant noted that it is wrong to say that in a share-based commercial fishery, incentives would offer more fishing opportunity because it is very unpredictable. The one place it might work would be marketing. A representative of the recreational fishery noted that what would motivate greater involvement in a monitored fishery would be to overcome the perception that recreational fisheries are unmonitored. Another noted that there needs to be a mechanism where data are collected and then the extra steps are taken to communicate this information to other groups; there also needs to be a clear mechanism to communicate this at the higher (area) level.

"For example in Bute Inlet there was an opportunity for a terminal fishery. It was generally non-retention, but we thought there were some strong terminal stocks and we worked out that if there were log books in the guide program they would allow some openings in that area. E books are now part of the way of doing business in that area."

Community Justice Approaches

Discussion opened with some initial comments by Herb Redekoop and Jim Michie, Fisheries and Oceans Canada

Around the world communities are looking at community justice, bringing it down to local level for people to be involved. We are considering this because there are cost benefits. It is very expensive for government and the accused to take the case through the court system. Also, a case can be moved through the system in a more timely manner using the community justice approach. For example, in a recent case in the lower Fraser area, a commercial crab fisherman was fishing off Delta Port. The community had serious concerns about this case, including the pilot authority, the Seaspan tugboat operation, the Tsawassen First Nation and others. They got together and spoke to how it impacted them. This case will be resolved very quickly and will also address recreational violations.

Is this a better process than the court system and why? It works better for the officers – they have a chance to sit in a circle with the accused and those impacted and hear about how the offence impacts the whole community. The community members present learn more and they learn about how to prevent similar situations in the future. In the majority of the cases the behariour of the accused changes dramatically.

Jim Michie brought restorative justice to the Department in 2000. He grew up in a small community with First Nations and saw how effective this process was. There is a dramatic turnaround when the officers learn they can be a part of the solution and are not just issuing tickets. The individual does take responsibility and there usually is remorse. It is not the Crown versus the individual, rather it is the people versus individuals.

Wrap-Up of Day One

At the end of the first day, participants were encouraged to post notes on the board about what they considered to be the main priorities for the forum.

These notes were collected and collated according to topic. Below are the topics and associated lists of many of the suggestions and comments.

THE PROCESS

- empowering people permits a sense of ownership over outcomes
- forward looking processes are more likely to encourage multi-party buy-in than retrospective, watchdog, auditing processes
- need to see a product of success to provide the incentive for others to join the process
- need to develop shared decision-making principles for any of these ideas to work
- need clear decision rules and objectives
- equal sharing of information is critical
- cross-sectoral trust and collaboration are key to successful resource management
- start collaborative processes with appreciation and understanding of interests of each sector, across sectors
- integrative collaborative decision-making must occur within the context of aboriginal rights. Aboriginal people are not advisors – they have to be part of the decision-making process.
- need to build organizational and structural capacity to harness energy
- need to secure long-term funding for more science, information/service distribution, and implementation of monitoring and compliance panel
- change is easier at the local level and harder at larger spatial scales
- this is a very subtle delicate process and very complicated – a great deal of patience and time is required
- need enlightened and courageous leadership because the challenge is so daunting and complex

ON ACCESS

- counting catch for conservation purposes must have priority over effort aimed at reconciling assured shares
- ensure that Section 35(1) rights are accommodated
- we need a clear, simple all-sector trigger for fishery openings or closures and the numbers used must be honest and communicated to all

MOVING TO ACTION

- let's get started
  - it is time for change and advancing with new resource management approaches
  - conditions are good, right now; there is public awareness of the need for change
  - identify an implementation schedule – there has been enough talk – it is time to move the agenda forward
  - find small projects in areas of interest at multiple scales, players, and issues (habitat, fish management, water, ecosystem, salmon use) and create consensus through small gains

"I am worried that the funding will dry up before we get anything concrete done. I foresee DFO budget cuts as the economy worsens."

"I want action on M and C. We have heard ideas and most people agree. I want commitment with deadlines."

FISH MARKETING

- people need more education on how fish marketing really works, structurally and economically

ON MONITORING AND COMPLIANCE

- developing trust among sectors about catch monitoring is key to moving this initiative forward
- the Monitoring and Compliance Panel needs to be integrated into the IHPC process

"I know it can be done because I have seen it done … collaboration on compliance and monitoring between First Nations and recreational fisheries."

Collaborative Watershed Governance Initiative

Discussion opened with initial comments by David Marshall, Fraser Basin Council.

"Collaborative governance is a more effective, potent and sustainable kind of governance that emerges when diverse interests coalesce around core values, and when consensus and joint action are chosen over confrontation and inaction." Jack Blaney, Fraser Basin Council

The origin of the initiative is outlined in Figure 7 below:

- Request from Living Rivers Advisory Group to hold a workshop on watershed governance;
- Complements ISDF "River and Resource Management" working group
- Broad recognition that governance is a challenge
- New provincial and federal policy initiatives (Living Water Smart, Wild Salmon Policy)

Figure 7. Origin of the collaborative watershed governance initiative.

The key drivers included:
- Watershed ecosystems have critical economic and inspirational value;
- Loss of ecosystem value and resilience stemming from poor governance/decision-making
- Current situation cannot meet coming challenges

The process included:
- A Steering Committee
- Focus groups – 8 sectors and governments
- Discussions with senior officials
- Workshop with case studies
- Cowichan, Okanagan, Nisqually, International Experience
- Approximately 75 participants, diverse representation

There are concerns around scale and approaches may be different for small systems. It may not be possible to conceive a governance model that can be scaled up or down.

There were focus group discussions with representatives from local government, land trust organizations, forest industry, federal and provincial officials, agriculture industry, First Nations and land developers.

There is strong support for this initiative. However, in order for it to work, we needed the political support and a mandate. We also needed clarification that it involves land and water users and that it is not just about fish.

The workshop results included:
- Strong support for Initiative
- Realization that political support and mandate required
- Acknowledgement that clarification needed that it involves land and water users (not just about fish)
- Support for a new framework, accord or charter on watershed governance
- Agreement that Steering Cte to develop Business Plan for advancing next steps

There was a strong collective call for action and a will to proceed and build some sort of framework, accord or charter on watershed governance.

The steering committee will reconvene to develop a Business Plan for advancing the next steps. We might need to dissolve this steering committee and develop a working group with representation from the eight focus groups in order to develop the plan and next steps.

The opportunities of this initiative include:
- take advantage of momentum
- build linkages to related activities
- get additional sectors involved
- seek political support
- develop draft governance framework of accord
- seek consensus.

Perspectives Shared and Discussed in the Dialogue

Focus Question:
How can we connect the dots between fisheries-specific and watershed or 'place-based' governance?

In response to questions raised with regard to how the eight focus groups were formed, it was noted that each sector identified a representative; for example, the forestry firms, the land developers or the land trusts. Issues related to fish and fisheries were incorporated by bringing in DFO, in addition to one representative of the commercial fishing industry. There were no individual fishery focus groups. Regional district representatives were

included - the UBCM and local government officials elected and appointed representatives.

A comment was made that as this is taking form, the ISDF needs to link with the process since 'fish' is a major player in the rivers.

In response to questions about the organization of the workshop, it was noted that the workshop was meant to be exploratory in nature as the level of interest was gauged. Representatives were not change agents but were representing certain sectors. This process is still in the very early stages.

Specific questions and answers from this plenary session follow:

If in place, how would this group deal with the issue of gravel removal? Would the conflict have been avoided?

This group would not act as the overall decision maker but it would have a process. Floodwater management is an example of an issue that they would deal with, where no single government agency has authority and a collaborative governance model would work well.

Could someone list the number of watershed governance programs going on in BC and whether they are working independently or collaboratively?

It would be useful to have a list like that and analyze it, looking for duplications and collaborative synergies.

I can see how fisheries should be part of the governance of a watershed because everything you do in the watershed impacts the fish. On the other hand, I am having difficulty with how someone in the mining or logging industries could connect with decision-making and governance around how fisheries are undertaken. For example, how does someone who is logging three or four miles up the river factor into a decision about whether there will be a fisheries opening on the mouth of the Skeena?

We see it differently. We believe that getting these people to understand the challenges will affect the way they do business.

If you are going to ask people, who have nothing to do with fish, to change and do things differently, then you have a responsibility to ensure that management of fisheries in the ocean allows sufficient spawners to take advantage of the habitat.

We are trying to bring those users together to make the best decisions.

"I live in a small watershed, the Nicola Watershed. Those issues do come up. The agriculture sector is a big water user and the ranchers ask us if they make sacrifices will those fish just get used up in the ocean or will they see benefits where they are."

"When we go to fish in Johnstone Strait for sockeye, are we going to suggest that we have consensus from everyone up and down the river? I am not sure how that is going to work if we have some overarching governance body."

We are not talking about it being an overarching institution making decisions over the province; rather it will be a more collaborative decision-making structure.

What Will it Take to Work Together More Effectively?

Discussion opened with initial comments by Ron Kadowaki, Fisheries and Oceans Canada and Bud Graham, Province of British Columbia

What is Collaborative Fisheries Governance?

Collaborative Fisheries Governance is a process to reach shared outcomes and resolve differences among all sectors and governments. Improved collaboration leads to a more effective decision-making process with broad support and more enduring outcomes.

Why do we need a new Governance Model?

The issues of access and priority are causing increased divisiveness between governments and stakeholders in the fisheries. In addition, there is growing public concern about the future of our salmon resources, and an overlying uncertainty over the long-term effects of climate change on salmon stocks.

Issues are more complex and harder to resolve than in the past and there are more demands from more elements of society. Governments at all

levels do not have the capacity to meet these challenges on their own.

In addition, First Nations are seeking a key role and greater participation in decision making, and fishing sectors need better certainty of access over the long term.

Governance Working Group

The governance working group conducted a review of the academic literature on fisheries governance and co-management experiences world-wide. They found common elements, incubated ideas, and then shared them with a larger group in a Forum in the fall of 2008. There, they drew on examples of collaborative governance that are emerging in other regions of the Pacific Northwest.

They concluded that no single model works for every fishery but there is universal agreement that good governance is an essential element for effective fishery management.

Governance Shift

Table 7 summarizes some of the key elements in shifting from the traditional governance model to the collaborative governance model of the future.

Table 7. Governance Shift.

Traditional	Future
Centralized	Decentralized
Expert Knowledge	Integrated Knowledge
Single Objective	Multiple Objectives
Authority Based	Consensus Based
Harvester Interests	Multiple Interests

It is important to recognize that a necessary component of a new structure is a process through which First Nations interact with the federal and provincial governments, and that the process also needs to fit within a framework that supports First Nations working on a bilateral basis with governments on issues related to interests, rights and title.

What Do We Want to Achieve?

Steps towards achieving a collaborative fisheries governance model include:

- dedicated efforts to address unresolved fisheries issues between First Nations and the federal and provincial governments
- identification of the essential attributes of an effective governance regime
- developing a strategy for overcoming barriers to effective governance, and
- establishing the relationship between governments that will form the foundation of the new governance process

From the case studies and examples in the literature, it is clear that the key element in moving forward with a change in governance is leadership.

Perspectives Shared and Discussed in the Dialogue

Are First Nations recognized as an order of government, or not?

The issue of First Nations and their rights is an evolving issue at this time. We are moving in that direction and that is part of what we are trying to define.

This suggests that we can have regionally applied governance or strategies that are different from DFO regional strategies. Are we going to have these strategies or are we going to be bound by DFO strategies?

This is what we need to discuss. We need to move towards these regional strategies. How far we are able to go will depend on government. If we can develop consensus on where we want to go, then we will have a better chance of getting there.

We are trying to be more effective at management. The challenge is to identify the right scale for each activity and then how they get connected and how that would fit with the national approach.

There is no use in developing a local monitoring plan at a local scale, for example, if the government doesn't have plans or tools to do that.

There may be different ways of achieving that and it would need to be flexible. These are some of the choices we have to work through.

Views from outside of BC

Dan Lane from the University of Ottawa was invited to share his perspective. He felt this is an exciting initiative and pointed out that we are not the only ones dealing with this discussion - discussions about how to deal with governance are underway world-wide. In Ottawa, he has been involved in discussions with DFO about

governance changes and shared stewardship and also about how well we are doing in fisheries renewal in the Atlantic.

Globally, it is becoming increasingly clear that fisheries are complex and overlying this are factors related to uncertainty and risk. For academics that study complex systems, the strategy is not to become more technical and more complex but rather to take a simpler and decentralized approach.

In DFO there are two different perspectives related to the governance of fisheries – the social and the industrial or economic perspective - and this can lead to confusion. Do we want a social fishery or an economic fishery? This has to be resolved as we try to identify what makes an effective governance system. I believe that industry, NGOs and the public need to collaborate with DFO to get the system right, but that also means that DFO needs to collaborate effectively from each of their components. An approach that is built from the ground up tends to be most effective.

Making the 2020 Vision a Reality

Recalling key factors and best practices identified to this point of the meeting, small groups considered:

- What are the key attributes of successful fisheries governance?
- What are the resistors and enablers to successful fisheries governance?

A synthesis of the highlights from the small group discussions follows.

Key Attributes

First and foremost the process requires trust and commitment.

The table must be inclusive of all. We need to ensure that those that are affected by the decisions are sitting at the table – recognizing that First Nations have specific challenges to their participation as do the governments and other participants. If you can demonstrate to the traditional decision-makers the inclusiveness of your processes the more likely the people with authority and accountability will buy in to the process.

There should be clarity around the objectives that we are working towards and clarity on what is on and what is not on the table for discussion. The process of shared decision-making must be clearly defined and supported within the governance framework and it is important that there are accurate written records so that there is certainty about what is agreed upon. The agendas should be appropriate for the scale in which the process is operating. There needs to be a dictionary of terms that everyone can use as a reference and there should be a dispute resolution process in place. Who has the authority and who is accountable should be clearly defined.

Who will mandate and support the shift to the different governance model? There must be commitment to the process from the Department and their role should be clearly defined. Evidence of their commitment is demonstrated in Principle 4 of the Wild Salmon Policy that provides for collaborative processes.

Some participants noted that the existing processes might not be broken; perhaps we need to look at them and tune them up to make them more effective, connecting them and making them fit better at the broader regional scale.

What are the resistors and enablers?

"It will be a big challenge to change a non-collaborative culture to a collaborative culture."

Motivation to come to the table may be lacking especially in terms of the commercial fishing sector. There is a general lack of confidence in what the future holds. There are problems in terms of capacity and leadership when there is a constituency that might be getting frustrated or demoralized.

Lack of capacity is an issue for all sectors participating in the process. There would need to be support for participation. Would participants receive the training and technical skills development they would need to be successful in a collaborative governance process? There are questions about accountability and how it will be maintained as people move through the systems, retiring or leaving the sectors. How will the record of change be maintained over the long term? How will accountability be maintained?

There are concerns about matching the scale and the risk factors to the process. In the case of risk, who would have the right to assess the risks and

decide on action steps. In terms of scale, there seems to be respect for the fact that the process can be built quicker at a smaller scale and it may be more effective. There are fewer members and more freedom to test different approaches. However, it may be difficult to connect communities and the bottom-up processes that develop at that scale to the traditional authorities.

Science and technical information is often in conflict with politics – how would this be separated? Also, with the complexity of legislation and policy there tends not to be room for good and innovative ideas. If there are ideas, how do they get translated into policy?

The current culture of fisheries management, and that of traditional land and water managers, will have to change to correspond to the new process, and this will take time.

Guidance and Direction from the Dialogue on Priorities in Advancing the Work of the ISDF

Small groups considered the following:
Is the status quo good enough?

If not, what can we do better and what are the priorities, strategies and next steps?

The groups considered the following themes in their discussions

- Theme 1 Cross scale integration
- Theme 2 Markets/certification/value
- Theme 3 Decision rules
- Theme 4 Technical capacity
- Theme 5 Integrated processes
- Theme 6 Monitoring and Compliance

A synthesis of the highlights of the group discussions follows.

In terms of status quo, there was mixed response. While some groups agreed unanimously that status quo is not good enough, others suggested that regardless, we should look at what we can do to make it better; for example, in some cases where nothing exists then anything we do will improve things.

"… the frog in the pot of water. If you start off cold and heat it up gradually it stays in the pot until it gets cooked, but if you plop it in when it is hot, it hops out"

There was general agreement that cross scale integration and integrative process (Themes 1 and 5) should have the highest priority. There are already some good processes in place that have set the precedent; for example, the integrated harvest panels. It would be useful to understand the details of these processes and for them to understand each other's processes. We could build on these processes by evaluating and adapting them to suit the issues and improve on them and educate others. For example, in terms of the mechanisms that feed into the existing harvesting planning process, there are north and south planning processes in place, but it could be more effective to have subregional plans that feed into these processes. The AAROM (Aboriginal and Aquatic Resources Ocean Management) process is another example.

There was strong agreement from all groups on moving ahead immediately with the Monitoring and Compliance Panel (Theme 6).

Finally it was noted that Themes 6, 2 and 4 are more tangible and practical topics possibly making them easier to move forward on.

Suggested strategies for next steps include: build technical capacity at all levels; create a separate stock assessment unit for every group (one that can be trusted by all over time); develop themes to guide in-season planning and in-season process for what is and is not on the table for change; lay out decision rules and consult broadly; recognize that rules have to apply to different scales; get people to move forward through incentives; and, build trust.

Sponsored by
Fraser Salmon & Watersheds Program
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This report was prepared at the request of the Forum by Pat Gallagher and Laurie Wood, and has been developed with the assistance of Jessica Bratty, Glenn Sigurdson, and Barry Stuart who have been giving leadership to the Forum and the work it has been undertaking. For more information about the Integrated Salmon Dialogue Forum, contact:
Glenn Sigurdson and Barry Stuart, Integrated Salmon Dialogue Forum, CSE Group: cse@direct.ca
Angela Bate, Director, Special Projects, Fisheries and Oceans Canada, Angela.Bate@dfo-mpo.gc.ca
Cameron West, Director, Fraser Salmon Watersheds Program: cwest@psf.ca

APPENDIX 1

A GATHERING TO WIDEN THE CIRCLE

Dec 3-5, 2008

Simon Fraser University, Vancouver

Hosted by the Integrated Salmon Dialogue Forum

With financial support from Fisheries and Oceans Canada and

Fraser Salmon and Watersheds Program

Dialogue Objectives:

1. Widen the circle of engagement in and understanding of the Integrated Salmon Dialogue Forum;
2. Challenge ourselves and the Forum on where and how we could do better;
3. Generate new ideas based on information, collective experience and insights on the work of the Forum, building on existing focal points, i.e.:
    - Monitoring and Compliance;
    - Decision Making;
    - River and Resource Management;
    - Governance; and
4. Generate ideas for future directions and actions.

Desired Outcomes:

- Attributes of successful fisheries governance relevant to BC.[1]
- Resistors and enablers to successful fisheries governance.
- Strategies for addressing governance resistors and enablers.

[1]We mean "governance" in the widest sense that is: how we make decisions, plan and resolve disputes and create the institutional arrangements and structures through which to do so at different scales (local, watershed, regional, provincial, national) and levels ("high beam/policy" and "low beam/operational"). This includes specific reference to three key areas of focus by the ISDF to date i) Monitoring and Compliance; ii) Decision making; iii) River and Resource Management.

WEDNESDAY, DECEMBER 3, 2008

Room 1400, SFU Harbour Centre, 515 West Hastings, Vancouver, BC

6:30 pm Registration Light refreshments and a cash bar will be available. Please come fed!

7:00 Opening and Welcome Opening and Overview of "Widening the Circle" Event

Perspectives on a 2020 Vision for BC Salmon Fisheries

Circle of Discussants to consider the following:

> *The year is 2020."A sustainable future for the Pacific Salmon Fishery" is the headline, and the article that follows describes the transformation to healthy, viable fisheries, and the cultural vitality of communities. Pundits attribute this remarkable transformation to the introduction of collaborative governance structures over a decade ago.*
>
> *Do you agree or disagree? Why? Do you believe there have been other factors at work, and of these what has been the most significant?*

8:00 Widening of Perspectives

Small group discussions to consider the following:

- *What are your comments and observations?*
- *What other factors are necessary to make this vision a reality?*

8:30 Highlights and Informal Networking

9:00 Wrap Up and Adjourn

Note the session takes place tomorrow across the street at the Wosk Centre for Dialogue. Entrance to the building is off of Seymour Street.

THURSDAY, DECEMBER 4, 2008

Room 100, Wosk Centre for Dialogue, SFU, 580 West Hastings, Vancouver, BC

8:30 am Registration and Refreshments

9:00 Opening and Welcome

9:10 Overview of the Integrated Salmon Dialogue Forum

Overview of how the Forum has evolved from inception to present, and how this gathering fits in to this evolution. Explanation of background materials.

9:30 Drilling into the Dynamics of Decision Making

Background on Forum discussions to date. Presentations on Integrated Fisheries Management Planning and findings from a recent review of pre, in and post season decision making during 2008 for chinook stocks in the Skeena, Barkley Sound, and Fraser. Questions and discussion.

10:15 Break

10:35 Decision Making Scenario Exercise

Small groups to consider a specific fisheries management decision making scenario and:

- *Identify two primary lessons/best practices regarding the dynamics of decision making emerging from the scenario exercise, your experience and/or the presentations.*

11:20 Report Back and Plenary Dialogue

Plenary dialogue to consider:

- *What are the "enablers" and "resistors" to implementing these lessons/best practices?*

12:00 – 1:00 Lunch, ICBC Concourse, downstairs

1:00 Getting Past Fighting Over Numbers

Background on Forum discussions to date regarding Monitoring and Compliance. Introduction to Multi-party Panel and its proposed mission and goals.

Small group sessions to consider:

- *What are some additional suggestions for developing the potential of a Monitoring and Compliance Multi-party Panel?*
- *What role might the Panel play in improving existing programs?*
- *How can the Panel generate widespread and public support for understanding and supporting fisheries management?*
- *What are your suggestions for the composition and funding of the Panel?*

2:00 Break

2:15 Widening the Circle on Monitoring and Compliance

Presentations on promoting incentives, establishing consistent monitoring and compliance standards, and advancing community justice approaches. Questions and discussion.

Plenary Dialogue to consider:

- *What are the "enablers" and "resistors" to implementing the Panel and these areas of activity?*

3:45 Wrap up and Next Steps for Friday

4:00 Adjourn

Continuing the conversation in Spencer's Bar – Delta Hotel next door.

A no-host dinner reservation will be made for those interested.

FRIDAY, DECEMBER 5, 2008

Room 100, Wosk Centre for Dialogue, SFU, 580 West Hastings, Vancouver, BC

8:30 am Registration and Refreshments

9:00 Recap and Overview of Day 2

9:30 Watershed Governance

Overview of the work underway on the Collaborative Watershed Governance Initiative and key results from a recent workshop on a new framework for "place-based" decision-making in BC. Plenary discussion to consider:

- *How can we connect the dots between fisheries-specific and watershed or "place based" governance?*

10:15 Break

10:30 What Will it Take to Work Together More Effectively?

Background on Forum discussions to date regarding fisheries governance. Presentations on what we mean by collaborative fisheries governance and overview of governance literature. Questions and discussion.

Making the 2020 vision a reality: recalling key factors and best practices identified from gathering so far. Small group sessions to consider:

- *What are the key attributes of successful fisheries governance?*
- *What are the resistors and enablers to successful fisheries governance?*

11:40 Report back and Plenary Dialogue

Highlights from small group sessions.

12:00 – 1:15 Lunch – ICBC Concourse (downstairs)

1:15 Continuing to Widen the Circle with People and Strategies

Circle of Discussants to highlight key lessons/best practices and insights, with emphasis on cross-cutting lessons. Perspectives on key enablers and resistors.

Small group discussion to consider:

- *What is the value added to a new approach to salmon fisheries management in BC?*
- *What will it take to make a difference? What are the critical elements?*
- *What strategies will be required?*
- *What needs to happen to make a difference in 2009?*

2:45 Report back and Closing Plenary, Next Steps

3:15 Adjourn

Thank you for your time and contribution!

APPENDIX 2

Integrated Salmon Dialogue Forum, December 2008

List of Participants

Jamie Alley
Oceans and Marine Fisheries Branch
BC Ministry of Environment

Susan Anderson-Behn
Sandy Planes T'souke First Nation

Sue Arndt
Conservation and Protection
Fisheries & Oceans Canada

Aimee Arsenault
Fraser River Aboriginal Fisheries Secretariat

Chris Ashton
Area B Harvest Committee/Area B Seine Society

Cheri Ayers
Cowichan Tribes

Chris Barnes
Skeena Fisheries Commission

Dave Barrett
Commercial Salmon Advisory Board

Angela Bate
South Coast Salmon
Fisheries and Oceans Canada

Owen Bird
Sports Fishing Institute of BC

Jessica Bratty
Fraser Basin Council

Dan Cody
Fisheries and Oceans Canada

Harriet Cook
Musqueam First Nation

Carla Davis
Okanagan Nation

Andrew Day
Nuu-chah-nulth Seafood Development Corp

Mark Duiven
Skeena Fisheries Commission

Dan Edwards
West Coast Sustainability Association

Sue Farlinger
Fisheries Management
Fisheries and Oceans

Rupert Gale
The Ritchie Foundation

Patricia Gallaugher
Centre for Coastal Studies
Simon Fraser University

Julie Gardner
Dovetail Consulting

Stephen Geiger
S4S

Bud Graham
Oceans and Marine Fisheries Branch
BC Ministry of Environment

Larry Greba
Kitasoo Fisheries Program

Bob Guerin
Musqueam First Nation

Stina Hanson
Watershed Watch Salmon Society

Chief Robert Hope
Yale First Nation

Barry Huber
Aboriginal Affairs Advisory
Fisheries and Oceans Canada

Bert Ionson
Regional Resource Management
Fisheries and Oceans Canada

Ron Kadowaki
Fisheries and Oceans Canada

Paul Kariya
Executive Director
Pacific Salmon Foundation

Doug Kelly
Intergovernmental Relationships
Sto:lo Tribal Council

Gerry Kristianson
Pacific Salmon Commission

Frank Kwak
Fraser Valley Salmon Society

Daniel Lane
Telfer School of Management
University of Ottawa and
Ocean Management Research Network

Wilf Luedke
Pacific Region Headquarters
Fisheries and Oceans Canada

Ken Malloway
Stolo First Nation

David Marshall
Fraser Basin Council

Colin Masson
Fisheries and Aquaculture Management Branch
Fisheries and Oceans Canada

Ryan McEachern
Area D Gillnetter

Darrel McEachern
Commercial Fisherman

Kaarina McGivney
Treaties and Aboriginal Policy
Fisheries and Oceans Canada

Jim Michie
Restorative Justice - Conservation and Protection
Fisheries and Oceans Canada

Dave Moore
Fraser River Fisheries Consultant

Marilyn Murphy
Sports Fishing Institute of BC

Jennifer Nener
PICFI
Fisheries and Oceans Canada

Manish Om Prakash
Oceans and Marine Fisheries Division
BC Ministry of Environment

Craig Orr
Watershed Watch Salmon Society

Martin Paish
Oceans and Marine Fisheries Branch
BC Ministry of Environment

Herb Redekopp
Enforcement
Fisheries and Oceans Canada

Bob Rezansoff
Pacific Salmon Harvesters' Society

Brian Riddell
Science Branch
Fisheries and Oceans Canada

Catherine Rigg
Haida Tribal Society / Haida Fisheries Program

Chief Don Roberts
Kitsumkalum Band

Paul Ryall
Salmon Team
Fisheries and Oceans Canada

Wayne Saito
Province of BC

Peter Sakich
Commercial Salmon Advisory Board

Chief Les Sam
Tseshaht First Nation

Mark Saunders
Science Branch
Fisheries and Oceans Canada

Kathy Scarfo
Westcoast Trollers Association

Marcel Shepert
Pacific Fisheries Resource Conservation Council

Glenn Sigurdson
CSE Group

Terry Simonson
Strategic Initiatives Division
BC Ministry of Aboriginal Relations and Reconciliation

Bill Spenst
Skeena Fisheries Commissioner
Lake Babine Nation

Paul Sprout
Pacific Region
Fisheries and Oceans Canada

Michael Staley
Fraser Watershed Steering Committee

Barry Stuart
CSE Group

Terry Tebb
Pacific Salmon Foundation

Greg Thomas
Fisheries and Oceans Canada

Ivan Thompson
Wild Salmon Ecosystem Initiative
Gordon and Betty Moore Foundation

Joy Thorkelson
UFAWU

Neil Todd
Fraser River Aboriginal Fisheries Secretariat

Karen Topelko
Oceans and Marine Fisheries Branch
BC Ministry of Environment

Bob Williams
Fisheries and Seafood Sustainability
BC Ministry of Environment

Laurie Wood
Centre for Coastal Studies
Simon Fraser University

Howie Wright
Fisheries Program
Okanagan Nation Alliance

Jeffery Young
David Suzuki Foundation