

# Building for the Future:

A Participatory Evaluation of the First Five Years of the Fraser Salmon and Watersheds Program

October 15th 2010 By Sue Staniforth and Kristine Webber, Staniforth & Associates *for* Fraser Salmon and Watersheds Program



### Acknowledgements

As with any project, many more people are responsible from making the project happen than just the authors. This evaluation, like the Fraser Salmon & Watersheds Program itself, relied on the advice and partnership of many different groups and individuals.

FSWP and the evaluators would especially like to thank our evaluation advisors, Pete Nicklin, Lee Hesketh and Matt Foy, for their thoughtful advice about the evaluation process, survey questions and interview approaches. By responding to our online survey and providing in-depth interviews, our grant recipients and collaborators offered many valuable insights on both the strengths and weaknesses of FSWP.

A big thank you goes out to the staff of the Fraser Salmon and Watersheds Program, particularly to Megan Moser, who was the project liaison and coordinator, and to Michelle Tung, Tiffany Pither, Tascha Stubbs and Jim Vanderwal, who freely provided additional input around project and process questions. Cam West provided thoughtful advice about the evaluation process and focus before he retired as the Program Director. The current Director Bilal Cheema, took up the Program Director reins while providing useful input into the evaluation when it was halfway completed – no easy task.

The evaluation research tools were also assessed by external reviewers: people not associated with FSWP, but who have expertise in BC fisheries issues, stewardship, non-profit work, and survey development. Thank yous go out to Gareth Thomson, Don Lowen and Kelly Nordin, with additional thanks to Kelly Nordin and Rick Kool for their help with the survey's statistical analysis.

Finally, we would have no program to evaluate without the generous support of our funders, Living Rivers Trust Fund and Fisheries and Oceans Canada.

Questions concerning this evaluation can be directed to the Pacific Salmon Foundation. To download the full version of the report go to www.thinksalmon.com

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# Fraser Salmon & Watersheds Program

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# EXECUTIVE SUMMARY

### **Project Background**

The Fraser Salmon and Watersheds Program (FSWP) was developed by Pacific Salmon Foundation and Fraser Basin Council to inspire changes in human behaviour for the benefit of salmon and the watersheds we all depend on. Launched in 2006 with funding from the Living Rivers Trust Fund, the program is managed and administered by Pacific Salmon Foundation and co-delivered by Fraser Basin Council. The Living Rivers funding was matched by cash and in-kind services from Fisheries and Oceans Canada. In its four years of operation, plus the year currently underway, FSWP has funded 275 projects with a total value of more than \$12 million. Projects span four Program Areas: Habitat, Governance, Fisheries and Engagement, and seek to address issues throughout the Fraser Basin. In early 2010, the Fraser Salmon and Watersheds Program initiated a call for proposals to carry out a program-wide evaluation to assess its first five years of operation. Staniforth and Associates were awarded the contract to conduct a mixed methodology evaluation, using developmental and participatory evaluation methodologies, and qualitative and quantitative assessments of program objectives, outcomes and outputs.

### Evaluation Methodology: Participatory and Developmental

The FSWP evaluation is grounded in participatory, developmental evaluation, and involved primary users - FSWP staff and stakeholders - in its initial design and implementation to enable a deeper understanding of the process, encourage more ownership, and improve the usability of the data. The process is very collaborative, and builds evaluation capacity in all participants and stakeholders. This provides a more holistic picture of the social and political context, the prior history and the nature of the culture within which a program operates.

This type of evaluation shifts from one of "objective judgments" to one of enhanced learning with a focus on improvement – making things better rather than rendering summative judgment. This type of evaluation process involves participation from all stakeholders, and substantiates the learning community that FSWP strives to support.

### Evaluation Framework and Workplan Development

The initial stage of the evaluation included a detailed review of relevant FSWP and related documentation to enable the evaluators to build some context for the program, and determine existing assessment criteria.

To help ensure a relevant and thorough evaluation, two evaluation advisory committees were convened: an internal committee made up of FSWP staff, and an external committee consisting of fish and habitat experts and past grant recipients. Committees served to inform the design of the evaluation framework, vet research tools, and provide on-going expertise.

Early staff engagement was supported through convening a staff workshop session to position staff as key players in defining the most important characteristics of the programs being evaluated. Key evaluation questions were generated, compiled and used to shape the evaluation process, workplan and evaluation tools.

### The Evaluation Research Process

The evaluation plan consisted of both primary and secondary research methods. Primary research included an online survey sent to all program proponents, and telephone interviews with program stakeholders. The proponent online survey was sent out to 103 proponent groups and stakeholders, and posted online from April 30 to May 16, 2010. Fifty-four completed surveys were received; an excellent response rate of 52.4%. Extensive interviews with stakeholders selected for their program area expertise were conducted during August and September 2010. The twelve interviews were transcribed immediately upon completion, to ensure accurate data capture.

Secondary research methods included the initial scoping and review of FSWP documentation, a systematic review of proponent and FSWP project report files using a template developed for this purpose, and Fraser Assembly activities, including assessing barriers to evaluation and emerging issues. These main data sets were then compiled, summarized, and triangulated to synthesize conclusions and recommendations.

### **FSWP Evaluation Themes**

Evaluation themes were formed through input from FSWP staff, Advisory Committees and the documentation review, and then refined through proponent and stakeholder input during the online proponent survey, stakeholder interviews and the project file review processes. Nine major themes emerged as organizers for the evaluation data and were employed to focus the evaluation and structure the report.

- 1 Role and Positioning Within the Sector
- 2 Goals and purpose
- 3 Capturing Program Area Impacts
- 4 Organizational Structure & Grant-making Processes
- 5 A Capacity-Building Approach
- 6 Engaging First Nations
- 7 Fostering Partnerships and Relationships
- 8 FSWP Outreach and Communications
- 9 Building a Program Legacy

*Methodological triangulation* was used as the main data analysis tool: data from between and among each study group and methodology was triangulated to assess its reliability and enable theory confirmation.

### **On-Line Proponent Survey**

The survey data is both quantitative and qualitative, in that response percentages and correlations were generated for the questions, and respondents also provided comments, producing a richer data set that is of value in identifying trends, issues and challenges, and correlations between proponent groups.

The organizational profile of the FSWP proponent population was compared to that of the survey respondents. Although the survey responses are generally reflective of the different opinions, capacity and status of groups within the population of FSWP proponents, a higher proportion of non-profit proponents answered the survey than First Nation and government proponents.. Equal representation was present from each of the four program areas.

**Executive Summary** Evaluation Methodology

### Significant findings from the online proponent survey included:

- FSWP supports initiatives not covered by other funders (indicated by 74% of 49 respondents).
- Respondents agreed that "FSWP is easy to work with" (82% or 36 out of 44 responders), progressive in what they will fund (68%) and have straightforward reporting templates and requirements (66%).
- Biggest recognized strengths of FSWP were its collaborative and networking role, and supportive staff.
- Three main benefits of FSWP: Out of 49 respondents, almost 50% highlighted the ability to use FSWP funds to cover staff and labour costs. Information gathering and sharing was the second benefit selected (43%), while the ability to leverage other funding (37%) and improvements in collaboration and partnerships (37%) were also noted.
- Most valuable type of funding to receive: Respondents selected multi-year funding (76%) and core funding (69%) as the top two types of funding that they felt were most valuable to receive.

#### Program Area Impacts

Program area impacts sample sizes are small, however the trends that have surfaced are consistent with the other evaluation data and feedback received.

- Collaboration and relationship-building between First Nations and non-First Nations proponents was noted to have occurred across all program areas.
- Significant partners on FSWP projects included a wide rage of groups from all levels of governments including First Nations, to other non-profits, consulting groups and universities.
- Relationships have been created as a result of FSWP processes and projects: the majority of respondents across the four program areas responded positively.

### Stakeholder Interview Data

Interview data was summarized under the main evaluation themes to assist in accessing this rich and detailed data source. Interviewees were selected for their expertise that broadly encompasses the FSWP initiative, as well as their ability to speak explicitly to specific issues and overall impacts of individual program areas.

### Significant findings from the stakeholder interviews included:

Role in the Sector: FSWP plays a key role as a funding agency, facilitator and convener that is viewed at arms' length from government: this supports their ability to facilitate networks and build bridges with diverse audiences. There is a current lack of funding sources for community based stewardship projects, leading to an increasingly important funder role for FSWP.

### Program Area Impacts

*Education:* Respondents highlighted specific examples from proponent programs and improved First Nations outreach capabilities, while the challenge of documenting and attributing behaviour changes and actions to FSWP-sponsored projects was noted.

*Habitat:* Respondents stated that FSWP had made some positive gains through their funding of high level strategic projects and their important networking role. Integration issues were seen to be in the early development stages, with more work needed around enabling relationships among regional proponents and encouraging partnerships at both management and community levels.

*Governance:* Improved governance and planning processes are main objectives of FSWP: respondents spoke positively of their experiences with the governance initiatives, and felt they were worthwhile in building networks and developing relationships.

*Fisheries:* Respondents spoke to specific examples of how FSWP projects have had positive impacts on stakeholder relationships, broad community participation in the reduction of water use, policy implementation and community planning. Specific examples highlighted included the reduction of on-river conflicts, the facilitation of a cohesive community response to a water shortage, and a successfully integrated community planning process.

FSWP Management: Interviewees felt that FSWP was well managed and administrated, and staff accessibility and support around projects was highlighted. The temporary nature of the Program Director position was seen to be problematic for FSWP's organizational capacity, and the management challenges of two organizations jointly delivering the program were noted.

Engaging First Nations: FSWP received positive feedback for their emphasis on connecting with, highlighting and supporting First Nations projects and bands. The prioritizing of First Nations engagement and partnerships through the FSWP program goals, and First Nations involvement in the Fraser Assembly were seen to be important approaches that enabled all proponents to build relationships and share perspectives on key issues.

Partnerships and Relationships: Interviewees felt that FSWP had supported partnership building through their funding and networking processes. All interviewees were positive when asked about FSWP's role as a convener of proponents, and networking and partnership-building were also specific attributes that stakeholders identified when asked about FSWP's key role, emphasizing some synergy in how the program is perceived and valued.

Outreach and Communications: Overall, interviewees felt that FSWP has played a positive role in distributing and sharing information and resources to proponents across the Basin. The annual Fraser Assembly was identified as a unique and very important tool for amassing priority issues, communicating them throughout the region and networking with key players, and suggestions were made to increase its leveraging capacity. Responses were mixed around FSWP's success in sharing project information: stakeholders felt that some information was getting out to proponent groups, but that much of the project resources and best practices were not easily accessible or distributed. Improvements to the program's website and outreach to proponents was suggested to increase information-sharing.

Program Legacy: The networking that has occurred across the Fraser Basin and within specific regions and watersheds was identified by all stakeholders as a main legacy or lasting impact of FSWP. The Fraser Assembly was highlighted by the majority of groups as being a key factor in this networking, and the specific partnerships that have resulted were noted as tangible examples. The support by FSWP of strategic projects that were seen as innovative but risky for other organizations to fund was also noted.

### **Project File Review**

Twenty Project files were randomly selected for forensic review from a combined pool of the 2008-2009 FSWP projects within each of the four program areas. Using a collaboratively-developed template, project files were examined for evidence of accountability, fund leveraging, partnerships, First Nations engagement, information sharing, and leadership in salmon conservation. A search was conducted on ThinkSalmon for project information, final reports and project deliverables/products.

Accountability was assessed by evaluating the completeness of the project files; ninetyfive percent of the project files reviewed were either 'complete' or 'somewhat complete'. However, it was noted that the FSWP-led files were handled differently than proponentled files.

Leverage: Financial data from final reports was used to calculate both the leverage of additional cash resources as well as total leverage that included in-kind and volunteer contributions. Calculating the leverage proved a challenge as inconsistencies were noted in the financial details provided by proponents. For the twenty files reviewed, on average each FSWP dollar invested returned 1.6 times as much in project support, including cash and in-kind contributions.

Partnerships: Project files were examined to ascertain whether the project had fostered meaningful partnerships in the community of practice. In ninety percent of the project files reviewed, some evidence that the project engaged partners or fostered partnerships was present.

First Nations: Over 50% of the projects engaged First Nations at some level. In 30% of the files the First Nations engagement was enigmatic - it might have been mentioned in the proposal stage but then not reported on later as the question of First Nations Engagement was not asked in the final report template.

Communications and Outreach: Project files were reviewed for evidence that information sharing was occurring by proponents as part of the FSWP-funded project. Eighty percent of files demonstrated evidence in the final report documentation of information sharing between partners or with a target audience. In 20% of the files the evidence was unclear. For each of the project files reviewed, ThinkSalmon was searched for the presence of accurate project information and project outputs. All but three of the project files reviewed had a profile on ThinkSalmon. Forty percent or eight of the twenty were considered well represented as their online presence included profiles, final reports and outputs.

Executive Summary | File Reveiw

### Data Interpretation and Discussion

The research findings were interpreted through the use of methodological triangulation, and results summarized under the main research themes, with supporting quotes and comments to illustrate key findings.

### Theme: FSWP's Role and Positioning Within the Sector

A Unique and Flexible Funder FSWP is seen to be a unique funding agency in that it is positioned arms-length from government but has the benefit of government partnership. This perceived neutrality also enables FSWP to extend government agencies' support to projects that might otherwise be deemed too risky for them to take on alone. Its flexible funding strategy includes funding labour – an area that few other funders will support.

"No other funders looking at connecting issues such as ecosystems management, cross-organization collaboration, etc." Survey Q13\_3

A main strength of FSWP is its role as a collaborative networker that is able to build bridges between governments and non-profits, and connect stakeholders throughout the watershed around shared issues and priorities. FSWP's perceived neutrality also assists their role as an important convener and facilitator, able to bring a diverse representation of groups, perspectives and agencies to the table to address complex and often divisive issues.

"Pure bureaucracies are limited by their policies, and their ability to communicate to the public... it is important to disassociate the bureaucracy from the decision-making, FSWP is the 3rd party that is allowed to do that." Interviewee 10

*"I think they act as a bridge between government agencies and non-profit stewardship groups. They can feed in a lot of information and support and tie groups in to one another that do similar work..." Interviewee 1* 

Coordinating Strategy at Multiple Scales The concept of FSWP is to act as a "big picture" strategic player that works to leverage and increase efficiencies of community-based stewardship by also supporting higher level, high impact initiatives. There is a recognition from stakeholders that these higher level strategic projects - supported, initiated and often led by FSWP - are essential in meeting the program's goals. Without more focused outcomes and indicators (see below), however, attempts to strategically define higher level projects and how they relate to community level ones are somewhat ad hoc. Plus, the rationale and results of high level projects that are undertaken are not always clearly communicated.

Adding to this issue, non-FSWP funds for community based stewardship work are becoming increasingly scarce. This adds pressure to FSWP to broaden its scope to help maintain all good stewardship work, rather than narrow its scope to a more focused, multilevel strategy. Strategic decisions about the Program's role in community based stewardship need to be made with input from its key stakeholders.

"They need to be a road map... that highlights the really broad stuff, things like First Nations recognition and reconciliation...Right now... people don't see how they are plugged in to the bigger picture, FSWP can play that role, take a broader look at the Basin....Everyone needs to see where they are contributing to these bigger outcomes. People must see the connections, this is the holy grail of collaboration, and this is where FSWP can play a role." Interviewee 8

### Theme: Goals and Purpose

Staff and stakeholder perspectives of FSWP's over-arching goals are clear. Given the challenges inherent in amalgamating two very different organizations to deliver one Program, this clarity of purpose is an important finding.

"FSWP deals with critical issues around salmon habitat, the sustainability of the habitat through the social, ecological and economic lenses. They have done a pretty good job of supporting this three-legged stool of sustainability." Interviewee 7

However, an exploration of FSWP documentation revealed multiple iterations and layers of strategy, indicators and approaches to realizing the program's goals. Connecting program goals with its actual activities on the ground necessitates clear program outcomes and indicators – elements that are not well-defined throughout FSWP's documentation. This lack of actual outcomes statements that describe the short and long term effects of program implementation is a process gap that needs to be addressed, and recommendations are provided for how to approach this task.

### Theme: Capturing Program Area Impacts

Benchmarking the empirical program area impacts in order to describe FSWP's progress towards achieving the desired Program outcomes is both essential and challenging. The absence of defined, consistent program outcomes and indicators for each program area, combined with a lack of baseline data were main barriers to determining program impacts. Also, the complex, systems-based nature of the work that FSWP supports does not lend itself to linear, tidy indicators.

However, the three evaluation data sets provide: confirmation that projects are meeting their proposed deliverables in the file review; descriptive information on the many perceived positive program impacts in the on-line proponent survey; and powerful and detailed insights from the in-depth interviews of stakeholder experts from across the Fraser Basin. Specific examples of key program impacts are described, and suggestions for identifying, tracking and monitoring FSWP program priorities across all four program areas are provided.

### Program Area: Education & Engagement

"FSWP has helped us to deliver and focus our pitch and messages, and be able to improve branding and messaging – really helped us to inform and engage people in this area." Interviewee 1

### Program Area: Habitat and Water Restoration & Stewardship

"Projects have moved us closer to co-management on some issues. They have been strategic in dealing with water issues... they have had an impact here... I was also part of the Fraser Salmon Table, we were looking at river etiquette conflicts on the river, this is a very good project." Interviewee 7

### Program Area: Planning & Governance

"If there is anything good that's come out of these meetings, we are tentacling in with each other much more... Even though we have different agendas, there is a common goal and vision that is shared – and these meetings bring this out... That is what building community is all about." Interviewee 2



### Program Area: Sustainable Integrated Fisheries Management

"The stock assessment stuff they have funded is ground breaking. The watershed management in Nicola and other places, they have helped to put in place regulations on rivers like the Capilano, the Alouette, these were all influenced by FSWP investments." Interviewee 5

### Theme: Organizational Structure and Grant-Making Processes

In discussion around the FSWP management structure, program staff were highlighted as a main strength.

*"It has excellent liaison persons, we always felt FSWP staff were an email or phone call away. So, it supports and networks like few others." Survey Q14\_21* 

The challenges and opportunities of the federal Department of Fisheries and Oceans (DFO) supporting the FSWP Program Director position were discussed. Different directors come with different sets of skills and interests that impact the program and contribute to potentially positive change. However, given the Director's short tenure, there is little time for new directions and systems to be fully developed and implemented. The temporary tenure of the position was seen to have hindered the program's ability to focus on its goals and objectives and led to a lack of program direction, reduction in organizational memory and negative impacts on organizational capacity building.

"An assignment is just an assignment, it is not a permanent position. FSWP is doing themselves a big disservice by not building capacity there... the program needs a long term approach and guidance. The ideal situation would be if they had a staff director who was permanent, and then had two people brought in on assignment, one for the province and one from DFO." Interviewee 6

The co-delivery of FSWP was seen as advantageous, in providing a wider base of expertise, an increased ability to convene a variety of perspectives, and a perception of neutrality and impartiality. However, the additional work of coordinating two different organizational cultures was also noted.

Consistency Required Across Project Documentation Proponents and stakeholders generally support FSWP's funding processes and documentation: the two-stage application process instituted in 2008 – 09 for proposal submission was highlighted as a time-saving and capacity-building process. However, a number of issues were noted with the grant documentation: the conceptual proposal, detailed proposal and final report templates do not contain sections that can be easily tracked and compiled for project outputs and accountability. Fortunately there are some simple things FSWP can implement immediately- such as stating program priorities and gathering metrics on these priorities (partnerships, information sharing, First Nations engagement etc) consistently across all its program documentation, to be able to compile, compare and assess findings.

### Theme: A Capacity-Building Approach

Capacity can be described as the ability of an organization to do its work sustainably and effectively over the long term. It is a defining characteristic of FSWP's work, although no clear definition of the term is provided. It would serve the program well to clearly define capacity-building in terms of program and project activities as well as develop indicators to track its occurrence and progress.

Although FSWP contributes to the capacity of the sector in a number of ways, its primary role is as a funder. This role is increasingly important for two reasons: groups are finding it more challenging to find money to support their work, and the model for funding non-profits in Canada has changed, shifting away from core funding to short-term project-based grants. Thus how FSWP allocates grant dollars has a direct impact on proponents' success in achieving their mission. Proponents highlighted the benefit of being able to apply FSWP grant dollars to labour and other core costs.

"FSWP is exceptional in providing for staff salaries, travel expenses and overhead allowing us to provide programs throughout the Basin and mentor others." Survey Q13\_22

Surveyed proponents overwhelmingly requested multi-year funding and core funding as the funding types that would best support their capacity. The time saved due to the reduction of proposal and report writing that results from multi-year funding is also a capacity contribution. FSWP may want to consider additional funding approaches that promote organizational stability, such as core funding and multi-year grants, to enable groups to better plan for outcomes with a long time horizon.

Fostering Leadership Developing and recognizing leaders is a specific area of capacity building that FSWP has identified as an important objective in their program documentation. Leadership can be approached at different scales: at the individual, organizational or community level. Enabling leaders to come forward in communities, building leadership capacity in organizations, recognizing leadership, and supporting initiatives that take the lead on emerging issues are all tangible leadership activities for FSWP to support. However, defining what leadership means for FSWP and developing strategies to support leadership capacity will be important for the program and proponents.

"They have been able to be really effective at finding and supporting champions in the watershed and supporting them, and the First Nations engagement is a real strength." Interviewee 12

### Theme: Engaging First Nations

The project data around engaging First Nations in meaningful and collaborative relationships is encouraging, with over half of the reviewed files demonstrating engagement, and the interview and survey data including positive examples from a wide range of stakeholders. Both the prioritizing of First Nations engagement and partnerships through the FSWP program goals, and First Nations involvement in the Fraser Assembly were seen to be important approaches that enabled all proponents to build relationships and share perspectives on key issues.

"Fantastic, they have done a great job in providing accessible programs, relevant to First Nations, making sure that the lack of capacity to partner doesn't hinder us applying, also helping us to get the technical help that we need, and to network or work more broadly, they do these things well." Interviewee 4 However, FSWP has not defined First Nations Engagement or developed specified objectives as to how it might occur, making investigation and tracking of this program goal difficult. Stakeholder suggestions that would support this important goal include: the sourcing and/or development of examples of best practices around First Nations engagement, the strategic funding of larger Nations in order to expand and sustain the capacity of the smaller bands within them, and providing additional funding to allow multiple band members to attend the Fraser Assembly.

### Theme: Fostering Partnerships and Relationships

Building and maintaining relationships and partnerships across the Fraser Basin are key program priorities for FSWP. Stakeholders frequently cite the important relationship-building role that FSWP has taken on, particularly through their funding and networking processes and their effectiveness as a convener of key players across the Fraser Basin. The creation of meaningful partnerships is an aspect of the Program that has high value to stakeholders, and a factor that was present in 90% of the project files that were reviewed.

"Absolutely, without FSWP the situation would be tragic, the silos are so entrenched and the governments so threatened and time-strapped, they are a rare organization that can bridge some of these divides." Interviewee 4

Relationship and partnership-building can mean many things to many people. As a fundamental program objective, it is important that FSWP develop some clear definitions of both these elements, as well as requesting partnership information from proponents on the project reporting templates. One approach that FSWP could adopt is to develop a continuum for partnerships, based on the types of relationships found between proponents and their degree of integration. An example is provided for discussion.

### Theme: FSWP Outreach and Communications

Communications is foundational to FSWP's work. Stakeholders highlighted FSWP as an important communications conduit for issues and projects occurring across the Fraser Basin, and specified the Fraser Assembly as one key to this success.

"The Fraser Assembly is a very important tool to bring out issues throughout the whole watershed, and give us all the larger picture of the whole basin, understand the issues from a broader perspective. They are... a place to catch up with people you don't see often, meet new people, learn about other programs and broader issues." Interviewee 1

The Fraser Assembly provides an exclusive opportunity for stakeholders to meet and network with other proponent groups around issues specific to Fraser Basin sustainability, to distill and communicate key issues across this large geographic region. However, there is a perception that past stakeholder input into program priorities has not been reported on or implemented. Timely communications around the issues and decisions that emerge would re-engage participants.

"We need something that says...'We heard from you in Merrit and this is what those folks are saying, this is what we will change as a result of this considerable effort from many people.' We really need to hear back." Interviewee 2 The Assembly is also an excellent tool for building on regional and Program area expertise, through hosting working groups or panels at the Assembly to bring participants together by region and/or Program area.

Communications activities occur at multiple levels. Broadly, FSWP is a communications hub for the sector, while specific communications activities are directed to proponents by FSWP as a grant-maker, and carried out by proponents at the project level.

### **Communications Tools**

Thinksalmon is the main tool for stakeholders to access information about the FSWP, grant processes and project information. However, stakeholders reported it as cumbersome and confusing to use, noting its weak search engine, difficult navigation elements, and the presence of an imposter FSWP site. Improving the website would enable FSWP to better fulfill its important role of sharing of information, resources and best practices.

The programs' e-newsletter is a useful communications tool that stakeholders felt could be improved through the addition of program categories, project links, and by focusing more on celebrating projects and proponent groups.

### Communications Role within Projects

Communications is an integral component of many FSWP-funded projects. The online proponent survey and file review data support the notion that sharing of information was occurring. Incorporating specific tracking mechanisms to record the nature of communications and information-sharing being carried out by proponents would be an important addition to the project templates.

### Theme: Building a Program Legacy

FSWP is building a legacy as a critical funder for groups working to realize healthy salmon populations in functioning watersheds against a backdrop of government funding cuts, lack of core-funding, and increased specificity of foundations' grants.

FSWP is building a collaboration and networking legacy, providing opportunities for a wide range of stakeholders with varying perspectives to come together and build relationships, networks and joint initiatives. This networking role has activated some substantial coordinated efforts among governments, communities, non-profits and First Nations: this is seen as a unique and important program priority that few other funders or agencies are undertaking.

"The... project is gaining many successes but the biggest one will be moving this knowledge base to several other streams under one management strategy and program. This original project and its funding is also giving the ranching community confidence in the objectives and its gentle push towards water stewardship within the region." Survey Q32\_2

FSWP is building a legacy as an innovator and risk-taker, supporting strategic projects that may not have found funding or support other places.

Finally, FSWP is building a legacy as a capacity builder: the legacy of its project work - distributing over \$12 million dollars to 275 projects in its five years of operation has enabled groups to better contribute to healthy salmon and watersheds in the Basin and for the long-haul.

### **Recommendations and Conclusions**

### FSWP is a Critical Funder

The current meager funding environment for stewardship and sustainability projects underscores the importance of both sustaining FSWP for the long-haul and leveraging existing grantmaking networks.

Recommendation: FSWP continue to build its internal capacity as a grant maker to ensure its own sustainability.

### FSWP Models Complexity

When examining the organizational makeup of FSWP, its four program areas and the broad diversity of proponent groups, it quickly becomes evident that this is not a simple, straight-forward funding program, but a socially complex multi-layered organizational model requiring collaboration among stakeholders from different organizations, systems and sectors to succeed.

Recommendation: Recognize that complexity is inherent in the work FSWP supports, and celebrate the program's successes in supporting innovation and risk-taking while working within these complex systems.

### *Maintain the Networking Role*

The convening and facilitation of critical gatherings of watershed stakeholders using the collaborative approach championed by FSWP creates the environment where shared solutions and the effective social change needed to address issues of watershed health can emerge.

Recommendation: Support ongoing development of FSWP's role as a networker and convener.

#### **Fraser Assembly Kudos**

The Fraser Assembly is seen as a critical element of the program's success in facilitating communications, supporting networking, identifying and targeting issues across the Fraser Basin, and building partnerships.

Recommendation: Re-envision and leverage the Fraser Assembly to re-engage stakeholders and proponents, and look at new ways to gather information and make connections across the sector.

### Program Area Wins

FSWP funding has contributed to projects that: contribute to the body of fisheries and watershed knowledge, actively restore and enhance habitat, and explore new governance processes, as well as projects that engage First Nations and build partnerships and organization capacity for proponents. However, assessing these project accomplishments is challenging as clear indicators, consistently applied across program documentation are not present.

Recommendation: Develop consistent indicators for tracking success within key program and harmonize project documentation to enable better assessment.

### A Pro-Active Communications Hub

Communications is foundational to FSWP's work, and occurs at multiple levels.

Recommendation: Continue and increase the pro-active brokering and match-making role in linking project proponents working on similar issues, regions and/or program areas.

Recommendation: Improve distribution and access to project and program resources through improving website format and search engines, and through pro-active dissemination of salient program information, products and research.

### Program Strategy Coordinated at Multiple Levels

The goal of FSWP is to act as a high level, strategic player in leveraging a range of participation and funding. Funding for community based stewardship is one part of the strategy. However, coordinating high level initiatives and community-based initiatives is challenging in the face of overly broad target outcomes and shrinking availability of other stewardship funding across the Basin.

Recommendation: Define and deliver high level projects in a transparent manner as part of the strategy to achieve focused outcomes.

### **Program Process Gap: Indicators**

The programs' founding objectives that include developing partnerships, engaging First Nations, providing outreach and communications and building capacity are not specifically articulated or tracked through the program documentation.

Recommendation: FSWP staff and stakeholders develop indicators of success that reflect the program's mission and priorities and are both internally and externally focussed.

### **Build FSWP Leadership and Human Resources Capacity**

FSWP is generally well managed and administrated, and program staff expertise and project support is a recognized strength. However, the program would greatly benefit from the continuous leadership of a permanent director, and internal human resources capacity-building.

Recommendation: Establish the FSWP director as a permanent staff position, external to DFO; develop internal human resources capacity.

### A Sustained Funding Base Going Forward

Project impacts, collaborative efforts and partnerships within and across the many systems through which FSWP operates require extended time to be substantiated. Although FSWP was initiated with government dollars, it will be important to secure additional and varied funding sources for the Program, to ensure its sustainability and success over the long term. An enduring and secure funding base would allow FSWP to more easily support multi-year funding models, which provide stability to organizations, enable planning and partnership development, and support the implementation of difficult, complex and long term projects. A longer time frame would also serve to authenticate FSWP's long term goals.

Recommendation: FSWP access additional funding sources in order to ensure long term Program sustainability and enable extended funding models, longer project time frames, and long term Program goal and objective targets.

### A Reflective Pause: Looking Back to Move Forward

This evaluation has demonstrated that there is a great deal of support for FSWP throughout the Fraser Basin, and the program has achieved much. This five-year juncture is an opportune time to step back and look at the bigger picture: reflecting on what has worked well; what needs some attention; and to forge a new pathway forward.

Recommendation: FSWP and its key stakeholders engage in a strategic planning process reexamining the initial Business Plan through the lenses of additional knowledge and experience gleaned from the first five years of operation.

It is our hope that this evaluation inspires dialogue, critical reflection and actions that will contribute to the ongoing success of the FSWP.

# ► INTRODUCTION

### **Project Background**

In July 2005, the Living Rivers Trust Fund Advisory Group invited the Pacific Salmon Foundation (PSF) and the Fraser Basin Council (FBC) to lead the development of a business plan to address salmon and watershed sustainability issues in the Fraser Basin. The main goal of the resulting business plan was to support healthy salmon populations in functioning watersheds, co-existing with thriving communities in the Fraser Basin. The ten million dollars from Living Rivers motivated Fisheries and Oceans Canada (DFO) to contribute an additional five million in cash and five million in in-kind services, and the Fraser Salmon and Watersheds Program (FSWP) was launched in 2006.

FSWP is managed and administered by the Pacific Salmon Foundation, and jointly delivered with the Fraser Basin Council. The Program delivers funding from the provincial Living Rivers Trust Fund and the federal Fraser Basin Initiative of Fisheries and Oceans Canada. In its four years of operation, plus the year currently underway, FSWP has funded over 270 projects with a total value of over \$12 million. Projects span four Program Areas: Habitat, Governance, Fisheries and Engagement, and seek to address both local issues throughout the Fraser Basin, and the broader, basin-wide issues.

Operating on an annual cycle that begins in April, FSWP plans for future projects by hosting the annual Fraser Assembly to collect input from a wide range of stakeholders, and drawing on perspectives from program staff and Program Area Technical Review Committees. Most projects are implemented by proponents and enabled by funding and other assistance from FSWP, while some strategic projects are specially contracted for and then managed by FSWP staff.

In January 2010, the Fraser Salmon and Watersheds Program initiated a call for proposals to carry out a program-wide evaluation.

The evaluation objectives were to:

- Assess the effectiveness and cost effectiveness of the Fraser Salmon and Watersheds Program.
- Develop performance measures and methodology to assess the program; and
- Provide recommendations to ensure the best use of funds to ensure maximum results and long-term benefits to salmon and watersheds in the Fraser Basin.

Staniforth and Associates were awarded the contract in February 2010, to conduct a mixed methodology evaluation, using developmental and participatory evaluation methodologies, and qualitative and quantitative assessments of program objectives, outcomes and outputs.

### Organization of the Report

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The participatory evaluation research approach and rationale is briefly reviewed in the Methodology to provide some context for this systems approach. The evaluation timeline, workplan development and use of evaluation Advisory Committees is also described, including the methods used to solicit early staff engagement with the process. The development of the evaluation research tools, including the on-line proponent survey, stakeholder interview guide and project file review processes are also described.

It is important for the rigor of all evaluation processes to keep the components of the evaluation separate: the data findings, their interpretation and judgment. Thus, the Data Compilation & Presentation includes a summary of findings from each data set, presented under the main evaluation themes and program area impacts. Each data set has limitations, but by considering them together, findings can be established with more confidence. The Data Interpretation & Discussion summarizes the data set triangulation findings and presents their interpretation under the same evaluation themes, and the Recommendations and Conclusions section highlights program strengths and successes, and suggests pertinent organizational reflections and future directions.

### A Carbon Neutral Approach

FSWP promotes a sustainable future where healthy salmon populations (exist) in functioning watersheds co-existing with thriving communities; achieving this vision depends on each of us looking critically our actions and changing behaviours. In keeping with this ethic, in addition to the evaluation tasks, the work for this project was approached with a target of carbon neutrality.

A carbon neutral evaluation process was achieved by implementing a strategy of: assessment, mitigation and offsets. Sources of carbon resulting from the initial workplan were determined and replaced by lower carbon generating activities where possible. Travel was reduced by conducting meeting by phone and skype rather than in person; when travel was required, low carbon emitting alternatives such as bus, boat and carpool were favoured; in addition, the evaluation interviews were conducted by phone and the proponent survey completed online. At the completion of the project the carbon generated as a result of the project was offset by purchasing carbon credits from less.ca.

## EVALUATION METHODOLOGY

This section summarizes the evaluation methodology, presents a brief rationale for the selected research methods, and outlines how initial strategies and activities informed the evolving evaluation process and research tools.

### A Brief Rationale

The FSWP evaluation is grounded in participatory, developmental evaluation theory, and uses both qualitative and quantitative methodologies and analyses.

### Participatory Evaluation Approach

"In 1991, researchers conducted a study of how nonprofits apply evaluation, and found that rigorously designed evaluations have not been successful in evaluating human service programs, because these formal approaches were not responsive to the interests and concerns of the stakeholders." (Sumariwalla, 1991: cited in York; 2005, p. 29)

The participatory emphasis of this evaluation involves primary users in the initial design and implementation, to enable a deeper understanding of the process, encourage more ownership, and improve the usability of the data. The priority audience for this evaluation is the program and foundation staff, and its intended use is three-fold: for program improvements, organizational learning and accountability.

Qualitative evaluation models emphasize understanding, rather than precise measurement of events. Their detailed inquiry methods identify recurrent themes and patterns in the data, allowing the determination of which aspects of a program are salient to staff and to participants, and why. They also enable an exploration of unintended processes and consequences: features that are not anticipated during the programs' development or implementation. A flexible evaluation design allows unanticipated features to show up: i.e. the evaluator is not just asking about things that are supposed to be there. These unintended features may be good or bad, yet need to be discovered to better understand the overall program (Weiss, 1998). This provides the evaluator with a more holistic picture of the social and political context, the prior history and the nature of the culture within which a program operates.

### Developmental Evaluation Approach

*"Whoever undertakes to set himself up as a judge of Truth and Knowledge is shipwrecked by the laughter of the gods." - Albert Einstein* 

Developmental evaluation processes include asking evaluative questions and gathering information to provide feedback and support developmental decision-making and course corrections along the emergent path of an initiative. The process is very collaborative, and builds evaluation capacity in all participants and stakeholders. Rather than being an "objective" outsider, the evaluator is part of the project team from the start, and collaborates to conceptualize, design and test new approaches in a process of improvement, adaptation and intentional change.

This type of evaluation shifts from one of "objective judgments" to one of enhanced learning with a focus on improvement – making things better rather than rendering summative judgment. Many decisions must be made in an evaluation: the purpose must be determined, concrete evaluation criteria for judging program success needs to be established, methods need to be selected and timelines agreed upon. The primary intended users of the evaluation must answer these questions in order that the end product be of use. Evaluators don't come with specific evaluation questions – but with a **process** for determining what questions will be meaningful and what answers will be useful, given the programs' situation and priorities. This type of evaluation process involves participation from all stakeholders, and substantiates the learning community that the FSWP projects strive to support.

### Results are Relevant and Implemented

By involving primary users in the initial design and implementation of the evaluation, a deeper understanding of the process is enabled, more ownership of the evaluation is encouraged, actual utilization of the data is greatly improved, and organizational learning is enhanced. Three decades of research has shown us that participatory evaluations increase the utilization of the evaluation results, increases user commitment and advocacy for programs, helps to link the practice-based communities and organizational members and strengthen synergy and collaborative devices (Huberman, 1990, Cousins and Earl, 1992).

### **Evaluation Framework**

This section details the development and sequential implementation of the evaluation framework, which includes the overall process of staff and stakeholder participation, the evaluation workplan and timeline.

### Initial Document Scoping

The initial stage of the evaluation included a detailed review of relevant FSWP and related documentation, including the Living Rivers Business Plan for Fraser Basin Salmonids and Watersheds, the draft Management and Evaluation Framework, all Request for Proposal documents from 2007 - 2010, technical review committee criteria, and Fraser Assembly reports. This process enabled the evaluators to build some context for the program, and determine what processes, performance measures and assessment criteria existed.

### **Evaluation Advisory Committees**

To help ensure a relevant, credible and thorough evaluation, we convened two evaluation advisory committees: an internal committee made up of FSWP staff, and an external committee consisting of fish and habitat experts and past grant recipients. External advisors were selected with input from FSWP staff, and Terms of Reference and a timeline were developed for the committees' work (see the Appendices).

These committees serve several purposes, including:

- Informing the initial design of the evaluation framework;
- Vetting research tools and methodologies to ensure their appropriateness;
- Providing the project with on-going expertise and current research findings in best practices;
- Reviewing the evaluation findings to ensure their relevance and consistency.

External Advisory Committee Members:	<b>Matt Foy:</b> senior biologist, DFO, works in habitat restoration for SEP in Lower Fraser
• • • •	<b>Pete Nicklin:</b> R.P.Bio / Fraser Fisheries Biologist, Fraser River Aboriginal Fisheries Secretariat
<b>OOOOOOOOOOOOO</b>	<b>Lee Heskith:</b> Owner, Silver Hills Ranch Program Manager, BC Cattleman's Association proponent for Farmland Riparian Interface Stewardship Program
Internal Advisory Committee Members:	Cam West, Megan Moser, Jim Vanderwal, Tascha Stubbs, Michelle Tung

### Early Staff Engagement

On March 29, 2010, the evaluators convened a FSWP, PSF and FBC staff workshop session to engage staff in the evaluation methodology. As the primary intended users of the evaluation it was important to position staff as key players in defining the most important characteristics of the programs being evaluated. The meeting objectives were to:

- Engage all staff in this participatory, collaborative evaluation,
- Provide some background on the evaluation methodology and rationale,
- Focus the evaluation: collaboratively identify the key questions that will assist staff the users of the evaluation and inform the evaluation framework, and
- Identify user-focused evaluation priorities to inform the program area indicators of success.

Nine staff members and the evaluators worked together to clarify the main goals of FSWP, and to generate and define evaluation questions and indicators of success that were meaningful and useful. Sets of questions were generated, categorized and ranked by staff. Staff also worked in small groups to refine specific questions around the four program areas and begin to establish indicators of success. A summary document from the workshop was produced and distributed to all. The key questions and program area indicators were used to shape the evaluation process and were reflected in the initial draft evaluation frameworks reviewed by both advisory committees.

### Evaluation Workplan

The timeline and framework for the evaluation was developed in early April 2010, through a rigorous and inclusive process that involved all FSWP staff. A draft workplan was circulated for comments to both advisory committees, which described the key research dates and events, and identified specific committee work dates and timelines (see Appendices xx). The workplan was revised to represent the evaluation priorities and feedback resulting from the FSWP / FBC staff workshop – an example of the benefits of proposing a flexible evaluation methodology that can adapt to evolving user needs.

There were two main changes from the initial proposed workplan:

**1** *Re-framing of the interview research strategy from proponents to external experts.* 

Initially proponents were identified as candidates for in-depth interviews to deepen understandings of specific program impacts and process. However, since the key evaluation questions posed by FSWP staff focused on long term program impacts, perceptions, strengths and weaknesses, the interview candidates were shifted to external experts and stakeholders in the four program areas. It was felt that program proponent perspectives would be adequately captured through the online survey, and that a wider range of stakeholder input would enrich the overall findings and enable better data triangulation.

# 2 A focus on project files and reports.

Staff feedback established a desire to identifying concrete program impacts. It was anticipated that this information was best aquired through assessing and summarizing existing project file data. Therefore, work days were re-directed from the interview tasks to enable further research into the program documentation.

### Key Evaluation Questions

In mid-April, the key evaluation questions were compiled from questions and outcomes generated by FSWP staff at the March workshop, the desired program area outcomes provided in the FSWP Request for Proposal documents, and the over-arching outcomes from the draft management and evaluation framework (MEF, 2007).

Questions fell into two categories:

- **Process-based or Program-based questions** that dealt with the FSWP granting procedures, proposal templates, strengths and areas for improvement, and;
- Impact-based or Project-based questions that dealt with the short and long term impacts on program areas, organizations and the Fraser watershed as a whole.

Tables listing the key questions, the evaluation tools proposed to capture that information, and some proposed indicators of success for the data collected were developed and sent to the two advisory committees for review. Committee feedback was compiled, incorporated into the evaluation framework and used to inform the research tool development.

### The Evaluation Research Process

The evaluation plan consisted of both primary and secondary research methods. Primary research included an online survey sent to all program proponents, and twelve extensive telephone interviews with program stakeholders. Secondary research included the initial scoping and review of FSWP documentation, a systematic review of proponent and FSWP project report files, and Fraser Assembly activities, including assessing barriers to evaluation and emerging issues. These main data sets were then compiled, summarized, and triangulated to synthesize conclusions and recommendations.

### Two Primary Research Tools

# 1 Proponent Online Survey

The survey questions were reviewed by the internal and external advisory committee members, as well as three external reviewers: people not associated with FSWP, but who have expertise in BC fisheries issues, stewardship, non-profit work, and survey development. Survey reviews were compiled and incorporated into the final draft, which was sent out to 103 proponent groups and stakeholders, and posted online from April 30 to May 16, 2010.

The survey data was cleaned of replicate responders and its main themes summarized for presentation at the May 2010 Fraser Assembly. Accounting for duplicate and incomplete surveys, we received 54 completed surveys: an excellent response rate of 52.4%.

### Stakeholder Interviews

2 Stakenolder Interviews A draft interview guide was circulated for feedback June 16, 2010, and eight interviewees were contacted and dates established for the interviews. Due to FSWP staff changes and time delays, the initial interviews had to be cancelled. A second interview guide was

developed and circulated to the advisory committees in July, 2010. Feedback was incorporated and the interviews were rescheduled for August and September 2010, to accommodate stakeholder fieldwork schedules and previous work commitments. A list of potential interviewees was requested from FSWP staff, and several staff prioritized the members according to program area expertise.

In searching for a suitable research tool in identifying key interviewees without attracting excessive organizational bias, we borrowed a method from the sociologists and business managers called Social Network Analysis (Krebs, 2005). This type of community mapping tracks relationships and information flows between people, groups and communities, through documentation, mapping and analysis (business managers call it Organizational Network Analysis). For example, key stakeholders suggested and prioritized by FSWP staff were contacted and asked to suggest other potential interview candidates throughout their community of practice. If two or more stakeholders mentioned a candidate, that person would be placed on the final interviewee list. This technique helped to define a list of key interviewees while reducing the possibility of FSWP staff bias in their selection.

After establishing email contact and setting interview dates, ten complete telephone interviews that ranged from 34 - 90 minutes in length were conducted by the same researcher for consistency. Two additional abbreviated interviews were conducted after several stakeholders identified current and past staff members as key participants: the interview questions were reduced to better capture their specific areas of expertise. The twelve interviews were transcribed immediately upon completion, to ensure accurate data capture. (See the Appendices for the Stakeholder Interview Guide.)

In keeping with the agreed-upon interview code of conduct, all direct identification of the individual interviewees has been omitted. General defining characteristics of the interviewees are included, to provide a better context for their responses.

### Three Secondary Research Tools

## 1 Proponent Project File Review

A thorough review of a random sample of twenty grantee files, including proposed objectives, interim and final project reports also formed a main data set. A review template was developed, based on the program area outcomes, FSWP objectives and themes that emerged through the survey and Fraser Assembly comments. The template included criteria such as completeness of the file, funds leveraged, indications of partnerships and First Nations engagement, leadership in salmon conservation, communications and information-sharing and specific project outputs in the four program areas. (See Appendices for the Project File Review Template)

### **7** Initial FSWP Documentation Compilation and Summary

As discussed under the Evaluation Framework development, the evaluators solicited, compiled and reviewed extensive background documents, to develop a context for conducting the research, and to provide recommendations on the evaluation framework and criteria. The document review also enabled the evolution of the program to be tracked through the various inputs, additions and impacts to its processes and strategies process over time.

3 *Participation in the 2010 Fraser Assembly* The evaluators were contracted to present a brief summary of the evaluation framework and a preliminary review of the proponent online survey results at the May 26 - 27 Fraser Assembly in Merrit, BC. FSWP staff requested additional assistance with the drafting of the Fraser Assembly agenda and objectives, and facilitation of two sessions: Barriers to Evaluations and an Emerging Issues Kitchen Table Discussion session.

The Evaluation trouble-shooting session included a Barriers Parade, where participants wrote their main barrier to conducting evaluation on a sheet of paper, and paraded around the room holding the paper so everyone could read it. They then self-sorted into groups of similar barrier themes, chose a theme for their group, and small group discussions were facilitated around clarifying and sharing the barriers that were identified. Barrier themes were posted on the wall under the theme names and summarized for further use by FSWP as future capacity building topics.

Emerging Issues Kitchen Table Discussion: At this roundtable session, small groups worked to discussissues and challenges faced in their work and within the sector as a whole. Issues and emerging questions were identified that informed the development of the interview guide and proponent report review template.

The evaluators also provided input into how to best solicit participant feedback throughout the two-day meeting, and designed Comment Cards and a "Tag the Wall" activity to facilitate increased participant input. The consultants also reviewed and suggested changes to the Fraser Assembly evaluation form format and questions.

### **FSWP Evaluation Themes**

The evaluation themes were initially formed through input from FSWP staff, the Advisory Committees and the documentation review. They were subsequently refined and informed through proponent and stakeholder input during the online proponent survey, stakeholder interviews and the project file review processes.

Nine major themes emerged as organizers for the evaluation data and have been employed to focus the evaluation and structure this report.

- 1. Role and Positioning Within the Sector
- 2. Goals and purpose
- 3. Capturing Program Area Impacts
- 4. Organizational Structure & Grant-making Processes
- 5. A Capacity-Building Approach
- 6. Engaging First Nations
- 7. Fostering Partnerships and Relationships
- FSWP Outreach and Communications 8.
- Building a Program Legacy 9.

### Data Triangulation: Compilation, Integration and Analysis

Methodological triangulation was used as the main data analysis tool: data from between and among each study group (proponents, expert stakeholders, staff) and methodology (online proponent survey, interview, document and project file analysis) was triangulated ("within – methods" triangulations and "between- methods" triangulation) to assess its reliability and enable theory confirmation (Cohen and Manion, 1994).

The next section of the report includes the compilation and summary of survey, interview and project file review data under the emerging themes and questions of the evaluation framework.

# DATA COMPILATION & PRESENTATION Summary of the On-Line Proponent Survey Data

### Survey procedure

The survey was sent out via an email link to 103 proponent groups and stakeholders, and was posted online from April 30 to May 16, 2010.

Initially 59 responses were received, with five of these being duplicates (incomplete, duplicate surveys from the same IP address) or very incomplete. After correcting for these, 54 useable surveys remained for analysis: an excellent response rate of 52.4%. A typically good response rate, exceeding the level required for data validity, is 30% (Cohen & Manion, 2007).

### About the data

The survey data is both quantitative and qualitative, in that response percentages and correlations have been generated for the questions, and respondents could also comment on their response selections, producing a richer data set. This quantitative, descriptive data is of great value in identifying trends, issues and challenges, as well as numerous correlations between proponent groups.

The list of survey questions can be found in the report's Appendices. What follows is a summation of the responses and key findings, organized under the main evaluation themes chosen to reflect the priority topics identified by FSWP staff and stakeholders, and those that emerged from the survey responses. Comments have been included to further illustrate the emerging themes in the respondents' own words, and are numbered according to question number and their sequence in the comments summary list (e.g. Survey Q21-8 = Comment 8 from Survey Question 21).

The data is very rich, with many quotations, comments and analysis possibilities, and there are many other correlations that could be explored through data filtering. For example, sorting the data via constituent groups (NGO's First Nations, etc.) and what they want from FSWP; smaller versus larger groups according to their budgets and what their perceived barriers are, etc. We recommend that FSWP staff further assess these data sets and carry out survey filter activities pertaining to other areas of interest, to obtain further insights.

### Themes Explored in Proponent On-line Survey

The research tools each explored a number of the evaluation themes Table 1.

Theme	Proponent On-line Survey	Stakeholder Interviews	Project File Review
Role and Positioning Within the Sector	✓	¥	×
Goals and purpose	×	¥	×
Capturing Program Area Impacts	✓	¥	V
Organizational Structure & Grantmaking Processes	✓	¥	V
A Capacity-Building Approach	✓	¥	V
Engaging First Nations	✓	¥	$\checkmark$
Fostering Partnerships and Relationships	✓	¥	V
FSWP Outreach and Communications	✓	¥	V 0
Building a Program Legacy	✓	¥	×

### Table 1: Evaluation Themes and Research Tools

Data Compilation & Presentation | On-Line Proponent Survey

### Bias

There is an inherent bias in the survey results, in that respondents were all recipients of FSWP funding. This may have influenced their answers in two ways: first, as respondents had a vested interest in the continuation of the program they may have offered overly positive responses; second, respondents may have been reluctant to provide negative feedback if they thought it may adversely effect their chances at future funding. By designing the survey to ensure respondent anonymity, this bias was reduced (Gall, 2008).

Note that comments reflect opinions and perceptions of survey respondents, and are not necessarily based on correct information about the program.

### **Cross-Program Questions**

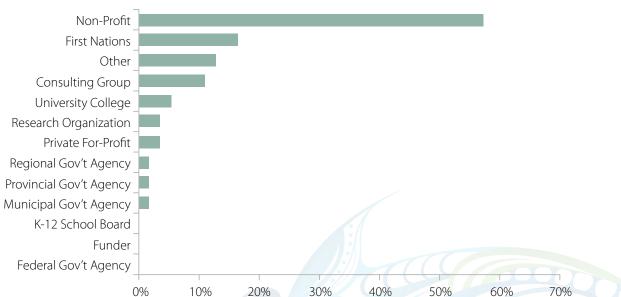
Four questions were asked of respondents across all four program areas, to address topics of information sharing, First Nations collaboration, the endurance of project relationships, and project legacies. Data for these questions is presented collectively under the Evaluation Themes to explore correlations and trends.

The small sample size makes the representativeness of these specific program area findings imprecise. However, they still function to illustrate potential trends in program area data that were explored further through the interviews and project file analysis. Charts have been created to combine compare the findings among/across the program areas. Summary discussion of program area data is noted with its abbreviated title in brackets (Engagement, Habitat, Governance, Fisheries), and selected comments are included to better illustrate the emergent themes.

### About the On-line Survey Respondents

### How would you categorize your organization? Question 1

Over 57% (31 of 54) of the survey respondents were non-profit organizations, with First Nations groups representing 17% and consulting groups 11%\*.



### Chart 1: Proponent On-Line Survey Respondent Organizational Profile

\*Note: Some organizations self identified with more than one category, i.e. non-profit and First Nations; hence, the response count is greater than the number of respondents. The "Other" category defined some of these dual-identity groups, i.e. First Nations government agency.

Data Compilation & Presentation | On-Line Proponent Survey

### Comparison of Respondents and Total FSWP Proponent Population

Table 2 compares the organizational profile of the FSWP proponent population (the groups that were sent the survey) to that of the survey respondents. As indicated in Table 2, the non-profit groups are over-represented in the sample as compared to the overall proponent population (57% of respondents as compared to 43% of the population), and the proportion of First Nations group respondents is under-represented (17% of sample as compared to 25% of the proponent population). In addition, only three government agencies responded to the survey, out of a potential population of 14, a significant deficiency of input from this important proponent and partnering group.

Type of Organization	On-line Survey Respondents		Proponent Population	
	%	#	%	#
Non-Profit	57.4 %	31	43.4 %	46
First Nations	16.7 %	9	25.5 %	27
Consulting Group/ Non-University Research/ For-Profit	18.5 %	10	10.4 %	11
University/College	5.6 %	3	3.8 %	4
Regional Gov't Agency	1.9 %	1	3.8 %	4
Provincial Gov't Agency	1.9 %	1	3.8 %	4
Municipal Gov't Agency	1.9 %	1	4.7 %	5
K-12 School Board	0	0	.9 %	1
Funder	0	0	0 %	0
Other	13 %	7	0 %	0
Total	116.9%	54	100	106

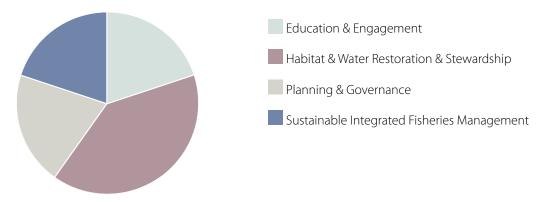
#### Table 2: Comparison of On-line Survey Respondents to Proponent Population

Although the survey responses are generally reflective of the different opinions, capacity and status of groups within the population of FSWP proponents (whose main shared characteristic is that they received funding from FSWP), a higher proportion of non-profit proponents answered the survey than First Nation and government proponents, and this bias should be taken into account.

### Program Area Representation Survey Q22

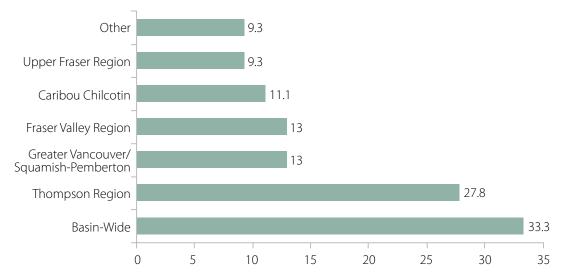
Respondents were asked to select the program area under which they were awarded funding. If they had received funding in more than one program area, they were to select only one, ensuring exclusivity (sole reporting focus) from the respondents. The pie chart demonstrates representation from each of the four program areas, with 20% of respondents receiving funding under the Education and Engagement, Planning and Governance, and Integrated Fisheries management areas respectively, and 40% under the Habitat and Water Restoration and Stewardship program area.

### Chart 2: Online Survey Respondents' Program Area Representation



### What region of the Fraser River Basin are you located in? Question 2

Chart 3 highlights the geographic scope of FSWP grants across the Fraser Basin. Groups are operating both in specific regions as well as across the Basin. Thirty-three percent of the groups funded (18 of 54 respondents) serve the entire Fraser Basin, while 28 % work in the Thompson region, and the remainder of groups' work is spread equally across the remaining regions.



### Chart 3: Online Survey Respondent's Geographic Range of Work

A mandate of FSWP is to support habitat, stewardship and restoration work throughout the Fraser basin – this data supports that goal.

### Respondent Annual Operating Budget Question 4

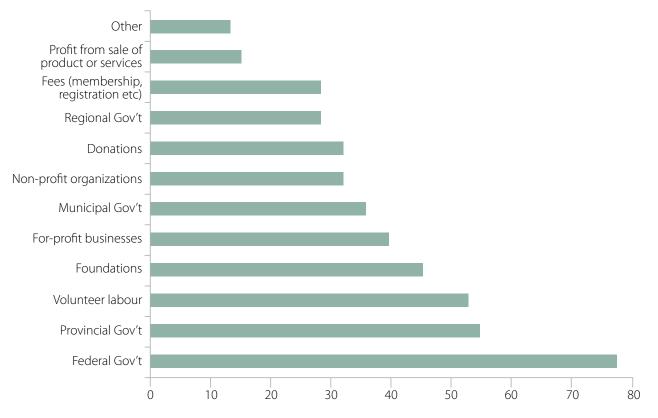
FSWP works with organizations of various sizes. Forty percent of respondents' organizations have annual budgets over \$500,000 (21 responses), 27% fall below the \$100,000 mark (14 responses) and 33% or about 1/3 of the groups range between \$100,000 – 500,000 (17 responses).

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Larger groups with bigger budgets may effect more change due to their greater fiscal capacity: FSWP is extending over one third of their funding there, while supporting smaller and mid-sized groups with approximately 60% of their funding capacity. Without knowing what specific organizations did not respond to the survey, it is difficult to assess whether this data reflects the range of proponent groups: perhaps all the larger groups responded to the survey due to greater capacity, while smaller groups did not have the time or resources to do so. Further assessment of annual proponent group makeup is recommended.

### Respondent sources of funding and in-kind support Question 5

Most of the FSWP-funded groups also receive funding from different levels of government: federal, (77%) provincial (54%) and municipal (35%). These funding sources are notoriously mercurial especially in the current volatile economy. In addition, funding from foundations supports 45% of respondents' organizations; declining returns and increased competition for foundation dollars may be an added concern for these organizations.



### Chart 4: Sources of money and services used to operate respondent organizations

Another main source of support for groups is volunteer labour (52%), a significant finding that highlights potential capacity concerns.

The next section of the report compiles the survey data under the main evaluation themes.

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### Theme: Role and Positioning Within the Sector

### FSWP Supports initiatives not covered by other funders Question 13

A majority of respondents (74% of 49 respondents) indicated that FSWP funds initiatives that may not be covered by other funders. This finding and the detailed comments provided again speak to the flexibility of FSWP as funding source in meeting various groups' needs.

"No other funders looking at connecting issues such as ecosystem management, cross-organization collaboration, etc." Survey Q13\_3

*"It is often easier to get implementation funding. Follow-up and monitoring funding is also impossible for partners to receive on a long-term basis." Survey* Q13\_7

"Though partners in the federal and provincial government funded the work, they did not provide the core funding. Thus, this work would not have been completed without FSWP's involvement." Survey Q13\_10

"Many funders do not provide money for wages, yet we have seen that 'person to person' is one of the most effective ways to educate. FSWP provided this and allowed us to reach out it the most effective way." Survey Q13\_11

"FSWP is exceptional in providing for staff salaries, travel expenses and overhead allowing us to provide programs throughout the basin and mentor others." Survey Q13\_22

### Biggest strength of FSWP? Question 14

Forty-six proponents offered a variety of opinions on what constitutes FSWP greatest strengths. The top five strengths are summarized below, along with the number of responses reflecting the particular choice, followed by select comments to better illustrate the chosen categories. Comments are numbered according to their sequence in the survey summary.

### Key Networking/ collaborative role 14 responses

"involvement in larger community...connectivity between smaller and larger piece of the watershed and groups" Survey Q14\_11

### Great staff support 12 responses

"It has excellent liaison persons, we always felt FSWP staff were an email or phone call away. So, it supports and networks like few others." Survey Q14\_21

### Strategic focus 10 responses

"It's advisory role providing "big picture" oversight, as well as helping to bring different groups in the basin together to get them focused on the same objectives." Survey Q14\_14

### Clear, efficient funding process 9 responses

"A very efficient and stream lined application and reporting process." Survey Q14\_22

### Flexible Funding 8 responses

"...provides funding in areas that may not have funding. promotes collaborative partnerships." Survey Q14\_40

Data Compilation & Presentation | On-Line Proponent Survey

### Weaknesses of FSWP? Question 15

Forty-six proponents also offered a range of responses on FSWP's weaknesses. The top five selections are summarized below, along with the number of respondents. Comments have been selected to illustrate the chosen categories.

### No weaknesses 10 responses

"I cannot find any weakness in this program at this time." Survey Q15\_35

### Clearer strategic direction 6 responses

"Process for determining priorities for future funding. Past recipients of funding have been asked to suggest priorities, but their view is self-serving." Survey Q15\_22

"Clearer strategic direction needed." Survey Q15\_4

### Lack of transparency 6 responses

"Funding priorities and priority projects/issues are not sufficiently detailed/ specific, and difficult to determine without further input." Survey Q15\_9

"When funding research, difficult to understand criteria used to make decisions." Survey Q15\_13

"Regional funding allotment, Having peers reviewing peers for funding applications." Survey Q15\_42

"I am not sure the selection process is as stringent as it could be to meet the overall goals of the Program." Survey Q15\_22

### Too much bureaucracy 3 responses

"Focusing too much on the paperwork - proposal writing and rewriting, reporting on projects that takes so much time away from the actual work that provides real results." SQ15\_41

### Staff Turnover 3 responses

"High turnover of staff. We never know who our contact is because it is always changing." Survey Q15\_8

### About FSWP-led Projects Questions 17 & 18

Question 17 and 18 were detailed questions concerning the projects that are initiated and led or co-led by FSWP. Twenty-three respondents provided comments, however, since twelve were not aware of or had no experience with these projects, and three proponents commented on attending the social marketing and fundraising capacity building workshops hosted by FSWP – which were not specific projects *per se* - the utility of these responses is marginal. Two respondents commented positively on the TAP project (The Aquatic Partnership, formerly BC Aquatic Information Partnership) and one supported ThinkSalmon's role as a messaging and branding tool.

From the responses, it would appear that there is not enough familiarity in the proponent population with these projects for them to adequately comment on their value and impacts. Communication around their rationale, purpose, strategies and outcomes at both the annual Fraser Assembly and through FSWP newsletters and websites would help link them to the broader proponent community.

### FSWP versus other Funders Question 19

Question 19 asked proponents to select characteristics from a list that compared FSWP to other funders. Eighty-two percent of respondents agreed that "FSWP is easy to work with" (36 out of 44 responders). The following characteristics all factored significantly as well, speaking positively to the program's structure and processes:

- Progressive in what they will fund (68%);
- Straightforward reporting templates and requirements (66%); and
- Flexible in what they will fund (57%).

Four comments spoke to complex reporting requirements, while three comments requested a better distribution of funding throughout the province.

### Suggestions to make FSWP work better Question 20

Respondents offered twenty-seven comments that included a wide range of suggestions to improve the FSWP. The most frequent responses have been summarized below into themes, with accompanying quotes:

# Better assessment of issues / increased visibility both regionally and Basin-wide 5 responses

"Be aware of the First Nation groups and communities with fishery issues." Survey Q20\_4

"More regionally-based (not downtown)...." Survey Q20\_2

### Funding of high level, strategic projects 4 responses

"On-going high level media marketing campaign and involvement at high levels of Provincial and Federal Policy levels." Survey Q20\_21

*"Ideally would like to see a broader perspective on what is funded, with more focus put on assessing 'Big Picture' issues…"* Survey Q20\_11

### Province-wide distribution of funds 3 responses

"Our one suggestion would be to look at distributing dollars more proportionate throughout the Province and continue to ensure decisions don't become political but are fish/water friendly to all of our benefit." Survey Q20\_8

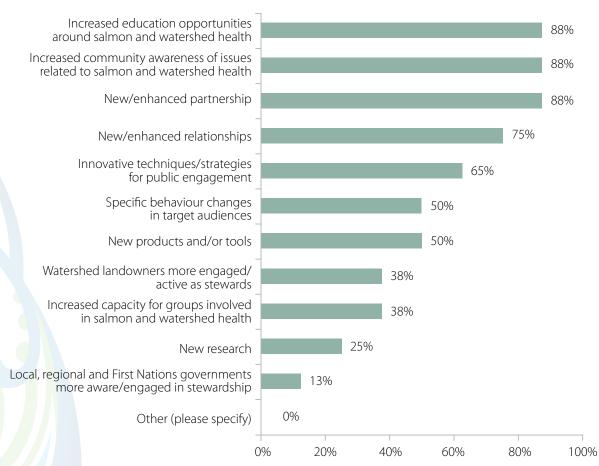
"More funding coming to northern and central BC." Survey Q20\_27

Provide multi-year funding 3 responses

### **Theme: Capturing Program Area Impacts**

Respondents were asked to identify specific enduring impacts of the projects within the program area they worked. The sample sizes are small, thus statistically significant comparisons cannot be made between program areas. However, the trends that have surfaced are consistent with the feedback received in other sections of the survey, and they are supported in the findings of the stakeholder interviews and project file reviews. The survey data has been summarized using bar graphs according to each program area.

# Education & Engagement | What are the enduring impacts of FSWP Education & Engagement projects over the past 5 years? Question 23



### Chart 5: Enduring Impacts of FSWP Education and Engagement Projects

Of the eight respondents, seven (or 88%) of them selected "New /enhanced partnerships", "Increased community awareness of issues related to salmon and watershed health", and "Increased education opportunities around salmon and watershed health" as enduring impacts. These impacts positively reflect the main outcomes of the Education & Engagement program area: one being "people and communities increasing their awareness of their connection to ecosystems".

Habitat & Water Restoration & Stewardship | What are the enduring impacts of FSWP Habitat and Water Restoration & Stewardship projects over the past five years? Question 28

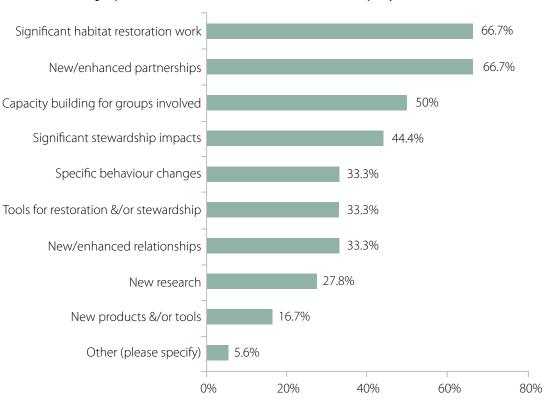


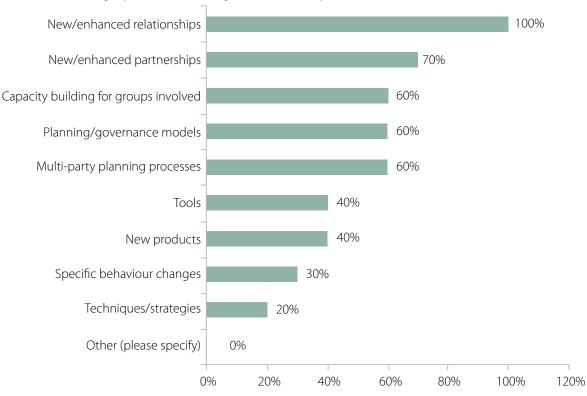
Chart 6: Enduring Impacts of FSWP Habitat & Water Restoration & Stewardship Projects

Sixty-seven percent (or 12 of 18 respondents) selected two main impacts: "New/enhanced partnerships" and "Significant habitat restoration work", and 50% of respondents (nine of 18) selected "Capacity building".

These responses reflect positive contributions towards the desired outcomes for this program area: "Coordinated, integrated and informed processes", and "Contributions to resilient and resistant ecosystems".

Forming and maintaining partnerships is a key element when working in a complex ecosystems-based sector: partnering is essential in order to ensure restoration work occurs across an ecosystem or watershed, and is able to be sustained over time.

# Planning & Governance | What are the enduring impacts of FSWP Planning and Governance projects? Question 33



#### Chart 7: Enduring Impacts of FSWP Planning and Governance Projects

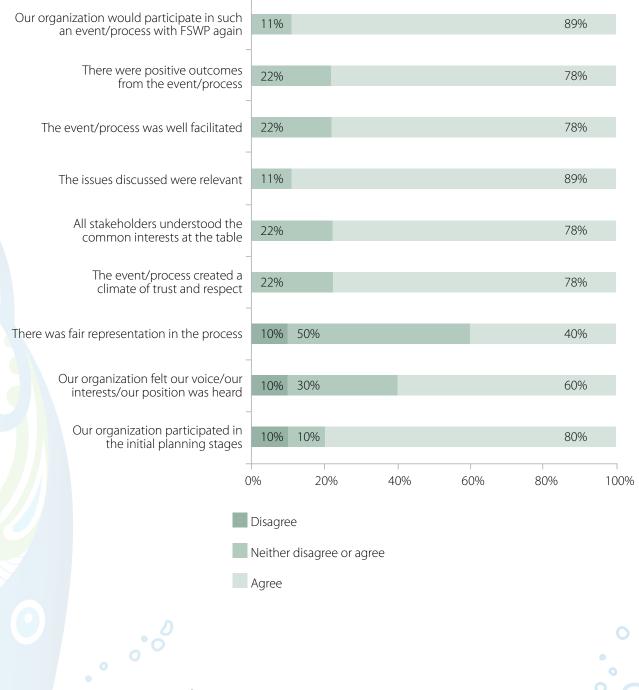
In the Planning and Governance program area responses, relationships and partnerships came out on top: 100% (ten of ten respondents) selected new/ enhanced relationships, while 70% (seven of ten) selected new/ enhanced partnerships.

These responses reflect relationship building and nurturing, and speak to a major desired outcome of the program area: "People convene in collaborative processes and develop common visions of sustainable governance in both salmon and watershed management." Sectoral and government-level diversity in these relationships and partnerships is not as evident from the data: 60% of respondents (six of ten) selecting multi-party planning processes as a key impact. More investigation is needed here to decipher the range of diversity of participants within the planning and governance processes. Also, only 40% of respondents noted that new tools were an enduring impact, with planning and governance models faring better, being chosen by 60% of respondents.

### Effectiveness of the Planning and Governance Processes Question 37

Question 37 probed specific aspects of FSWP-funded planning and governance processes through asking respondents to rank nine statements using a 5-point scale, that dealt with participant satisfaction in processes, perceived fairness in representation and transparency, and relevance of the issues. It is significant that none of the participants selected the "Strongly disagree", and only three statements were ranked as "Mildly disagree". When the "Mildly agree " and "Strongly agree" responses are combined, seven of the eight statements were ranked positively by 70% to 80% of the respondents. Although this indicates a general satisfaction with the processes, more investigation could generate understandings about the underlying challenges and opportunities for improvement.

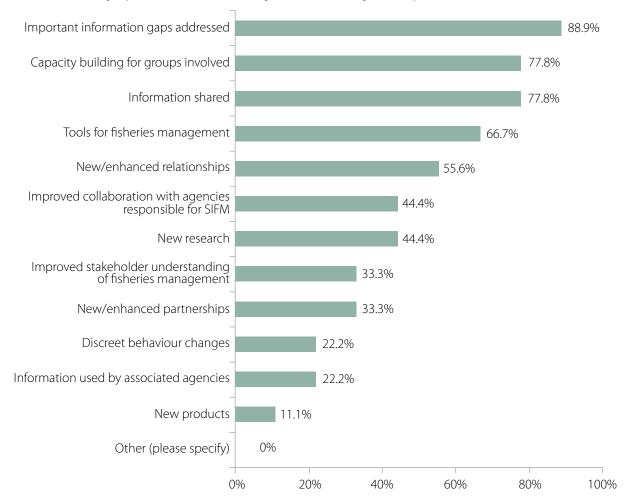
#### Chart 8: Effectiveness of Planning and Governance Processes



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# Sustainable Integrated Fisheries Management | What are the enduring impacts of FSWP Sustainable Integrated Fisheries Management (SIFM) projects? Question 39

#### Chart 9: Enduring Impacts of FSWP Sustainable Integrated Fisheries Management Projects



A positive element in the SIFM data was that 89% of respondents (eight of nine respondents) agreed that a key impact of projects was that important information gaps had been addressed. This is a main desired outcome of the program area: "Tools and information necessary to support a common understanding of science that addresses threats to salmon and watersheds."

Information sharing and capacity building for the groups involved were selected as key impacts by 78% of respondents – these are critical ingredients for any integrated management program, and for developing collaborative science initiatives. Once again, the diversity of the groups involved in these projects is difficult to decipher from the data: more in-depth data filtration is recommended to extend the analysis.

### Theme: Organizational Structure and Grant-making Processes

Respondents were asked to rate four statements pertaining to the FSWP funding and grant application process. Overall, proponents gave the process a positive score: a high proportion of respondents agreed with three of the statements at a rate of between 78% and 91%.

- The FSWP grant application process is clear and easy to complete (87%: 39 of 45 respondents);
- Expectations for proposal development are transparent and straightforward (91%: 41 of 45 respondents);
- Process of receiving the grant and reporting on the project is transparent and useful (78%: 35 of 45 respondents);
- Criteria and process for project selection is transparent and fair (47%: 21 of 45 respondents).

The statement dealing with the transparency and fairness of the criteria and process for project selection (how projects are chosen) had the most variability in responses, with more responses in the neutral (33%) and disagree categories (20%). Comments also reflected this range, and some are included below to better illustrate responses.

"The FSWP have done an excellent job in making their online applications and reporting easy to use and understand. It is the best process I have been through with a funding agency - and the personal support is very important." Survey Q21\_4

"Staff were available to answer questions, provide feedback and direction whenever required, application and reporting process fair and straightforward." Survey Q21\_13

Several comments (five) also requested further clarity around the criteria and process for project selection.

"The application process and reporting requirements were very straightforward. The only limitation is that the criteria and process for project selection could be communicated better." Survey Q21\_9

### Theme: A Capacity-Building Approach

### Three Main Benefits of FSWP Question 8

Respondents were asked to select the top three benefits to their organizations of working on FSWP-funded projects. Out of 49 respondents, almost 50% highlighted the ability to use FSWP funds to cover staff and labour costs. Information gathering and sharing was the second benefit selected (43%), while the ability to leverage other funding (37%) and improvements in collaboration and partnerships (37%) were also noted.

### What assistance from FSWP would best support your organization? Question 9

The most frequently selected response was "In a partnering role - active partnering on projects" (49%, or 24 of 49 respondents). Other categories where organizations felt FSWP could be of assistance were:

- Providing and enabling networking opportunities (39%);
- Advisory capacity in sharing research and resources (33%);
- By identifying opportunities, trends and emerging issues (33%);
- Hosting seminars, meetings / sharing information (30.6%);
- Professional development opportunities and advocacy (24.5%).

However, 37% or 18 respondents selected "less direct involvement: just provide funding" – initially reflecting a potentially contradictory finding to the highest factor selected.

# What other sources of money or services (in-kind) were used for your FSWP-funded projects? Question 10

Federal government dollars account for a large percentage of the project funds additional to the FSWP grants (77% response rate of 48 respondents), and volunteer labour was selected by over half the respondents (54%). Other government funding from provincial, municipal and regional sources also factored significantly in supporting FSWP-funded projects. These findings strongly reflect the data from Question 5, around sources of income for the proponent groups: most FSWP-funded groups rely on government funding for their project budgets: federal, (77%) provincial (54%) and municipal governments (35%), and on volunteer labour (52%).

### Top two FSWP-supported budget items Question 11

Respondents were asked to select the top two budget items that they used the FSWP funds for. "Labour for implementation" was selected by almost 80% of the respondents, with "Labour for planning" selected by almost one quarter of respondents. "Research, data collection and analysis" was the second highest selection at 32%. The ability for groups to use the FSWP grant dollars for labour costs stands out as a priority, and is a reflection of the small number of available grants where labour costs are eligible for coverage.

### Most valuable type of funding to receive Question 12

Respondents were asked to select the top two types of funding that they felt was most valuable to receive. Multi-year funding (76%) and core funding (69%) stood out from the other categories. It is also significant that no respondent selected "Start-up funding" from the list, possibly reflecting that this funding is more commonly available to groups.

#### Data Compilation & Presentation | On-Line Proponent Survey

### Capacity Challenges to fulfilling grant commitments Question 16

Thirty-nine proponents provided a range of responses to question 16 pertaining to challenges to fulfilling grant expectations. The top five selections are summarized below, along with select comments to better illustrate the chosen categories. Thirty-three percent of respondents indicated no main challenges in completing their grant commitments, with close to 20% citing time as a significant challenge. Time – or lack of it – is a factor for respondent groups: time also directly impacts the other four selected categories, as a lack of time factors into building relationships, reporting requirements and accessing further funding.

#### No challenges in fulfilling grant commitments 13 responses Lack of time 7 responses

"Timelines have been a challenge. FSWP often requires extensive stakeholder partnerships, but these take a lot of time (and resources) at the front end of a project - meaning that completing a project by March of the following year is often difficult or impossible." Survey Q16\_5

"Not enough time allowed for a specific task that was required to produce the deliverable." Survey Q16\_21

"We did have challenges completing our project on time due to factors outside our control. We appreciated the flexibility and understanding from FSWP." Survey Q16\_16

*"Time commitments. Over extending workload due to underestimating the promotional aspects." Survey Q16\_10* 

"Initial project proposals are due in the fall, which happens to be the busiest season for people working in salmonid restoration activities." Survey Q16\_5

#### Building relationships with governments, First Nations 3 responses

*"Building relationships with government agencies was difficult, though it didn't constrain us from completing our grant commitments." Survey Q16\_18* 

"Whenever we tried to engage First Nations, we were not very successful. Issues such as outstanding land claims, lack of trust, lack of (First Nations) capacity/resources, unwillingness to work with a local group because "they are not a level of government" were the problems we encountered." Survey Q16\_21

#### Excessive reporting requirements 2 responses

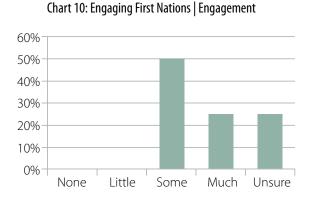
"Too much paperwork!" Survey Q16\_36

#### Sourcing additional funds 2 responses

"Often FSWP requires obtaining matching funds for a project - again, a barrier that takes a lot of time (and resources) to pursue, often jeopardizing initial project timelines and budgets." Survey Q16\_5

### **Theme: Engaging First Nations**

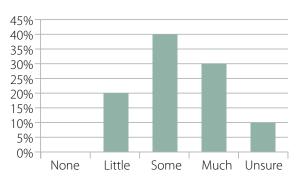
Has FSWP enabled meaningful collaboration and relationship-building between First Nations and non-First Nations proponents? Questions 25, 30, 35, 41 This was asked under each of the specific program area categories, and responses are summarized



in Charts 10-13.

**Engagement:** Half the respondents selected "Some" in reply to this statement, while two selected " Much". One comment noted First Nations collaboration was not part of their project.





**Governance:** The spread of responses ranged between "Little, Some" and "Much" (20%, 40% and 30% respectively), an encouraging response as this is a major goal for this program area especially.

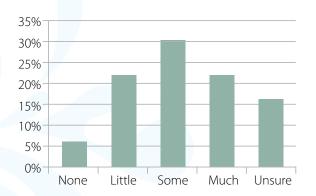
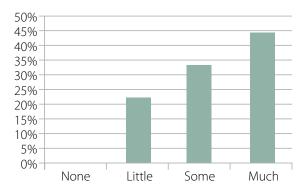


Chart 12: Engaging First Nations | Habitat

**Habitat:** The spread of responses around this question was broader in the Habitat program area, with 22% (four out of 18 respondents), 33% (six respondents) and 22% (four) of respondents answering "Little", "Some" and "Much", respectively.

#### Chart 13: Engaging First Nations | Fisheries



**Fisheries:** Four of nine, or 44% of respondents selected "Much", while three selected "Some", an encouraging response for this program area that highlights the importance of integration.

### **Theme: Fostering Partnerships and Relationships**

### Who were your significant partners on FSWP projects? Question 6

Funded organizations responded that they have partnered with a wide rage of other groups, from all levels of governments including First Nations, to other non-profits, consulting groups and universities. This wide range of partnerships illustrates the systems context of the scope of work required to drive the FSWP vision.

### Biggest barriers in forming partnerships Question 7

The biggest barrier cited by respondents to forming partnerships was the amount of time it took to develop and operate them (65%). Comments centered around the lack of resources to enable partnership development and maintenance, the competition for funding, and the large geographic scope of the work required.

"Time. It takes time to form partnerships based on proving trust is warranted to this "new organization" Once we were able to prove our values were trust worthy, it started to become easier and gain momentum." Survey Q7\_7

"Forming partnerships has been very positive, but efforts to keep all informed regularly takes continued work and resources." Survey Q7\_21

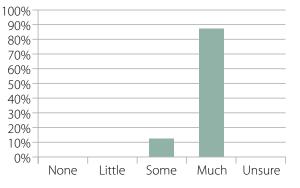
"One of the significant barriers, is though many of our organizations work on varied areas that complement the process, we often are applying for "SAME" funding. This makes it awkward, and puts many of us in a competitive situation." Survey Q7\_10

"First Nation and remote communities have very limited resources to maintain partnerships although we have identified some exciting opportunities to participate with other communities and do manage to share our findings with quite a vast network." Survey Q7\_5

How enduring have the relationships/ contacts been that were created as a result of FSWP education & engagement processes? Question 26, 31, 36, 42 Questions under each of the specific program area categories asked about the continuity of relationships and partnerships initiated through FSWP projects.



#### Chart 14: Enduring Relationships | Engagement



**Engagement:** Seven out of eight respondents, or 88% selected "Much" in answer to this statement, a positive finding, substantiated with two supporting comments.

"One of our projects connected two cities and a town staff and local groups working for Sustainable communities. The Advisory group continues to meet and work together, sharing ideas and projects!" Survey Q 26\_2

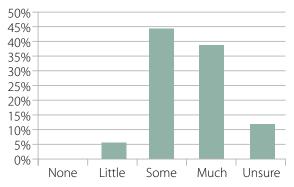
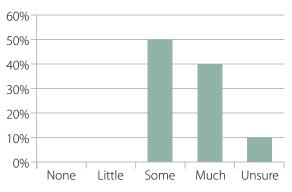


Chart 16: Enduring Relationships | Habitat

**Habitat:** There was a positive response from respondents in the Habitat program area, with 44% and 39% selecting "Some" and "Much" respectively. Nine of the ten comments also supported this impact:

"Primarily the relationships with those involved in the projects - have led to greater awareness of the work that can be done to improve riparian areas and the affect that has on fish habitat and environmental impact in their specific area." Survey Q 31\_5

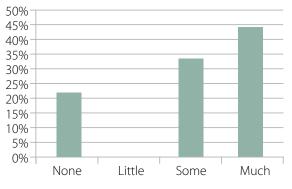
#### Chart 15: Enduring Relationships | Governance



**Governance:** The range of responses fell between "Some" (50%, or five respondents) and "Much" (40% or four respondents) an encouraging finding in this program area.

"The main relationships are between government staff and local residents. Issues, or rather unresolved issues, play a key role in the quality of the relationship. Time will tell how enduing these relationships will be." Survey Q 36\_1

#### Chart 17: Enduring Relationships | Fisheries



**Fisheries:** The majority of responses fell in the "Much" (44% or four respondents out of nine) and "Some" (33 % or three respondents) categories, an encouraging finding. Two respondents selected "None" – possibly reflecting a lack of time to assess the relationships (see comment below).

"Planning for a continuation of the 2009 project in 2010 to repeat the results and build on recommendations." Survey Q 42 \_2

### **Theme: FSWP Outreach and Communications**

Has there been sharing of information and resources between groups and/or sectors as a result of FSWP grants? Questions 24, 29, 34, 40 This was explored within each of the specific program areas; the data is presented

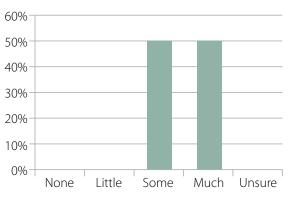
Chart 18: Information Sharing | Engagement

collectively below.

**Engagement:** Five of the eight respondents selected "Much" in response to this statement, and two selected "Some". One comment highlighted the Fraser Assembly as an important venue for this to occur.

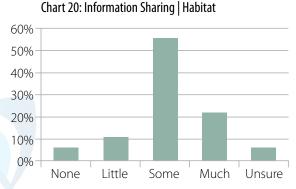
"Fraser Assembly especially has provided opportunity for groups to meet each other, share information and develop cooperative projects." Survey Q 24\_2





**Governance:** Of the ten respondents, half selected "Some" and half selected "Much" in response to this question, and the three comments were all positive: a positive response to this program areas' outcomes of linking, collaboration and relationship building.

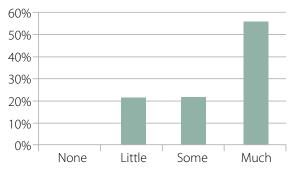
"Better understanding of each other's fishery and the challenges each of us face" SQ34\_3



**Habitat:** A combined positive response around information-sharing between groups of 78% was reflected in the Habitat and Stewardship data. (Fifty-six percent (ten of 18 respondents) selected some, while 22% selected "Much") and seven of the eight comments were also positive.

"...we also try to schedule "out of watershed" events to assist other groups .... We try to support other groups by giving them the best from what we have learned to help them move forward, because the more successful like minded groups there are, the stronger the voice and the better the results at large scale. FSWP has been the indirect sponsor of these activities for several years..." Survey Q29\_5

#### Chart 21: Information Sharing | Fisheries



**Fisheries:** More than half the respondents (56% or five out of nine) selected "Much" while two respondents selected "Little", a positive indicator of the program areas' stated outcomes.

"The project results were presented to Fraser Watershed Joint Technical Committee and the Upper Fraser Fisheries Conservation Alliance. Project data were shared with the Pacific Salmon Commission." Survey Q40\_2



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## Theme: Building A Program Legacy

### Please describe the legacy of your FSWP-funded project Questions 27, 32, 38, 43

Respondents were asked whether they agreed with nine statements pertaining to the legacies of FSWP-funded projects – what has been sustained or persisted over the first five years of the Program. Legacy categories chosen reflect the Desired Outcomes identified within each program area. This data is combined in Table 3, with supporting comments below.

Legacy FSWP-Funded Projects	% Response			
	Education n=8	Governance n=9	Habitat n=18	Fisheries n=9
Engaged community in stewardship awareness, understanding and/or action	88%	56%	56%	56%
Was a Catalyst for Change	63%	44%	44%	22%
Fostered the development of leadership in salmon and watershed conservation	50%	44%	33%	22%
Enabled new dialogue / relationships	63%	89%	72%	68%
Enabled and supported new partnerships	63%	68%	50%	68%
Created opportunities for other projects	63%	78%	72%	33%
Built capacity in our Organization	38%	68%	50%	78%
Built capacity in the community	50%	44%	22%	44%
Resulted in significant restoration of habitat	-	-	50%	-

49

#### Table 3: Respondent Perception of FSWP-funded Project Legacies

0-49%

50-74% 75-100%

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**Engagement:** Seven of the eight respondents (88%) selected "The project engaged the community in stewardship awareness, understanding and/or action" as a project legacy. Supporting partnerships, enabling dialogues, creating opportunities for other projects, and acting as a change catalyst were noted by 62% (five) of the respondents.

**Habitat:** New dialogue/relationships and creating opportunities for other projects were selected by 72% (13 of 18) respondents. 56% (ten of 18) noted that the project engaged the community in stewardship.

"The ... project is gaining many successes but the biggest one will be moving this knowledge base to several other streams under one management strategy and program. This original project and its funding is also giving the ranching community confidence in the objectives and its gentle push towards water stewardship within the region." Survey Q32\_2

**Governance:** Eighty-nine percent (eight of nine respondents) selected "Enabling new dialogue and/or relationships", a significant and positive finding given the objectives of this program area. New partnerships (67%) and project built capacity" (67%) were also noted by six of the nine respondents.

"The main relationships are between government staff and local residents. Issues, or rather, unresolved issues, play a key role in the quality of the relationship. Time will tell how enduring these relationships will be. It's still very personal, so if a staff person retires, one begins anew." Survey Q36\_1

**Fisheries:** Seventy-eight percent (seven of nine respondents) selected "The project built capacity in our organization", with "Supporting partnerships" and "Enabling new dialogue and/or relationships" selected by 67% or six of nine respondents. One comment reflected the possibility that projects within this program area may be "one-off's", and a legacy is not expected.

"None of the above. An assessment was conducted, recommendations were made, and there were no major implications or changes to existing policies or practices." Survey Q43\_1

### DATA COMPILATION & PRESENTATION Summary of Stakeholder In-depth Interview Data

Stakeholder interview responses have been summarized under the main evaluation themes, to assist in accessing this rich and detailed data source. Quotes are attributed to interviewees (see table 4) and provide a sense of the rich narrative that was captured by the interviews. They provide context of the evaluation and set the tone for analyzing the main research themes through the stakeholders' own words and perspectives.

#### Table 1: Evaluation Themes and Research Tools

Theme	Proponent On-line Survey	Stakeholder Interviews	Project File Review
Role and Positioning Within the Sector	$\checkmark$	✓	×
Goals and purpose	×	✓	×
Capturing Program Area Impacts	¥	✓	<b>V</b>
Organizational Structure & Grantmaking Processes	¥	✓	¥
A Capacity-Building Approach	¥	✓	¥
Engaging First Nations	¥	✓	¥
Fostering Partnerships and Relationships	¥	✓	¥
FSWP Outreach and Communications	¥	✓	$\checkmark$
Building a Program Legacy	¥	✓	×

### About the Interviewees

All interviewees were selected in part for their expertise that broadly encompasses the FSWP initiative, as well as their ability to speak explicitly to specific issues and overall impacts of individual program areas.

- Two interviewees have expertise in the Education and Engagement program area (Interviewees 1 and 9),
- Three have expertise in the Habitat and Water Restoration area (Interviewees 5, 7 and 10),
- Two respondents have worked in the Sustainable Integrated Fisheries Management area (Interviewees 5 and 6), and
- One interviewee works specifically in Planning and Governance (Interviewee 2) while two others (Interviewee 3 and 8) have participated in some of the initiated processes.

In addition, the two interviewees representing First Nations commented on the Planning and Governance program area as well as other program areas, and the two past and present FSWP staff members were able to provide broad commentary and a historical perspective on a range of program area issues.

#### Table 4: Interviewee Profiles

Interviewee Number	Descriptive Affiliation
1	Nonprofit proponent
2	Municipal government proponent
3	First Nations: northern BC
4	First Nations representative: Lower Fraser
5	BC Ministry of Environment/ Living Rivers
6	Former FSWP staff, now with DFO
7	Consultant and NGO: First nations, government
8	Consultant: for FSWP-led project, provincial assessment work
9	Associate Professor, Environmental and Communications expertise
10	DFO Resource Manager
Two abbreviated	interviews were also conducted
11	Early FSWP staff member
12	FBC staff member

# Affiliation and Familiarity with the Program | How long have you known about or been involved with the FSWP program? Describe your involvement. Question 1

Interviewing stakeholders with extensive experience with the program, including several who were part of its initial launching was important, to gather as much history and perspective as possible regarding this relatively young program. Respondents were all very familiar with FSWP, with seven of the 12 interviewees having involvement with the program since its inception, and the other five having from two to three years of program experience.

"Since the beginning, we were one of the early grantees, they came to us to do an early project on water conservation issues in the Fraser... Over the years I saw the heyday of provincial funding for conservation projects, and then saw it shrink and wither away almost entirely." Interviewee 7

*"I was involved with the original business planning back about five years ago – and also the Living Rivers strategy, so from the beginning." Interviewee 10* 

### Theme: Role and Positioning within the Sector

Questions under this evaluation theme included FSWP's role as a funder, other functions that the program carries out, and perceptions of the value and impacts of the FSWP-led projects.

The nature of FSWP requires interaction with a variety of groups and perspectives, including governments, educators, environmental nonprofits, universities and consultants. How do you see FSWP's role in interacting with these groups? Question 3

Probe: Is FSWP's role unique? Important? Why? Is FSWP effective in areas that compliment or are not addressed by government agencies?

### FSWP as a Unique Funder

### A key role that was emphasized by the majority of interviewees was that of FSWP as a funding agency, facilitator and convener that is viewed at arms' length from government:

"FSWP has some real skill sets in convening, facilitating and coordinating, this gets more done... There is a real deficit of people that can hold the space for these difficult conversations, make a safe space for them to occur, and then follow up the next day and "push push push" until the next meeting.... If DFO convenes people, because of the Fisheries Act, its the "big hammer" in the room, and everyone is looking to DFO to make the decisions. But if FSWP convenes them, DFO can be another player at the table and participate more fully, it's not their party, so to speak." Interviewee 8

"It is a critical role and niche that FSWP plays. In some ways they have buffered the federal and provincial governments from the lack of effort they have put in now. If FSWP disappears there will be a huge void... FSWP is about the only group that can get them all in the room together, to work together to work out solutions.... I fear for the future of FSWP. The bureaucrats don't have the energy to go to stewardship meetings on the weekend, support the community groups, participate in public programs. They play a crucial role." Interviewee 4

*"FSWP's role is very unique, I did stuff with that program I couldn't go with as part of DFO – the connection to the political in governments is huge, and FSWP has much more flexibility and leeway in how and who it works with and talks to." Interviewee 6* 

"Yes – no other program does this, and has a focus on the Fraser....The other way they play a unique role is through the annual Fraser Assembly, there is no other funding groups that bring all the people together this way to talk about issues and projects they want to do, to meet and network and share resources." Interviewee 7

"Pure bureaucracies are limited by their policies, and their ability to communicate to the public. ... It is important to disassociate the bureaucracy from the decision making, FSWP is the 3rd party that is allowed to do that." Interviewee 10



### Interviewees all stated that FSWP plays a unique and important role in interacting with, facilitating networks and building bridges with a diverse audience:

"FSWP has a very strong business model, as it provides a venue for all levels to deal with these issues. With a collaborative model, you get a lot more out than you put in by cooperating. A government-funded program depends on political winds and which way they are blowing; these programs can be very quickly in jeopardy when the winds change direction." Interviewee 5

"They function as an advocate and a toolbox that provides the capacity for the public to be involved in the stewardship of the salmon fishery." Interviewee 4

"I think they act as a bridge between government agencies and non-profit stewardship groups. They can feed in a lot of information and support and tie groups in to one another that do similar work... they help the little guys, provide bridging with government agencies.... They also have a capacity building role – like the CBSM workshops for community groups." Interviewee 1

*"It is a unique and valuable role, in that they are committed to working with a variety of interests - I like it, as it's a kick-starter for organizations that can't go all on their own." Interviewee 2* 

"The challenge for the governments is that they are the regulators, they create institutions and they have personalities and biases that may not always represent what it needed for the resource. Another good example is the Salmon Table, bringing groups together that historically have disparate positions. We bring them together and provide a catalyst and a safe place to look for common groups and common interests. Sometimes we have to punch holes in the silos." Interviewee 4

## The majority of respondents also spoke to the current lack of funding sources and the increasingly important role FSWP plays in supporting community based stewardship in the Basin.

"They play an important role, in community development, social development. Since Fisheries Renewal BC has gone.... environmental groups have lost their direct access to the lottery fund... there is no community access to funding ..these guys are the only game in town." Interviewee 3

*"I have never seen in 30+ years this niche been so empty. Since the 70's, I've never seen less money available, less staff, and a huge lack of government interaction and stewardship support for the public around these watersheds." Interviewee 4* 

*"It is an important position, and worthwhile, this is such a challenging and political area to work in. They can be influential in ways that governments cannot. If they set out the right benchmarks and directions, they should be able to see good outcomes." Interviewee 9* 

## Three interviewees spoke to the need for FSWP to go back to its roots as a "big picture" strategic player that works to fund large scale, high impact initiatives:

"The program's potential was never fully realized – it has ended up being another funding program instead of looking at the big picture. ... I think it has been successful at the local level through the round tables and the on-the-ground projects, but in taking it to the next level and causing projects to be seen in the bigger light, they have never got there." Interviewee 11

"They need to be a road map ... that highlights the really broad stuff, things like First Nations recognition and reconciliation... we all want it and can get behind it, whether we are ranchers, or mining engineers or an NGO. The goals are huge but underneath them, there are a million little steps that different groups can take to work together towards the big goals... Right now, at the lower levels, people don't see how they are plugged in to the bigger picture. FSWP can play that role, they can take it on, draw these strings together, take a broader look at the Basin... Everyone needs to understand where they are contributing to these bigger outcomes, they are never completely achievable... but we all need to work towards them... People must see the connections, this is the holy grail of collaboration, and this is where FSWP can play a role." Interviewee 8

### Three respondents felt that FSWP had strayed from its initial strategic focus in attempting to meet the increasingly growing demand for funding:

"Yes ... They need to decide where they are going to focus their efforts – not an easy task." Interviewee 4

"This is a different business model, it is evolving and very innovative. There is a huge demand for anyone giving away money – the lineup is never-ending. That is why the original business model is so important for FSWP to adhere to: here are the big strategic problems and issues we are supporting, in these key areas, show you are meeting these objectives and we will work with you to accomplish them. ... Funding models come and go as quickly as governments do – this approach deals not so much with small projects – although there needs to be some of these, of course, - but with problems that are overarching and community-based, watershed-based, and so governments can't deal with them on their own." Interviewee 5

After selecting projects that respond to their annual Request for Proposals, FSWP may propose additional projects to fill strategic gaps they identify. FSWP separately contracts for and often directly works on these FSWP-led projects | Have you had any experiences with these FSWP-led projects? Which ones? Were they valuable? Why/why not? Question 6

#### **FSWP-Led Projects**

Nine of the twelve interviewees had heard of the FSWP-led projects, and all felt they were valuable and an important priority for FSWP.

"Yes these are important, they are the strategic projects that can make a difference, and that no one else is funding." Interviewee 6

"Yes... the LGL project was very valuable.... FSWP brought the opinion leaders in the room, closed the door and provided a safe place for them to facilitate a discussion, and made people accountable face to face. They came out with a much higher level of intelligence and ways to work more closely together, This was an FSWP initiative, to use FSWP as that strategic lever. When FSWP invests in these types of strategic projects, this is very important and very useful." Interviewee 4 "Yes – there is a place for these. I think in order for FSWP to be strategic, they are necessary, and a good use of funds. They see things that need to be done and so they put resources there. For example, the LGL assessment projects on the rivers, these are highly technical, they don't lend themselves to dispersed leadership, they require careful planning monitoring and implementation, and the results are technically sophisticated, the analysis has to be done with a lot of specific expertise. They also look at the bigger picture and try to solve issues, involve First Nations, and most importantly perhaps – they allow the data to be accessed by anyone who wants it – it is on their website. Governments do not do this – DFO might provide some research out there but it will be in a report six years later. The province is the same, I am not picking on governments per se, but just talking about the reality of large cumbersome bureaucracies." Interviewee 5

"The big thing is they are strategic partners in this work, they are using a collaborative approach to create opportunities for news players and bringing in the unlikely partners. ...They are critical projects... The FSWP-led projects are the glue that can hold all those smaller projects together and take the wins from them and scale them up regionally or provincially... FSWP frees up other groups, DFO, PSF, to present their issues, as they are seen as arms length from both governments and boards. It convenes and hosts ... as a collaborator around the table...It is a robust model." Interviewee 8

## Several stakeholders noted that more time and effort could go into communicating about the FSWP-led projects, both at the Fraser Assembly and through their newsletters.

"If they are doing their own projects, they need to put more effort into telling us about the stuff they are leading, what is happening with it. I think they could be very valuable. I heard talk ..that they were trying to do a governance committee or project of some form; working on how to develop a model to get governance processes in place. I was interested to see what was coming out of that, I asked a few times about it, but never heard anything back." Interviewee 2

### **Theme: Goals and Purpose**

Interviewees were asked to state in their own words what they believe FSWP was established to do. This question probed stakeholder clarity around program purpose, intent and implementation.

# In your own words, what is the main goal or purpose of FSWP? | Probe – what do you think it was designed to do? Question 2

Respondents all had a clear overall perspective on what FSWP was designed to do – with individual emphases on relationship building and collaboration between Fraser Basin groups (three responses), strong community and public involvement (three respondents), being a strategic catalyst (three responses) and the importance of the four program areas (two responses). There were mixed opinions around whether the Program was implementing these goals, as evidenced by comments under the Role and Positioning theme above.

"Their purpose is to strengthen relations of Fraser Basin groups in efforts for Pacific salmon conservation – looking at funding projects that are beneficial, bring them together..." Interviewee 1

*"I think its purpose is to create a strong foundation to build community based processes for stewardship. Projects for stewardship being driven by communities."* Interviewee 3

*"A transformative catalyst for breaking through in areas of key importance to sustainability for salmon and watersheds. They have strayed from this goal, however."* Interviewee 6

"The four program areas ... speak to the focus of the program.... they are all valid and critical parts – the governance and planning sets the foundation for how people come together and make shared decisions and tackle their issues without being combative, the fish management work is more technical, on the ground – we need to look at how do we roll out models that impact integrated management." Interviewee 8

"FSWP deals with critical issues around salmon habitat, the sustainability of the habitat, through the social, ecological and economic lenses. They have done a pretty good job of supporting this three-legged stool of sustainability." Interviewee 7

### **Theme: Capturing Program Area Impacts**

Interviewees were asked to comment on the specific FSWP program area(s) that they had expertise in. The questions asked within each of the four program areas targeted the *Desired Outcomes and Supporting Strategies* identified in FSWP's Request for Proposal and Strategic Priorities documents (2010-2011).

# Program Area: Education & Engagement | Do you believe that the public is more informed / engaged / active as a result of FSWP projects? How do you know this? Examples please. Question 15

Respondents spoke positively to the question of program impacts, highlighting specific examples from proponent programs and improved First Nations outreach capabilities. The challenge of monitoring, documenting and attributing specific behaviour changes and actions to FSWP-sponsored projects was also discussed.

"Yes from our perspective absolutely. FSWP has helped us to develop and focus our pitch and messages, and be able to improve branding and messaging – really helped us to inform and engage people in this area. Like, developing a mailing list – we never had one before, we engaged with people at our events and they left. After working with FSWP we realized we need to collect up these contacts and addresses, and we now have over 500 people on our list in the last 3 years. This increases our profile – more people know we are here, and we become the "go to" group for salmon-bearing stream awareness." Interviewee 1

"Yes, I think so, I can only speak for what I have seen. There has been progress in terms of the proposals, I have seen the quality of them improve, and the number of First Nations involvement and partnering has increased....This is very long term stuff however, not impacts you will see in a year or two...there are issues of attribution, of broad and immeasurable impacts..." Interviewee 9

### Program Area: Habitat & Water Restoration & Stewardship

Respondents from the habitat and restoration sectors stated that FSWP had made some positive gains in this area, specifically through their funding of high level strategic projects and their important networking role.

# Do you feel that FSWP effectively supports ecosystem, habitat and salmon population health?How? Question 17

"I think that where the outcome is coordination, they have done a good job, when you categorize the ones working at a watershed scale and look at the common outcomes, they are important projects. This is versus the projects on a specific creek. FSWP operates both at a programmatic and project level in that habitat envelope.... I like to see FSWP take on the riskier strategic projects that provide these broader outcomes – the risk associated is worth it, and no one else is doing it." Interviewee 5

"Projects have moved us closer to co-management on some issues. They have been strategic in dealing with water issues – this is becoming even more of a critical issue with climate change, we are getting decreasing stream flows as a result of the loss of glaciers. Population pressures along the Fraser, the lack of protection of ground water, which is so critical to fish. They have had an impact here. ... I was also part of the Fraser Salmon Table, we were looking at river etiquette conflicts on the river, this is a very good project." Interviewee 7

"Ensuring that the research gets out is key – they have begun this process. For example, what is happening with climate change... and salmon farms, there is no question that they impact wild fish – the research, the meta-analyses have been done, and they are clear. FSWP needs to put more funding into research into those areas." Interviewee 10

## What are your thoughts on the program's objective to integrate water use with fish planning and management? Has this occurred? Examples? Question 16

Integration issues were seen to be in the early development stages, with more work needed around enabling relationships among regional proponents and encouraging partnerships at both management and community levels.

"The integration could be better improved. I am not sure whose job that is, the program folks could help here too. One thing they have done is asked people to coordinate on projects they have submitted, people within a region that are working on a similar issue. ..They get three similar proposals and then ask the groups to work together to redesign a project and they will then consider funding it. I think it is good, strategic use of the funds. Sometimes they could be forcing a round peg into a square hole however, they need to be flexible around that." Interviewee 7

"Yes they have made some impact in this area, not great . . . FSWP was effective in helping with funding support. There were more synergies then, they had DFO community Advisors as part of their technical review committees. It is important to keep it in perspective, a restoration project is not going to save an ecosystem, but it can raise public awareness, brings more homeowners, more ranchers to a community meeting, more public engagement when people now understand water conservation, and so take more action." Interviewee 10

#### Are critical stocks or habitat being protected or enhanced?

"I think in specific areas there have been, no doubt about it. There have been some individual projects that look at critical factors, like ground water and water quality, these raise the level of awareness in a lot of groups and support many stocks inherently." Interviewee 5

#### Program Area: Planning & Governance

Improved governance and planning processes are main objectives of FSWP: respondents spoke positively of their experiences with the governance initiatives, and felt they were worthwhile in building networks and developing relationships.

# Have you participated in any of the FSWP-sponsored governance initiatives, such as forums, round tables, meetings? Describe your experiences with them. Question 18

"If there is anything good that's come out of these meetings, we are tentacling in with each other much more ... One of the results of the networking that has happened through our projects is that the First Nation group called me and said "you'll be there for the city, we need you there, you are our partner." Also, the Ministry of Transportation rep called me, as I sit on the regional board, and said they hoped I would be there as well. People now want to see the other people that are concerned about the watershed in the same room. Even though we have different agendas, there is a common goal and vision that is shared – and these meetings bring this out.....That is what building community is all about. We have different agendas but we all have common themes we can agree on, protecting the habitat." Interviewee 2

"We get criticized sometimes that the mission, the goals, are so high up there and general, BUT it is something we could all agree to. The gravel extractors will still need to find gravel, the housing developers will still want to build, but if we start with what we can agree with, a common goal to move forward on, that is critical." Interviewee 8

# Do you think FSWP projects have contributed to integrated planning and processes? Please elaborate. How? Have tools, techniques and successes been developed and shared? Question 19

When discussing the integration of planning and governance processes, there was a general consensus that the processes had been positive, but there was a major lack of tools, techniques and resources that were available to proponents, to share learnings and grow the initiatives. The networking aspect of the governance processes were highlighted by all, with requests for support for additional First Nations participation.

"I think so, but wish I could have had some tools from them. I would have liked to see the results of the governance project they started up and worked on. If I was given the tools, like a program guide to build a governance structure, it would have been SO helpful. We've had to look far and wide to find what other groups have done. ... if I'd had a "development Options 101 hand book" it would have helped a lot. Now we have to present to those with legislative authority, municipal folks, the utilities, the First Nations, the companies – they want to know how they fit in, how much it'll cost, how they can still do business. Who sits at the table? How do you elect them? What are the ToR's? We are hitting the tough questions, here is where they could provide some tools and some guidance." Interviewee 2

"Yes I think so. Community awareness is so important.... I'd like to meet with other bands - Bella Coola, Klemtu and Bella Bella – to do ecosystems-based planning, they are doing some of this work. Meeting and getting to know other people to bring in other perspectives is important. FSWP should help us link to the other bands who are doing similar work, so we can work together more effectively." Interviewee 3 "The collaborative watershed work, CWGI is very ambitious, people are excited about it. It was a big move forward to get those people talking at the table, the buzz around the province was high. I even heard about it from people like the forestry chief; the provincial resource management coordination projects have heard of it, the work CWGI did was known widely." Interviewee 8

There was also a request to keep FSWP's governance and planning processes nimble and responsive, versus putting big funding resources into developing large scale plans that could not accommodate the rapid changes occurring at all levels.

"On the governance side of things, the age of the big plan is dead, there is not big plan anymore, things are too fragmented too complex, changing way too fast, by the time the big plan is ready, its all changed, all the goal posts have moved. The moment we create a final logic model for the Fraser we are dead, its always changing, always moving. Keep it simple." Interviewee 8

# Program Area: Sustainable Integrated Fisheries Management | Do you think FSWP has contributed to an improved information base for fish and fisheries management? Question 20

## Do you know of any management practices, policies and/or rules that have changed as a result of FSWP projects? Examples? Question 21

Respondents spoke to specific examples of how information-sharing, networking and collaboration initiated through FSWP projects have had positive impacts on stakeholder relationships, broad community participation in the reduction of water use, policy implementation and community planning. Specific examples highlighted included the reduction of on-river conflicts, the facilitation of a cohesive community response to a water shortage, and a successfully integrated community planning process. Better recognition and integration of First Nations traditional ecological knowledge was suggested as a recommendation to improve the broader information base.

"Yes. Two of their projects would not have been funded by DFO, the salmon table operated for three years before DFO gave them a penny. In July was the first time DFO showed up since 2006. .... Also their programs have built a lot of relationships on the river... we were able to have a stakeholder meeting right out on the river, there were the river manner pamphlets, the different groups shook hands, the sports fishers and the Indians....If FSWP didn't exist, I can't imagine the hostile environment we'd be in. However, there needs to be more information collected and shared about First Nations traditional use and knowledge and sustainability of the resource...First Nations speak of different stocks as if they are completely distinct; they occupy certain habitats. This traditional knowledge is critical and must be better represented." Interviewee 4

"Yes, definitely. Projects that do that, the Nicola watershed, there was a fundamental change in how the various license holders behaved, and a change in the way government was able to deal with the issue, because of the investment in the knowledge base of the region. A number of different groups have been working there for a along time through FSWP, community groups, ranchers, around how to manage water better. The issues were brought to a head two years ago when there was very low water in the system. Because of the conversations that had occurred, all the groups voluntarily reduced their water use. This voluntary change of behavior saved lots of water for the fish, and people understood the importance of doing it.

One rancher did not cooperate, and this also provided Minister Penner with an opportunity to implement a new piece of the provincial Water Act. He ordered the rancher to cease using the water through the new section in the act. The legwork and meetings that had gone before enabled the government to avoid political blowback on this, because everyone else was complying voluntarily – this was a tremendous change. If all the work with the communities had not occurred before hand, with the buildup of knowledge of the watershed, it would have been a real conflict. Some of the big ranches voluntarily released water to improve the flows in the system, this was unheard of before.

The Shushwap Lake Integrated Planning Process was another area of success. The lake supports the Adams River and the municipalities, and so much is dependent on the water quality of that system. Real estate values, agriculture, tourism, income to businesses and municipalities all depend on maintaining the water quality in the system. A few years ago there was a big algal bloom on the lake, and the planning process involved municipalities and governments, they met and focused on the values they all shared for the lake, and they went and mapped all the habitat around the lake. There is lots of politics in local government, but they recognized that unless they collectively dealt with development issue, grey water and habitat, they were going to kill the goose that laid the gold egg – the ecosystem they all depended on. The project was nominated for the Premiers Award, it involved lots of agencies, the conservation service, real estate, business, agriculture, all under the same big goal of maintaining a healthy ecosystem."

"The policy around developing a stock assessment framework hasn't completely changed yet, its a hard nut to crack. We have been asking for a stock assessment framework for the Fraser river for years, but DFO has refused. However, FSWP has gotten them into meetings, funded the LGL projects to fill in gaps and answer some questions they needed.... The project has incorporated this information, it's thanks to FSWP for making this happen." Interviewee 4

"The stock assessment stuff they have funded is ground breaking. The watershed management in Nicola and other places, they have helped to put in place regulations on rivers like the Capilano, the Alouette, these were all influenced by FSWP investments." Interviewee 5

### **Theme: Organizational Structure and Grant-making Processes**

Questions under this theme included discussion around FSWP management structures and processes, the configuration of the program itself, including the partnering of two organizations to run FSWP and the Program Director position being supported by DFO, and concerns about staff turnover.

# FSWP Management | Do you feel that FSWP is well-managed internally? For example – administratively, operationally? Why/ Why not? Any suggestions for improvement? Question 7

All interviewees felt that FSWP was well managed and administrated, with many kudos going to their staff members for exemplary accessibility, communications and support around projects, operational issues and resources.

"Their administration is excellent – it has got standards and systems of accountability that aren't intrusive and are appropriate for the kind of program they represent. The applications are streamlined, the little proposal and the more comprehensive one saves enormous amounts of time, we all like this a lot. The admin agreements are quick to happen, the response is quick, friendly and informative. I have dealt for 30 years with the regulators, and they are the opposite of this...slow irrelevant and aggressive, not enabling at all. FSWP is very enabling, friendly, doesn't waste your time and they'll help you to get it right." Interviewee 4

"... we have never had issues with bills not being paid, and any time I had questions they were answered quickly. They seem like a cohesive team that works well together." Interviewee 1

"Yes – they have a good process in getting the templates together, Tiffany is great, she is so organized. And the project coordinators assigned to the projects are good. ... staff have been resourceful when I need their help. They send out good reminders... Their check-ins are good, not too aggressive, they make sure their money is spent and recorded." Interviewee 2

"The FSWP staff have been amazing, they are young, they bring a fresh new perspective to this work. They hire great staff, with broad experience. They have had some great First Nations staff as well, we lost some to the aboriginal fishing council... it would be great to get more First Nations on their staff. Most agencies you call and you can't get hold of anyone, here when you call them they are really helpful. They have clear deliverables, a great reporting format, it has good process." Interviewee 3

"Terry has been outstanding as an administrator, their attention to detail was good, I had no issues with their transparency, the way money was spent, is all good." Interviewee 6

"The FSWP staff, people like Tascha, are excellent." Interviewee 9

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Many comments centered on the practice of the federal Department of Fisheries and Oceans (DFO) supporting the Program Director position as part of their in-kind funding. Comments emphasized the challenges around this important program position being a temporary assignment - often lasting only 12 to 18 months - and the resulting staff turnover, changes in direction and emphasis and lack of organizational history. The benefits of having close ties to this federal agency were noted, as well as the limitations of the program being headed by a primary funder and the potential conflicts this may cause.

".... my recommendation when I left was that they use the money to bring on a staff member as director. An assignment is just an assignment, it is not a permanent position. FSWP is doing themselves a big disservice by not building capacity there..... the program needs a long term approach and guidance. The ideal situation would be if they had a staff director who was permanent, and then had two people brought in on assignment, one for the province and one from DFO." Interviewee 6

"However, there is an automatic inherent tension in that model, for whoever pays the piper sets the table for how it's going to happen.... If FSWP was refunded, it should break its ties to DFO. This would make it more effective, give it more credibility. This is not to slight DFO, but FSWP should step out on its own, work collaboratively with DFO, but with someone in the lead from within or from outside, that can take it somewhere new, innovative, different." Interviewee 8

"Their leadership comes out of DFO. It is tricky, as DFO is a primary funder. You have to be brave if you are going to innovate, and DFO is not a particularly brave organization. If I could give advice to DFO, I'd tell them to do their experimenting there, through FSWP. If you can't experiment internally, especially with the political governance and integration stuff, encourage them to do it. They are not going to lose anything, but through FSWP, they can ask for much more interesting things, use it as a test bed. I used to feel this inside government, at MOE, that if we could move money outside into other interesting places we could have greater impacts. It is like Wild BC, the government can't run a loose provincial network like that, but HCTF could. That network started with a \$20K contribution of end of year money to host a two or three day meeting, and now it has been in place for over ten years. This is the role I see as being powerful for FSWP." Interviewee 9

*"Good question – I think the DFO director has hindered the program's effectiveness."* Interviewee 11

"The program director is the glue that keeps the two groups together, we have benefited by having very strong relationships with DFO... Also, because the person is not an FBC or PSF staff, this also has benefits, they are not affiliated with either group.... but a down side is it's a temporary assignment, this affects part of how they approach the job: they are going back to DFO and so it is hard to have a long term plan for the organization. I'd recommend they have the position funded and paid for by DFO, then provide other in-kind services." Interviewee 12

## Others discussed the management challenges of two distinct and established organizations – the Fraser Basin Council (FBC) and the Pacific Salmon Foundation (PSF) – jointly delivering the program:

"There is a lot of energy spent in trying to coordinate the two entities that should be better spent doing the work of the program. .... Organizations all have different cultures, and it is a challenge to blend work across two cultures." Interviewee 6

"It has been difficult with the two organizations...FBC and PSF try to collaborate on a variety of issues. I think an internal failure was the initial MOU; in negotiating it we failed in understanding and clarifying the ground rules between the two organizations." Interviewee 11

"The two organizations also have very different cultures – dealing with two Boards takes a huge amount of time, a lot of advising and informing and decision-making. I don't think there has been much value-added for the added time and effort required for this." Interviewee 12

### Another suggestion emphasized the need for FSWP to bring in additional expertise from the academic world:

"I know that some people get concerned that there is a small group of folks here, leading a big effort with a lot of money. ... FSWP should reach out more broadly outside of government. ...Go after the expertise and the current data. Bring those experts in, use the academic world more. We do lots of work with SFU, the FSWP could really benefit with the universities' science outreach programs - their Centre for Coastal Studies does good work. Both groups would benefit. They'd get a good bang for our buck, engage some of the grad students as cheap labour, the work is grounded by good science." Interviewee 7

#### The problem of staff turnover during the past few years was noted by four interviewees:

"The major staff turnover is also symptomatic of internal weaknesses. A challenge they have had is there is a real lack of corporate memory ... new people come in and want to put their brand or stamp on the program, and then when new directives come into play, the program gets pulled in different directions too often." Interviewee 11

### Theme: A Capacity Building Approach

FSWP positions itself as a capacity-building organization, and interview questions probed for this perception and examples from stakeholders.

What do you think of their role as a capacity-building organization? Probe: How has FSWP supported organizations beyond just the funding? Question 8 Several interviewees including proponent, municipal government and First Nations stakeholders responded positively to the capacity-building role of FSWP:

"Yes – absolutely, the regional behaviour change workshops provided education for people in small stewardship groups that would probably not get the training elsewhere, FSWP's media efforts have also been very useful – helping messages get out into the print media, getting messages to MPs, MLA's, other levels of government." Interviewee 1

"These are benefits we can't put a price on, the in-kind relationship-building we have gained. The stewardship groups here, or a company doesn't head off themselves to do something in the watershed now – they call us, the city now. Same with other councils in our region, they lean on us. Before we were more stove-piped, now we have more connections." Interviewee 2

"Absolutely. On every project, people learn by experience. Lots of people have done collaborative work now, the First Nations have built relationships, there has been good progress with the different user groups on the river. It has also been good for the two NGO's - FBC and PSF are quite different organizations with different objectives and constituencies. It has been a productive collaboration." Interviewee 5

"In the habitat and fisheries areas – yes... on governance, that's hard to say, its hard to do, as only certain people can do this work, you must engage leaders and key players, and they are all tapped out. The role FSWP can play is building structures that take on a life of their own, like the panels, the round tables. They can act like the stimulus, to build local capacity around in-season decision making, best practices, peace-making, compliance work.... This is not just FSWPs job, BUT they build the table and everyone brings things to it." Interviewee 8

### However, two respondents spoke to the challenges inherent in defining capacity, addressing it where it is needed, and adjusting the system to better support it:

"Capacity begets capacity, on top of the pecking order are the government agencies and First Nations applying for money – most of them have consultants to write proposals. Some of the bigger stewardship groups, and the universities have capacity as well. But ranchers, volunteer-based groups, they don't have capacity.... how? Provide a grant for those that need it to write the proposals, for example, a group applies for a grant of \$5 K to facilitate a meeting where they generate clear goals and objectives for the project, then write the proposal, have it peer-reviewed, submit it and be able to follow it up with the funder." Interviewee 4 "This is an important point, you say you want to build capacity but look at the system, what is present in the system of FSWP that is designed to build capacity? What does capacity look like on the ground? How would you measure it? Is a one-year term project adequate to build capacity? How much time and money would be saved if they proposed to fund only three- year projects, and then only reviewed 1/3 the number of projects a year??... They need to consider too the question around how much time does it take to apply for, monitor, report out on, evaluate the programs. These costs if the groups are funded for longer terms, are also contributions. The elaborate applications, and project reports that may not go anywhere; who are these supporting?" Interviewee 9

#### One respondent felt that FSWP had not adequately addressed capacity-building in First Nations:

"I can't say I have seen evidence that they have added to some existing capacity, the struggle is how to build capacity within some organizations? First Nations capacity building is a huge priority, it is not sustainable to build capacity at a small First Nations level. They should not fund long term projects that just seem to keep contract biologists employed, they need to focus at the larger nation level, where that nation in turn supports projects at each of the bands' regions – fund one or two biologist positions that are permanent, they work for the Nation and each individual band...build capacity that way." Interviewee 10

## Has FSWP helped to foster leadership on issues related to watersheds and salmon? Question 23

Leadership is a main aspect of capacity building. Four interviewees responded positively to the question of FSWP fostering leadership across the Basin.

"Definitely, speaking personally, the programs have helped us in leadership in our community. The funding that we have been given has helped us to get more attention in the community through marketing,... led to more awareness, recognition, we get more citizen calls." Interviewee 1

"Yes, through these network developments, I think they have." Interviewee 2

"Absolutely, through the strategic projects they have supported, and in very practical ways." Interviewee 4

"They have been able to be really effective at finding and supporting champions in the watershed and supporting them, and the First Nations engagement is a real strength." Interviewee 12

### Two respondents were unsure and discussed the difficulties of defining leadership and tracking leadership development.

"I can't really say – I think so, but it is hard to know how to measure this....?" Interviewee 8

"I don't know - Leadership is tough to assess! How do you define this? Measure it? Identify it is occurring? How do you build community leadership? What does it look like? It takes a longer time horizon to make sense of all this stuff.... They might be able to look at this through some youth projects, these are long term changes, but you could track young people over time. For example, there was a youth conference in Williams Lake ... if leadership is important, get all these kids g-mail accounts and keep track of them, ask them in a few years whether they could attribute their own future directions to participating in the youth conference." Interviewee 9

### **Theme: Engaging First Nations**

Engaging First Nations is a program wide goal, and an initial strategic objective of FSWP.

How effective has FSWP been in building capacity and engaging First Nations? i.e. connecting them with other levels of governments and communities in working together for healthier watersheds? Please elaborate. Question 14 Overall, FSWP received positive feedback from interviewees for their emphasis on connecting with, highlighting and supporting First Nations projects and bands. The prioritizing of First Nations engagement and partnerships through the FSWP program goals, and First Nations involvement in the Fraser Assembly were seen to be very important approaches that enabled all proponents to build relationships and share perspectives on key issues.

*"Fantastic, they have done a great job in providing accessible programs, relevant to First Nations, making sure that the lack of capacity to partner doesn't hinder us applying, also helping us to get the technical help that we need, and to network or work more broadly, they do these things well." Interviewee 4* 

"They've done a good job, they've engaged First Nations in two ways: Having them participate in a large number of projects, through the project guidelines, there has been much more outreach to the bands I think. There have been more project partners. They are also part of the Assembly, they have goods representation there. Shawn Atleo was a member of the advisory group before he became grand chief – so both from a governance perspective and a project perspective they have connected with First Nations." Interviewee 5

"They have done a good job of engagement, a transformative project was the Tribal Treaty work.... Getting representation from First Nations is always a problem – they want it to be government-to-government, they don't want to be involved in multi lateral processes... But they are getting better, realizing that its important for them to be there, we need to recognize their legal and treaty processes and have them in place, and they will come to us." Interviewee 6

"They are good at including First Nations, a lot of First Nations groups have capacity issues, FSWP is not afraid to deal with these. It is not the program most geared to First Nations, but their emphasis is very important. They have had good involvement with First Nations, it could be expanded but they have made it a priority and followed through with it." Interviewee 7

"Yes, to some extent they do. We were building capacity in the band in spite of a lack of funds, the projects have helped us; we have been able to continue that work." Interviewee 3

*"My understanding is that they are engaging First Nations on the fish management projects fairly well. Maybe a bigger role on the planning, engagement and awareness projects are needed." Interviewee 8* 

"Yes, I think they have reached out to First Nations communities in a successful way, they know there is money here for restoration projects....I know many of them hire consultants to help them write the proposals, but this is a good capacity building opportunity in and of itself, if it brings money for good projects into First Nations communities, so much the better." Interviewee 9

*"I would say yes, they have tried and been successful. From the earliest conversations it has been front and centre in their priorities. . . . " Interviewee 11* 

"Looking at my own experience there, I think they have done a good job in engaging First Nations groups and mentoring them. I see a wide range of groups getting funding from them, and there has been a very good turnout at the Fraser Assembly. This is the one piece we struggle with, the real day-to-day involvement and partnering with the local bands. Having meaningful engagement is hard and takes a lot of time; at the Fraser Assembly, we have a chance to talk to them face to face, and hear about their goals and needs." Interviewee 1

A greater recognition and support of the challenges inherent in First Nations communities e.g. their lack of capacity, poverty, physical and political isolation - was suggested. Issues that slowed or prevented partnership-building included the circuitous communications routes in First Nations bands and the inherent political barriers of dealing with several levels of governments. The strategic funding of larger Nations in order to expand and sustain the capacity of the smaller bands within them, and the need for a clear set of best practices, specific objectives and indicators for First Nations engagement were suggested as ways to improve this program-wide objective.

> "I can only speak to our work – building the capacity with the First Nations partner has been difficult, and the program has not helped me to improve it. I have had struggles with the chief and council. The work we do is conditional on co-led partnerships, and this First Nation is very poor. They rely heavily on us paying them to come to meetings, there is no in-kind contributions from the band. Every time any members come, I pay for them to be there. You have to pay them to participate, it gets frustrating to schedule things so that they can get paid to come, versus doing something quickly by phone.... It is very hard, they could help us with some guidance. We need to work out a model to get more contributing, more sharing with groups and the band. There are ways that FSWP could help with their outreach – i.e. picking up the phone to talk to the chief, give us some tips on how other groups are working better with First Nations." Interviewee 2

> "Where they haven't done a good job is in defining strategic objectives for First Nations work. It is very vague what and how they want this engagement to happen... I think what they have on their web site is useless.... Is it from Australia???" Interviewee 4

"Reach out to the northern regions more, we should be getting 25 % of the funding.... Right now this Fish Lake issue has taken up so much time – the mine wants to use it as a tailings pond – it is huge here. Being the caretaker of the Chilco river watershed means there is lots of work to do.... We are doing it at the round table with the leadership and business and having a forum for talking to government and bring in outside knowledge – this is good, but we need the field work to understand what's happening on the ground." Interviewee 3

"What needs to happen is more of a focus on the larger nations that encompass several bands. If they can add to a core of expertise that can weather the storm of ups and downs of funding from government and 3rd parties, that will make a difference for those bands. There should be a group of a few biologists based there that can make sure the work is scientifically good. Then the bands' younger members can see the possibilities, that it is worthwhile for them to get a degree to come back and come work for them, keep the young people there in the communities." Interviewee 10

### **Theme: Fostering Partnerships and Relationships**

Several questions explored the role of FSWP in building and maintaining partnerships across the Fraser Basin. Generally, interviewees felt that FSWP had supported partnership building through their funding and networking processes. All interviewees were positive when asked about FSWP's role as a convener of proponents. Networking, partnership-building and communicating were also specific attributes that stakeholders identified when asked about FSWP's key role, emphasizing some synergy in how the program is perceived and valued.

# FSWP strives to be a convener of stakeholders in the watersheds, in order to promote relationship building, partnerships and collaboration. Do you believe FSWP has made important contributions in these areas? Question 10

"Yes - I think so, building partnerships is one of their most important roles." Interviewee 1

"Yes to some extent, but not so much in the north. We are so far away from things we get left out. Help us get to the Fraser Assembly, that would be useful, but host it late in the year so we can come. We don't mind traveling in the winter, we are used to it!" Interviewee 3

"Absolutely, without FSWP the situation would be tragic, the silos are so entrenched and the governments so threatened and time-strapped, they are a rare organization that can bridge some of these divides." Interviewee 4

"Most definitely, through the Fraser Assembly, the tables, the big issue meetings and projects they set up." Interviewee 8

## However, five of the interviewees noted that FSWP had not succeeded in adequately engaging provincial government staff to provide input and partnerships for projects:

"Province wide, we are so weak on getting MOE provincial attention to stuff. If they are able to bring them into it more, that would be important. If there is weak representation, it is the province at these issues." Interviewee 2

"As a DFO person, I could more effectively link to their issues and programs than to what was going on at the provincial level. I think they could take huge strides by bringing in a provincial person in addition to a DFO person. They are trying to make four orders of government work together. They had good First Nations staff for a time, which helped bring that perspective in. At least they need to bring a provincial person in along with the DFO person." Interviewee 6

*"Yes except the province could be more involved with the projects and research." Interviewee 10*  Do you feel that FSWP has clearly defined and reached their target audiences / regions? Helped support partnership building? Question 5 Seven respondents felt that FSWP had reached their target audience, while one felt that the northern regions had been neglected.

"Yes I think they are, they seem to have their fingers out there, there are always excellent people reviewing proposals, the net is widely cast." Interviewee 9

"No, not in the north. This is a real hot spot provincially, we'll need long term multi year funding for this work." Interviewee 3

Interviewees were asked about ways to increase partnership opportunities through building on project results. Main suggestions included improving communications through linking regional project proponents, highlighting key issues both regionally and Basin-wide, and ensuring project results and resources - including program products, contact information for successful funding recipients and best practice models - are widely communicated and effectively accessible.

Building program area working groups at the annual Fraser Assembly, helping to sustain their connections and work through the year, and then soliciting reports and/or panel discussions at the following Assembly was suggested by three interviewees as a useful strategy.

# FSWP now has five years of completed projects they have supported - over 235 of them | Do you have any suggestions for how they could help build on the results of these completed projects? Increase partnership opportunities? Question 22

"Work on the communications piece, make sure there is a wider community of people that know of projects and how they benefit from them.... FSWP should do more sharing of lessons learned, and keeping their website updated and active, so people continue to go there. ... I'd like to know about the project ideas that have been done in my area – who got funding and what are they doing now. This is sometimes hard to find on the web site. A regional section would be useful. Also, they could highlight groups doing things similar to us – so we could be looking at their projects and resources. This is a good role for them to take on – they are the big net or collector of all this information, and could send it out to those of us who could use it." Interviewee 1

"They should round up all projects for each of the four areas, look closely at them, and then let people know about them. Call all the people together to meet, or do it through email... "All you planning and governance folks, we have completed 25 projects and these are them; we encourage you to look at these and contact the other groups." Do it before someone applies for money next year, ask them... "Have you reviewed previously completed funding programs? Here are some to look at!" Interviewee 2

"Pull the resource tools out of these reports that we could use, without reinventing the wheel. None of us want the stuff put on a shelf, get it out there. The worst would be in ten years time my boss hires someone to do a governance structure without knowing about the one already completed." Interviewee 2



"I don't know where the information base is on these projects. If people knew what their neighbors were doing, if they could borrow resources, consultants, data, actually use developed programs for their own use, not redo something that has been done already, it would be a big step up for them. They could glean other consultants, resources they have used, save themselves a lot of time and effort. For example, a database for hydrologists for hire, that work on fish habitat would be extremely helpful....same thing for experts in other things as well, like mapping and ...communications experts, people who can help write a press release." Interviewee 7

"FSWP needs to package and model the best practices around collaboration – convening people in collaborative processes is the key thing to success. Bundle the models up into a tool kit for local round tables, help build the structures, but don't run the processes once they get going." Interviewee 8

"At the proposal writing phase, share the list of proponents who got funding last year – one year we got a list of all the proposals that were funded last year, that is helpful.... I used this a lot to get a sense of what people are doing around the watershed – but then we never see that list again. Make it available to us!" Interviewee 4

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### **Theme 8: FSWP Outreach and Communications**

# FSWP works across a wide geographic region to address many complex issues. How effective are they in addressing concerns and priorities of the various watersheds?? Question 4

Generally, interviewees felt that FSWP was doing a good job in identifying, prioritizing and addressing issues throughout the watershed, given the political challenges of attempting to assess priority issues and provide funding over such a large area in a recessive funding environment.

"The purpose of FSWP is to deal with emerging issues that affect sustainability – some watersheds need more level of investment than others. There are lots of projects done in various watersheds, but they all don't contribute to the larger issues of sustainability. Unfortunately, you have to spread the money around politically, as it looks unfair. But I think that they do cover the bell weather watersheds and they should continue to do so – their role is to see the big picture and get a larger bang for their buck. My advice - don't get spread too thin, stay strategic." Interviewee 5

# The dearth of program funding was seen as an element that drove many groups to FSWP for support – this was seen as a challenge to FSWP's resources and overall mission.

"Yes but not because of their great work but more because they are the only game in town, they are heavily over-subscribed, with way more applications than the dollars they have to fund. A huge challenge for them is to cover the scope of work out there, it's not a rich environment out there for program funding." Interviewee 4

# More direct outreach by FSWP, in the form of letters of support, was requested by one stakeholder, and more use of social networking media to reach the broader audience was noted by two interviewees:

"What would help me sometimes is, if they are happy with these projects, FSWP would write a letter to our mayor – to our other partners, the CEO's – these accolades help a lot. Something like – "We are pleased to partner with you, – we are glad you applied, and that your project is succeeding.. etc" Interviewee 2

"The eyes and ears of our watersheds are out there, but they need a voice. There are technologies now that can bring in and turn these conversations into data and evidence, engage people all up and down the watershed. I'd be selling it more, the province wants to see some projects get good PR but there are more ways to use social networking media, things like Twitter, to get more public buzz around these issues, and to reach out to the public more. This stuff scares the crap out of governments, but FSWP doesn't have to be so cautious, they need to be the ones to connect all the agencies up in whatever ways work." Interviewee 6

"FSWP was looking to include social media and open source soft ware – to build tools around logic models, social media, data visualization around all the different projects for 2008 – 2009.... to cheaply build adaptive management access and mass collaboration, we were playing with lots of ideas that were good. They need to get into the 21st century more, get on board with some of these tools to hook in their proponents and other funding agencies." Interviewee 8 Sharing Project Resources | How has FSWP shared their project findings, resources and deliverables with the wider community? Question 11

Responses were mixed around FSWP's success in sharing project information: stakeholders felt that some information was getting out to proponent groups, but that much of the project resources, success stories, models for habitat restoration, best practices and current research data were not easily accessible, highlighted or distributed.

"What I need from them are other models. No one wants to be the leader of the pack in a new governance model, unless you are the mayor of Vancouver! Boards and councils want to be steady, "in the middle" and see what else is out there, what else has worked, before embarking on something new.... as we develop a governance structure for watersheds, I want something already created. I don't want to do something new that might not work. I asked for this from FSWP already. I really wanted to have a meeting with the other people in the Governance portfolio, I want to hear about other governance projects, what worked, what didn't work. ... I want some help with the challenges with First Nations involvement: some groups may have similar issues with ranchers, or with homeowners, but lets share what we know. We could do this at the Fraser Assembly have it facilitated, it would be really valuable." Interviewee 2

"Yes but they could do more with communications. This is an important role they could play: make available the current research to the groups on the ground, who really have very little time and resources to source out these findings and research. For example, I went to an excellent UBC workshop on the problems with late-run sockeye stocks. The proceedings from this... are something FSWP should send out to everyone in their network, broadcast these findings." Interviewee 7

# Stakeholders suggested several ways that FSWP could improve outreach to their various audiences, including the use of regionally based staff/advisors, through using key players in communities as well as regionally-based Fraser Basin Council staff members:

"Ideally it would be wonderful if FSWP could have "on the ground workers" like the stewardship coordinators used to do, in each region. A warm body that knows the players and the region would be a huge advocate and support to help facilitate those key partnerships and make project dollars go further. These people don't have to be full time but even just do it on an honorarium basis. Give small groups some help, link up projects in a region.... I see something like that really helping FSWP connect with the regions, and also really supporting groups that need help with grants, projects, and research." Interviewee 1

"One of the resources that's been underutilized is the FBC staff and directors in different parts of the watershed... we have staff dedicated to program delivery here, but it seems so much time is spent on keeping the team together, it is hard to reach out to regional groups members – its done on an ad hoc basis, and needs to be more formal." Interviewee 12

"In the early days we had the FBC regional networks and credibility within the communities, this was a good stepping stone to use. I don't know if it is still specified as part of the programs' implementation – they need to look in the MOU and then look on the ground to see if it is happening through FBC. FBC had the capacity to bring the non-traditional fish players to the table; the council could bring these assets to the table."

"FBC has staff in three or four of the sub-watersheds, they need to be more involved in the program, to connect directly with the people on the ground there." Interviewee 6

# Have you ever accessed any of the resources produced through FSWP grants? Question 12

Only one of the interviewees had accessed other group's reports, research data or other resources produced through the program. The program website was seen as cumbersome to search and the programs' products, resources or best practices were noted as not being highlighted or clearly conveyed by FSWP.

"I haven't.... It's a lousy site to search for stuff; the more simplified for us the better. We have a small office and no dollars for research or planning time." Interviewee 3

"Yes – but again it is sometimes hard to locate specific resources on the site. Better categories would be useful as search items in the menu." Interviewee 1

"Get more links on the site, to reach the common user. I have looked for other governance reports with little success, but not enough. I haven't had much luck in finding things quickly, but it may be I haven't spent the time." Interviewee 2

"No, I get stuff through my own network, what I have seen doesn't add value to my own network, it is too hard to find things, takes too much time." Interviewee 4

"No – I don't use it." Interviewee 5

"No – I haven't.... when I looked at it just now, there is no search engine to find the stuff. It seems cumbersome." Interviewee 9

# *Furthermore, there were concerns raised about the FSWP website, the electronic networking website (The Aquatic Partnership), and their use and effectiveness.*

"What is with the FSWP site? It links to nowhere! ... They created a web site to provide internet-based access to projects and activities, but missed the mark when they tried to develop a web-based reporting tool. It could also have been a valuable networking and collaborative, capacity-building tool. BUT, because they handed it off to a web designer and a more PR, branding approach was taken, the tool they provided was re-profiled into something for the public to see what is going on in the river. ... In order to make it useful to project managers, populate it with useful information. Right now, maybe a student could find some fluffy information on it for a school project, but as a management tool they completely failed. ...It's a lousy site to search for stuff; the more simplified for us the better." Interviewee 4

### Use Stories to Connect

Several respondents felt that FSWP needed to use story and narrative as a communications tool, for connecting more effectively with the media, telling their own story, and for connecting at a more profound level with the general public.

"Spread the good news stories, versus all the bad news about salmon and the rivers. Also, they should be working more with local media to get more stories out there – invite them to projects, do a better job in getting the local media to turn up at the Fraser Assembly, at events. And share the stories, these stories engender copycats, enthusiasm, highlight the program better and share the information, get it out there." Interviewee 7

"FSWP's story has not been told, even PSF and Living Rivers are more known about. The FBC also has much better brand recognition – the many people I work with industry, NGO's, governments, know who they are and what they do... so a level of communication has been done... FSWP is a different story that needs to be told, it is less about the fish and more about the water or something else that connects to people – they need a bigger story, a larger plotline to engage the public around. Think Salmon is probably not the best name for their web site, for that reason." Interviewee 8

"They also need to help facilitate habitat restoration and fisher communities, to tell the story in a unique way – it doesn't get told well. For example, ranchers and fishers working together, communities and First Nations working on water and salmon, these are the true sustainability stories .... stories are what captures peoples' imagination and touches their hearts." Interviewee 8

### **Communications Tools**

Interviewees were asked specifically about two of FSWP's communications tools: the Think Salmon website, and the e-newsletter:

### ThinkSalmon Website

The website was given a poor review, with respondents citing difficulties in navigating around the site, identifying specific projects, searching for topics and research, and uploading information.

"I have found some good stuff on it. It is a bit confusing to find your way around on. And, it is a fussy process for uploading you project info, as you have to go to a different URL, use a different password and process – so it takes some time." Interviewee 1

"Early on I did but it is frustrating, its more about "ThinkSalmon", less about the projects. They need to make it about the projects instead of about FSWP. Its all fluff that loses the reader, there's no focus to the site...It has turned into a big fancy advertising thing." Interviewee 4

*"I never really caught on to ThinkSalmon. It is a very diffuse entity. I can't point my staff to it and say check out FSWP, get involved, it is too diffuse. What is it exactly?" Interviewee 6* 

"The ThinkSalmon site doesn't get a lot of hits. I haven't tried hard to find stuff on their site, it is not straightforward. The ThinkSalmon site is not able to deliver this information, the search function doesn't provide me with the focus that I need." Interviewee 8

### E-Newsletter

The newsletter was more positively reviewed, with all but one interviewee reading it and finding it useful. Comments centered around more highlighting of projects and proponent groups, and keeping it short and well organized, with categories and quick links to save the reader time.

"Yes - I always read it, keeps us apprised of other groups work, what is happening with FSWP." Interviewee 1

"I read the newsletter, it is good....I take time to read it. It's time that is in short supply.... They need to make it shorter, with direct links that access the resources they talk about, or the projects." Interviewee 3 "Yes I like that, I think it's a necessary outreach tool, getting it out, get it shared broadly. I go to meetings and the stewardship groups have copies of them in their files. They get 2.5 stars out of 5 though. They should have taken a more strategic approach, each newsletter should be about the projects themselves. When you get a newsletter, the first thing you do is you check out if you see your project there, like a high school yearbook where you look for your picture first! They should highlight what some of the projects are doing, the project managers can then use this as part of their own PR, and send readers to their web site... I want to see a picture, a quick summary and a hot link to the group's web site and reports. Use a simple and consistent framework, first list the communities and projects, then take a broader look at what's going on ...Instead we get disconnected "rah rah" – it doesn't hit the market." Interviewee 4

# Improved Information Sharing | Do you feel that there has been more sharing of information and resources between groups and across the Fraser Basin as a result of the FSWP grants? Explain. Question 13

Overall, interviewees felt that FSWP has played a positive role in distributing and sharing information and resources to proponents across the Basin, both through the annual Fraser Assembly, and the program's networking and convening practices. Several suggestions to improve this role include supporting further networking between First Nations groups, as well as between provincial and federal government departments, and through sharing project reports, proponent group names and specific project information more broadly through FSWP's communications channels.

"I think so – definitely we are now more in active contact with a larger number of groups now than pre-FSWP, and we are more aware of the activities of groups in our region, and in a wider scope, due to the Fraser Assembly." Interviewee 1

*"Definitely – the networking, the Fraser Assemblies, the flexibility of the grants have all helped. We are much more connected in our region as a result of our projects." Interviewee 2* 

"Somewhat. How do we improve the information base in the fisheries management? This is a big question - we get limited info from MOE and DFO...More integration and sharing is needed, FSWP could help with that. We are willing to share with other First Nations, give us a chance to do this, really highlight the resources out there, make them easy to find for us." Interviewee 3

"Yes. The mark - recapture program led by DFO, the results were not put up on a daily basis, yet... the (FSWP project) fish wheel stuff is totally transparent for everyone. I can go in there and see the data almost in real time. This does not happen with government research, it is very valuable." Interviewee 5

"Most of us are suffering from information overload. They could help with the sharing, make it easier to access what we need to find." Interviewee 7

# FSWP hosts the annual Fraser Assembly to support ongoing communication with their constituents. Have you attended any? How do you feel about your participation? Question 9

All interviewees were very positive about the Fraser Assembly and its role in convening and illuminating key issues across the Basin. There were many comments and reflections about the event, with all stakeholders highlighting it as a key element of FSWP, and one that should not be abolished. Stakeholders identified the Fraser Assembly as a unique and very important tool for amassing priority issues, communicating them throughout the region and networking with key players. Stakeholders spoke to the unique opportunities that the Assembly provided to meet and network with other proponent groups around specific issues pertinent to the Fraser Basin.

"Networking is one of the great measures of social change, and by enhancing the network in the Fraser Basin (with the Fraser Assembly), they are doing a lot to move their agenda forward." Interviewee 7

"The biggest plus is that it connects people, builds relationships and strengthens the network. What is done at them is irrelevant to some extent, as long as you make sure people have time to connect and build these connection, like a rancher and First Nations guy might decide to work together over coffee." Interviewee 8

"They have been great, I wish we could do it every quarter ! The Fraser Assembly is a good opportunity to meet, to network, there has been good First Nations participation in them." Interviewee 3

"I've been to a couple of them, I'm not a great fan of big meetings, but... they are useful, they involve people, provide an opportunity for people to bring their issues forward. It plays an important function, it provides people with a voice at that level, and they can focus on specific themes." Interviewee 5

"The Fraser Assembly is a very important tool to bring out issues throughout the whole watershed, and give us all the larger picture of the whole basin, understand the issues from a broader perspective. They are... a place to catch up with people you don't see often, meet new people, learn about other programs and broader issues." Interviewee 1

# Better Reporting of Participant Input | Did you feel that your and other participants' input was considered in identifying key issues / shaping the FSWP priorities? Question 9 (probe)

When asked about their input into identifying the issues and agenda for the Assembly, there was a mixed response, with groups feeling like their opinions were solicited, but rarely reported out on or reflected in the following years' program priorities. There was a sense of frustration from some stakeholders, who felt their time and efforts had been wasted.

> "They survey us at all the Fraser Assemblies and forums: "What do you think FSWP should do? How should we do it? What should our priorities be? They then tell us that when we come back next year, we'll revisit these things, invest their money in these priorities and projects, and then they would report back. They have never done that, they have provided some examples of projects at the assemblies, hand picked to profile what they have done,

but it is all about FSWP. They take advantage of us in the meetings, and then try and educate us like we are stewardship groups... with the workshops and speakers, they are going right off track in my opinion.... It is so frustrating – it is such an important place for this to happen – this is what the assemblies were set up to do, and yet they don't function this way." Interviewee 4

"My major interest, and where I think they fall down is... "now that you've heard all this information what are you going to do with it?" The Assembly is not good at taking a whole bunch of voices and dissecting out what's important at the watershed scale and at the basin scale. It sets the stage but it takes a skilled individual to move it forward, a skilled facilitator. Host the big assembly, but then make sure that when the themes come out that you use them. Pull the movers and shakers from the four program areas and look for champions to get things moving.. sometimes leaders will take on the role but sometimes you need to look for a champion."

"Yes – the recent one in Merrit was the best– putting people together, fishes on the table, doing circles and workshops; BUT now we need to see that this input has been looked at: We need something that says..." we heard from you in Merrit and this is what those folks are saying, this is what we will change as a result of this considerable effort from many people "We really need to hear back. The process was there, the proof will be in if they use it.... If we are asked to do another session next year, we need to have heard from previous year and see if they applied what they did learn and if it worked – see its report card. ... The proceedings should be out there as well, for their own PR and for us... staff typed away madly but I haven't seen anything yet." Interviewee 2

### Use the Assembly as a Working Platform

Several interviewees requested more of a focus at the Assembly on convening working group sessions that would tackle key issues, challenges and opportunities.

"At the Assembly... there are the four program themes, it would be a huge advantage to create working groups around each theme. This collective intelligence could provide feed back to the group as a whole. We are all separated and disconnected, often the northern First Nations the most. For example, education and engagement: FSWP should take all those projects, identify the top 3 projects. If you get funded for more than 1 year, then that group is a panel that speaks to success and failures at the Fraser Assembly, convene these program groups together more." Interviewee 4

*"We have to do more than just communicate about the issues, we must come up with work plans. I'd rather spend the time planning projects, setting priorities." Interviewee 7* 

#### Attracting a Wider Audience to the Assembly

A main challenge identified was the importance of getting a wider range of participants to attend, rather that just project participants. Suggestions included higher level managers, more First Nations, municipality representatives, industry and the general public.

"The turnout was good, though "fish centric". The people who came were part of the project cycle or affiliated with projects around planning. It would be nice to see them do a broader public forum as part of it, on the eve of day one, throw a hootenanny – bring in locals to tell stories, connect, have a salmon BBQ, a band!" Interviewee 8

Data Compilation & Presentation | Stakeholder Interviews

"I don't think the audience who comes is broad enough, you get people that are funded by FSWP to attend them, and they present their projects to get more funding. The agenda may not be relevant to others but this should not be the main role of the Assembly, it needs to convene as many players as possible." Interviewee 10

"Trying to glean it all from the Fraser Assembly won't work, they don't get enough middle or high level managers to attend, and they need more strategic input from sectors and areas on a more regular basis." Interviewee 6

"....my only regret is that a whole lot more people should come to them, not just the converted. The people there are already on-side. For future agendas, the one in New West was facilitated by a staff member who I think was First Nations, he was very eloquent and respectful, plus he had a way of trying to get them to wrap up smoothly. Use him again, and do more group work – the activities you did with us, the round tables, the fish on the tables, the focused work, that was a good use of our time." Interviewee 2

### Fraser Assembly Scheduling and Planning

Three respondents noted that the spring scheduling of the Assembly conflicts with a busy time for proponent groups, and that earlier agenda planning would assist in getting greater participation:

"It's just the timing that is poor. We are trying to wrap up reports in the spring, we just can't get there. Come April 1st, we have a lot to deliver, we have to do a lot of work in a short season up north, and so all our planning has to happen in April and May so we can be on the ground from June to October ...The timing is not good, late fall would be better, October or November is a good window of time, or even January or February." Interviewee 3

"It is never the right time to have a conference for all, but the May timing for the Fraser Assembly is tough – I guess they have to do it after the fiscal year end so they have money, but people are exhausted in April, they have just written a whole lot of reports, and dealt with their own budgets and year ends... They also have a tendency to plan only 6 weeks before the date – you need to do it a year in advance to get the right people in the room. I have planned conferences for 900 people, you send out the date and the agenda a year ahead of time. They should have the agenda planned at Christmas for the May meeting." Interviewee 2



# DATA COMPILATION & PRESENTATION Summary of Project File Review Data

### **Project File Review Process**

Twenty Project files were selected for forensic review from a combined pool of the 2008-2009 FSWP projects within each of the four program areas. The files were randomly selected by first, sequentially numbering the pooled projects for each of the areas and then second, selecting the files for review by matching numbers procured though a random number generator with the list.

Projects were selected from the 2008-2009 years based on two assumptions: the first, that these years would provide the most recent completed files; and second, being the most recent projects, they would embody the latest iteration of FSWP processes and program goals.

The project files were assessed against the standard that files be a complete, sequential narrative of the project from the application through final report stages, and require little or no staff interpretation to be well understood.

Using a template (see Appendices), project files were examined from June 30-August 30th 2010, for evidence of accountability, fund leveraging, partnerships, First Nations engagement, information sharing, and leadership in salmon conservation. ThinkSalmon was accessed for each project and a search was conducted for project information, final reports and project deliverables/products.

Theme	Proponent On-line Survey	Stakeholder Interviews	Project File Review
Role and Positioning Within the Sector	$\checkmark$	¥	×
Goals and purpose	×	¥	×
Capturing Program Area Impacts	$\checkmark$	¥	✓
Organizational Structure & Grantmaking Processes	¥	¥	✓
A Capacity-Building Approach	¥	¥	✓
Engaging First Nations	¥	¥	✓
Fostering Partnerships and Relationships	¥	¥	✓
FSWP Outreach and Communications	¥	¥	✓
Building a Program Legacy	¥	V	×

### Table 1: Evaluation Themes and Research Tools

### Table 5: Project File Review Selection Stats

	Engagement	Governance	Fish	Habitat	Total
# files pooled	44	23	22	60	149
# Files selected	5	5	5	5	20
Proponent-Led	5	4	4	4	17
FSWP-led	0	1	1	1	3

Table 6: Selected Project Files and Associated FSWP Program Number and Area

Program Area	FSWP Project Number	Name
Engagement	FSWP08D54	Langley Thinks Salmon Presents
	FSWP09EELR69	Nechako White Sturgeon Community Outreach Suppor
	FSWP08EED51	Lillooet River Watershed Interpretive Centre/ Community Education Program
	FSWP 08EELR57	Fraser Initiative (Phase 1)
	FSWP09LREE56	2009 Riversheds Forum
Governance	FSWP08PG9LR3	Nicola Water Use Management Plan
	FSWP09LR120-CWGI	Collaborative Watershed Governance Initiative
	FSWP09LR60	River Community Synergies: Advancing Integrated Fisheries Management/ Continuing to Build a River Community- Phase 2
	FSWP08PGD58	Project Rivershed Brunette
	FSWP 08 PG LR87	Continuing to Build a River Community-Year 2
Fisheries	FSWP 08LR173	Fraser Sockeye Hook and Release Mortality Study
	FSWP 09 D SIFM 88	2009 NSTC In-Season Salmon Abundance and Health Indicator Program
	FSWP 08LR29 F	Capture of salmon habitat inventory data from reports submitted as condition of scientific licence
	FSWP 08 SIFM LR 44	Developing Adaptation Strategies for Salmon in light of climate change
	FSWP 09 LR SIFM 83	Assessment of a live capture, mark-recapture and biosampling program for Fraser salmon and steelhead, and in-river survival and behaviour of spring-run Chinook and summer-run sockeye stocks
Habitat	FSWP09LRHWRS25	Farmland Riparian Interface Stewardship Program
	FSWP 09 D HWRS 42	Survival Study Development at Wilsey Dam
	FSWP 08 D23	Identification and Prioritization of Fish Migration Impediments in the Fraser River Watersheds East of Brunette River
	FSWP 08 LR 177	The Aquatic Partnership- Phase 2
	FSWP 08 D 35	Prioritization and Rehabilitation Designs for Fish I mpediments in Lower Fraser River Tributaries

## Theme: Organizational Structure & Grant-making Processes

### Accountability-Financial and Operational

Questions of accountability were assessed by evaluating the completeness of the project file; did it contain a conceptual and detailed proposal, were the contract agreement and associated papers included, was there both an interim report and final report in the file as well as any reports or products that resulted from the activities supported through the FSWP grant present?

### Measure: Completeness of the file

	Complete	Somewhat Complete	Incomplete
Engagement	2	3	0
Governance	4	1	0
Fish	4	1	0
Habitat	2	2	1
total	12	7	1
Overall %	60.00%	35.00%	5.00%

### **Chart 22: Completeness of Project File**

Ninety-five percent of the project files reviewed were either 'complete' or 'somewhat complete'. However, it was noted that the FSWP-led files were handled differently than proponent-led files. Proponent-led projects were more rigorously documented and included concept and detailed proposals whereas FSWP-led projects included a '2-pager' summarizing the proposed project for the application phase.

Files in the 'somewhat complete' category were often missing ancillary documentation such as WCB and insurance records, or were continuing projects with incomplete information in this year's file. The three FSWP-led files reviewed all fell into the 'somewhat complete' category.

Accountability was indirectly assessed through our ability to calculate the **leverage** of FSWP grant dollars. Both the "total leverage" and "cash only" leverage were calculated and provide a limited measure of both accountability (could the leverage be confidently calculated?) and effectiveness (are FSWP dollars leveraging other resources for organizations?).

Total Leverage (Total Lev) =	=	Sum of non-FSWP contributions (cash, in-kind and volunteer)
		FSWP Cash Contribution
Cash Leverage (\$Lev) =	=	Non-FSWP Cash Contributions
		FSWP Cash Contribution

#### Measure: Funds Leveraged

### **Chart 23: Leveraging FSWP Contributions**

	Total Lev	\$ Lev	n
Engagement	2.8	1	n=4
Governance	0.93	0.83	n=2
Fish	1.62	0.15	n=5
Habitat	0.84	0.7	n=3
Average	1.6	0.7	

Financial data from final reports was used to calculate both the leverage of additional cash resources as well as total leverage that included in-kind and volunteer contributions.

Calculating the leverage proved a challenge as inconsistencies were noted in the financial details provided by proponents. This may indicate a lack of clarity on how to complete the financial tracking component of the final report. Where financial information was inconsistent or lacking the files were excluded from the leveraging averages.

For the twenty files reviewed, on average each FSWP dollar invested returned 1.6 times as much in project support, including cash and in-kind contributions. On a cash-only basis each dollar invested by FSWP leveraged another \$0.70 for the files reviewed. The sample sizes were too small to be able to make any comparisons between program areas.

Accountability was also evaluated by looking for evidence in the file of whether or not the project met its intended deliverables; staff notes were reviewed to identify any changes in deliverables during the life of the project. The project was still considered to have met the deliverables if the proponent work plan changed and deliverables were different than in the initial proposal, as long as it was documented and approved by staff. Projects were classed as incomplete if it was unclear from the file if the project had indeed met its deliverables; for example if there was no reporting out on deliverables in the final report that were set out in the detailed proposal, or if attachments or supporting documents were lacking.

### Measure: Project work matched proposal /Tangible Project Outputs

#### Chart 24: Project Outputs (activities and products) Evidence that project met deliverables

	Yes	No	Incomplete
Engagement	4	0	1
Governance	3	1	1
Fish	5	0	0
Habitat	2	0	3
total	14	1	4
Overall %	70.00%	5.00%	20.00%

The project work matched the intended project deliverables in 70% of the project files reviewed. One project that was reviewed was cancelled due to circumstances outside the control of the proponent. A range of project outputs was identified.

## **Theme: Fostering Partnerships and Relationships**

Project files were examined to ascertain whether the project had fostered meaningful partnerships in the community of practice. The project was considered to have engaged partners when the file explicitly listed partners, or provided evidence that partnerships occurred through activity descriptions or narratives.

### Measure: Creating Meaningful Partnerships

### Chart 25: Evidence that project engaged partners

	Yes	No	Unclear
Engagement	5	0	0
Governance	5	0	0
Fish	3	1	1
Habitat	5	0	0
total	18	1	1
Overall %	90.00%	5.00%	5.00%

In ninety percent of the project files reviewed some evidence that the project engaged partners or fostered partnerships was present. However, it was not always clear whether the proposed partnerships identified in the detailed proposal were achieved by reviewing the final report (although other partnerships may have been described), nor was the nature or scope of some of the identified partnerships apparent.

## **Theme : Engaging First Nations**

Engaging First Nations is a core program goal of the FSWP. Project files were examined to seek evidence that First Nations were engaged. The project was considered to have engaged First Nations when the file explicitly listed First Nations as either a project proponent, participant, partner or target audience. In some cases First Nations participation was mentioned in the proposal but not in the final report, making it unclear if it had occurred.

### Measure: Engaging First Nations

	Yes	No	Unclear
Engagement	3	1	1
Governance	4	0	1
Fish	2	2	1
Habitat	2	0	3
total	11	3	6
Overall %	55.00%	15.00%	30.00%

### Chart 26: Evidence that project engaged First Nations

Over 50% of the projects engaged First Nations at some level although the actual level of engagement may in fact be higher. In 30% of the files the First Nations engagement was enigmatic - it might have been mentioned in the proposal stage but then not reported on later as the question of First Nations Engagement was not asked in the final report template. Further, the nature or quality of the engagement is not explored through the reporting process.

### **Theme: Communications and Outreach**

FSWP has identified communication and outreach as essential to manifest the social changes necessary to create healthy salmon and watersheds in the Fraser Basin. Sharing information is a key strategy of some FSWP-funded projects (e.g. Education and Engagement, Planning and Governance) or a logical extension of others (Sustainable Integrated Fisheries Management, Habitat and Water Restoration and Stewardship). Project files were reviewed for evidence that information sharing was occurring by proponents as part of the FSWP-funded project.

#### Measure: Information sharing between partners and/or target audience

# Chart 27: Evidence of information sharing among partners or with target Audience

	Yes	No	Unclear
Engagement	4	0	1
Governance	3	0	2
Fish	5	0	0
Habitat	4	0	1
total	16	0	4
Overall %	80.00%	0.00%	20.00%

Eighty percent of files demonstrated evidence in the final report documentation of information sharing between partners or with a target audience. In 20% of the files the evidence was unclear. A project was rated as unclear for sharing information among partners or target audiences when there was no evidence that the stated activity was present in the file; for example, the file lacked proceedings of forums or workshops, lists of participants or creation and dissemination of digital stories.

### Measure: Project Communications & Outreach achieved through ThinkSalmon

Communication and outreach about projects originates from the projects/proponents and also from FSWP. ThinkSalmon is a cornerstone of the FSWP communications strategy and provides online access to project information and resources to the broader stewardship community about FSWP-funded work. For each of the project files reviewed, ThinkSalmon was searched for the presence of accurate project information and the presence project outputs (reports, proceedings, studies etc). Sixty percent of the files reviewed had an incomplete presence on ThinkSalmon. Inconsistencies were noted between the project profiles on ThinkSalmon and final report, e.g. project value. In addition, project products/outputs were often not present (e.g. tools, reports, brochures etc) or difficult to tease out of the Resources section.

# Theme: A Capacity Building Approach

### Fostering Leadership in Salmon and Watershed Conservation

Project final reports were also read with an eye for evidence that the project explicitly sought to develop leadership in salmon conservation through activities, education or recognition.

### Measure: Fostering Salmon Leadership

# Chart 28: Evidence that project explicitly promotes leadership in Salmon Conservation

	Yes	No	Somewhat
Engagement	1	1	3
Governance	1	1	3
Fish	0	4	1
Habitat	0	3	2
total	2	9	9
Overall %	10.00%	45.00%	45.00%

A project was rated as promoting leadership in salmon conservation when activities were purposely conducted to develop, foster or enable leadership as opposed to activities that focused on technical skill-building or recognition alone. Forty-five percent of the project files reviewed 'somewhat' promoted leadership in salmon and watershed conservation. However, only ten percent sought to develop leaders as an explicit project deliverable. Projects in the Education and Governance program areas were more likely to build leadership capacity (80%) than in Fisheries (0%) or Habitat (40%) program areas.

# DATA INTERPRETATION & DISCUSSION

This section of the report interprets the research findings through the use of methodological triangulation: triangulated data confirmed from multiple sources that can be applied to inform future actions. Results are summarized under the main research themes, with supporting quotes and comments to illustrate key findings.

## Theme: Role and Positioning Within the Sector

### A Unique and Flexible Funder

FSWP is seen to be a unique funding agency in that it is positioned arms-length from government but has the benefit of government partnership. This perceived neutrality also enables FSWP to extend government agencies' support to projects that might otherwise be deemed too political or risky for them to take on alone.

"Pure bureaucracies are limited by their policies, and their ability to communicate to the public. ... It is important to disassociate the bureaucracy from the decision-making, FSWP is the 3rd party that is allowed to do that." – Interviewee 10

Another unique attribute of FSWP is it's co-management structure. FSWP is in effect, modelling the type of collaborative partnership that it promotes. This gives FSWP traction when it encourages partnerships which as proponents identified are both important and challenging.

FSWP has adopted a flexible funding strategy, that includes funding labour – an area that few other funders will support. In addition, FSWP is not risk-averse and is willing to support projects that push the boundaries of research and processes. Finally, FSWP has shown a willingness to be the only cash contributor to projects deemed as high priority, likely enabling a project's existence.

*"FSWP's role is very unique…the connection to the political in governments is huge, and FSWP has much more flexibility and leeway in how and who it works with and talks to." – Interviewee 6* 

### Convener and Facilitator Role

A main strength of FSWP is its role as a collaborative networking program that is able to build bridges between governments and non-profits, and connect stakeholders throughout the watershed around shared issues and priorities. FSWP's perceived neutrality also assists their role as an important convener and facilitator, able to bring a diverse representation of groups, perspectives and agencies to the table to address complex and often divisive issues.

> "FSWP has some real skill sets in convening, facilitating and coordinating, this gets more done... There is a real deficit of people that can hold the space for these difficult conversations, make a safe space for them to occur, and then follow up the next day and "push push" until the next meeting...". – Interviewee 8

"It is a critical role and niche that FSWP plays. In some ways they have buffered the federal and provincial governments from the lack of effort they have put in now. If FSWP disappears there will be a huge void... FSWP is about the only group that can get them all in the room together, to work together to work out solutions." – Interviewee 4

FSWP also plays a unique convening role in allowing government agencies to contribute to meetings and planning sessions as more equal participants along with the other organizations who attend, rather than being seen as regulatory bodies that initiate a meeting and therefore have the final say over decision that get made.

> *"If DFO convenes people, because of the Fisheries Act, it's the "big hammer" in the room, and everyone is looking to DFO to make the decisions. But if FSWP convenes them, DFO can be another player at the table and participate more fully; it's not their party, so to speak."* – Interviewee 8

### Shrinking Funding Pool

The current lack of funding sources in B.C. for stewardship and sustainability projects has put enormous pressure on FSWP as a funder, as the need for funding has increased, particularly from non-profit stewardship organizations.

*"I have never seen in thirty-plus years this niche been so empty. Since the 70's, I've never seen less money available, less staff, and a huge lack of government interaction and stewardship support for the public around these watersheds." – Interviewee 4* 

"They play an important role, in community development, social development. Since Fisheries Renewal BC has gone, there is no community access to funding at all since they disappeared. These guys are the only game in town.... Now that the environmental groups have lost their direct access to the lottery fund, they are really stretched as well, there is minimal support for environmental work out there." – Interviewee 3

This is putting pressure on the Program as a whole, and making project selection more and more difficult.

### **FSWP-Led Projects**

FSWP was initially designed with an innovative business model that identified and tackled high-level, strategic issues through the development of targeted projects and planning processes that have the potential to have strategic and far-reaching impacts. There is a recognition from stakeholders that these higher level strategic projects - supported, initiated and often led by FSWP - are essential in meeting the program's goals. FSWP is seen to be well-positioned to tackle over-arching, watershed-based problems through convening key players in collaborative working groups.

"FSWP brought the opinion leaders in the room, closed the door and provided a safe place for them to facilitate a discussion, and made people accountable face to face. They came out with a much higher level of intelligence and ways to work more closely together. This was an FSWP initiative, to use FSWP as that strategic lever." – Interviewee 4

"There is a huge demand for anyone giving away money – the lineup is never-ending. That is why the original business model is so important for FSWP to adhere to: here are the big strategic problems and issues we are supporting, in these key areas, show you are meeting these objectives and we will work with you to accomplish them. This is the change that is required and the change that governments need to see." – Interviewee 5

"The big thing is they are strategic partners in this work, they are using a collaborative approach to create opportunities for new players and bringing in the unlikely partners. The FSWP-led projects are the glue that can hold all those smaller projects together and take the wins from them and scale them up regionally or provincially... It is a robust model." – Interviewee 8

However, many proponents and other key stakeholders were unclear about the FSWP-led projects: some had not heard of them at all, and others were confused as to why they were occurring, how they are selected and assessed, and how to access project resources. Targeted, purposeful communications about these projects, in particular at the Fraser Assembly, could address this gap.

### Coordinating Strategy at Multiple Levels

The goal of FSWP is to act as a "big picture" strategic player that works to fund large scale, high impact initiatives. Funding community-based stewardship is an important part of the strategy. The higher level initiatives should coordinate, enhance, and leverage community-based stewardship in a transparent way.

There is compelling support from many stakeholders for FSWP's initial business model – taking a high level, strategic approach to leverage a range of participation and funding:

"The old project funding model is things planned on a project by project basis – like the PSF tag line "bringing them back one stream at a time" - it doesn't work. The constraints to production are probably elsewhere, and stream-focused projects could be a waste of time. For sustainable watersheds there is no alternative but to work with a collaborative model. ...FSWP provides an avenue for people to participate in a meaningful fashion." – Interviewee 5

However, there is also strong support for funding the "boots in the mud" restoration and community engagement work that empowers the public and enables communities to engage with and share the responsibilities of resource stewardship.

"Probably the piece I would give the highest priority to is, I believe that we need ownership of our natural resources to be a mindset of the public. Governments can't do it all, the stewardship and maintenance of these resources must be a part of the public's mindset.... a restoration project is not going to save an ecosystem, but it can raise public awareness, brings more homeowners, more ranchers to a community meeting, more public engagement when people now understand water conservation, and so take more action." – Interviewee 10

"They function as an advocate and a toolbox that provides the capacity for the public to be involved in the stewardship of the salmon fishery. ... Right now is a key time, governments have reduced budgets and staff, and there is a big focus on the Fraser River, there is an enormous amount of public interest. These public interests in the fishery - the small stewardship groups, the anglers, the First Nations - they are the underpinnings of a sustainable fishery. The government agencies don't have capacity to engage them – FSWP has to support them." – Interviewee 4

Coordinating a strategy that operates at both the high altitude, strategic project level and the community-based project level is challenging but extremely critical to success. Navigating this challenge has a difficult learning curve, with many questions about the best way to define, deliver and communicate about the high level projects. In some cases, the FSWP-led projects have created confusion within the proponent community as to the organizations' priorities and role. Ongoing refinement of a transparent process to define and deliver high level projects according to a focused strategy is key.

Adding to this issue, non-FSWP funds for community based stewardship work are becoming increasingly scarce. This adds pressure to FSWP to broaden its scope to help maintain all good stewardship work, rather than narrow its scope to a more focused, multilevel strategy. Strategic decisions about the Program's role in community based stewardship need to be made with input from its key stakeholders.

### Theme: Goals and Purpose

### Staff and Stakeholder Perspectives of Over-arching Goals are Clear

Evaluations emphasize program goals: the goals are the criteria against which the outcomes are weighed. Explicit goals that are clearly communicated to all players and participants are an essential element of any program's success. A clear understanding of a program's over-arching goals and objectives - what the program was developed to accomplish - is a key element in determining its overall achievements (Patton, 1982; Weiss, 1998).

At the FSWP staff workshop in March 2010, participants were asked to record their perspective of the overall goal or purpose of FSWP- its intention and "business". The responses show a good understanding of the programs overall purpose and direction, as evidenced by the following quotes:

"To achieve sustainable salmon stocks in the Fraser River Basin, to create or promote healthy watershed and fisheries through education, good governance, stewardship and restoration."

"To actively build and empower a stewardship community that results in improved decision-making and activities for salmon & watersheds"

Given the challenges inherent in amalgamating two very different organizations to deliver one Program, this clarity of purpose is an important finding.

Stakeholders were also asked to communicate the goal of FSWP in their own words during the interviews. Again, the twelve interviewees showed a clear understanding of FSWP's overall purpose – the Program's rationale and objectives seem to be well understood within the staff and stakeholder populations.

"Its main purpose is to ensure healthy watersheds and salmonid populations into future years." – Interviewee 2

Although a shared understanding of the vision, mission and higher level program goal exists, an exploration of FSWP documentation revealed multiple iterations and layers of strategy, indicators and approaches to realizing the program's goals. This creates a potentially confounding situation for program staff, proponents, and evaluators!

### Actualizing Program Goals

Official goals provide an entry point into program intention, however, connecting what the program is trying to accomplish with its actual activities on the ground is reflected in a program's stated outcomes and strategies.

The evaluators' extensive review of the numerous FSWP documents systematically tracked the program's goals, objectives and outcomes statements over its lifetime. The program's founding documents (including the Business Plan, 2005 and Workplan, 2006) set out specific primary or high level goals and desired outcomes. However, these goals and outcomes are not specifically articulated or tracked through the current program documents that proponents, stakeholders and the public access. This "middle layer" of documentation - the Request for Proposal (RFP) criteria, proposal and project report templates and Fraser Assembly reports - lacks clear program outcomes and indicators.

"I would like to see more work on measurable outcomes, FSWP should have a much stronger performance measurements base. They should be able to monitor how well they are doing in terms of making progress towards their outcomes. This is the gap when you look at the program impact piece..." - Interviewee 6

"They need to think more clearly about what they want to see, not just focus on the broad generality, get specific about outcomes, and design a system around that." – Interviewee 9

### Outcomes a Reflection of Priorities

The RFP documents that proponents receive when applying for funding include a Desired Outcomes and Supporting Strategies table and a FSWP Strategic Priorities list for each of the four program areas. However, these lists are not specific outcomes per se, but in fact goal statements: general, overarching descriptions of the longer term change the projects will create. In evaluative terms, outcomes are the actual benefits, impacts and changes seen as a result of the project activities. This lack of actual outcomes statements that describe the short and long term effects of program implementation is a process gap that needs to be addressed.

For example: in the Habitat and Water Restoration & Stewardship program area, a stated desired Outcome is:

1.1 Habitat integrity works and ecosystem management are efficient and effective through coordinated, integrated and informed processes.

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This statement is not a specific list of outcomes resulting from key activities, but a general description of the long term impacts the project hopes to effect. Questions emerge from a need to know what success in this program area looks like: What constitutes an efficient habitat project? How integrated do projects have to be, and with whom does the integration occur? How much coordination is required? What is an informed process? Are there levels of communications, relationships and partnerships that are tracked and measurable? Since actual outcomes and impact statements do not exist for the program areas, it is not surprising that tracking and reporting on progress to achieving them is hampered.



# Theme: Capturing Program Area Impacts

The big questions for any funder are: "Are the projects we support effecting positive change?" and "How will we know if change is occurring, and if so, how much and in what ways?"

Benchmarking the empirical program area impacts in order to describe FSWP's progress towards achieving the desired Program outcomes is both essential and challenging. It is challenging because of the:

- Absence of defined, consistent program outcomes and specific time-tracked indicators for each program area;
- Lack of baseline data on engagement, habitat, governance or fisheries objectives from before FSWP existed, and
- Complex, systems-based nature of the work FSWP is supporting which does not lend itself to linear, tidy indicators.

FSWP works within a wide geographic area, with a diverse set of stakeholders, four distinct program areas and many complex systems, including ecosystems, communities and governments. Clear, linear outcomes are rare within this systems-based context, as the paths and strategies to reaching them are varied and multifaceted. As a result, developing measurable outcome indicators in the traditional sense may not be feasible. Thoughtful, creative and likely innovative approaches to measuring success will be required. (Suggestions for approaches that will enable FSWP to capture more empirical data on program successes are made later in this report.)

Challenges of assessing program impacts not withstanding, the three evaluation data sets provide: confirmation that projects are meeting their proposed deliverables (file review); descriptive information on the many perceived positive program impacts (on-line proponent survey); and powerful and detailed insights (in-depth interviews of stakeholder experts from across the Fraser Basin). These findings are briefly discussed below for each of the program areas.

### Program Area: Education & Engagement

Experts in the Engagement program area stated that there had been good progress in informing and engaging the public, and in supporting positive action in communities and First Nations. Specific examples identified new partnerships, increased community awareness of issues related to salmon and watershed health, increased education opportunities, and improved First Nations outreach capabilities. These findings support the desired outcomes of the Education & Engagement program, specifically:

1.2 People and communities have an awareness of their connection to ecosystems.

1.3 People and communities share information, knowledge and opportunities related to watershed sustainability.

The long-term nature of many public education and engagement projects and the difficulties of attributing change to specific projects were noted as challenges to capturing and monitoring program impacts.

### Program Area: Habitat & Water Restoration & Stewardship

Respondents stated that FSWP had made some positive gains in this area, specifically through their funding of high level strategic projects, and their important networking role. Specific project impacts

included the coordination of different levels of organizations working at a watershed scale: FSWP projects were seen to have moved some organizations closer to co-management of these resources.

There was support for the Program's role in protecting and enhancing critical fish stocks and habitat across the Basin, particularly through work it has supported around water quality and ground water .

"I think in specific areas there have been, no doubt about it. There have been some individual projects that look at critical factors, like ground water and water quality, these raise the level of awareness in a lot of groups, and support many stocks inherently" – Interviewee 5

Other stakeholders stated that FSWP has been strategic in dealing with water issues in light of the impacts of climate change, particularly the reduction in glacial melt water and stream flows. There was also recognition that the Program had begun the process of compiling and distributing salient research – a role seen as important for them to continue.

These findings support the desired outcomes of the Habitat program area, specifically:

2.1 Habitat integrity works and ecosystem management are efficient and effective through coordinated, integrated and informed processes.

2.2 Habitat integrity works and ecosystem management contributes to resilient and resistant ecosystems.

Integration of water use with fish planning and management processes was seen to be in the early development stages, with increased partnerships being noted as a relevant impact. Suggestions for improvement included supporting collaboration between existing projects within a region, and encouraging synergies between provincial, federal and local groups at both management and community levels.

### Program Area: Planning & Governance

Improved governance and planning processes are strategic Program objectives, and respondents spoke positively of their experiences with these initiatives. Impacts noted included the building and/or enhancing of relationships between key stakeholders, the creation of sustained and functioning networks, and the breaking-down of silos across levels of governments and between specific government departments.

Sectoral and government-level diversity in these relationships and partnerships is not as evident, but was also difficult to decipher from the data and project files. The networking aspect of governance processes were highlighted by all, with requests for support for additional First Nations participation.

"People now want to see the other people that are concerned about the watershed in the same room. Even though we have different agendas, there is a common goal and vision that is shared – and these meetings bring this out." – Interviewee 2

These responses reflect relationship-building and collaboration, and speak to a major desired outcome of the program area:

3.1 People convene in collaborative processes and develop common visions of sustainable governance in both salmon and watershed management. These processes occur among and/or between First Nations, different levels of government, and other interested parties.

There was general agreement across the data sets that the objective of integrating planning and opvernance processes was progressing, and there were several requests for updates surrounding the

Collaborative Watershed Governance Initiative (CWGI) led by FSWP. However, stakeholders expressed disappointment in the lack of relevant governance tools, models and resources that were available to proponents, to share learnings and grow the initiatives.

3.2 Planning and governance tools and techniques are used to support regionally specific and/or province-wide collaborative decision-making processes.

This is a program area outcome where FSWP could improve its outreach role, by soliciting and developing appropriate tools and techniques to support these challenging processes. Requests included program guides around building governance structures, models and best practices around collaboration, and examples of opportunities and barriers to integration experienced by other organizations.

### Program Area: Sustainable Integrated Fisheries Management

Effective fisheries management depends on rigorous scientific studies, useful models and tools and examples of their implementation, and building and maintaining productive stakeholder relationships. Compiled data cited some good success in these areas. Survey respondents (89%) felt that a key impact of the Fisheries projects had been the addressing of important information gaps. Interviewed experts spoke to specific examples of how information-sharing, networking and collaboration initiated through FSWP projects have had positive impacts on stakeholder relationships. Specific examples included the facilitation of a broad and cohesive community response to a water shortage, the reduction of on-river conflicts, regulatory policy implementation and a successfully integrated community planning process.

"Yes (FSWP has contributed to an improved information base for fish and fisheries management.) ... Their programs have built a lot of relationships on the river... we were able to have a stakeholder meeting right out on the river, there were the river manner pamphlets, the different groups shook hands, the sports fishers and the Indians....If FSWP didn't exist, I can't imagine the hostile environment we'd be in." – Interviewee 4

Information sharing and capacity building are critical ingredients for any integrated management program, and for developing collaborative science initiatives. These finding support the stated program area outcomes:

4.1 Diverse and representative sectors and levels of society are engaged in collaborative science initiatives addressing threats to salmon and watershed sustainability.

4.2 Tools and information necessary to support a common understanding of science that addresses threats to salmon and watershed sustainability exist.

Some management practices and policies were also seen to have been impacted as a result of FSWP projects: the example of the province successfully implementing the Water Act in the Nicola watershed, the broad representation and success of the Shushwap Lake Integrated Planning Process, and advances in the development of a stock assessment framework for the Fraser River were all cited as positive Program gains. However, the diversity of the groups involved in these projects is difficult to decipher from the data. Better recognition and integration of First Nations traditional ecological knowledge was recommended to broaden the management information base. Also, the wider distribution of the developed management models and tools was seen to be less that effective, an area that could act as a catalyst for more extensive gains.

# Theme: Organizational Structure and Grant-Making Processes

Findings under this theme include discussion around the FSWP management structure, including the joint delivery of FSWP by two organizations and the Program Director position. Issues of transparency around program objectives are noted, and suggestions to improve and streamline program administrative tools are included.

### Efficient Process and Accessible Staff

In general, stakeholders feel that FSWP is well managed and administrated, with credible systems of accountability and funding processes. This perspective was supported, in general, by the project file review, although harmonizing the process for managing proponent-led and FSWP-led projects would improve transparency and rigor of the granting process. Stakeholders and proponents supported the funding and application processes and the two-stage proposal call. The program's expert and accessible staff is a recognized strength, and the communications and support they provide around projects was highlighted as a main program feature.

"The applications are streamlined... admin agreements are quick to happen, the response is quick, friendly and informative. I have dealt for 30 years with the regulators, and they are the opposite of this...slow irrelevant and aggressive, not enabling at all. FSWP is very enabling, friendly, doesn't waste your time and they'll help you to get it right." – Interviewee 4

"The FSWP staff have been amazing, they are young, they bring a fresh new perspective to this work. They hire great staff, with broad experience.... Most agencies you call and you can't get hold of anyone, here when you call them they are really helpful." – Interviewee 3

However, the problem of staff turnover during the past few years was noted by both interviewees and survey respondents. Case in point, during the eight-month execution of this evaluation, three FSWP staff either left or went on-leave. Human resources are a critical and celebrated element of the Program; this staff instability flags a need for FSWP to further develop capacity in this area.

### **Temporary Program Director**

The interviews with stakeholders and staff highlighted the challenges and opportunities of the federal Department of Fisheries and Oceans (DFO) supporting the FSWP Program Director position as part of their in-kind funding. The benefits of being able to build closer ties to this important federal agency were noted, as well as the positive professional development opportunities afforded to the DFO staff members taking on this job.

"Coming from DFO to be the director as someone learning, it was a huge opportunity for me... As a DFO person, I could more effectively link to their issues and programs than to what was going on at the provincial level." – Interviewee 6

However, the major challenge is its temporary tenure – the Director position is an assignment, not a permanent position. Past Directors have retained the post for an average of 12 to 18 months, and the resulting staff turnover, changes in program direction, lack of organizational memory and negative impacts on organizational capacity building have hindered the program's ability to focus on its mission, goals and objectives, and provided uneven leadership and direction.

Different directors come with different sets of skills and interests that impact the program and contribute to potentially positive change. However, given the Director's short tenure, there is little time for new directions and systems to be fully developed and implemented. For example, the draft Management and Evaluation Framework (2007) was extensively developed and championed by the Director at that time, who had a strong background in performance measurement. High-level outcomes and success measures were developed with input from a wide range of stakeholders, with a plan to then develop specific performance indicators for each outcome statement. When the Director returned to DFO, the Framework was not completed and has remained as a draft document.

"An assignment is just an assignment, it is not a permanent position. FSWP is doing themselves a big disservice by not building capacity there...the program needs a long term approach and guidance." – Interviewee 6

There are also potential conflicts with implementation of Program priorities when the program is being headed by a major financial contributor to FSWP. Also, the federal management culture is more risk-adverse and less nimble than that of a non-profit, potentially impeding the Program's activities.

"However, there is an automatic inherent tension in that model, for whoever pays the piper sets the table for how it's going to happen." – Interviewee 8

"Their leadership comes out of DFO. It is tricky, as DFO is a primary funder. You have to be brave if you are going to innovate, and DFO is not a particularly brave organization." – Interviewee 9

There is a need for continuous leadership from a permanent program Director, to support the programs' evolution along a consistent path. The recommendation to bring in provincial and federal employees on temporary assignments also has merit, in building connections and capacity with these important partners.

"The ideal situation would be if they had a staff director who was permanent, and then two people brought in on assignment, one for the province and one from DFO....I think they could take huge strides by bringing in a provincial person in addition to a DFO person." – Interviewee 6

### **Co-Management**

FSWP is jointly managed by two distinct and established organizations – the Fraser Basin Council (FBC) and the Pacific Salmon Foundation (PSF). Combining the strengths of these two organizations has advantages, including providing a wider base of expertise and an increased ability to convene a variety of perspectives. This dual management model also grants FSWP a sense of neutrality and impartiality. However, the complexity and additonal work of attempting to address two different organizational cultures, and coordinating communications and feedback from two separate Boards bears reflection.

"There is a lot of energy spent in trying to coordinate the two entities that should be better spent doing the work of the program. .... Organizations all have different cultures, and it is a challenge to blend work across two cultures." – Interviewee 6

### Grant Applications and Reports

Proponents and stakeholders generally support FSWP's funding processes and documentation: the two-stage application process instituted in 2008 – 09 for proposal submission was highlighted as a time-saving and capacity-building process. However, as previously described the evaluators noted a number of issues with the grant documentation such as the lack of tracking mechanisms.

Data Interpretation and Discussion Organizational Structure and Grant-Making Processes

and inconsistency, which precluded an accurate assessment of program. Fortunately there are some simple things FSWP can implement immediately- such as stating program priorities and using program reporting to gather metrics on these priorities (partnerships, information sharing, First Nations engagement etc) consistently across all its program documentation to be able to compile, compare and assess findings.

### **Consistency Across Project Documents**

The FSWP conceptual proposal, detailed proposal and final report templates do not contain sections that can be easily tracked and compiled for project outputs and accountability. The following example uses Engaging First Nations Engagement to illustrate this, however a similar case can be made for partnerships, information-sharing, leveraging additional funds and tracking other specific outcome indicators.

First Nations Engagement is stated as an important strategy of all program areas, and is listed as a Program-Wide Outcome:

# 5.1 First Nations are engaged in all areas and stages of FSWP projects. (2010/11 RFP documentation).

However, there are no specific criteria or guidelines as to what this should look like, such as: How much engagement is required? Are there levels of communications, relationships and partnerships that are tracked and measurable? Are there specific divisions of labour on project workplans? Shared budget requirements?

In the past, the FSWP proposal and final report templates have been inconsistent in both how and if they track First Nation Engagement – making it almost impossible to evaluate this outcome over time and within /across organizations. The 2011/2012 detailed proposal template has a section (page 6) that asks about the anticipated project partners including First Nations, but the format does not lend itself to ensuring specific and consistent reporting. Separating out each of the categories including First Nations and asking specific questions about the nature of the partnerships would make it easier and more likely for proponents to provide this information. Another issue arises in the different approaches to documenting FSWP-led projects. Since there is no detailed proposal/final requirement this information may not be captured in the project file.

Overall, FSWP needs to develop a rigorous and consistent set of proponent proposal and report templates that highlight program objectives and outcomes and enable systematic tracking of program priorities.

### Clarity around project selection rationale

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Proponents and stakeholders noted that more transparency around project selection processes, specifically the rationale behind what regions and proponents receive funding and the amounts designated would help satisfy concerns around fairness and equality. This is especially true for the FSWP-led projects: most proponents know little about them, and several expressed concerns about not understanding their purpose and the extensive funding they receive. Clear communication around these decisions and how they arise from the programs' mission should be part of the program's documentation, as well as reported out on annually at the Fraser Assembly.

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### Key Issues and Identifying Gaps

In achieving its vision of healthy salmon populations in functioning watersheds co-existing with thriving communities in the Fraser Basin, FSWP seeks to recognize which key issues are being addressed, and initiate projects to strategically fill gaps. The challenge of identifying emerging issues and those currently being addressed across the Fraser Basin could be supported by requiring proponents to more specifically identify the issue(s) their project will tackle at the conceptual and detailed proposal stage. Currently this information is requested on FSWP's Final Report Template (2010), and only a project description is required for the conceptual and detailed proposals. The following example describes a similar funder's approach:

The Habitat Conservation Trust Foundation uses an Issues Criterion in their proposal template to ensure clarity and focus from proponents. The proponent must define the issue (s) their project will tackle in 250 words or less. Criteria for assessing the proposals that refers to this section include:

- Is the management / resource issue well understood?
- Does the project identify the problem or issue?
- Does the proposal include facts and statistics that support the need for the project?
- Does the proponent indicate how they intend to address the issue / solve the problem?

Adding this requirement to the proposal and report templates would help FSWP identify key issues that are arising within regions and across watersheds, categorize projects more efficiently, aid in supporting partnerships between groups working on similar issues, and track progress.

### Theme: A Capacity-Building Approach

"Capacity Building refers to the myriad of activities that strengthen the capabilities and effectiveness of organizations." [Sherlock and Webber-Lampa, 2009].

Capacity can be described as the ability of an organization to do its work sustainably and effectively over the long term. It is a defining characteristic of FSWP's work, and is highlighted in its seminal documents as a program-wide priority:

Capacity building processes that support effective agents of change including, mentorship models, leadership training and skills development. (2010-2011 FSWP Strategic Priorities)

Although FSWP contributes to the capacity of the sector in a number of ways, its primary role is as a funder, building the financial capacity of the organizations and networks it supports through strategic grant-making. As a funder, this role is increasingly important for two reasons: first, groups are finding it more and more challenging to find money to support their work. Traditional government sources have been reduced or eliminated and competition has increased for foundation and corporate dollars. Second, in general the model for funding non-profits in Canada has also changed, shifting away from core funding -- which supports groups over the long haul and encourages stability and planning-- to short term project-based grants.

"Funding sources and mechanisms can and do influence all aspects of an organizations activities, structures and decision making" (Canadian Council on Social Development, 2003). Thus how FSWP allocates grant dollars has a direct impact on proponents' approach to achieving their mission. During this evaluation, proponents spoke to the benefit of being able to apply FSWP grant dollars to labour and other core costs.

In addition, surveyed proponents overwhelmingly requested multi-year funding and core funding models to best support their organizations. Interviewees also noted the importance of these funding models for enabling long term planning, supporting the efforts needed to develop and sustain partnerships, and allowing time for the long term project outcomes, that are so characteristic of ecosystem-based work, to come to fruition and be monitored. The time saved in proposal and report writing that results from multi-year funding is also a capacity contribution. Time - or lack of it - is the main barrier for groups in completing grant requirements and developing partnerships: the gift of time provided through multi-year funding models can then be spent engaged in the project work the grants are funding.

"Is a one-year term project adequate to build capacity? How much time and money would be saved if they proposed to fund only three-year projects, and then only reviewed 1/3 the number of projects a year?...They need to consider too the question around how much time does it take to apply for, monitor, report out on, evaluate the programs. These costs, if the groups are funded for longer terms, are also contributions. The elaborate applications, and project reports that may not go anywhere: who are these supporting?" - Interviewee 9

FSWP may want to consider additional funding approaches that promote organizational stability, such as core funding and multi-year grants, to enable groups to better plan for outcomes with a long time horizon.

The evaluation data also identified a range of other ways that FSWP works to build capacity in proponent groups:

- By directly partnering with proponent groups to support projects;
- Through sponsored capacity-building workshops for proponents to meet identified needs (e.g. social marketing, fund-raising);
- As a convener of stakeholders across the Fraser basin providing networking opportunities;
- Improvements in collaboration and partnerships;
- In an advisory capacity: sharing research and resources; and
- Through the identification, development and deployment of strategic programs that strengthen the sector.

"These are benefits we can't put a price on, the in-kind relationship-building we have gained. The stewardship groups here, or a company doesn't head off themselves to do something in the watershed now – they call us, the city now. Same with other councils in our region, they lean on us. Before we were more stove-piped, now we have more connections." – Interviewee 2

### Non-Profits and Under-Represented Groups

Non-profits groups make up the majority of FSWP grant recipients and are a powerful contributor to stewardship gains in the Basin. Direct government funding accounts for approximately 60% of the non-profit/voluntary sector annual revenues (TBS, 2000). These funding sources are notoriously mercurial and declining. In addition, groups also rely extensively on volunteer labour to do their work. In light of recent statistics demonstrating a decline in volunteerism (Volunteer Canada, 2008; 2003), the issue of sustainability for these groups is underscored.

FSWP has also cited increasing participation of under-represented groups , including First Nations, rural and isolated communities. (2010-2011 FSWP Strategic Priorities) as a program priority. Capacity issues are usually the main barrier for under-represented groups. These groups are often caught in a "Catch-22 of needing capacity-building more than other proponents, yet having their proposals fall short of making the funding selection.

"Capacity begets capacity, on top of the pecking order are the government agencies and First Nations applying for money... most of them have consultants to write proposals. Some of the bigger stewardship groups, and the universities have capacity as well. But ranchers, volunteer-based groups, they don't have capacity..... How? Provide a grant for those that need it to write the proposals, for example, a group applies for a grant of \$5 K to facilitate a meeting where they generate clear goals and objectives for the project, then write the proposal, have it peer-reviewed, submit it and be able to follow it up with the funder. " – Interviewee 4

Both these examples raises questions for FSWP about how they can best build capacity for these audiences.

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### Fostering Leadership

Developing and recognizing leaders is a specific area of capacity building that FSWP has identified as an important objective in their program documentation:

*Recognition and support of effective champions, local community members and their initiatives. (2010-2011 FSWP Strategic Priorities, Program-wide Priorities)* 

People and communities take a leadership role in raising the profile of salmon and watershed sustainability. (Desired Outcome 1.1 Education and Engagement Program Area)

Leadership is defined in many ways and can be approached at different scales but whether it be at the individual, organizational or community level leaders are agents of change. Enabling leaders to come forward in communities, building leadership capacity in organizations, recognizing leadership, and supporting initiatives that take the lead on emerging issues are all tangible leadership activities for FSWP to support. However, for FSWP to be effective in fostering leadership in salmon conservation, defining what leadership means for FSWP and strategies to develop leadership capacity they want to support will be important for the program and proponents.

"I don't know - Leadership is tough to assess! How do you define this? Measure it? Identify it is occurring? How do you build community leadership? What does it look like? It takes a longer time horizon to make sense of all this stuff...." – Interviewee 9

Many project files spoke to leadership in a indirect way and it is likely that good work is happening in this area, yet this was difficult to ascertain, as the final reports did not speak specifically to leadership outcomes.

### Define Capacity-Building and Capture its Occurrence

A difficulty with identifying and measuring capacity-building is that there is no official definition of the term. As noted by Sherlock and Webber-Lampa above, it is a difficult and complex concept to define, yet when cited as both a program-wide priority and a key indicator of success, it behooves the organization to articulate specific aspects of the processes and outcomes required.

"This is an important point, you say you want to build capacity but look at the system, what is present in the system of FSWP that is designed to build capacity? What does capacity look like on the ground? How would you measure it? Is a one-year term project adequate to build capacity?" – Interviewee 9

It would serve the program well to clearly define capacity-building in terms of program and project activities as well as develop indicators to track its occurrence and progress.

## **Theme: Engaging First Nations**

The project data around engaging First Nations in meaningful and collaborative relationships is encouraging, with over half of the reviewed files demonstrating engagement, and the interview and survey data including positive examples from both First Nations and non-First Nations stakeholders. Both the prioritizing of First Nations engagement and partnerships through the FSWP program goals, and First Nations involvement in the Fraser Assembly were seen to be important approaches that enabled all proponents to build relationships and share perspectives on key issues.

"They are good at including First Nations, a lot of First Nations groups have capacity issues, FSWP is not afraid to deal with these. It is not the program most geared to First Nations, but their emphasis is very important. They have had good involvement with First Nations, it could be expanded but they have made it a priority and followed through with it." – Interviewee 7

Constraints that slowed or prevented engagement included the circuitous communications routes in First Nations bands and the inherent political barriers of dealing with several levels of governments. A greater recognition and support of the challenges inherent in First Nations communities – their lack of capacity, poverty, physical and political isolation - was recommended.

### **Define Objectives and Best Practices**

Once again, FSWP has not defined First Nations Engagement or specified objectives as to how it might occur, making investigation and tracking of this program goal difficult (See the example above, under Consistency Across Project Documents). Also, FSWP has not provided proponents with relevant examples, tools or models around best practices, except for a very general document on their web site (Guiding Principles For FSWP and First Nations Engagement).

"Where they haven't done a good job is in defining strategic objectives for First Nations work. It is very vague what and how they want this engagement to happen... I think what they have on their web site is pretty useless.... Is it from Australia? "– Interviewee 4

Stakeholder suggestions that would support this important goal include: the sourcing and/or development of examples of best practices around First Nations engagement, the strategic funding of larger Nations in order to expand and sustain the capacity of the smaller bands within them, and providing additional funding to allow multiple band members to attend the Fraser Assembly.

### **Theme: Fostering Partnerships and Relationships**

Building and maintaining relationships and partnerships across the Fraser Basin are key program priorities for FSWP, as noted in their defining documents:

Partnerships with significant leveraging of resources, particularly from non-government sources.

Relationship building, as a foundation for sustainable, enduring activities, such as coordination and facilitation activities which are inclusive and lead to multi-pronged approaches, reach diverse audiences, and cross scales and boundaries by bringing individuals and groups together around common interests. (2010-2011 FSWP Strategic Priorities)

Stakeholders frequently cite the important relationship-building role that FSWP has taken on, particularly through their funding and networking processes and their effectiveness as a convener of key players across the Fraser Basin. The creation of meaningful partnerships is an aspect of the Program that has high value to stakeholders, and a factor that was present in 90% of the project files that were reviewed.

"Networking is one of the great measures of social change, and by enhancing the network in the Fraser Basin (with the Fraser Assembly), they are doing a lot to move their agenda forward." – Interviewee 7

However, there is no clear program definition or specific objectives to use as assessment criteria, nor is there a section in the project reporting templates that requests this information from proponents.

"Partnerships are the key – they need to track these. If you looked at the number of partners in all these things, this gives you a quick indicator of the influence they are having on different organizations, communities. The constituency they are dealing with, the number of partners is a pretty good indicator, it's not a performance measure, but an indicator of impact." – Interviewee 5

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### Develop a Continuum of Partnerships

Relationship and partnership-building can mean many things to many people. As a fundamental program objective, it is important that FSWP develop some clear definitions of both these elements. For example, is it considered relationship-building when two organizations attend a workshop? Is it considered to be a partnership when two proponent groups attend the same event and share equipment? When two groups express support for a policy change? Or is it only a partnership when a common budget is shared around a project?



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One approach that FSWP could adopt is to develop a *continuum for partnerships*, based on the types of relationships found between proponents and their degree of integration. An example is presented here for discussion:

### Networking ---- >Alliances ---- >Collaboration ---- >Partnership

Networking: Organizations have separate budgets, and they come together to discuss common issues and potential opportunities.

Alliances: Organizations come together to support an issue or policy change.

Collaboration: Organizations are actively engaged in a project and have a functioning relationship with some joint sharing of resources.

Partnerships: Organizations are actively engaged in a project together and share a common budget around an activity or initiative.

Establishing a continuum of key terms that clearly define the quality and sustaining nature of partnerships would allow proponents to more specifically capture the level of partnering they are proposing and engaging in. Adding a section in the final report template that asks about levels of partnerships would allow FSWP to more effectively track their existence and evolution, and identify potential gaps within program areas and across the Basin.

### **Theme: Outreach and Communications**

Communications is foundational to FSWP's work. Communication that leads to information sharing, learning, transfer of knowledge, coordination and synergy. (2010-2011 FSWP Strategic Priorities)

Communications activities occur at multiple levels. Broadly, FSWP is communications hub for the sector and general public promoting information-sharing about resources, activities and emerging issues. As well, specific communications activities are directed to proponents by FSWP as a grant-maker and additionally, carried out by proponents at the project level to a variety of audiences. Stakeholders highlighted FSWP as an important communications conduit for issues and projects occurring across the Fraser Basin, and specified the Fraser Assembly as the key to this success.

### Celebrating the Fraser Assembly

The Fraser Assembly provides an exclusive opportunity for stakeholders to meet and network with other proponent groups around issues specific to Fraser Basin sustainability. In addition to its function as a networking and partnership-building event, the Assembly's role in distilling and communicating key issues across the large geographic regions of the Basin is very important.

"The Fraser Assembly is a very important tool to bring out issues throughout the whole watershed, and give us all the larger picture of the whole basin, understand the issues from a broader perspective. They are a place to catch up with people you don't see often, meet new people, learn about other programs and the broader issues." – Interviewee 1

The popularity and validity of the Fraser Assembly has been eroded by the perception that past stakeholder input into program priorities has not been been reported on or implemented. A community of practice must enable its members to contribute to the decisions and structure that defines the community, in order that they feel an active part of it (Fullan, 1982; Gall, 2006). Timely communications around the issues and decisions that emerge would re-engage participants. Assembly could be further leveraged by engaging the media to showcase projects, proponents and the FSWP.

"...their process for implementing annual feedback from the Fraser Assembly is nonexistent." – Interviewee 4

"We need something that says... 'We heard from you in Merrit and this is what those folks are saying, this is what we will change as a result of this considerable effort from many people'. We really need to hear back. The process was there, the proof will be in if they use it..... If we are asked to do another session next year, we need to have heard from previous years and see if they applied what they did learn, and if it worked." – Interviewee 2

"The proceedings should be out there as well, for their own PR, and for us... Staff typed away madly but I haven't seen anything yet.... there were tons of sound bits from the Merrit meeting, ... these things should get out there through the media, TV,... show the real people saying what it has done for them." – Interviewee 2

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The Fraser Assembly is a key forum to network, share information and identify priority issues. The Assembly is also an excellent tool for building on regional and Program area expertise. Suggestions from stakeholders included, hosting working groups or panels at the Assembly to bring participants together by region and/or Program area.

Given the importance of the Assembly, it would benefit from a longer planning timeline and additional professional resources to maximize its impact.

Stakeholders suggested a number of ways to strengthen the Fraser Assembly:

- Better compilation, reporting out and implementation of past years' participant feedback;
- Using the Assembly to convene groups around the four program areas to deepen the discussions, identify baseline issues, encourage partnering, and establish active participant working groups;
- Soliciting and supporting a wider audience;
- The use of First Nations facilitators;
- Timely announcement of the date and agenda planning, and prompt compilation and distribution of the proceedings;
- Moving them to the fall or winter to avoid the busy spring report-writing period.

#### Communications Tools-ThinkSalmon, e-newsletter

Thinksalmon is the main tool for stakeholders to access information about the FSWP, grant processes and project information. However, stakeholders reported it as cumbersome and confusing to use. Specifically they noted:

- The generalized splash page that does not clearly identify FSWP;
- The weak search engine for project types and resources;
- Difficult navigation elements; and
- The presence of an imposter FSWP site.

The sharing of information and resources between organizations engaged in the four program areas is a key role for FSWP, yet much of the project resources, success stories, best practices and current research data are not easily accessible.

The programs' e-newsletter is a useful communications tool that stakeholders felt could be improved through the addition of program categories, project links, and by focusing more on celebrating projects and proponent groups.

#### **Communications Role within Projects**

Communications is an integral component of many FSWP-funded projects. The online proponent survey and file review data support the notion that sharing of information was occurring. Incorporating specific tracking mechanisms to record the nature of communications and information-sharing being carried out by proponents would be an important addition to the project templates.



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## Theme: Building a Program Legacy

FSWP is building a compelling legacy as a critical funder, innovator, networker and capacity-builder that reaches beyond the grant dollars allocated over the five years of the Program. It is embedded in the Program's documentation, described by proponents and stakeholders and seen on the ground across the Basin.

FSWP is building a legacy as a critical funder for groups working to realize healthy salmon populations in functioning watersheds against a backdrop of government funding cuts, lack of core-funding, and increased specificity of foundations grants.

"I have never seen in thirty-plus years this niche been so empty. Since the 70's, I've never seen less money available, less staff, and a huge lack of government interaction and stewardship support for the public around these watersheds." – Interviewee 4

FSWP is building a legacy as an innovator and risk-taker, supporting strategic projects that may not have found funding or support other places.

"They haven't been afraid to support novel projects – like the Fraser Salmon Table – where you have sports fishers, First Nations, stewards, scientists, a wide variety of constituents around the table – these types of projects can have big benefits down the road. ... They have a good legacy, they have been looking at some of the key issues for sustainability, how to foster stewardship, putting as many partners as you can together, leveraging extra dollars." – Interviewee 7

FSWP is building a legacy as a collaborator and networker, providing opportunities for a wide range of stakeholders with varying perspectives to come together and build relationships, networks and joint initiatives. This networking role has activated some substantial coordinated efforts among governments, communities, non-profits and First Nations: this is seen as a unique and important program priority that few other funders or agencies are undertaking.

"The legacy... is the network and the ability to convene...the governance projects that have linked people who normally would not be at the same table, around issues that are common to them all." - Interviewee 8

"Networks is the main thing I think. The Fraser Assembly is an awesome time to celebrate the success of funding recipients and moving it from location to location is important, it is a good way to say a thank-you.... This is their legacy, these connections." – Interviewee 2

Finally, FSWP is building a legacy as a capacity builder: the legacy of its project work - distributing over \$12 million dollars to over 275 projects in its five years of operation has enabled groups to better contribute to healthy salmon and watersheds in the Basin and for the long-haul. FSWP operates at a strategic level to provide a unique window or lens on the Fraser Basin, where project gaps can be identified and filled and key collaborations nurtured.

## RECOMMENDATIONS AND CONCLUSIONS

FSWP is building a compelling legacy as a critical funder and capacity-builder that reaches beyond the grant dollars allocated over the five years of the Program. The legacy of its funded project work has enabled groups to better contribute to healthy salmon and watersheds in the Basin and for the long-haul.

The following section distills information and observations gathered during the evaluation process into specific recommendations for both actions and areas of reflection, to strengthen the FSWP.

### Program Strengths and Wins

#### FSWP is a Critical Funder

FSWP is a critical funder for groups working to realize healthy salmon populations in functioning watersheds against a backdrop of government funding cuts, lack of core-funding, and increased specificity of foundations grants. FSWP benefits from a neutrality bestowed by its co-management structure and it's strong but arms-length relationship with government. FSWP has adopted a flexible funding model, supporting a range of activities, in different sized organizations, and networks. It funds based on priorities and perceived gaps identified by staff and stakeholders; FSWP is the only cash contributor to some projects and is willing to fund labour costs– areas eschewed by many funders.

The current meager funding environment for stewardship and sustainability projects underscores the importance of both sustaining FSWP for the long-haul and leveraging existing grantmaking networks. Working internally to build organizational capacity and collaborating externally with other environmental funders will help FSWP meet current and future challenges. For example, better coordination with other granting agencies (e.g. Canadian Environmental Grantmakers Association and Grantmakers for Effective Organizations) would help identifying important funding gaps in the sector, streamline funding priorities and reduce duplication of effort.

*Recommendation: FSWP continue to build its internal capacity as a grant maker to ensure its own sustainability.* 

### Modeling complexity

When examining the organizational makeup of FSWP, its four program areas and the broad diversity of proponent groups, it quickly becomes evident that this is not a simple, straight-forward funding program, but a socially complex multi-layered organizational model requiring collaboration among stakeholders from different organizations, systems and sectors to succeed. The program's efforts and successes in working across many complex systems within a wide geographic area must be applauded. As well, this bold and ambitious approach brings with it some significant challenges. The co-delivery of FSWP by the Fraser Basin Council (FBC) and the Pacific Salmon Foundation (PSF) was highlighted as having advantages, including providing a wider base of expertise, as well as particular challenges associated with different organizational cultures. However, FSWP's diversity and complexity is one of its main strengths and it has particular value by modeling the type of collaboration it promotes.

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There is vitality and energy in complex, diverse systems that enable them to thrive. By recognizing the systems nature of the work FSWP is attempting to support, and addressing the needs of the sector at several levels, the program has been able to identify and address multifaceted, broad scope issues at a strategic level.

Recommendation: Recognize that complexity is inherent in the work FSWP supports, and celebrate the program's successes in supporting innovation and risk-taking while working within these complex systems.

#### Maintain The Networking Role

A main strength of FSWP is its role as a collaborator and networker that is able to connect stakeholders throughout the watershed around shared issues, and convene a diverse representation of perspectives and agencies to address complex and often divisive issues. This role has activated some substantial coordinated efforts among governments, communities, non-profits and First Nations, and is celebrated and valued by a wide range of stakeholders. This networking and convening role positions FSWP as a leader in the sector and serves a critical purpose as the Program moves forward. Decisions about water and watersheds succeed when they consider the watershed system holistically, using natural rather than jurisdictional boundaries – no government authority has sole jurisdiction over a watershed. The convening and facilitation of critical gatherings of watershed stakeholders using the collaborative approach championed by FSWP creates the environment where shared solutions and the effective social change needed to address issues of watershed health can emerge.

Recommendation: Support ongoing development of FSWP's role as a networker and convener.

#### **Fraser Assembly**

The Fraser Assembly is seen as a critical element of the program's success in facilitating communications, supporting networking, identifying and targeting issues across the Fraser Basin, and building partnerships. At the same time, stakeholders expressed a desire to see the Assembly do more: both within the existing format and through new approaches. The Assembly could be leveraged further through taking a more proactive approach, for example: convening proponents working in the same program areas to share successes and challenges, active match-making of natural allies -proponents that might work well together – to coordinate projects and reinforce existing activities, profiling all projects through short poster and "show-and-tell" sessions, ensuring clear communication about FSWP-led projects and how they arise from the programs' mission, and increasing FSWP's profile through public events that celebrate successes and engage a wider audience and the media.

## Recommendation: Re-envision and leverage the Fraser Assembly to re-engage stakeholders and proponents, and look at new ways to gather information and make connections across the sector.

#### **Program Area Wins**

FSWP funding has contributed to projects that: contribute to the body of fisheries and watershed knowledge, actively restore and enhance habitat, and explore new governance processes, as well as projects that engage First Nations and build partnerships and organization capacity for proponents.

The projects have generated numerous tools and models, produced public education resources, conducted a wide range of significant research and developed strategies for successfully convening multiple agencies and perspectives. Sharing this important information effectively with all proponents and the wider public is a program gap.

Recommendations and Conclusions

Project data on First Nations engagement is encouraging, with positive findings across the four program areas. Maintaining the prioritization of First Nations engagement as a program goal, ensuring First Nations involvement in the Fraser Assembly and providing examples of best practices around First Nations engagement are recommended to further this important objective.

FSWP has built and supported relationships and partnerships across the Fraser Basin. The creation of meaningful partnerships is an aspect of the program that has high value to stakeholders, and results from its strengths as a convener and networker. Defining levels of partnerships and relationships would allow proponents to identify and capture the partnering they are engaging in. Clear definitions would also allow FSWP to track their existence and evolution, and identify additional gaps within program areas and across the Basin.

However, assessing these project accomplishments is challenging, as clear indicators consistently applied across program documentation are not present.

*Recommendation: Develop consistent indicators for tracking key program indicators of success and harmonize project documentation to enable better assessment.* 

#### A Pro-Active Communications Hub

Communications is foundational to FSWP's work, and occurs at multiple levels. FSWP is on its way to becoming the "go-to" centre for pertinent information regarding watershed-based projects, activities and research. FSWP's position as the communications hub for the sector is a key role for the program that could be enhanced through some specific improvements to its web site and newsletter, to help ensure that the programs' resources and project findings are highlighted and made more accessible through its web presence.

Through its collaborative role, FSWP could be much more proactive as a "match-making" agency: by brokering introductions between groups that are working in the same program areas, and/or on similar issues. FSWP program staff could facilitate those connections directly, through their strong relationships with proponents and extensive familiarity with project files.

FSWP could also be more proactive in targeted information dissemination, for example, sharing information about projects and their resources with proponents working on similar issues. This would contribute to their networking and relationship-building roles as well.

Compiling and distributing the current research findings, best practices and relevant case studies around restoration, engagement, fisheries management and governance is a key role that FSWP could develop further. Chronic information overload as a result of widespread Internet use, combined with the scarcity of time noted by proponent and stakeholder groups means that organizations have few opportunities to look for, assess and summarize the salient literature and case studies in their areas of work. Highlighting and dissemination of key journal articles, case studies of projects that have made significant impacts, and topical applied research findings would help build capacity, improve projects and outcomes and help reduce duplication of efforts, thereby conserving scarce resources. This would also help profile FSWP, and further its role as a valuable networking agency.

Recommendation: Continue and expand the pro-active brokering and match-making role in linking project proponents working on similar issues, regions and/or program areas.

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Recommendation: Improve distribution and access to project and program resources through improving website format and search engines, and through pro-active dissemination of salient program information, products and research.

### Program Direction: More Transparent and Coordinated High Level Initiatives

The goal of FSWP is to act as a high level, strategic player in leveraging a range of participation and funding. Funding for community based stewardship is one part of the strategy. However, coordinating a strategy that includes both high level initiatives and community-based stewardship initiatives is challenging in itself, and even more so when the program is operating with overly broad target outcomes and shrinking availability of other stewardship funding across the Basin. To date, the identification of high level strategic projects has been somewhat ad hoc and not clearly communicated to stakeholders. Further, pressure to fund community stewardship groups has increased. With focused outcomes in place, a more systematic process to assess what high level initiatives will best serve the program can be adopted. Being transparent about this process will be important, and the rationale for how high level initiatives and the selected community based projects will complement each other should be conveyed clearly via the program's communications vehicles.

## Recommendation: Define and deliver high level projects in a transparent manner as part of the strategy to achieve focussed outcomes.

#### Program Process Gap: Indicators

There is a clear understanding amongst stakeholders of the role and purpose of FSWP – an important finding given the complexity of the systems within which it operates, and the challenges inherent in its delivery by two separate non-profit organizations.

However, the programs' founding objectives that include developing partnerships, engaging First Nations, providing outreach and communications and building capacity are not specifically articulated or tracked through the program documentation. This hinders the program's ability to compile, assess and summarize progress across all priorities and projects. FSWP's priorities are planks in the program's foundation: what comes next must be their refinement into operationalized objectives and subsequent articulation through the current program documents. This is not an easy task: these are complex and emergent initiatives where traditional linear indicators are often too narrow to capture progress.

In addition, much of FSWP's formal feedback around program issues and impacts is provided by its proponents. To truly have a finger on the pulse of the Basin, FSWP will need to cast its net wider. Exploring innovative measures and monitoring mechanisms, involving a broader audience will help it achieve this.

One innovative approach to monitoring hard-to-measure program impacts is the Vancouver Foundation's Vital Signs report, (www.vancouverfoundationvitalsigns.ca/) which provides an overview of the quality of life and vitality of the Metro Vancouver region. The report focuses on rating the region on key issues that contribute to its overall quality of life through four lenses: people, economy, sense of place and society.

Developing a vital signs-type model for Fraser Basin watershed health may be an innovative approach for FSWP to track program outcomes filtered through the four program area categories highlighting key issues and success stories. If a vital signs-type report was to be developed for the Basin, what elements would the program look for? What would success look like? How would FSWP know that they are impacting the watershed in a positive way - what progress markers would let you know that positive change has occurred? Focusing in on program priorities would help FSWP develop the necessary objectives and indicators for more clearly defining program targets, and monitor and support changes happening in the right directions.

Recommendation: FSWP staff and key stakeholders develop indicators of success that reflect the program's mission and priorities and are both internally and externally focussed.

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**Recommendations and Conclusions** 

### Build FSWP Leadership and Human Resources Capacity

FSWP is generally well managed and administrated, and program staff expertise and project support is a recognized strength. However, the program would greatly benefit from the continuous leadership of a permanent director. The temporary nature of the current director position has hindered the program's ability to focus on its mission, provided uneven leadership and direction and resulted in a lack of organizational memory. Continuing to engage provincial and federal employees on temporary assignments would still building connections and capacity with these important partners without sacrificing organizational stability.

In addition, staff turnover was noted as problematic by both interviewees and survey respondents. Human resources are a critical and celebrated element of the Program and warrant attention. Developing human resources capacity, creating a permanent director position and examining staff workloads, lines of communications and decision-making would serve to begin this process.

*Recommendation: Establish the FSWP director as a permanent, external staff position; develop internal human resources capacity.* 

### A Sustained Funding Base Going Forward

FSWP would benefit from applying a longer time frame to its original Program goal targets. Much of the work that the Program desires to support requires extended time to show progress: advances in ecosystems, habitat and species restoration, governance and policy changes, and public engagement all have long term horizons. Program projections for priorities and targets could be developed to look ten to twenty years into the future, to contribute to the longterm vision for Fraser Basin sustainability. In particular, this longterm approach applies to FSWP's primary role as a funder, building the financial capacity of the organizations and networks it supports through strategic grant-making. Surveyed proponents overwhelmingly requested multi-year funding and core funding as the main funding types that would best support their capacity. Although FSWP was initiated with government dollars, it will be important to secure additional and varied funding sources for the Program, to ensure its sustainability and success over the long term. An enduring and secure funding base would allow FSWP to more easily support multi-year funding models, which provide stability to organizations, enable planning and partnership development, and support the implementation of difficult, complex and long term projects. A longer time frame would also serve to authenticate FSWP's long term goals.

# Recommendation: FSWP access additional funding sources in order to ensure long term Program sustainability and enable extended funding models, longer project time frames, and long term Program goal and objective targets.

#### A Reflective Pause: Looking Back to Move Forward

This evaluation has demonstrated that there is a great deal of support for FSWP throughout the Fraser Basin, and the program has achieved much. This five-year juncture is an opportune time to step back and look at the bigger picture: reflecting on what has worked well; what needs some attention; and to forge a new pathway forward. This process will provide powerful insights, and enable staff to strategically plan for the next program cycle(s).

# Recommendation: FSWP and its key stakeholders engage in a strategic planning process reexamining the initial Business Plan through the lenses of additional knowledge and experience gleaned from the first five years of operation.

It is our hope that this evaluation inspires dialogue, critical reflection and actions that will contribute to the ongoing success of the FSWP.

Recommendations and Conclusions

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## ► APPENDIX | PROPONENT ONLINE SURVEY QUESTIONS

This document contains the list of survey questions for easier reference when reviewing the evaluation report. The live online survey data link has been transferred to FSWP for further analysis.

### FSWP Proponent Survey 2010

To Fraser Salmon and Watersheds Program grant recipients:

The Fraser Salmon and Watersheds Program (FSWP) is a unique initiative that provides funding and support to a wide range of groups and organizations involved in salmon and watershed conservation in the Fraser River basin. Since 2006, FSWP has distributed over \$12 million to more than 230 proponent-led projects and about 25 FSWP staff-led projects. FSWP is jointly managed by the Pacific Salmon Foundation and the Fraser Basin Council, and it distributes funds from the provincial Living Rivers Trust Fund and the federal Fisheries and Oceans Canada.

The current funding period from April 2010 to March 2011 will be FSWP's fifth year of operation. As we prepare to seek renewed funding and partnerships, the program is conducting a thorough and rigorous evaluation.

This survey is an important part of the evaluation, and your participation is critical to the future of the Fraser Salmon and Watersheds Program, and its capacity as a funder.

PLEASE take a few minutes to provide us with your feedback, and support this important funding and capacity building initiative. We know your time is very valuable and appreciate your help! It should only take you about fifteen minutes.

#### Confidentiality:

All information will be kept strictly confidential: no names will be associated with the results, and data will be compiled directly by Staniforth & Associates. We will present a summary of the survey results at the 2010 Fraser Assembly.

#### To Thank you:

There is a draw for some great prizes as a thank-you for your efforts, including a \$100 gift certificate to Chapters and a copy of the Atlas of Pacific Salmon. If you'd like to enter, there is a separate page at the end of the survey.

Please click "Next" button to start the survey.

Note that questions marked with an "\*" require an answer before the survey will move on to the next page.

### \* 1. Which category best describes your organization?

Non-profit organization
Consulting group
Research organization
University / college
First Nations
Federal Government agency
Provincial government agency
Regional government agency
Municipal government agency
Private for-profit group
K – 12 school board
Funder
Other (please specify)
* 2 What region of the Fraser River Basin does your organization serve?
<sup>k</sup> 2. What region of the Fraser River Basin does your organization serve? (check this link http://www.fraserbasin.bc.ca/regions/index.html
(check this link http://www.fraserbasin.bc.ca/regions/index.html
(check this link http://www.fraserbasin.bc.ca/regions/index.html for definitions of these regions)
(check this link http://www.fraserbasin.bc.ca/regions/index.html for definitions of these regions)
(check this link http://www.fraserbasin.bc.ca/regions/index.html for definitions of these regions) Greater Vancouver / Squamish – Pemberton Fraser Valley Region
(check this link http://www.fraserbasin.bc.ca/regions/index.html for definitions of these regions) Greater Vancouver / Squamish – Pemberton Fraser Valley Region Thompson Region
(check this link http://www.fraserbasin.bc.ca/regions/index.html         for definitions of these regions)         Greater Vancouver / Squamish – Pemberton         Fraser Valley Region         Thompson Region         Cariboo – Chilcotin Region
(check this link http://www.fraserbasin.bc.ca/regions/index.html         for definitions of these regions)         Greater Vancouver / Squamish – Pemberton         Fraser Valley Region         Thompson Region         Cariboo – Chilcotin Region         Upper Fraser Region
(check this link http://www.fraserbasin.bc.ca/regions/index.html   for definitions of these regions)     Greater Vancouver / Squamish – Pemberton   Fraser Valley Region   Thompson Region   Cariboo – Chilcotin Region   Upper Fraser Region   Basin-wide

* 3. What size of community	/ does your organization serve?
-----------------------------	---------------------------------

$\square$	City between 25,000 and 100,000 people	
	City over 100,000 people	
	Basin-wide	
	Other (please specify)	
		~

### 4. What is the range of the annual operating budget of your organization?

- C Less than \$20,000
- \$20,000 \$50,000
- \$50,000 \$100,000
- \$100,000 \$200,000
- \$200,000 \$500,000
- Over \$500,000

# 5. What sources of money and services (in-kind) are used to run your organization (all activity, not just FSWP-funded projects)?

Federal government
Provincial government
Regional government
Municipal government
Foundation
For-profit businesses
Non-profit organizations
Donations
Volunteer labour
Fees (membership, registration, etc.)
Profit from sale of product or service
Other (please specify)

Note that questions above marked with an "\*" require an answer before the survey will move on to the next page.

This next section of the survey asks about your experience working on FSWP funded projects.

## \* 6. Who were your significant partners on FSWP-funded projects? (choose all that apply)

• <b>6</b> . V	vno were your significant partners on FSWP-funded projects? (choose all that apply
	Consulting group
	Research organization
	University / college
	First Nations band
	Federal Government agency
	Provincial government agency
	Regional government agency
	Municipal government agency
	Private for-profit group
	K – 12 school board
	Other Funder
	Arts & Culture organizations
	Music organizations
	Social services organizations
	Health services organizations
	Cultural groups
	Other non-profits
	Other

# \* 7. What are the biggest barriers for your organization in forming partnerships? (choose all that apply)

-

Do not know	who the	relevant	partners	would	be

Few opportunities to meet with potential partners

- Very time-consuming to develop and operate partnerships
- No "models" to adopt in developing partnerships

Other organizations are not open to partnership

Do not like how potential partners operate

Need to maintain our organization's niche or distinct identity

Other (please specify)



# \* 8. What are the three main benefits that working on FSWP-funded projects have brought to your organization? (choose YOUR TOP THREE only)

Information gathering and sharing
Ability to leverage other funding
Covered staff / labour costs
Providing core funding
Provided flexible funding
Increased stakeholder support
Support /recruitment of volunteers
Improved existing collaboration / partnerships
Formed new collaborations / partnerships
Credibility within the community
Ability to be leaders or champions for important issues
Professional development
Marketing & Communications
Supported research
Other (please specify)

## \* 9. What assistance from FSWP would best support your organization? (choose all that apply)

In an advisory capacity (share research and resources, review programs, share evaluation and other tools, provide basin-wide perspective)

Identify key opportunities, trends, emerging issues

In a partnering role (active partnering on projects)

Provide and enable networking opportunities

Provide professional development opportunities

Complete /assist with referral processes and/ or permits

Advocacy

Representation to government

Hosting seminars / meetings / sharing information

Marketing & Communications

Less direct involvement: just provide funding

Other (please specify)

10. What other sources of money or services (in-kind) were used for your FSWP-funde	d
projects?	

	Federal government
	Provincial government
	Regional government
	Municipal government
	Foundation
	For-profit businesses
	Non-profit organizations
	Donations
	Volunteer labour
	Fees (membership, registration, etc.)
	Profit from sale of product or service
	Profit from sale of product or service Other (please specify)
  <b>*</b> 11.	Other (please specify)
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO OICES only)
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO OICES only) Labour for planning
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO OICES only) Labour for planning Labour for implementation
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO OICES only) Labour for planning Labour for implementation Materials, resources
	Other (please specify) Choose the top two budget items that you used the FSWP funds for. ( TWO OICES only) Labour for planning Labour for implementation Materials, resources Tools, equipment

Travel

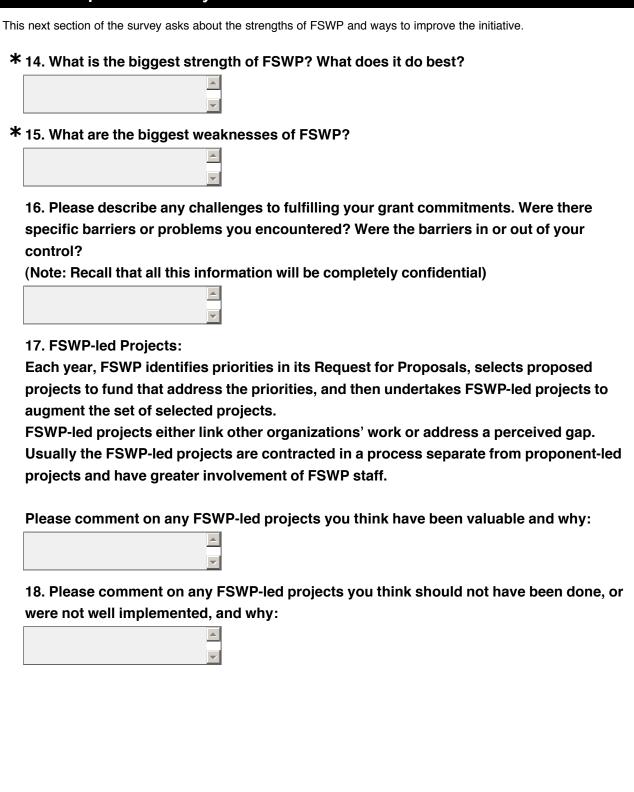
Volunteer support

Other (please specify)

Administration

### \* 12. What types of funding would be most valuable for your organization to receive? (Choose YOUR TOP TWO only)

Matching funding
Core funding
Short-term project grants
Start up project funding
Capacity building funding
Multi-year funding commitment
Project development (feasibility) funding
Other (please comment)
13. Have FSWP funds supported program/project initiatives, opportunities, relationships or accomplishments that may not have been covered by another funder?
Yes
No
Unsure
Please explain:
Note that questions above marked with an "*" require an answer before the survey will move on to the next page.



# 19. Perception: How is FSWP viewed as compared to other funders (e.g. government, private, foundation)? (Select all that apply)

Flexible in what they will fund
Not flexible in what they will fund
Progressive in what they will fund
Not progressive in what they will fund
Easy to work with
Difficult to work with
Easy to access funding
Difficult to access funding
Straightforward reporting templates and requirements
Excessive reporting templates and requirements
Offer useful support to grant recipients
Other (please specify)
<u> </u>

20. What suggestions do you have to make FSWP work better for salmon and watershed conservation?



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## FSWP Proponent Survey 2010

### **\*** 21. FSWP Funding Process:

### Please respond to each of the following statements:

	Strongly disagree	Mildly disagree	Neither disagree or agree	Mildly agree	Strongly agree
The FSWP grant application process is clear and easy to complete.	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The FSWP expectations for proposal development are transparent and straightforward.	0	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The criteria and process for project selection (how projects are chosen) is transparent and fair.	0	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The process of receiving the grant and reporting on the project is transparent and useful.	0	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
Please explain:					

Note that questions above marked with an "\*" require an answer before the survey will move on to the next page.

This is the final section of the survey, and it explores the four program areas of FSWP:

- 1. Education & Engagement
- 2. Habitat & Water Restoration & Stewardship
- 3. Planning & Governance
- 4. Sustainable Integrated Fisheries Management

# \* 22. Please click on the program area under which you were awarded funding and answer the questions relating to that program area.

If you were awarded grants under more than one program area, select only one to respond to.

Education & Engagement

Habitat & Water Restoration & Stewardship

) Planning & Governance

Sustainable Integrated Fisheries Management

# \* 23. What are the enduring impacts of FSWP Education & Engagement projects over the past 5 years? Choose all that apply.

New/ enhanced relationships
New /enhanced partnerships
New products &/or tools
New research
Innovative techniques/strategies for public engagement
Increased capacity for groups involved in salmon and watershed health
Increased community awareness of issues related to salmon and watershed health
Increased education opportunities around salmon and watershed health
Watershed landowners more engaged / active as stewards
Local, regional and First Nations governments more aware/ engaged in stewardship
Specific behaviour changes in target audiences
Other (please specify)
24. Has there been sharing of information and resources between groups and/or
sectors as a result of FSWP grants?
None
Some
Please explain:

*	<sup>;</sup> 25.	Has FS	SWP	enabled	meaningful	collabora	ation an	d relatio	nship-b	uilding b	between Fi	rst
	Na	tions a	nd no	on-First N	Nations pro	ponents?	•					

None	
Little	
◯ Some	
Much	
Unsure	
Please explain:	
	<b></b>
	-

26. How enduring have the relationships/ contacts been that were created as a result of FSWP education & engagement processes?

$\bigcirc$	None	
$\bigcirc$	Little	
$\bigcirc$	Some	
$\bigcirc$	Much	
$\bigcirc$	Unsure	
Pleas	e explain:	
	<u>~</u>	
	×	
		_

27. Please describe the legacy of your FSWP-funded project. (	( choose all that apply)
---	--------------------------

۸.

The project engaged the community in stewardship awareness, understanding and/or action.

The project enabled new dialogue and/or relationships.

The project was a catalyst for change.

The project enabled and supported new partnerships.

The project had unexpected outcomes.

The project created opportunities for other projects.

The project built capacity in our organization.

The project built capacity in the community.

The project fostered the development of leadership in salmon and watershed conservation.

Other (please specify)

# \* 28. What are the enduring impacts of FSWP Habitat and Water Restoration & Stewardship projects over the past five years? Select all that apply

Stewardship projects over the past live years? Select all that apply
New /enhanced relationships
New / enhanced partnerships
New products &/or tools
New research
Significant habitat restoration work
Significant stewardship impacts
Tools for restoration &/or stewardship
Capacity building for groups involved
Specific behaviour changes
Other (please specify)
20. Use there have a having of information and reconnect between systems and/or
29. Has there been sharing of information and resources between groups and/or
29. Has there been sharing of information and resources between groups and/or sectors as a result of the FSWP grants?
sectors as a result of the FSWP grants?
sectors as a result of the FSWP grants?
sectors as a result of the FSWP grants?
sectors as a result of the FSWP grants?
Sectors as a result of the FSWP grants?
Sectors as a result of the FSWP grants?
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:
Sectors as a result of the FSWP grants?  None Little Some Much Unsure Please explain:

\* 30. Has FSWP enabled meaningful collaboration and relationship-building between First Nations and non-First Nations proponents?

None	
Little	
◯ Some	
Much	
Unsure	
Please explain:	
	~

31. How enduring have the relationships/ contacts been that were created as a result of FSWP habitat and water restoration & stewardship processes?

None	
Little	
Some	
Much	
Unsure	
Please explain:	

32. Describe the legacy of your FSWP-funded project. (choose all that app	ply)
---	------

The project engaged the community in stewardship awareness, understanding and/or action.

The project enabled new dialogue and/or relationships.

The project was a catalyst for change.

The project resulted in significant restoration of habitat.

The project enabled and supported new partnerships.

The project had unexpected outcomes.

The project created opportunities for other projects.

The project built capacity in our organization.

The project built capacity in the community.

The project fostered the development of leadership in salmon and watershed conservation.

Other (please specify)

# \* 33. What are the enduring impacts of FSWP Planning and Governance projects? (choose all that apply)

New/ enhanced relationships
New / enhanced partnerships
New products
Tools
Techniques/strategies
Multi-party planning processes
Planning / governance models
Capacity building for groups involved
Specific behaviour changes
Other (please specify)

## 34. Has there been sharing of information and resources between groups and/or sectors as a result of the FSWP grants?

○ None
Little
Some
Much
Unsure
Please explain:

\* 35. Has FSWP enabled meaningful collaboration and relationship-building between First Nations and non-First Nations proponents?

None	
Little	
◯ Some	
Much	
Unsure	
Please explain:	
	-

36. How enduring have the relationships/ contacts been that were created as a result of FSWP Planning and Governance processes?

$\bigcirc$	None
$\bigcirc$	Little
$\bigcirc$	Some
$\bigcirc$	Much
$\bigcirc$	Unsure
Pleas	se explain:

### **\*** 37. Please respond to the following statements.

### As a participant in FSWP-funded planning & governance processes:

	Strongly disagree	Mildly disagree	Neither disagree or agree	Mildly agree	Strongly agree
Our organization participated in the initial planning stages	$\bigcirc$	$\bigcirc$	Õ	$\bigcirc$	$\bigcirc$
Our organization felt our voice/our interests/our position was heard	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
There was fair representation in the process	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The event /process created a climate of trust and respect	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
All stakeholders understood the common interests at the table	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The issues discussed were relevant	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
The event/process was well facilitated	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
There were positive outcomes from the event/process	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
Our organization would participate in such an event/process with FSWP again	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$	$\bigcirc$
Please comment:					
			<u>_</u>		

-

38.	Describe the l	legacy of your	<b>FSWP-funded</b>	project (choos	e all that apply)
-----	----------------	----------------	--------------------	----------------	-------------------

The project engaged the community in stewardship awareness, understanding and/or action.

The project enabled new dialogue and/or relationships.

The project was a catalyst for change.

The project enabled and supported new partnerships.

The project had unexpected outcomes.

The project created opportunities for other projects.

The project built capacity in our organization.

The project built capacity in the community.

The project fostered the development of leadership in salmon and watershed conservation.

Other (please specify)

0

## FSWP Proponent Survey 2010

### \* 39. What are the enduring impacts of FSWP Sustainable Integrated Fisheries Management (SIFM) projects? (choose all that apply)

	New / enhanced relationships
	New / enhanced partnerships
	New products
	Tools for fisheries management
	Important information gaps addressed
	Information shared
	New research
	Information used by associated agencies
	Improved stakeholder understanding of fisheries management
	Improved collaboration with agencies responsible for SIFM
	Capacity building for groups involved
	Discreet behaviour changes
	Other (please specify)
	Has there been sharing of information and resources between groups and/or ctors as a result of the FSWP grants?
$\bigcirc$	
$\bigcirc$	l None
$\cap$	) None
$\bigcirc$	) Little
000000000000000000000000000000000000000	) Little ) Some
0 0 0	) Little ) Some ) Much
O     O     Plead	) Little ) Some

\* 41. Has FSWP enabled collaboration and relationship-building between First Nations and non-First Nations proponents?

None	
Little	
◯ Some	
Much	
Please explain:	
	۸.

42. How enduring have the relationships/ contacts been that were created as a result of FSWP SIFM processes?

$\bigcirc$	None
$\bigcirc$	Little

Some

Much

Please explain:

	<b></b>
	-

43.	Describe the legacy of your FSWP-funded project. (choose all that apply)
	The project engaged the community in stewardship awareness, understanding and/or action.
	The project enabled new dialogue and/or relationships.
	The project was a catalyst for change.
	The project resulted in significant restoration of habitat.
	The project enabled and supported new partnerships.
	The project had unexpected outcomes.
	The project created opportunities for other projects.
	The project built capacity in our organization.
	The project built capacity in the community.
	The project fostered the development of leadership in salmon and watershed conservation.
	Other (please specify)

You have reached the end of this survey!

Thank You For Your Valuable Participation!!

To enter the draw for a \$100 gift certificate to Chapters, or a chance to win the Pacific Salmon Atlas, please click "Next" to enter your email on a separate page

Thanks again for completing the survey!

Please provide your email address below to be entered into a draw for a \$100 gift certificate to Chapters, or a copy of the Pacific Salmon Atlas.

### 44. Please provide your name and email address:

▲ ▼

# ► APPENDIX | STAKEHOLDER PHONE INTERVIEW GUIDE

#### Introduction:

Hello. First of all, I want to thank you again for taking time out of your very busy schedule to participate in this discussion. Your input into the Fraser Salmon and Watersheds program is very important to ensure its improvement and future success. This should take us about 30 minutes.

*I am here to learn from you: the goal of this interview is to explore your opinions and experiences with the FSWP process and project outcomes.* 

I also want to let you know that all this information will be kept confidential and will only be used for this internal evaluation process. As I mentioned, as a thank-you for your time today, FSWP will send you a signed print of the artwork on the current conservation stamp.

#### Introductory questions

I'd like to start with some questions about how you first heard about FSWP, and your relationship with the initiative.

#### Theme: Affiliation / Familiarity

Question 1: How long have you known about or been involved with the FSWP program? Describe your involvement.

#### Theme: Goals / Purpose

Question 2: In your own words, what is the main goal or purpose of FSWP? Probe – what do you think it was designed to do?

In your opinion, is it fulfilling its mandate/ making important contributions?

#### Theme: FSWP Role / Positioning within the watershed

# I'd like to ask you some questions now about how FSWP functions and interacts with many different kinds of groups.

Question 3: The nature of FSWP requires interaction with a variety of groups and perspectives, including governments, educators, environmental nonprofits, universities and consultants.

How do you see FSWP's role in interacting with these groups? Probe: Is FSWP's role unique? Important? Why?

Is FSWP effective in areas that compliment or are not addressed by government agencies?

#### Theme: Audience and Reach

Question 4: FSWP works across a wide geographic region to address many complex issues.

How effective are they in addressing concerns and priorities of the various watersheds??

How do you think they could be better connected to regional issues?

#### Audience: Partnering

Question 5: Do you feel that FSWP has clearly defined and reached their target audiences / regions? Helped support partnership building?

Are there groups/ regions that are not represented that should be? Why?

What are some barriers to participation?

#### FSWP-Led Projects:

Question 6: After selecting projects that respond to their annual Request for Proposals, FSWP may propose additional projects to fill strategic gaps they identify. FSWP separately contracts for and often directly works on these FSWP-led projects.

Have you had any experiences with these FSWP-led projects? Which ones?

Were they valuable? Why/ why not?

#### **FSWP** Management:

*Question 7: Do you feel that FSWP is well-managed internally?* 

*For example – administratively, operationally? Why/Why not? Any suggestions for improvement?* 

#### Theme: Capacity Building and Leadership

# From Living Rivers 2005 Business Plan: FSWP attempts to build capacity and community within proponent groups and throughout the Fraser Basin region.

Question 8. What do you think of their role as a capacity-building organization?

Probe: How has FSWP supported organizations beyond just the funding?

Any suggestions for improvement?

Has FSWP helped to foster leadership on issues related to watersheds and salmon?

#### Theme: Outreach and Communications

#### Fraser Assembly:

Question 9: FSWP hosts the annual Fraser Assembly to support ongoing communication with their constituents. Have you attended any?

How do you feel about your participation?

Did you feel that your and other participants' input was considered in identifying key issues / shaping the FSWP priorities?

#### Convener / Networker:

Question 10: FSWP strives to be a convener of stakeholders in the watersheds, in order to promote relationship building, partnerships and collaboration.

Do you believe FSWP has made important contributions in these areas?

#### Sharing of Project Deliverables and Findings: I want to ask you now about FSWP as an information coordinator and distributor.

Question 11: How has FSWP shared their project findings, resources and deliverables with the wider community?

Probe: Are you familiar with the ThinkSalmon website? How have you used it?

What about the e-Newsletter – do you receive it? Read it? Has the content been helpful?

Question 12: Have you ever accessed any of the resources produced through FSWP grants?

E.g. other group's reports? Research data?

Question 13: Do you feel that there has been more sharing of information and resources between groups and across the Fraser Basin as a result of the FSWP grants? Explain.

#### Theme: Program Area Outputs and Outcomes

These next questions have to do with the overall accomplishments and outputs of FSWP projects over the past five years. Engaging First Nations is a program wide goal, and an initial strategic objective of FSWP:

Question 14: How effective has FSWP been in building capacity and engaging First Nations? - i.e. connecting them with other levels of governments and communities in working together for healthier watersheds? Please elaborate.

I'd like to ask some specific questions now about one or more of the four program areas that FSWP funds:

- 1. Education & Engagement
- 2. Habitat & Water Restoration & Stewardship
- 3. Planning & Governance
- 4. Sustainable Integrated Fisheries Management

#### Where does your work experience lie - in one or more of the four program areas?

(Note: The following program area outcomes are provided for the interviewee to review, and only questions of the program area(s) they have experience with will be asked– then move to Question 22 - P. 6.)

#### I. Program Area: Education & Engagement

<u>Strategic Objective</u>: (from LR 2005 Business Plan) Raise level of public engagement and foster sustainable behaviour

Desired Outcomes (from RFP)

1.1 People and communities take a leadership role in raising the profile of salmon and watershed sustainability.

1.2 People and communities have an awareness of their connection to ecosystems.

1.3 People and communities share information, knowledge and opportunities related to watershed sustainability.

1.4 People and communities have the capacity to take action towards watershed sustainability.

Question 15:. Do you believe that the public is more informed / engaged/ active as a result of FSWP projects? How do you know this? Examples please.

#### II. Program Area: Habitat & Water Restoration & Stewardship

<u>Primary Objective</u> (from the LR 2005 Business Plan): Integrate water use with watershed and fish planning and management.

<u>Strategic objectives</u>: Integrate water use and access issues with source capacity, watershed and fish sustainability; Protect and restore habitat through improved and coordinated planning and management

#### Desired Outcomes (from RFP)

2.1 Habitat integrity works and ecosystem management are efficient and effective through coordinated, integrated and informed processes.

2.2 Habitat integrity works and ecosystem management contributes to resilient and resistant ecosystems.

2.3 Diverse and representative sectors and levels of society are engaged in habitat integrity works and ecosystem management, contributing to participatory and integrated ecosystem management processes.

Question 16: What are your thoughts on the program's objective to integrate water use with fish planning and management? Has this occurred? Examples? Question 17: Do you feel that FSWP effectively supports ecosystem, habitat and salmon population health? How? Probes: Is the project work more coordinated and integrated?

Are critical stocks or habitat being protected or enhanced?

#### III. Program Area: Planning & Governance

<u>Primary Objective</u> (from the LR 2005 Business Plan): Foster collaborative governance that results in integrated and coordinated stewardship at all levels.

<u>Strategic Objective:</u> Develop an integrated planning and management structure and process

Desired Outcomes (from RFP)

3.1 People convene in collaborative processes and develop common visions of sustainable governance in both salmon and watershed management. These processes occur among and/or between First Nations, different levels of government, and other interested parties.

3.2 Planning and governance tools and techniques are used to support regionally specific and/or province-wide collaborative decision-making processes. Improved governance and planning processes are main objectives of FSWP:

Question 18: Have you participated in any of the FSWP-sponsored governance initiatives, such as forums, round tables, meetings? Describe your experiences with them. Probe: Do you feel they engaged a wide diversity of stakeholders? - influenced decision-making processes?

Question 19: Do you think FSWP projects have contributed to integrated planning and processes? Please elaborate. How? Have tools, techniques and successes been developed and shared?

Can you speak to specific examples?

#### IV. Program Area: Sustainable Integrated Fisheries Management

<u>Primary Objective</u> (from the LR 2005 Business Plan): Improve information base for fish and fisheries management and reduce harvest impacts on weak / non-target stocks. <u>Strategic objectives:</u> (from LR Business plan )

Use fish first approach to resolving who, where and how fisheries are conducted Address information needs and where possible integrate with harvest opportunities <u>Desired Outcomes</u>

4.1 Diverse and representative sectors and levels of society are engaged in collaborative science initiatives addressing threats to salmon and watershed sustainability.

4.2 Tools and information necessary to support a common understanding of science that addresses threats to salmon and watershed sustainability exist.

Question 20: Do you think FSWP has contributed to an improved information base for fish and fisheries management? Probes: How? More tools, information shared as a result of these projects?

Impact on resources? Any examples? Is there a wider representation of society engaged in the work?

Question 21: Do you know of any management practices, policies and/or rules that have changed as a result of FSWP projects? Examples?

#### Theme: Legacy

#### FSWP now has five years of completed projects they have supported - over 235 of them.

Question 22: Do you have any suggestions for how they could help build on the results of these completed projects? Increase partnership opportunities?

Question 23: In your view, what is the legacy of FSWP over the past five years? What has been sustained / what has persisted?

#### Theme: Future Directions

#### This is the last set of questions, and they are to do with future direction for FSWP:

Question 24: What is the main aspect of FSWP that you feel is the most successful?

Probe: What do they do best? Why?

Question 25: If their funding is renewed, where do you think FSWP should concentrate their efforts – what is the most effective allocation of their money and resources?

To close, is there anything else you'd like to say about your experiences with the program? Anything you'd like to ask me? Many thanks for your time today!



► APPENDIX	FILE REVIEW TEMPLATE
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Proponent: Project Title: FSWP Project Number: Program Area: FSWP or Proponent led: Multiyear:			Project Description:	File Review: # scription:		
					Notes	Comments/Questions
Accountability Completeness of Project File (Overall)	L	incomplete	somewhat complete	complete	l	
File Components conceptual proposal detailed proposal Contract Agreement + insurance + WCB Interim report Final Report Project products	_	yes	2	incomplete		
Financial	Amounts					
FSWP Contribution Non-FSWP Contribution FSWP Contribution (% of total budget) Leverage Cash only Leverage total						
Partnerships Evidence project engaged partners	Yes	No	unclear		l	
First Nations Engagement	Yes	No	unclear			
Evidence project engaged FN						
Communications/Information Sharing	Yes	No	unclear			
Evidence of information sharing among arthers or with target audience						
Project information on THINKSalmon						
Project Outputs (activities, products) Project met deliverables	Yes	N	Incomplete		List Evidence	
Leadership in salmon conservation	Yes	No	unclear			

# APPENDIX | EVALUATION ADVISORY COMMITTEE (AC) TERMS OF REFERENCE

### Why an Evaluation Advisory Committee?

A key aspect of the participatory and user-focused nature of the FSWP evaluation is to convene an evaluation advisory committee, made up of key stakeholders. Stakeholders are people who have a vested interest in the evaluation findings – and could include funders, staff, administrators, clients and program participants. The advisory committee's (AC) purpose is to help ensure that the consultants conduct a relevant, credible and thorough evaluation by providing advice and direction. Specific tasks will include:

- Informing the initial design of the evaluation framework;
- Assisting in the development of key indicators and measures of success for each of the four Program Areas;
- Vetting research tools and methodologies to ensure their appropriateness;
- Providing the project and all its participants with on-going expertise and current research findings in best practices;
  - *Reviewing the evaluation findings to ensure their usefulness, relevance and credibility.*

### Member Criteria:

Members of the evaluation AC should possess expertise in one or more of the four FSWP Program Areas:

- Education and Engagement
- Integrated Planning and Governance
- Habitat & Water Restoration and Stewardship
  - Sustainable Integrated Fisheries Management

In addition, members should have some background with the FSWP programs, proposal review and granting processes, and the salmon and watershed stewardship sector in BC.

### Tasks and Logistics

The committee meetings will be held primarily through conference calls, with the option of an initial face-to-face meeting (perhaps at the Fraser Assembly), to develop the committee network and establish some ground rules. Much of the actual committee work will be done individually, through members reviewing and commenting on draft performance indicators, evaluation tools and preliminary findings.

The committee will be chaired/administered by one of the evaluation consultants, Sue Staniforth, who will also be responsible for producing, distributing and coordinating all information required for the committee business. Any committee work or meeting agendas will be provided to members at least five days prior to the meeting.

The time required to serve on the committee will not be onerous, with members receiving four or five draft documents to review over the next four months. However, the evaluation is being conducted under tight time constraints in order that some preliminary results be compiled for the May Fraser Assembly meeting. Therefore some key dates for reviewing draft documents and reports are included below. Events in brackets are for information only, while specific AC tasks and corresponding dates are bolded.

March 24, 2010	Initial Convening (via email) of Committee
March 26, 2010	Receive draft evaluation framework for review
(March 29, 2010	Staff Focus Group for FSWP / FBC staff held)
April 6, 2010	Submit review comments to consultants
April 9, 2010	Revised evaluation framework submitted
April 14, 2010	Draft online survey questions set out for review
April 25, 2010	Feedback on survey questions submitted to consultants
(On-line survey posted from	n April 30 – May 16, 2010
May 25, 2010	Draft presentation for the Fraser Assembly and initial survey findings shared with AC
May 31, 2010	Draft interview guides submitted to AC for review
June 7, 2010	Feedback on interview guides submitted to consultants
October 15, 2010	Draft final report submitted for review
October 22, 2010	Feedback on draft report submitted to consultants
October 27, 2010	Final evaluation report submitted to FSWP

### AC Member Duties and Deliverables:

- Reviewing distributed materials by given due dates
- Providing oral or written feedback on draft documents by the requested dates
- Reporting on any activities or events relevant to the program

#### **Expenses:**

Any expenses incurred through participating (long distance phone calls, mailings, travel, etc) while performing work related to the AC may be submitted to PSF if pre-approved by both the evaluation consultant and the Director – FSWP.

# LIMITATIONS & EXCLUSIONS

This report has been prepared by Staniforth and Associates for the sole use of the Fraser Salmon and Watersheds Program. The conclusions presented in this report are the professional opinion of the assessment team and are based on information provided to the evaluators for review, as well as information collected from the online survey, project file review and the stakeholder interviews.

The report may not be relied upon by any other person or entity without the expressed written consent of FSWP and Staniforth and Associates. Any use that a third party makes of this report, or any reliance on decisions to be made based on it, are the responsibility of such third parties. Staniforth and Associates accepts no responsibility for damages, if any, suffered by any third party as a result of decisions made or actions based on this report.

It is our hope that this evaluation inspires dialogue, critical reflection and actions that will contribute to the ongoing success of the FSWP. Should you have any questions or concerns, please do not hesitate to contact us at (250) 655-6300, or email sstan@shaw.ca.

Respectfully submitted,

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