

# 2010/11 FINAL REPORT

FSWP File Number\* #FSWP 10 XX 98 PG

\* Please use the FSWP File Number provided in previous FSWP project correspondence.

## 1. Project Information

### 1.1. Project Title

**Building a River Community**

### 1.2. Proponent's Legal Name

Fraser River Salmon Table Society

### 1.3. Project Location

Basin wide

### 1.4. Contact for this report

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### 1.5 Funding Amount

Original Approved Grant Amount:	Total FSWP Expenditures:	Final Invoice Amount:	Final Non-FSWP leveraging, including cash and in-kind:
\$56,400	\$56,400	\$11,280	\$93,513.34

## 2. Project Summary

### Our project, its objectives, and the results

In 2010/11 the Fraser River Salmon Table continued a body of work "To build a river community" that involves building collaboration among competing interests in the Fraser River salmon fishery amid region-wide changes that promote stewardship, sustainability and prosperity. The work included a best practices forum for experimental economic fisheries, building "River Manners", Peacemaking, and setting common standards in fishery monitoring and reporting among a joint working group of First Nations and sports fishing organizations. Project activities involved partnerships with government and non-government organizations, fishers and fishing communities working together to build a collective vision for the future of the Fraser River salmon fishery.

### *Our most compelling activity*

**"Peacemaking"** piloted among competing interests in the lower Fraser River salmon fishery this year has created a new paradigm for conflict resolution in the fishery that builds capacity for better decision-making out of conflict. The Fraser River Salmon table and the "Monitoring and Compliance Panel" (involving managers and decision-makers in the fishery), worked together in a pilot to teach participant-driven collaboration skills in the fishery aimed at facilitating stakeholder-led solutions. The outcomes designed by the interests themselves are by design enduring and transferable, created to exemplify the kind of sustaining legacy in the fishery espoused by the Fraser Salmon and watershed's Program.

### 3. Final Project Results and Effectiveness

#### 3.1 EXPECTED DELIVERABLES vs. FINAL DELIVERABLES

EXPECTED DELIVERABLES	FINAL DELIVERABLES
<p><b>Building a River Community.</b> Forge stronger working relationships with DFO and among constituent interests that are transferable. Information submission to the Fraser sockeye inquiry will highlight joint problem solving.</p>	<p>Peacemaking - capacity-building to make peace and decisions in the salmon fishery vs the focus of capacity-building training across interests and with agencies in the lower Fraser River.</p> <p>Evidence to the Cohen Inquiry highlighted the successes and enduring solutions provided by a Board Member.</p> <p>A share-based fisheries discussion paper has been drafted to facilitate discussion around future planning across fisheries.</p>
<p><b>Best practices in economic opportunities.</b> Using the First Nations' River to Plate strategy to improve collaboration in fishing plans, the traceability tools to generate incentives and best practices to develop sustainable and viable economic enterprises.</p>	<p>Field trial of traceability system, guidelines for roadside sales to public, and regulatory change for small-scale processing involving First Nations, Regional Health Authorities, and BC Fisheries.</p> <p>Updates to River to Plate.</p>
<p><b>Sport fishers and First Nations collaborations;</b> to get along on the river (access, mapping FN/Recreational overlaps) and share the resource (share based fishing, time/place options). Provide a place to evaluate and debate ideas.</p>	<p>Collaborations include a joint access mapping project initiated with BC Government's <i>Experience the Fraser</i>;</p> <p>A Monitoring and Compliance pilot is designing an enhanced monitoring plan for the lower Fraser aimed at common catch accounting standards; and,</p> <p>Participants are working through access conflicts, and solutions to competition over space and fish (see Peacemakers).</p>
<p><b>Cultus funding</b> raised by the CSAB for projects agreed to by the CSAB/Sto:lo; we expect to refine the system of calling for and managing proposals to meet strategic objectives</p>	<p>Refined project plans have completed large-scale purse-seine removals of pike minnow predators, conducted life-history studies of pike minnow populations, and refocused removal efforts on deep-water populations using angling and long-lining technologies.</p> <p>Another successful Pike minnow Sportfishing derby resulted in record attendance and catches.</p>

### 3.2 Effectiveness of project and indicators.

1. Efforts around **Building a River Community** have emphasized “tier 3” collaboration, or the work between 4 pillars of interest that comprise the Fraser River Salmon Table (First Nations, sport fishing, commercial fishing and conservation). The Salmon Table evaluates the success of its work by way of assessing progress of collaborations among these groups that lead to tangible and enduring solutions to conflicts in the fishery that effect the sustainability of Fraser River salmon. Highlights from 2010/11 include the emerging vision for in-river economic fisheries, conflict resolution between sports fishers and First Nations, and work on the restoration of Cultus lake sockeye, the flagship conservation project of the Fraser River Salmon Table;
2. Efforts that focus on **best practices in the emerging economic fisheries** led by First Nations have emphasized building a vision for the in-river fishery. The Salmon Table evaluates the success of this work by way of assessing progress on tangible building blocks for the vision. The building blocks include sustainability of the fishery and its fisheries; ways to optimize quality and value from the catch that supports healthy fishing communities and stewardship; and, traceability systems that validate the standards being set in-river to achieve these goals. Highlights from 2010/11 include an agreement on standards and guidelines between First Nations, BC Fisheries and the Regional Health Authorities (Fraser Valley and Interior) on roadside sales and shore-based processing that helps First Nations producers grow into the value chain. In addition, a new and more robust “virtual warehouse” was reconstructed using an independent service provider formerly working in the ground fish quota-trading field – adaptation of the traceability platform to river-bank inventories of the catch was field tested using touch-screen digital tablets. Data views were provided for producers to manage allocations and inventories, regulators to over-see traceability, and for the market-place via smart phone to encouraged branding strategies that make traceability cost-recoverable;
3. Efforts that focus on **improving relationships and reducing conflict among the First Nations and sport fishing** have emphasized ways to get along on the lower Fraser River. The Salmon Table evaluates the success of this work by way of assessing progress on the resolution of long-standing conflicts over space, fish, and between the two fishing cultures. Highlights from 2010/11 include the public release and distribution of the *River Manners* video and pamphlet that focuses on behavior of fishers on the water that can undermine conservation and effective management – the video was posted on Youtube and has received several thousand hits, and nearly 4,000 pamphlets have been distributed through First Nations and sport fishing organizations, including the spring BC Outdoors show in 2010 and on a joint lower Fraser River field trip during August. Peacemaking efforts have focused these interests and DFO on solutions to long-standing conflicts around monitoring and compliance, sharing access, and respecting Aboriginal fishing rights;
4. Efforts that focus on **Cultus Lake sockeye recovery** have focused on pike minnow removal from Cultus Lake and public education. To date the most effective technique has been seining. The CPUE has declined due to our success and alternative techniques were tested. It is hoped long lining will target large females in deep water during the early spring of 2011. In addition we have support work into basic understanding of spawning requirements of pikeminnow. Specific beaches seem to be the preferred habitat and it is speculated that successive waves of larger and larger fish spawn as water temperatures increase. These increase temperatures also accelerate egg development and the time to hatch is successively faster. Work in 2011 will be directed at repeating the previous research to determine if our theories have merit. Finally we will attempt, in 2011, to verify our speculation that some adults spawn in deeper waters since the beach spawning habitat only makes up about 3% of the total perimeter of the lake. It is doubtful that this small area can support a population of 70,000 pikeminnow. Our public education efforts are carried out during the Fraser Valley Salmon Society's Father's Day pikeminnow derby that is partially supported by the FRST.

### 3.4 Detailed achievements

<p>Engagement of First Nations. Please specify who, and in what capacity.</p>	<p>First Nations Focal points are engaged from various geographic regions of the Fraser Basin. Ernie Crey and Ken Malloway are Sto: lo members from the lower Fraser, Marcel Shepert is a Carrier Sekani member from the upper Fraser. A replacement for the mid-Fraser focal point is being sought. The sport fishing-First Nations joint working group engages First Nations from the lower Fraser and the Sto:lo Nation and Sto:lo Tribal Council, and the best practices forum engages First Nations and tribal council participants from the Tsilquotin National Government, Northern Shuswap Tribal Council, Shuswap Nation Tribal Council, and Nicola Tribal Council areas, as well and the Okanagan Nation.</p>
<p>Active partnerships with one or more organizations.</p>	<p>The BC Wildlife Federation, the BC Federation of Driftfishers, and the Fraser Valley Salmon Society are active participants in the sport fishing-First Nations working group. The Salmon Table has also worked closely with the Integrated Salmon Dialogue Forum and the Monitoring and Compliance Panel. The Salmon Table also enjoys participation from the RCMP in many of its lower Fraser Forums.</p>
<p>Engagement and participation of diverse and under-represented groups.</p>	<p>The Joint Sport Fishing-First Nations working group in particular has enjoyed broad and diverse participation from the fishery. Beyond Board-room meetings the group found that the “River Manners” tour on August 13 during the sockeye sport fishery exposed the group to an extensive public audience.</p>
<p>Relationship building, as a foundation for sustainable, enduring activities.</p>	<p>The Peace-making work of the joint sport fishers and First Nations group is an enduring social change. As well, the ongoing work of the best practices forum for First Nations experimental (<i>Demonstration</i>) economic salmon fisheries has led to codification of principles of sustainability, fair trade and high quality in this emerging fishery that is captured in <i>River to Plate</i>, a First Nations vision for the future salmon fishery that replaces contemporary mixed-stock industrial fisheries with small-scale artisanal ones that eliminates waste and is re-investing profits to stewardship and traditional fishing communities. In addition, the Cultus Lake sockeye program is building partnerships between the Sto: lo, the sport fishery, and the commercial marine fishery as Pike minnow removal provides for a pragmatic and tangible shared project with broad benefits.</p>
<p>Capacity building, including mentorship models, leadership training and skills development.</p>	<p>The focus of the best practices work has been information and skills exchange among new entrants to the economic salmon fishery. With support from UBC and BCIT food sciences in 2010, this group piloted river-shore processing and created guidelines with the Regional Health Authorities and BC Fish Inspection that demonstrates techniques to improve fish quality and value, while promoting fresh food-safe practices.</p>
<p>Recognition and support of champions and their initiatives.</p>	<p>The “stars” of the River Manners video continue to build on their popular leadership in building meaningful partnerships across fishing interests. These individuals continued to play leadership roles in the Peacemaking Course and in the River Manners tour in particular where they greeted their constituents on the river, telling stories of success and passing out pamphlets to fishers and a media audience. An article highlighting their success was published in the BC Outdoors magazine called “Outdoor Edge”.</p>
<p>Opportunities to influence policy and decision making,</p>	<p>The collaborations between fisheries have demonstrated influence in policy and regulation that will institutionalize sustainable behaviors in the fishery. The best practices piloting of small-scale fishers processing has led to re-writing of regulation that formerly prohibited this activity in fresh water. Work amongst competing fishing interests in the lower Fraser River is resolving long-standing confrontations over catch monitoring and reporting and is leading to a catch monitoring standards and to broad-based trust between fisheries and provide the potential for more complex sharing arrangements in the future.</p>

### 3.5 Project Benefits and Next Steps

The benefits of multi-party collaborations among competing interests in the fishery and within emerging and reformed economic fisheries will endure beyond this generation of fishers because it represents a social and institutional change in behavior.

However, the practice of multi-party collaboration (tier 3) in the fishery is relatively new and remains largely developmental. Though success from this work is apparent to participants and outside observers, decades of stakeholder forums designed to manage complex consultations separately with each competing interest in the fishery has created institutional barriers within DFO and stakeholder/government forums themselves. The success derived from the work across these barriers is difficult and often resisted by some agency personnel and some representatives of the interests who fear that collaboration will detract from the status quo.

There is much further work to do by an enabling body like the Fraser River Salmon Table to target the resisters and lead by example. Current government programs and grants designed to support individual interests often serve only to further entrench competitive behavior that often undermines collaborative solutions and the sustainable fisheries outcomes derived from putting the fish before the interest.

The progress in the fishery towards sustainable behavior however requires an ongoing nurturing force. This kind of support and multi-party facilitation is rare and is not generally a function of the regulators who focus more on regulation and compliance than behavior change. Though small grants may be available for continued work by the Fraser River Salmon Table it is unlikely that the complex and difficult challenges between stakeholders and governments can be sustained by volunteers, and it is even less likely that the governments will lead the change.

Whether the Fraser River Salmon Table survives is less important than seeing continued progress towards multi-party collaboration working towards solutions in the fishery that put fish first. It is increasingly apparent that the positive results of multi-party collaboration in the fishery speak for themselves, and that in time the same governments who seek enhanced stakeholder decision-making will find a way to divest control of consultation to these interests at the same time to make this work possible, because it is the interests themselves who demonstrate that their collaborative solutions are far more enduring than the ones designed for them by a regulator.

### 3.6. What are the top three lessons learned from this project that could be useful to communicate to others doing similar work in the Basin?

- 1. Conflicts between competing interests in the fishery create a management environment that threatens sustainability in the fishery** through increased competition over fish and space and marginalization of community stewardship;
- 2. Restoring form and function in the terminal salmon fisheries will benefit conservation, restore community stewardship, and replace unsustainable fishing behavior** with higher-value and better quality fisheries. In the future it is expected that this will not replace mixed-stock salmon fisheries but will bring balance to them;
- 3. Some form of share-based fisheries is necessary to accommodate competing forces in the fishery in a common goal of sustainability.** Although the work of the Salmon Table has only scratched the surface of this challenge, it is expected that this will become the focus of management reform in the decades ahead.

## 4. Outreach and Communications

The summary notes from meetings, reports from workshops and images from field tours of the Fraser River Salmon Table are available from the Salmon Table's Website: [www.frasersalmontable.com](http://www.frasersalmontable.com)

The Board of Directors of the Fraser River Salmon Table met 3 times in 2010/11: spring, fall and winter (AGM). The Board of Directors enjoys the engagement of "Participant-observers" from DFO, BC Fisheries (pending) and the Pacific Salmon Foundation. At each of these meetings the Board invites senior government and industry leaders to engage in high-level program strategy discussions and a practice of "Fire-side chats" where matters of far-reaching implications in the fishery are discussed broadly outside of institutional barriers. The outcome of this dialogue informs and guides policy-making outside of the Salmon Table as much as it provides strategic guidance for project activities.

The final draft of River to Plate is scheduled for release in the spring of 2012 with a clear vision for the emerging economic salmon fisheries in the Fraser River, and a refined set of strategic goals and objectives that will inform practitioners around the watershed. Copies of the drafts of this vision document have been shared electronically, and leaders in the fishery have actively contributed to the ideas and text in its development.

A communications plan is in place to utilize the website, bi-monthly newsletters and the press to share ideas and examples of progressive work aimed at effecting sustainability in the fishery. A specialist has been engaged and is working with the communications plan that is utilizing public media in particular to generate strategic messaging in local, regional and national press. Copies of press releases are maintained on the Salmon Table website.