A PATHWAY TO A MADE IN B.C.
SALMON RECOVERY MODEL

PACIFIC SALMON ACTION DIALOGUE SERIES

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CONTENTS

1. Executive Summary / Report Overview 3

2. Background & Context 6

3. *Ten Key Takeaways*: Lessons Learned from WSSRS 7

4. Initital Recommendations for Discussion 10

5. Framework 13

   5.1 Provincial Scale 13
   5.2 Regional Scale 14
   5.3 Watershed Scale 15

6. Resourcing 16

   6.1 Washington Model Review 16
   6.2 BC Model Projected Requirements 17
   6.3 Additional Resourcing Points to Consider 18

7. *The View from Here*: BC Salmon Leaders' Perspectives 20

   7.1 Comments from Interviews 20
   7.2 Comments from October 26, 2023 Workshop 21

8. Suggested Next Steps. 22

Appendix 1: WA State Salmon Recovery Strategy Model 23

Appendix 2: A Salmon Recovery Economy 34

Appendix 3: First Nations Fisheries Council Regions 35

1. EXECUTIVE SUMMARY / REPORT OVERVIEW

Context

Building on the draft 3-scale framework supported in principle through the *Pacific Salmon Action Dialogue Series* (PSADS), this draft summary report documents lessons learned from the Washington State Salmon Recovery Strategy, commonly referred to as 'the Washington Model' (WSSRS), a 3-tiered model that has been in existence for over 20 years.

A total of 11 interviews were carried out over 9 weeks with Washington Salmon Recovery representatives and BC salmon leaders to inform this process, with draft outcomes receiving an initial vetting by a PSADS working group. This group included representatives from the First Nation Fisheries CIouncil (FNFC), Pacific Salmon Foundation (PSF) and government agencies such as the Federal Department of Fisheries and Oceans (DFO) and the Provincial Ministry of Water, Land and Resource Stewardship (WLRS).

This Report Includes:

Deep Dive into the Washington Model

A detailed summary of the major components of the "Washington Model" is summarized in Appendix I. For each "tier":

- Scope of Responsibility
- Links/interactions with other tiers/agencies/initiatives
- Funding practices
- Staff and core budget

Key Learnings from the Washington Model

Ten Key Takeaways from the Washington Model for consideration when crafting a "made in BC" Salmon Recovery Strategy (BCSRS), including:

- The importance of **long-term, secure salmon recovery funding** scaled accordingly to the work that needs to be completed.
- The need for strong science and indigenous **knowledge-based recovery plan**s to guide project prioritization and funding decisions.
- The importance of **project development and implementation at the watershed scale**.

Suggested Key Principles & Elements of a BC Salmon Recovery Strategy

Drawing from lessons learned through the interview process, the report includes recommendations on guiding principles, framework structure and resourcing needs with brief examples below:

PRINCIPLES: *Salmon focus*, *Partnership*, *Transparency*, *Knowledge-based*

FRAMEWORK:

- **Scale 1**: Tripartite collaborative partnership between federal, provincial and First Nations governments
- **Scale 2**: Regional Organizations with a focus on recovery planning, project selection, technical support, and coordination of watershed-scaled organizations (monitoring, data management, etc.)
- **Scale 3**: Place-based organizations supporting the development and implementation of technical projects by local project proponents

RESOURCING:

- A straw dog is presented, outlining how each scale could be staffed and funded to allow for initial program delivery
- Projected budget of ~ 80M required to initiate the BC Salmon Recovery Strategy model and begin to implement meaningful work on the ground

Key Takeaways from the PSADS Review Workshop

A full-day workshop on October 26, 2023, with 17 participants from FNFC, PSF, DFO, WLRS, Upper Fraser Fisheries Conservation Alliance (UFFCA), Lower Fraser Fisheries Alliance (LFFA), and academics from the Department of Biological Science and Resource and Environmental Management at Simon Fraser University (SFU), engaged in a deep dive of the draft report and provided further guidance and recommendations, including:

- There is broad support for systemic change and the broad BCSRS framework as presented to provide the best possible chance for sustainable salmon populations in the future
- There is a desire to not be too prescriptive yet, particularly at the watershed scale
- Technical heavy lifting should be done at the watershed scale
- First Nations in BC must play a leadership role and be able to clearly distinguish the difference between this process and Rights and Title issues

Next Steps

Suggested next steps are clearly identified, including:

- Test this model with a full PSADS workshop to receive further advice and guidance
- Work to forge government-to-government-to-government partnerships to support a salmon recovery strategy in BC is a priority
- More detailed work on clearly defining regional and watershed level organizations should move ahead building on existing models already in place
- Further develop the scope of the "made in BC" salmon recovery strategy, designing a scalable framework able to accommodate involvement in habitat protection, hatcheries, water quality, escapement targets, etc., as partnerships develop and the model matures.

Conclusion

- BC salmon stocks are in decline, and there are no indication current recovery efforts are effective
- There is no mechanism to allow for a coordinated effort and strategic approach by Crown governments, First Nations and the "salmon community." We have a "Major Systems Problem"
- A "made in BC" 3-scale model for salmon recovery strategy is the best option for working towards salmon recovery in British Columbia in terms of dealing with climate change challenges and respecting First Nations leadership as we take the first steps down the path of reconciliation

2. BACKGROUND & CONTEXT

The Pacific Salmon Foundation (PSF) and **First Nations Fisheries Council of BC** (FNFC) have been working in partnership to engage First Nations leaders, Crown governments, and a coalition of the willing to drive the development of a collaborative framework for salmon recovery in BC.

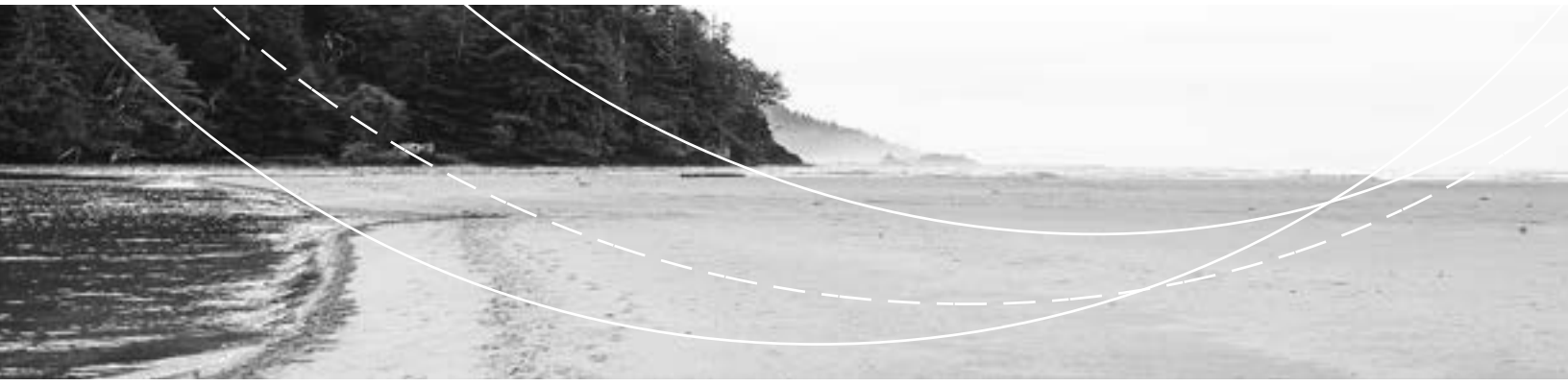
This work is designed to address a major gap in salmon recovery – *a strategic plan and coordination* – by designing and implementing a framework that supports the many entities working on salmon.

Building on the draft 3-scale framework supported in principle through the *Pacific Salmon Action Dialogues* (PSADS) participants, this draft summary report will focus on lessons learned from the Washington State Salmon Recovery Strategy (WSSRS) delivery model – a 3-scale model that has been in existence for over 20 years. It will also provide recommendations and a suggested template for a "made in BC" Salmon Recovery Strategy.

A total of 11 interviews were carried out over 9 weeks with Washington Salmon Recovery representatives from the Governor's Office to local watershed-based organizations from coastal Washington to the upper Columbia. Governance and subject matter experts from BC were also interviewed.

The results of those conversations: who, what, how, scope of responsibility, decision making (including polarizing issues such as project prioritization and budgets) are summarized in this report along with key "takeaways", "red flags", and suggested principles and elements of a BC Salmon Recovery Strategy (BCSRS) informed by what we've learned through this process.

The outcomes and guidance received from a small facilitated PSADS working group session held on October 26, 2023, are also included. This report is designed to foster dialogue and discussion to inform the development of a strategic collaborative approach to salmon recovery in British Columbia.



3. *TEN KEY TAKEAWAYS*: LESSONS LEARNED FROM THE WASHINGTON MODEL

Based on our conversations with Washington State Salmon Recovery officials, the following recommendations or "lessons learned" are relevant to strategic salmon recovery planning in British Columbia and should be considered with any planning initiative moving forward.

Following the "lessons learned" are suggested responses based off the dialogue heard during the October 26, 2023, PSADS session.

1. The Washington State Salmon Recovery Strategy was created by state law. **Legislated Salmon recovery tool(s) that aren't subject to changes in government or policy are a critical component of long-term success.**
   - This law precipitated bold, collaborative action. There is currently no "Forcing Mechanism" or "Empowerment Tool" in BC to facilitate meaningful positive change.
   - Washington state has the mandate to manage salmon, and the US federal government has the mandate to manage species at risk – **both have a clear "salmon recovery" role mandated by law.** This is not the case in BC.

   SUGGESTED RESPONSE: There is a continuum of options, ranging from federal/provincial legislation, to utilizing the Declaration on the Rights of Indigenous Peoples Act (DRIPA), to adopting a softer Memorandum of Understanding (MOU) approach. Efforts should be made to pursue legislative tools, but progress should not be delayed waiting for them. FNFC is proposing a Trilateral Salmon Accord with equal participation and decision-making between First Nations, the Government of Canada, and Province of British Columbia.

2. **Long-term, secure salmon recovery funding** (not sunset programs) has been key in Washington State. Over 100M committed annually for over 20 years through successive state and federal administrations.

   SUGGESTED RESPONSE: We need to develop a realistic budget for this work and be clear about the cost of sustaining salmon populations in BC. Creating a permanent community based "delivery mechanism" will result in much more effective use of government resources and result in lasting economic benefits for all British Columbians.

3. Investment in science and Indigenous **knowledge-based regional level recovery plans** to provide guidance to watershed organizations is essential and drives all decision-making in Washington State, ensuring resources are allocated to areas of need.
    - Established recovery plans are used by third-party funders (outside the purview of WSSRP) to guide funding decisions – **ensuring salmon dollars from all sources are well-spent**.

SUGGESTED RESPONSE: The partners should complete a scan of existing salmon population data/status, identify where more information is required and identify recovery plan models and dedicate resources to crafting a regional template for use in BC.

4. The role of a centralized "salmon office" within government with good access to decision-makers and a **salmon advocacy role at federal and state levels** is a key piece of the Washington Model that seems effective and appreciated by all levels of engagement.

SUGGESTED RESPONSE: Move towards a fair and equitable sharing of salmon recovery decision-making through an empowered tripartite provincial scale entity, including senior staff representation from federal, provincial, and First Nations governments.

5. Modest ongoing and **ensured *core capacity* funding** (separate from project funding) at the regional and local levels is essential to the success of this model.

SUGGESTED RESPONSE: Incorporate modest core funding into the proposed "made in BC" salmon recovery model. Establishing a stable, supportive, watershed-based recovery infrastructure is key to success.

6. **Flexibility** in organizational structure within the framework established by law at both regional and watershed level has evolved to reflect the specific challenges, demographics and culture of the regions and is strongly advised.

SUGGESTED RESPONSE: Consensus that flexibility at regional and watershed levels, acknowledging and incorporating existing organizations and place-based knowledge, is an essential consideration for a "made in BC" model.

7. While Washington state Tribes are true co-managers of harvest and hatchery operations (Boldt decision), they engage in recovery work similarly to other organizations – not in a government-to-government relationship.

SUGGESTED RESPONSE: Move towards a fair and equitable sharing of salmon recovery decision-making through an *empowered tripartite model* including federal, provincial, and First Nations governments with flexibility at the watershed and regional scales for integrated collaboration among non-governmental organizations (i.e. ENGOS, community stream keepers, etc.)

8. Many regional organizations and local entities feel that lack of influence on land and water use decisions makes their work – and ultimate success– challenging. How can a BC Salmon Recovery model address **habitat protection** as well as restoration?

SUGGESTED RESPONSE: Adopting an incremental approach, create a model to support a province-wide restoration strategy. This is an ambitious starting place, but it's not a good ending place. Once trust is built, the scope of the recovery model can be expanded to include more challenging conversations around habitat protection.

9. Harvest and hatchery management decisions in Washington state are **not included in the Recovery Planning mandate.** These are bilateral decisions made by Tribes and the state. Some Regional Organizations and Local Entities find the lack of a voice in these decisions detrimental to recovery efforts.

SUGGESTED RESPONSE: See above (suggested response 8). The initial focus on restoration is a good starting place, but restoring BC's salmon populations will require more. Once a three-scaled structure is in place and partnerships and relationships of trust have been established and strengthened, a three-scaled model can provide an ideal platform for more ambitious engagement around habitat protection, hatchery operations, and informed salmon decision-making based on local knowledge and strong science. These steps would only be taken with support at the provincial, regional and watershed scales. In general, the model suggested in this report should be seen as governance of technical work – not Rights and Title conversations.

10. **Washington State Salmon Recovery Model is "scalable."** The structure supports both complex high-density areas and rural watersheds with more intact salmon populations in different but effective ways.

SUGGESTED RESPONSE: Building a "made in BC model" by demonstrating flexibility, as well as acknowledging and incorporating existing place-based organizations, will ensure a structure that reflects regional, ecological, and cultural diversity.

4. INITIAL RECOMMENDATIONS FOR DISCUSSION

Building on what we have learned from the Washington Model, the following initial recommendations are intended to initiate discussion and reflection on a "best path forward" for a BC Salmon Recovery Strategy.

Overview

Despite significant efforts and best intentions, salmon recovery efforts in British Columbia have been largely unsuccessful. There are many reasons for this, and the challenges are significant, but lack of coordinated effort and strategic approach by governments, First Nations and the "salmon community" has not been helpful – but this can be addressed.

It should also be noted that, with the passing of the *Declaration on the Rights of Indigenous Peoples Act* (DRIPA) in 2019, British Columbia is entering a new era of collaborative resource management that provides a real opportunity for a different approach to salmon stewardship in BC as we take the first steps down the path of reconciliation.

For long-term success we need to move forward together on two fronts:

Governance

- Move towards a fair and equitable sharing of salmon recovery decision-making through an empowered tripartite model including federal, provincial and First Nations governments.
    - Currently, the FNFC is engaged in discussions with governments towards establishing such a tripartite model to provide for improved Wild Pacific salmon conservation and stewardship.
    - *By working together, First Nations and Crown governments have an opportunity to support the coordination of a cohesive salmon restoration strategy across multiple levels and jurisdictions. This will provide opportunities to prioritize and maximize collective work and further meaningful implementation of the Declaration Act, the United Nations Declaration on the Rights of Indigenous Peoples Act, and the Government of Canada's 10 Principles.* (FNFC Communique, Dec. 2022)
- Progress on this will be essential in establishing the "Provincial Scale" of a 3-scaled recovery system.

- An Interim Agreement or Letter of Understanding expressing a commitment to work towards a more formal partnership could be sufficient to begin progress on this piece – and allow the implementation to begin as the hard work of negotiating a final agreement progresses.
- FNFC is working towards signing a Declaration of Urgency, a step to formally recognize wild Pacific salmon in BC are in crisis, and a Trilateral Salmon Accord. This Accord is a step towards ensuring federal, provincial, and First Nations governments have an equal seat at the table in the context of wild Pacific salmon recovery in BC. These documents will serve to build a strong foundation of formal agreements and processes between parties.
- A Trilateral approach to salmon would be the first of its kind in Canada and allow each part to work together through shared interests and priorities to address the historic decline of wild Pacific salmon together.
- The governance piece is not simple - and will take time. However, the PSF/FNFC *Pacific Salmon Action Dialogue Series* has helped open the door to these discussions and can continue to be influential in this work.

Management/Implementation

- We need to develop a strategic, collaborative, effective and inclusive model for salmon recovery programming delivery that prioritizes work and empowers local watershed players.
- The PSF/FNFC collaborative relationship is ideally positioned to provide leadership on the management piece by creating and piloting a 3-tier model for doing so. Lessons learned from the Washington Model and the collective lived experience of PSADS participants can inform how we do this, recognizing that some aspects of the Washington Model are more applicable than others.
- Building on existing relationships, and forging new ones, a “made in BC” 3-scale implementation strategy is the best option for working towards salmon recovery in British Columbia.

We should not wait for the governance discussions to reach a conclusion before leaning into the work required to develop and populate a salmon recovery model.

Demonstrating “readiness” will encourage progress on the governance front and encourage agencies to consider the advantages of streaming available funding through a well-designed strategic model to ensure maximum benefits to salmon.

Principles

A BC Salmon Recovery Framework should be based on the following principles:

- **SALMON FOCUS**: All decisions and all outcomes should be grounded in the common interest of salmon sustainability.
- **PARTNERSHIP**: Effective, respectful, and committed partnerships at all levels (provincial, regional, watershed) will be required.
    - At each scale, success will require entities who are not used to working closely with each other to do so.
- **TRANSPARENCY**: All decisions at all levels should be transparent and open to scrutiny by all partners and the public.
- **KNOWLEDGE-BASED**: Western science and Indigenous knowledge will provide the basis for planning and decision-making.
- ***Mukw'stem 'o' slhilhukw'tul*** – Everything is interconnected: We are all connected to each other, to salmon, to the watersheds that support them and to this important work. Our decisions and actions are important.

5. FRAMEWORK

5.1 Provincial Scale

Organization: Tripartite partnership between federal, provincial and First Nations Governments:

- Collaborative decision-making by equal partners
- Formal agreement required; Interim agreement as first step
- Some form of legislated empowerment of recovery model required, acknowledgement that this will take time and should not delay initial implementation
- Populated by senior representatives from all 3 authority holders (First Nations, federal, provincial). This role would be a full-time assignment.
- Acknowledgement that this is *governance over technical work*: will not replace direct Crown to First Nations discussions and specific rights conversations
- Initial focus on habitat restoration; opportunities for expanded scope to include coordinated habitat protection measures and/or incremental management initiatives (e.g. Escapement target development)
- Creation of a "blue ribbon" advisory panel including technical experts and "salmon community" leaders should be considered. This group should be effective advocates for salmon as well as provide an advisory function.
- Commitment of governments to fund model moving forward – *both capacity and project dollars* (see "Resourcing" below)

Roles and Responsibilities

1. Allocates funds to Regions
2. Leads salmon advocacy work with Crown governments
3. Sets standards for recovery plans
    a. Provides centralized support to complete and refresh recovery plans
4. Provides coordination between regions on overarching issues
5. Compiles information from regions to complete Provincial scale status and progress reports

Project Funding Dynamic

Provincial scale has the responsibility of allocating available resources between the Regions:

- Provincial Scale to appoint a high level technical committee to establish criteria to guide allocation of funds between regions.
  - This system will need to be flexible to accommodate unforeseen circumstances and impacts (e.g. Big Bar landslide, flooding, wildfire impacts, etc.) that could change allocation strategies between regions.
  - Funding allocation between regions should be reviewed annually.

5.2 Regional Scale

Organization: No need to re-create the wheel:

- Scan existing regional structures and organizations and adjust/adapt/modify systems in place, e.g.
  - Initial recommendation is to empower a model based on FNFC's 13 regions
  - See Appendix 4 for Graphic
- Professional staff provided guidance by "Citizens Committee" or Board comprised of respected community Indigenous and non-Indigenous leaders (role for ENGO's and local government here - not necessarily subject matter experts)
- Professional staff embedded in FNFC regional organization but responsive to all project proponents in region

Roles and Responsibilities

1. Develop Regional Recovery Plans
   b. Regional Salmon Recovery plans key to success of this initiative
      i. Developed at Regional level following provincial template with guidance provided by First Nations, technical experts, and salmon community
      ii. Provide roadmap for prioritized funding allocation
2. Coordinate Data Management and Monitoring between watershed scale organizations across the region
3. Allocation of funding to watershed-scale organization(s) in the area
4. Provide data to Provincial tier for wrap-up reporting

5. Final vetting and approval of project proposals
6. Coordinate communication between watershed tier organizations
7. Provide overarching technical support function to watershed organizations
8. Implement regional scale technical work (monitoring, data management, communications) not project scale restoration works.

Project Funding Dynamic

- Proposals recommended for funding thru watershed tier process vetted by Senior technical committee (comprised of subsets of Watershed level technical committees) and referred to Citizens Committee for comment prior to funding approval.

5.3 Watershed Scale

Organization: Many effective watershed organizations already exist in BC:

- Flexibility required to support and empower existing capacity
  - Depending on circumstance, coordination at watershed scale could be embedded in regional office (Upper Columbia Model) or decentralized throughout region (Puget Sound Model)
- Watershed Coordinator(s) supported by Technical committee populated by local subject matter experts from agencies, First Nations, ENGO's local governments and academic institutions.

Roles and Responsibilities

1. Creation of downscaled recovery plans based on regional recovery plan
2. Support project proponents in development and implementation of projects
3. Call for project proposals, adjudicate and make funding recommendations to Regional Organization
4. Coordinate communication and training opportunities between project proponent organizations.

Project Funding Dynamic

- Technical committee will adjudicate proposals submitted by project proponents using criteria informed by the established regional recovery plan. A subset of each watershed level technical committee will sit on the regional technical committee.

6. RESOURCING

6.1 Washington Model Review

- Washington Model funding is scalable and varies significantly between regions and local entities depending on complexity of the work, state of the stocks and capacity of the communities
- Approximately 100M flows through system from the Governors Salmon Recovery Office (GSRO) (federal and state $) for capacity and project funding
- Hundreds of millions of additional grant-based funding take advantage of the Salmon Recovery Framework to allocate funding
- Puget Sound Partnership Regional Organization is an anomaly with 69 state funded employees, an operating budget in 9 figures and an environmental mandate far broader than salmon recovery

TIER	STAFFING RANGE	CORE FUNDING RANGE	PROJECT FUNDING RANGE
GSRO	7		• +/- 100M • Allocated to Regional Organizations
Regional Organizations (7)	4 - 69	Hundreds of thousands to tens of millions	• Millions to hundreds of millions (not all through GSRO) • Allocated to Local Entities
Local Entities (25)	1-5	80-300K	Millions to tens of millions (Not all through GSRO)

Table 1: Resourcing in the Washington Model

6.2 BC Model Projected Requirements

Recent polling shows that 85% of British Columbians rank the decline of wild Pacific salmon as their top environmental concern. Pacific salmon recovery is a priority for British Columbians, with 73% supporting the notion of federal funding for a wild salmon strategy. Both Crown Governments and First Nations have expressed a commitment to this important work. The costs associated with implementing a well-designed recovery strategy, as demonstrated in Washington state, are not insignificant. Below is an estimate of the funding required to support a "made in BC" model for salmon recovery.

Based on a 3-Scale Model as Described in This Report

Note: These numbers are for discussion and framing only; no detailed cost analysis has been carried out at this time.

TIER	NO.	TOTAL STAFFING	CORE FUNDING / ORG	TOTAL CORE FUNDING	PROJECT FUNDING / ORG	TOTAL PROJECT FUNDING
Provincial	1	5	500K	500K		
Regional	14	35	500K	7M	500K (planning, monitoring, data management)	**7M**
Local	40	40	100K	4M	4M	**80M**
TOTALS		**80**		**11.5M**		**98.5M**

Table 2: Resourcing in Rough "Straw Dog" Model

Total Costs of Rough "Straw Dog" Model

- Core funding – **11.5M**
- Project funding – **80M**

TOTAL RECOVERY COST 98.5M/ANNUM FOR MODEST START

6.3 Additional Resourcing Points to Consider:

1. As documented in the PSF report (2023) ***A Salmon Recovery Economy***, (see Appendix 3)

"there are very many existing federal and provincial programs and initiatives that align very well with…. Salmon recovery."

(see table below from that report)

FEDERAL	PROVINCIAL
Two Billion Trees Program	BC Watershed Security Fund
Canada Nature Fund for Aquatic Species at Risk	BC Fish Passage Program
Aboriginal Fund for Species at Risk	BC Climate Preparedness and Adaptation Strategy
Canada's Climate Change Adaptation Strategy	Together for Wildlife
Habitat Stewardship Program	First Nation Adapt Program
BC Salmon Restoration and Innovation Fund	BC Salmon Restoration and Innovation Fund
Pacific Salmon Strategy Initiative	Stronger BC – Jobs & Training

Table 3: Existing federal and provincial programs aligned with the proposed Salmon Recovery Economy

- Resources from these programs could be streamed into a BC Salmon Recovery Strategy framework – which would ensure the best possible allocation of those resources.
- Depending on its sizing, the Salmon Recovery Economy could support some 1,200 to 2,700 ongoing sustainable jobs at a total cost, including annual wages and habitat recovery expenses of between $74 million and $171 million annually.

2. According to the Washington State Governor's Salmon Recovery Office, a $1 million investment in watershed restoration generates 15-33 new or sustained jobs and has been shown to create $2.2 million to $2.5 million in total economic activity. Investment in salmon recovery in BC makes economic sense at a variety of levels.

3. The opportunity cost of not investing in a “made in BC” salmon recovery model is substantial, encompassing far-reaching economic and cultural costs. The failure to implement a “made in BC” model impacts First Nations culturally and economically, as well as economic activity generated from both commercial and recreational fisheries. Not investing in and actively pursuing a “made in BC” salmon recovery model carries significant cultural costs for First Nations, for whom salmon are not just a food source but an integral part of their way of life. Without salmon, there is a loss of societal values and community cohesion.

4. Although initially Crown government would be expected to provide the funding for this initiative, an option for ongoing funding (or augmenting government contributions) to operationalize a BC Salmon Recovery Strategy could be organized under a Project Financing for Permanence (PFP) like the successful Great Bear Rainforest fund.

7. *THE VIEW FROM HERE*: BC SALMON LEADERS' PERSPECTIVES

Representatives from the First Nations Fisheries Council, Fisheries and Oceans Canada, BC Ministry of Water, Land and Resource Stewardship and the POLIS Project for Ecological Governance were also interviewed and/or provided their perspectives. They focused on the Washington Model and shared their thoughts on strategic salmon recovery in BC. Certain relevant themes, repeated by many of the interview participants, are presented below in bullet form.

7.1 Comments from Interviews:

- *To be successful, you need good information, clarity on roles and responsibilities and robust solutions that engage watershed residents in a substantive way.*
- *Important to note that in recovering salmon we are advancing reconciliation and preserving both ecosystems and sustainable economic opportunities.*
- *We need a formal commitment for 3 levels of government to work on this [First Nations, provincial, federal.] UNDRIP provides extra motivation for change to status quo.*
- *It's a real shift for the department, to acknowledge we can't be successful just using our levers and doing what's in our control. We can't do it on our own. We need to spend more time being a good partner. We need to consider a collaborative/co-planned way.*
- *What we have going for us in BC, because there hasn't been a system, is an organic bottom-up system – i.e. community-based stewardship and FN's leadership in individual watersheds. It's streamlining what's already there and providing guidance and support, which I think we have the resources to do.*
- *There's still a lot of space – while making sure we have a starting place with habitat but longer-term movement for co-management.*

7.2 Comments from the October 26, 2023 Workshop

On October 26, 2023, a PSADS working group met to discuss this project. There was extended dialogue on several issues, with consensus on several priorities:

- The need for a "forcing" or "empowering" tool (legislative or otherwise) to underpin the work.
- The importance of creating an enduring salmon recovery model not subject to the vagaries of ephemeral funding programs. (see previous bullet).
- A common understanding that this was governance over technical work and would not impact bilateral rights and title dynamics between nations and crown governments.
- The need for a flexible model that acknowledges and embraces existing organizations.
- Acknowledgement of the importance of a role for ENGO's and local governments.

Some representative comments from that session:

- *We don't just want to recover salmon; we want to sustain them. An option for a forcing mechanism is Crown legislation, but we should open to an Indigenous-led t ripartite agreement as well.*
- *We need to try and not be too prescriptive. What we don't have is an enduring model – the more we start to get a model going, the more we can elicit public and private support.*
- *A forcing mechanism maintains stability to build enduring structures. It ensures [crown] governments come to the table. Mapping out recovery in a legislative way means more clarity on salmon recovery in the Tier 1 space, which is the best outcome for salmon.*
- *Our fear is a change in government, and the funding and interest all goes away – federally and provincially. Legislation 'future proofs' us – an empowering legislation tool is worth [the long process].*
- *Legislation is worth it and we should work towards it but need to move quickly perhaps with Interim tripartite model supported by LOI or MOU tool.*
- *It's important to have an enduring and resourced model that provides stability and is not funding program dependent – but ready to engage the funding programs when they become available.*
- *A recovery planning template is important and could be a rallying point for bringing people together.*
- *We want all British Columbians to know they have a part in saving salmon.*

8. SUGGESTED NEXT STEPS

There are several logical next steps that could/should be taken to advance a "made in BC" Salmon Recovery model.

The following list provides a suggested starting place:

5. Test a 3-scale model with the broader PSADS/ "salmon community" team through a Dialogue session to solicit comment, guidance, advice, and level of support.
6. Pending endorsement by PSAD participants, create a project implementation team with representatives from the 3 authority holders and the PSF to move the initiative forward (including "champions" at the federal and provincial level.)
7. Convene workshop(s) to develop detail around geography/area of responsibility associated with the regional and watershed scales. Include organization representatives who are currently active at those levels.
8. Targeted outreach to regional and watershed organizations to raise awareness of this work, receive guidance and advice and develop support for this approach.
9. Identify "pilot" region(s) where the model can be practically applied and tested at both the regional and watershed scales.

APPENDIX I: WASHINGTON STATE SALMON RECOVERY STRATEGY MODEL

Overview

A. Governor's Salmon Recovery Office *(GSRO)*

- Responsible for state-wide strategy, high level coordination, influence and funding

B. Regional Organizations *(RO)*

- Regional Recovery Plans; Fiscal and technical coordination at regional level

C. Lead Entities *(LE)*

- Watershed based, focused on habitat projects on the ground.
- LE support project proponents
- Projects locally developed, regionally ranked through mechanisms that are clearly understood

A. Governors Salmon Recovery Office (GSRO)

Summary – GSRO:

- Provides high level guidance for salmon recovery
- Advocates/advances salmon-friendly policy and funding at the political level
- Coordinates "core funding" for regional organizations
- Coordinates data management
- Reports out on progress at a high level

Scope of Responsibility

- Role of GSRO is outlined in statute: ***be the holder of the state-wide Salmon Recovery Strategy (SRS)***
  - Updated in 2021 (more emphasis on Climate Change and data) with associated workplan.
  - Aligned with Tribal priorities and regional recovery organizations
  - https://rco.wa.gov/wp-content/uploads/2021/12/GSRO-GovSalmonStrategy-2021.pdf

- State Legislation (https://app.leg.wa.gov/rcw/default.aspx?cite=77.85&full=true)
  - Established GRSO and regional salmon recovery boards to implement projects
  - Regional organizations aligned with federal ESA listings and watersheds
- Liaison between all the partner organizations and tribes to advance policies and seek out federal and state funding
- Provides the structure to enable the multiple authorities involved with/impacting salmon recovery to work together
- Significant government relations role – advocates for salmon priorities and funding at state and federal levels
  - Salmon Recovery Strategy 3-tiered approach implemented "top down" through a vision from state government driven by ESA (federal) listings. The creation of GSRO, Regional organizations, and Local entities was through legislation
- GSRO has a staff of 7

Links To/Communications with Other Tiers and Other Agencies/Initiatives

REGIONAL ORGANIZATIONS AND LOCAL ENTITIES

- Allocates core federal and state funding to Regional Organizations and Local Entities
- Host Regional Organization meetings (Council of Regions)
- Host Washington Salmon Coalition (all Local Entities)
- Biennial Salmon Recovery Workshop

WASHINGTON TRIBES

- One Tribe Rep on Joint Natural Resources Sub Cabinet when the tiered system was created – *No formal process to vet law with Tribes*
- Legal requirements to "co-manage" (Boldt decision) with respect to hatcheries/harvest.
- "Co-management" used "loosely" in salmon recovery realm
- There is no specified role for Tribes in the tiered Washington State Salmon Recovery structure. ROs and LEs have taken their own approaches

HARVEST & HATCHERY DECISIONS

- No direct authority
- GSRO works with responsible agencies / decision-makers through the governor's office.

HABITAT PROTECTION

- No direct mandate
- GSRO works with responsible agencies as they are developing their budget and policies and compiles the relevant policies for the governor's salmon package.

Funding

SOURCES

- Upon initiation of Salmon Recovery Strategy – federal/state funding partnership:
  - Pacific Coastal Salmon Recovery Fund – federal; annual appropriation; 100 million/5 states (NOAA); associated with ESA listings
  - Matching legislated state contribution
  - These two allocations were the genesis of funding now and still anchor the program
- This funding is now augmented by various funding initiatives that are (currently) far greater
  - 11 different major funding accounts: https://ofm.wa.gov/sites/default/files/public/budget/statebudget/highlights/budget23/08-Salmon.pdf

ALLOCATION

- **Operational funding**
  - Not outlined in the statute: originally negotiated by GSRO with federal and state input (top down)
  - Allocation to Regional organizations based on criteria (how big, how many salmon populations etc.) and Federal ESA policy
  - Fixed percentage to each regional organization. Attempts to re-negotiate have been unsuccessful, funding formula remains static
- **Project funding**
  - Originally project selection was at a state level with criteria established and decisions made by a centralized Salmon Recovery Funding Board https://rco.wa.gov/boards/salmon-recovery-funding-board/
  - Now SRFB approves blocks of $ to regional organizations and provides policy direction
  - Regional organizations have established criteria and decision-making processes to allocate project funding to each local entity
  - Fixed percentage for each regional organization.

B. Regional Organizations (ROs)

Summary – Regional Organizations:

- Liaison between state and federal policy, funders and local watershed entities
- Responsible for Regional salmon recovery plans
- Provide broadly scoped scientific and technical guidance to Local Entities
- Coordinate distribution of core funding to Local Entities
- Often coordinate data management and monitoring

Regional Organizations: 7 in all; 3 interviewed:

1. COASTAL WASHINGTON

- Salmon recovery on Washington's outer coast
- NW watersheds draining directly to the Pacific.
- 6 federally recognized Tribes, multiple municipal jurisdictions.
- 4 Local Entities
- Only RO without ESA listed species (and no access to Federal ESA funding from NOAA)

2. PUGET SOUND PARTNERSHIP

- All watersheds draining into Puget Sound
- Very large human population base (compared to other ROs) – 4.5 million
- Unique – state agency with structure set by law; responsible for a suite of environmental initiatives as well as Salmon Recovery
- 69 staff
- 16 Local Entities
- Massive portfolio of funding partners

3. UPPER COLUMBIA SALMON RECOVERY BOARD

- 4 staff
- 1 Lead Entity
- Challenges associated with Hydro dams
- 3 Counties, 2 Tribes represented on Board
- Project decisions made by technical and citizens committees

Regional Organization Scope of Responsibility

- ROs originally created by state based on:
  - Federal ESA framework (like conservation units)
  - Existing organizations
- Develop and monitor (not necessarily implement) a recovery plan for their region.
  - Regional plan's role up into the state-wide plan
- Policy development to address barriers to success in their region (funding, legal etc.)
- Provide technical guidance to, and guide consensus between, Lead Entities
- Work with Lead Entities and project sponsors to ensure projects fit with Regional priorities and strategic plans
- Deliver core funding to Lead Entities
- Recruit funding for Region wide planning, guidance, and project implementation

Links To/Communications with Other Tiers and Other Agencies/Initiatives

GSRO

- Council of regions (GSRO led) meets quarterly
- ROs engaged by GSRO to develop salmon recovery strategy update (2021) and State of the Salmon reporting

LOCAL ENTITIES

- Some variability between ROs – generally they lead/coordinate
  - Technical meetings between Local Entities – "Implementation Planning"
  - Quarterly "committee level" Local Entity meetings - LEs provide content

WASHINGTON TRIBES

- Tribes are co-managers with equal authority to the state enshrined in law, specifically applied to harvest and hatchery management – not habitat restoration
- Efforts to reflect Tribes Nationhood at Regional organizational level are made by each RO

HARVEST & HATCHERY DECISIONS

- Regional Organisations have no authority

HABITAT PROTECTION

- No regulatory authority
- ROs exert influence at political and operational levels

Funding

- Regions receive "core" Federal and State operational and partnership funding from GSRO on a fixed percentage basis
- Regions also seek funding for their own operations (generally not project funding) independently
- Regions allocate core project funding to Lead Entities, generally on a fixed percentage basis (if more than one LE)
    - Species diversity, amount of freshwater habitat, and estuarine habitat are all used to develop the allocation formula
- Different ROs have different ways of recruiting additional funding and vastly different budgets e.g.:
    - Coast Region is a not-for-profit charitable organization and seeks funding from private foundations
    - Puget Sound Partnership is a State organization involved in many other environmental initiatives (other than salmon recovery) and has a vast portfolio of funding partners
- Different ROs have different methods of providing guidance to project selection for funding
    - Typically, ROs decide on "project funding envelope" going to each Lead Entity and Local Entities make funding decisions based on guidance and policy from RO. Process is streamlined if only 1 LE
- Lead Entities recruit project funding independently. Funders request support from RO as part of funding criteria (projects must fit into regional recovery plan)
- All projects recommended by ROs are vetted through centralized SRF Board for final approval

Staff and Core Budget

1. COAST REGION

- 4 Staff
- 300K core capacity funding
  - Core capacity funding augmented by grant driven funding
  - 60K additional capacity funding to each Lead Entity
- 1.7M core project funding
- Vast majority of project funding comes from external grant driven/private foundation sources

2. PUGET SOUND PARTNERSHIP

- 69 staff; unique in that it is a state agency
- Receives funding from a variety of revenue streams with a total budget in 9 figures (not all for salmon recovery)
- Guarantees minimum of 150K core funding to all 14 Local Entities
- Coordinates additional salmon grants into “large capital projects” fund and runs competitive process with Local Entities (10’s of millions)
- Local Entities and individual project sponsors benefit from Puget Sound Partnership’s efforts to raise their profile and secure Federal and State funds

3. UPPER COLUMBIA SALMON RECOVERY BOARD

- 4 staff (includes LE coordinator)
- Core capacity funding in 6 figures
- Core project funding in 7 figures
- Majority of project funding comes from external grant driven sources

C. Summary – Lead Entities (LEs):

3 (out of 25) Lead Entities interviewed (25 in all; 3 interviewed):

1. CHEHALIS BASIN PARTNERSHIP

- Small organization on Washington's coast
- No formal structure, member organizations provide administrative support in kind
- 1 Employee (Coordinator)
- Hosts "habitat work group" - community based steering committee that reviews projects and endorses them

2. NORTH PACIFIC COAST

- Small organization on Washington's north coast
- Citizens committee – like a Board of Directors – 12 members – provides direction
  - 6 initiating members prescribed by GSRO (Tribes, City, County)
  - 6 community members (forestry, NGOs, academics, citizens)
- Technical Advisor committee (20-30) provide technical direction to support Citizen committee decisions
- 1 part-time employee
- 400K core project funding; 86K core process funding

3. UPPER COLUMBIA BASIN

- Embedded in Regional Organization
- Board of Directors – 5 members; 3 County (local government) and 2 Tribal representatives
- Funding decisions made by Technical committee & Citizens committee for endorsement by Board
- 1 employee (Coordinator)

Structure and Scope of Responsibility

- Watershed based, focused on delivery support for projects on the ground
- High Level of variability between LEs. 25 variable Lead Entities across the State created by, and enshrined in, State legislation
- Local Entities can be an ENGO, Tribe, or local government
- Different Lead Entities have different priorities and approaches to restoration
- All have a mechanism for assessing and prioritizing funding proposals – usually against a consensus-based prioritized restoration plan for the area or region.
    - This overarching restoration plan is key
- Roles is somewhat analogous to watershed based CSP program – recruit and distribute funds according to agreed upon plan and criteria

Links To/Communications with Other Tiers and Other Agencies/Initiatives

GSRO & REGIONAL ORGANIZATIONS

- Relationship between Local Entities and Regional Organizations varies throughout the state
    - Chehalis – 4 Lead Entities make up Board of Regional Organization which provides policy direction and overarching support (e.g. monitoring)
    - Many ROs have only 1 LE embedded in RO office
- GSRO doesn't engage with Lead Entities aside from granting and setting state priorities.
- Local Entities largely rely on Regional Organizations to represent their interests at the state level

OTHER LEAD ENTITIES

- Washington Salmon Coalition
    - Monthly business meetings with all LEs
- "All Hands" meetings
    - Quarterly more technically focused meetings including training
- Monthly learning and sharing
    - 1 hour TED talk
- Formal mentoring partnership for new LE Coordinators

WASHINGTON TRIBES

- Come to the table with technical staff to participate in habitat restoration planning/ delivery
- Engagement typically technical – not at council/political level
- Tribes members of LE Boards can bring concerns expressed back to their leadership for "G2G action"

HARVEST & HATCHERY DECISIONS

- No direct authority. Mandate of Tribes, state, and federal government
- Tribes members of LE Boards can bring concerns expressed back to their leadership for "G2G action"

HABITAT PROTECTION

- No direct mandate
- The Coastal Regional Organization is considering ways to be more effective in habitat protection roles.
- Tribes members of LE boards can bring concerns expressed back to their leadership for "G2G action"

Funding

SOURCES

- "Core" operational and project from state (and usually federal flowing through state) based on a fixed formula
- Other project funding opportunistic proposal based
    - Does not necessarily flow through LE or salmon recovery tiered system, but funders look for endorsement by LE and "fit" with restoration plan

ALLOCATION

- Operational funding
    - Fixed formula for federal/state core funding
- Project funding
    - Lead Entity provides structure (variable between entities) to select projects to be funded according to agreed upon plan and priorities
    - Funding selections recommended to RO and SRFB for approval

Staff and Core Budget

CHEHALIS EXAMPLE:

- Capacity funds (operating) – mostly State funding: 80K up from 60K
  - Modest guaranteed core funding key success factor
  - Adequate funding for half of a full-time position and operational costs. Other half funded by local partners (e.g. Local government, Tribe for top up and/or similar work)
  - Tribes and Local government contribute through administrative and fiscal management in kind
  - LE does not implement projects itself

APPENDIX 2:
A SALMON RECOVERY ECONOMY

With the Federal government's promised transition from open-net pen aquaculture, and both public and environmental demands to prevent biodiversity loss, **including half of Pacific salmon stocks in decline**, we're presented with an opportunistic time to invest our efforts and resources into an economic transition focused on the recovery of wild Pacific salmon.

The Pacific Salmon Foundation has developed a concept paper to springboard off the transition of open-net pen aquaculture and into a Salmon Recovery Economy. The vision for the Salmon Recovery Economy in British Columbia is to marshal human and financial resources combined with salmon recovery expertise to reverse the decades of decline in wild salmon populations in British Columbia.

The concept is rooted in Indigenous and community-led opportunities, mitigating job loss from the transition away from open-net pen fish farms. Based on the concept of 13 to 15 regions with hubs of salmon restoration expertise embedded within each region, the Salmon Recovery Economy has the potential to create upwards of 2,700 employment opportunities, distributed throughout B.C. with roles in remote communities.

Each region could support up to 15 teams, each team consisting of approximately one or two biologists and 8 to 10 Salmon Recovery Practitioners (SRPs).

This concept builds on a similar model that's been in operation in Washington State for more than 20 years. Based on their system, $1 million investment in watershed restoration generates 15-33 new or sustained jobs and has been shown to create $2.2 million to $2.5 million in total economic activity.

Initiated as a 5-year plan, the Salmon Recovery Economy concept is designed to have enduring support through a Fund for Permanence structure, modeled after the Great Bear Rainforest.

At the heart of this concept is a shared desire to invest in salmon, to invest in their future and everything they uphold in our society and ecosystem.

When we invest in wild salmon, we invest in people and a healthier environment that supports economic growth in the billionS.

APPENDIX 3:
FIRST NATION FISHERIES COUNCIL REGIONS

PACIFIC SALMON FOUNDATION
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