

**Report on Proceedings**  
**FRASER SALMON ROADMAP WORKSHOP**  
**March 21 & 22, 2011 • Prince George Native Friendship Centre • Prince George, BC**

**Welcome to the Territory – Frank Frederick Sr., Lheidli Tenneh Elder**

**Delaney & Associates Facilitation Team:** Marcel Shepert, Donald Golob, Bergen Amren, Richard Delaney

The following is a summary of selected items from the March 21 & 22, 2011 Fraser Salmon Roadmap Workshop provided by the facilitation team to support focussed within First Nation communities and organizations, and within DFO, in a way that moves the decision-making process forward. It is also one of the planning tools for the Fraser Salmon Roadmap Planning Group (FSRPG) and facilitation team to track tasks, progress on action items and accomplishments on the path toward the 2011-12 Fraser Salmon Roadmap Process goal: *to establish an adaptive framework, and organizational readiness, for First Nations in the Fraser River Basin and DFO to engage in structured and coordinated arrangements for the collaborative management of the Fraser salmon fishery.*

**The main results of the workshop process have been grouped into three categories:**

- A. Accomplishments / Progress to date
- B. Current Action Items
- C. Further ideas from Roadmap Workshop participants

**This document also includes:**

- Workshop agenda
- Workshop attendance list; Fraser Salmon Roadmap Process (hereafter referred to as the Roadmap Process) administration & management
- Tier 1 organizations concerned with Fraser salmon flip chart list produced at the workshop

**Other related documents can be found** on the Fraser River Aboriginal Fisheries Secretariat's website:

<http://www.frafs.ca/?q=node/53>

- The full set of minutes of the workshop
- Pat Matthew's introductory PowerPoint presentation on progress and key issues that need attention (from his experience with the Roadmap process to date).
- Barry Rosenberger's PowerPoint presentation on DFO's commitment and a vision for a collaborative approach for development of a co-management arrangement with First Nations engaged in the Roadmap Process.

**A. Accomplishments / Progress to date**

1. A schedule for Roadmap Workshops in 2011-2012 has been established
  - a. March 21-22, 2011: Prince George
  - b. June 22-23, 2011: Campbell River
  - c. October 12-13, 2011: Chase, B.C.
  - d. December 6-7, 2011: Richmond, B.C.
  - e. February 8-9, 2011: Chilliwack, B.C.
2. A funded facilitation process has been put in place. Pacific Integrated Commercial Fisheries Initiative (PICFI) Co-management funding is provided by DFO to support the Roadmap process, which is being administered by Neil Todd through the Fraser River Aboriginal Fisheries Secretariat (FRAFS) and coordinated by the Fraser Salmon Roadmap Planning Group [see attached membership list]
3. Many First Nations organizations are committed to move forward and support development of collaborative management arrangements while others are still not participating in the Roadmap process—some apparently because of insufficient funds to attend.

4. A list of the Tier 1 organizations that should be included in the Roadmap process was developed. The list includes First Nation groups that already exist or are in the process of being established.
5. Selected points from DFO representatives Barry Rosenberger & Barry Huber highlights openness to engage
  - a. The Roadmap process will allow DFO to be more explicit about recognizing aboriginal rights.
  - b. DFO wishes to develop an approach to collaborative management arrangements (sometimes referred to as a co-management or joint management agreements) with First Nations, including arrangements (agreement) related to the management of Fraser salmon.
  - c. DFO is committed to the goal of jointly building a collaborative management process with First Nations that includes a vision, objectives, roles and responsibilities, clear outcomes, as well as a defined process and strategic plan.
  - d. DFO is willing to take steps to build trust (e.g. outline commitment to the Roadmap process in writing, etc.) and is mindful about First Nations issues of lack of trust and power imbalance, as well as title and rights issues, which all have implications for the Roadmap process.

### B. Current Action Items

Roadmap discussions followed a structured agenda (attached) which produced many ideas and suggestions. Drawing on the meeting minutes and flip chart documentation, the facilitation team (Marcel Shepert, Donald Golob, Bergen Amren and Richard Delaney) has identified a number of those ideas and suggestions that could be framed as action items for immediate attention. The table below will enable the FSRPG and Facilitation Team to decide how to approach each item (breaking them down into more manageable pieces or grouping them), who should be on lead for each and how to prioritize the list of actions to best move the Roadmap Process forward.

This list is also a source of agenda items for local discussions among participants and First Nations community members who could not attend the workshop and should help focus ongoing contributions between workshops.

| ACTION ITEM   | LEAD/ TEAM   | DUE/TIMING |
|---|--|------------|
| 1. Start building the Roadmap with work that has already been done: Review Julie Gardner's Report (key themes, limitations, opportunities) and history on the Fraser (e.g. ITFT, IIFC, Intertribal MOU, 1993 FIRST NATION/DFO watershed agreement,; Look at the watershed agreement from 1993, precursor MOU, and other relevant agreements/documents to find parts that are still relevant today, and identify problem areas that could be refined in order to build an agreement that will last (Delaney and Associates/FSRPG |  |            |
| 2. Develop a format or template: a list of the various considerations for reaching collaborative management arrangements (and sub-agreements) (i.e. what section headings and sub-headings need to be in any such agreement?)   |  |            |
| 3. Vision of collaborative management: for the next Roadmap workshop both parties bring a framework of their vision for the process. This includes the need to acknowledge DFO's and First Nations views on collaborative management within First Nations and between First Nations and DFO   | FSRPG to begin this; then include in June Workshop |            |
| 4. Get communities involved in the discussion: FIRST NATION will go back to their respective communities and find out what they want to see in an agreement between First Nations and DFO, and bring that information back to the workshop in June (to be reconciled among First Nations). From that, will create a draft plan that First Nations can present to DFO.   |  |            |
| 5. SFC and ONA have each developed an example framework of issues in their territories; they will share with the group.   |  |            |
| 6. First Nations need to develop a process for allocating FSC needs in times  |  |            |

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| of scarcity—is this a separate component for strategic planning or does a broader strategic plan for Tier 1 organization come first?   |                 |  |
| 7. The FSRPG will meet with the Co-management Working Group of the FNFC and ITO before the next Roadmap workshop to discuss the coordination of approaches to developing collaborative arrangements.   | Deana arranging |  |
| 8. Implement a process for tracking and reporting the progress of the Roadmap process  | Delaney         |  |
| 9. Review the FNFC ‘Snapshot’ report; fill in any missing information for all the Tier 1 organizations collected during the breakout sessions and pursue any others that may have been omitted inadvertently. [draft list of Tier 1 organizations attached]  |                 |  |
| 10. Consider how the FSR process could use the co-management matrix tool developed by FNFC to help identify what activities should take place at what scale. The tasks outlined in the matrix could be a starting point for determining tasks to be included in an agreement with DFO (e.g. stock assessment, access and allocation, monitoring).  |                 |  |
| 11. DFO offered to draft a document that provides an overview of the Roadmap process (Foundation Document) and what we’re striving to achieve to support communication about the process with political leaders. It will include questions to be answered at the community level—e.g. <i>Do you support the Roadmap process in principle?</i> ). The FSRPG will review the draft once it is completed.   | DFO - Corey     |  |
| 12. DFO should identify (from a Departmental / Government of Canada perspective) those aspects of salmon management that are potentially “on the table” so to speak, within respect to a co-management agreement with First Nations regarding Fraser salmon (e.g. what types of decisions and activities can form part of a co-management agreement, where might we apply “shared decision-making”, which functions might be delegated to First Nations, etc.). This will provide a starting point for more specific discussions with First Nations regarding the scope of a co-management agreement, what is envisioned by “co-management” in the context of this agreement, etc. |                 |  |
| 13. Preparing for Tier 1 political engagement and decision-making with respect to entering collaborative fisheries management arrangements requires clear definitions of “political involvement” and “levels of authority”; and the roles of participants as “representatives”, “advisors” or “observers”  |                 |  |
| 14. There needs to be a Tier 1 governance structure and/or mandated process to enable First Nations of the Fraser Basin and approach rights holders to connect with DFO decision makers. First Nations might benefit from a strategic plan to achieve this. It was suggested that a mandated political process is needed in order to have proper ratification and endorsement of the co-management process as it moves forward.  |                 |  |
| 15. First Nations participation/voices in Roadmap Workshop Process: a plan is needed to address the need for increased participation/engagement of First Nation’s political leaders; representatives of unaligned communities who may not have the funds to attend workshops; and a way of listening to Elders about how the fishery should be managed (reinvigorate the traditional management system (acknowledge ATK/TEK)   |                 |  |
| <b>16. Communication actions</b>   |                 |  |
| a. The FSRPG will work on developing a communications plan.  |                 |  |

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| b. A summary report will be produced after each Roadmap workshop (this report); posted on the FRAFS website and distributed via email.  | Delaney;<br>FSRPG |  |
| c. Letters of invitation to the Roadmap should be addressed not only to political leaders and all levels of authority but to all fisheries staff and interested Fraser River and Approach FIRST NATION (process should be inclusive not exclusive). |                   |  |
| d. Need a coordinated process for bringing community level concerns to DFO.   |                   |  |
| e. Need to get the Roadmap process on the agendas of every Tier 1 organization [BH: support inclusiveness, communications, and coordination?]   |                   |  |
| f. Is it feasible to have a person [DFO along with a First Nations rep?] travel to communities to talk about co-management, and about the Roadmap process?  |                   |  |

### C. Further ideas from Roadmap Workshop participants

Roadmap Workshop participants also offered the following ideas on the content and process for achieving collaborative management arrangements

1. The foundation for collaboration / co-management will be built upon a vision statement with agreed-to principles and outcomes, clearly stated roles and responsibilities, appropriate governance and representative structures for First Nations and DFO, capacity, and accountability.
2. First Nations decision making responsibility and accountability will vary depending on the fishery, activity, type of decision, and scale (local, regional, province-wide, etc.).
3. Priority access needs to be recognized by DFO (e.g. when a conservation concern is identified and First Nations stop fishing, they expect DFO to close those fisheries that impact the stock(s) of concern to other sectors).
4. Small joint initiatives between First Nations and DFO (e.g., First Nations taking over [BH: First Nations assuming more responsibility for] stock assessment or catch monitoring) could serve as a starting point for collaborative / co-management (start from the bottom and work up to larger scale initiatives).
5. First Nations believe that the recreational and commercial lobbies have more influence on DFO decision-making than do First Nations. There needs to be transparent mechanisms that achieve a balance of power that is consistent with aboriginal rights.
6. If decisions are made collectively, First Nations and DFO will be collectively and mutually accountable for those decisions.
7. There is a continuum of levels of engagement for collaboration. The levels of decision-making, responsibility and accountability increase from a low level to a higher level and was presented by DFO as five levels: *information*, *consultation*, *collaborative decision making*, *delegation*, and *decision authority*. DFO suggested that the level of First Nations decision-making relative to fisheries management, in the above context, will vary, depending on the type of decision.
8. Use the current Tier 1 processes (e.g. IMAWG, LFFA, UFFCA, FRAFS, FNFC [BH: FRAFS Executive Committee is currently bi-lateral, was this meant to be ITO?]) to move the Roadmap process forward. Essential features of a collaborative approach / co-management agreement:
9. [Agreement?] Based on mutual respect for each other's authority rights, entitlements, duties, and obligations
10. Must be adaptive over time (allow new groups to sign on – ref: Maori example)
11. Not necessarily built all at once, but broken down into components, e.g. technical, policy, etc.); implementation (includes other post-implementation items, e.g. conflict resolution).
12. Decisions will occur at different scales (not all issues at this table, e.g. local issues at the local level).

**AGENDA:****Day 1: Monday, March 21, 2011 (morning Tier 2, afternoon Tier 1)****MORNING (Tier 2 – First Nations and DFO)**

- 8:30 am Meeting room open, coffee and snacks
- 9:00 am Welcome and Opening Prayer, introductions
- 9:30 am Workshop purpose, desired outcome, agenda, structure, protocols  
Introduction to and update on the Roadmap process
- 10:30 am Break
- 10:45 am Joint First Nations/DFO management framework discussion  
What DFO sees as necessary steps to move forward on joint decision making
- 12:00 pm Joint lunch (First Nations and DFO)

**AFTERNOON (Tier 1 – First Nations only)**

- 12:45 pm First Nations reconvene
- 1:00 pm A Tier 1 Organization – What is needed and how do we achieve it?
- 2:00 pm Break
- 2:15 pm Tier 1 Organization discussion continues
- 3:00 pm Break
- 3:15 pm Summary of the day and comments from participants
- 3:45 pm Evaluation of the day
- 3:55 pm Closing comments and outline of Day 2
- 4:00 pm Day 1 ends

**Day 2: Tuesday, March 22, 2011 (morning Tier 1, afternoon Tier 2)****MORNING (Tier 1 – First Nations only)**

- 8:30 am Meeting room open, coffee and snacks
- 9:00 am Welcome, introductions, brief review of Day 1 and outline of Day 2
- 9:15 am A Tier 1 Organization – What is needed and how do we achieve it?
- 10:30 am Break
- 10:45 am Roadmap Process Communications – What is needed and how do we achieve it?

**AFTERNOON (Tier 2 – First Nations and DFO)**

- 12:00 pm Joint lunch (First Nations and DFO)
- 12:45 pm First Nations and DFO reconvene
- 1:00 pm Review of workshop achievements and commitments  
Outline of next steps arising from the workshop, responsibilities, and timelines  
Confirmation of details for next workshop
- 1:45 pm Evaluation of the day
- 1:55 pm Closing comments
- 2:00 pm Day 2 ends; end of workshop

### Fraser Salmon Roadmap Process

**Funding and administration:** Core funding is provided by DFO (PICFI Co-management administered by NTA/ Neil Todd, Operations Manager and Fraser River Aboriginal Fisheries Secretariat, In addition other First Nations organizations receive funding from DFO's Aboriginal Fisheries Strategy and Aboriginal Aquatic Resource and Oceans Management programs that is used to broad based participation.

**Management:** Management of the Fraser Salmon Roadmap Process is guided by the Fraser Salmon Roadmap Planning Group - FSRPG consisting of six representatives (a lead and alternate) appointed by the First Nation's Fisheries Council, FRAFS and Island Marine Aquatic Working Group and two representatives of the Department of Fisheries and Oceans Canada:

FSRPG Appointed Representatives FRAFS: Lead-Pat Matthew, Secwepemc Fisheries Commission & Alternate-Murray Ned, Lower Fraser Fisheries Alliance/Sto:lo T.C.

FNFC: Lead-Ken Malloway & Alternate-Deana Machin, First Nations Fisheries Council

IMAWG: Lead-Tony Roberts Jr., A-tlegay/Campbell River Band & alternate-Susan Anderson-Behn, First Nations Island Marine Aquatic Fisheries Coordination

DFO: Lead- Barry Huber & alternate- Corey Jackson

Recorder: Aimee Arsenault, Fraser River Aboriginal Fisheries Sec

### Attendance at March 21<sup>st</sup>-22<sup>nd</sup> 2011 Roadmap Workshop in Prince George

| Facilitation team: Marcel Shepert, Donald Golob, Bergen Amren, Richard Delaney (Delaney and Associates) |  |  |
|---|--|--|
|   | First Nations Representatives  | Dept of Fisheries and Oceans Canada - DFO  |
| <b>Fraser Salmon Roadmap Planning Group (FSRPG)</b>   | <ul style="list-style-type: none"> <li>• Pat Matthew, Secwepemc Fisheries Commission</li> <li>• Murray Ned, Lower Fraser Fisheries Alliance/Sto:lo T.C.</li> <li>• Deana Machin, First Nations Fisheries Council</li> <li>• Tony Roberts Jr., A-tlegay/Campbell River Band</li> <li>• Ken Malloway, Fraser River Aboriginal Fisheries Sec.</li> <li>• Susan Anderson-Behn, First Nations Island Marine Aquatic Fisheries Coordination - IMAWG</li> <li>• Recorder: Aimee Arsenault, Fraser River Aboriginal Fisheries Sec</li> </ul>   | <ul style="list-style-type: none"> <li>• Corey Jackson, (DFO)</li> <li>• Barry Huber, (DFO)</li> </ul>   |
| <b>First Nations Communities &amp; Organizations</b>  | <ol style="list-style-type: none"> <li>1. Simon Smith Jr., Tsartlip First Nation</li> <li>2. Stuart Alec, Nazko First Nation</li> <li>3. Brian Wadhams, Mugamagw Tsawataineuk T.C.</li> <li>4. Greg Wadhams, Namgis First Nation</li> <li>5. Jerry Alfred, Namgis First Nation</li> <li>6. Ray Silvey, Island Marine Approach Working Group</li> <li>7. Dan Claxton, Tsawout First Nation</li> <li>8. Joe Planes, Tsouke First Nation</li> <li>9. Mike Jimmie, Sto:lo Nation</li> <li>10. Jim Webb, Carrier Sekani Tribal Council</li> <li>11. Kirby Johnnie, Tl'az'ten First Nation</li> <li>12. Robert Hope, Yale First Nation</li> <li>13. Andrew Meshue, Williams Lake Indian Band</li> <li>14. David Loewen, Takla Lake First Nation</li> </ol> | <ul style="list-style-type: none"> <li>• Adrian Wall, (DFO)</li> <li>• Diana Trager, (DFO)</li> <li>• Terri Bonnet, (DFO)</li> <li>• Gerry Kelly, (DFO)</li> <li>• Barry Rosenberger, (DFO)</li> </ul> |

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|  | 15. Christina Ciesielski, Carrier Sekani Tribal Council<br>16. Darrell Williams, Skway First Nation<br>17. Pete Erickson, Nakazdli First Nation<br>18. Frank Frederick Sr., Lheidli Tenneh First Nation |  |
|--|---|--|

**Tier 1 organizations identified by workshop participants: (from flip charts)**

First Nations Communities  
Central Coast (4 First Nations)  
Nuu-chah-nulth Tribal Council  
A-Tlegay Fisheries  
MTMMS (AAROM Marine) - Musgamagw Territorial Marine Management Society  
H-ICC (6 First Nations) – (Hul'Quim'num Interim Coordinating Committee)

South Island  
IMAWG (Island Marine Aquatic Working Group)  
PNCIMA (Pacific North Coast Integrated Management Area)  
South Salish Sea

UFFCA (tech support, upper Fraser) (Upper Fraser Fisheries Conservation Alliance)  
CSTC/NSTC/CTC/TNG (tech support/political/sub-regional) – (Carrier Sekani Tribal Council, Northern Shuswap Tribal Council, Chilcotin Tribal Council, Tsilhqot'in National Government)  
ITO – political (Intertribal Treaty Organization)  
FRAFS (tech support, watershed) (Fraser River Aboriginal Fisheries Secretariat) [Bi-lateral Executive Committee]  
Lower Fraser Fisheries Alliance (29 communities, mouth of river to Yale, close to finalization)  
Communities/FIRST NATION bands (political)  
Tribal Councils (tech/political)  
Some independent bands (no tribal council or aggregates)

Provincial orgs – First Nations Summit, UBCIC, BC FIRST NATION (Union of BC Indian Chiefs, BC Assembly of FIRST NATION)  
PNCIMA – tier 3 marine planning process  
ITO – political process (Tier 1) – 4 or 5 signatories for Fraser watershed  
FNFC – 14 regions – council appointees (First Nations Fisheries Council)  
TNG (Tsilhqot'in National Government)  
NSTQ (Northern Shuswap Te Qelmucw – treaty society)  
NTA (Nicola Tribal association)  
NNTC (Nlaka'pamux Nation Tribal Council)  
ONA (Okanagan Nation Alliance)  
SFC (Secwepemc Fisheries Commission)