HABITAT CONSERVATION AND STEWARDSHIP PROGRAM

50 LESSONS LEARNED

50 Lessons Learned
Final Report for the Habitat Conservation and Stewardship Program

March 2003

Prepared for: Habitat and Enhancement Branch,
Fisheries & Oceans Canada – Pacific Region

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This document is also available on the Internet
(see: http://www-heb.pac.dfo-mpo.gc.ca/community/hcsp_e.htm)

TABLE OF CONTENTS

List of Acronyms

AC	Area Coordinator
AGM	Area General Meeting
BCCA	B.C. Cattlemen's Association
BMP	Best Management Practice
CA	DFO Community Advisor
CP	Community Partner
C&P	DFO Conservation and Protection Branch
DFO	Department of Fisheries and Oceans
DIAND	Department of Indian and Northern Development
DOJ	Department of Justice
FRAP	Fraser River Action Plan
FRBC	Forest Renewal B.C.
FsRBC	Fisheries Renewal B.C.
G&C	Grants and Contributions
HA	Habitat Auxiliary
HADD	Harmful Alteration, Disruption or Destruction
HCSP	Habitat Conservation and Stewardship Program
HEB	Habitat and Enhancement Branch
HFO	Habitat Fishery Officer
HM	Habitat Management
HS	Habitat Steward
IC	Implementation Committee
JMT	Joint Management Team
LRMP	Land Resource Management Planning
MRS	Management Reporting System
MTM	Mid-term Meeting
MLWAP	Ministry of Land, Water and Air Protection
NGO	Non-governmental Organization
NHQ	DFO National Headquarters
NRMB	Nimpkish Resource Management Board
OC	Operations Committee
OCP	Official Community Plan
O&M	Operations and Maintenance
PIP	Public Involvement Program
PR	Public Relations
RHQ	DFO Regional Headquarters
ROS	Regional Orientation Session
SC	Stewardship Coordinator
SEP	Salmon Enhancement Program
STSS	South Thompson Settlement Strategy
TBS	Treasury Board Submission
WCVI	West Coast Vancouver Island
WFSP	Watershed-based Fish Sustainability Planning

*50 L*ESSONS *L*EARNED

Habitat Conservation and Stewardship Program

1.0. Background

The Habitat Conservation and Stewardship Program (HCSP/the Program) was developed to represent a new style of resource management for the Department of Fisheries and Oceans (DFO) – Pacific Region. HCSP focused on providing funding to hire people to work within local communities to protect fish habitat rather than on funding capital projects. The five-year Program was implemented based on identified needs, opportunities and priorities in specific geographical areas.

HCSP's vision was based on a desire to:

> *Establish partnerships to enhance habitat protection and*
> *expand community capacity to steward fish habitat resources.*

The Program was guided by the following principles:

- Strategic delivery in priority areas including watersheds and marine zones.
- Scientific and technical information exchange with stakeholders.
- Local design and delivery.
- Building of long-term community stewardship capacity.
- Clear linkages with existing and effective habitat protection programs.
- Communication across governments, First Nations, industry and communities.
- Adaptability to local opportunities, abilities and fish benefits.

The Program sought to fulfil the following objectives:

- Incorporate fish habitat protection requirements into local land and water use plans.
- Increase public and stakeholder awareness of fish habitat requirements.
- Improve habitat mapping and inventory data required for land management and resource planning.
- Increase local stream surveillance and monitoring.
- Improve compliance monitoring of development projects.
- Provide technical information, advice and support to partners and communities.
- Pilot the development of watershed management plans for several priority watersheds.
- Enhance and restore habitats as part of watershed management plans.
- Increase community responsibility for watershed management.

The Program was managed under the following structure:

HCSP was managed and delivered across British Columbia and the Yukon primarily through a Program Manager, Habitat and Enhancement Branch (HEB) Area Chiefs, seven Area Coordinators (AC – one per management area), a Steering Committee, an Operations Committee (OC)[1] and DFO Regional Headquarters (RHQ) support staff.

To meet the diverse needs of communities, four types of positions collectively known as "stewards" were developed and subsequently funded through HCSP: Stewardship Coordinator (SC), Habitat Steward (HS), Habitat Auxiliary (HA) and Habitat Fishery Officer (HFO). HA and HFO positions were employed by DFO, while SC and HS positions were employed by Community Partners. Over 100 stewards were hired through HCSP. Key types of participants in HCSP and their main responsibilities are summarized in Appendix 1.

Community Partner (CP) organizations were also an integral and important part of HCSP delivery. With program funding, they employed SCs or HSs. Roundtables, First Nations, local government, non-governmental organizations (NGOs) and other organizations served as partners. The Program was intended to build on existing community and administrative structures and to avoid duplication of effort. Therefore, selection of CPs was based, in part, on the recommendations from a Regional public forum that was held in January 1999[2] and public consultations in 21 different communities. Area Coordinators used their best professional judgement and information from these meetings to select CPs.

2.0. Objectives and Organization of this Report

The objectives of this Report are to:

- Identify best practices or Lessons Learned from HCSP.
- Identify those elements of HCSP that worked well and those that did not in order to make any future DFO community-based fish habitat stewardship initiatives more effective.
- Examine the HCSP model based on existing evidence.
- Identify challenges and potential pitfalls involved in establishing and maintaining a community-based fish habitat conservation, stewardship and protection program.

A **Lesson Learned** is knowledge or understanding gained by experience that is captured and shared. The experience or observation may be either positive or negative. Successes are sources

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[1] Initially, an Implementation Committee was created to help adaptively manage the Program, ensure Regional consistency in Program delivery and facilitate communication across Areas. During the third year of the Program, the name of the Implementation Committee was changed to the Operations Committee (OC). The name was changed to reflect the fact that the Committee was focusing more on the ongoing operations of HCSP as opposed to Program start-up and implementation. In this document, when the term OC is used, it refers to both the OC and the Implementation Committee.

[2] The "Forum provided a critical opportunity for governments, stakeholder groups and communities to come together and contribute their experience and expertise towards a common goal of improved fisheries habitat planning and management. It provided an opportunity for detailed discussions of expanding the role of First Nations, stakeholders and communities in shared decision-making through regional boards or similar bodies. It also provided an opportunity to develop recommendations on how best to deploy and utilize Habitat Auxiliaries and Stewardship Coordinators in each Area of the Pacific region, and define their role." (Dovetail Consulting, 1999.)
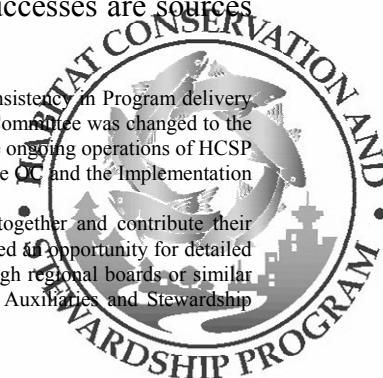
of Lessons Learned. However, a Lesson Learned may also be an adverse work practice or experience that is disclosed to avoid recurrence. These Lessons Learned do not represent failures on the part of their initiatives. A Lesson Learned does not have to provide advice. Well-written Lessons Learned communicate experiences that can be used to improve efficiency and effectiveness of programs by:

- Transferring knowledge from one program to another.
- Preventing the recurrence of errors and improving operations.
- Capturing information for use in work planning, new project planning and future programs.
- Providing feedback and support for the continuous improvement of initiatives.

There are two main target audiences for this Report:

- DFO senior management.
- Other managers planning and undertaking community-based fish habitat stewardship, conservation or protection initiatives.

The Report is organized into four main sections:

1. Background
2. Objectives and Organization
3. Report Evaluation Methodology
4. Lessons Learned
   - Lessons Learned have been divided into four categories:
     a. HCSP Successes
     b. HCSP Principles and Objectives
     c. HCSP Program Design
        - The HCSP Program Design category is subdivided into:
          i. General Comments on Program Design
          ii. Communications and Public Relations
          iii. Vision, Goals and Objectives
          iv. Contribution Agreements
          v. Allocation of Resources
          vi. Evaluation
     d. HCSP Staff and Partners
        - The HCSP Staff and Partners category is subdivided into:
          i. Program Administration
          ii. Stewards and Contribution Agreement Holders.

The specific Lessons Learned are not listed in the order of importance.

2.1.   Evaluation Method

Information for this Report was collected through observations of core staff,[3] interviews, a review of documentation and workshops. The Program Evaluation Team made observations about the Program based on their own professional experiences and conversations about the Program with other participants, including Community Partners, DFO staff and HCSP stewards. The Team consists of Area Coordinators and RHQ staff.

Lessons Learned were also substantiated through meetings held by Area Coordinators with Community Partners, stewards and DFO staff. Area Coordinators gained insight about Community Partner impressions of the Program through discussions about steward work plans and contribution agreements.

Reviewing documentation was the major source of information for Lessons Learned. Background materials on the Program, past Program evaluations and reports, file materials and press clippings were all examined.

Workshops to evaluate HCSP were held during the HCSP Mid-term Meeting (MTM) in April 2001, and at subsequent meetings held in May 2002. During the MTM, Community Partners, stewards, DFO staff and the general public had an opportunity to provide feedback on the Program. During the May workshop, Area Coordinators, HEB Area Chiefs and other DFO staff were given an opportunity to comment on the Lessons Learned. At the May meeting, however, not all of the people involved in the original design of the Program were present due to staff turnover.

3.0.   Lessons Learned

3.1.   HCSP: Successes

The Habitat Conservation and Stewardship Program represented a *New Direction*[4] for the Department and was a new approach to resource management for DFO. As such, it is important to understand the aspects of the Program that were successful. These successes represent one of the many the legacies of the HCSP. To date, the following successes that occurred through the implementation of this new Program have been identified. This is a brief overview of some of the successes of HCSP stewards and does not account for all the specific accomplishments of each individual stewards.

Lesson 1:   *HCSP built and strengthened partnerships.*

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[3] HCSP Regional Headquarters staff, HCSP Manager, HEB Area Chiefs and HCSP Area Coordinators are considered core staff.
[4] In October 1998, the Minister of Fisheries released a discussion paper titled *A New Direction for Canada's Pacific Salmon Fisheries.* This paper outlined the broad policy principles that would guide the implementation of DFO's "new direction" for the management of Canada's Pacific salmon fisheries.

Most CPs were pleased with the way that HCSP stewards and staff interacted with and benefited their community. They felt that HCSP stewards and core staff demonstrated a strong commitment on the part of DFO to building the community's capacity to act as advocates for fish habitat protection. This new approach built on the traditional DFO programs that focus on delivering habitat rehabilitation and fish culture projects. The feelings of the community are reflected in interviews conducted for the Field Level Evaluation and in the many letters of support that community members sent to the Minister of Fisheries and Oceans Canada.

Bonaparte River restoration project
Photo by: Sean Bennett

HCSP allowed groups that did not traditionally interact with each other to come together and benefit from each other's experiences and perspectives. This was made possible, in part, by allowing Area Coordinators and CPs to work together to customize the role of the stewards to meet local needs. In other cases, the finite number of stewards in an area compelled groups that were normally competing for resources to work together in partnership through a particular steward. This also fostered the development of a network of people working together toward fish habitat stewardship.

Some Area Coordinators were successful at building partnerships with communities through the provision of technical advice and mentoring to CPs. Development and signing of contribution agreements between the Department and CPs and subsequent interactions also helped to foster trusting and respectful partnerships. For example, a successful partnership was built between DFO and the B.C. Cattlemen's Association (BCCA). The BCCA Stewardship Coordinator was successful at bringing together ranch owners and landowners on a regular basis to discuss fish habitat rehabilitation opportunities and progressive grazing plans and livestock watering techniques.

Lesson 2: HCSP fostered productive relationships with First Nations groups and individuals.

In many cases, HCSP fostered productive working relationships with and between First Nations (both at the Band level and with individuals) and emerging land claims entities[5] that improved cross-cultural awareness. HCSP Area Coordinators were able to work one-on-one with each First Nations group to develop the steward work plan in a way that recognized the group's unique

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[5] About 46 percent of stewards worked directly for or indirectly with First Nations Bands or organizations. Informal relationships between stewards and First Nations involved attending meetings and workshops, organizing events, training, supervision, providing support, sitting on committees, information sharing, capacity building, sharing projects, liaising, coordinating, consultations and facilitating meetings. The types of projects that stewards worked on and the support they provided to First Nations included: helping to develop funding and project proposals, writing letters of support, mapping, planning, education, restoration, fundraising, celebration activities, identifying habitat restoration sites and opportunities, developing protocols, fish releases, attending on-site assessments, enhancement projects, monitoring, making presentations, watershed planning, fish salvage, stream monitoring, project design and implementation, stock assessment, fish habitat research, landowner contact, and conservation and stewardship camps for youths.

Adams River Return of the Sockeye Festival, 2003
Photo by: Lisa De Goes
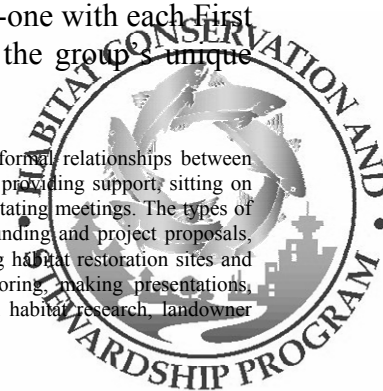
needs and circumstances. The interactive and flexible nature of work plan development also helped to create a positive environment for working with First Nations.

An example of the positive relationships developed through HCSP is demonstrated in the Lower Fraser area. In May 2001, Stewardship Coordinators drew together a wide variety of First Nations Bands, government agencies, business and community groups to form the Lillooet Watershed Council. Benefits from the creation of the Council included the following:

- Sharing of local information, knowledge and science, especially related to the proposed development of hydroelectric power generation facilities.
- Development of an inclusive group and process, with strong First Nations involvement.
- Being the catalyst for the formation of the Lillooet Fisheries Commission.
- Providing an opportunity for future joint watershed management.
- Establishment of a platform for dialogue that builds trust and understanding among stakeholders.

Lesson 3: *A proactive approach to reducing impacts to fish habitat was welcomed.*

Many CPs, especially from local government, noted that it was refreshing to have a positive relationship with DFO staff that was not based on regulation (i.e., only meeting with a DFO staff member in the context of a potential *Fisheries Act* violation). Cooperation that occurred between DFO and other stakeholders built the capacity of DFO to engage the community in proactive habitat protection. The HCSP focus on hiring people to work proactively in communities augmented the way that DFO has generally done business. It also demonstrated recognition by DFO that the Department needs to focus on changing the way people interact with the landscape.

The Bonaparte River Watershed Roundtable provides an example of where the cooperative approach to reducing impacts to fish habitat was welcomed. Initial discussions between stewards and individual landowners in the agricultural community of the Bonaparte River Valley began in 1999. Discussions allowed the landowners to raise their concerns with regard to:

- loss of land from natural river processes, frustration with the lack of support for *their* issues from government agencies, and
- their general perceptions on how a history of decisions by fisheries agencies had led to present problems.
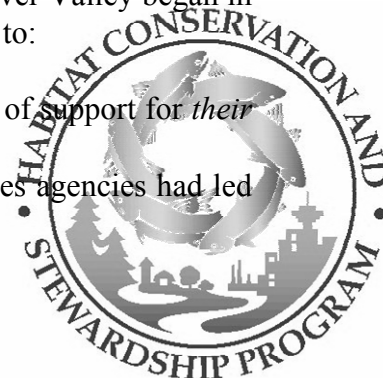
Bonaparte River riparian planting
Photo by: Sean Bennett

These interactions provided the stewards with the opportunity to talk about the merits of participating in a roundtable forum and the cooperative approach to problem solving, as well as some innovative Best Management Practices (BMPs). At the same time, the stewards were meeting with DFO and provincial agency staff to inform them of the evolving roundtable concept and the cooperative approach that the forum would encourage. All these discussions provided the opportunity for the stakeholders to build understanding and relationships among themselves and to strengthen the community's capacity to address issues affecting fish habitat. In early 2000 the community members came together and formally established the Bonaparte River Watershed Roundtable. The work of the Roundtable has led to an improved relationship between DFO and many landowners in the Bonaparte River area, and provides a forum to address issues in the Bonaparte River watershed.

Some HAs interacted proactively with industry in a way that DFO seldom had resources for in the past. For example, the HA in Terrace assessed CN Rail stream crossings for fish access blockages along the Skeena River from Kitwanga to Prince Rupert. The steward consulted with CN Rail Environmental Staff to jointly develop a priority list of sites requiring culvert placements based on the amount and quality of habitat that was not accessible. Steinhoe Creek, a stream located near Terrace, was considered the highest valued habitat lost as a result of the railway. Within days of CN replacing the culvert, fish sampling confirmed that Coho juveniles had returned to the creek. Further sampling in the spring of 2001 showed that Coho juveniles had re-colonized throughout the mainstem and off-channel habitat. Salmon are now utilizing large sections of Steinhoe Creek for the first time in 80 years. CN is committed to working through the priority list of culvert placements as part of its yearly maintenance operations.

Lesson 4: Stewards expanded community capacity to steward fish habitat resources.

In many communities, HCSP was successful at expanding community capacity as it provided funding for the hiring of staff to facilitate, coordinate and engage citizens in proactive habitat protection. The stewards helped to enhance the profile and credibility of some CP groups and broaden and strengthen their role and scope of activities. For example, HCSP made it possible for some CPs to:

- Expand their ability to move past a narrow issue focus by engaging in strategic planning.
- Help stabilize their funding base, which allowed them to take on new, "big picture" issues and projects.
- Increase their responsibilities and public visibility.

- Increase their access to information and research, including acquisition and use of computer technology (e.g., electronic communications through email, creation of habitat atlases, etc.).
- Provide good technical advice to landowners on BMPs.
- Find win/win solutions for the agricultural community and DFO that are helping to change the way that land and livestock are managed.
- Gain evaluation and assessment skills.
- Participate in forums where people got to know each other through sharing information and experiences.
- Improve their ability to complete project proposals.
- Participate in watershed management planning processes as fish habitat advocates.
- Form new stewardship groups[6] and create alliances with existing groups, as well as support existing entities.
- Expand their group's focus beyond traditional enhancement and restoration projects.[7]

HCSP contributed to people adopting a stewardship land ethic at the local level. HCSP stewards contributed to an increase in the number of people proactively protecting fish habitat and/or representing fish habitat interests in planning processes by attending various committees, planning processes, watershed councils and public meetings. For example, the Habitat Steward placed with the Fraser Basin Council to work with the Thompson Nicola Regional District (TNRD) on the South Thompson Settlement Strategy (STSS):

New Community Stewardship Centre, Quesnel, BC
Submitted by: Tracey Bond

- Collated and digitally mapped significant environmental and resource values information between Monte Creek and Little Shuswap Lake; information was obtained from various local resource experts who worked for the Ministry of Land, Water and Air Protection (MLWAP), DFO and First Nations.
- Prepared a template to facilitate the necessary amendments to Official Community Plan (OCP) and zoning bylaws.
- Provided technical, facilitator and administrative support to the TNRD with the STSS process.

Lesson 5: HCSP was delivered in new and under-serviced geographic areas to DFO.

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[6] During the life of HCSP, there were at least 64 new fish habitat stewardship groups formed in communities where stewards were located.
[7] Traditionally, restoration and enhancement have been more readily used, understood and accepted by community groups known to DFO staff than the much broader vision, principles and objectives of HCSP. This may be because restoration and enhancement have been perhaps the most significant element of DFO community fish habitat programs over the past 20 years.

HCSP allowed DFO to expand and strengthen the delivery of its programs and services throughout British Columbia and the Yukon. The Program provided wider geographical coverage than previous DFO programs. For example, Dawson City, Sooke, Gold River, Revelstoke, Castlegar, Barriere, Enderby, Lumby, Mount Currie, Waglisla and Houston are some of the communities in which stewards were located that did not have a DFO office. The increased number of people working in watersheds due to the presence of HCSP stewards heightened public awareness of negative impacts associated with land use practices on the value of fish and fish habitat.

Increasing public awareness, Revelstoke, BC
Submitted by: Chris Beers

Although HCSP was delivered more widely than past DFO programs, some Areas were better served than others. (Refer to Appendix 2 for a map of steward locations.) There were fewer HCSP resources dedicated to areas where there were no pre-existing DFO offices[8] and/or no established DFO client base. For example, the Peace and Columbia Basins, which account for about one-quarter of the province, only had 1.5 person-years (three half-time stewards) out of over 100 person-years dedicated to stewards. New programs should have clear direction and criteria for deciding where to locate stewards and resources in the design phase (i.e., criteria could be based on fish presence, strength of salmon run, large human population base, state of habitat, priority watershed, etc.).

Lesson 6: *External steward positions built bridges and enhanced communication among stakeholders.*

HCSP's external, local, community-based steward positions created an atmosphere whereby DFO staff could interact with landowners, groups and citizens that historically had been difficult to reach. Specifically, Joint Management Teams (JMTs)[9] were intended to be a mechanism to bring stewards, CPs and DFO staff together to work efficiently on issues and projects. In cases where JMTs (or a similar type of steward guidance/management body) were implemented, they helped to avoid duplication of efforts and benefited all participants. The JMTs provided an opportunity for CPs to give DFO staff feedback about landowner and stakeholder concerns and needs with respect to proactive fish habitat protection and land management. Additionally, stewards delivered messages that were consistent with DFO policy, adding credibility and support to the DFO message.

HCSP stewards were also successful at liasing with a variety of government and community agencies, as well as with conservation groups who had previously worked in isolation. By

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[8] Refer to http://www.pac.dfo-mpo.gc.ca/English/offices.htm for a listing of all DFO offices.
[9] It was recommended that a Joint Management Team be comprised of a representative of the Community Partner, the Area Coordinator and appropriate local DFO staff. This team would be involved in hiring for the SC/HS position, developing the contractual obligations, creating a detailed work plan, and completing auditing and evaluation work (Fisheries and Oceans Canada, 1999c).
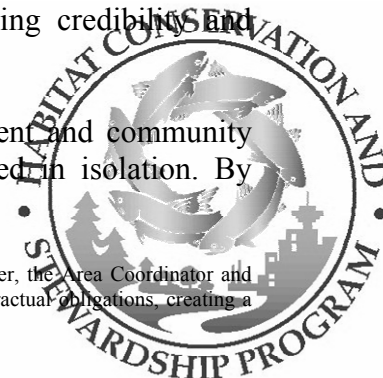
increasing regular one-to-one contact, stewards brought government issues to the community and community issues to government. By doing this, stewards enlightened some DFO staff to the benefits of having a public role in proactive habitat protection. Locating SCs and HSs with CPs in local communities increased the interaction between landowners and developers and advocates for the protection of fish habitat. For example, most HSs worked cooperatively with local government and DFO on habitat issues such as developing habitat atlases, identifying BMPs for maintenance departments or reviewing Official Community Plans (OCPs). In many cases, this helped to build a new positive relationship between DFO and local governments.

The following are three examples of how stewards were able to build bridges and enhance communication among stakeholders.

- The SC based out of the Okanagan Nation Alliance in Westbank, in conjunction with CHBC television in Kelowna, produced eight two-minute segments titled "Resource Moments" that aired on local television. The steward also produced two widely distributed newsletters, the *Watershed Weekly* and *Stewardship News*. This proactive approach allowed the media to become familiar with the SC and use her as their first contact when fisheries-related information was required on breaking news events.

- The HS in the Merritt area submitted bi-weekly articles about fish habitat, stewardship, land use interaction with habitat, and other topics to the Merritt newspaper. The local radio station, Radio NL, also regularly interviewed the HS to discuss issues of importance to the community and HCSP.

- Radio Lillooet broadcasted a steward's radio show – *Fish Talk* – that consisted of interviews with numerous individuals on topics related to fish habitat protection.

Speaking with the Media, Return of the Salmon Festival
Submitted by: Todd Cashin

Lesson 7: HCSP helped integrate stewardship into the DFO Habitat and Enhancement Branch.

HCSP brought new, highly skilled staff into the Department.[10] Stewards were motivated, innovative, well educated, and exposed to the concept of a land stewardship ethic. The interaction of stewards and CPs with DFO staff helped to further incorporate stewardship and HCSP objectives into the daily functions of some DFO staff. This was a step forward in building the capacity for DFO to deliver proactive habitat protection programs.

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[10] Fifty percent (20/40) of the HAs who have been employed through HCSP now hold indeterminate positions in DFO. Four of these positions are indeterminate HA positions. Two SCs and one HS now hold indeterminate DFO positions (September 2002).
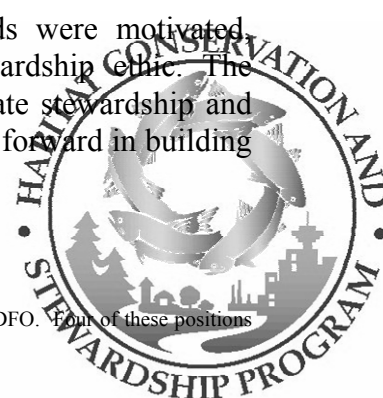
Lesson 8: *Internal DFO positions dedicated to "stewardship" helped to move the Department in a New Direction.*

HA, SC and community volunteers, Baker Creek, BC
Submitted by: Tracey Bond

There were many benefits to the HA positions. Generally, the HA position represented a blend of regulatory understanding and active stewardship. Due to the nature of the position, many HAs have a different education and skill set than current DFO staff. As a result, HAs helped the Department improve its "stewardship ethic" and focus on proactive fish habitat protection. Area staff were allowed flexibility to employ HAs in a variety of reporting arrangements and functions to address their specific needs for habitat protection. Therefore, HA roles and their success at meeting the Program vision varied greatly among Areas.

HAs tended to report to line DFO staff involved in regulatory and habitat management duties rather than to the HCSP Area Coordinators. For example, in Central Coast, HAs reported to the Conservation and Protection (C&P) Branch. This reporting structure made it difficult for ACs to ensure that HAs were meeting the vision of the Program. Project review and enforcement of the *Fisheries Act* are important DFO functions; however, they do not necessarily facilitate the HCSP vision to "establish partnerships to enhance habitat protection and expand community capacity to steward fish habitat resources."

In many cases, HA positions helped to address Habitat and Enhancement Branch's (HEB's) regulatory workload. For example, some HAs were able to monitor and improve the quality of development projects, help work on the backlog of referrals and respond to habitat infractions. By fulfilling regular A-based duties, some HAs freed up other A-based HEB field staff to gain experience in working with and being involved in community stewardship activities and planning processes, as well as participating in events to increase public awareness.

Many HAs worked proactively with the peopl[...]
Some HAs also supported external HCSP [...]
organizations by providing technical advice o[...]
services into specialized areas such as local [...]
undertake alternative, non-regulatory approache[...]
HA position in BC Interior South allowed DFO [...]
crossings within the Kamloops Forest District. [...]
not have had the time to participate in this rev[...]
Department's viewpoint would have been repr[...]
Department to educate the attending provincial [...]
More specifically, the event allowed the HA t[...]
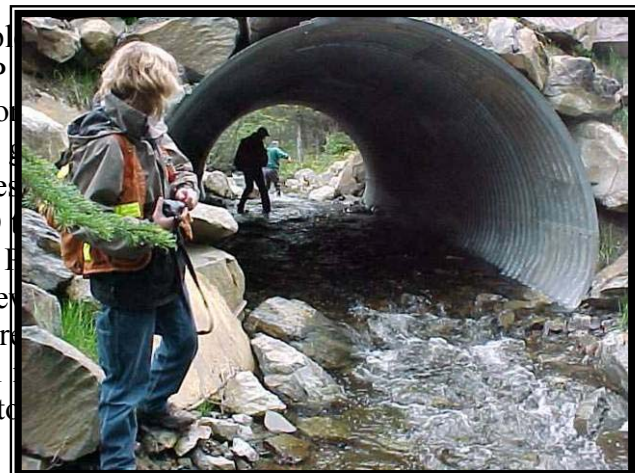
bearing streams is a Harmful Alteration, Disruption or Destruction (HADD) of fish habitat and must be treated accordingly by applying BMPs.

In many rural communities, DFO Habitat Management staff has had acrimonious relations with industry and some landowners. This is due to the regulatory function of these staff. HCSP was intended to take a non-regulatory, non-

HA conducting a culvert review, Kamloops Forest District, BC
Photo by: Phil Hallinan, WLAP

confrontational, cooperative approach to protecting fish habitat. For example, some HAs taught industry and landowners BMPs for managing the land. In some cases, however, where HAs conducted traditional A-based duties, people in the resource and development communities viewed them as regular DFO staff. This made it difficult for the non-regulatory-focused HAs to do their job, as the community could not see the difference between these HAs and those DFO staff fulfilling regulatory assignments. Thus the community was reluctant to trust and build relationships with some HAs promoting stewardship and BMPs. Enforcement/regulation and partnership building are fundamentally different approaches to protecting fish habitat.

There were a total of five Habitat Fishery Officer positions. HFOs in the Lower Fraser worked mainly with construction, sawmill/shake mill and agriculture industries, developing inspections and compliance strategies. Their role differed from the General Duty Fishery Officers in that they had the time to research and promote BMPs for the industries that they worked with and therefore could develop stronger relationships. The South Coast HFO worked with HCSP staff and NGOs to define enforcement roles, respond to local complaints, assist DFO staff with investigations and training, and develop monitoring programs.

HCSP Habitat Fishery Officer, Adams River Salmon Festival, BC
Photo by: Lisa De Goes

HFO positions proactively protected habitat through their knowledge and education of BMPs. For example, one HFO identified a potential *Fisheries Act* violation associated with an exposed manure pile near fish habitat in the Fraser Valley. The HFO educated the farmer on ways to alleviate the manure storage problem through the application of BMPs, rather than laying charges under the *Fisheries Act*. As a result of the proactive approach, manure runoff was prevented, the Department improved its relationship with the client, positive change was made to industry practices and DFO's image was improved.

A strategy for incorporating the positive components of HCSP into the way the Department fulfils its daily duties was to hire HAs into permanent DFO positions. It was hoped that DFO staff who participated in HCSP would carry forward their education, skills, experience, and the HCSP vision and objectives into their A-based positions.

3.2.   HCSP Principles and Objectives

This section outlines the successes and challenges of meeting the following HCSP principles and/or objectives:

- Pilot the development of watershed management plans for several priority watersheds.
- Incorporate fish habitat protection requirements into local land and water use plans.
- Improve habitat mapping and inventory data required for land management and resource planning.
- Enhance and restore habitats as part of watershed management plans.
- Increase local stream surveillance and monitoring.
- Adapt to local opportunities, abilities and fish benefits.
- Improve compliance monitoring of development projects.

Planning Exercise, Prince George, BC
Photo by: Laura Grafton

Lesson 9:   *Program participants must understand land and water use planning.*

Some HCSP stewards increased community and DFO participation in land and water use planning processes[11] and in some cases, even identified planning processes of which DFO staff was unaware. In situations where the steward was knowledgeable about planning, the process was more likely to be successful. For example, the HS in Campbell River participated in the Joint Planning/Engineering Services Development Review Committee to evaluate development issues; review development permit applications and district initiatives; and inform the committee on current international and national environmental policies, programs and trends that relate to district development issues. This steward also helped to develop a Greenways Plan that identified opportunities for the new Provi____ ___ _____ _____ _____ __ __ _____ into the OCP development guidelines, and ____ the plan. The stewards in the Yukon partic____ on Yukon land use, fish and wildlife ma____ fishery management (salmon), Canadian su____

Many HCSP stewards and CPs in B.C. are ____ of past experiences (e.g., Land Resource ____ processes felt that, despite considerable ti____ incorporated into final plans. Therefore, ____

Habitat Steward Planning Workshop, Whitehorse, Yukon
Submitted by: Al von Finster

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[11] For example, 15 stewards participated in the Watershed-ba____ occurring in 12 different watersheds.

planning processes where their input will be meaningful. In general, "meaningful" processes have full stakeholder participation, neutral third party facilitation, adequate information and resources, and legal sanction, use ecosystem[12] and watershed management principles[13], and so forth. In the absence of legislated planning processes and/or government leadership, the community may consider initiating the development of watershed planning processes. However, since planning processes are time consuming and expensive, it is unreasonable to expect volunteers and community groups to lead these processes without adequate support.

DFO staff also is hesitant and ill-equipped to participate in watershed planning processes. The Pacific Region Oceans and Land-use Planning section currently lacks professional planners.[14] The lack of formal planning expertise has led to confusion about planning terminology, processes and types of plans. Furthermore, the Department often engages in planning processes from a "*Fisheries Act* perspective" (i.e., DFO strives to place prescriptions on land-based activities that directly impact fish habitat). When fish habitat issues are not given priority in planning processes, there has been a tendency for DFO staff to withdraw from or be disappointed by the planning process.

Lesson 10: *Program participants need realistic expectations about planning processes.*

When engaging in planning processes, participants need realistic expectations about what they hope to achieve. Watershed planning was directly identified in five of nine HCSP objectives. During the course of HCSP, many stewards participated in various types of planning process. To date, no comprehensive watershed management plans have been implemented. Some factors that contributed to the lack of completed watershed plans include:

- Planning processes require a long-term commitment. Most planning processes have a five- to seven-year window for completion and an unlimited timeline on delivery. Stewards were hired, however, for a maximum of four years.
- Although the Province of B.C. has constitutional jurisdiction over Crown land (about 93 percent of the province), there are no legislated watershed planning processes in the Pacific Region. To address land management, the province has numerous legislated planning processes, e.g., LRMPs and Forest Development Plans.
- DFO has very little legislated power to direct land use planning processes.

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[12] Ecosystem-based management principles include the following: sustainable societies and economies depend on functioning ecosystems; maintaining functioning ecosystems requires an understanding of the ecosystem's structure, function, composition, scale and natural changes; engage local communities and incorporate local knowledge in establishing decision-making processes and in planning land use management; conserve all native species and their habitats within the range of natural variability; protect hydroriparian areas and functions; focus primarily on what is retained rather than on what is removed; and acknowledge uncertainty and monitor the ecological consequences of forest practices (Drever, 2000).

[13] Sustainable watershed management principles include the following: integrated resource management that links water quality and quantity and the management of other resources, recognizing hydrological, ecological, social and institutional systems, as well as the importance of watershed and aquifer boundaries; water conservation and the protection of water quality by recognizing the value and limits of water resources and the cost of providing water, acknowledging both consumptive and non-consumptive values, and balancing education, market forces and regulatory systems; and the resolution of water management issues by planning, monitoring, researching, consulting, negotiating for consensus, and ensuring accountability through open communication, education and public access to information (Heathcote, 1998).

[14] Planning, like biology and engineering, is a recognized scientific field. Professional planners are trained in planning techniques. Refer to the website for the Canadian Institute of Planners for more information at http://www.cip-icu.ca/.
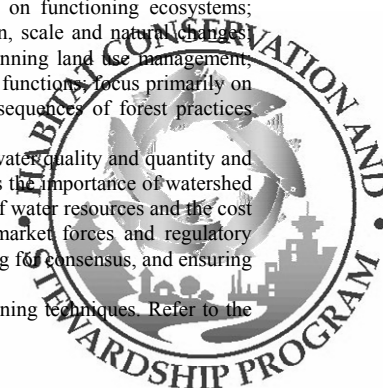
- It was overly optimistic to expect HCSP stewards to successfully motivate and galvanize the necessary stakeholders to complete watershed management plans in such a short timeframe.
- Many CPs, stewards and DFO staff are reluctant to engage in land use planning because of their past negative experiences with other planning processes.
- Some HCSP participants lacked the proper skill set and/or experience to facilitate planning processes or participate in a meaningful fashion.

HCSP attempted to support stewards and CPs in participating effectively in planning processes by offering a variety of planning workshops and developing the *BC Guide to Watershed Law and Planning* website (http://www.bcwatersheds.org/issues/water/bcgwlp/). However, a higher level of support was needed to help stewards and CPs successfully engage in these processes.

Lesson 11: *Ensure participants undertake habitat mapping, inventory and assessment with a clear objective and in support of habitat protection.*

Scientific and technical information is absolutely essential to help make informed decisions. All mapping, inventory and assessment materials should be collected in a standard and widely accepted format and be readily accessible. Therefore, one HCSP objective was to "Improve habitat mapping and inventory data required for land management and resource planning." A number of HCSP stewards helped to increase the amount of sound technical information collected for use in habitat protection via various planning processes.

The District of Central Okanagan HS provides an example of how a steward undertook habitat mapping and inventory in support of habitat protection. The project identified, inventoried and mapped all sensitive and critical riparian habitats of the low- to mid-elevation areas within the Regional District of Central Okanagan. The inventory work also complemented the Sensitive Ecosystem Inventory being completed by the Regional District's Planning Department and the subsequent Sensitive Ecosystem Atlas. The project allowed for the establishment of priorities for habitat protection in consultation with DFO, the province and local governments within the Central Okanagan. It also assisted local

Electro-fishing, Kelowna area, BC
Submitted by: Todd Cashin

governments in the development of detailed and rigorous riparian protection policies, standards and procedures where they were lacking. Awareness was raised regarding the need for the protection of aquatic habitat among a range of interested stakeholders, including local government officials and members of the development community.
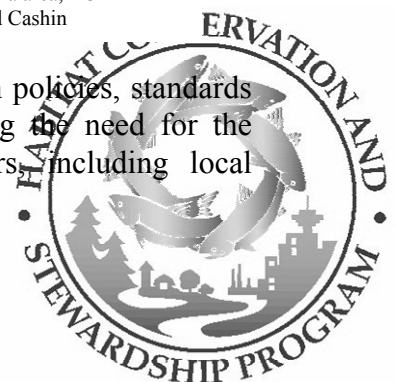
Lesson 12: Use watershed management plans to direct restoration and enhancement activities.

Norkam Restoration Project, Thompson River, BC
Submitted by: Shaun Clough

Restoration and enhancement work can be a useful tool in the rehabilitation of fish habitat and populations when conducted as part of a watershed management plan. Many restoration projects were completed throughout the course of HCSP; however, their intended benefits were not always realized. For example, an SC helped to develop a stream restoration site assessment procedure[15] that revealed some shortcomings in a sample of 50 restoration projects completed in the Thompson River Watershed.[16] Few of the restoration project sites examined were monitored and assessed to track the effectiveness of the restoration. Furthermore, most of the restoration project sites that were examined were not maintained after the original project was completed; this led to the failure of streambank planted materials, reversal of soil erosion protection measures, etc. It was also apparent that many of the landowners and leaseholders did not make the necessary changes to their land use practices to protect habitat after the restoration projects were completed. Despite these and similar types of findings, many people continue to work on restoration and enhancement projects in the absence of watershed plans. This may be because many people do not see the merit of developing watershed management plans as a way to protect fish habitat, but instead wish to "get their boots wet" by focusing on restoration and enhancement projects.

Some HCSP participants questioned the validity of restoration and enhancement as HCSP objectives because the long-term vision for any proactive habitat conservation and protection program should be to eliminate the need for habitat restoration. Many Program participants felt that the only way to guarantee habitat for fish is to ensure that the habitat is not degraded in the first place. Furthermore, growing scientific literature and public opinion indicate that restoration and enhancement[17] alone do not ensure sustainable fish populations (Rosenau and Angelo, 2001).

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[15] "Stream Restoration Site Assessment Procedure Developed for Use by Restoration Practitioners & Community Partners," Case Study completed by Shawn Clough, Thompson Basin Fisheries Council, 2002.

[16] There is no comprehensive watershed management or restoration plan for the Thompson River Basin.

[17] Negative issues that have been associated with enhancement include the following: potential disease concerns as pathogens could be amplified in hatcheries and then spread to wild stocks; gradual replacement of wild fish with hatchery fish over time (Noakes, et al., 2000); interbreeding of wild and hatchery salmon that reduce the fitness of the population, which may result in extirpation of populations; outbreeding depression (R.R. Reisenbichler and G. Brown, 1995); displacement of wild stocks when hatchery fish attract increased fishing efforts; and competition of rearing areas and marine habitat between wild and hatchery fish (Pacific Fisheries Resource Conservation Council, 2000; Northwest Fisheries Science Centre).
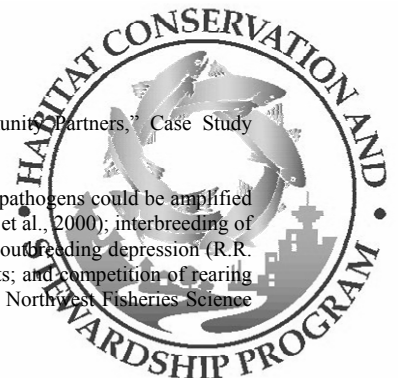
Lesson 13: Clearly articulate the role of community groups in stream surveillance and monitoring.

Future programs should clearly articulate the role of stewards and CPs, if any, in enforcement of the habitat provisions of the *Fisheries Act*. HCSP participants did not share a common understanding of the term "compliance monitoring" which was promoted in one of the HCSP objectives. This term has a specific meaning to DFO staff related to the regulatory approval process for Harmful Alteration, Disruption or Destruction (HADD) of fish habitat or of an infringement of the pollution prevention provisions of the *Fisheries Act*. It includes the

Monitoring Fish Passage, Bonaparte River, BC
Submitted by: Tina Chestnut

"monitoring" of *Fisheries Act* S. 35(2) authorizations for compliance with terms and conditions, S. 30 directions and the general provisions of the *Fisheries Act*. Many CPs saw "compliance monitoring" as a DFO role and were confused as to how they could complete this activity as part of an HCSP objective.

There was also confusion around the term "surveillance and monitoring" which was part of another HCSP objective. Some HCSP participants viewed surveillance and monitoring as a means of identifying landowners and users who might be negatively impacting habitat. Once these people were identified, they could be approached in a non-confrontational, proactive way and encouraged to change their land use practices. This could lead to real working partnerships among different interests that share the resources in a watershed. Surveillance and monitoring can also be used as a means of increasing a community's understanding of the biophysical occurrences in, characteristics of and potential threats to their watershed. Others saw surveillance and monitoring as a DFO tool for identifying violations of the *Fisheries Act* that had to be followed up with enforcement personnel and legal action.

3.3. Program Design

This section outlines some of the successes and challenges associated with program design, including contribution agreements (JMTs and work plans), allocation of resources, training and evaluation. It also examines the HCSP objectives of:

- Strategic delivery in priority areas including watersheds and marine zones.
- Local design and delivery.

3.3.1. General Comments on Program Design

Lesson 14: Anticipate and address staff turnover and organizational changes.

Develop a plan to anticipate and address staff turnover. A plan may enhance continuity between positions by documenting activities[18] to ensure knowledge transfer between the old and the new staff.

HCSP steward and staff turnover was significant. For example:

- Some CPs had four different SCs over the duration of the Program.
- In many Areas, the individuals filling the Area Coordinator and the Area Chief positions changed.
- The Program had two different Managers, four different HEB Directors and three different Ministers.

Constant staff turnover meant new Program administrators and staff did not have the same understanding of HCSP as the original trained staff. As a result, considerable time and effort had to be spent on training new staff throughout the mandate of the Program. Turnover also meant that valuable experience, knowledge and understanding was sometimes lost from HCSP. Well-established community groups were able to deal with staff turnover more effectively as they generally had more than one staff to ensure continuity and knowledge transfer.

Lesson 15: Understand and balance the needs of community groups with Departmental administrative requirements.

Program staff should understand how community groups function and operate. This will allow them to balance the flexibility needs of community groups with the administrative requirements of the Department. DFO administrative staff needs to have an understanding of the requirements of a community-based program and an ability to modify requirements to meet community needs. For example, the Program was announced and commitments were made to CPs; however, the need to have each phase of hiring approved at DFO National Headquarters (NHQ) greatly delayed the flow of dollars required to hire SCs and support CPs. This significantly impacted the ability of CPs to hire their SCs in a timely fashion.

Lesson 16: Complement process requirements with flexibility and accountability.

Community participation occurs across a wide spectrum.[19] Standardized programs may not be able to meet the needs of all communities. This should be reflected in the design of any new programs. There was a tremendous diversity in the types of organizations that became HCSP Community Partners, and many of them contributed positively to meeting the Program vision.

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[18] When a staff member is leaving, they should have files that document whom their partners were, agreements that they established, contacts, commitments that they made, etc. These files should be passed on to their replacement; this will help to ensure continuity in the position.
[19] In 1969, Sherry Arnstein defined eight levels of citizen participation. Listed from least amount of participation to most, these are manipulation, therapy, informing, consultation, placation, partnership, delegated power and citizen control (Arnstein, 1969).
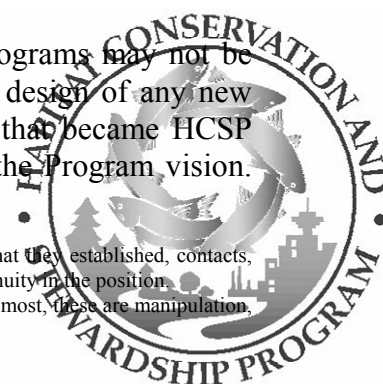
(Refer to <u>Appendix 3</u> for a list of HCSP Community Partners.) HCSP Area staff was given the flexibility to customize the delivery of the Program in their Areas to reflect the diversity of groups, local needs and opportunities, as long as this design was consistent with the Program vision, principles and objectives.

Local flexibility in Program delivery, however, created some challenges that managers of new programs need to account for. In some cases, the locally customized roles did not meet the vision, principles and objectives of the Program. For example, where CPs were linked to Fisheries Renewal British Columbia (FsRBC), some stewards' work plans focused primarily on restoration projects in the absence of watershed management plans. Another example is that in some Areas, HAs were dedicated to conducting A-based referrals, whereas in other Areas HAs were assigned to work proactively with an industrial sector such as agriculture or forestry.

Building accountability into the design of a Program may include an application-based process for selecting CPs, area delivery, and program evaluation and monitoring. A "competitive application" process may help to ensure program accountability by providing:

- *Transparency and fairness*. The public and the various types of organizations that have traditionally applied for federal government Grants and Contributions (G&C) funding know and understand the competitive application or "request for proposal" (RFP) process. This process is transparent. The public is aware of how much funding is being offered, what the objectives of the program are, how to apply and how their proposals will be judged. The process is fair, as all applicants are judged against the same known set of criteria.
- *Built-in public relations*. Advertisement and initial announcement of a call for applicants provides positive public relations for the Department across a wide cross-section of the public. Organizations that do not initially receive funding are able to apply again in following years. Groups are also informed of all successful proposals and are thus able to judge the merit of other applicants.
- *Inclusiveness*. An application process can be open to all sectors of the population.
- *Innovation and ingenuity*. Fisheries management problems faced by governments are very complex; it is therefore important to capitalize upon the innovative and entrepreneurial nature of Canadians. An open, transparent, inclusive funding program that supports innovative approaches to solving fisheries issues will help the Department fulfill its mandate and build the capacity of Canadians to respond to and deal with water management issues.

Lesson 17: "Meaningful consultation" about program design and implementation with representatives from program delivery areas is essential.

Hosting a series of public meetings across the Pacific Region prior to Program implementation introduced the community to HCSP and fostered "buy-in" for local design and delivery. Despite this effort, some CPs felt that the information and feedback that they provided at the public meetings and through other evaluation processes were not acted upon. For example, some CPs felt that too many resources were dedicated to internal DFO positions; this was in direct

contradiction to the direction that they provided to DFO at the Area and Regional forums. They felt that the Department should respond more directly to their recommendations and comments.

For a program to work effectively, it is essential that there be "meaningful consultation"[20] with representatives from the areas where the program will be delivered. This consultation must be directly shown to lead to action. People must be able to clearly ascertain how their comments have been considered and acted upon.

Lesson 18: Ensure realistic, time-based expectations and distinct program phases are incorporated into program design.

Funding programs should ensure that their timeline reflects the program's expectations and the grantees' ability to deliver. Time ranges need to be flexible enough to accommodate foreseeable and unforeseeable circumstances. To ensure adequate timelines, programs should have sufficient start-up time for planning and design, in addition to distinct implementation, operation and wind-down phases.[21] Start-up time can address differences among participants and existing programs, and the length of time necessary to build relationships. The wind-down phase needs to address assessment, public expectations and unfunded positions, and make recommendations for future direction. HCSP focused primarily on the implementation and operation phases. For example, some stewards were initially hired as "pilot positions."[22] However, they were not assessed to determine if they were appropriate for Program delivery. Due to time constraints, the "pilot positions" were folded into the Program as is. More time spent on the start-up and wind-down phases would have made the program more efficient and effective. (Refer to Appendix 4 for HCSP timeline.)

Lesson 19: Develop a program implementation and operation guide early in the design phase.

The Treasury Board Submission (TBS) and supporting documentation should be made available and be understood and adhered to by staff at the beginning of a program. This information should be used to develop a document outlining a framework for program management. In the case of HCSP, the need for quick start-up and the lack of a design phase moved the Program into

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[20] Elements of meaningful consultation may include: consultation before decisions are made (i.e., it is not a review process of decisions already made); inclusion of those who will be directly affected, or representatives of these individuals or groups; process designed and endorsed by participants; technical and financial support; relevant information provided freely in a language understandable to all stakeholders; adequate time provided for responses; and periodic assessment and necessary adjustments of consultation process are made (Nishnawbe Aski Nation, 2001; Silva Forest Foundation, 2000; and Smith, et al., 2000).

[21] Generally there are four phases to project management:
1. Definition or conceptualization: define scope through consulting with client and defining objectives.
2. Planning: plan tasks, deliverables, responsibilities, milestones, schedule and budget.
3. Implementation of delivery: monitor progress and adjust plan as necessary.
4. Review and closure: final evaluation (identify lessons learned) and report, followed by a celebration.

Feasibility studies or pilot tests are important for large-scale projects. The results indicate whether or not the project is ready for detailed planning and implementation phases (Deeprose, 2001; Haynes, 1996; Hobbs, 2000).

[22] In November 1998, as part of the HCSP Implementation Strategy, 15 pilot positions (13.5 PYs) were initiated across the Pacific Region (7 SCs, 5 HAs and 3 HSs). These pilots were to provide feedback on contract design, job descriptions, roles and responsibilities, operational linkages with DFO staff and other stakeholders, joint funding opportunities, administrative support requirements, training needs and other matters as they arose. A pilot program should allow managers to test and refine program design prior to launch/implementation. Managers should collect feedback from the public and other clients throughout the course of the pilot phase and refine the program accordingly.
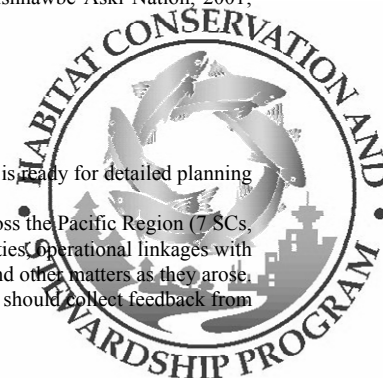
an implementation phase before the *Framework Document*[23] was completed. The *Framework Document* supported the TBS and contained guidance on delivering the Program's vision, principles and objectives. The delay in the development of the *Framework Document* caused people to start implementing the Program according to their own interpretation and created conflict among core HCSP staff.

Lesson 20: *Effective partnerships should have joint investment of resources, be mutually beneficial and have shared authority and responsibility.*

All partners must be obliged to invest in the partnership on a monetary or non-monetary basis. Investments provide a way to demonstrate commitment and to ensure that all people involved have a stake in the success of the partnership. CPs that can bring monetary resources to the partnership receive greater equity and shared authority. A way must be established to recognize non-monetary contributions of community groups such as expertise, infrastructure, credibility, etc.

The end of FsRBC in Central Coast demonstrated the influence that government funding programs can have on the focus of community groups. When FsRBC ended, the focus and goals of many community groups changed in both positive and negative ways. On the positive side, groups that had previously spent most of their time and effort monitoring and implementing FsRBC projects began to focus on planning processes, proactive awareness of fish habitat requirements, education and partnership building. In addition, the elimination of funding from FsRBC forced groups to be more coordinated, share resources and increase communication. On the negative side, the ending of FsRBC also created a tenuous future for a number of smaller groups. For instance, one group has lost their office space and is now sharing an office with another group.

From DFO's perspective, there are several challenges to entering into "partnerships." First, DFO generally makes the dominant monetary contribution to partnerships with the community. Therefore, the Department often takes the dominant, authoritative position, dictating the activities of the community group. Second, some DFO staff view and use community groups as "amateur bio-technicians" that complete work that DFO could do, rather than as advocates and participants in the decision-making process (Paish, 1999). Third, DFO is subject to unpredictable funding; this restricts the Department's ability to make firm, long-term and stable commitments. Fourth, the DFO mandate – driven by the *Fisheries Act* – is often much more narrow than the goals of communities. Therefore, it is difficult for DFO to participate in relationships requiring shared decision-making.

HCSP effectively used "contribution agreements" to transfer funds to CPs. A contribution agreement is a legal document to administer G&C dollars to a non-DFO entity. The simple act of signing an agreement does not constitute an effective "partnership." However, the signing of contribution agreements, in conjunction with the cooperative development of work plans, helped to build positive relationships between DFO and CPs, and formed the basis of some productive partnerships.

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[23] A document titled *A New Direction: Resource Rebuilding: Habitat Conservation and Stewardship Program Framework Document (Final Draft)* was developed in 1999 by HCSP core staff to guide the delivery of the Program. See Fisheries and Oceans Canada, 1999b.
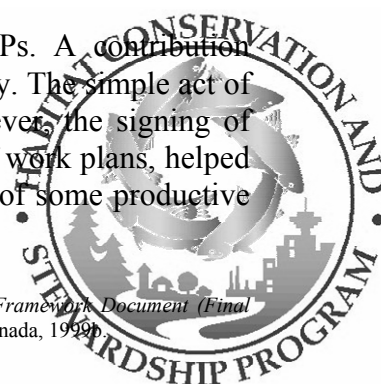
Lesson 21: Establish well-defined geographic areas with appropriately focused activities, while maintaining an understanding of the "big picture."

Some stewards were assigned to entire river basins (e.g., Okanagan). These large geographic areas of responsibility were sometimes challenging to coordinate because of the distance and costs associated with travelling to meet with constituents. This was further complicated because the ACs did not always have the resources and time to meet regularly with CPs and stewards to discuss their progress. One positive aspect of minimal communication between the ACs and CPs was that CPs were required to accept more responsibility for delivery of the Program.

Small watersheds (e.g., Allouette) may be equally challenging to coordinate due to dense populations, multiplicity of issues, conflicting water use values, etc. In addition, it may be difficult for people to keep focused in small geographic areas because issues tend to transcend those boundaries. Therefore, it is important to focus locally but be aware of the issues occurring in the larger river basin.

Good time management, a realistic work plan and expectations, alternative communication mechanisms (e.g., email, teleconferencing, etc.) and "big picture" awareness may alleviate some of the challenges faced by stewards. It would be improbable for any individual to service all of the needs of stewardship initiatives in any watershed regardless of size. Therefore, it is important for both stewards and CPs to be strategic in how they direct their efforts.

Lesson 22: Develop and provide resources for a customized, ongoing training plan that supports the program's vision, goals and objectives.

Programs should develop a training plan. An HCSP training plan was developed that identified target audiences, delivery mechanisms and key training topics. This training program was designed to concentrate on stewards. Delivery mechanisms consisted of Regional Orientation Sessions (ROSs), Area General Meetings (AGMs), the Mid-Term Meeting (MTM) and ad hoc Area and Regional training sessions. Training topics included fish biology, legislation (i.e., *Fisheries Act*), "working with people," advocacy, watershed planning, and administration and support for non-profit, non-governmental organizations. Most people felt that the training sessions were productive and provided an excellent opportunity to network.

Regional Orientation Session
Photo by: Lisa De Goes

HCSP provided orientation to HAs and HFOs; traditionally, only Fishery Officers have received this type of orientation. ROSs were open to HEB staff. ROSs were successful at bringing people together, providing training, introducing stewards to the main focus of the Department and presenting a general overview of the Program. HCSP Regional training, however, was too focused on biophysical aspects of fish and fish habitat and technical field methods for restoration; it did not focus enough on the HCSP vision, principles and objectives and the *Framework Document*. This

meant that some stewards did not have an adequate understanding of how to be advocates for fish and fish habitat before they commenced their work. As a result, some stewards never gained a true understanding of what the Program hoped to accomplish.

Any training program should be customized to meet the needs and exploit the skills of individual stewards. As stewards were hired, they were requested to provide information on their areas of expertise in order to develop a *Steward Skills Database*. Many stewards, unfortunately, did not participate in this exercise. The collection of this information should have been mandatory and the information collected should have been inputted into the database as soon as stewards were hired. The database could have been used to direct the training of stewards and to determine the ability of stewards to train and mentor others.

A stewardship and advocacy training program should:

- Conduct an assessment to ensure that the program draws and builds on the skills of staff.
- Be extended to all participants and supported with travel budgets.[24]
- Have balanced delivery (Area and Regional level) to meet Regional consistency and local needs.
- Focus on social and political aspects of stewardship and proactive habitat protection (i.e., planning processes, community development, governance, social change, advocacy, etc.).
- Teach management skills (i.e., facilitation, developing business plans, time and meeting management, etc.).
- Emphasize the program's vision, goals and objectives.
- Be easily transferable to the staff or membership of the CP organization and broader community.
- Have adequate resources to implement the program.

Community-based stewardship and advocacy programs should develop an orientation package and provide opportunities for mentoring. Furthermore, training and support needs to occur on an ongoing basis. This will ensure that stewards receive sufficient Departmental support and guidance throughout their tenure.

3.3.2. Communications and Public Relations

Based on experiences from HCSP, the following section identifies aspects of communications that should be incorporated into any program. "Communications" includes communicating externally and internally, public relations activities, and linkages with other programs. This section also outlines the successes and challenges of meeting the following HCSP principles and/or objectives:

- Clear linkages with existing and effective habitat protection programs.
- Communications across governments, First Nations, industry and communities.

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[24] Resources to conduct training were allocated by position, not by geographic location. Therefore, due to high travel costs and long distances, those who lived in remote areas had fewer dollars to deliver Area training. This was not an issue for training provided by RHQ as RHQ paid for steward travel.

- Increase public and stakeholder awareness of fish habitat requirements.
- Provide technical information, advice and support to partners and communities.
- Scientific and technical information exchange with stakeholders.

Lesson 23: Clearly define target audience(s).

HCSP's primary target audience was "habitat impactors" as articulated in the *Framework Document*. Some HCSP participants, however, never fully understood and/or accepted this target audience. This lack of understanding was demonstrated with HCSP's relationship to FsRBC. FsRBC was focused more on salmon production through funding traditional restoration and enhancement projects, whereas the role of HCSP was to focus on building the capacity of people to be advocates for fish habitat. Often stewards who worked for FsRBC-delivery partner groups ended up acting as administrators for FsRBC initiatives and projects. The inherent differences[25] in the target audience of these two programs created complications in the management of SC positions.

HCSP core staff assumed that stewards would actively engage the people who impact habitat (i.e., ranchers, foresters, local government, etc.). However, some stewards ended up working mainly with the K-12 target audience. This overlapped with the formal K-12 education programs administered by DFO Community Advisors, Community Liaison Officers and Education Coordinators. Overlap sometimes created tension between some DFO staff and HCSP stewards and confused the public as to which position could best address their needs.

Lesson 24: Develop and implement an effective communications and public relations strategy for both internal and external audiences.

Communication among stewards within each HEB Area was generally good. Regional meetings (e.g., ROSs and MTMs) and the website contributed to better communications across both Area and position type. Communication was further facilitated at Area meetings that allowed stewards and DFO staff to share information and develop a team response to specific issues. As well, most stewards shared information, met, spoke and wrote on a regular basis. These opportunities helped foster a network of stewards and CPs.

Although communication among Program participants was strong, HCSP was not as successful at communicating within the Department or to the general public. A formal relationship between HCSP and DFO Communications Branch could have provided HCSP with more support and direction. HCSP core staff, who generally were not trained in communications, delivered communications/public relations on an ad hoc basis. Most CPs also lacked the ability and resources to implement a PR/marketing strategy. As a result, the general public was largely unaware of the Program and its message. For example, in cases where stewards worked for FsRBC delivery partners, the public often perceived the stewards as employees of FsRBC. DFO was given very little credit for these positions. Despite the lack of a communications strategy,

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[25] FsRBC's mandate was for "partners to make strategic investments in programs that create more fish by improving fish stocks and habitat, new fisheries and more work/higher value in value-added seafood products." In contrast, the vision of HCSP was to "establish partnerships to enhance habitat protection and expand community capacity to steward fish habitat resources." FsRBC was primarily focused on delivering restoration projects, whereas HCSP was primarily focused on changing people's relationship with the land.
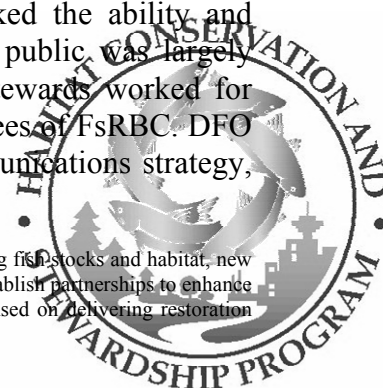
there were a significant number of ad hoc public relations and communications initiatives (e.g., articles in *Fish Talk* in Pemberton). These initiatives led to positive media coverage and feedback about stewards and their work.

A comprehensive communications strategy[26] should be developed[27] in the program design phase. The strategy should outline both internal (Departmental and program staff) and external communications.

An internal communications strategy targeted at DFO staff should:

- Recognize and address the fact that there are challenges in starting a new program, and it takes time to inform all existing staff.
- Attempt to gain staff understanding and support by clearly articulating the program's vision, goals and objectives to all DFO offices.
- Inform and educate all staff about the program on an ongoing basis.
- Provide for regular discussions between the program manager and senior staff in the Areas and at RHQ to ensure good flow of information from the Areas to RHQ and vice versa.
- Involve other DFO branches in program delivery (e.g., Fish Management, C&P, etc.).
- Ensure core staff are delivering a consistent message about the program.
- Ensure linkages with similar pre-existing programs (e.g., DFO Community Advisors).

An internal communications strategy targeted at core program staff (i.e., HCSP stewards, staff and Community Partners) should:

- Include a database of all program participants (contact information, photograph, key skills and evaluation).
- Plan for regular meetings.
- Ensure transparent flow of information and documents.
- Provide a forum and process for addressing misunderstandings and conflict.

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[26] Common steps in developing a strategic communications plan may include the following:
1. Set clear organizational goals that can be used to accurately measure success. Measures of success allow the determination of whether or not communication efforts should be repeated or changed.
2. Set communication objectives that support your organizational goals. Communication objectives or initiatives that do not move closer to achieving goals should be eliminated. Communication objectives should be concrete, specific, measurable and achievable within a defined time frame.
3. Evaluate your external environment; this will provide a snapshot of your current positioning within the local and broad communications environment. This information will give you clues about who your target audiences should be and the most effective communication strategies you could use to reach them.
4. Evaluate your internal environment. Understanding your internal audiences, getting a clear picture of who your current stakeholders and members are and what level of engagement they are at now sets the foundation for external outreach.
5. Know your audiences. It is very important to be as specific as possible when developing your list of target audiences. There is no such thing as a "general" public in communications initiatives.
6. Develop effective messages. Tips include: keep messages clear and simple, avoid jargon, be brief, be believable, be compelling and use the right messenger.
7. Develop strategies and tactics to reach your target audiences. Basically, strategies are the broad ways you are going to achieve an objective; tactics are the steps that together form your strategy.
8. Evaluate your strategies and tactics to measure success at different stages following the implementation of your plan.
9. Examine timing (natural links on which you can hook your communications) and develop a timeline based on it (IMPACS, 2001).

[27] Originally there was a communications document developed that outlined some general motherhood statements about HCSP. However, this document was not used by core HCSP staff and did not have an implementation section.
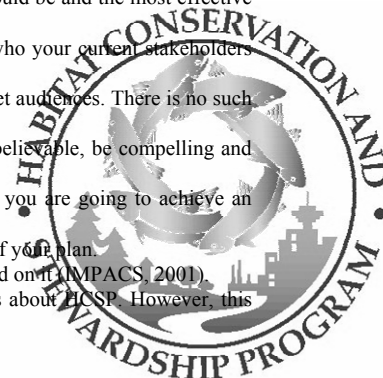
- Consider cultural and geographic differences.
- Encourage all participants to respect and acknowledge different perspectives and reflect this approach in their communications.
- Document the program's important elements; the documentation should be prominent and accessible.
- Celebrate successes and accomplishments and encourage sharing of ideas and knowledge.

External communication plans must include a mechanism for delivering information to the general public. An external communications strategy should:

- Allocate dollars for public relations products, communications and staff.
- Require that external communications be incorporated into the project work plan and that communications skills (i.e., production of print and other materials, giving media interviews, public speaking, etc.) be an essential part of the job description/skill set for program staff and/or the Community Partner.
- Include a media/PR package (which could include a backgrounder on the program, brochures, news releases, public information display materials, etc.) for distribution to external Community Partners.
- Provide media training for key program spokespersons.
- Provide a mechanism to collect and share all communications and PR materials (e.g., newspaper articles, news releases, copies of TV and radio coverage, etc.) that are produced by program participants. This material can be useful in assessing progress toward the program's vision, goals and objectives.

All the internal and external communications plans should be subject to program assessment and evaluation. The results of the assessment should be used to adaptively manage the delivery of all internal and external communications.

Lesson 25: *Key terms and requirements must be clearly defined and communicated.*

Program staff should share a common understanding of the terms used by the Program before it is implemented. The lack of clarity of terms associated with HCSP created many different understandings of concepts and the meaning of terms used, which weakened the ability of staff to move forward collectively. This led to some individuals implementing the Program in ways inconsistent with the vision. It also allowed some to continue traditional DFO functions under the banner of a *New Direction*. For example, traditional "rehabilitation projects" were renamed "fish habitat stewardship projects." This misuse and/or misunderstanding of terms degrades the meaning of key terms and ultimately leads to confusion in program delivery. To ensure clear understanding of terms, HCSP staff should have made a concerted effort to educate their CPs and other people involved with the Program about those terms. In addition, continual follow-up to reinforce the meaning of the terms and encourage their proper use was required.

Program participants did not have a common understanding of the following concepts and terms:
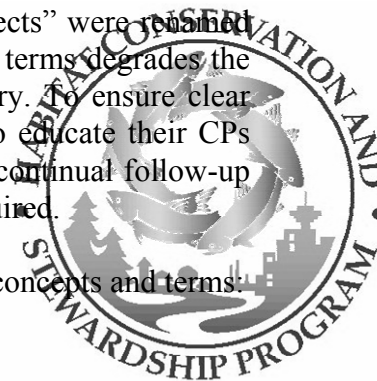
"advice"[1]	"education"[7]	"partnership" [13]
"communication"[2]	"enforcement"[8]	"proactive habitat protection"[14]
"community"[3]	"enhancement"[9]	"restoration"[15]
"community capacity"[4]	"fish habitat stewardship"[10]	"support to partners"[16]
"community responsibility"[5]	"measurable"[11]	"target audience"[17]
"compliance monitoring"[6]	"outreach"[12]	"watershed planning"[18]

(See Appendix 5 for definitions of these terms.)

Programs should clearly define and explain requirements such as attendance at meetings, evaluation, development of PR products, reporting, etc.

Lesson 26: Recognize and reward success.

Many people become involved in stewardship activities because of their desire to "be a benefit to society, make a difference, have a sense of making a contribution ('being a responsible citizen'), … gain approval and recognition for one's contributions or abilities, and be appreciated" (FBMP, et al,1995). Therefore, whatever individuals, staff, groups or landowners contribute, it is important to emphasize their contribution rather than focus on their limitations. This can be accomplished by giving them credit for contributions, achievements and work well done. Recognizing and rewarding success also helps to improve staff morale, maintain the volunteer base, recruit new volunteers and maintain momentum as participants feel a sense of progress and advancement.

HCSP provided funding to CPs to hire stewards. Many of these partners were well established and had already been engaged in various types of stewardship work in their communities. As a result, to some it appeared that HCSP, as a new funding source, took credit for stewardship activities that predated the Program. This may have been due to a perceived need on the part of stewards, CPs and DFO core staff to both emphasize the success of the Program to senior DFO management and fulfil Program objectives in a short time frame.

Lesson 27: Evaluate pre-existing community-based programs.

There should be a "needs evaluation" conducted of pre-existing community-based programs (e.g., Salmon Enhancement Program/SEP, Urban Salmon Habitat Program, various NGO outreach programs, etc.) before new programs are designed. An evaluation can provide insight into how to design a program, where to build on the successes and gaps of other programs, which clients are underserviced, services offered, etc.

3.3.3. Vision, Goals and Objectives

Lesson 28: Establish clear, concise and compatible statements of vision, goals and objectives.

An essential first task in designing a program is to develop clear, concise and compatible statements of vision, goals and objectives. A *vision statement* is a collective depiction of a desired future and should be concise, grounded in knowledge and attainable. A *goal* is a general statement that describes the desired solution to whatever problem or issue prompted the idea of a program (i.e., the "vision"). In general, goals are the long-term outcomes that the program tries to achieve. There are usually a limited number of goals, each with measurable objectives.

An *objective* is a specific statement that describes the changes expected at the end of a program. Objectives are more specific than goals, and it is assumed that objectives can be reached through the time frame of a given initiative and are measurable against some set of criteria. Objectives are usually written as subsets to goals, with two or more objectives associated with a single goal. In relation to evaluation, program objectives may also be identified as the outcomes that will be measured at the end of the program.

HCSP defined a vision statement, principles[28] and objectives, but did not identify any "goals." Unfortunately, HCSP "objectives" were actually "goals" and there were too many of them. For example, the objective to "increase community responsibility for watershed management" is neither clearly explained nor readily measured. Additionally, it is not an "objective"; it is an ambiguous goal. The objectives of HCSP did not adequately support the vision, which was to "establish partnerships to enhance habitat protection and expand community capacity."[29] Literature on community capacity development highlights six major elements to successful community involvement processes.[30] None of these elements are included in the Program objectives.

HCSP did not identify objectives that were achievable. For example, HCSP had an objective to "increase community responsibility for watershed management" but did not recognize that the transfer of decision-making power to make this a reality is beyond the Department's ability. As a result, the Program is being evaluated based on its vision statement – the long-term, desired future state – as opposed to realistic goals and objectives that can be measured in the short term.

Lesson 29: Ensure program goals and objectives are achievable in the program time frame.

HCSP core staff underestimated the amount of time and effort required to build the necessary partnerships and ensure the hiring of suitable staff to deliver the Program. Years 1 and 2 of HCSP were spent designing the Program, negotiating contribution agreements with CPs and

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[28] A principle is a rule, a given standard and a foundation upon which to build.

[29] For example, the objective to "improve compliance monitoring of development projects" does not support the Program vision to "establish partnerships to enhance habitat protection and expand community capacity to steward fish habitat resources." Improving compliance monitoring of development projects is an A-based regulatory requirement stemming from the referral process. Since it is not appropriate for voluntary organizations to participate in this type of activity, the objective is not compatible with the Program vision. The objective of improving regulatory-based monitoring created significant conflicts in Program delivery as resources went to support A-based activities instead of building community capacity. This objective may have met Regional needs, but did not meet the HCSP vision.

[30] Several elements consistently identified in case study analyses of community watershed efforts include: good governance, efficient procedure, secured resources and good leadership. The key aspects of good governance are accountability, fairness, inclusiveness, a mechanism for decision-making, legitimacy, representation, empowerment, consultation and good faith. Efficiency in the legislative and administrative infrastructure for watershed management requires a flexible, iterative and adaptable process; a framework for dialogue; financial and human resources; well-established goals and objectives; and a reliable information base. Finally, community groups need secure resources, including technical competence and knowledge, community group strength, volunteers/members, staff and funding (De Goes, 1999).

hiring stewards. Years 3 and 4 were spent establishing stewards in communities and building partnerships at the local level. During Year 5 of the Program, stewards and CPs began to demonstrate success at meeting the Program's vision and objectives. Unfortunately, during Year 5 many stewards also began leaving the Program to seek other employment opportunities.

The short timeline of the Program was aggravated by the following government administrative requirements:

- DFO's fiscal year ends March 31st, which does not necessarily match the fiscal year of CPs.
- Before spending G&C dollars, it is necessary to build the relationships and design and negotiate the contribution agreement. This process can take several months, making it difficult for CPs to spend the allocated dollars in the current fiscal year. Therefore, it is better to develop the contribution agreement previous to the fiscal year that the agreement covers. Otherwise, dollars may lapse. Fear of lapsing dollars forced the signing of some contribution agreements before detailed work plans had been developed.
- Approval was needed from NHQ to begin each of the four phases of steward hiring.

There are major challenges with the delivery of a program that has a long-term vision and a short-term life span. The short life span provides little incentive for DFO staff to make changes and adopt the principles of the program. The five-year nature of HCSP funding created a real concern about how the Department would transition from HCSP with its $8.7 million of funding in Year 5 to nothing in Year 6. The concern over how the Department would deal with the new expectations and partnerships generated during the life of HCSP led to some staff being preoccupied with "exiting the program" before the implementation phase of HCSP was complete.

Lesson 30: Managers and participants must share a common understanding of the statements of vision, goals and objectives.

Programs where all participants share a common understanding of the statements of the vision, goals and objectives are more likely to avoid conflict and confusion in program delivery. However, with respect to HCSP, core DFO staff did not have a common understanding of the Program before it was implemented. Therefore, core staff spent significant energy discussing and debating the "true" nature of HCSP and how it should be delivered, rather than on delivering the Program. Since many DFO field staff did not understand the nature of HCSP prior to implementation, Area Coordinators spent considerable time educating them about the program vision throughout its mandate.

CPs and stewards also did not all share a common understanding of the vision, principles and objectives of HCSP. Lack of a common understanding may have existed because many HCSP CPs were affiliated previously with the Department through restoration and enhancement programs; therefore, many saw HCSP as a continuation of this approach, rather than as a *New Direction*.
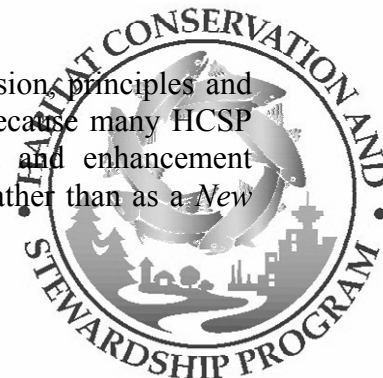
3.3.4. Contribution Agreements

Lesson 31:   Developing measurable work plans builds trust and capacity.

Contribution agreements required the development of a work plan by the Area Coordinator and the CP. The process of creating the work plan provided a forum whereby DFO and the CP both gave direction to the steward. The development of a work plan for each contribution agreement provided the flexibility to customize Program delivery to meet specific community needs. In most cases, the work plans reflected what all partners expected to gain from the partnership. Where work plans were developed, trust was built, uncertainty reduced and the representatives of the CP gained a better understanding of the vision, principles and objectives of HCSP.

The development of work plans provided some CPs with new skills that increased their capacity to function as an organization. Furthermore, it encouraged many CPs to focus and plan their activities in advance, as opposed to reacting to the latest issues or having their activities directed by the criteria of funding programs. Additionally, the process of joint work plan development helped the Area Coordinators to gain a better understanding of the capacity, goals and objectives of the CP and of the local challenges and opportunities they faced. Therefore, joint work plan development also helped to build trust and capacity, which are key elements of successful partnerships.

Unfortunately, contribution agreements were sometimes signed before the detailed work plan was developed and agreed to. Moreover, HCSP contribution agreement work plans were often ambiguous and generally lacked measurable objectives and/or outcomes. Many work plans were simply copied from pre-existing contribution agreements; they did not involve a joint partnership-building exercise between the CP and AC.

Ideally, the work plan must meet the vision, goals and objectives of the program, have measurable outcomes and be evaluated. Work plans should also include measures of success that reduce the subjectivity of evaluations.

Lesson 32:   Use a shared decision-making process to foster transparency, build trust   and   strengthen   partnerships.

The *Framework Document* recommended the formation of Joint Management Teams (JMTs) comprised of the Community Partner, Area Coordinator and appropriate local DFO staff to foster shared decision-making (Fisheries and Oceans Canada, 1999b). The JMT was to be involved in hiring, developing the work plan, and completing auditing and evaluation work for steward positions. Formal JMTs were not established in all Areas. In some cases other types of advisory bodies were created and successfully helped to guide the activities of the steward.

In Areas where JMTs were formed, they built capacity, created more accountability and provided an identifiable communication linkage between DFO, the CP and steward. This type of approach allowed for shared decision-making with respect to the steward position; this is a key element of successful partnerships.
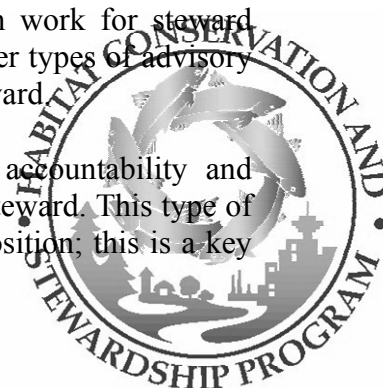
Lesson 33: *Do not sacrifice accountability for expedient program delivery.*

Programs need a defined accountability and reporting mechanism to make sure that resources are allocated in a manner that supports the program's vision, goals and objectives. HCSP was a five-year Program with a pre-allocated annual budget.[31] The Program was announced and the first year of funding provided before a detailed program design was completed. Therefore, in the first year of the Program, HCSP core staff had to design the Program and distribute $3 million in G&C and O&M funds. All monies earmarked for a fiscal year must be spent in that year.[32] As a result, the pressure to distribute funds could be as significant as the need to ensure that the CPs chosen were the most appropriate for delivering the vision, principles and objectives of HCSP.

To ensure accountability, the Treasury Board required that contribution agreements only span one year and that an evaluation be conducted upon their completion. Since the evaluation framework was not developed until the end of the second year of the Program, no contribution agreements were formally evaluated until the Program's third year. Internal DFO positions were never evaluated by the Program as these positions are subject to confidential Departmental performance appraisals. Additionally, in the third year some ACs signed contribution agreements for multiple years. This meant that Area Coordinators were unable to accommodate final year Program adjustments that needed to be included in the contribution agreements (e.g., changes to the evaluation and reporting templates, inclusion of case studies, dealing with unspent funds, etc.). Furthermore, in these cases summative evaluations[33] were not completed on an annual basis. The lack of an evaluation process reduced the ability of HCSP core staff to adaptively manage the Program and hold CPs accountable to the HCSP vision, principles and objectives.

3.3.5. Allocation of Resources

Lesson 34: *Develop a transparent and fair resource allocation process that is consistent with the program's vision, goals and objectives.*

A transparent and fair resource allocation process should be developed in the design phase of a program. This process should be consistent with the program's vision, goals and objectives. HCSP had no set criterion for allocating resources by either geographic location or sector. HCSP Area allocations were ultimately based on the discretion of the Program Manager in consultation with the HEB Director, HCSP Steering Committee, HEB Area Chiefs and HCSP Area Coordinators. The lack of set criteria created a protracted and acrimonious resource allocation decision period in the early stages of the Program.

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[31] HCSP annual allocation for 1998-1999 was $3 million, for 1999-2000 was $6.5 million, for 2000-2003 was $8.7 million per annum.
[32] At the end of the 2000/2001 fiscal year, HCSP was allowed to carry forward $62,400. This had to be approved by DFO National Headquarters and was only allowed due to the small value of the dollars.
[33] Summative evaluations are usually done when a program is completed or has become established with a permanent budget. The purpose of these evaluations is to indicate whether the program is effective and should be continued, ended or extended. Summative evaluations are mainly concerned with documenting or assessing program effects, determining their causes and making any generalizations; they help to decide whether a program should be started, continued or chosen from two or more alternatives (Herman, et al, 1987; Patton, 1987; Posavac and Carey, 1989; Weiss, 1998).

Two principles that guided the allocation of HCSP resources were "strategic delivery in priority areas including watersheds and marine zones" and "local design and delivery." Strategic delivery in priority areas was interpreted as the rationale for earmarking resources for areas where productive fish habitat was still intact. On the other hand, local design and delivery was interpreted as the rationale for targeting resources to areas where there were the people to deliver the Program, which was mainly in urban areas where habitat was already degraded. This contradiction created a "push-pull" conundrum throughout the Program between spending resources where there were people versus where there was healthy, productive habitat. Although, HCSP distributed some resources to previously unfunded Areas, the majority of funds were allocated to the most densely populated parts of the Region.[34]

In the allocation of funds, HCSP helped cover the budget shortfalls to existing DFO A-based programs. These programs did not necessarily meet the vision of HCSP. This outflow of funds created uncertainty in Program delivery. This led HCSP Area Coordinators to commit as many dollars as possible to create steward positions with CPs, as opposed to holding back some dollars to take advantage of opportunities as they arose. The pressure to rapidly distribute G&C funds also created complications for Program delivery. (Refer to Lesson Learned #33.)

Lesson 35: *Training is required for detailed budget administration, tracking and planning.*

Staff who implement programs need training in planning, administrating and tracking budgets. An excessive amount of core HCSP staff time was spent addressing budget issues. This was due to the fact that staff was not appropriately trained or experienced in budget management, had little guidance as to budget priorities and had insufficient time to address financial challenges. Moreover, ACs had only partial information about their annual expenditures, making it difficult for them to do proper budget planning. As a result, some funds lapsed. Had ACs been trained in the Management Reporting System (MRS) at the onset of the Program, many of the problems they encountered with respect to tracking program expenditures would have been alleviated.

The Program Manager should have an understanding of how to use MRS and be supported by experienced administrative staff. These staff should track Regional budget expenditures and provide summary reports on a regular basis so that the Program Manager can address projected budget surplus and deficits. Regular meetings with staff in Finance to discuss budget issues would help to ensure that the Program Manager has a good understanding of the global financial picture for the program, including establishing final budget numbers (e.g., removal of Canada Employment Benefits Package, two percent National Tax), the six-month review, etc. Budgets must be allocated within a reasonable time frame. If budget adjustments are necessary, senior management must provide clear direction as to budget priorities and early notification so that Program Managers can make the appropriate adjustments with minimal impacts.

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[34] The allocation for RHQ, Lower Fraser and South Coast represented about 48 percent of the HCSP budget. Of the remaining 52 percent of the budget, BC Interior South received about 19 percent. Therefore, only 34 percent of the HCSP budget was allocated to more than one-half of the Pacific Region (North Coast, BC Interior North, Central Coast, Yukon and Transboundary). The Areas that received the smallest allocations have the majority of the pristine fish habitat left in the Pacific Region.
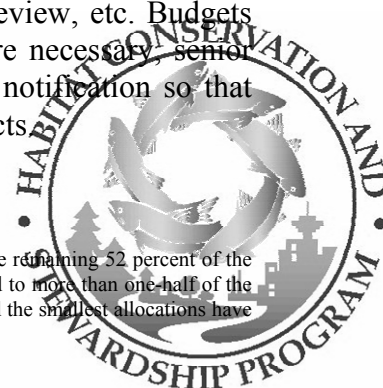
3.3.6. Evaluation

Lesson 36: Design and implement an evaluation framework.

Evaluation frameworks should have a clearly defined purpose and audience. The framework should determine both the kinds and sources of information needed to evaluate the program and/or enlighten the intended audiences. Moreover, the framework should identify a method, resources and timeline to reasonably collect that information through questionnaires, interviews, examining documentation, observation, etc. (McNamara, 1999). Evaluation should include helping partners acquire the skills of gathering, implementing and utilizing evaluation data.

HCSP lacked both a defined and funded evaluation framework prior to its initiation and staff who were trained to implement that framework. Additionally, the same people who designed and implemented HCSP also evaluated the Program. This created a perceived conflict of interest. Moreover, there is no regular evaluation of DFO programs at the ground level; therefore, many DFO staff do not understand the value of evaluation as a constructive tool for improvement, but view it as personal criticism. This lack of understanding about evaluation led to resistance by some HCSP core staff to evaluate the Program. Furthermore, many evaluations that were conducted on HCSP were never fully utilized for the adaptive management of the Program.

A detailed evaluation framework developed in the design phase of the Program would have improved the Program by:

- Identifying the inconsistencies in the Program's vision, principles and objectives.
- Ensuring that Program objectives were measurable.
- Requiring that all of the stewards have measurable work plans (internal DFO stewards[35] as well as external stewards).
- Ensuring that contribution agreements required CPs to evaluate stewards.
- Providing training to ensure that all participants had the skills and ability to conduct an evaluation.
- Providing up-front information to all participants about reporting and evaluation requirements and reasons for those requirements.
- Providing opportunities[37] for formal public feedback on HCSP to determine if the Program reached its target audience.
- Requiring the collection of information in an efficient manner and the use of standardized evaluation and reporting templates.
- Guaranteeing that final reports and evaluations were completed and submitted by requiring a 10 percent holdback[36] on final contribution agreement payments until all Program requirements were fulfilled.
- Feeding all assessment and evaluation materials back into RHQ and the Areas to inform program management. This could be facilitated through the creation of an annual

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[35] HAs and HFOs were not evaluated as part of HCSP. They underwent confidential performance evaluations conducted by their managers as DFO staff.
[36] Under Section 9.6 of the HCSP Contribution Agreement template, "Under no circumstances will more than 90 percent of the contribution be paid to the Recipient under this Agreement until the Project has been completed to DFO's satisfaction."

summary report based on all of the contribution agreement evaluations and an evaluation database.

- Ensuring a two-way flow of information by feeding all assessment and evaluation materials back to participants. This informs participants about "where they stand" and how to improve their activities.
- Providing a defensible process for withdrawing funds from or terminating and/or not renewing contribution agreements with CPs in circumstances where the partnership was not meeting the vision, goals and objectives of the Program.

Despite the lack of a formal evaluation framework being developed in the design phase, HCSP underwent several evaluation processes. These included a benchmark assessment of community awareness; a Field Level Evaluation; this *Lessons Learned* document; an evaluation of third party contributions; evaluation workshop sessions at ROSs, MTMs and AGMs; and the completion of contribution agreement evaluations. In some cases, these evaluation materials were used to adaptively manage the Program.

Lesson 37: *Participants must understand the value and purpose of program evaluation.*

Participants must understand the value, benefits, processes and purpose of evaluation to ensure that it is properly implemented and used to adaptively manage the program. Participants need to view evaluation as a means to assess and improve, not to judge or penalize. The completion of the HCSP evaluation framework was delayed because some Program staff lacked an understanding of its purpose.

Many CPs also did not support the HCSP evaluation process for a number of reasons.

- Initially, most ACs did not complete formal evaluations on contribution agreements. As a result, many CPs were not even aware that there was an evaluation component to the Program.
- ACs did not always explain the rationale for completing evaluations for steward positions to CPs, nor encourage CPs to complete this exercise. This is due, in part, to the fact that some ACs felt that evaluation was an administrative burden to CPs.
- In some cases, CPs perceived that evaluation demonstrated a lack of trust in them by DFO.
- For the most part, CPs were not allowed timely access to HCSP evaluation products. Moreover, core HCSP staff did not explain how issues brought forward in evaluation processes were being addressed. This reduced the CPs' faith in the HCSP evaluation process.

Lesson 38: *Ensure that staff have the necessary skills required to design and implement a formal program evaluation.*

To properly evaluate a program, it is essential that the evaluation is conducted by skilled staff with formal evaluation training. Only one member of the Program Evaluation Team had any formal training in conducting program evaluation. As a result, it took Evaluation Team members

considerable time to understand, design and implement a Program evaluation framework. In the interim, some ACs developed their own reporting and evaluation templates. Therefore, the frequency and understanding of and administrative requirements for evaluation varied among program participants and HEB Areas.

3.4.   HCSP Staff and Partners

This section outlines some of the successes and challenges experienced by DFO staff and stewards related to the various position types.

### 3.4.1. Program Administration (RHQ and Area Staff)

Lesson 39:   Stewardship is the responsibility of all DFO staff.

Traditionally, DFO staff have identified themselves with the specific program of the Department that they deliver. Stewardship, however, is not a program; it is a mind-set, an ethic that spans all aspects of what the Department does. Therefore, it is important to educate all staff about the nature of stewardship. Furthermore, the Government of Canada is embracing the concept of stewardship through the development of *Canada's Stewardship Agenda* and *A New Direction for Canada's Pacific Salmon Fisheries*. For the Department to successfully integrate stewardship into program delivery, it is essential that all staff understand and embrace this *New Direction* being taken by the Government of Canada.

Lesson 40:   Ensure DFO staff has proper training, experience and commitment.

Many of the challenges of implementing the Program that were faced by core HCSP staff could have been alleviated had they received proper training prior to being appointed to their positions. Initially, HEB Area Chiefs and the HCSP Program Manager were responsible for implementing HCSP. The Chiefs felt that implementing the Program was a full-time commitment; as a result, the Area Coordinator position was created. Area Chiefs identified ACs from other DFO positions before the Program was fully designed. Therefore, ACs were selected before there was an adequate understanding about the nature and responsibilities of the position. As a result, some ACs did not have all of the skills and experience (e.g., financial planning, Departmental policy on hiring and G&C, stewardship, hosting events, writing contribution agreements, etc.) necessary to do the job. Furthermore, they received no training from Finance, Human Resources or Administration to bring them up to speed. Most ACs, however, were able to learn on the job, overcome their lack of training and implement the Program.

To ensure that staff are fully committed, new programs should create "substantive" positions for core staff, allowing them to disaffiliate themselves from their previous files. It was difficult for most ACs and Managers to make a full-time commitment to the Program. Most core HCSP staff was indeterminate staff "acting" in their HCSP positions. They were not required to leave their substantive positions. Instead, other people were assigned to temporarily "backfill" for them. Despite having a backfill, ACs and Managers remained preoccupied by and continued to work
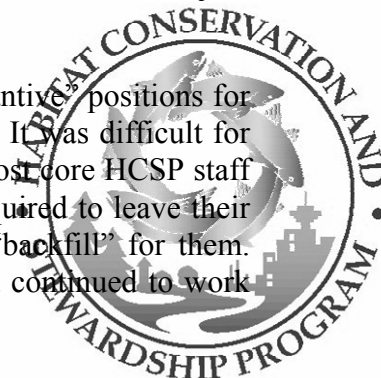
on duties associated with their substantive positions. This was due both to uncertainty and the related fear of losing their substantive position to the people "backfilling" for them after HCSP ended, or that their substantive position would be unfunded at the end of the Program. The amount of time spent on completing HCSP duties varied greatly depending on the individual and the year of the Program. Seconding staff also led to the early departure of ACs from HCSP; this left some Areas underserviced.

In other cases, core Program staff were hired through contract and/or term. These types of positions were required to renew every four months to one year, creating uncertainty about the stability of their employment. This problem was addressed when some core staff were converted to "indeterminate status" in Year 4 of the Program.

### Lesson 41:   Strong leadership and clear lines of accountability and authority are key to success.

A manager should show leadership by insuring that decision-making is firm, fair, timely and transparent, with clear lines of accountability. The first HCSP Program Manager was seconded to the position. It was unclear whether this position reported to the Director of HEB or to the Manager of the Resource Rebuilding initiative. Area Coordinators reported directly to HEB Area Chiefs who were not accountable to the HCSP Program Manager. As a result, it was often difficult to make Regional decisions about the Program and ensure compliance to program reporting and evaluation requirements. Furthermore, three of the original six Area Chiefs took new positions during the Program; this further complicated program delivery. Staff implementing new programs should be accountable to the Program Manager, and the Program Manager should be held accountable to the Treasury Board requirements.

Lesson 42:   A well-designed committee structure is integral for program delivery.

Generally, a well-designed committee is inclusive but manageable in size, meets regularly, and has an agreed upon decision-making structure and detailed terms of reference. The committee needs to have good facilitation, a strong chair and accurate minutes that are distributed in a timely manner. All committee members must attend on a regular basis.

When HCSP was announced in 1998, it did not have a clearly defined management structure and terms of reference. From June 1998 to May 1999, there was a Program Steering Committee comprised of Co-program Managers and Regional and Area staff. Over this period, decision-making became increasingly difficult as issues became more complex and contentious. To address this difficulty, in May 1999 the Director of HEB dissolved the original Steering Committee and appointed a new, five-person Steering Committee with one Program Manager. This Committee did not have full Area representation and was purposely small to ease the decision-making process.

The members of the original Steering Committee formed a new Implementation Committee (IC). A number of subcommittees of the IC were formed to deal with specific components and demands of the Program. Subcommittees included Training, Evaluation, Website and Watershed and Fish Planning. From May 1999 to June 2001, the Steering Committee retained oversight of
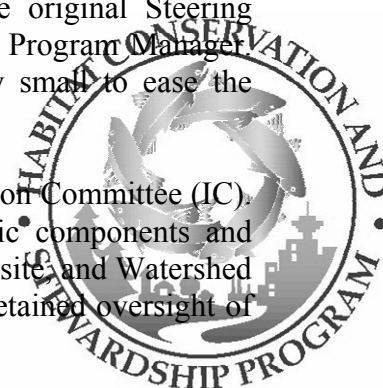
the Program. As the Program moved past the design and implementation phases, the role of the Steering Committee diminished. The IC and the subcommittees continued. In July 2001, a new Operations Committee was struck from the members of the IC to see the Program into the transition and evaluation phases. Subcommittees that had fulfilled their initial role were allowed to lapse.

The HCSP Implementation and Operation Committees were effective at keeping all Area Coordinators and Area Chiefs informed about Program happenings and represented in the decision-making process. The Committees provided a regular forum and mechanism to discuss new challenges and issues, adaptively manage the Program and ensure Regional consistency.

3.4.2. Stewards

Lesson 43: Recruit people who have the necessary skills and understanding to effectively implement the program.

A goal of the ACs was to help CPs hire stewards whose skills, education and experience were appropriate to and supportive of the vision of HCSP. Achieving this goal was difficult in some Areas due to the lack of suitable candidates, the amount of time and effort necessary to find appropriate people, the desire to hire individuals from the community where the steward would be working and the need to retain existing staff. Furthermore, in some areas hiring focused too much on people technically skilled in biological sciences, instead of people with skills in community development, planning and understanding of the socio-political aspects of their community.

In a few cases where hiring a local individual was a priority, the people hired did not have the full set of required skills for the job and struggled to fulfil the Program's vision, principles and objectives. For example, some of the stewards did not know how to participate effectively in sanctioned planning processes. In other cases, community groups were able to hire many very skilled and experienced individuals to work in their communities. On occasion, the "interchange program"[37] was used to hire skilled local staff.

HCSP demonstrated that the best advocate of a stewardship ethic is someone from within the sector or organization where that ethic will be delivered. For example, the SC working with the B.C. Cattlemen's Association in the Interior South region owns his own working ranch. Hence, he has an intimate working knowledge of both the issues affecting ranchers and fish habitat. This knowledge and experience gained him the trust and respect of the ranching community and DFO staff. As a result, this SC has had great success at teaching ranchers about fish and fish habitat issues and building the relationship between DFO and the ranching community.

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[37] Interchange Canada is a Public Service Commission program whereby staff may take temporary assignments with other levels of government, industry, NGOs, Crown corporations, research institutions or labour organizations for a period of up to three years. Either the hosting organization, sponsoring organization or the executive may initiate an assignment. The executive remains an employee of the sponsoring organization while maintaining their current pay and benefits; costs are reimbursed by the hosting organization (Public Service Commission 2001).

As part of program design, the optimal staff skill set should be determined and listed in the contribution agreements. This list of employee skills and abilities should guide the staff hiring process and be used to develop staff training programs.

Lesson 44: Clearly define roles and responsibilities.

Roles and responsibilities must be consistent with the vision, goals and objectives of the Program. Therefore, they must also be based on desired outcomes for the Program. The job descriptions initially developed for stewards were very broad. They were based on Program objectives that were ambiguous and difficult to measure. As a result, some SCs duplicated DFO Community Advisor (CA) duties, such as the collection of hatchery brood stock, delivery of SEP K-12 education programs, etc. This created tension between some CAs and SCs and led some DFO staff to openly question the validity of the Program

Position titles should reflect position responsibilities. Some Program participants felt that the titles chosen for HCSP positions devalued the function of the position. For example, the Habitat Auxiliary position was often considered "auxiliary" or subordinate to the Habitat Biologist position. Confusion was also created around the role of the external positions when some Habitat Stewards did similar work to Stewardship Coordinators.

Lesson 45: Ensure staff receives adequate support.

Stewards and CPs who receive direct support from core staff are better able to cope with the challenge of building a stewardship ethic. The amount of time required by ACs to establish and nurture steward positions was underestimated. This was exacerbated for those ACs who did not have adequate administrative support. As a result, some ACs were not always able to provide all external stewards and CPs with an adequate level of support. The lack of support left some external stewards feeling that they were intimidated when spreading the message of proactive habitat protection in communities where resource extraction was the dominant land use and employment base.

Internally, some HAs were part of an HEB team, including DFO field staff and ACs. In these cases, DFO staff mentored and supported HAs. In other cases, HAs did not receive adequate field level orientation to DFO or ongoing support and encouragement from experienced DFO staff. This issue might have been eased had HA positions reported to the AC instead of field staff. For many field staff, HAs represented an additional responsibility and workload. However, most field staff appreciated HA support. HFOs were substantive positions as opposed to term appointments and therefore they did not have to adapt to the DFO culture, nor climb a steep learning curve. HFOs had the benefit of a detailed "guiding document,"[38] which made their transition to HCSP easier.

Lesson 46: Transferring internal DFO positions to external organizations was not practical.

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[38] The "guiding document" was titled *The Establishment of Pilot 'Habitat Fishery Officer' (HFO) Positions through a Partnership of the Habitat Conservation and Stewardship Program (HCSP) and Conservation and Protection Branch (C&P)*, and written by Mallette, May 30, 2001.
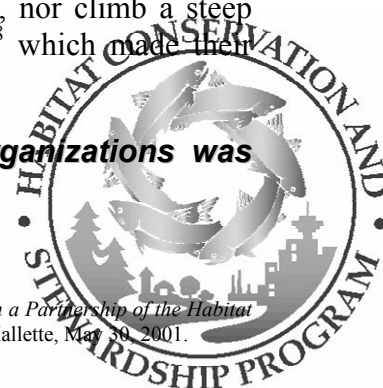
A primary objective of HCSP, as outlined in the TBS, was to train HAs in proactive fish habitat protection techniques, then transfer this knowledge and attitude via the position to organizations in the resource and development sectors. Of the approximately 30 HA positions, two secured jobs with other federal government departments after being trained about proactive habitat protection and stewardship.

HCSP underestimated the many complications associated with meeting this goal. The first complication arose as some HAs filled regulatory roles (i.e., administering the habitat provisions of the *Fisheries Act)* rather than building partnerships with the resource and development sector. Second, some corporate external partners who could "house" an HA position were never pursued. For example, Weyerhaeuser's expression of interest in "housing" an HA in one of their offices was not explored. Third, many of the HAs applied for the positions with DFO because they wanted to work as permanent government employees. For many of these people, HCSP represented an entry-level position with DFO. Once employed, they vigorously pursed other job opportunities as they arose within the Department.

3.4.3. Contribution Agreement Holders

This section outlines the successes and challenges around the relationship with Community Partners and meeting the HCSP vision of "building of long-term community stewardship capacity" and the objective to "increase community responsibility for watershed management."

Lesson 47: Build capacity, not dependency.

HCSP focused on building the capacity of stewards and the organizational capacity of CPs to proactively protect fish habitat. It was assumed that CPs would then use this increased capacity to effect change in their communities. To meet this focus, most stewards acted as "enablers,"[39] encouraging, training and supporting CPs to become stronger advocates for proactive fish habitat protection. Some SCs, however, acted as staff or administrators for community groups, as opposed to assisting groups to build the capacity to do things themselves. For example, SCs sat as representatives of the CP organizations on various processes (e.g., Environmental Review Committees) rather than ensuring that the CP was participating effectively in those processes.

It is important to ensure that organizations have or gain administrative skills needed to participate in the decision-making process. The administrative requirement to hire a full-time staff or contractor was challenging for some CP groups. Some CPs were confused about the labour code, health and safety regulations, insurance, taxes, accountability, etc. To address these concerns, the document titled *Employers Guide: Hiring, Employment and Legal Obligations* was developed.[40] Designating a position to work as administrative support for several CPs might have alleviated the situation.

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[39] An "enabler" provides someone else with the means or opportunity to make an end product possible, practical or easy. A "doer," by comparison, completes the work himself or herself (Merriam-Webster, 2001). The Program vision was to expand *community* capacity, not individual capacity. Therefore, the role of the stewards was to aid in developing the CP, not to be solely responsible for watershed management activities (Paish, 1999.)

[40] *Employers Guide: Hiring, Employment and Legal Obligations*, prepared for HCSP by A.H. Senae Inc., Certified General Accountant, Mission, B.C., 2002.
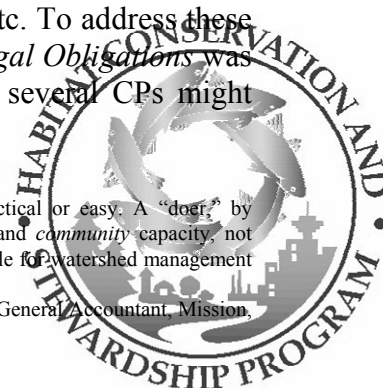
Lesson 48: Consider pros and cons of turning volunteers into paid staff.

Paying people who previously volunteered may be beneficial as it increases the group's capacity by allowing it to get better organized and complete more projects, programs and initiatives. In some cases, people who had been volunteers were hired to fill HCSP steward positions. HCSP funding for a position allowed community groups to focus on their programs and services. It also eased volunteer burnout and allowed the Department to hire people who had demonstrated commitment to protecting fish habitat.

Turning volunteers into paid staff, however, may not always be advantageous to the Department. It can make volunteers solely dependent on government funds and restrict the Department's ability to adaptively manage or wind down their programs. Paying some volunteers, but not others, may create jealousy within the volunteer community. Furthermore, volunteers may lose their ability to react and respond to new situations and information. Paying volunteers may also influence their agenda and mandate to meet the needs of the funding program.

The HCSP model was based on hiring individual stewards and providing them with some operating funds through a CP. This approach does not recognize the out-of-pocket expenses related to volunteer members of the CP such as childcare, transportation, time off work, etc. Additionally, this model does not facilitate the participation of volunteers in watershed protection activities that have associated expenses, but rather builds the steward's capacity to do so. Another approach to building community capacity would be to sponsor the expenses of several volunteers rather than the salary and operating costs of one steward.

Lesson 49: Select appropriate groups or organizations to be Community Partners.

When selecting Community Partners, there should be clear criteria or methodology, including an application process. Criteria that should be considered include education, experience, organizational philosophy, internal capacity, membership and past achievements (Paish, 1999). An application process should be transparent and well publicized to catch all potential participants. The use of an application form can provide all prospective CPs with equal access to the program. The review and filling out of the application would provide potential participants with a clear sense of the vision, goals and objectives of the program. The successful use of an application process can ensure that CPs agree with and understand the program.

CPs were often selected due to their perceived ability to effectively manage a steward position. Such groups included local governments, the Community Futures Development Corporation, FsRBC partnership groups, First Nations, etc. These groups were deemed to be able to offer the benefit of low effort and low risk implementation due to existing administrative and political structures. By choosing existing "mature" groups, however, other "younger" groups who needed their capacity built may have gone unfunded. By choosing groups previously "known" to DFO staff, opportunities to build new partnerships may have been lost.

Lesson 50: *Set realistic expectations for community groups to achieve self-sufficiency.*

Government support is critical to the voluntary sector.[41] Fundraising statistics confirm that small community groups, similar to those associated with HCSP, receive a disproportionately small share of non-government charitable revenue. It is the larger groups, such as the Western Canada Wilderness Committee or the BC Wildlife Federation, that are better able to raise funds and are more self-sufficient. HCSP provided CPs with a relatively large amount of funding (averaging $70,000 per group per year) to be dedicated to a hiring a steward. Many CPs were dependent on DFO funding sources (e.g., SEP, HCSP, HRSEP, FRAP, etc.) to maintain their group. DFO's expectation that community groups would be able to sustain these stewards in the time frame of HCSP was unrealistic.

Self-sufficiency, though a part of community capacity, was never defined or identified as a Program objective. Regardless, CPs need to develop a plan to achieve self-sufficiency, to identify fundraising as a priority and to spend at least 25 percent of their time raising funds.[42] Twenty-two million Canadians donate to voluntary sector organizations, and 6.5 million people volunteer time to a group or organization (Statistics Canada, 2001). It is estimated that the voluntary sector has $90 billion in annual income and $109 billion in assets. By dedicating time to fundraising, community groups will be able to access some of these dollars for volunteers to support fish habitat stewardship.

HCSP funding of a steward for multiple years provided community groups with the ability to leverage funds from other sources, secure in-kind donations and organize volunteers:

- Stewards coordinated volunteers so that they could contribute $2,924,976.32[43] worth of their time to protecting fish habitat.
- Stewards themselves volunteered their time in addition to paid work hours for a contribution of at least $131,032.00.[44]
- Stewards and CPs were able to leverage $11,640,385.47 from other government and private sector sources; this includes $9,204,996.47 in direct dollars and $2,435,389.00 in-kind.
- Fisheries and Oceans Canada expended about $3,005,566.00 to fund HCSP stewards in the final year of HCSP. For this investment, stewards were able to lever $14,696,393.79[45] from the private sector, foundations, other government agencies and in-kind contributors.

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[41] Registered charities receive 56 percent of their revenues from governments (mainly from provincial governments), 10 percent from individual donations, one percent from corporations, and thirty- three percent from other sources. Most of these public revenues are used in the interests of public policy and services and are directed to government-directed voluntary organizations who use the money to undertake, on contract, specific services or projects that governments want to have provided, but do not wish to produce directly. The Canadian Centre for Philanthropy estimates that for every one percent cut in government grants to charities, a 5.8 percent increase in individual donations and a 49 percent rise in corporate donations would be needed, just to maintain the status quo (Wyman 2001).

[42] Fundraising is an essential activity for any non-profit and should be part of an organization's strategic plan Activities should involve board members, implementors, beneficiaries and donors, and sometimes, professional planners, decision-makers and facilitators. This fundraising planning time does not include time for implementation, which will vary depending on the fundraising method(s) used and human resources available. Many organizations will have at least one person allocated to develop fundraising plans; in addition, professional fundraisers or grant writers are often hired (Klein, 2000; Wyman, 1991).

[43] Volunteer time was estimated at $22.82/hour. This value is based on an average from the (1) Healthcare and Social Assistance, (2) Educational Services and (3) Management, Administration and Other Support Services Categories of the *North American Industrial Classification Standard* for British Columbia and from Statistics Canada's Labour Force Survey, May 2002.

[44] Not all stewards indicated their volunteer time. The average wage used for the calculation was $27/hour.
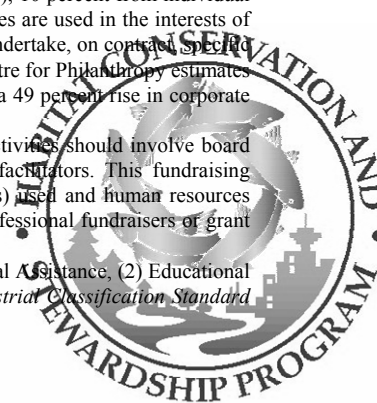
A "community matrix" (Paish, 1999) that assessed a community organization's status toward self-sufficiency was developed prior to Program implementation. The matrix was never fully utilized by CPs and stewards. HCSP should have provided more training and support to groups to help them learn how to move toward financial self-sufficiency. As HCSP sunsets, some CPs have a better understanding of how to move toward self-sufficiency. For example, most CPs in B.C. Interior South indicated that they are close to obtaining funds to employ the steward at the conclusion of HCSP. CPs that indicated that they might be able to continue employing stewards generally have either large memberships, First Nations or local government affiliation, or a large tax base that contributes to their fundraising abilities.

Further investigation is required to determine how many other CPs have moved toward financial self-sufficiency. Based on consultations at Area Meetings with CPs and core HCSP staff, it appears that many Partners will be unable to sustain their steward position(s).

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[45] This number includes $11,640,385.47 that was leveraged, $2,924,976.32 donated volunteer time, and $131,032.00 steward volunteer time.

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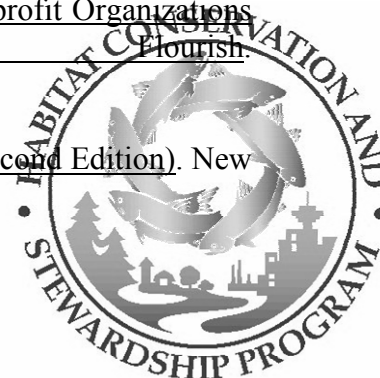
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Appendix 1: HCSP Positions and Responsibilities

POSITION	RESPONSIBILITY
Program Manager	Overall management of HCSP; serves as link to Resource Rebuilding.
HEB Area Chief	Supervision of HCSP Area Coordinators.
HCSP Area Coordinator	Area delivery of HCSP; negotiation of contribution agreements with CPs; administrative support for HAs and HFOs.
HCSP RHQ Support Staff	Support for training, mentoring, outreach and other services for program delivery; program evaluation and accountability; ensure Regional consistency in meeting HCSP vision and objectives.
HCSP Community Partner	Administration of SC or HS; negotiation of contribution agreement with AC; develops work plans, hires or contracts steward; monitors and evaluates progress; arranges steward support services.
Stewardship Coordinator	Liaison with community; facilitation and advocacy for local habitat protection; public education and awareness raising; coordination of training for community volunteers; participation in land and water use planning; works with and helps develop community-based stewardship groups; hired or contracted by non-DFO entity (CP).
Habitat Steward	Proactive work with local governments, other agencies and stakeholder groups to encourage habitat protection; provision of technical services for improved local planning and decision-making; hired or contracted by non-DFO entity (CP).
Habitat Auxiliary	Proactive work with industry, other agencies and stakeholder groups for habitat protection; provision of technical information and guidance for the application of standards, guidelines and best management practices; public, industry and landowner education; employed by DFO-HEB.
Habitat Fishery Officer	Proactive work to promote understanding of the *Fisheries Act* and related compliance/enforcement with industry and community groups; investigative lead on select habitat violations; employed by DFO Conservation and Protection (C&P) Branch.

Appendix 2: Map Showing Distribution of HCSP Stewards
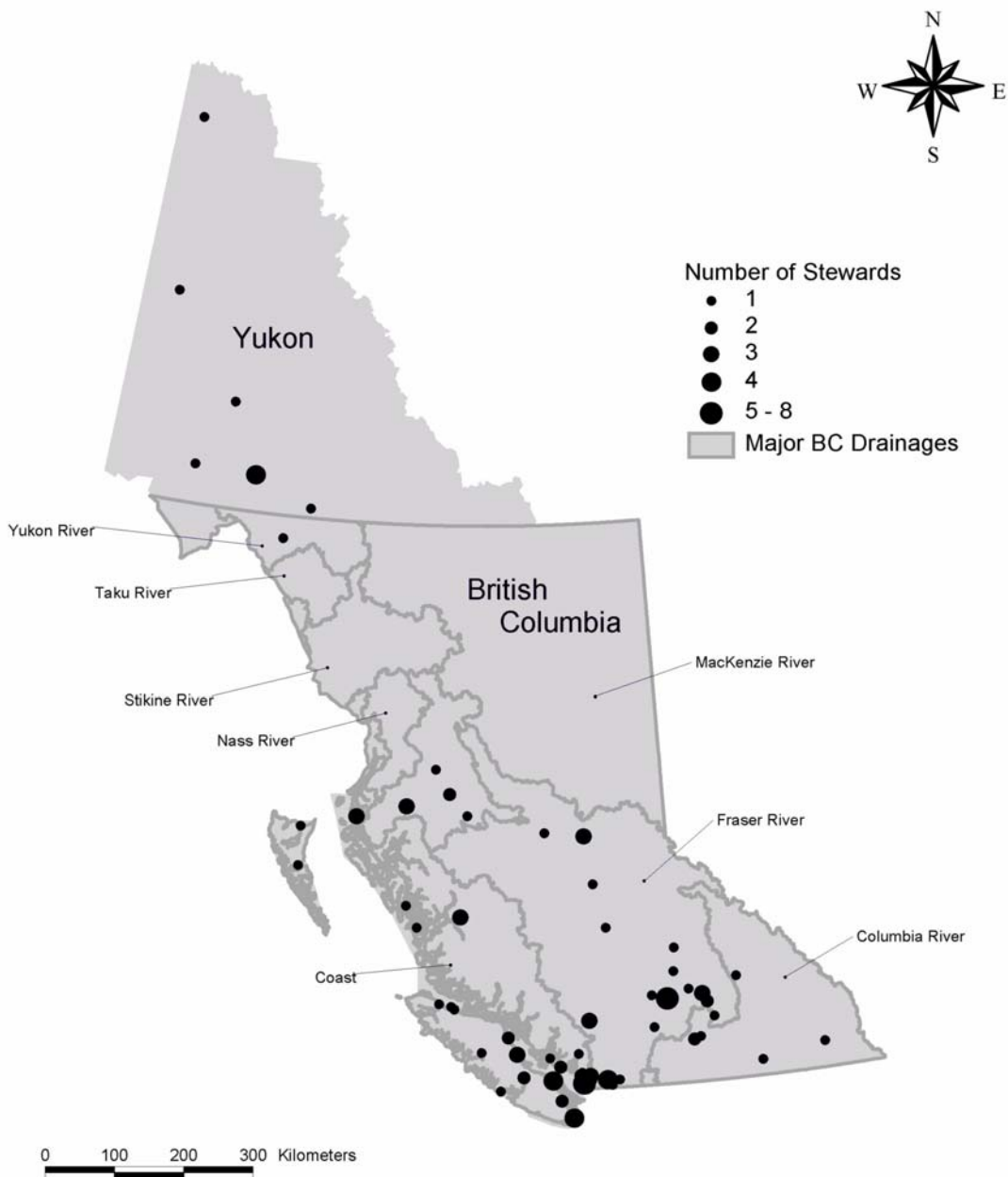
Distribution and relative staffing numbers for HCSP Stewards in British Columbia and the Yukon.

Appendix 3: HCSP Community Partners 2001-2002

First Nations Adams Lake Indian Band Carrier Sekani Tribal Council Cowichan Tribes Creekside Resources (Mount Currie) Gwa'sala-'Nakwaxda'xw Council Kwanlin Dun First Nation Nacho Nyak Dun First Nation North Thompson Indian Band Nuu-chah-nulthaht Shuswap Nation Fisheries Commission Skeetchestn Indian Band Spallumcheen Band Taku River Tlingit	**Local Government** Capital Regional District City of Abbotsford City of Kamloops City of Surrey City of Whitehorse District of Campbell River Fraser Valley Regional District Regional District of Central Okanagan Regional District of Comox-Strathcona Regional District of Fraser-Fort George Regional District of Nanaimo Sunshine Coast Regional District
Community Economic Development Community Futures • Klemtu • Nadina • North Fraser • Strathcona • Sunshine Coast Community Fisheries Development Centre • Nanaimo • Prince Rupert	**Industry** B.C. Cattlemen's Association Comox Valley Farmer's Institute Island Farmer's Alliance
Community Groups/Organizations Baker Creek Enhancement Society BC Conservation Foundation Central Coast Partnership Group Columbia-Kootenay Fisheries Renewal Partnership Cowichan Lake Salmonid Enhancement Society Discovery Coast Greenways Land Trust Fraser Basin Council Haida Gwaii Marine Resource Group Association Kingfisher Environmental Interpretative Centre Langley Environment Nechako Fisheries Council Nicola Watershed Stewardship and Fisheries Authority	Nimpkish Resource Management Board North Coast Fisheries Renewal Council Northwest Stewardship Society NVI Salmonid Enhancement Association Okanagan Similkameen Boundary Fisheries Partnership Salmon River Watershed Roundtable Seymour Salmonid Society SI Aquatic Management Society Thompson Basin Fisheries Council Veins of Life Watershed Society WCVI Aquatic Management Society Yukon Fish and Wildlife Management Board Yukon Salmon Committee

Appendix 4: HCSP Timeline

June 1998	Minister of Fisheries and Oceans announced Resource Rebuilding package of $100 million over five years.
	Steering Committee formed.
	Area Coordinators appointed.
January 1999	Habitat Conservation and Stewardship Discussion Paper completed.
January 1999	"A New Direction: Habitat Conservation and Stewardship" Forum held to help design the Program.
January – March 1999	Series of workshops in 21 communities across B.C. and the Yukon held to hear input from the public on HCSP.
April 27 1999	A total of 15 Habitat Auxiliary and Stewardship Coordinator pilot positions hired in 12 areas.
May 1999	An assessment was undertaken of community-based processes and organizations and their capacity to work cooperatively with government in "Getting Ahead of the Curve" in the protection, conservation and stewardship of productive habitat.
May 1999	HCSP *Framework Document* completed.
September 1999	Phase 1 of hiring completed.
October 1999	Regional Orientation Session 1 was held.
January 2000	Phase 2 of hiring completed.
March 2000	Regional Orientation Session 2 was held.
June 2000	Phase 3 of hiring completed.
July 2000	Regional Orientation Session 3 was held.
April 2001	HCSP Mid-term Meeting was held.
March 2003	HCSP sunsets.

Appendix 5: Definitions

(From Lesson Learned # 25)

[1] *Advice* – DFO has a standard format for a "Letter of Advice." However the term is not formally defined. "Advice" can be a written or verbal recommendation regarding a decision or course of conduct to a proponent on how they can complete a project so as to avoid a Harmful Alteration, Disruption, or Destruction (HADD) to fish habitat. The advice is often based on Best Management Practices and can be very site specific. In other cases, the letter may simply refer to existing guidelines or stewardship documents. "Advice" is not legally binding, although it can play an important role by providing due diligence (for or against the proponent) in the event of problems.

[2] *Communication* – A process by which information is exchanged between individuals through a common system of symbols, signs or behaviour (Merriam-Webster, 2001).

[3] *Community* – A grouping of people who reside in a specific locality (public space or geography), exercise some degree of local autonomy and have shared social interactions. Definitions of community generally presume that a community is not just thousands of individuals, but a system of groups with specific characteristics and dynamics.

[4] *Community capacity* – "Capacity is simply the ways and means needed to do what has to be done. It is much broader than simply skills, people and plans. It includes commitment, resources and all that is brought to bear on a process to make it successful. Usually, 'capacity' includes the following components: people who are willing to be involved; skills, knowledge and abilities; wellness and community health; ability to identify and access opportunities; motivation and the wherewithal to carry out initiatives; infrastructure, supportive institutions and physical resources; leadership and the structures needed for participation; economic and financial resources; and enabling policies (Flo and Smith, 1999).

[5] *Community responsibility* – This is a significant component of stewardship. It means that the community is accountable for decisions made within their area. It requires a sense of importance or worth of the resource in the present and into the future, and an understanding of the potential effects of decisions made.

[6] *Compliance monitoring* – "A means of ensuring that project proponents are compliant with the *Fisheries Act.* This includes the monitoring of actions from letters of advice or authorizations issued under subsection 35(2) (Fisheries and Oceans Canada, 1998). Under CEAA, compliance monitoring is defined as 'verification through inspection that a project is being carried out as authorized to ensure that environmental assessment commitments are fulfilled.' Compliance monitoring may require 'operational monitoring' by a proponent. This involves sampling or ongoing monitoring of releases into the environment" (Fisheries and Oceans Communications Directorate, 2000).

[7] *Education* – Defined as teaching and learning of knowledge and skills. It is meant to persuade or condition to feel, believe or act in a desired way (Merriam-Webster, 2001).

[8] *Enforcement* – "Habitat enforcement refers to enforcement of the habitat sections of the *Fisheries Act*, most commonly Section 35(1), which prohibits the 'harmful alteration, disruption or destruction of fish habitat'; and Section 36(3), which prohibits the 'deposit of a deleterious
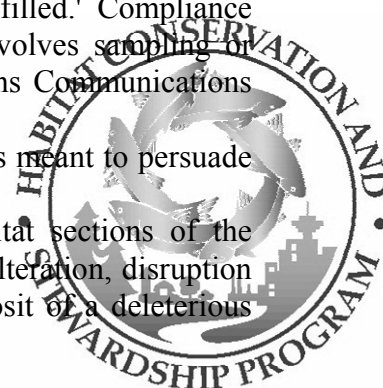
substance in waters frequented by fish.' Four agencies enforce the *Act* once a contravention occurs*:* DFO, DOE, DIAND and MWLAP. Within DFO, Fishery Officers, Habitat Inspectors and Fishery Guardians are designated to investigate violations for possible prosecution. Prosecutions are handled by the Department of Justice (DOJ) or Ministry of Attorney General, depending on which agency is leading the investigation (Fisheries and Oceans Canada, 2002).

[9] *Enhancement* – Salmon enhancement is using hatcheries, spawning channels, lake fertilization or habitat restoration to increase the survival of salmon at some stage of its life" (Fisheries and Oceans Canada, 2001).

[10] *Fish habitat stewardship* – This refers to the "cooperative planning and management of environmental resources, where all users and managers share the responsibility for conservation. Stewardship embodies a new ethic of caring for local ecosystems in the interest of long-term sustainability" (Dovetail Consulting, 1999). See the work of Aldo Leopold for a more complete explanation of the concept of a "land ethic".

[11] *Measurable* – A "measurable" item is one that can have a value, qualitative or quantitative, assigned to it. Most things are measurable; however, the ease to which they are measurable varies, especially regarding natural resources. For example, measuring biodiversity is difficult within an ecosystem as it requires more data collection than most agencies would be willing to collect.

[12] *Outreach* – This involves the extending of services or assistance beyond current or usual. Both education and outreach involve the process of learning; however, outreach targets a group that has not been a traditional audience (Merriam-Webster, 2001).

[13] "Partnerships" are arrangements between two or more parties who have agreed to work cooperatively toward shared and/or compatible objectives and in which there are: shared authority and responsibility (for the delivery of programs and service, in carrying out a given action or in policy development); joint investment of resources (time, work, funding, material, expertise, information); shared liability or risk-taking; and ideally, mutual benefit. This definition of partnership implies dual effort, dual benefits and self-sustainability on the part of all participants. Inherent is the need for a system of accountability and equality among participants in both contributions and decision-making; this shared responsibility differs from simple consultation because it involves more than a simple exchange of information. Rather, there is collaborative joint action. The definition is still vague and does not encompass the variety of potential partnership arrangements.

[14] Proactive habitat protection – Any activity that protects fish habitat from being degraded by human activities, i.e., planning, education, landowner contact, conservation covenants, etc. Proactive implies a pre-emptive action that attempts to ensure that the habitat is not initially threatened. For example, although referrals can prevent habitat destruction, the habitat in question is already in a state of threat. Therefore, referrals are reactive in nature.

[15] *Restoration* – "Habitat restoration activities focus on improving or creating fish habitat in local streams, rivers, lakes and estuaries to improve salmon survival and increase their production. Project activities include: building side channels; adding spawning gravel and placing large woody debris and boulders into streams to create and enhance spawning and rearing habitat; planting riparian vegetation, adding rip-rap and constructing log-crib walls to stabilize eroding banks; installing fencing to restrict livestock access to salmon streams and protect riparian stability; modifying barriers to fish passage to improve or extend fish access to
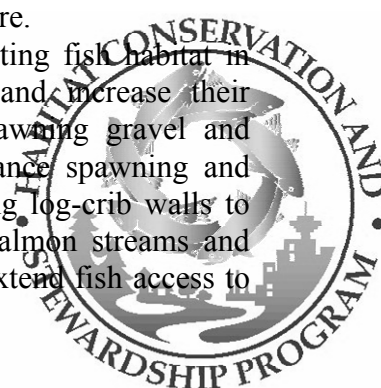
suitable habitat; and constructing water-storage dams in upper watersheds to improve water flow" (Fisheries and Oceans Canada, 2001).

[16] *Support to partners* – In building community capacity, community partners require support. The type of support required depends on the capacity of the partner and include support for administration, finances, knowledge, and human resources.

[17] *Target audience* – The group of people to whom a message is directed. A target audience can be defined by age, profession, gender, user groups or a mixture of these. Each may respond differently to a message.

[18] *Watershed planning* – A process of achieving social change. It is essentially a sequence of activities that occur over time, each leading to the next. Planning processes are dynamic and continuous; they must be responsive and adaptive to changing conditions (e.g., new municipal councils). A good watershed plan provides a framework for continued dialogue about water and the watershed; it is not a single product such as a document. Watershed plans must be dynamic, thus able to reflect new technologies and management and the current social attitude or community vision.