



Field Level Evaluation

March 2001

Habitat Conservation and Stewardship Program

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Acronyms

Acronym	Definition
AC	Area Coordinator
AFS	Aboriginal Fisheries Strategy
BC	British Columbia
BCCF	British Columbia Conservation Foundation
BCWSA	British Columbia Watershed Stewardship Alliance
C&P	Conservation and Protection Branch (Fisheries and Oceans Canada)
CA	Community Advisor
CCG	Canadian Coast Guard
CFDC	Community Futures Development Corporation
CP	Community Partner
DFO	Fisheries and Oceans Canada
FRBC	Forest Renewal BC
FsRBC	Fisheries Renewal BC
GIS	Geographic Information System
HA	Habitat Auxiliary
HCSP	Habitat Conservation and Stewardship Program
HEB	Habitat and Enhancement Branch (Fisheries and Oceans Canada)
HFO	Habitat Fishery Officer
HRDC	Human Resources Development Canada
HRSEP	Habitat Restoration & Salmon Enhancement Program
HS	Habitat Steward
JMT	Joint Management Team
MAFF	Ministry of Agriculture, Food and Fisheries (BC)
MELP	Ministry of Environment, Lands, and Parks (BC)
MOF	Ministry of Forests (BC)
MOTH	Ministry of Transportation and Highways
MOU	Memorandum of Understanding
NGO	Non-Government Organization
OCP	Official Community Plan

PFAR	Pacific Fisheries Adjustment and Restructuring
RHQ	Regional Headquarters
RRC	Renewable Resource Council
SARA	Species at Risk Act (Environment Canada)
SC	Stewardship Coordinator
SEP	Salmonid Enhancement Program
SHIM	Sensitive Habitat Inventory Mapping
USHP	Urban Salmon Habitat Program (BC)
WUP	Water Use Plan

Acknowledgements

Many people helped in the preparation of this report. In particular the Habitat Conservation and Stewardship Program (HCSP) would like to thank all of those people who willingly gave their time to answer the many interview questions. This list of people included stewards, community partner groups employing stewards, DFO field staff, and HCSP Area Coordinators. In all, 76 interviews were held over an eight-week period. Interviews ranged from thirty minutes to three hours. HCSP greatly appreciates the time and effort taken by these people to thoughtfully answer questions.

HCSP would also like to thank Fisheries and Oceans Habitat and Enhancement Branch Area Chiefs for their hospitality towards the HCSP staff who conducted the interviews.

Section One: Introduction

Section One: Introduction

1.0. Purpose and Structure of Report

The purpose of this *Field Level Evaluation* report is to provide a public account of the Habitat Conservation and Stewardship Program (HCSP). The report attempts to ensure transparency during the operation of this publicly funded Program. HCSP is built around the concept of partnership development to protect and steward fish habitat. The Program recognises that Fisheries and Oceans Canada (DFO) cannot fully protect fish habitat without the assistance of other organizations, community groups, and the public. Habitat protection requires partnerships, which involve both shared decision-making and responsibilities. Partnerships also are dependent upon open communication and sharing of information. This report communicates and shares information about HCSP to stewards, community partners, and the public. It provided a basis for discussion about program delivery at the HCSP Mid-term Meeting, April 2001.

The report has been divided into two main sections. The first section provides an introduction, and describes the purpose and research methods used for the evaluation. Section two presents findings from an evaluation of Program design, delivery, and effectiveness from the perspective of stewards, community partners, HCSP Area Coordinators, and DFO staff.

2.0. HCSP Background

The original intent of HCSP was to represent a new style of resource management for DFO. HCSP focused on providing people to work with local communities to protect fish habitat rather than on funding capital projects. The 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.

Refer to [Appendix A](#) for a detailed list of the Program's Vision, Guiding Principles, and Objectives.

2.1. Administrative Structure

HCSP is delivered across British Columbia and the Yukon in seven HCSP management areas.¹ Program management and delivery occurs primarily through a Program Manager, Habitat and Enhancement Branch (HEB) Area Chiefs, seven Area Coordinators (one per management area), a Steering Committee, an Implementation Committee, and DFO Regional Headquarters (RHQ) support staff.

As a DFO program, HCSP has had to adapt to the Department's changing management structure. In the past, all DFO branches were managed centrally from RHQ in Vancouver. Over the past year, there has been a shift from regional-based to area-based delivery of programs and activities in order to move decision-making power closer to where the decisions have impact. At the time when this report was written, changes were still being made to DFO's Pacific Region management structure that have influenced and will continue to influence HCSP delivery.

2.2. HCSP Positions and Responsibilities

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 are employed by DFO, while SC and HS positions are employed by Community Partners. Of the 120 people hired under the Program, 103 are stewards. The key participants in HCSP and their main responsibilities are summarised in Table 1.

Community Partner (CP) organisations are an integral and important part of HCSP delivery. With program funding, they employ SCs or HSs. Roundtables, First Nations, local government, Non-government Organisations (NGOs), and other organizations have served as partners. Selection of CPs was based on the recommendations from public consultations in 21 different communities and was intended to build on existing community and administrative structures and to avoid duplication of effort.

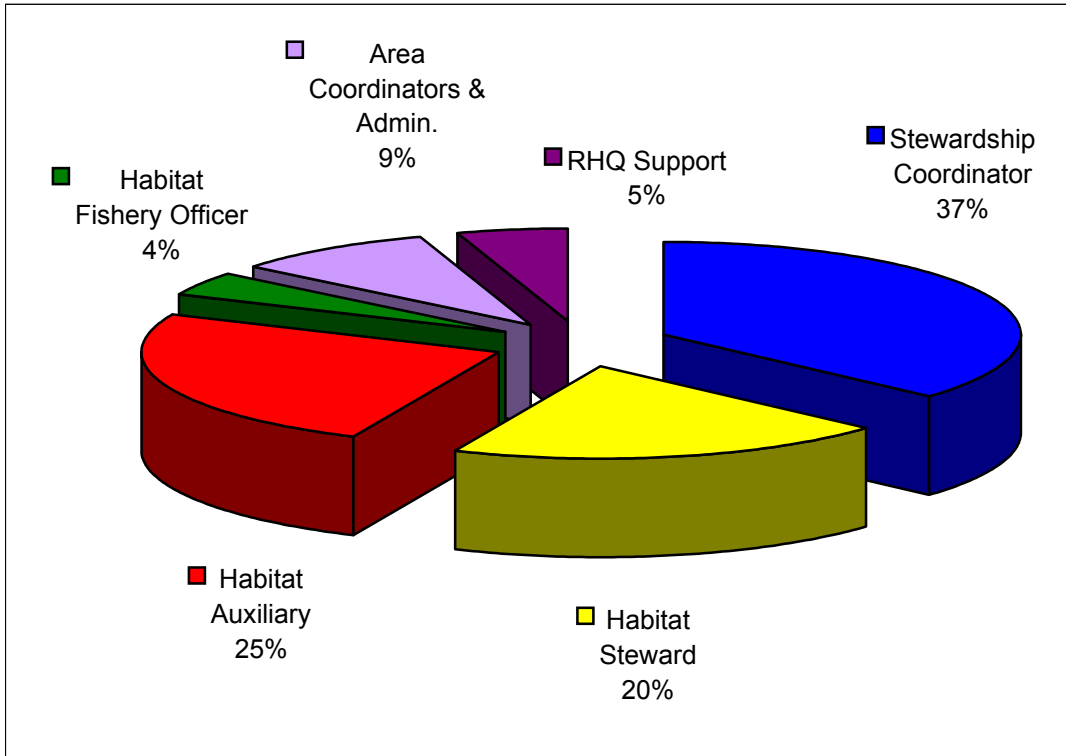
¹ These areas are British Columbia Interior North, BC Interior South, Central Coast, Lower Fraser, North Coast, South Coast, and the Yukon.

Staffing of positions for HCSP took place in phases starting with pilot positions in January 1999 and ending with Phase 3 in the spring of 2000. According to the Federal Treasury Board requirements for the Program, HCSP should have been fully implemented by April/May 1999, with a total of 85 positions. In fact, the Program was fully implemented in June 2000, with a total of 120 positions. Of the 120 people, 68 people or 57 percent of positions were external to DFO, whereas 52 people or 43 percent of positions were DFO staff. Refer to [Appendix B](#) for a list of Stewardship Coordinator, Habitat Steward, Habitat Auxiliary and Habitat Fishery Officer positions and Community Partner organisations. Refer to Chart 1 to view the percent distribution of different position types involved with HCSP throughout Pacific Region as of February 2001.

Table 1: Responsibilities of HCSP Participants

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 community partners; 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.

Chart 1: HCSP Human Resources in Pacific Region



2.3. Program Finances

A total of \$35.6 million has been designated for HCSP over its five-year life. Annual program funding has increased incrementally from \$3.0 million in 1998/99 to \$8.7 million in 2000/01 and will remain at \$8.7 million until the Program’s end in 2003. Resources and position types have been allocated to HCSP areas based on community needs and feedback from the public consultations. In addition to funding steward positions, HCSP has provided financial support to other DFO initiatives, including the Salmonid Enhancement Program, the new Stewardship Centre web-site, Stream Team, and Salmonids in the Classroom.

3.0. Background and Framework for HCSP Evaluation

Program evaluations are assessments of the operation and/or outcomes of a program compared to a set of objectives. Program evaluations should be conducted to:

- ▶ Improve management and administration (i.e., plan, formulate policy, develop new initiatives, or expand or cut programs);
- ▶ Measure the appropriateness of program changes,
- ▶ Improve the delivery of program changes; and
- ▶ Ensure accountability.

Program evaluations may be [formative](#)² or [summative](#). This evaluation of HCSP was formative because it provided an opportunity to make adjustments in the delivery of the Program to better meet its overall objectives. In addition, the purpose of this evaluation was to understand the processes that led to specific outcomes, not to examine the outcomes themselves. The evaluation is summative because it is an assessment of HCSP's processes that have been already conducted. This evaluation is part of level two of the HCSP evaluation framework. For a more detailed description of the evaluation framework, refer to [Appendix C](#).

This report contains no evaluation of the financial aspects of the Program. A financial audit of this Program is not planned until 2003. Howard Paish and Consultants completed an independent assessment of the Programs' progress towards its vision, goals, and objectives in March 2001.

The following sub-sections outline the purpose, research design, and analysis plan for the evaluation of HCSP.

4.0. Evaluation Purpose

This evaluation is an assessment of the overall progress and effectiveness of the Program toward meeting its goals and objectives. The purpose of this evaluation is to answer questions about [processes](#) and the [outcomes](#) of HCSP. By asking questions about processes (e.g., management

² All underlined words are defined in the glossary.

structure, committees, etc.), the evaluation should help to understand if the program is operating effectively; recognise the strengths of the program; and reveal areas where improvement is necessary. Questions about program outcomes (e.g., protected habitat) determine what is occurring due to the programs' existence and help to determine if clients are gaining the intended benefits of the program. The primary questions for this evaluation were:

- ▶ Is the Program, including stewards, Community Partners, and DFO staff, making progress toward the vision and objectives of the Program?
- ▶ Is the administrative structure and area delivery model supporting the people who are delivering the Program and its objectives?

Difficulties in evaluating a program like HCSP include:

1. Many of the benefits/outcomes of the Program are difficult to directly measure and results must be inferred, e.g., community capacity for stewardship.
2. The intended beneficiaries for HCSP are a combination of fish, fish habitat, and the community in general. It is difficult to measure the degree to which these beneficiaries are receiving the intended benefits of the Program.
3. Many of the Program outcomes will be only evident in the long term, therefore not measurable during the five-year life of the Program.
4. There are many individuals and programs unrelated to HCSP that are also involved in stewardship and proactive habitat protection. It is difficult, therefore, to directly attribute advances in habitat protection solely to HCSP.

The main purpose of this evaluation is to determine how effectively HCSP is being implemented and to identify program elements that need improving.

5.0. Field Level Evaluation Methods

The evaluation examined two major elements of HCSP:

- ▶ Program Design and Delivery
- ▶ Program Principles and Objectives.

HCSP headquarters staff³ developed and conducted a field level evaluation to assess the Program's design and delivery.

The evaluation team conducted the field level evaluation. A combination of [qualitative](#) and [quantitative](#) data was collected. The evaluation, however, favoured qualitative data because many of the outcomes and benefits of HCSP are difficult to quantify. Qualitative research offered the added benefits of:

- ▶ Sensitivity to context
- ▶ Awareness of the participant's perspective
- ▶ Reduced bias toward the program
- ▶ Empowerment of people by viewing them not as data, but by representing their knowledge and beliefs
- ▶ Ability to perceive unpredictable outcomes (not limited to pre-set responses)
- ▶ Flexibility.

There is an element of subjective judgement inherent in all evaluation. Evaluations, therefore, should choose and implement procedures that use a variety of sources of information, to compare and confirm findings. Thus, the evaluation team obtained information by both reviewing [documents](#) and [interviewing](#) people.

5.1. Document Review

Consultant and internal reports, meeting minutes, evaluations of HCSP committee initiatives, public relations materials, letters, steward Level One evaluations and steward final reports were reviewed for the field level evaluation. Document review was conducted to:

- ▶ Identify regional issues and trends
- ▶ Corroborate information collected during interviews.

It was originally intended that the evaluation would have a synopsis of all Level One evaluations and steward annual reports; this would have provided additional information to the information that was gathered through interviews. The majority of contribution agreements should have undergone a Level One evaluation in March 2000; this was prior to the development of Level

³ HCSP evaluation team consists of all Area Coordinators and RHQ support staff. The evaluation sub-committee consists of staff members who are not directly involved in Program operation.

One evaluation and steward annual report processes consistent across all areas. As a result, at the time that this report was written, there was insufficient Level One evaluations and final reports completed to contribute significant findings to this report.

5.2. Interviews

Interviews were conducted to determine the opinions of field personnel about both Program design and delivery and progress toward Program objectives. Four different field level sectors were interviewed; these included HEB staff, and HCSP stewards, Community Partners, and Area Coordinators. HEB Area Chiefs and HCSP Regional Headquarters staff were not interviewed.

For HEB staff in each area, a list of potential interviewees was compiled from a combination of email lists and consulting with the administrative staff and the Area Coordinator. HCSP stewards' names were gathered from a database that lists all stewards. Community Partners names were gathered from a combination of the HCSP web-site, a database that lists all Community Partners, discussions with Area Coordinators and a review of all HCSP contribution agreements.

All seven Area Coordinators were interviewed. For the other three groups of people that were interviewed, 30 percent of the people were selected using a random numbers system for interviews. There were a total of 79 interviewees selected for the field level evaluation. Of the total number of people selected for interviews, two HEB staff and one Community Partner were not interviewed. In the case of HEB staff, neither individual felt that they knew enough about HCSP to comment. The Community Partner failed to respond within the time constraints of the interview process. Therefore, there were a total of 76 interviews conducted with:

- ▶ 32 HCSP stewards
- ▶ 19 HCSP Community Partners
- ▶ 7 HCSP Area Coordinators
- ▶ 18 HEB staff (Community Advisor (CA), Habitat Biologist, and Habitat Technician staff).

Interviews were conducted from November 2000 to January 2001. To arrange an interview, evaluators contacted interviewees by telephone and/or email. Where possible, interviews were conducted in person. Interviews took from 30 minutes to 3 hours. A separate list of questions

was developed for each of the 4 categories of interviews. Refer to [Appendix D](#) for those questions. All interviews were informal, with open-ended questions and a consistent theme. Interviewees were guaranteed complete confidentiality.

5.3. Collation, Analysis and Report

Information was gathered and recorded from November 2000 to February 2001. Evaluators developed a framework for answering the key evaluation questions. Information was organised in point form into the document framework; this framework was designed in preparation for the creation of this *HCSP Field Level Evaluation Report*. This report is intended for distribution to everyone associated with HCSP and with broader public availability via the HCSP web-site. This report will be used to help to adaptively manage HCSP. A consultant was hired to assist in the writing of the field level evaluation.

Section Two:
Field Level Evaluation
Findings

Section Two: Field Level Evaluation Findings

1.0. Introduction

The results of the interviews with HCSP stewards, Community Partners, Area Coordinators, and local DFO staff are meant to provide a field-level assessment of the Program's implementation and progress to date. Most of the questions posed to the four groups were designed to gather feedback on how to improve HCSP over the next few years of its scheduled term. Moreover, interviewees were encouraged to be frank and critical in their responses and comments about the Program, its participants, and progress in achieving objectives. Refer to [Appendix D](#) for the interview questions.

For the purposes of discussion, the field level evaluation findings have been grouped under three headings:

- ▶ Program vision and objectives;
- ▶ Program design and delivery; and
- ▶ Roles, responsibilities, and relationships.

2.0. Program Vision and Objectives

The interviewers posed a set of questions to stewards concerning the HCSP vision and objectives and progress on their achievement. This section focuses on:

- ▶ The nature of stewardship;
- ▶ Community capacity;
- ▶ Funding for partnerships;
- ▶ Linkages with other programs;
- ▶ Communication, education, awareness, and advocacy;
- ▶ Planning, restoration, and inventory; and
- ▶ Program expectations and legacy.

2.1. The Nature of Stewardship

All interviewees were asked to define “stewardship” in their local context. Stewards and Community Partners were queried about what stewardship looked like in their community. They were also asked about how they were personally supporting or fostering stewardship in their communities.

Key Findings/Areas for Improvement

Stewardship in the Pacific Region

- Community groups that are focused on whole watersheds are key to success
- First Nations have a strong stewardship ethic
- Significant progress in the Yukon
- More difficult to promote stewardship in resource-dependent communities

“Stewardship” means different things to different people. For some of the stewards interviewed, the concept is related to community outreach, education, and planning. Stewardship, they argued, had been around for a long time; all that it required was a change in attitude. Some interviewees elaborated on

this theme, they believed that stewardship was a slow process that demanded a complete cultural transformation. Exhibit 4.1 presents a sampling of views from stewards, ACs, CPs, and Department staff on the meaning of stewardship, its component activities, local responsibility for stewardship, and motivations.

A number of stewards and DFO staff agreed that stewardship groups who focused on watersheds were one of the strongest forces for habitat protection. Many stewards felt that groups were working primarily at a “creek-by-creek” level and often with an in-stream focus. Several CPs stated that activities had to shift to a holistic view of the whole watershed and the consideration of interests other than fish. Signs that some community groups are changing from looking at single creek issues or minor land management issues to examining entire watersheds and even adjacent ones encouraged Department staff.

Many interviewees felt that First Nations have an inherent stewardship ethic. A steward from the Yukon observed that the aboriginal community provided a stable platform from which to build stewardship, and that First Nations embraced the work of stewards faster than anyone else in the community did. One Community Partner suggested that First Nations could do a better job at protecting habitat than the federal government. Another pointed out that most First Nations offices had natural resource coordinators who focused on more than fish.

Exhibit 4.1 Observations on Stewardship from the Interviews

What is stewardship?

- *Caring for the land, water, and air for future generations*
- *A basic understanding and appreciation of the surrounding environment and community*
- *Conservation and preservation of habitat*
- *A broad citizen base for activism, participation, education, monitoring, and other activities*
- *An attitude to raise the bar and re-educate proponents about the fisheries resource*
- *Taking care of your community, the environment, and the salmonid resource*

What does it involve?

- *Working with a community to protect land and water resources and maintain healthy ecosystems for the future*
- *Carrying out your day-to-day activities in a way that respects and conserves salmon*
- *Working within your sphere of influence to educate others and affect decisions that may impact fish habitat*
- *Providing education and awareness of watershed needs and good management*
- *Raising the understanding of human impacts to the land*
- *Fostering an ethic in the community and having the community work together as a whole*
- *Proactive approaches and preventative measures (e.g., education, planning, public involvement)*
- *A long-term commitment of resources*
- *Empowering local government in environmental management*
- *Building partnerships and making linkages between organizations*
- *Being an advocate and sharing your knowledge and respect with other people*
- *A watershed-based, ecosystem approach to environmental protection*
- *A good relationship between the aboriginal and non-aboriginal communities*
- *Rehabilitation and securing funding*

Who does local stewardship?

- *Individuals who take personal responsibility for the care and protection of private property*
- *Groups of individuals with a collective interest in the environmental health of their nearby stream or home watershed, becoming politically and physically active*
- *People being willing to change their lives to protect a resource they value*
- *The general public taking ownership of projects and being responsible for their ramifications*
- *Groups or multiple groups that address issues crossing watershed boundaries and champion protection and stewardship on a broader basis*

Why do they do it?

- *People feel strongly about a resource*
- *Landowners have a greater feeling about stewardship because it's to their benefit to care for the land*
- *In the interests of the community, rather than self-interest*
- *For the sake of money and jobs*
- *Inherent in First Nations communities*
- *Fisheries are highly valued*
- *Stewardship cannot be forced, mandated, or directed*

Stewardship remains an uphill battle in resource-dependent communities. Several ACs pointed out that habitat protection was typically a challenge in areas characterized by a small population base. Many interviewees commented on how difficult it was to promote stewardship in communities that are located far away from the urban core of the Georgia Basin. In communities that were focused on resource extraction, the priority was on getting the most economic value for the resource with little or no attention to long-term stewardship and conservation.

According to one partner, Yukon citizens lacked a vested interest in the salmon resource. Local stewards reported that people in the Yukon had a good environmental ethic; it was just a matter of getting them to think in terms of proactive habitat protection. HCSP was making significant progress in meeting its objectives because community stewardship of aquatic resources had been “at ground zero” when the Program started.

Some DFO staff suggested that in most of the Region it would take several generations of education to bring about the necessary attitudinal changes for moving to a stewardship ethic. One even proposed that the only alternative to a long-term education approach was for communities to suffer through a massive economic hardship, such as the loss of the forest industry.

Stewards have worked with ranchers to incorporate habitat protection into their daily decisions. Those working with the ranching community noted that environmental issues were just one more problem that ranchers had to face while struggling to earn a living. They said that ranchers did not object to stewardship, but rather simply did not have time for it. As a result,

stewards had to help the ranchers understand how the creek system worked and how to integrate it into their day-to-day operations as cost-effectively as possible. One rural steward remarked that “advocacy” was an urban term.

DFO needs to realign its own thinking to be consistent with a true stewardship ethic.

Several ACs suggested that one of the biggest challenges to developing a stewardship program were the attitudes of Department staff. From their perspective, DFO needed to think about how to deliver their fisheries mandate more effectively. They believed that Department needs to move beyond a fish production focus to an approach of watershed-based habitat protection and cooperation with communities. One Habitat Biologist reported having become an advocate of proactive habitat protection versus restoration, observing that government funding programs for fisheries sometimes sponsored activities that were “in vogue” and not necessarily those that were scientifically sound.

2.2. Community Capacity

Several questions focused on what was required to build long-term local capacity for stewardship, what the stewards were doing to help that capacity building, and how the community would be better equipped to protect fish and fish habitat as a result of the stewards’ work.

Key Findings/Areas for Improvement

HCSP has made a good start towards building community capacity for stewardship.

For most DFO staff, the idea of a groundswell of support for fish and fish habitat by 2003 was overly optimistic. However, they did confirm that HCSP had “planted a seed,” that it was helping community groups to get established, and that overall the Program had a good beginning. Some staff considered that communities should be better able to protect habitat because stewards had provided the necessary technical expertise, as well as a contact person to whom the community could turn. Positive results of the HA work were evident in increasing industry attention to habitat issues. SCs believed that they had helped to raise public awareness, improve interagency communications, increase membership in community groups, and start people thinking about stewardship activities in a holistic way.

What’s needed for capacity building?

- Long-term commitment of funding and other support
- More communication, education, awareness, and advocacy
- Partnerships with communities, industry, and local organizations

Stewards and Community Partners reported a variety of capacity building activities underway. These included public education, one-on-one interaction with industry, administrative support for setting up community groups, lobbying of local governments, establishing intergovernmental links, and involvement in projects for stream and stock assessment, habitat restoration, and habitat protection. Examples of specific activities are listed in Exhibit 4.2.

Exhibit 4.2 Sample Capacity Building Activities

STEWARDS

- Preparing sensitive habitat atlases
- Holding a stewardship visioning workshop for the community
- Creating an education package and operational maintenance manual for city employees
- Outreach and relationship building with First Nations
- Participation in developing watershed plans, storm water plans, and storm-water bylaws

COMMUNITY PARTNERS

- Building a library of stewardship resources
- Incorporating a greenway into an Official Community Plan
- Establishing a local management committee for consultation with fish stakeholders
- Challenging the environmental process on a proposed mine
- Conducting a riparian re-vegetation project

More time, a long-term commitment of resources, and other ongoing support should be provided to build capacity. “Money,” “long-term commitment,” and “partnerships” were the words most commonly used by all four of the interview groups to describe what was needed to build community stewardship capacity. A number of CPs and ACs suggested that “enlightened self-interest” was a prime motivator, communities needed economic incentives to participate, and stewardship had to enhance quality of life (e.g., recreational and aesthetic values), as well as providing economic returns. Several stewards observed that the two to five-year time horizon for HCSP was unreasonable for the adoption of a stewardship ethic. Some DFO staff added that while a proactive approach to habitat protection was money well spent; it required time for a stewardship ethic to take root in communities.

A few stewards also suggested that it was important for long-term habitat protection that DFO reduce its bureaucracy. Some stewards called for more large-scale planning, more information on watershed planning and how to do it, and better collection and coordination of watershed information. The perception was that Department staff should make a greater effort to share technical expertise with stewards and with the public in general. For their part, some DFO interviewees also recognized the need for a good internal support structure for stewardship and recommended that the Department continue to interact with local governments, developers, and others after the Program's end to develop these groups' stewardship capacity.

DFO support to communities should focus on ensuring independent, self-sufficient stewardship groups to advocate for habitat protection over the long haul. Some DFO staff strongly advised that HCSP concentrate on creating and developing stewardship groups that could continue to function beyond the Program's termination. From their standpoint, many community groups were quasi-political and appeared to come and go with government policies and funding. The concern was that when the Program ended in two years communities would return to their pre-HCSP status, with no significant legacy for habitat stewardship and conservation. The Department must strive to fund stewardship organizations that will be politically independent and financially self-sustaining over the long run.

One partner remarked that HCSP had created competition among community groups for the steward position. Several ACs suggested that resources should be concentrated on building the capacity of community partners that DFO has already started to work with through past programs. At the same time, it was acknowledged that capacity had to be built in remote areas where stewardship groups and a stewardship ethic were undeveloped. A few ACs contended that remote communities with a lack of stewardship should have been given a DFO Community Advisor rather than a steward position.

According to some stewards, community groups seemed reluctant to get involved in advocacy, preferring to do fieldwork instead. However, it is essential for these organizations to speak up on behalf of common property interests. Municipalities are often perceived as being primarily business-oriented and as favouring economic development through resource extraction at the expense of other values. Local governments need to hear from stewardship groups because without citizens' input and support, a municipality has no mandate to implement bylaws to protect habitat.

Education, awareness, and advocacy are the cornerstones to capacity building. For all of the groups interviewed, education, awareness raising, and training of local advocates were fundamental to the development of community stewardship capacity. Most stewards thought that targeted education for local government and industry would help raise the standards of future development in and around streams. Likewise, some CPs stressed the need to educate the “silent majority” about the value of fish and fish habitat protection. In particular, it was noted by one Community Partner that it is critical to dispel the commonly held perception that all rural watersheds are pristine.

Local governments should be encouraged to provide leadership by increasing their own stewardship capacity. Some stewards expressed the opinion that, for people to believe that they could make a difference in their communities, new kinds of “stewardship leaders” had to emerge at the local level. According to these stewards, DFO could not expect the average private citizen to protect fish habitat when local governments and industries were seen to be getting away with poor environmental practices. Individuals needed to witness more environmentally responsible industrial activities in their own backyards to restore their confidence and inspire them to take personal action on habitat protection; this could only happen through a combination of relationship building with agencies, companies, and public groups and also enforcement and legislation.

Several stewards maintained that municipalities had to integrate environmental policy into their ongoing operations of planning, engineering, and public works. In their view, funding for activities such as habitat protection, restoration, storm water management plans, and watershed plans had to come from an ongoing municipal operation before an “environmental” project would proceed. Some DFO staff affirmed that local government had a key role to play in habitat protection through strong municipal conservation bylaws and other efforts. A few CPs mentioned the need to integrate environmental issues into municipal processes and have ongoing requirements to regulate land and water use practices.

Ultimately, stewardship means shared decision-making, through partnerships with the Province and the community. A number of Department staff remarked that stewards were building links among the various levels of government and that with time this increased communication would benefit the community in its stewardship efforts. A pivotal function of external stewards was that they were creating forums for discussion, with an emphasis on cooperative public involvement rather than focusing on regulatory issues.

According to some interviewees, one activity that fostered stewardship was “empowering local governments in environmental management.” One AC suggested that DFO should listen to communities and relinquish its decision-making power, moving into partnership arrangements with the Province and communities. The AC also felt that Department managers were uncomfortable with the idea of giving stewardship groups increased power over fish habitat management, and also could not bear being criticized by the public. On the other hand, it was reported more than once that some municipalities were concerned that HCSP amounted to DFO downloading its mandate to local government.

2.3. Funding for Partnerships

The vision of the Program is to encourage communities to build long-term community capacity for stewardship. To enable this, groups need to develop funding arrangements that will allow them to become self-supporting in their stewardship activities. Stewards and Community Partners were asked what additional funding, support in-kind, or other resources, if any, they had managed to find to supplement HCSP.

Key Findings/Areas for Improvement

Initiating and participating in funding partnerships is a key steward function.

These activities were reported to be an integral part of daily work for SCs, but less so for HS and HAs. Generally, HAs were not involved in fundraising activities or in seeking funds, although some had provided assistance on an ad hoc basis to community groups. Most HAs indicated that they had no mechanism available to them within DFO to accept funding for projects.

Encouraging funding partnerships

- Stewards and CPs have secured a variety of funding partners
- Communities need further help finding future funding sources
- HCSP should be flexible in its requirements and expectations

Many CPs stated that their stewards have provided assistance to other community groups by helping the group to identify projects, write proposals, and find funding sources. A number of stewards also coordinated funding for stewardship initiative, including, Fisheries Renewal British Columbia (FsRBC) and Forest Renewal British Columbia (FRBC) Watershed Restoration Program. Some stewards had held workshops for other groups on fundraising. Cooperative

funding projects mentioned by stewards included education, mitigation work, restoration projects, riparian fencing, local government mapping and GIS projects, and landowner contact.

Stewards have used a number of resourceful channels to find funding. Some HS' considered the Urban Salmon Habitat Program (USHP) as their working budget for projects, while others accessed British Columbia (BC) Hydro funds and partnered with community groups for funding from FsRBC. One HA helped a local Rotary Club get funds through Human Resources Development Canada (HRDC) to support a fish information centre. Another reported getting free transportation by coordinating work with Conservation and Protection (C&P) Branch and Canadian Coast Guard (CCG), saving an estimated \$7,000 compared to using a floatplane to access forest referral sites. Some First Nations and local governments contributed directly to one-half of the contribution agreement costs for the steward position. Two Alberta businessmen and B.C. watershed groups, who shared an interest in sport fishing, funded a watershed plan with partnership funding that was reported in the \$150k range.

Most CPs have accessed non-HCSP funding sources drawn from private organizations, industry, local government, and other federal and provincial agencies. Eighty-seven percent of community partners that were interviewed reported that they had additional sources of funding besides HCSP. Exhibit 4.3 lists some of the federal, provincial, territorial, and other funding sources cited by CPs and stewards.

A number of CPs reported that they had created fundraising committees to support their stewardship work. Some had hosted a “return of the salmon dinner” or similar events, while others made use of donations-in-kind, such as fisheries sampling equipment, nets, and electro-fishing boats. In-kind donations were received from Canadian Columbia Inter-tribal Fisheries Commission, farmers, First Nations, municipalities, community groups, fishing associations, schools, naturalists, boy scouts and girl guides, MELP, DFO, etc. In addition, some partners received funds from the court system and others used the BCCF or Environmental Youth Teams to hire summer students.

To support their steward position, partners had obtained in-kind donations of office space and supplies and equipment. Alternatively, in some cases office rent was split with First Nations or another organization. Co-op students were hired by local governments to assist with research and coordination of projects.

According to some Area Coordinators, the Program should focus more on helping partners with future funding sources. Most CPs agreed, noting that they wanted long-term funding rather than short-term project grants. One CP observed that “money seemed to be flowing in all different areas” and that funding required better coordination. Several local government partners commented that their HCSP funds had already been reduced and that there were no dollars remaining for environmental initiatives. Another partner claimed that without HCSP and USHP funding the local government would not be involved in environmental programs. Other CPs felt that they had struggled to find funding before HCSP, and would struggle to fund their steward if HCSP ended.

Some CPs in the North believed that in the absence of funding there would be no stewardship ethic, given the heavy economic reliance on resource extraction. They pointed out that in small communities it was difficult to find money to support habitat protection and restoration work, and that a \$70K budget for a steward position and projects would strain community groups if there were no government support. A few partners noted that fisheries work would often only supply about six months of full-time employment and that there were more resources for forestry and wildlife work than for fisheries work.

**Exhibit 4.3
Funding Sources Reported by Community Partners and Stewards**

FEDERAL	OTHER
DFO	Banks
Fraser River Estuary Mgt Plan	Beef Cattle Industry Development Fund
HRDC	BC Real Estate Foundation
HRSEP	Bullitt Foundation
Selective Fisheries Fund	Canada Trust
Department of Indian Affairs & Northern Develop.	Central Gas
	David Suzuki Foundation
	Economic development agencies
PROVINCIAL	EcoTrust
BC Conservation Foundation (BCCF)	Investment Agriculture Foundation
BC Gaming	Mountain Equipment Co-op
BC Hydro	Pacific Salmon Foundation
E-Teams	Royal BC Museum
Involve BC	San Juan Opportunistic Fund
FRBC	Vancouver Foundation
FsRBC	Weyerhaeuser Canada
Habitat Conservation Trust Fund	Working grants from municipalities
Ministry of Environment Lands and Parks (MELP)	First Nations Bands
Ministry of Forests (MOF)	
USHP	
YUKON	
City of Whitehorse	Yukon River Enhancement Restoration Fund
Renewable Resource Council	Yukon Territorial Government
Yukon Energy	

Some stewards add that DFO needs to be flexible in its requirements and expectations for community funding partnerships. Several stewards felt that the Department had to be more adaptable to the varying needs of stewardship groups, in terms of technical support as well as funding, and that there needed to be a greater diversity of funding sources, along with a simple delivery system. They also raised the issue that groups are frequently placed in a “Catch-22” position by government agencies that require partnership funding prior to approval of a project. Groups almost always had multiple funding partners for a variety of projects, but making partnerships a requirement for all projects was onerous, time consuming, and non-productive from both the organization’s perspective and the funder’s.

In some cases, stewards work for organizations that have completely withdrawn from FsRBC because of dissatisfaction with its funding allocation process. The dominant reason for withdrawing amongst these community groups was that they believed that only individuals with no vested interest in the outcome of the decision process should be allowed to vote on funding allocations.

2.4. Linkages with Other Programs

Community Partners and stewards were asked what linkages they had made with other habitat protection and fisheries programs.

Key Findings/Areas for Improvement

Most CPs reported that HCSP and the stewards were helping communities to work together and form enduring networks and partnerships. A number of partners considered that their linkages with other programs and groups ran smoothly, thanks in large part to the efforts of the steward position. According to several CPs and ACs,

stewards were starting to show progress in pulling different community groups together and improving their relationship with First Nations. A few partners observed that stewards had enabled information sharing and relationship building between them and other organizations with

Partnerships with other programs

- HCSP and stewards are building links among community groups
- Together, SCs and CPs have made extensive contacts with other programs, organizations, and agencies
- More ties are needed with HRSEP and other federal stewardship initiatives
- There is some concern over SCs doing work for FsRBC

which they normally would not have interacted. Some ACs and partners remarked that stewards served as mediators between salmonid enhancement groups and other community members and also among various industries, agencies, and local government. One partner said that stewards were making a useful contribution simply by showing up to various committees, watershed councils, and public meetings and speaking up for fish habitat. Some CPs indicated that their stewards were building new groups and initiating watershed roundtables.

Stewardship Coordinators have developed links with a wide variety of programs and multi-stakeholder groups. Some SCs reported that they sat on HRSEP and FsRBC proposal review committees, while others were involved in joint projects with DFO, MELP, MoF, and industry. A number commented that they had good relations with the FRBC and some were working with the Innovative Forest Practices Agreement run by forest licensees. Other interviewees had linked up with “Living by Water Project” for community events. One steward was working out of the Land Use Office along with the Ministry of Transportation and Highways (MOTH) government agent. However, some interviewees noted that there was a need for greater coordination of federal stewardship initiatives.

Many SCs were members of multi-stakeholder gatherings, such as watershed roundtables, watershed management committees, and fishery councils. Several mentioned that they had developed a good rapport with First Nation fishery groups. Some stewards were involved with DFO’s Aboriginal Fisheries Strategy (AFS) and assisting in the development of agreements between First Nation groups for cooperation on habitat restoration and stock assessment projects.

In some cases, the SC’s employer was a partner of the BC Watershed Stewardship Alliance (BCWSA) and in one instance the steward was a director of BCWSA. A number of SCs worked for organizations that served as the FsRBC Delivery Partner, as well as being the HCSP employer. This led to some confusion of roles and programs, with stewards spending a large amount of time conducting FsRBC administration.

Habitat Stewards have made fewer linkages with other programs, while Habitat Auxiliaries tend to work closely with other DFO branches and agencies. Some HAs reported that they worked with DFO Fishery Officers doing joint patrols and providing advice on habitat issues. Together with DFO Stock Assessment, some HAs have conducted both stream walk and flight enumerations. Some HAs received assistance from CCG for travelling to forestry

sites. Most HAs were involved with provincial agencies such as MOF, MELP, and MOTH. Some HAs worked with First Nation fisheries councils and/or United Fishermen associations and/or sat on committees for FsRBC and/or Environment Canada's Species at Risk Act (SARA). Some Habitat Stewards had tried unsuccessfully to become involved with Environment Canada's Georgia Basin Ecosystem Initiative. In the Yukon, stewards reported that they were forming good relationships with the Yukon Territorial Government, Yukon Electric, Yukon Energy, and the Yukon Bird Club; they also established funding links with HRSEP, USHP, FsRBC, and Renewable Resource Committees (RRC) created as part of the Yukon land claims.

Community Partners work with or are members of various organizations and initiatives related to fisheries and habitat protection. CPs reported being members of BCWSA, the Fraser Basin Council, and the Aboriginal Fisheries Commission, as well as getting involved with a wide range of roundtables, watershed committees, councils, and local government advisory boards. Many sat on FsRBC boards. Most also had considerable interaction with the Department, including C&P Branch, Stock Assessment Branch, Salmonid Enhancement Program (SEP), Community Advisors, Habitat Technicians, and Information Management Unit.

CPs worked with organizations such as Streamkeepers, the University of British Columbia Forestry Department, BCCF, Pacific Salmon Foundation, Ducks Unlimited, various U.S. organizations, and community hatcheries. They had contact with local governments and several provincial agencies, including energy utilities, MELP, Ministry of Agriculture, Food and Fisheries (MAFF), and the Ministry of Attorney General Corrections Branch. Three partners reported that their organizations worked with other agencies on water quality issues, and one mentioned that the steward was cooperating on the Provincial Streamside Protection Directive Policy. Several CPs reported that land trusts provided an opportunity for community groups to intermingle and work together.

Some interviewees wanted better ties with HRSEP, FsRBC and other funding agencies. Whereas others, wanted more separation from FsRBC. Most stewards pointed out that FsRBC was better known in their community than HCSP. A DFO staff member felt that there was too much overlap with FsRBC and that FsRBC is taking too much SC time. Furthermore, people did not care which program provided funding as long as they could access dollars for their projects. One AC noted that it was important to have a strong link between the two programs to reduce redundancy and bureaucracy. A partner proposed that HCSP should use the FsRBC model for communication.

On the other hand, some DFO staff noted that SCs spent a lot of time reviewing project proposals and working on other issues for FsRBC. DFO staff and several stewards expressed concern about the large amount of apparent overlap between FsRBC and HCSP and the related habitat restoration focus of some SC positions. A number of CPs were also concerned that FsRBC was using the stewards to operate its program and deliver its tasks and agenda; this had diverted the steward away from their HCSP and stewardship focus. In their view, this confusion of tasks and agendas was partly due to staff of the two programs working from the same office.

2.5. Communication, Education, Awareness, and Advocacy

Stewards and Community Partners made a number of comments on their activities and progress toward building links with the community and promoting education, awareness, and advocacy.

Key Findings/Areas for Improvement

Stewards are playing a key communications role by bringing government issues to the community and community issues to local government.

A number of stewards sat on municipal environmental committees to keep city councils informed of activities and habitat issues. Habitat Stewards were raising awareness among local government staff and one

steward had developed an educational package and operational maintenance manual for city employees to show them how to “behave around water.” Some CPs and stewards considered that they were empowering local decision-makers by giving them information about land use practices and the consequences of their decisions for water and aquatic habitats. One Habitat Steward was described by the CP as being the “glue” in the organization – the person who knew what was going on across all sectors.

Communications and Awareness

- Stewards are building links between government and the community
- Stewards and CPs are involved through various kinds of activities
- Personal contact through the stewards is key to awareness raising
- Communities want more help with school liaison and public education

Steward activities to educate, raise awareness, and promote advocacy are both many and varied, with an emphasis on personal contact. Many interviewees emphasized the importance of one-on-one contact between stewards and developers, local governments, and community groups in making progress on habit protection. One HS stressed that it was more important to

focus on consensus building than on writing reports. In terms of activities, some stewards were directly involved in advocating for the protection of fish habitat at local government meetings. Others reported that they were disseminating information about land use practices, working with boy scouts and girl guides to mark fish, and teaching the Streamkeepers course. HAs were focused on educating landowners and developers about their impacts on fish and fish habitat and ways to minimize those impacts.

Successful outreach to the broader community was proceeding better in some areas than others. Some partners praised the stewards for bringing together disparate members of the community to begin a dialogue on common concerns. Furthermore, stewards and CPs were engaging stewards from areas other than their own. DFO staff reported that stewards were helping the Department make connections with the ranching community.

Several CPs complained that media campaigns were expensive, while some stated that their steward had received a lot of positive press. Other community outreach activities that were reported included writing articles, organizing meetings and workshops, coordinating and publicizing stewardship activities, and serving as a first contact for landowners. A few stewards had developed a web-site for their Community Partner organization and one steward prepared a contact list of government agency Ministers for the community.

Community Partners are also engaged in a number of activities that raise awareness about fish habitat conservation and protection. Partners indicated that they were involved in a variety of activities including non-point source pollution programs, landowner contact, and educational initiatives to bring in secondary students to work with their organization. One CP reported having developed a model of an urban stream that showed how the stream could become polluted. Another partner had promoted a local government program for water conservation.

Several partners asked for more help with school liaison and public education programs.

2.6. Planning, Restoration, and Inventory

Stewards and Community Partners were asked about their activities in land and water use planning, habitat restoration and enhancement, and inventory.

Key Findings/Areas for Improvement

Stewards and CPs are participating in a number of land and water planning processes.

Several Habitat Stewards “housed” in local government reported that they had created tools for planners (e.g., sensitive habitat atlases), contributed to both liquid waste management and master drainage plans, and prepared development and permit applications. Some SC positions reviewed Official Community Plans (OCPs) and helped ensure that community groups had input into them, while others assisted with BC Hydro Water Use Plans (WUPs) and community watershed planning. One AC reported that the HA was the primary Department contact for watershed assessment information in their area.

Planning, restoration, and inventory

- Stewards and CPs are involved in OCPs, WUPs, community watershed plans, and conservation bylaws
- Stewards are improving habitat restoration projects
- Communities want access to centralized inventory information

A number of local government administering a steward position reported that the existence of the position had allowed them to implement bylaws and establish development permit applications for streamside areas as part of their OCP. Some local government CPs indicated that HCSP had allowed them to more fully explore long-term planning and implementation issues. Other CPs noted that their organization needed help in community land use planning. Other community groups were able to explore term planning and implementation issues because of the steward position.

Stewards are increasing habitat restoration activities and improving project implementation.

Several stewards indicated that they were providing technical information to ensure that restoration projects were properly implemented. One CP noted that the steward was supervising three habitat technicians. Other partners stated that stewards had increased the number of community projects completed by helping with funding proposals and suggesting practical ideas for projects. According to one AC, however, Community Partners were too focused on restoring damaged habitat and HCSP needed to make a greater effort to emphasize habitat protection. One CP agreed that restoration was reactive and that it only brought the community together for the short term, adding that there had to be “activism to alter long-term thinking.”

While stewards are contributing to inventory studies, communities need centralized access to the right information. CPs reported that their stewards were helping with habitat inventories by working with various parties to identify spawning and other sensitive areas, as well as the location of watercourses and drainage areas. According to one partner, “it would be nice if DFO came up with standards for classifying habitat that engineers could understand.” In one case, the local government was able to do a stream assessment because of the steward’s presence. Another steward was developing a riparian self-audit guidebook in connection with the Provincial Streamside Directive Policy. One partner had made SHIM maps available for public viewing. CPs, in general, suggested that the community would benefit from having all the inventory information in one place.

2.7. Program Expectations and Legacy

The question was put to Community Partners whether or not their expectations had been met for their partnership with HCSP. All four of the interview groups commented on the Program’s overall progress and its expected legacy after 2003.

Key Findings/Areas for Improvement

Almost 80 percent of Community Partners said that

HCSP had met their expectations. Several partners stated that the Program had been a tremendous boost to their communities and that it had encouraged other government agencies, such as MAFF, to take bolder steps on stewardship. Some partners noted that HCSP offered a more acceptable, cooperative approach to

reducing environmental impacts than regulatory enforcement. Others indicated that they would like to see the Program expanded and wanted to be involved in discussions about its future direction, as well as the direction for other DFO initiatives.

Program expectations and legacy

- So far, HCSP has met most CPs’ expectations
- Program has raised awareness, involvement, and DFO’s image
- Key legacies are education and awareness, more stewardship groups, better information, and partnerships and networking

A number of interviewees affirmed that the Program had raised awareness, motivated local action, and improved DFO’s image. According to some DFO staff, communities were becoming more aware and proponents and the public alike were asking more questions about habitat impacts and protection as a result of the Program. A Community Partner noted that

HCSP stewards had allowed DFO to “rebuild bridges” with communities. Several DFO staff members said that they had noticed fewer infractions of the *Fisheries Act* and that the overall awareness of proponents had increased through meetings and correspondence. In addition, they saw local government starting to implement bylaws to better protect fish habitat.

Various stewards agreed that the general public was responding well to HCSP’s cooperative approach and that it was helping the Department’s image in communities. Some SCs thought that certain First Nations organizations were particularly pleased with the Program and grateful to have a local person acting in the steward position. Others observed that in communities with stewardship experience, the efforts of the steward position were often seen as simply an extension of ongoing local DFO work; therefore, DFO was not acknowledged by the community for its contribution. For other Community Partners, HCSP and the Department were trying to take credit for long established community work.

Education and awareness were the two HCSP legacies most commonly cited by CPs and ACs. Several partners noted that the Program had increased education to schools, local government, and the professional community. Some CPs and ACs also felt that communities would have a greater sense of ownership over resources and that HCSP had established a baseline for future stewardship activities. The Program was viewed as having provided the necessary “tools” for stewardship and as having infused people with a desire to protect fish and fish habitat. A few interviewees contended that HCSP had caused a shift in focus from habitat restoration and stock assessment to habitat conservation.

Interviewees also thought that the Program was leaving communities with more stewardship groups, more *Streamkeepers*, and a higher level of community involvement. Partners observed that HCSP was bringing new knowledge to professionals and citizens about how they could minimize their impacts on fish and fish habitat. Some pointed to examples of ranchers and fisherman who had become more stewardship-oriented and were taking better care of natural resources, which was attributed in part to the Program’s “non-regulatory approach.”

Several First Nations partners reported that HCSP had significantly assisted them in their stewardship efforts and that they would try to support their steward position even without Program funding. A few local government personnel acknowledged that the Program had enabled their organization to become more progressive in integrating stewardship into their

planning processes. One AC mentioned that in their area newly established Community Partner Boards eventually would be able to handle referrals that normally went through DFO.

Some CPs felt that their organization would have an ongoing role in stewardship as a clearinghouse of local resource information. These partners noted that HCSP had allowed them to build up their information resources, with more GIS capability at the local level. In their view, the coordination of information gathering was also slowly improving, partly due to the Program.

For many partners, HCSP's practice of working together and forming networks and partnerships was a key legacy. In particular, the Program had led to improved dialogue among industry, DFO, and the community. Several CPs and ACs stressed the importance of maintaining the increased trust in the Department that HCSP had built. One partner noted that, while some of the partnerships formed under the Program might be short-term, the communications infrastructure that had been established would remain even in its absence.

3.0. Program Design and Delivery

A series of questions were posed to interviewees concerning the effectiveness of HCSP's design and implementation. For the purposes of this report, the responses have been grouped into the following categories:

- ▶ Longevity of the Program;
- ▶ Program management and area delivery;
- ▶ Allocation of funding;
- ▶ Training, mentoring, and orientation;
- ▶ Information support;
- ▶ Administrative assistance;
- ▶ Program promotion and media relations; and
- ▶ Program evaluation, feedback, and reporting.

3.1. Longevity of the Program

People from all four of the interview groups commented on the longevity of the Program.

Key Findings/Areas for Improvement

The consensus among those interviewed was that five years was not long enough for HCSP to accomplish its objectives. The Program needs to be extended. Many from the four interview groups agreed that public awareness could not be sufficiently raised, and stewardship adequately promoted, within

HCSP's existing timeframe. DFO staff emphasized that it was unreasonable to expect attitudes to change overnight in communities that were focused on resource extraction. ACs expressed concern that community groups would not have enough time to become established, while CPs worried that the Program would end before it began to show tangible results. A few interviewees maintained that if the Program must end, it should not stop abruptly in 2003, but rather should be phased out gradually after that date to allow local stewardship groups more time to diversify their funding sources and become self-sufficient.

What should be done for post-2003?

- Extend HCSP and funding support
- Develop a long-term strategy for community-based stewardship
- Have more consistent and reliable long-term government programs

DFO needs to make a long-term commitment to stewardship and develop a strategy for the post-2003 period. According to a number of ACs, HCSP and Department managers need to be better prepared for termination of the Program and to consider who should support the stewards after 2003. Some ACs and CPs advised that a coherent “game plan” be developed for the post-2003 period. Several DFO staff observed that both agencies and the public would benefit from longer-term government programs that maintained a degree of consistency and design over the years. They pointed to a growing reluctance on the public's part to participate in government programs that disappear in a few years. There was a general sense that HCSP was creating public expectations that support would continue for community-based stewardship activities.

HCSP has allowed the Department to go in directions that would previously not have been open to it. In some areas, the amount of DFO staff has doubled as a result of the Program. When HCSP ends, the Department will neither be able to sustain the level of proactive effort and community involvement that has been built up through HCSP nor be able to meet heightened public expectations for DFO's support for stewardship.

3.2. Program Management and Area Delivery

Area Coordinators were questioned directly about the advantages and disadvantages of the area delivery model for implementing and operating HCSP. They were also asked about the challenges they faced from within DFO in program delivery. Other interviewees made comments that were indirectly related to program management and area delivery.

Key Findings/Areas for Improvement

Most ACs maintained that HCSP’s “on-the-ground” delivery approach had worked effectively; some wanted more local control and others greater regional consistency. For a number of those interviewed, area delivery of the Program had allowed

HCSP to be tailored to the specific needs and abilities of each community and encouraged local accountability. Area delivery also provided HCSP with a direct link to communities. Some ACs called for increased area control over the program budget and a shift of the Regional Headquarters role from providing direction to providing support for the areas. Others recognized that program objectives should not be altered merely to accommodate local concerns, and that a central program budget served as a tool to maintain regional consistency of HCSP. Several Department staff indicated that program delivery was disorganized in their area.

How should HCSP be managed?

- Area delivery model has worked well
- Clearer, more flexible management and delivery structures are needed
- Improve understanding of the Program by senior DFO management.

Clearer, more flexible management and delivery structures would be desirable. Some ACs stated that decision-making for the Program should be firmer, timelier, and more transparent, with clarified lines of accountability for program management. Others asked for a simpler, less formal, and less bureaucratic delivery structure, emphasizing that their work with community partners should not be encumbered by DFO support.

Some SCs were dissatisfied with the lack of program coordination in their area and said that they were initiating meetings on their own accord.

Some ACs felt that senior DFO managers had unreasonable expectations of the Program and that DFO restructuring and management changes hindered delivery. These interviewees observed that one of the major difficulties with program delivery was that senior

DFO management did not understand HCSP. Moreover, DFO was seen as having had difficulty relinquishing their control over habitat protection and allowing communities to take responsibility. In addition, several ACs noted that the ongoing internal restructuring process had complicated HCSP start-up and delivery and that the splitting of HEB in some areas was not healthy for stewardship. Some also found that the changes in senior management since HCSP's inception – three successive Regional Directors and two Ministers – was disruptive to Program delivery.

3.3. Allocation of Funding

One of the interview questions gathered Area Coordinator views on the process for allocating funds to communities. Other interviewees also had opinions on and suggestions for improving the Program's funding allocation.

Key Findings/Areas for Improvement

Through HCSP, DFO has broadened its reach to fund stewardship in communities that had previously been underfunded. During the interviews, several ACs acknowledged that remote areas had received a more equitable funding allocation under HCSP than under past Department programs.

Ways to better allocate HCSP funding

- More support for some communities
- Stewards should have their own budgets for stewardship activities
- An open allocation process for receiving stewardship group proposals

The program had explicitly given Area Coordinators the opportunity to provide rationales for any funding requirements for their areas. There was disagreement among interviewees on whether the focus for funding should be on areas where there is a high population base and well established stewardship initiatives, e.g., the Georgia Basin, or on remote, sparsely populated areas with high habitat value, e.g., Central Coast. One Community Partner proposed that HCSP should develop a funding allocation model that was not based strictly on salmon, but rather on fish, fish habitat, and impacts to the resource.

There were some concerns about funding allocation between internal and external positions and the diversion of funds from HCSP to do regular Department work. Some ACs commented that far too many dollars had been spent on internal DFO positions, when it was important to maintain an internal/external balance in the hiring of stewards. Others

remarked that there was a competition of interests in the Department for funds that had been allocated to HCSP, and that this competition had impeded HCSP delivery. They voiced frustration with a complicated budgeting process that appeared beyond their control, noting that it created problems for money going to communities. A number of CPs and DFO staff had similar concerns that funds were being diverted from HCSP to do traditional Department work, e.g., referrals, instead of focussing on activities directly related to fulfilling Program objectives.

Community Partners indicated that they wanted more support to fulfil their stewardship responsibility. Several CPs believed that they had been penalized for already having a staff person to do the stewardship work and consequently, had only received halftime funding from HCSP for a steward position. They pointed out that no HA positions were halftime and said that they found it difficult to fund their steward position fulltime without assistance.

Some interviewees suggested that stewards should have their own budgets to draw on for program activities. A number of ACs and CPs mentioned that stewards should have access to funding for projects that promote stewardship; whereas other partners felt that it was the stewards' role to coordinate community stewardship, rather than to undertake projects themselves. Some DFO staff agreed that the Program would benefit if stewards had their own budget allocation with which to initiate small projects, workshops, and other activities. Several expressed concern that HCSP was raising community expectations that people could get paid for work that they had volunteered for in the past.

Many people interviewed advocated a better system to allocate funds among community groups. Several DFO staff recommended that in the future HCSP should have a fair and open application process, where groups could apply for funding to acquire an external steward and have their proposals judged according to consistent and transparent criteria.

3.4. Training, Orientation, and Mentoring

Stewards were asked how well the training they received through HCSP had equipped them to do their job. As well, stewards were asked for their suggestions for further training requirements.

Key Findings/Areas for Improvement

Many stewards found the HCSP Regional Orientation Sessions to be worthwhile and helpful in early networking. CPs reported that their stewards returned from these sessions, Area General Meetings, and other program events with a positive attitude, a broader understanding of the issues, and additional contacts. A

few stewards stated that they were interested in finding out more about DFO’s activities and hierarchy. One steward suggested that it would have been useful to hold a local orientation session, not only for the stewards’ education, but also to introduce the stewards and the Program to local DFO staff. In fact, in one area stewards called their own “clarification meeting” to gain a better understanding of HCSP and our roles and responsibilities, along with those of DFO staff. There was a sense among some interviewees that many Department staff had not accepted HCSP and that an introductory session would have helped to obtain DFO staff support. For their part, stewards as a whole sometimes had the impression that their support from DFO essentially stopped at the AC level. A number of stewards wanted other HCSP staff to be available for mentoring and requested more contact from other areas and regional staff.

How was training handled?

- Good program orientation
- HAs needed more instruction in referrals
- HS and SCs have the skills, but little time for more training
- ACs did not receive proper training

Opinions differed on the relevance of HCSP training, with some stewards wanting more skills and others believing that they were already equipped to do their job. According to some ACs, stewards should have been given more technical instruction for example, all aspects of local government, while others called for training in how to foster social change, meetings and facilitation, and other people skills. A few DFO staff suggested that Habitat Stewards needed better training and education to properly represent fisheries interests in municipal processes and to help educate local government.

Habitat Auxiliaries reported having had access to a wide range of training, including courses on swift water rescue and watershed management, as well as the Habitat Inspector’s Course and expert witness training. While appreciative of the training they received, some HAs said that they would have preferred more formalized training and mentoring from DFO staff in referrals and project reviews.

The majority of Habitat Stewards and Stewardship Coordinators believed that they had the necessary skills to fulfil their workplans. They also felt that they had received fewer training opportunities than people in HA positions, and now they had insufficient time to take advantage of any future training opportunities. Aside from the Regional Orientation Sessions, some external

stewards had not received any training through HCSP. HS and SCs listed a variety of different kinds of training that they would be interested in if their time were freed up (see Exhibit 4.4).

Exhibit 4.4 External Steward Training Interests	
<p>TECHNICAL</p> <ul style="list-style-type: none"> • Legislative framework • Government processes • <i>Canadian Environmental Assessment Act</i> • Watershed planning • Stream assessment • Conservation covenants • Interagency Memorandum of Understanding (MOU) development • Swift water rescue • Fencing and restoration techniques • Ranching and fish habitat 	<p>COMMUNICATIONS</p> <ul style="list-style-type: none"> • Landowner contact and negotiation • First Nations • Presentations • Meeting facilitation • Media relations <p>ADMINISTRATION AND INFORMATION</p> <ul style="list-style-type: none"> • Office administration • Project and time management • Computer and Internet search techniques

Some ACs remarked that they had not been properly trained to do their job. In particular, they noted a need for better training on how to manage program finances. Others AC proposed that an assessment on needs be completed to determine whether HCSP staff has the right skills for program management and delivery.

Some ACs contended that too much money had been allocated to training internal HCSP staff at the expense of external stewards. A number of Area Coordinators felt restricted in their ability to provide training and mentoring to new external stewards.

In one AC's view, HCSP has provided an excellent training program for future DFO staff. It was added that the Department should hire from this new pool of talent for its staffing requirements.

3.5. Information Support

Several questions were posed to stewards about their use of the Internet, e-mail, and the HCSP web-site, and the value of those tools to their work. They were also asked for other suggestions for their information support needs.

Key Findings/Areas for Improvement

HCSP has allowed community partner organisations to acquire suitable computer resources. Almost all stewards reported making use of the Internet and communication by e-mail. Some problems were reported with computer telephone connections, where interviewees

were unable to use the Internet and the telephone at the same time or modem speeds were slow. While e-mail was considered extremely useful, there was no consensus on the value of the Internet to steward work. Of the 31 stewards responding, 18 judged the Internet to be very important for their job.

Steward information requirements?

- Equipment secured for Internet and e-mail access
- HCSP website used for program updates and public education
- Broader package of technical resources and expertise needed

Most stewards access the HCSP web-site, primarily for educational purposes. Twenty-one of thirty-two stewards reported that they used the HCSP web-site. Those using the web-site said that they did so for educational purposes, to learn about the Program and refer the public to it for detailed HCSP background. Reasons for not accessing the HCSP web-site included a lack of familiarity with computers and the Internet, heavy workloads, and a personal preference for dealing directly with people to solve problems. Some HAs noted that what they really needed was a technical resource.

Stewards wanted a range of information support, including technical tools, educational packages, promotional materials, and DFO expertise. Most interviewees found DFO staff very cooperative in providing assistance and advice, but asked for various kinds of information support besides the Internet and HCSP web-site (see Exhibit 4.5 for a list of steward requests for information support).

Exhibit 4.5 Steward Requests for Information Support

- GIS tools and mapping standards
- Guidance on where to access inventory data
- Technical library (e.g., how to build seawalls)
- Educational tools
- Package on specific development issues (e.g., foreshore, estuary, agriculture, urban, OCP, water quality, coho habitat)
- Organization chart of DFO
- Online phone directory and DFO Human Resources Guide
- Advice on funding for projects
- Advice on proceeding with investigations
- Expert assistance from specialists in habitat restoration, water quality, and GIS

3.6. Administrative Assistance

Area Coordinators were asked how the HCSP administrative support structures were helping or hindering program delivery in their areas. They, CPs, and DFO staff made several suggestions for improving the Program's administrative assistance.

Key Findings/Areas for Improvement

Interviewees reported good experience with HCSP administrative support.

Several ACs stated that RHQ staff had been very responsive to their requests for assistance and had served as an excellent resource to both stewards and themselves. With respect to contribution agreements, DFO Finance staff had been accommodating and small items had been dealt with in a prompt manner. However, some ACs mentioned that there had been some problems around budget, financial allocation numbers, and the process for having contribution agreements approved and paid.

Administrative support needs

- CPs need additional help with staffing and organizational issues
- Stewards require more office administrative support
- More collaborative and flexible contribution agreements needed

Community partners need more organizational help. A number of DFO staff observed that HCSP had not offered enough support to CPs, who often demonstrated little experience operating as an employer. Some partners would have benefited from more information on how to manage an employee. Several CPs thought that there should be guidelines for staffing and billing. Some DFO staff agreed, noting that it appeared to them that staffing practices varied among partners and that steward positions were not administered consistently. HCSP needs to make a greater effort reaching out to and building the capacity of CPs. Stewards also reported not having adequate office administrative support.

Department interviewees pointed out that some external stewards were working out of their homes, with little direction from their employer, and had struggled to define their roles. The suggestion was made that stewards should have a clear job description and more guidance in their duties.

For some CPs, contribution agreements were not “friendly” and did not represent a true partnership. Several partners felt insecure in their relationship with DFO due to the short timeframes of the contribution agreements and uncertainty about whether the agreements would be extended. Some said that much could be improved by developing the contribution agreements collaboratively between DFO and community partners and reducing the legalese. Certain ACs also had difficulty with the contribution agreement templates required by DFO Finance because they were too bureaucratic for building partnerships. ACs would have liked more assistance from Finance in the development of contribution agreements.

3.7. Program Promotion and Media Relations

As part of the recommended improvements for HCSP, interviewees commented on the adequacy of program promotion, advertising, and media relations.

Key Findings/Areas for Improvement

HCSP needs better promotion and local advertising, and must publicize its successes. A

number of stewards stated that the general public was not aware of the Program and that even people in

contact with them knew about the steward’s work, but not HCSP itself. Many stewards wanted to see more promotional material and community-based advertising, and a few stewards suggested that a professional media person be hired to spearhead Program promotion. Some ACs agreed that HCSP should have been more aggressively promoted, noting the delay in producing the program brochure and lack of media release for Phase 3 of the Program. Several ACs felt that they had done a lot to promote HCSP both locally and regionally, but that RHQ should take the lead on regional Program promotion.

How to improve program promotion

- More community advertising and promotional materials for stewards
- Publicizing of HCSP success stories
- Increased promotion within DFO-HEB

One CP said that the Program should promote more one-the-ground activities that give positive media coverage on improving riparian buffers. Another suggested that a package of media materials should be prepared and given to community groups for local distribution. Several stewards advised that a mechanism needed to be developed to widely broadcast program accomplishments and to create a legacy. Pamphlets and HCSP hats were suggested for this broader promotion.

The Program’s profile must be raised within DFO, specifically HEB. According to some ACs, many Department staff at all levels did not seem to understand or appreciate program objectives and achievements to date. HCSP staff must work to demonstrate its value and effectiveness to the rest of DFO.

3.8. Program Evaluation, Feedback, and Reporting

Interviewees were asked about their views on program evaluation and reporting at both local and regional levels.

Key Findings/Areas for Improvement

Comments ranged widely on program evaluation and reporting, depending on the respondent’s involvement in the process. Since HCSP was only fully implemented in the spring of 2000, not all CPs had undergone an evaluation process to review the contribution agreement and the steward’s workplan. Likewise, some stewards had completed an annual report, while others had not. Several stewards refrained from comment, saying that they did not know enough about program evaluation. Some suggested that it was too early to evaluate the overall progress of the Program and that in any case evaluation should be done by an independent third party.

Evaluation and reporting requirements

- Communities should do evaluation
- More feedback and recognition for stewards
- Positive feedback received from communities
- Need to measure fish and fish habit protection over the long term
- Independent third party evaluation required
- Reporting should be streamlined

Evaluation should be done in and by communities to reflect local goals and objectives. A number of stewards mentioned that they were not comfortable filling in evaluation forms about their work without having a conversational meeting to discuss their progress and make improvements. They preferred to have evaluators come to their communities and wanted other HCSP and Department staff to be involved along with the Area Coordinator in the evaluation process. Some DFO interviewees affirmed that it was important that all appropriate staff take part in the steward or contribution agreement evaluation.

Several stewards mentioned that there were not enough opportunities in workplan reviews for either the steward position or the community partner to raise specific matters of local concern, and that the reviews did not seem to be open to a discussion of broader issues. Some suggested that if HCSP was truly intended for communities then the communities themselves should have a greater role in monitoring and evaluating the Program's progress. A few DFO staff members also commented that it was more important to listen to the opinions of the community on the value and achievements of the Program than it was to listen to Department staff. Some DFO interviewees suggested that ACs should be monitoring all of their contribution agreements more closely to ensure that the broader community was benefiting from HCSP.

For their part, several Community Partners felt that they should have been involved earlier on in the evaluation process and that HCSP would do well to look at the recommendations made by communities in the January 1999 Forum to determine if community directions had been followed (see [Appendix E](#) for public comments from the Forum). Some observed that steward position workplans needed to be more measurable and relevant to the community, incorporating measures to assess progress in achieving local goals. One AC thought that there was a lack of DFO involvement in the determination of local steward objectives and suggested that CAs and habitat biologists should “sign off” on workplans.

Stewards need greater feedback and recognition. Some HAs wanted more affirmation from DFO staff that they were doing the right tasks, in terms of the allocation of their time to referrals versus proactive habitat protection, and that their work was acceptable. One AC called for more case studies of work fulfilled through the steward position that could help others, as well as promote stewardship to a broad audience. A few other ACs proposed that there should be more explicit recognition for individual program staff and stewards who had performed well.

Through informal mechanisms, CPs have had mostly positive feedback from the community on stewardship achievements. Partners reported that communities had appreciated the workshops organized by stewards, school districts and city councils were showing interest in stewardship, and Regional Districts had responded well to steward activities. Some CPs and stewards had received letters of thanks from other government agencies and people who had benefited due to existence of a steward position. In one case, both the mayor and Community Partner sent a letter to the Minister of Fisheries supporting the steward's work in their community.

Some partners suggested that they would be hearing complaints if their steward position was not operating successfully. In the absence of any major complaints, the partner had concluded that there was a general satisfaction regarding the existence of the steward position in the community. Others considered that they pre-empted negative reaction from the community by involving other stewardship groups in developing the workplan for the steward position. Most CPs indicated that they relied on informal mechanisms for receiving community feedback on the Program. Exhibit 4.6 presents a selection of current and planned feedback mechanisms that was reported.

Exhibit 4.6
Mechanisms for Community Feedback

- Placing a feedback card on the front counter of the CP office
- Conducting site visits of projects
- Relying on the broad membership of stewardship groups from the community
- Reading and listening to local media sources
- Gathering comments at sponsored public events
- Making one-on-one contact with other community groups, industry, local government, and First Nations
- Widely distributing monthly updates from stewards
- Distributing a one-page feedback form to the ranching community

While it is difficult to measure progress on habitat protection, HCSP must ultimately do so to meet its objectives. However, benefits from the Program will take time to materialize. A few stewards suggested that program evaluation should measure the number of community groups and their membership, while other interviewees stated that the evaluation effort had to eventually address progress on protecting fish and fish habitat. Several ACs acknowledged that it was more difficult to measure habitat protection than restoration, but indicated that if HCSP could not be shown to be working proactively to reduce habitat impacts then it was not fulfilling its original vision and objectives. On the other hand, some CPs felt that the Program’s success could not be judged by “on-the-ground” projects or by the number of additional salmon in a stream. They believed that HCSP would make a long-term difference for stewardship, but that evaluation efforts should not dwell on intangible achievements within its five-year timeframe. One steward affirmed that the challenge with evaluating a program that is intended to protect and conserve resources is that the results of this stewardship will not be immediately “visible.” For a number of those interviewed, the impacts of stewardship and community capacity building could only be properly assessed over the longer term.

The Program requires independent assessment, through auditing and third party evaluation. A number of interviewees suggested that HCSP had to undergo a professional third party evaluation. DFO staff recommended that workplans and deliverables be audited to ensure

that stewards are working in accordance with program goals and objectives. One CP added that HCSP, as a whole needs an outside audit to determine if the Department properly implemented the Program.

The current reporting requirements for stewards are considered excessive. Several stewards acknowledged the need for reporting and evaluation, but did not want it to become overly onerous and to detract from their work with the community. Some found that they were spending an inordinate amount of time writing reports for the Program. Several CPs agreed that the amount of reporting and paperwork required by DFO was excessive. They argued for a reduction in reporting requirements on the premise that the Department should put more trust and credit in the steward positions. One partner suggested that HCSP use reporting mechanisms already employed by other DFO programs.

4.0. Roles, Responsibilities, and Relationships

All interviewees were questioned about their activities and those of other program participants in supporting stewardship and HCSP objectives. In the course of the interviews, opinions also emerged on the supervisory and other relationships between program participants. These views and responses are examined below under the headings of:

- ▶ Stewards;
- ▶ Area Coordinators and DFO staff;
- ▶ Community Partners; and
- ▶ Relationships.

4.1. Stewards

Stewards were asked to describe the types of activities that they were involved in and how the community and industry were receiving their efforts. Community Partners commented on the support that the steward position was providing for local stewardship, while DFO staff discussed the implications of having steward positions on Department functions and workloads.

Key Findings/Areas for Improvement

Stewards were working as effective teams in a number of communities.

Several HAs reported that there was good teamwork among local stewards – SCs working with stewardship groups, Habitat Stewards working with local government, and HAs working with groups and industry. Certain communities had an abundance of stewardship positions, including CAs, which allowed people to specialize in particular areas. On the other hand, a few CPs cautioned that the Program should avoid redundancy with the placement of multiple steward positions in a community. They maintained that where more than one steward position worked for an organization additional effort was required to ensure coordination of those positions. One partner felt that HCSP had resulted in no real improvement toward protecting fish habitat because too few positions had been supplied to cover too large an area.

General Comments on Stewards

- Stewards are working effectively as teams in communities
- Roles and responsibilities need to be clarified
- Steward work is complementary and enhancing to DFO functions

There is a need to clarify the roles and responsibilities of stewards and other DFO staff.

A number of stewards commented that the public were often confused about who the different program participants were (e.g., stewards, ACs, CAs) and to whom these positions reported. Several partners wanted the Department to identify its contingent of resource people for each area, along with their specific expertise. Some partners also asked for a better definition of federal and provincial responsibility in fish habitat management as a prerequisite to their own increased involvement in habitat protection and advocacy.

Most DFO staff viewed stewards as complementing and enhancing the Department's functions.

When asked if they thought the Program was duplicating existing DFO functions, less than a quarter of DFO staff respondents gave a definitive “yes.” Several of those interviewed mentioned that steward positions were able to engage in activities for which Department staff never had time. In particular, HA positions were seen as interacting proactively with proponents in a way that DFO seldom had in the past. HA positions also were able to monitor projects after regular HEB staff had completed their work; this would not take place without HA positions. According to one staff member, the HA positions had “taken the heat off the regulatory side of HEB” and that the position would be missed if it were terminated.

A few DFO interviewees felt that the steward positions were doing basically the same work as core DFO staff, but that the DFO workload was now more equitably distributed. In some cases, SC positions were duplicating the Community Advisor role and the CA had to re-direct the

position to tasks more in keeping with Program objectives. It was also pointed out that the steward positions were raising awareness and expectations for Department involvement in community events and resource management meetings. Some DFO staff commented that increased awareness and expectation would mean heavier DFO workloads and that the Department would not be able to meet the heightened expectations after 2003.

Habitat Auxiliaries

HAs believed that they were making inroads with industry on habitat protection. Some HAs reported that developers had begun to call them for advice and added that Fishery Officers had remarked on positive changes in industry practices. Many HAs felt that industry was still coming to terms with their position as

Comments on Habitat Auxiliaries

- HAs are making inroads with industry on habitat protection
- Active in referrals, compliance monitoring, and other core duties
- Also provide one-on-one education and technical advice

a new force, but “that doors were being opened that had been firmly closed before.” According to a number of DFO staff, the HA position had been able to raise the calibre of development proposals. Some DFO staff noted that the steward positions were able to educate proponents about fish presence, life cycles, and habitat requirements and that this education, in turn, was improving the quality of fisheries information that proponents were providing for projects.

Common activities reported by HAs were conducting referrals, writing letters of advice, and preparing authorizations. The majority of Habitat Technicians and Habitat Biologists were pleased with the HA position, noting that the HA position focused on referrals that could incorporate a stewardship element; this allowed core HEB staff to concentrate more on enforcement and regulatory issues. Some DFO staff mentioned that there had been a net gain in the number of onsite reviews of projects just by virtue of having more staff, and that the HA position had helped significantly with compliance monitoring. In this regard, reviews of best management practices, facilitated by the existence of HA positions were particularly appreciated. Several DFO staff admitted that it was tempting to task the HA positions strictly with standard referral work, but that instead DFO supervisors had directed the HA position to undertake more proactive approaches to habitat protection.

For some ACs, the HA position did not appear to be meeting program objectives. In at least one area, HAs had been assigned to Conservation and Protection (C&P) Branch and the interviewee considered that this was a step backward for DFO and inconsistent with a proactive approach to habitat protection. Several HAs commented that they were viewed by developers as being just

another DFO employee and that industry saw no difference between HCSP and DFO’s normal regulatory function. Most HAs added, however, that industry was surprised by DFO’s attempt to proactively protect habitat protection and also by the close working relationships between stewards and community groups.

A few Department staff recommended that the HA position be maintained in-house permanently, but under a new name because for some people the term “auxiliary” implied a backfill position that carried reduced authority. One staff member expressed concern that when HCSP ended HAs would seek employment in the industrial sector and become “formidable foes” of DFO armed with “insider” knowledge of DFO strategies and weaknesses.

HAs were also involved in education and awareness raising and a variety of technical duties. HAs frequently said that they were in constant, one-on-one interaction with project proponents. Examples of the wide-ranging activities reported by stewards are provided in Exhibit 4.7.

Exhibit 4.7
Habitat Auxiliary Activities

<ul style="list-style-type: none"> • Served as a technical resource person • Educated landowners, industry, community groups, and school children • Worked with local government to create habitat protection bylaws • Reviewed best management practices of various sectors (e.g., transportation) • Developed workshops for forest licensees 	<ul style="list-style-type: none"> • Attended community workshops • Conducted compliance monitoring in forestry • Participated in watershed planning committees • Provided a clearinghouse for groups in sending out documents • Helped groups with funding proposals
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Habitat Stewards and Stewardship Coordinators

Comments on external stewards

- Stewards have been generally well received in communities
- HS have helped with planning, mapping, municipal bylaws, and development approvals
- SCs are focused on education and relationship building, linking DFO to the community

In general, Community Partners perceived that external stewards had enabled an expansion in community stewardship. Most CPs believed that HCSP had allowed their group to develop its stewardship capacity and to undertake environmental activities that they previously had been unable to do. Some remarked that local industry and government were considerably

more aware of fish and habitat protection because of the stewards' work. A number of partners reported that the broader community was very supportive of the HS position and that their steward had freed up members of other community groups to undertake new tasks.

It was noted by a few CPs that the community's acceptance of a steward position typically depended upon the individual's level of expertise and local credibility. Those positions that were filled by people who had experience working locally in the field tended to be better received by the community than those positions that were filled by people who were new to the area. Furthermore, organizations that were already doing stewardship work tended to be able to administer the position immediately.

Focus of steward activities

- HS – working within local government processes
- SCs – education, advocacy, and relationship building

Some CPs observed that their community group had reservations about the Program, adding that a steward position might not be what was really needed in their communities. These CPs claimed that HCSP was “keeping local activists busy,” rather than allowing them to be fully engaged in advocacy work. On the other hand, two interviewees suggested that some CPs only wanted funding, without the responsibility of a steward position.

Habitat Stewards worked with local government on planning, mapping, bylaws, project development, and other community programs. A number of Department staff reported that they valued the work that the HS position had done on municipal bylaws, development permit approvals, mapping, and intergovernmental agreements. Some stated that agriculture steward positions were providing good technical advice to farmers and coming up with solutions that were acceptable to both the agricultural community and DFO. Two stewards said that a lot of their time was spent answering questions from the CP and other staff. Examples of projects completed by HS positions that were cited as contributing to proactive habitat protection included sensitive habitat atlases, watershed plans, storm-water plans, and storm-water bylaws.

Stewardship Coordinators had a wide range of duties that, while habitat-related, centred on fostering a sense of community. Most SCs indicated that their primary focus was on building relationships and educating people of all ages and backgrounds about habitat protection. Education, communication, and mediation were all cited as key responsibilities for SC positions. Some stewards were getting schools involved in habitat related projects that fit within the school curriculum. A number of SCs reported that they were providing technical assistance to and

helping find funding for community groups for their restoration and enhancement projects. Several SCs noted that they were dealing with water quality as well as habitat issues.

Communications activities included writing articles for newspapers and newsletters, making presentations, and being interviewed on radio or local television. Some SCs were proud of their role in interpreting guidelines, rules, and regulations that government agencies had established around water use. Some SC positions had served as mediators to bring developers together with conservation groups, while others had participated on watershed management planning committees or subcommittees. Several SCs reported that they had created watershed resource libraries.

To DFO staff, SCs played a pivotal role as the liaison between the Department and the community. DFO staff reported that SCs were ascertaining community priorities, disseminating information, becoming involved in land and resource planning, and even collecting fish eggs for school programs. They saw the stewards as having spent a lot of time working on administration and proposal reviews for FsRBC. Staff also observed that First Nations and community groups were generally becoming more aware of fish habitat issues, increasing their understanding of biology, and that the SCs were starting to gain their respect.

Some Department interviewees, however, considered that external stewards had typically worked with committed conservationists, with few gains to date over and above the decade of CA experience in education and community involvement. For them, HAs had the harder task of changing the attitudes of local developers and others directly impacting fish habitat.

It was recognized that stewards often faced a major challenge of instilling a stewardship ethic in resource-dependent communities. One DFO staff person noted that a mayor recently declared his town an “environmentalist-free zone.” Indeed, several SCs mentioned that they felt physically threatened by espousing the stewardship ethic in their own communities where people’s livelihoods were seriously affected by changes to the resource sector.

4. 2. HCSP Area Coordinators and DFO staff

HCSP Area Coordinators and Department staff commented on their supervisory responsibilities and other new duties resulting from the creation of HCSP.

Key Findings/Areas for Improvement

Area Coordinators provided administrative support for CPs. A couple of Community Partners noted that ACs were a source of technical advice, provided mentoring on personnel issues related to the steward positions, and brought an approach of trust to the partnership.

AC and DFO staff responsibilities

- ACs provide administrative support to CPs, but need more support and direction themselves
- HEB biologists and technicians enjoy their new supervisory role
- CAs now give more administrative versus bio-technical assistance to community groups

Area Coordinators were not properly prepared or trained for their job. Some ACs said that at the start of the Program they lacked the administrative skills required to do their job. Other ACs maintained that they did not get enough direction about their position and even had to ask whom their supervisor was. Several ACs felt uncertain about their job security at the end of HCSP; this caused undue stress and defensiveness.

According to some Area Coordinators, they were too preoccupied with preparing new contribution agreements and hiring new stewards to spend time with those who were already hired and working. Some expressed the view that most stewards did not know what was in store for them in dealing with public and industry, and that the stewards would have benefited from more interaction with their AC. Several stewards reported that their AC was overextended and did not have adequate time for them.

Some Habitat Biologists and Habitat Technicians considered that HCSP had changed their job for the better. In most cases, biologists and technicians were the HEB positions most directly involved in supervising HAs; these individuals were generally involved in developing the workplan for the HA position, as well as providing advice and daily mentoring. These two DFO positions typically had less contact with HS positions working in local government and even less with SC positions, although some technicians reported working with all three types of steward position.

For many Habitat Biologists and Habitat Technicians, the supervisory and mentoring role was a new and welcome one. A number of technicians enjoyed the fact that they now had more of a trainer, communicator, and facilitator role and were dealing with a greater number of clients.

Some Community Advisors believed that the stewards had made their jobs easier. In some cases, CAs found themselves responding to requests from SC positions to meet with groups to assess potential restoration projects. More frequently, they were now being asked to assist with organizational, legal, or staffing matters as opposed to the bio-technical issues of the past. Several Community Partners suggested that HCSP should have been tied more closely to the CAs. One SC suggested that the CA, rather than an AC, should have been put in charge of administering the Program.

4. 3. Community Partners

CPs were questioned about the support that they had provided to their steward position and to stewardship activities in their communities.

Key Findings/Areas for Improvement

CPs cited a variety of activities in support of their stewards, including promotion, administrative assistance, and help with funding. Partners

promoted the steward position, wrote articles in magazines, and prepared letters to obtain support for projects. In addition, CPs provided resources for the

steward position, such as computers, desks, vehicles, office space, meeting space, and administrative assistance. Some partners helped to fund the steward position, accessed money to provide training, or provided funding for the stewards to implement projects. Members of Community Partner groups also volunteered their time to develop and review steward workplans. Directors on CP boards attended and supported events that had been organized by the stewards. Some CPs assisted their stewards in building partnerships and gave them political support.

Community Partner responsibilities

- CPs provide administrative support, promotion, and funding help for their steward
- Partners need more DFO support to administer stewards
- HCSP gives CPs the flexibility to choose their own activities

Some CPs had trouble administering the steward position and needed more support from DFO. Five partners indicated that they had encountered no problems administering the position, while seven stated that they had encountered problems. One CP from the latter group commented that at the Program's start their relationship with DFO had been difficult, but was now improving. One Area Coordinator felt that generally, the CPs were meeting the Program

objectives by providing support and assistance to stewards. He believed that the CPs truly valued the stewards as important members of their organization.

Several ACs recognized that some partners were struggling with the administration of a steward position and, in one instance, the AC was forced to find a new partner. Area Coordinators pointed out that CPs were primarily volunteers and represented a wide range of ability, experience, and understanding when it came to both habitat management and staff administration. According to one AC, some partners needed a paid manager to deal with administration. Another ACs felt that HCSP was dealing far too much with stewards directly and not enough with the Community Partner.

The majority of CPs considered that they had the flexibility under HCSP to conduct the priority stewardship activities for their community. One partner said, “In the beginning it seemed like DFO wanted to direct the steward’s work.” However, most CPs indicated that the Program gave them the freedom to take on projects of their choice. ACs supported the need for flexibility, noting that HCSP should not micro-manage the steward positions. Some partners acknowledged disagreement among their members on how the steward position should be functioning and felt that the steward positions would have been difficult to administer without an infrastructure such as HCSP.

4. 4. Relationships

During the interviews, various comments were made on interactions and relationships among stewards, Community Partners, Area Coordinators, and DFO staff, as well as on the relationship between HCSP and the Department. Stewards were asked about the amount, type, and quality of communications that they had with other stewards, their CP, and their Area Coordinator.

Key Findings/Areas for Improvement

HCSP – DFO Relationship

Many stewards suggested that HCSP should work more closely with the rest of DFO. A general lack of communication was observed between the Program and other DFO branches, such as Science and Oceans. Furthermore, some DFO staff felt excluded from internal HCSP communications. For example, it was reported that Habitat Biologists and Habitat Technicians were sometimes not invited to HCSP meetings and that there were no formal introductions of

new stewards to DFO staff. One Department staff noted that, where they had been implemented, HEB Planning Teams were working well to keep area staff and stewards informed of each other's activities.

Some Community Advisors reported having good relationships with all three HCSP position types in their area. In cases where they were not involved in hiring stewards, several CAs indicated that Program implementation might have been smoother had a CA been on the hiring board. One Advisor noted that they had a conflict with a SC over the steward's desire to deliver education in schools; this has been traditionally a CA role.

Steward – Steward Relationship

For most stewards, HCSP meetings were a major networking tool. A number of stewards mentioned that the Regional Orientation Sessions and Area General Meetings had helped significantly in building communication networks.

Comments on relationships

- Program needs closer links with other DFO branches
- Stewards have a close local network

Stewards in the North felt isolated in their communities, with e-mail or telephone being their primary link to other stewards. In the Yukon, stewards reported having a “Steward Summit” every couple of months. A different steward would host the “summit” in their community; these “summits” were considered to be very worthwhile.

More than half the stewards interviewed communicated with other stewards almost daily.

The majority of Habitat Auxiliaries reported that they were in fairly frequent contact with other HAs, but had less frequent interaction with SCs and HSs. In some communities, the stewards worked as a team with the HA, SC, and HS each taking on distinct roles and staying in close communication with each other. Most of those interviewed noted that generally they only communicated with stewards in their local area, unless they were seeking assistance on a specific issue. Several stewards thought that it would be useful if they knew the areas of expertise for all of the other stewards and DFO staff so that help could be sought more quickly and easily when needed.

Steward – Area Coordinator Relationship

In general, stewards perceived that they had a positive relationship with their ACs. Most stewards found their Area Coordinator to be receptive and always willing to answer questions or provide information. Stewards in certain areas, however, had problems getting in touch with their AC. Some stewards commented that communication was difficult with their AC and that the AC

did not have a good grasp of local government and other community-based issues. External stewards typically communicated more with their Community Partner than with their AC.

The majority of stewards interviewed considered that they had ample input into decision-making through frank discussion, for example through their area meetings. They generally felt free to make suggestions to their AC on matters pertaining to training, administration, budgeting, and workload. On the other hand, some stewards noted that they had little influence over their workplan. Other stewards suggested that the topics and new ideas open for discussion with the AC were fairly limited.

HS and SC – Community Partner Relationship

Comments on relationships

- Stewards generally relate well to their AC
- External stewards find their CP supportive and committed
- HS and SCs interact closely with their employer
- Some partner groups have different priorities than HCSP

Most external stewards found their CP to be supportive and committed; they believed that they could affect local decisions. Several HS and SCs reported that their partner was a good employer with a high level of understanding of conservation issues and a firm commitment to HCSP. Some mentioned that the CP was playing a larger role in administration of the steward

position as the Program progressed.

Stewards generally felt that they could affect decisions made in the community and about their position through discussions with their employer or the Board of Directors of their employer organization. SCs also maintained that they were able to influence landowners and stewardship groups. Several stewards working for First Nations reported that the Council consulted them on new developments and that their recommendations were taken seriously. HAs reported that they participated in community decisions mostly by meeting with municipalities, industry, and landowners as part of the referral process.

Stewards tended to have extensive communication with their employer. Of the SCs and HSs interviewed, 45 percent communicated with their employer more than 41 times in an average month, and three-quarters communicated over 20 times. Several interviewees commented that they participated in developing their workplan and had considerable control over the projects that they initiated. For SCs, communication with CP board members varied in quality and there were often different messages received from different members of the partner organization. Some added that geographic distance created difficulties for effective communication.

According to some stewards, their Community Partner had different priorities than HCSP. For example, the focus of their CP was often on economic development over fish and fish habitat protection. One steward remarked that their employer failed to see the connection between habitat protection and more fish. Another steward cautioned that the problem with attaching positions to multi-stakeholder groups is that the group may not have a champion for habitat protection as part of the mix.

Community Partner – Area Coordinator Relationship

Comments on relationships

- Joint Management Teams are used for stewards in some Areas
- Through HCSP DFO is rebuilding trust with communities
- DFO – local government relations are improving

Some CPs reported a good relationship with their AC, while others did not. A number of Community Partners reported that there were regular meetings and constructive relationships between themselves and Area Coordinators. Certain ACs were noted to have made a strong commitment of time and effort towards the Program and

its partners. For their part, some ACs commented that community groups were comfortable calling them and that they attended as many local meetings as possible. One AC remarked that it was beneficial at times to let groups struggle in order to build their problem-solving capacity.

On the other hand, one CP's relationship with the AC had been “non-existent” after receiving funding through the contribution agreement. Another CP reported that the AC was not available for assistance when the steward did not work out. A third CP noted that they had to request a meeting with the AC and other local DFO staff to ascertain DFO's support for their group. The CP was informed that DFO would offer no support to their group.

In certain areas, CPs and ACs have formed joint management teams (JMTs) to facilitate decision-making, communication, and technical information exchange. In other locations, external stewards had no JMTs. One HS commented that a JMT was not required for their position since there was regular communication between parties.

Only two Habitat Auxiliaries reported having a JMT. For one of the HAs, the team was set up largely to allow people access to his expertise and to cut down on duplication of effort. The HA did not consider this to be particularly useful. In contrast, the other HA felt that their JMT had provided all of the local steward positions with a good opportunity to discuss referrals and talk about community group priorities.

Community Partner – DFO Relationship

HCSP is rebuilding DFO's relationship with the community. A number of CPs indicated that through HCSP they had good cooperation from local Department staff. They noted that historically DFO employees from Regional Headquarters came out to small communities and created animosity between the Department and local residents. Some partners reported an increase in trust of both the AC and DFO due to the relationships developed through the Program.

HCSP has improved relations with local governments by providing dialogue on non-regulatory issues. Even though some partners were dissatisfied with contribution agreements, they recognized that the negotiation of these agreements offered another important forum for dialogue between themselves and DFO. Some indicated that regular meetings organized through the Program had also helped improve Department relations with local government. There was a sense that local government CPs were happy to be in a relationship with DFO that was not restricted to being charged under the *Fisheries Act*, but that instead allowed them to improve their environmental record and image.

5.0. Conclusion

This report provides a synopsis of comments received during this field level evaluation of HCSP. It is not the intent of this report to prioritise key areas for improvement or to make recommendations. Rather, it is intended that readers will be able to use this report to improve the delivery of HCSP and build on its successes in future initiatives.

Definitions

Documentation -- main objective is to corroborate information from other sources. Documentation is beneficial because it is subject to neither memory decay nor distortion and provides fairly stable, unobtrusive, exact, and broad data. However, documentation is inherently biased by the author, because it is often written for explicit purposes, is not necessarily a literal recording of events (i.e., few people make records for the record's sake), and can also be distorted by the reader due to misunderstanding and misinterpretation.

Formative evaluations -- occur in the early phases of a program to assist in development, improve the program, and are related primarily to questions of process. Program evaluations that primarily improve program effectiveness, strengthen services, raise program outcomes, and increase efficiencies in the future are formative; they help “form” the program.

Interviews -- are an important source of information. Interviews are useful for developing an understanding of a program, obtaining information from people with unique information and understanding what is most important to interviewees. However, interviews are verbal reports subject to bias, poor recall, and inaccuracy. Interviews are either formal or informal. Informal interview questions are usually open-ended and the evaluator seeks the respondents' facts, opinions, and insights. Informal interviewing allows the researcher to develop a field of focus that becomes more specific as the discussion proceeds; different questions are asked of different people for different reasons. Informal interviewing aims to gain the respondents' story from their own unique perspective. There is a modicum of probing, without answer categories. Formal or focused interviews are still generally open-ended, but have a certain set of specific questions.

Outcome evaluations -- assess what the people in the program, based on measures of success, achieve. When studying the outcomes, evaluators examine if participants are gaining the intended benefits of the program and what is occurring due to the programs' existence. Outcomes, results, or effects are often used interchangeably; they can be anticipated or unwanted. However, to perceive outcomes, the process or what the program actually does must be understood.

Process evaluations -- examine the way that the program is conducted. Questions are related to if the program is either following prescribed processes or just learning what is going on in the program. Process evaluations examine program implementation and ability to reach its target population; elucidate and understand the internal dynamics of program operations; and require detailed descriptions of program operations based on observation and interviews. These evaluations focus on how an outcome was produced rather than the product itself. Therefore, process evaluations are useful for understanding if the program is operating properly; revealing areas where improvement is necessary; recognising the strengths of the program; and for disseminating and replicating programs.

Quantitative research -- is concerned with measuring a finite number of pre-specified outcomes, with judging effects, with attributing cause by comparing the results of such measurements in various programs of interest, and with generalising the results of the measurements and the results of any comparisons to the population as a whole. Quantitative studies emphasise measurements, summations, aggregation and measurement comparison.

Qualitative research -- involves entry onto the site, making contacts, and gathering data. Information is noted via observation, interviews, casual conversations, and other data collection procedures (i.e., field notes). Field notes are supplemented by personal observation and analysed throughout to gain insight into what is happening and why. With qualitative evaluation, the evaluator tries to understand the meaning of a program and its outcomes from the participants' perspectives. Qualitative analysis is well suited to understanding how the successful sites were different from those with less success and to identify those practices that appear related to the program's success.

Summative evaluations -- are done usually when a program is completed or has become established with a permanent budget and an organisational niche. These evaluations attempt 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 and determining their causes and making any generalisations; they help to decide whether a program should be started, continued or chosen from two or more alternatives.

Appendix A: HCSP Vision, Principles and Objectives

Program Vision

The Program seeks to establish partnerships to enhance habitat protection and expand community capacity to steward fish habitat resources.

Guiding 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; and
- ▶ Adaptability to local opportunities, abilities, and fish benefits.

Program 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 plan(s); and
- ▶ Increase community responsibility for watershed management.

Appendix B: HCSP Steward List as of February 2001

HEB Area BC Interior North Total Steward Positions = 10

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner/ Employer	Position	Name	City
B.C. Conservation Foundation and MAFF	Habitat Steward	Laura Grafton	Prince George
Baker Creek Enhancement Society	Stewardship Coordinator	Tracy Bond	Prince George
Baker Creek Enhancement Society	Stewardship Coordinator	Susan Hemphil	Williams Lake
Regional District of Fraser-Fort George	Habitat Steward	Tony Fiala	Prince George
Upper Fraser-Nechako Fisheries Council	Stewardship Coordinator	Sharolise Baker	Prince George
Upper Fraser-Nechako Fisheries Council	Stewardship Coordinator	Todd French	Prince George

Habitat Auxiliaries and Habitat Fisheries Officer

Community Partner/ Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Dale Desrochers	Fort St. James
Fisheries and Oceans Canada	Habitat Auxiliary	Len Seefried	Prince George
Fisheries and Oceans Canada	Habitat Auxiliary	Guy Scharf	Williams Lake
Fisheries and Oceans Canada	Habitat Auxiliary	Shane Smith	Williams Lake

HEB Area BC Interior South Total Steward Positions = 25

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner / Employer	Position	Name	City
Adams Lake Band	Stewardship Coordinator	Greg Witzky	Chase
B.C. Cattlemen's Association	Stewardship Coordinator	Lee Hesketh	Lumby
City of Kamloops	Habitat Steward	Marni Gillis	Kamloops
Columbia Kootenay Fisheries Renewal Partnership	Stewardship Coordinator	Chris Beers	Revelstoke
Columbia Kootenay Fisheries Renewal Partnership	“ “	Kenton Andreashuk	Cranbrook
Fraser Basin Council	Habitat Steward	Natalie Bandringa	Kamloops
Fraser Basin Council	“ “	Jennifer Lansing	Kamloops
Kingfisher Environmental Interpretative Center	Stewardship Coordinator	Neil Brookes	Enderby
Nicola Watershed Stewardship & Fisheries Authority	Stewardship Coordinator	Gord Stewart	Merritt
North Thompson Indian Band	Stewardship Coordinator	Nikki Crowe	Barriere
Okanagan Nation Fisheries Commission	Stewardship Coordinator	Michelle Boshard	Westbank
Salmon River Round Table	Stewardship Coordinator	Erin Roberts	Salmon Arm
Salmon River Round Table	“ “	Mike Wallis	“ “
Shuswap Nation Fisheries Commission	Stewardship Coordinator	Pat Matthew	Kamloops
Shuswap Nation Fisheries Commission	“ “	Murray Ross	“ “
Skeetchestn Indian Band	Stewardship Coordinator	Don Ignace	Savona
Spallumcheen Band	Stewardship Coordinator	Loretta Eustache	Enderby
Thompson Basin Fisheries Council	Stewardship Coordinator	Shawn Clough	Kamloops

HEB Area BC Interior South (continued)**Habitat Auxiliaries and Habitat Fishery Officers**

Community Partner/ Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Kelly Austin	Clearwater
Fisheries and Oceans Canada	Habitat Auxiliary	Sheldon Romain	Kamloops
Fisheries and Oceans Canada	Habitat Auxiliary	Tina Walker	“ “
Fisheries and Oceans Canada	Habitat Fishery Officer	Byril Kurtz	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Sean Bennett	Lillooet
Fisheries and Oceans Canada	Habitat Auxiliary	Dave Smith	Penticton
Fisheries and Oceans Canada	Habitat Auxiliary	Fred Lockwood	Salmon Arm

HEB Area North Coast

Total Steward Positions = 13

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner / Employer	Position	Name	City
Community Fisheries Development Centre	Stewardship Coordinator	Scott Allen	Prince Rupert
Haida Gwaii Marine Resources Group Assc.	Stewardship Coordinator	Kimiko von Boetticher	Masset
Nadina Community Futures	Stewardship Coordinator	Greg Tamblyn	Houston
North Coast Fisheries Renewal Council	Habitat Steward	Cory Martens	Prince Rupert
“ “	Stewardship Coordinator	Allen Scott	“ “
Northwest Stewardship Society	Habitat Steward	Bridie O'Brien	Hazelton
“ “	“ “	Debra Stokes	Kitimat
“ “	Stewardship Coordinator	Robert Diermair	Terrace
Tahltan Joint Councils	Stewardship Coordinator	Marilyn Norby	Dease Lake
Taku River Tlingit	Habitat Steward	Mark Connor	Atlin

Habitat Auxiliaries and Habitat Fishery Officers

Community Partner/ Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Peter Woods	Prince Rupert
Fisheries and Oceans Canada	Habitat Auxiliary	Patty Menning	Smithers
Fisheries and Oceans Canada	Habitat Auxiliary	Robert Heibein	Terrace

HEB Area Central Coast

Total Steward Positions = 8

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner / Employer	Position	Name	City
Central Coast Partnership Group	Habitat Steward	Ross Wilson	Waglisla
“ “	Stewardship Coordinator	Bob Tritschler	Bella Coola
Discovery Coast Greenways Land Trust	Stewardship Coordinator	Kathy Campbell	Campbell River
District of Campbell River	Habitat Steward	Michael Roth	Campbell River
N. Vancouver Island Salmonid Enhancement Assc.	Stewardship Coordinator	Karl Wilson	Port Hardy
Nimpkish Resource Management Board	Stewardship Coordinator	Doug McCorquandale	Alert Bay

HEB Area Central Coast (continued)**Habitat Auxiliaries and Habitat Fishery Officers**

Community Partner/ Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Terry Palfrey	Bella Coola
Fisheries and Oceans Canada	Habitat Auxiliary	Shelley Jepps	Port Hardy

HEB Area Lower Fraser

Total Steward Positions = 19

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner / Employer	Position	Name	City
Alouette River Management Society	Stewardship Coordinator	Janice Jarvis	Maple Ridge
CFDC – North Fraser	Stewardship Coordinator	Sheila Creighton	Mission
“ “	“ “	Ken Lewis	“ “
Fraser Basin Council	Stewardship Coordinator	Jim Vanderwal	Vancouver
Langley Environmental Partners Society	Stewardship Coordinator	Andrew Appleton	Vancouver
Squamish River Watershed	Stewardship Coordinator	Liz Jones	Mount Currie
Squamish River Watershed Society	Stewardship Coordinator	Edith Tobe	Garibaldi Highlands

Habitat Auxiliaries and Habitat Fishery Officers

Community Partner / Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Christina Engel	Abbotsford
Fisheries and Oceans Canada	Habitat Auxiliary	Christina Derksen	Delta
Fisheries and Oceans Canada	Habitat Auxiliary	Cheryl Johnston	“ “
Fisheries and Oceans Canada	Habitat Fishery Officer	Ann Bussell	“ “
Fisheries and Oceans Canada	Habitat Fishery Officer	Sue Hahn	“ “
Fisheries and Oceans Canada	Habitat Fishery Officer	Scott Keehn	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Megan Sterling	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Markus Feldhoff	Mission
Fisheries and Oceans Canada	Habitat Auxiliary	Kim Ogilvie	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Solvej Patschke	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Mike Engelsjord	Squamish

HEB Area South Coast

Total Steward Positions = 21

Habitat Auxiliaries and Habitat Fishery Officers

Community Partner / Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Jo-Anne McDonald	Comox
Fisheries and Oceans Canada	Habitat Auxiliary	Linnaea Chapman	Duncan
Fisheries and Oceans Canada	Habitat Auxiliary	Dave Nanson	Madeira Park
Fisheries and Oceans Canada	Habitat Auxiliary	Michelle Bigg	Nanaimo
Fisheries and Oceans Canada	Habitat Auxiliary	Marion Lightly	“ “
Fisheries and Oceans Canada	Habitat Auxiliary	Howard Larsen	Port Alberni

Fisheries and Oceans Canada

Habitat Fishery Officer

Randy Stennes

“ “

HEB Area South Coast (continued)**Community Partners, Stewardship Coordinators and Habitat Stewards**

Community Partner/ Employer	Position	Name	City
Capital Regional District	Habitat Steward	Craig Mount	Victoria
CFDC - Sunshine Coast	Stewardship Coordinator	Sheane Reid	Halfmoon Bay
CFDC of Strathcona	Stewardship Coordinator	Heather Johnstone	Courtenay
Cowichan Agricultural Society	Habitat Steward	David Tattam	Duncan
Cowichan Tribes	Habitat Steward	Cheri Ayers	Duncan
Mid Island Stewardship Trust & K'op thut Soc.	Stewardship Coordinator	Tony Dorling	Nanaimo
Regional Aquatic Management Society	Stewardship Coordinator	Phil Edgell	Port Alberni
“ “	“ “	Paul Smith	Gold River
“ “	“ “	Arlene Suski	Ucluelet
Regional District of Comox-Strathcona	Habitat Steward	Allison Mewett	Courtenay
Regional District of Nanaimo	Habitat Steward	Brigid Reynolds	Lantzville
South Islands Aquatic Stewardship Society	Stewardship Coordinator	Jennifer Sutherst	Victoria
Sunshine Coast Regional District	Habitat Steward	Cheryl Trent	Gibsons
Veins of Life Watershed Society	Stewardship Coordinator	Bob Truelson	Victoria

HEB Area Yukon and Transboundary

Total Steward Positions = 8

Community Partners, Stewardship Coordinators and Habitat Stewards

Community Partner/ Employer	Position	Name	City
City of Whitehorse	Habitat Steward	Sadie Bryan	Whitehorse
Yukon Salmon Committee	Habitat Steward	Isaac Anderton	Old Crow
“ “	“ “	Beverley Brown	Whitehorse
“ “	“ “	Stephanie Muckenheim	“ “
“ “	“ “	Jake Duncan	Dawson City
“ “	“ “	Brad Wilson	Mayo
“ “	“ “	George Sidney	Teslin

Habitat Auxiliaries and Habitat Fishery Officers

Community Partner / Employer	Position	Name	City
Fisheries and Oceans Canada	Habitat Auxiliary	Kate Maddigan	Whitehorse

Appendix C: HCSP Evaluation Framework

The following outlines a framework for evaluation of the HCSP identifying the purpose of each evaluation, whom should undertake it, and key questions for each evaluation.

Level 1 Evaluation

Level 1 evaluations examine those activities funded by the HCSP that contribute directly to the overall vision and objectives of the Program. Stewards, contribution agreements, and Program initiatives are evaluated at this level. The type of questions asked by the evaluation focus on process, outcome and efficiency. Stewards and contribution agreements are evaluated for both formative and summative implies separate purposes. Program initiatives should be evaluated for summative purposes. The ensuing sub-sections provide details regarding the evaluation process

Evaluation of Contribution Agreements

Contribution agreements refer to agreements made between DFO and community partners, usually to hire or otherwise retain a Steward. Partnerships are chosen based on a combination of merit and support from Area Coordinators and are based on the working relationship with the Department and residents within their community. As the process for selecting community partners is not done on a proposal basis, Area Coordinators, generally document and outline their rationale for their choice of community partner for use in later evaluations and in support of the decision-making process.

Contribution agreements are reviewed during their life span and are evaluated at their conclusion. Reviews may take the form of formal or informal meetings of the Joint Management Team,⁴ preferably in consultation with the Steward, to discuss the progress of the Contribution Agreement toward meeting the overall goals and objectives of HCSP. These meetings encourage adaptive management of the stewards. Minutes or records may be kept to track changes the workplans, ensure continuity should area staff re-locate, and demonstrate a transparent decision-making process. Evaluations conducted at the conclusion of each contribution agreement are based on the fulfilment of the workplan.

Evaluation of HCSP Stewards

Stewards working outside of DFO will be evaluated by the Community Partner, who will be encouraged to adopt a similar evaluation process as that conducted for the contribution Habitat Auxiliaries (HAs). HAs are subject to appraisals in accordance with federal government procedures. For the purposes of HCSP, steward positions will be evaluated on the basis of their meeting the annual workplan and objectives. The main questions guiding the Level 1 evaluation process are:

- (1) Did the steward position fulfil the requirements outlined in their workplan in the contribution agreement, and
- (2) Did the steward position work towards the goals and objectives of HCSP?

⁴ **Joint Management Team** – comprised of the community partner, Area Coordinator and appropriate local DFO staff. Ideally, the team will be involved in hiring for the SC/HS position, developing the contractual obligations and completing, auditing and evaluation work. Depending on the community and the management team membership, there will be 1 or more teams per HEB area.

Community partners will be informed of the evaluation processes during the negotiation of the contribution agreements. Internal positions will be informed of the evaluation processes at hiring or at renewal of their terms of employment.

Stewardship Coordinators and Habitat Stewards

As outlined above, Program staff will not directly evaluate stewards employed outside of DFO. The community partner/ employer will be required by their contribution agreement with DFO to evaluate the stewards that they hire. It will be required that these evaluations be at least partially based on the stewards ability to fulfil the workplans and objectives outlined in each contribution agreement. Area Coordinators, as members of the Joint Management Team, will have input into the evaluation

Habitat Auxiliary Position

These positions will be evaluated through an evaluation/ interview. These interviews will be conducted by an evaluation team consisting of an Area Coordinator, and if appropriate other relevant DFO staff (e.g., habitat technician, fishery officer or biologist) prior (1-month minimum) to the completion of each term.

Evaluation of Program Initiatives

At the beginning of the HCSP, ten initiatives were proposed to help further develop and implement the Program. These initiatives include: the watershed and fish planning committee, the stewardship centre, community capacity assessment,⁵ watershed prioritisation criteria,⁶ training, mentoring,⁷ communications, monitoring and evaluation,⁸ Stream Team Initiative, and the Salmonids in the Classroom Curriculum Revision. These Program initiatives occur by one of two methods, through contribution agreement partnerships or through contracts. Both types of initiatives will undergo summative evaluations, with a formative review process throughout. The review process for contracts will be conducted as per Treasury Board requirements by the contract authority.

Level 2 Evaluation

The level two evaluation is a periodic assessment of the overall progress and effectiveness of the Program toward meeting its goals and objectives. The field level evaluation contained in this report is one component of the level two evaluation.

Level 3 Evaluation

⁵ **Community Capacity Assessment** – a report entitled *Getting Ahead of the Curve: An Assessment of Community-Based Processes and Organizations* was completed that examined the experience with community-based initiatives and programs in B.C. to determine the appropriate roles for community groups in fish habitat protection.

⁶ **Watershed Prioritization Criteria** - criteria to be used in selecting significant watersheds for HCSP planning and project selection purposes.

⁷ **Mentoring** – SCs, HSs and community groups with regards to building local community capacity and knowledge and also for HAs with respect to gaining an understanding of DFO policies and practices.

⁸ **Monitoring and Evaluation** – SC, HA and HS positions, as well as supporting initiatives (e.g., mentoring, stewardship centre, etc.), will be monitored on a regular basis to ensure they are proceeding according to the vision, goals, and objectives of the HCSP. They also serve to ensure that adaptive management of the SC/HA/HS experience can be applied to improve their future effectiveness.

The Government of Canada Treasury Board submission provides a Resource Rebuilding Program accountability structure. This document stipulates the collection and analysis of a final evaluation of all aspects of Resource Rebuilding, to be completed within 6-months of the completion of the Program. The Program will be completed in March 2003. The purpose of this evaluation is to assist DFO to:

- (a) Identify lessons learned in the administration of the Program,
- (b) Make future policy decisions with regard to the management of the Pacific salmon fishery and other program linkages, and
- (c) Continue to add to the Departmental knowledge base required to provide performance information on the management of the Pacific fishing industry. Confusing - simplify

This will be the final summative level of evaluation of HCSP. It will indicate whether the program was effective and whether it should be continued, ended or extended. The evaluation will attempt to assess if HCSP has built community capacity, whether the funds were spent appropriately, and to provide recommendations for the direction of future community-based fish and fish habitat protection programs.

An evaluation on community capacity was conducted by an outside contractor to determine baseline data on Community Knowledge and Awareness collected from 6 representative communities throughout Pacific region (one per HEB area). The criteria for collating this baseline data were developed in consultation with Area Coordinators, Program Evaluation Team and the contractor. The purpose of collecting baseline data was to provide a quantitative and qualitative basis for measuring change in community capacity at the end of the program.

Appendix D: Level 2 Evaluation Questions

Steward Interview for Level 2 HCSP Evaluation

Steward Name:	Interviewer:
HEB Area:	Position:
Community Partner:	Date of Interview:
Key Code:	

HCSP Vision, and Objectives

1. What does “stewardship” look like in your community (for HA -- in your area of expertise)?
2. Based on this what do you feel the percentage of effort is being directed towards
(i.e. is it a 60:40 split; 80:20 split)

Habitat restoration	_____	%
Stock Enhancement	_____	%
Proactive planning	_____	%
Advocacy (political and individual)	_____	%
3. What will it take to “build long-term community capacity for stewardship” in the geographic area you are working in or in your area of expertise?
4. How are you fostering or supporting the building of stewardship in your community?
5. From your perspective, how has the community (for HA -- or industrial sector) received HCSP?
6. How well does your community partner (for HA -- or industry) understand and support you in accomplishing Program objectives?
7. How do you think your community (for HA -- or industrial sector) will be better equipped to steward fish and fish habitat as a result of the work that is being done?

Funding Partnerships and Strategies to Sustain Stewardship Work

8. Have you, your Community Partner (for HA -- or industrial sector), or the broader community obtained other types of funding, support in-kind, or other type of resources?
9. If yes, what form is this taking?

Communications

10. Do you communicate with other Stewards? If no, go to questions 12.
11. If yes, how?
12. How many times on an average month have you communicated with another steward (SC, HS, or HA) in HCSP?

0-10	11 – 20	21-30	31-40	>41
_____	_____	_____	_____	_____

- 13. For the stewards you have contacted, where have they been located?
- 14. How important is the Internet in your work?
- 15. Do you have the right equipment to use the Internet?
- 16. Do you use the HCSP web site in your work?
- 17. Why or why not?
- 18. How many times in the last three months have you communicated with your Area Coordinator?

0-10	11 – 20	21-30	31-40	>41
_____	_____	_____	_____	_____

- 19. How did it go?
- 20. Community Partner (HS & SC only)?

0-10	11 – 20	21-30	31-40	>41
_____	_____	_____	_____	_____

- 21. How did it go?
- 22. Do you have a management team?
- 23. If yes, Joint Management Team or Local Advisory Team?

0-10	11 – 20	21-30	31-40	>41
_____	_____	_____	_____	_____

- 24. How did it go?
- 25. What linkages have you made with other Habitat Protection and Fisheries programs?
- 26. How is it going?

Training

- 27. Based on the training you received to date, how has or hasn't, HCSP equipped you to do your job?

Other

- 28. What type of advice and assistance do you need from HCSP and/or DFO staff?

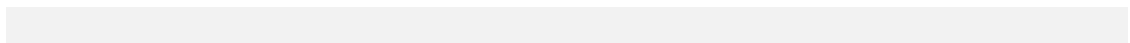
[This can range from topics/themes (e.g., training, communication, public relation tools, maps, inventory, guides, publications, etc.) to programs (e.g. C&P, Hatcheries, Resource Mgmt, Science).]

29. Do you have opportunity to participate in making decisions with your community?
30. Do you have opportunity to participate in making decisions with your community partner?
31. Do you have opportunity to participate in making decisions with your Area Coordinator?
32. How do you feel about the way evaluation, at both the local level and regional level is going?
33. Do you have any issues or concerns that we have not yet discussed today?

HCSP Area Coordinator Interview for Level 2 HCSP Evaluation
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Name:	Interviewer:
HEB Area:	Key Code:
Organization:	Date of Interview:

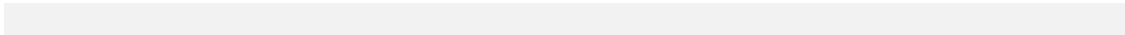
1. What does “stewardship” mean in your area?
2. What does it take to “build long-term community capacity for stewardship” in your area?
3. How do you think your area will be better equipped to steward fish and fish habitat as a result of the work that is being done by HCSP?
4. What’s working with the administrative support structures supporting you in delivering the Program and its objectives?
5. What’s not working with the administrative and support structures supporting you in delivering the Program and its objectives?
6. How are the stewards in your area meeting Program objectives?
7. How are the Community Partners in your area meeting Program objectives?
8. What are the benefits of the Area delivery model for a regional program?
9. What are the challenges of the Area delivery model for a regional program?
10. What are the challenges that you face from within DFO in delivering this program?
11. What is your opinion on the process used to allocate funds?
12. What is your opinion on how the Program’s funds have been spent?
13. What changes would you recommend to improve this Program?
14. Do you have any issues or concerns that we have not yet discussed today?



DFO Interview for Level 2 HCSP Evaluation

HEB Area:	Interviewer:
Key Code:	Name:
DFO Position type (CA, Bio, Tech, FO's):	Date of Interview:

1. Could you describe your working relationship with HCSP Stewards?
2. What does “stewardship” mean to you?
3. What would it take to “build long-term community capacity for stewardship” in your community?
4. How do you think your community will be better able to steward fish and fish habitat as a result of the work of the Stewards?
5. What are the main activities of the Steward that you work with?
6. What benefits or problems are you seeing as a result of the work that the Steward is doing?
7. Has the presence of HCSP Stewards changed your work focus or workload in anyway?
8. If yes, explain.
9. Do you think HCSP is duplicating an existing function?
10. If yes, explain.
11. What changes would you recommend to improve this Program?
12. Do you have any issues or concerns that we have not yet discussed today?



Community Partner Interview for Level 2 HCSP Evaluation
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Name:	Interviewer:
HEB Area:	Key Code:
Organization:	Date of Interview:

1. What does “stewardship” mean in your community?
2. What does it take to “build long-term community capacity for stewardship” in your area?
3. How do you think your community will be better equipped to steward fish and fish habitat as a result of the work that is being done by HCSP?
4. What has your Steward(s) done to support this work?
5. What has your group done to support this work?
6. What linkages have you made with other Habitat Protection and Fisheries programs?
7. If yes, how are they going?
8. Have you or your Community Partner obtained other types of funding, support in-kind, or other type of resources?
9. If yes, what form is this taking?
10. Have your expectations been met for the partnership between your organisation and HCSP?
11. Why or why not?
12. What mechanisms do you have for receiving feedback about this Program?
13. What feedback have you received from the community about the Program?
14. What are the general topics, issues, or concerns you have about the program in general, or in your own geographic area?
15. What changes would you recommend to improve this Program?
16. Do you have any issues or concerns that we have not yet discussed today?

Appendix E: Public Comments from January 1999 HCSP Forum

Comments received from the consultations are summarized as follows.

- ▶ The program should be flexible and locally driven, and should build on existing community structures as much as possible.
- ▶ Program implementation should be cooperative and inclusive, based on trust, mutual respect, and shared decision-making between communities and the federal government.
- ▶ An information clearinghouse should be created to share information on government programs and watershed planning.
- ▶ First Nations are very interested in working with this Program.
- ▶ The Program should offer a stable source of funding, facilitate education and awareness, and build local capacity (e.g., in watershed planning).
- ▶ Fish habitat protection must be better integrated into existing and future land and water planning exercises (OCP, LRMP, WUP, etc.)
- ▶ Better coordination between government programs is necessary to protect fish habitat.
- ▶ There is a need to clarify and improve linkages between governments.
- ▶ There should be a watershed focus to planning processes.
- ▶ While there should be broad geographic access to the program, funding should also be directed to watersheds of the highest priority.
- ▶ Planning processes should include mechanisms to monitor implementation and evaluate progress.
- ▶ DFO must increase its enforcement to support habitat protection and enhancement work.
- ▶ The Department should have more input into provincial land use planning and decisions.
- ▶ DFO staff should provide training and technical support for the program.
- ▶ SCs/HAs/HSs should be locally hired, directed, and accountable, with their activities tailored to the particular community's needs.
- ▶ They should be proactive and cooperative, rather than reactive and confrontational – e.g., going to local government councils, bringing groups together, and taking initiative in municipal and regional planning.
- ▶ SCs/HAs/HSs must be free to act as advocates for fish and fish habitat, promoting a conservation ethic through public education and awareness.
- ▶ They must have local knowledge, interdisciplinary skills, and a good understanding of federal and provincial programs and practices.
- ▶ SCs should be skilled in communication, facilitation, and dispute resolution, responsible for networking, education/advocacy, and the pursuit of funding.
- ▶ HAs and HSs should have strong scientific skills, providing technical support, monitoring habitat, and building local capacity.
- ▶ The roles of SCs/HAs/HSs need to be clearly defined relative to other DFO positions (e.g., Community Advisors) to ensure their work is complementary.