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## **Day 1 | TIER 2 Welcome**

Marcel welcomed DFO and led introductions.

## **Setting the Stage**

*Matt Parslow, DFO & Greg Witzky, FSMC*

Presentation highlights included:

- Presenters led a round of applause thanking Ken Malloway and Linda Stevens for their inspirational leadership of the Forum process over many years.
- Forum Planning Committee: members and role (evolving).
- Forum Renewal project: Piloting initial changes for 2023.
- Interim Forum Objectives - focus remains on annual fishery planning
- 2023 Fishery planning context & opportunities
- Importance of collaboration & focus.

### Discussion

- Time to start planning some informal social get-togethers as well.
- Objectives don't mention DFO using the Forum as a consultation venue.
  - DFO: Yes, this remains an important venue for discussing issues.
- We need to talk about IFMP reform as well as Forum reform.
- Question about the Forum facilitator's report: How/when is that discussed/shared?
  - Report is provided after every Forum to help shape future changes.

## Forum Reform

*Matt Parslow, DFO & Greg Witzky, FSMC*

Presentation highlights included:

- Background and history of the Forum on Conservation & Harvest Planning; role of JTWG and Forum Planning Committee
- Why Forum renewal? Key change with the shift to the mandated FSMC/B process.
- Renewal process; contract with West Coast Aquatic (WCA).
- Approach to renewal: review existing advice, WCA engagement/interviews, trial and iterative adaptations, develop a new plan (propose final dialogue workshop to discuss that).

### Discussion

- Q/A: Re next steps, WCA will review existing feedback, input from interviews, then provide a report and discuss it all at a workshop.
  - FPC gave WCA initial suggestions for interviewees, other volunteers welcomed.
- In exploring change, it's important to remember the importance of marine areas. We must start looking at the bigger picture and decisions that affect the marine context when we talk about productivity and ecosystem based management. These are exciting times right now because we've decided that we're going to manage our own resources. We need to take control of our own territories. We cannot lose any more resources. With DFO retirements, a lot of knowledge is being lost, but we're here to help and to build new relationships.
- The Vancouver Island/Approach role is important and is being considered in Forum reform. Contact Greg/Matt with questions or suggestions.
- I'm amazed at the time we're now in, having been part of this from the early days. It always felt like we were banging our heads against a brick wall, but people are starting to recognize us as human beings and recognizing the true history of Canada. We're talking about reforming how we get together and get information from each other. We also want to talk about policies that affect fishery management, e.g. the Wild Salmon Policy. Decades on, it's still unclear how it's being implemented. We need to review the policies that were written before we were at the table, and provide our input, because they affect our lives. Many of our people have passed and we need to acknowledge and memorialize the past warriors who are now our ancestors. Suggestion to plan a feast one evening, with entertainment.

**SLIDO Q1: Please identify one change that will make the Forum more useful. (See Slido responses in Appendix 1)**

## JTWG Tier 2 Update

Maddie Thomson, DFO & Mike Staley, FSMC

Presentation highlights included:

- Chinook post-season review (will be given to Tier 2 tomorrow): Discussed Albion in-season assessment, encouraging preliminary escapements, environmental conditions, Summer 52 productivity.
- Update on FSMC's Chinook Recovery and Rebuilding Initiative (CRRI) and next steps (more on that tomorrow).
- Review of December JTWG sessions, next steps for meeting outputs. Discussed challenges/limitations of hybrid meetings, clarifying JTC/JTWG role, summarizing December JTWG meeting outputs for FSMB.
- Fraser sockeye post season review; key discussion points.
  - Implementation of the FSMB's 25% decision, lessons learned, next steps.
- Overview of JTC's current work exploring 2023 chinook management scenarios for FSMB.
- Suggestions for next JTWG agenda.

### Discussion

- Q/A: FMI = Fishery Mortality Index.
- Request to share all Forum PPTs. **ACTION**
- Request for clarification re reference to late timing of FSMB's decision on the 25% increase.
  - JTWG's FSMC co-chair reviewed the process for developing advice in 2022, which was not concluded until Aug 2. It was a first attempt, so a positive effort, but the tight timeline led to in-season implementation challenges. But valuable lessons were learned that will be used to guide future management.
  - We have recommended before that DFO have assessment fisheries mid-river to support late decisions in times of high abundance.
- Was the 25% increase intended as compensation for shortfalls in previous years? If we didn't catch all the extra 25% as intended, does that mean more fish reached the spawning grounds? That's not necessarily a bad thing, given the current conservation challenges, especially for our territory in the Nicola Valley, e.g. many of the places that served as a cool refuge were lost after the recent flooding. We're facing 3 years of low Fraser Sockeye returns, so how can we get more fish to the spawning grounds to rebuild stocks? We've never had compensation for the loss of our food fish.
  - Clarification: The decision to increase FSC allocations by "up to 25%" applied to existing FSC allocations only, so it wasn't 25% of returning fish.
- Q/A: JTWG discussed the JTWG process and how it links to Forum reform. It will be complicated with 76 FSMC signatories and others who are "yet to be signatories".
  - FSMC staff and reps need to get out and meet with those who have not yet joined to broaden membership. That requires more funding for outreach and communications.

## Fraser Sockeye

### ***DFO Presentation: 2022 Fraser Sockeye Post-Season Review***

*Les Jantz, DFO*

Presentation highlights included:

- 2022 pre-season: forecasts, planning considerations.
- 2022 Base Case Model Assumptions: summary that informs planning of all US and Canadian fisheries.
  - Acronyms: TAM = Total Allowable Mortality; SET = Spawning Escapement Target; pDBE = proportional Difference Between Estimates (predicted in-river en route mortality); MA = Management Adjustment (based on pDBE, how much extra fish needed to counteract expected en-route mortality); AFE = Aboriginal Fisheries Exemption (for formula used in Pacific Salmon Treaty harvest allocation calculations). AFE amount was set in the 1985 treaty, and is less than actual FSC allocations but Canada has not been able to negotiate an increase to date.
- Canada did not approve of the initial US fishery due to impacts on Early Summers under the p50 Base Case Model.
- 2022 Run sizes for the 4 Fraser Sockeye Management Units (MUs).
  - Unexpectedly large Early Stuart run size estimate was based largely on model assumptions and other info (e.g. Quaalark) as DFO held off on the earlier marine test fisheries (based on advice from First Nations and others).
  - Early Summers came back well below forecast (mostly due to expected Early South Thompson component not materializing). Declining estimates in-season complicated in-season management.
  - 2022 Summers largely stable but less than expected.
  - 2022 Lates: Significant disagreement between Canada and US about adopting a proposed 2M run size on August 18, with a marathon debate. Run size was reduced Aug 22 to 1.2M, which resulted in the US having over-harvested their TAC. As the season progressed, the Late run size was gradually increased, but it became too late to access that for Canadian fisheries.

### **Discussion**

- Q/A: The clause that permitted the US to fish after adopting a run size on Aug 18 despite Canada's objections is controversial and Canada is pushing to change it so that both countries need to agree to permit fisheries. Because Canada's priority is conservation, we had to reduce Canadian fisheries to make up for the US impacts on Early Summers.

Presentation, continued:

- All run sizes except Early Stuart were below the p50 forecasts, despite using very conservative 2022 planning models.
- Breakdown of individual returns (over 1,000 Cultus fish returned).
- Run timing: Disagreements in season about assumed run timing was also part of the difficult Fraser Panel discussion.

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- 2022 diversion rate.
- Temperature and discharge graphs: Most of the Early Start run coincided with very high river discharge rates.
- Big Bar was not a challenge for fish passage in 2022.
- Preliminary spawning escapement for Early Stuart & Early Summers:
  - Early Stuart escapement (preliminary) was 87% below target, and 75/25 male/female ratio for spawners was additional bad news.
  - 244K Early Stuarts entered the river, 24,929 made it to the spawning grounds.
  - Early Summers escapement was 45% above target, in part because of Canada's action to minimize fishery impacts.
  - Escapement numbers for Summers and Lates will be available shortly.
- Fishery harvest summary: FSC harvests for Lower/Upper Fraser were below licence amounts; marine slightly above. Breakdown of US and Canadian TAC, actual harvests.
- Financial deficit for the Test Fishery program in 2022 (no pay fish; revenues just from sampled fish). Updated fund balance.
- Summary of key 2022 Fraser Sockeye highlights.

### Discussion

- Q/A: Once the CMS (discharge rate) at Hells Gate reaches 8,000, Fraser sockeye experience serious passage challenges. Radio tagging showed that two additional areas downstream (Saddle Rock and Black Canyon?) were the main barrier where the fish stopped for 2 weeks due to high flows.
- Even before Big Bar, we knew there were high discrepancies between what makes it to the mouth of the Fraser vs what reaches the spawning grounds. Shouldn't fishery planning use more realistic assumptions about these losses? Who is impacted when Canada has to make up for US over-fishing? Appreciate the transparency in including the pay fish accounting details. With more climate change extremes (e.g. we may need higher fish ladders) will there be added funding or assessment for proactive work to ensure future fish passage. Suggest the need for an in-river assessment tool to see what's passing Hells Gate. First Nations wanted to help do this and it's not too late to make that happen.
  - DFO: Re how Canadian reductions are achieved, DFO does consider priority access; so rec fisheries were shut until the Late Run size was later increased and commercial TAC was approved. In the interim, FSC fisheries remained open, although with some reductions. Climate change impacts on fish passage is a huge concern. The work would be extremely difficult but we need to have those discussions. Re in-river assessment, a past program was discontinued because it wasn't producing the info needed at that time, but we could consider if something like this is needed.
  - DFO: There is a national Use of Fish policy that could be used to fund such work. There could also be a proposal for DFO funding.
- 219,000 early Stuarts died trying to get through the spring flood last year. Hells Gate was bad but there are a few other "abandoned" fishways above and below Hells Gate that were originally designed to aid in flood water passage. Is there any way to assess these sites and see what it would take to fix them or to assess other sites where we need to build fishways as climate change makes these choke points a bigger issue now.

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- Suggestion to invite Dave Patterson to come and discuss what was learned from the radio telemetry program. **AGENDA**
- We have a huge problem with seals and sea lions on the coast who are having a huge impact on salmon. We need to manage them in a way that fits into our ecosystem.

### **FSMB Panel: Sockeye Management Decision**

*Mike Baird & Jeff Grout, FSMB; Les Jantz & Mike Staley, JTC, Matt Parslow, DFO FSMB liaison*

Panel presentation included:

- DFO overview of their work to establish a process to implement the August 2 FSMB decision.
  - Summary of internal DFO process
- Summary of requests and increases granted.
- Complicated 2022 in-season management challenged implementation.
- Lesson learned:
  - Conversations and decisions need to be made earlier in the season to allow more time to plan and implement management changes.
  - The 2022 approach does not work equally well for all nations: some were able to access the increase, many weren't.

### **Discussion**

- DFO: We need to think more broadly about how we share in both high and low abundance years. We need to consider "catchability" challenges that makes it hard for some groups to catch their fish. We also need to start thinking more as a group about fair ways of sharing when there's not enough to meet the base FSC allocations, and also how to share surpluses if 2026 is another strong sockeye year.
- First Nations started bringing up a proposed FSC increase a few years ago, but the 2022 decision ended up being rushed. We had good learning this year, and we now have three years to come up with options for 2026 management.
- With sockeye returns, it's all about timing. We used to complete our fisheries by mid-July, but now DFO is urging us to delay further in August. We need to start earlier for our wind dried fish.
- FSMB rep acknowledged and thanked Tracy Wimbush for her early contribution to FSMB and also expressed appreciation to FSMC staff for their support. One challenge that we need to address is how to get more people out to meetings, as that is very important to supporting this work.
- Request for a breakdown of the area-specific FSC allocations. Why didn't we reach our allocations? FSC fisheries are increasingly restricted by weak stock constraints. Also, past management has impacted our culture and fishing capacity so we need to look at how to repair that so that we can start to catch our allocations. Last summer, it took me 2 hours each way to reach our fishing locations due to highway closures. We need to restore our harvests to address socioeconomic needs. My priorities are to rebuild stocks to where they were in the past. We have a lot of rebuilding work to do. Rebuilding our youth and knowledge of fishing is part of it.

*Tier 2 adjourned: 3:15 pm*

## **Day 2 | Tier 2: Recap of Day 1**

Marcel welcomed everyone and gave a brief recap of Day 1. Highlights included:

- Forum reform: Changes being trialled, Forum Renewal project, Slido responses.
  - Feedback includes: Importance of clarifying consultation/objectives, sharing PPTs in advance; value of in person and social opportunities; addressing funding as a barrier; clarifying links/roles —Forum/FSMB/Not-yet signatories and need for deeper dives into policies that shape fisheries.
- FSMB's 2022 experiment with sockeye management advice, implementation challenges and lessons learned. Next steps: need to start planning now for sharing in both high and low abundance years.
- JTWG update: JTWG process questions, chinook and sockeye post-season review, 2023 planning.
- Questions about need for in-season assessment, addressing other fish passage challenges in the Fraser. DFO suggested project proposals to access funding from the national Use of Fish program.
- Sockeye: concerns about PST/Fraser Panel role and in-season management, Early Stuart en route losses. Suggestion to invite Dave Patterson to discuss passage issues.
- Pinniped predation: concerns, update re VI programs.

### **Discussion**

- Propose using more Owls, professional sound system.
- First Nations need funding and resources to address difficult sharing questions (e.g. 3-day meetings).
  - FSMC has the structure to lead this — we just need the resources.

## **Chinook Post Season Review**

*Maddie Thomson, DFO*

DFO presentation highlights included:

- Overview of management objectives.
- Pre-season planning
- In season run-size modelling challenges due to low CPUE in early test fisheries.
- 2022 post-season assessment: escapement counts are ongoing — estimates are preliminary.
  - Preliminary escapement overview: Spring 42s, Spring 52s, Summer 52s, Summer 41s and Fall 41s (Harrison indicator).

### **Discussion**

- What is the science basis for MU targets like  $S_{SMY}$ ? Were First Nations involved in setting these benchmarks? How well do they reflect sub-MU population risks?

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- DFO: Annual analysis to be completed later this year will provide more data on the individual populations.
- DFO: Re measures of stock status,  $S_{SMY}$  values are based on an indicator that is the subject of a CSAS paper. We don't yet have conservation metrics and targets for these populations — lots of work needed to establish formal targets under the new Fish Stock provisions.
- PPT language/order of how fisheries are listed should reflect First Nations' priority rights.
  - IFMP language has just a few lines about FSC, then many pages for the rec fishery. Such presentation implies our fisheries are an afterthought.
- 2022 preliminary escapements are based on initial raw data, so numbers are likely to go up.
- IMAWG info requests: 1) Request that DFO share the escapement data when it's ready in April. **ACTION** Implementation of the fish stock provisions could be an entire agenda topic. **AGENDA?**
- Re measures of stock status,  $S_{SMY}$  values are based on an indicator CSAS paper; we don't have metrics and targets for these populations — so lots of work to be done to establish more formal targets under the new Fish Stock provisions.
  - **Link to recent DFO presentation on Fish Stock Provisions:** [https://frasersalmon.ca/wp-content/uploads/2022/12/DFO\\_FSP-and-Rebuilding\\_Nov-22.pdf](https://frasersalmon.ca/wp-content/uploads/2022/12/DFO_FSP-and-Rebuilding_Nov-22.pdf)
- **ACTION:** DFO to check when last  $S_{SMY}$  was updated.
- Chinook rebuilding is part of the long-term FSMB work plan, so they can address some of these questions with FN input.

### Presentation, continued

- 2022 Fraser River fisheries summary:
  - 2022 Management for Area 29 and in-river rec; measures for non-tidal and freshwater fisheries. (Lower Fraser rec catches not yet available.)
  - 2022 commercial: No Area E gillnet (PSSI closures).
  - 2022 Fraser River First Nations fisheries: objectives, management actions and catch for all salmon species.
- 2019 - 2021 Fraser Chinook Fishery Mortality Index (FMI):
  - DFO recently updated this to include results for 2021 fisheries. Table compares estimated impacts using 2 methods (ERA = Exploitation Rate Analysis using CWTs/indicator stocks and RR+ GSI = Run Reconstruction + Genetic Stock ID based on genetic baselines/fishery sampling). Results of the two methods are not intended to be comparable.
  - Table summarizes high level results (more details in appendix slides and memo).
  - Table shows the impact of Canadian fisheries remain higher on the Chinook 52s than on the earlier-timed Spring 42s and 52s (relative to the base period 2014-18 average), since additional measures to reduce impacts were introduced in 2019.
- Timetable for providing the remaining 2022 Chinook stock assessment data.

### Discussion

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- Q/A: If someone is fishing while rec fisheries are under a “no fishing for salmon” order, C&P could ticket them if they are fishing for salmon (or if there are no other fisheries open at that time).
  - First Nations need to submit catch data weekly. The same standard should apply to rec harvest reporting.
- Concern about potential wild/hatchery fish competition with the push for mass-marking — it’s not consistent with the goal of trying to rebuild populations. We have had a hatchery in our territory for decades and it has done nothing to rebuild our wild stocks.
- **ACTION:** DFO will correct the Chinook Post Season slides before sharing.

## FSMB Panel: Chinook Management

*Pat Matthew, Jeff Grout, FSMB and Mike Staley, Les Jantz, JTC Co-chairs*

FSMC update noted the following key points;

- Recap of 2022 Forum discussions highlighting FN concerns about ongoing rec fisheries while FSC fisheries are being curtailed for conservation. FSMC caucus brought those concerns to the FSMB table.
  - The draft 2022/23 IFMP was already out, so FSMC proposed that DFO include a placeholder in the 2022/23 IFMP noting that FSMB would assess late-arriving 2021 fishery results in season to inform management.
  - FSMB agreed to work on the Chinook management approach through its 2022/23 work plan.
  - Overview provided of the objectives and actions identified under this work plan item, including short and long-term work.
  - Some of FSMB’s proposed work still needs to be more clearly defined, including how FSMB’s work links to other work by DFO, FSMC’s CRRRI project, SARA, etc.
- The Fraser Salmon Collaborative Management Agreement (FSCMA) confirms that FSC priority access needs to guide fishery management. For Fraser Chinook stocks of concern, a 5% limit on total fishery mortalities has been proposed.
- Review of average fishery mortalities (per the FMI) for 2019-2021, comparison to the base period (2014-18) average; and distribution of those mortalities between FSC and other fisheries, for Spring 42s and 52s, Summer 52s. This analysis shows:
  - Significant FMI reductions for Spring 42s and 52s, with most impacts now from FSC.
  - Inadequate reductions in Summer 52 impacts (still ~15%, with high rec share.
  - No major reduction in Fall 41 impacts (rec still responsible for the majority.)
  - Conclusion: Current management appears to be working for Spring 42s and 52s, so FSMB focus on other MUs for 2023.
- Significant, unquantified uncertainty remains (list of some key concerns/caveats). While escapement for indicator stocks has recently improved, it’s unclear how smaller stocks are doing, plus many added risks from climate change (marine survival, extreme weather events). Also 2022 fishery impacts won’t be quantified until fall 2023.

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- FSMB is not ready to make a specific motion/recommendation for 2023 yet but agrees on the need for a precautionary approach and there is strong interest in further reducing the Summer 52 impacts.
  - FSMB is seeking further advice on factors to consider in 2023 planning. One better year does not equal recovery and 2024 returns will reflect the brood year impacted by Big Bar
  - FSMB also agrees that the approach for 2023 must ensure priority access for FSC.
- An FSMB joint working group is working on a joint recommendation. The hope is to have something ready to include in the draft IFMP, so DFO can discuss it with groups that may be impacted.
- FSMB has asked DFO to bring any decisions linked to PSSSI and/or other programs that affect Fraser Chinook to the FSMB table for discussion.

### Discussion

- DFO: FSMB is still exploring what is an appropriate process for developing the 2023 advice consistent with both FSMC's and DFO's obligations, including the need to consult with other parties and the IFMP process, which while imperfect is still in place.
- This feels sudden. I need more information to take back to my community.
- We need to define consensus — for example if there is a minority view. FSMC can only speak on behalf of signatories. Others are welcome to share their views here, but FSMC has an obligation to honour the mandate provided by delegates.
- Appreciate the collaboration seen here. Are the Summer 52s still being caught in pilot rec fisheries? Would management be changed for those?
  - DFO: The FMI includes those impacts. DFO is also consulting on fisheries planned to start April 1 under last year's IFMP.
- We have 5 stocks in the Upper Fraser and very little is known about them. We saw a notable increase in returns this year, but it's unclear if that's a one-off. A lot more work is needed to better understand these populations.
  - DFO: That would reflect improvements we've seen watershed-wide in 2022. We have preliminary escapement only and we don't have 2022 FMI yet. It appears the 2022 returns had improved ocean survival, but unclear what it means for the future.
  - We've seen watershed-wide spikes in previous years that were not reflected in these Upper Fraser stocks, so perhaps the fishery management changes are responsible.
  - The slides showed commercial and rec combined still caught more than FSC in most cases, so that still does not reflect priority access. For example, if the limit is 5%, we should get 3% and the others should share the other 2%.
- The FSCMA requires the parties to implement FSMB decisions, but we still need to clarify the decision flow process, e.g. for DFO and FSMC consultation before FSMB makes a consensus decision that goes to the minister, along with an FSMB Briefing Note. Those decisions need to reflect both conservation and priority access.
- We need to be realistic about the extent to which FSMB and JTC can be involved in the details of how a 2023 management decision is implemented, as with the sockeye decision last year. FSMB sets the parameters and DFO leads implementation, but hopefully the FSMB/

JTC will have some role in that over coming months. We also need to remember that priority access includes the right to fish — i.e. practice as well as harvest.

- We've never supported the DFO formulas for FSC allocations. We also need to ensure that we get all the information we need to inform our leadership.
- Not a single nation on VI supports the pilot rec fisheries, which encounter Fraser Chinook, so rec fishery interests are still being put ahead of our FSC rights.
- DFO is still infringing on our rights. After the mismanagement and collapse of our Fraser stocks, when will we see compensation? Until the rec fishery is out of the water, I will continue raising this.

## **Looking Forward: 2023 Salmon Fisheries**

*Mike Hawkshaw, DFO*

Presentation highlights included:

- DFO letter went out highlighting key 2023 management issues to consider.
- FSC fisheries are the first consideration after conservation; commercial and rec restrictions may be required to provide for FSC fisheries; reminder of the new role of FSMB.
- Conservation constraints: Table of ongoing COSEWIC assessments.
  - Okanagan chinook and Sakinaw sockeye are furthest along in the process of assessment for SARA (Species at Risk Act) listing.
  - Rebuilding/Fish Stock provisions: needs further discussion of how to implement these to support conservation; link for further info.
- Overview of 2022 Chinook management measures.
- Southern BC Chinook: 2023 management measures.
  - FSMB is exploring advice to reduce fishery impacts for Summer 52s for 2023.
  - Ongoing discussions on the PST obligation for managing Fall 41 Chinook and whether additional fishery reductions are needed.
  - Ongoing process to develop an operational framework for using Mass Marking and Mark-Selective Fisheries (MM/MSF) as a tool in the fishery management toolbox. Additional workshops are planned to explore the concerns raised before developing a draft implementation plan.
- Southern Resident Killer Whales: SARA-listed as Endangered; management measures implemented to improve prey abundance and reduce marine vessel interference during foraging.
  - Link to 2023 online feedback/planning process.
- Interior Fraser River steelhead: COSEWIC recommendation for Endangered status, 2022 escapement, action plan; expect continuation of conservation measures in 2023.
- 2022 Chum/2023 Planning: Disappointing returns in 2022 (below escapement targets). Don't expect to change management but may modify fisheries if we experience another prolonged drought in 2023.

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- Fraser Sockeye: Quantitative forecast expected at the upcoming PSC meetings, which will inform development of 2023 escapement plan options.
  - 2023 will mark the first return of the catastrophically low 2019 brood year return that was affected by the Big Bar slide.
- DFO welcomes feedback on measures to protect Fraser Sockeye stocks affected by the slide (length of window closure, escapement plan, FSC sharing options in years of low abundance, addressing passage/migration challenges).
- Fraser pinks: Uncertainty around effects of 2021 flooding; low fry outmigration in 2022, and two weeks later than average, suggesting part of the spawning population was impacted by flooding.
- Southern BC coho:
  - Interior Fraser River coho: expect to remain in continued “low status” management for 2023. Table explaining approach to evaluating IFR coho status.
  - Lower Fraser coho: genetic mark recapture program
  - SoG coho assessment: rec fishery sampling pilot.
- CSAF demonstration fisheries: Link for submitting demo fishery proposals.
- 2023/24 IFMP planning timelines.

### Discussion

- We’ve discussed the need to fix the IFMP process — the RDG agrees. We withdrew from the IHPC process because it does not meet our needs. We have thousands of people fishing the Chilliwack system, mostly for chum, mostly catch and release, and disrupting spawners. Jet boats are also disturbing spawning areas elsewhere in the Fraser. We asked DFO to stop it and they referred us to Transport Canada. Traditionally, we always had times in the annual calendar when everyone should stay off the river to protect spawning.
- Request for more details of steelhead window closures/dates for the next Forum. **ACTION**
- Can DFO implement limited-entry recreational fisheries under the current regulatory policy framework. **ACTION**
- Request for clarity on next steps for MM/MSF framework. This provides a perfect opportunity for co-development — either via FSMB, other AAROMs or FNFC. **ACTION**
- With UNDRIP, reconciliation and other coming agreements, DFO will have to come and talk to us about any fisheries in our territory. We need a new management regime where First Nations are an equal partner. DFO doesn’t have the capacity to shut down rec fishing, even if it wanted to. That’s not what we’re talking about, but they have to do their share to support conservation. Right now we don’t know what they’re catching in our territory, but we will in future. Atlegay nations are negotiating a reconciliation agreement. DFO will no longer be able to plan fisheries in our territory, so how do we identify new management approaches. I’m tired of waiting for DFO to find solutions while our stocks continue to decline. The IFMP process treats us as just another user group. We want to change that and we want to help DFO. We’re salmon people — this is not about recreation for us. Commercial fisheries have been shut in our territory because of steelhead — what good is that doing? We want to help answer such questions. What’s the point of shutting gillnet fisheries?
  - Our traditional beliefs hold that you don’t play with your food. That mentality of playing with and hurting a life force needs to change.

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- if there are specific measures for Fall 41 chinook or adjusting chinook status, what are they or will they just be in the draft IFMP?
  - DFO: We will be ready to discuss this at the PG Forum **ACTION**
- We need to shift to area-based rec fishery licensing, so we can coordinate with our local guardian programs to monitor harvests. We need to start having those conversations about how to change management and put a process in place that will benefit fish and address area food security needs.
- Request action to address the impact of jet boats. Request that the Ministry of Transportation come into this room to discuss the concerns. **AGENDA**
- We have been asking for many years for area-based licensing for recreational fisheries. A \$35 licence should not permit fishing everywhere in BC while we are not permitted to fish outside a limited area defined by colonization.
- Support earlier comments. Very concerned about rec activity combined with very low water in our tributaries. Fisheries should have been shut down in the extreme low water last fall. Jet boats are trying to drive in a foot of water. If they're already having a difficult migration, no one should be bothering them, e.g. hooks, boats. Recreational fishing isn't just about recreation. For guides it's a commercial activity.
  - LFFA already got MoT involved so they may be able to provide an update **AGENDA**
- DFO: We hear the concerns. Lot of work underway under PSSI, which includes improvements to licensing and regulatory approaches (licensing guides, areas), improving fishery monitoring (there is some monitoring but we could improve it), and improving the information base for managing fisheries. Maybe we can discuss this on a Forum agenda because it comes up frequently. **AGENDA**
  - Such conversation should focus on progress and the indigenous role, e.g. guardians.
  - Update re Transport Canada process for responding to concerns: Nations on any tributary/system should come together to file an application jointly re proposed closures. There is an annual DoT deadline for such applications.
  - Transport Canada requires a safety argument to change those regulations.

### SLIDO Q2: What is your top priority issue for 2023 fishery management?

## Day 3 | Tier 2: Welcome

Following an opening prayer, Marcel reviewed the day's objectives and the importance of focussing in today, after a wide-ranging discussion in yesterday's Tier 1.

## Recap: Day 2, Tier 1 Key Issues

Marcel summarized key issues discussed in Tier 1 the previous day:

### Fraser sockeye:

- What to do about upcoming lean years & possible regime change to more conservative management for low-abundance years.

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- Need to meaningfully implement/honour commitments to priority access.
- Importance of consensus and collaboration in an especially challenging context.
  - Suggestion to engage at Tier 3 to seek consensus on holding back fisheries to support rebuilding.
- Interest in exploring a Fraser Sockeye sharing arrangement, but only with adequate funding to do it right — e.g. multi-day, community level meetings.
- Long-term Fraser sockeye rebuilding: potential approaches, what would be the initial steps.

### **Fraser pinks:**

- Given high uncertainty about returns, concern about impacts of big US or test fisheries.
  - Need to be selective, avoid shifting undue effort to Mainland Inlet pinks (No US sockeye nets in pink fishery).

### **MM/MSF:**

- Potential FSMC subcommittee role in supporting FN technical role in upcoming work.

### **Process questions:**

- Clarifying the decision-making process/roles for FSMC/B, Forum in developing advice.
- FSMC work needed: Need to sign MoUs with AAROMs, more communications & outreach — waiting for the necessary resources to start this work.
- Forum action tracking, what to do about bigger policy issues and where to handle those.

### **Recap of SLIDO Q2 responses**

## **DFO: What We Heard**

*Matt Parslow, DFO*

Presentation highlights included: (See PPT for details)

- Introductory/context comments: this is a first attempt to summarize as requested, not the formal DFO response; staff will review/consider full details of feedback from Forum notes.
- Presentation format: For each topic, the slides provide a summary of points raised, action items/next steps, tech questions and deadlines. Topics covered:
  - Chinook management.
  - Recreational management.
  - Fraser sockeye
  - Jet boat impacts
  - Forum process
  - Policy and process issues.
  - Access to fishing opportunity
  - Steelhead management

### **Discussion**

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- Really like DFO's graphic format for summarizing the info. Very helpful! It will also really help action tracking and agenda planning. (A number of speakers echoed this).
- Include update on rec harvest transformation, update on MM/MSF framework development.
- Clarification re the proposed Chinook Summer 52 reductions: FSMB developed several options (5%, 10% and 15%, at the request of JTWG) and has discussed those but the board has not taken a position on any option.
- DFO used to do this kind of reporting, but it had stopped, so we asked them to bring it back and Matt did a really good job. Lots of change is happening at DFO, with opportunities and challenges. Tier 1 discussed concerns about Fraser sockeye bycatch if the plan is to take \$1.5 million pinks to fund test fisheries in 2023, and the need for selective gear in any pink fisheries. It's up to Canada to set the sockeye escapement goals so we need to set them at a level to support rebuilding. These hybrid meeting formats can work — it's valuable to support participation, including for those who can't afford to travel. There were also concerns about the PSSI licence retirement avoiding what happened with PICFI, where an individual sold the licence to a band then leased it back. Concern about daytime only/hot pick FSC fishery requirements to protect steelhead, which is a barrier to participation for the majority of fishers who also have to work full-time. Lower Fraser FSC only caught 3 steelhead last year and we don't know where they came from.
  - DFO: Licence retirement under PSSI will be permanently retired. That differs from PICFI "relinquishment" which was intended to transfer licences to First Nations — the PSSI focus is on retirement.
  - DFO: Re the pink test fishery concerns, there is no expectation at this time to retain pinks in the seine test fisheries as pay fish. There is US interest in pink harvest, but there is concern about sorting bycatch. If required, there is agreement for both countries to contribute dollars to address any deficit in the test fishery fund. There will be fish kept for sampling as usual.
- Management needs to shift the distribution of allowed Chinook 41 harvest impacts (FSC priority).
- Transport Canada did not take it seriously when jet boat impacts were discussed in the Lower Fraser. The issue is urgent and use of jet boats (which can use very shallow water) is exploding, with no restrictions to protect habitat. It's not a Transport Canada safety issue, it's a habitat protection issue.
  - In the Upper Fraser, they are banned to protect spawning sturgeon. The work was led by indigenous groups with support from the Province. **ACTION:** Follow up re provincial mechanism for banning jet boats in Upper Fraser for Forum 2.
- IMAWG asks DFO to share draft presentations a week ahead of meetings and helps to review/adjust those — the approach is very helpful.
- Any update on steelhead conservation: fishery interceptions, habitat work - perhaps a report to the JTWG?
  - DFO: Jeff Radford (leading rebuilding for DFO) is having discussion with the Province — propose that he can provide an update.
  - Pete N will ask for a TNG update on the work that they're doing in the watershed. **ACTION**
  - Include effects of pinniped impacts and reviewing the info from a past process.

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- Question for Forum Agenda planning: Do we need to repeat JTWG presentations at the Forum or can the JTWG report summarize them so we can cover more topics at the Forum?
- Lots of change happening in fisheries that raises big issues: knowledge transfer (challenges and opportunities), policies like owner operator to ensure communities and individuals benefit fully from fisheries.
- Importance of more funding to support FSMC communication.
- Why are our fisheries closed if they are not encountering steelhead?
- Licence buybacks: We tried to pursue an EO fishery, but DFO couldn't figure out how to transfer commercial licences upstream to us without negatively impacting FSC. So I'm glad to hear the questions around licence buybacks. FSC allocations were set by government. We should ask for a million more fish to restore our former wind-dried fish trade.

*Tier 2 Adjourned*

## **Appendix 1: Action Items**

- Share all Forum 1 PPTs (DONE).
  - Share all future Forum PPTs a week in advance
  - DFO will correct the Chinook Post Season slides before sharing.
- Suggestion for Dave Patterson to report on in-river fish passage issues.
- Suggestion for Jeff Radford to report on Fish Stock Provisions & conservation
- Suggestion for IFR coho update
- DFO to check when last S<sub>SMY</sub> was updated.
- Request for more on specific measures for Fall 41 chinook or adjusting chinook status.
- Request that DFO share the Fraser chinook escapement data when it's ready in April.
- Can DFO implement limited-entry or area-based recreational fishery licensing under the current regulatory policy framework.
- Request for update on rec fishery improvements under PSSI
- Request for clarity on next steps for MM/MSF framework.
- Follow up re provincial mechanism for banning jet boats in Upper Fraser for Forum 2.
- Request for more details of steelhead window closures/dates for the next Forum.
- Pete N will ask for a TNG update on the work that they're doing in the watershed

## **Appendix 2: SLIDO Results**

### **Q1: Please identify one change that will make these Forums more useful. (16 responses)**

- More in person activities that get people moving within a meeting, but nice to meet everyone in person
- Improved stock assessment and support for South Coast chinook to be used to support discussions here. Sockeye has multiple science models and data with large teams of people; this isn't the case for chinook.
- Keep hybrid meetings for continual attendance.
- Give a history of the AFS agreements .. the govt struggles .. the FN fight for fishing.. Commercial fishery history with this agreement.. to where we want to go .. for the fish ..
- Social mixer or something similar to continue to build relationships. Provides an opportunity to connect outside of work
- Little surveys, quick history stories/facts or brainstorming activities between presentations throughout the day. Helps with staying focused
- Set up a sister Forum for Vancouver Island and Mainland Inlet stocks as this process is on Fraser Stocks and is well attended by DFO staff. Would be good to see this support for the Island.
- More clarity on objectives

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- Understanding for why some people are not able to be at meetings in person.
- More collaborative meetings with the First Nation (with social gathering) and also ensuring that information are transparently communicated early.
- Clear objectives and build in some social events like dinners karaoke etc
- Forum planning committee to review actions/direction from Forum to use as a guide for next agenda topics.
- Topics to be priority focused; brief information to support collaborative discussions with DFO. No more information dumps.
- Clarify the desired outcome for FSMC and DFO of the forum/forum series annually, considering the CMA and development of the FSMB process.
- Bring in-person back ..please
- Everyone attending in person, if possible.
- Encouragement to meet in-person (specifically the JTWG)
- More timely feedback/responses from DFO to questions from First Nations.
- JTWG a week before to provide a specifically pointed technical advice presentation at Forum Tier One. Discussion to follow to gather understanding and collaboration on discussions with DFO.
- Identify goals to achieve ahead of the meeting
- Define conservation from FN perspective

### **Q2: What is your top priority issue for 2023 fishery management? (20 responses)**

- Push through and have DFO commit and follow through on work plan items for FSMB. Let's have some more success.
- Conservation
- Conserve and rebuild.
- If there is a Federal Election called (as in 2020 in the first week of August 2020) Parliament is dissolved, all Standing Committees, and Committee staff are released, and the Departments must adhere to restrictive administrative protocols to execute their mandates. That means that ANY fisheries planning and decisions are that which exist in the IFMP. no decisions that might be perceived as being "political" cannot be considered let alone be made. There could be an election this fall 2023.
- If there is to be a direct Tier 3 bi-lateral engagement process, then there should be a Tier 3 Engagement protocol developed to address all issues with a pre-developed position at a Tier 1 level.
- The #1 priority should still be getting every last possible sockeye back to the upper Fraser above big bar. As stock returns up there were 20 sockeye to the bowron in 2019. Other upper Fraser sockeye stocks didn't do much better. #2 this is the last year before chinook spring/summer 5sub2 can be beefed up before we see the effect of big bar where we had systems with under 10 for 2019 returns. So we need to keep or improve reductions on mortality for these stocks. Keeping in mind there will be even stronger needs for protection in 2024and 2025.

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- Have DFO update Indigenous groups the actual Income Statement and Balances of PSSSI since its announcement. Quick math suggests it is already overspent.
- Ban boats during fn fishing times have some kind of consequences and some enforcement for those who do not listen
- FN need to develop consensus-based conservation and harvest principles to help us speak with a unified voice in making our own fisheries management decisions.
- JTWG Tier One Update and Advice on topics being discussed. Give an actual presentation with a good half morning to discuss in a Tier One to prepare better with DFO.
- Work being done on recreational harvest transformation under the PSSSI pillar
- Any management measures that DFO is considering BEFORE putting into the IFMP
- Updates on mm/MSF Framework and measures applied.
- Review the validity of "Integrated" part of the Fisheries Management Plan through the lens of UNDRIP, DRIPA, Sparrow, Sec 35-1 etc.
- Clear work plans. Budgets with timelines
- Update on chinook rapid status algorithm
- Enforcement via indigenous legal order. Compensation and redress. Congruency in conservation across governments and ministries.
- FN harvest and conservation sharing plan in times of low returns.
- Recreational Fishery Licenses and boating suspended on the dates of Indigenous Fisheries open fishing days.
- Joining together all Data/Planning/Recovery for big bar. I really think we should be changing entire approach for at least 4 yrs, to allow this to move through the salmon population. Making Consistent conservative decisions for 4 yrs and being able to measure the negative effect as well as the results of our decisions and recovery effort.
- Implementing case law
- Conservation and rebuilding of sockeye for the next three years.
- Indigenous rights leading to healthy stable stocks
- Lack of transparent models for the management of chinook.
- Protect spawning salmon from being fished on tributaries especially when drought conditions are a factor
- Openings of the pilot fisheries and there impacts to stocks of concern.
- Improving on catch monitoring work
- Low expected returns for all species in 2023
- Uncertainty of environmental conditions, low numbers of brood stock from 2019, outlook category numbers for Fraser river salmon are extremely low - Close Recreational and Commercial fisheries before hand, Big Bar landslide effects. These should be stressed!!.
- Regime change during times of constraints that demonstrates First Nations priority access for fisheries starting with chinook management.
- Send out slides and presentations earlier

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- The time booked to present is fine but definitely need time for discussions. It wasn't fair to get presenters to hurry through all the hard work they put together. And rushing question time. Thank you.
- Having clear communication with DFO on food fishing openings for nations and not having to rely on other nations or organizations for food fish on low abundant years.

### **Q3: Identify one change that you liked in this Forum's format and one change that you didn't (or that we could have done better) (9 responses)**

- Liked the hybrid option, so I could join without having to travel. Change is having presentations ahead of time, which was already discussed.
- When mentioning Tier 1 or Tier 2 for people that don't know which is First Nations or DFO Can it be mentioned who is presenting to be able to say they are DFO instead of just their individual name.
- less on agenda for more discussion and zoom in on who is speaking for the ones on zoom so we can tell who is talking
- Meet at Indigenous places where there are indigenous owned buildings and halls and hotels or motels.
- have a microphone handed to people talking in the crowd all I hear is echos. There should be a Jabra or some sort of microphone at each table to get a clear tone and sound. Turn off Owl when it shows people eating or at the coffee table. It is distracting to the people who are viewing online.
- Bringing back the facilitated dialogue session around what DFO has heard was the change I liked the most.
- The one change I would like to see done better is paper presentations provided on site.
- If there is a "what we heard" session at T2, might there be a T1 review of that with "what was said"? similar to but different from Action Item tracker in closing the gap.
- I really enjoyed the way Tier1 and Tier 2 had a chance to speak openly to own groups then openly to each other. The process of what did we learn by DFO was spot on. Only change is more time for speaking which will be addressed. Having everything online after is a great tool as well.
- Need power at every table
- Having multiple Tier 1 sessions through the week is helpful to check in. Also good to have a "What we Heard" from DFO.
- If you want to continue hybrid meetings a proper conferencing systems is needed, OWLs are for smaller meetings.
- DFO response on what they heard and understood what the key issues are. Fraternizing with each other socially, demonstrates that we can work together, get down to a personal side of each other. This forum process demonstrates that getting together develops strong unity.
- I enjoyed meeting in person to get to know people on a personal level. I think we needed more time for discussion. Maybe have fewer items on the agenda next time.



## Appendix 3: Acronyms & definitions

|            |  |
|------------|--|
| AABM       | Aggregate Abundance-Based Management                                       |
| AAROM      | Aboriginal Aquatic Resource and Oceans Management                          |
| AFS        | Aboriginal Fisheries Strategy  |
| ATP        | Allocation Transfer Program  |
| BBL        | Big Bar Landslide  |
| CCTAC      | Canadian Commercial Total Allowable Catch                                  |
| COHO ABM   | Coho Abundance-Based Management  |
| COSEWIC    | Committee for the Status of Endangered Wildlife in Canada                  |
| CPUE       | Catch Per Unit Effort  |
| CRRI       | Chinook Rebuilding & Recovery Initiative                                   |
| CSAS       | The Canadian Science Advisory Secretariat                                  |
| CSAB       | Commercial Salmon Advisory Board   |
| CWT        | Coded Wire Tag   |
| ER         | Exploitation Rate  |
| ESSR       | Excess Salmon to Spawning Requirements                                     |
| FNFC       | First Nations Fishery Council  |
| FRAM       | Fisheries Regulation Assessment Model                                      |
| FRIM       | Fisheries Related Incidental Mortality                                     |
| FMI        | Chinook Fisheries Mortality Index  |
| FRP        | Fraser River Panel   |
| FSC        | Food, Social and Ceremonial  |
| FSMB       | Fraser Salmon Management Board   |
| FSMC       | Fraser Salmon Management Council   |
| FSCMA, CMA | Fraser Salmon Collaborative Management Agreement                           |
| IC         | Incident Command, FSMB's Independent Chair                                 |
| ITQ        | Individual Transfer Quota  |
| IHPC       | Integrated Harvest Planning Committee                                      |
| ISBM       | Individual Stock-Based Management  |
| JTC        | Joint Technical Committee  |
| LAER       | Low Abundance Exploitation Rates   |
| LRP        | Lower Reference Points   |
| MSY        | Maximum Sustainable Yield  |
| PICFI      | Pacific Integrated Commercial Fisheries Initiative                         |
| PSC        | Pacific Salmon Commission ( <a href="http://www.psc.org">www.psc.org</a> ) |
| PSSI       | Pacific Salmon Strategic Initiative  |
| PST        | Pacific Salmon Treaty  |
| RPA        | Recovery Potential Assessment  |
| SAP        | Salmon Allocation Policy   |

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SARA Species at Risk Act

SFAB Sport Fishing Advisory Board

SHMF Selective Hatchery Mark Fishery

TAC Total Allowable Catch

TAM Total Allowable Mortality

WSP Wild Salmon Policy

## Appendix 4: Participants

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|                     | <b>Marcel Shepert, Chair/facilitator</b> |                    |                    |
|---------------------|--|--------------------|--------------------|
| Marnie Point        | Musqueam                                 | Linda Stevens      | DFO                |
| Kim Charlie         | Sts'ailes                                | Lauren             | DFO                |
| Tracy Wimbush       | STC                                      | Jacob Omajali      | DFO                |
| Janice Billy        | LTC                                      | Kory Ryde          | DFO                |
| Pat Matthew         | FSMB                                     | Amy Harrison       | DFO                |
| Mike Baird          | FSMB                                     | Rob Martin         | DFO                |
| Ken Malloway        | FSMC                                     | Thomas Powell      | DFO                |
| Brenda Morgan       | Matsqui                                  | Kevin Conley       | DFO                |
| Don Sam             | NNTC                                     | Max Veilleux       | DFO                |
| Kevin Duncan        | NNTC                                     | Colin Schwindt     | DFO                |
| Mike Campbell       |  | Maddie Thomson     | DFO, JTWG Co-chair |
| Pete Erickson       | Nakazdli                                 | Amy Wakelin        | DFO                |
| Dalton Silver       | Sumas                                    | Lee Harver         | DFO                |
| Brian Wadhams       | Namgis                                   | Sheldon Evers      | DFO                |
| Victor Isaac        | FSMC                                     | Brandon Woods      | DFO                |
| Robert Leech        | FSMC                                     | Sukriti Khanna     | DFO                |
| Rebecca Riley       | LTC                                      | Brittany Jennewein | DFO                |
| Lee Spahan          | Coldwater                                | Jeff Grout         | DFO, FSMB          |
| Stanley             |  | Al Magnan          | DFO, FSMB          |
| Aidan Fisher        | LFFA, JTC                                | Les Jantz          | DFO, JTC           |
| Nicole Frederickson | IMAWG                                    | Matt Parslow       | DFO, FPC Co-Chair  |
| Pete Nicklin        | TNG                                      |                    |                    |
| Mike Staley         | FSMC, JTC, JTWG                          |                    |                    |
| Herb Tepper         | Scwexmx                                  |                    |                    |
| Sonora Thompson     | IMAWG                                    |                    |                    |
| Wendy Margetts      | AEW                                      |                    |                    |
| Kelsey Campbell     | UFFCA                                    |                    |                    |
| Thomas Alexis       | FSMC                                     |                    |                    |
| Marc Labelle        | FSMC JTC                                 |                    |                    |
| Jordan Point        | FNFC                                     |                    |                    |

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|                      |            |                  |       |
|----------------------|------------|------------------|-------|
| Noah                 | FNFC       |                  |       |
| Greg Witzky          | FSMC ED    |                  |       |
| Kristin Hrapchak     | FSMC Staff |                  |       |
| Kyle Lewis           | IMAWG      |                  |       |
| <b>ONLINE</b>        |            |                  |       |
| Denise Antoine       |            | Bonnie Adolph    | DFO   |
| Tony Roberts Jr      | FSMB       | Christine Bukta  | DFO   |
| Don Simpson          | LFPE-LP    | Gordon Sterritt  | UFFCA |
| Dominic Hope         | FSMC       | Parm Chana       | DFO   |
| Shamus Curtis        | UFFCA, JTC | Patricia House   | DFO   |
| Christina Ciesielski | FSMB       | Steve Ratko      | DFO   |
| Spencer Neufeld      |            | Teagan Wardrop   | DFO   |
| Tim                  | Cowichan   | Heather Braun    | DFO   |
| Damon Nowosad        | QARS       | Dean Allan       | DFO   |
| Mia Stratton         |            | Jeffrey Radford  | DFO   |
| Pankratzo            |            | Mike Hawkshaw    | DFO   |
| Wade                 |            | Matt Mortimer    | DFO   |
|                      |            | Andy Rosenberger | DFO   |
|                      |            | Amos Chow        | DFO   |
|                      |            | Christie Nelson  | DFO   |
|                      |            | Claire Menendez  | DFO   |
|                      |            | Lauren Bottke    | DFO   |
|                      |            | Lindsay Begemann | DFO   |
|                      |            | Matt Jollymore   | DFO   |
|                      |            | Sheldon Romaine  | DFO   |
|                      |            | Sully Drysdale   | DFO   |