Joint Statement of Cooperation on the Salish Sea (Georgia Basin and Puget Sound) Ecosystem

FINAL

2011-2013 Action Plan Initiatives for the Salish Sea

October 2011
1. INTRODUCTION

The Salish Sea

The three basins of Puget Sound, Strait of Juan de Fuca and the Strait of Georgia constitute the transboundary Georgia Basin - Puget Sound ecosystem, officially renamed in 2010 as the Salish Sea. This ecosystem is one of the most ecologically diverse in North America, containing a wide range of internationally significant species and habitats. Residents of the Salish Sea region share many things in common: the airshed and watersheds; a flyway for migratory birds; marine life habitats; and mutual concerns surrounding urban growth pressures. The Salish Sea ecosystem has a population of over 7 million with some projections envisioning an increase to over 9.4 million by the year 2025. Cooperative planning and management are important to achieving and maintaining sustainable ecosystems and communities in the face of continuing population pressures.

The Salish Sea is the homeland of the Coast Salish People, represented by 55 Nations in Canada and 23 Tribes in the United States. The Coast Salish have an inextricable and sacred connection with the environment and resources of the Salish Sea ecosystem. The ancestral homelands of the Coast Salish people are rich in a diverse array of marine and upland resources unique to this area. The environment has historically sustained Coast Salish lifeways, spirituality, and sacred traditions. Salmon are the icon of this essential and yet diminishing connection of the Coast Salish people to their land and waters. Their homelands and their resources are under significant pressure including from population growth, industrial expansion and economic demands. As stewards of the lands and waters we share their sacred responsibility to ensure our children’s children will have a healthy ecosystem to live in.

The Joint Statement of Cooperation

The Canadian and US federal governments have a unique responsibility to address the transboundary, transpacific and global environmental challenges confronting the future of this ecosystem. At the national level, agreements are in place between the two governments for addressing issues such as air quality, migratory birds, transboundary waters and transport of hazardous waste. Regionally, Environment Canada (EC) - Pacific and Yukon Region and the U.S. Environmental Protection Agency (EPA) - Region 10 have a long standing and successful relationship. This association provided the foundation for the creation of the Joint Statement of Cooperation on the Georgia Basin and Puget Sound Ecosystem (Statement of Cooperation), signed by the Administrator of the Environmental Protection Agency and the Minister of Environment Canada on January 19, 2000.
The *Statement of Cooperation*, which outlines common goals and objectives, is an articulation of the importance of ecosystem-based partnerships in the region. It promotes closer Canada-US collaboration in addressing the transboundary and global environmental challenges confronting the future of the ecosystem. Specifically, the *Statement of Cooperation* serves to:

- Publicly confirm the commitment by the two federal levels of government to transboundary collaboration for the health of the Georgia Basin – Puget Sound ecosystem;
- Recognize the special role and interests of Coast Salish Nations and Tribes;
- Acknowledge and support the excellent efforts in our region related to ecosystem management; and
- Establish a formal Canada-US commitment at the regional level to work cooperatively on the challenges identified in the *Statement of Cooperation*, including sustainability.

**The 2011-2013 Action Plan**

The *Statement of Cooperation* commits EC and the EPA to develop action plans and report to the public on progress. This document is the 2011-2013 Action Plan. It has three focus areas:

- Transboundary collaboration;
- Sharing knowledge and information;
- Transboundary demonstration projects that contribute to improved air quality, water quality and habitat and species health.

In addition to identifying goals and actions for these three areas, the 2011-2013 Action Plan identifies several priority activities under each focus area.

The Working Group is co-chaired by EC Pacific and Yukon Region and EPA Region 10 with representation from the Coast Salish Gathering Coordinators, the British Columbia Ministry of Environment, Washington State Department of Ecology, the Puget Sound Partnership, and the Northwest Straits Commission. This Working Group has been sustained through the 2008-10 Action Plan period and has also been engaged in the development of the 2011-13 Action Plan (see Appendix 1 for a list of Working Group members and chronology of the Action Plan development).


Several other significant developments that impact the Working Group have taken place in 2008-10 including:

• A period of transition for the Georgia Basin Action Plan and work by EC to examine the future of its ecosystem approach nationally.

• The State of Washington – Province of British Columbia Coastal and Oceans Task Force (COTF), established in June 2007, has been working to integrate state/province coordination with Statement of Cooperation efforts in 2009-2010. The COTF was considered the evolution of the former Georgia Basin/Puget Sound International Task Force under the British Columbia/Washington Environmental Cooperation Council (ECC).

• The Coast Salish Gatherings as an evolving model for transboundary cooperation has enriched the transboundary relationships and dialogue in the Salish Sea. The Coast Salish Gatherings do not replace government to government consultation, but rather provide a forum for Coast Salish leadership to share their environmental issues and concerns and provide a unified voice to protect their shared homelands and waters. A Prologue and Mission Statement, along with a working Coast Salish Gathering Environmental Action Plan, were adopted at the 2008 Coast Salish Gathering in Tulalip, Washington. In 2010, the Coast Salish Gathering was awarded high honors by the “Honoring Nations” program of Harvard University (http://www.coastsalishgathering.com/news/harvardproject/CSG_Harvard_NewsRelease.pdf; http://hpaied.org/news-adevents/events-and-announcements).

See Appendix 2 for a description of the mandate, priorities and membership of the transboundary cooperative efforts being undertaken in the Salish Sea.
2. GOALS AND ACTIONS FOR 2011-2013

2.1 Transboundary Governance

Goal: Improve functional coordination of transboundary plans and action.

a) Continue to support and recognize the annual Coast Salish Gatherings as a unique forum for the six governing bodies in the Salish Sea to come together to find common ground on priority environmental issues, policies and projects and develop joint actions and recommendations.
   • Coast Salish Gathering Coordinators continue to liaise between the Working Group and Coast Salish Gathering Steering Committee.
   • Seek opportunities to explore and pursue priorities identified in Coast Salish Gatherings and other key Coast Salish fora.

b) Develop options and convene discussions on multi-lateral institutional mechanisms that could more effectively support transboundary ecosystem planning and management for the Salish Sea. Examples include:
   • Convening a larger Working Group meeting engaging a greater number of organizations who conduct work within the Salish Sea ecosystem (e.g., National Oceanic and Atmospheric Administration, Fisheries and Oceans Canada, U.S. Geological Survey, Metro Vancouver), possibly as a side­forum at the 2011 Salish Sea Ecosystem Conference
   • Convening discussions on tools and strategies to be more effective in Salish Sea transboundary management.
   • Fostering networks and information exchange around key transboundary projects/area of interest.

c) Work with the Puget Sound Partnership, the Coastal and Oceans Task Force, the Coast Salish Gatherings, and other forums and organizations with a transboundary Salish Sea interest, for example, by:
   • Facilitating transboundary input to updates of the Puget Sound Partnership Action Agenda for 2020
   • Supporting Puget Sound Partnership in incorporating transboundary partnerships into its work (such as including a Canadian representative on the Science Panel)
   • Identifying opportunities to collaborate on priorities and projects outlined in the Coast Salish Gathering Environmental Action Plan, in particular in the areas of toxics in traditional foods, water quantity and quality, invasive species, and climate change impacts.
   • Supporting the State of Washington and Government of British Columbia in efforts to work collaboratively on common issues concerning the Salish Sea ecosystem.
• Coordination and communication with the Canada/BC Oceans Coordinating Committee (OCC) through British Columbia Ministry of Environment and Washington Department of Ecology representatives on the Working Group.

d) Continue to support the Georgia Basin-Puget Sound International Airshed Strategy via participation by core staff from agencies responsible for air quality management in the Georgia Basin and Puget Sound areas. Participating agencies include EC, EPA Region 10, British Columbia Ministry of Environment, Washington Department of Ecology, Metro Vancouver, Puget Sound Clean Air Agency, Fraser Valley Regional District, Northwest Clean Air Agency, Health Canada, U.S. National Parks Service, Olympic Region Clean Air Agency and others.
• Continue to support and promote an International Airshed Strategy presence at the Statement of Cooperation Working Group and forums; also see 2.2.c. below

2. 2 Knowledge and Information Sharing

Goal: Support knowledge and information sharing on transboundary ecosystem issues.

a) Coordinate and deliver the 2011 Salish Sea Ecosystem Conference (October 2011) with the Puget Sound Partnership and EC. Pursue opportunities to:
• Link science and Coast Salish traditional ecological knowledge to policy and management for the Salish Sea using appropriate methods;
• Highlight 10 years of activity under the Statement of Cooperation
• Profile updates to the Puget Sound Action Agenda for 2020 and its implementation;
• Improve understanding of climate change impacts and share adaptation and planning strategies for Salish Sea communities;
• Provide conference planning assistance (e.g., review and adaptively manage conference format and planning looking ahead to 2013; provide sponsorship and session ideas; assist with abstract review, committee staffing, and session chairing; disseminate conference outreach materials);
• Initiate and/or support sessions on topics of transboundary interest including air quality; toxics; indicators; tools, mechanisms and options for transboundary management; and other topics in this Action Plan.

b) Explore ways to apply and further develop the transboundary indicators for the Salish Sea ecosystem.
• Create an online indicator portal, presenting an assessment of the state of the Salish Sea ecosystem. It will include:
  o An update of past indicators, where this data is available.
- Selection of new indicators for use in reporting on the state/condition of the Salish Sea ecosystem.
- A strategic map and data system.
  - Communicate indicator results and convene focus groups to identify and prioritize shared threats.
  - Identify shared threats and best practices.

**c) Support coordinated efforts to develop new information on transboundary air quality issues of concern.** This includes new information related to transportation sector emissions including from marine, rail, road sectors, area source emissions such as residential wood smoke and agricultural emissions and point source emissions from industrial facilities.

In addition, support work related to analysis of the effects of degraded air quality, including effects to human health or the environment from point or area sources; diesel combustion emissions and ozone, effects on the natural environment such as landscape-scale deposition of toxic air pollutants and impacts on water quality; ecosystem nutrient balance changes from atmospheric deposition of pollutants and effects to quality of life such as degraded visibility from air pollution in the region.

**d) Encourage transboundary participation in the annual Puget Sound Dredged Disposal Analysis Program meeting**
(http://www.dnr.wa.gov/BusinessPermits/Topics/AquaticResources/Pages/aqr_dredged_material_program.aspx)

**e) Support information sharing on toxics and encourage the development of common data and information to support development of a toxics source control strategy across the transboundary basin.** This may include:
- Sharing results of the Washington Toxics Loading Study with the Working Group (March/April 2011)
- Comparing U.S. and Canadian priority lists and identifying common high priority toxic chemicals
- Requesting Washington Department of Ecology to include a workplan element regarding potential transboundary coordination on a short list of common chemicals to consider (e.g., via strategies such as product stewardship, alternatives assessment, substitution, control, and mitigation)
- Pursuit of a possible toxics track at the 2011 Salish Sea Ecosystem Conference or other regional conferences

**f) Support information sharing and encourage the development of common data and information across the transboundary basin on other topics identified as of priority transboundary interest.** Examples of possible topics include:
- Species recovery (e.g., orca recovery science and actions)
- Oil spills
- Invasive species and ballast water.
• Climate change, sea level rise, and ocean acidification.
• Marine spatial planning
• Shoreline protection e.g., Green Shores projects
  http://www.greenshores.ca/index.asp?type=single&section=&sid=4&id=72

g) Encourage multilateral and multijurisdictional dialogue about the information sharing initiatives of the Coast Salish Gatherings, like the Canoe Journeys Water Quality Data Gathering project, the Coast Salish Atlas project and a Coast Salish Traditional Ecological Knowledge and Science Conference.

h) Facilitate cooperation and information sharing between the Enforcement initiatives of Statement of Cooperation Working Group agencies and organizations.

2.3 Transboundary Demonstration Projects

Goal: Promote targeted planning and actions through transboundary demonstration projects that will contribute to positive change in air quality, water quality, invasive species, and habitat and species health.

a) Address air and greenhouse gas emission issues from cross border traffic (in particular from idling trucks and vehicles), marine vessels and ports (e.g. through electrification of port facilities), rail lines and stations (e.g. from idling locomotives) and others.

b) Protect and improve water quality in shellfish growing areas through community-based initiatives such as the Shared Waters Alliance in Boundary Bay/Drayton Harbour.
   • Continue to support and track water quality monitoring and assessment activities.

c) Improve species recovery, marine and nearshore restoration strategies, and other topics of ecosystem-wide interest by highlighting, convening discussion on, or disseminating information about demonstration projects, which could include
   • Removal of derelict fishing gear (e.g., the Boundary Bay demonstration project) and creosote pilings
   • Reducing non-essential hard-armouring of shorelines
   • EPA Puget Sound grants with transboundary elements
   • Shared plans on regional management of invasive plant species, including encouraging collaborative efforts to eradicate Spartina within the Salish Sea.
3. COMMUNICATION AND OUTREACH ACTIVITIES

The purpose of our communications and outreach activities will be to outline our respective mandates and priorities, highlight the uniqueness of the region and the threats to residents' quality of life, and share the intent of the Statement of Cooperation and the commitment of EC Pacific and Yukon Region and the EPA Region 10 to work with others in finding solutions to common environmental problems. Specific successful projects and achievements under the Action Plan (e.g., removal of derelict gear) could be highlighted in public communication and outreach activities. Some key communications and outreach opportunities include:

- The 2011 and 2013 Salish Sea Ecosystem Conferences
- The 2011-13 Coast Salish Gatherings
- Puget Sound Partnership Action Agenda fora
- British Columbia and State of Washington Environmental Cooperation Council meetings
- Fora like the Pacific and Northwest Economic Region (PNWER) Summits and the meetings of the Pacific Northwest Environmental Directors

In addition, the feasibility of developing a web portal to highlight the transboundary activities taking place under the auspices of the SoC will be explored during the Action Plan period.

4. AREAS OF ONGOING EC-EPA COLLABORATION

In addition to areas of intended coordination highlighted in the preceding sections, EC and EPA currently collaborate in several programmatic areas. These activities may involve other partners, such as Tribes and First Nations, as well as other organizations. These include transboundary coordination under regional hazard response agreements; activity related to naturally occurring asbestos in the Swift Creek/Sumas River system; transboundary elements of the diesel team under the West Coast Collaborative; and the Northwest Ports Clean Air Strategy.

Hazard Response

EC Pacific and Yukon Region and EPA Region 10 co-chair a multi-agency "regional joint response team" (RJRT) which implements the western regional annex of the Canada-US Joint Inland Pollution Contingency Plan (another RJRT for marine waters is co-chaired by Canadian and U.S. Coast Guards). These plans provide for an international coordination mechanism to ensure an appropriate and effective cooperative response between Canada and the U.S. in the event of an oil release or hazardous substances emergency along the shared inland boundaries and in marine waters, including in the Puget Sound/Georgia Basin region. For more information on these mechanisms, see
Sumas River

A slow-moving landslide on Swift Creek in Washington State, a tributary to the Sumas River in British Columbia's Lower Mainland, is releasing quantities of naturally occurring asbestos. US agencies are studying the issue in terms of worker and resident health, and the City of Abbotsford, British Columbia in terms of worker health. EC is also monitoring the issue, and may take water and sediment samples. Canadian agencies have joined American agencies to share information and cooperatively address the problem.

West Coast Collaborative

The West Coast Collaborative (Collaborative) is a partnership between federal, state, and local government, the private sector, and environmental groups along the west coast (including Canada and Mexico). Both EPA and EC are participants in the Collaborative. The Collaborative is committed to reducing diesel emissions along the west coast through activities such as raising awareness of the need for diesel emissions reductions and of successful state, tribal, local, and regional efforts that promote and support voluntary projects; creating a forum for information sharing among diesel emissions reductions advocates; working to leverage new resources to expand voluntary diesel emissions mitigation efforts; and implementing regional projects, leveraging funds from a variety of sources to achieve measurable emissions reductions. For more info on the Collaborative, see http://westcoastcollaborative.org.

Northwest Ports Clean Air Strategy

The Northwest Ports Clean Air Strategy is a comprehensive, voluntary approach to reducing maritime and port related diesel and greenhouse gas emissions in the Georgia Basin-Puget Sound airshed. It was developed in 2007 through a partnership between the Ports of Seattle and Tacoma in Washington State, Port Metro Vancouver in British Columbia, as well as agencies including EC, Puget Sound Clean Air Agency, Washington State Department of Ecology, and the EPA. This strategy sets targets for reductions in diesel emissions and then builds on past successes to define a menu of voluntary actions and programs to meet the targets. For more information on the Northwest Ports Clean Air Strategy, see http://www.portseattle.org/downloads/community/environment/NWCleanAirStrat_200712.pdf.
4. ENHANCING THE PARTNERSHIP

EPA and EC agree that the partnership arrangement developed under the Statement of Cooperation serves to strengthen our working relationship at the regional level. In an effort to facilitate a broader relationship with our partners in the Salish Sea, we will continue to explore options for a multilateral initiative for the Salish Sea and support a Statement of Cooperation Working Group co-chaired by EC Pacific and Yukon Region and EPA Region 10 with representatives from British Columbia Ministry of Environment, Washington State Department of Ecology, Coast Salish Gathering Steering Committee, and the Puget Sound Partnership. The Co-chairs of the Working Group will report to the EPA and EC executive teams which will meet jointly a minimum of once a year.

Paul Kluckner  
Regional Director General  
Environment Canada  
Pacific and Yukon Region

Dennis McLerran  
Regional Administrator  
Environmental Protection Agency  
Region 10
Appendices
1. Statement of Cooperation
   Working Group and Chronology of Action Plan Development
2. Partnership Arrangements in the Salish Sea
APPENDIX 1: STATEMENT OF COOPERATION WORKING GROUP AND CHRONOLOGY OF ACTION PLAN DEVELOPMENT

Statement of Cooperation Working Group members¹:

• Lisa Chang, Michael Rylko, Mike Cox, EPA Region 10 (Working Group co-chair)
• Geoff Reid, Heather Wood, Ruta Fluxgold, Environment Canada - Pacific and Yukon Region (Working Group co-chair)
• Ray Harris, Hul'qumi'num Treaty Group – Coast Salish Gathering Coordinator
• Debra Lekanoff and Charles O'Hara, Swinomish Tribal Community – Coast Salish Gathering Coordinators
• Randall W. Lewis, Squamish Nation, Coast Salish Gathering Coordinator
• Tom Laurie, Washington State Department of Ecology
• David Grace, British Columbia Ministry of Environment
• Chris Townsend and Judith Leckrone-Lee, Puget Sound Partnership
• Ginny Broadhurst, Northwest Straits Commission

Chronology of meetings and steps in the development of the 2011-2013 Action Plan:


September 26-28, 2010 – Swinomish, WA – Coast Salish Gathering. Kendall Woo, Director, Regional Director, Strategic Integration and Partnerships Division, Environment Canada Pacific and Yukon Region and Michelle Pirzadeh and Dennis McLerran, Deputy Regional Administrator and Regional Administrator, respectively, for EPA Region 10 listen to the Coast Salish Chiefs, Tribal Chairpersons and Elders and speak about opportunities to collaborate on shared issues through the Statement of Cooperation


¹. The Statement of Cooperation Working group represents the core group that has advised Environment Canada Pacific and Yukon and EPA Region 10 on the development of the 2008-2010 Action Plan: Initiatives for the Salish Sea as well as the 2011-13 Action Plan. Additional guidance has come from the Coast Salish Gathering Steering Committee and the Georgia Basin Action Plan staff and partners.
February 2011 – Working Group review

June-July 2011 – Action Plan shared with leadership of Coast Salish Tribes and First Nations for review and comment.

Joint Statement of Cooperation on the Georgia Basin and Puget Sound Ecosystem
http://www.pyr.ec.gc.ca/georgiaBasin/gb-psPartnership_e.htm

Established: The Joint Statement of Cooperation (SoC) was signed by the Minister of Environment and the EPA Region 10 Administrator on January 19, 2000. The first Action Plan was developed for 2000-2002.

Mandate: To establish a formal Canada-US agreement (non-legally binding) for regional-level planning and action on transboundary sustainability challenges.

Governance: Environment Canada (EC) and EPA Region 10 are signatories to the SoC. Administration and management of the SoC falls to staff of EC-Pacific and Yukon Region and EPA-Region 10. A Working Group with representatives from EC, EPA Region 10, Coast Salish Gathering Secretariats, BC Ministry of the Environment, Washington State Department of Ecology and the Puget Sound Partnership supports the Action Plan development and progress reporting.

Georgia Basin/Puget Sound/International Airshed Strategy
www.pyr.ec.gc.ca/airshed/

Established: In August 2002, a Statement of Intent was signed by the Regional Director General of EC Pacific and Yukon and the EPA Region 10 Regional Administrator to develop the Georgia Basin-Puget Sound International Airshed Strategy (IAS).

Mandate: To develop and implement initiatives to improve air quality in the transboundary Georgia Basin-Puget Sound region.

Governance: EC Pacific and Yukon and EPA Region 10 act as co-lead agencies, coordinating joint activities of the IAS Coordinating Committee which has representatives from Canadian and U.S. (federal, provincial, state and local) air quality management agencies, and Coast Salish Nations and Tribes in the Georgia Basin - Puget Sound region.

Coast Salish Gatherings
www.coastsalishgathering.com

Mandate: To provide a policy dialogue on environmental and natural resources issues and recommend policy and actions to federal and state agencies.

Governance: The Coast Salish Gatherings are a forum for Coast Salish Nation and Tribal leaders guided by a Coast Salish Gathering Steering Committee with administrative support from the Swinomish Indian Tribal Community, Northwest Indian Fisheries Commission, Coast Salish Sea Initiative and Georgia Basin Action Plan Steering Committee Coast Salish Nation representatives. Key non-tribal senior officials also participate from: Environment Canada, Pacific and Yukon, EPA Region 10, BC Ministry of the Environment, Washington State Department of Ecology, and the Puget Sound Partnership.

State of Washington – Province of British Columbia Coastal and Ocean Task Force
http://www.env.gov.bc.ca/spd/ecc/

Established: In June 2007 through the Memorandum of Understanding between the State of Washington and the Province of British Columbia on Pacific Coast Collaboration to protect Our Shared Climate and Ocean, signed by Governor Christine Gregoire and Premier Gordon Campbell.

Mandate: To provide a mechanism to enhance collaboration between the State of Washington and the Province of British Columbia on coastal and oceans issues.

Governance: Washington State Department of Ecology and BC Ministry of the Environment co-chairs will be responsible for ensuring broad representation from coastal and ocean resource management agencies in respective jurisdictions. The Coastal and Oceans Task Force will report to the Province of British Columbia Washington State Environmental Cooperation Council which was established in May 1992.

Georgia Basin Action Plan (GBAP)
http://www.pyr.ec.gc.ca/georgiabasin/Index_e.htm


Mandate: To undertake goals and actions that provide healthy, productive and sustainable ecosystems and communities in the Georgia Basin through collaborative stewardship actions, sharing of scientific and indigenous knowledge and protection of targeted ecosystems.

Governance: The GBAP is guided by a Steering Committee chaired by Environment Canada with representatives from Parks Canada, Department of
Fisheries and Oceans, BC Ministry of the Environment and five Coast Salish Nation representatives.

Puget Sound Partnership (PSP)
http://www.psp.wa.gov/index.html

Established: In June 2007 replacing the previous Puget Sound Action Team.

Mandate: To restore Puget Sound to a healthy ecosystem by 2020, through the development of an Action Agenda which will prioritize cleanup and improvement projects, and coordinate federal, state, local, tribal and private resources. PSP is to base decisions on science, focus on actions that have the biggest impact, and hold people and organizations accountable for results.

Governance: The Partnership is governed by a Leadership Council of independent citizens from around the Sound and is advised by an Ecosystem Coordination Board and a Science Panel. An Executive Director leads day-to-day operations of the PSP.