

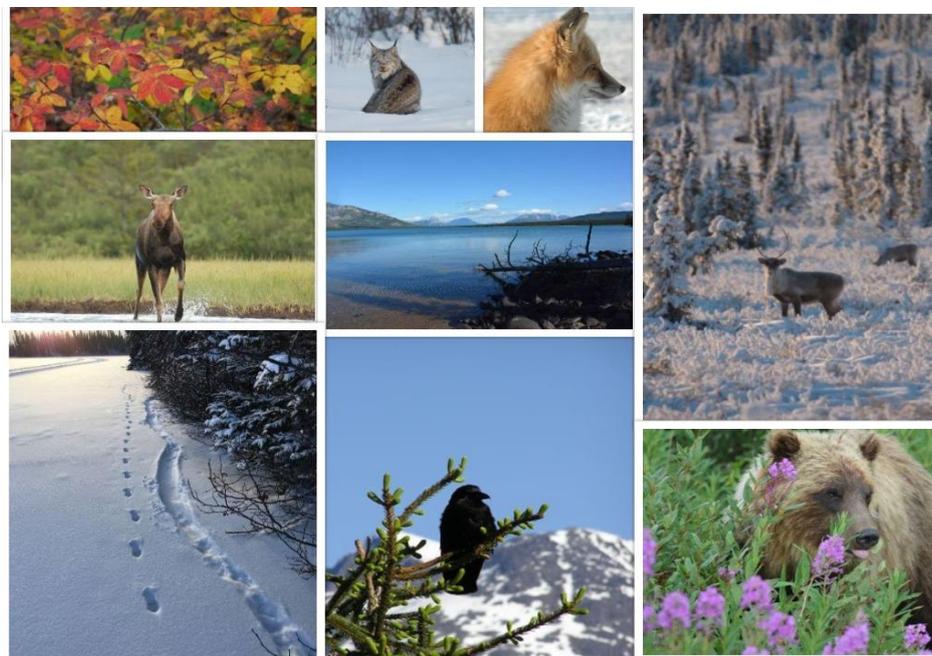
3Nation-BC Collaborative Stewardship Forum: Phase 2 Final Report on Collaborative Governance Review and Research

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Final Report September 2020, Prepared for The 3 Nations - British Columbia Collaborative Stewardship Forum



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REPORT SUMMARY

This report sets out recommendations on next steps to developing shared decision-making models for wildlife stewardship in the 3N-BC region; the ancestral territories of the Kaska, Tahltan and Taku River Tlingit Nations. It contains a summary of the feedback from the parties on key issues, and additional research that form the rationale for recommendations. The 3N – BC group is seeking recommendations on both short-term/ more immediate steps the group can take while working within current legislative systems and context, as well as mid-term and long-term recommendations on steps to take towards delivering the goal of joint authority.

To that end, we have included in the Background and Context section of this report summaries of key aspects of the discussion, to assist in informing your consideration of the recommendations. That background includes, for example, the many layers of decision-making currently involved in shared stewardship, feedback on capacity issues confronting all of the parties, and summaries of current bilateral arrangements.

We provide recommendations on both shorter-term incremental steps that could be initiated now within the existing system of wildlife management, as well as longer term efforts that would support transforming the system into a truly co-developed and sustainable governance structure. Following each set of recommendations is a summary of the feedback related to those recommendations, as the rationale for making them.

Finally, we have included several appendices with supplemental information. In the course of our literature review and other research we have identified resources which may be helpful as the group considers the recommendations, and how you may implement them. In addition, when a respondent in the interviews mentioned a resource of this nature, we noted it and have included it in the Additional Resource Appendix.

Please also note that BC's "*Together for Wildlife*" strategy released in November 2019 notes the following: "While previous discussion papers referred to 'wildlife management and habitat conservation,' for this strategy, we are using the phrase 'wildlife stewardship'. We define wildlife stewardship' as the responsible care of wildlife and habitat, including protection, conservation, restoration, recovery, regulation of human activities, administration, and enforcement. Wildlife stewardship accounts for the interest of current societies and future generations, as well as ecosystem function."¹ We have attempted to use the term wildlife stewardship, as opposed to wildlife management, throughout this report. This includes "use" in the sense of harvest and consumption.

Any information in this report that is uncited has been provided by interviewees through the interview process outlined in the Methodology section.

¹Government of British Columbia. *Together for Wildlife*. 2019. <https://engage.gov.bc.ca/app/uploads/sites/377/2019/11/Proposed-Together-for-Wildlife-Strategy.pdf>

RECOMMENDATIONS

From the research into existing decision-making for wildlife stewardship in BC and information provided in the interviews, several core themes emerged, which we have used to organize the report, including recommendations and rationale for the recommendations.

We have organized the emergent themes to follow a logic that is intended to support 3N-BC to achieve both short- and long-term goals. Although one aspect of the work does not take priority over the other in terms of their importance, it seems to us that there is a logical order in which to address the issues to support each subsequent set of next steps.

For example, we have proposed work to be done to support constructive relationships as the first theme. The interview informations suggested both helpful current practices that should be kept, and ideas to improve relationships. Next, we recommend steps to take to identify and establish a common set of shared values in order to develop a shared vision, strategies, goals and objectives. Without either good relationships or shared values, it will be immensely challenging to establish a shared decision-making model that is mutually satisfactory.

Thirdly, we highlight a key aspect that supports a framework for shared decision-making in the short to medium term: agreement on information exchange methods and a mutual understanding and appreciation for each other's information and decision-making processes. That will support the fourth step, which is to identify the most appropriate long-term shared decision making models across different aspects of wildlife management and the steps required to achieve that.

Last but not least, we make recommendations regarding the identification and implementation of short term pilot projects to test various aspects of shared decision making and the outcomes, and to synthesize the results to support the long term models that have been identified as desired by the parties.

The following are the themes and primary recommendations that have emerged from the research.

Constructive Relationships:

- Invest time in sharing examples among 3N-BC forum members of what is working well and what could be improved in terms of the relationships at current bilateral tables, as a means to establish and embrace some "ground rules" for the collective regional relationship;
- Commit to maximizing face-to-face interactions of the parties;
- When safe, undertake the in-person community engagement process that was planned prior to the Covid-19 pandemic; and
- See also recommendations under "Sharing Values," and "Exchange of Information".

Identifying Shared Values:

- Engage in a facilitated process to identify shared values in wildlife stewardship as a precursor to determining models and processes;
- Incorporate into that process a discussion of terms and their meanings to the different parties, with a view to achieving clarity, if not consensus, on the terms and approaches used in the establishment of a set of shared values; and
- Develop a process together to maintain the shared values "at front of mind" of the parties through regular review of the values and measurement of the outcomes of the work against the values.

Information used in decision-making processes

- *Information about each other:* Invest time in shared reflection and social/ co-learning, embracing activities of this nature as priorities along with more conventional management activities. This includes sharing information about each of the parties' decision-making processes, the bases for these processes (legislative, policy, traditional or otherwise) and ensuring that this information is available on an ongoing basis to people involved in wildlife stewardship among all of the parties. This may involve embedding these co-learning, information sharing and joint activities into the mandates and workplans of institutional structures and including them in staff workflows.
- *Information-sharing:* Build on developing information-sharing protocols to improve data sharing between the parties, collective harnessing of information-gathering technology, synchronization of data collection and management systems, and use of data in a transparent and safe manner;
- *Capacity:* identify options to increase capacity of the Land Guardians to collect and process data of value to all the parties, including joint data collection initiatives and Indigenous harvest data;
- *Balanced weighting of information:* Explore principles that could be jointly adopted to create greater balance in the use of Western scientific information, traditional knowledge and local knowledge to inform decision-making; and
- *Framework for use of information:* Develop a framework and process for how to jointly identify relevant information to be used to inform future decision-making across a range of wildlife stewardship decisions. Include relevant guidance on how to correctly interpret different types of information from the perspectives or worldviews of the different parties.

A regional framework and shared decision-making

- Having established key relationship requirements and identified shared values on which to base a long-term sustainable regional relationship with respect to wildlife stewardship, confirm the group's long-term governance vision, mission, goals, and objectives for shared decision-making in wildlife stewardship;
- As part of the discussion, ensure that the parties have a shared understanding of each other's terms and interpretation of governance terms;
- Engage in a discussion to confirm that individual rights will not be prejudiced or affected by the adoption of an agreement on regional shared decision-making;
- Consider a diversity of decision-making models and the potential application of components of those models to various levels of decision-making (regulatory, policy, strategic and operational) taking into account factors such as efficient use of resources, capacity requirements, exchange and use of information, and other relevant issues identified in the interviews; and
- If applicable, discuss and identify the most important decisions and priorities for implementation of a shared decision-making model in both the short and the long term.

Define and implement short term "pilot" projects

- Explore development and implementation of a regional, shared decision-making model through focus on a single species, centring a framework on the subject itself (e.g. moose). Within this process, include co-development of a vision, mission, goals, objectives, priority actions and assessment indicators;

- Track which decisions arise as most conducive for a regional table and which are best suited to sub-regional decisions/tables; and
- Test the model at appropriate junctures against the shared values and relationship principles that have been agreed.

ACKNOWLEDGEMENTS

This research would not have been possible without the generous sharing of information and experiences by a large number of people actively engaged in collaborative stewardship in each of the Kaska, Tahltan, Taku River Tlingit, and Provincial parties of the 3N-BC collective.

We also thank Julian Griggs of Dovetail Consulting Group and Katherine Gordon, consultant specializing in governance and Indigenous intergovernmental relations in Canada and New Zealand. Julian and Katherine generously provided in-depth review of earlier versions of this report. Thank you to Zane Ashford for interview note-taking and processing and Kathleen Wilson for management and administrative support, both with Round River Conservation Studies.

1 INTRODUCTION

Wildlife in northern British Columbia has high cultural importance, societal value, and economic interests with complex governance and stakeholder dynamics. Management of this wildlife has been a challenge, requiring on-going collaboration between First Nations and the BC government particularly over the last few decades. In addition, there has long been shared interest among First Nations in advancing collective approaches for wildlife stewardship while simultaneously respecting the sovereignty of each Nation, with several regional efforts that have attempted to do this in the past. As one example, the Northern Nations Summit (NNS) was established in 1998 among the Kaska, Tahltan and Tlingit Nations. Over the following few years, NNS-BC discussions led to the formation of a Government-to-Government Wildlife Policy Committee and Technical Working Group. The initial focus of NNS-BC work was moose, resulting in minor regulatory changes, modest progress on access management, the completion of limited harvest studies, and initial discussion of a Renewable Resources Board.

Building on the earlier efforts of the NNS, the Northern Nations Alliance (NNA) was formally established through a Declaration signed by 15 Indigenous governing bodies at a June 2004 meeting of the BC First Nations summit. The NNA provided a vehicle for information sharing and for the development and implementation of joint initiatives related to land and resource management in the transboundary region of Northern BC, the Northwest Territories, and the Yukon. Over a period of several years, the NNA enabled member Nations to collaborate in the development of a regional approach to wildlife management, and also supported discussions related to land use planning, treaty mandates, leadership development and other matters of shared interest. Regarding wildlife specifically, the NNA jointly identified regional and strategic priorities regarding regulations, harvest levels, access, species planning, and strategic agreements on the use of traditional knowledge (TK).² Following 2007, and largely as a result of multiple competing priorities for many of the member nations, momentum behind the NNA faltered.³

The 3Nations Society was formed in 2009 as a partnership between the Kaska, Tahltan and Tlingit Nations, to develop and lead a new approach to social policy and innovation. Wildlife is a priority for the 3Nation Society, with the goal to “Protect, sustain and enhance our wildlife resources, which are integral to our traditional way of life through co-management; Reduce conflict between Nation and non-Nation hunters.”⁴ On their website, the 3Nations state that in their view, conflict regarding wildlife management includes the following:

- Wildlife management approaches resulting in high wildlife harvest, hunting pressures, and decreasing wildlife populations;
- Impacts to 3 Nations members’ sustenance needs to harvest wildlife for domestic purposes which impacts 3 Nations members’ rights, title, and cultural traditions;
- Inconsistent funding for inventory which results in significant time between surveys and large data gaps.

²“NNA Background and Profile June 12”. PowerPoint Presentation. n.d.

³Griggs, Julian (Former Coordinator, Northern Nations Alliance) in discussion with the author. May 26 2020.

⁴ 3Nations Society. Active Priority: Wildlife. n.d. www.3Nations.org/wildlife

The 3Nation Society and BC Ministry of Forests, Lands, Natural Resource Operations & Rural Development (FLNRO) have developed a partnership (3N-BC) to advance regional collaborative stewardship for wildlife through the Collaborative Stewardship Framework (CSF), which is currently on-going.

1.1 THE EVOLVING CONTEXT

The 3Nation-BC (3N-BC) collaborative partnership for wildlife is partly founded upon an evolving context regarding collaborative governance discussions in BC. Provincially, the dynamism of governance has been marked by milestones such as the passage of the *Declaration Act* (November 2019) which makes specific commitments to bring provincial legislation into alignment with the *Declaration on the Rights of Indigenous Peoples Act* (DRIPA), and to develop and implement an Action Plan, report publicly on progress, and create the ‘jurisdictional space’ for BC to experiment with a set of new decision-making arrangements with Indigenous governing bodies, at the discretion of the Minister.⁵ Relationships and arrangements for co-governance and joint stewardship are evolving at the regional scale through various MOUs enabling collaboration on specific values or areas and through existing G2G Agreements (SEAs and Reconciliation Protocols)⁶. There are also broader initiatives such as the Environmental Stewardship Initiative (ESI) that enables collaboration among the Province, First Nations and industry⁷ and the Collaborative Stewardship Forum (CSF) that seeks to develop shared management of land and resource values between the Province and First Nations.⁸ On-going litigation and evolving legal precedence in BC and elsewhere further contribute to this evolving landscape, as do rising expectations on the part of First Nations with regard to co-governance. A growing literature, including the Consent Report written for The Union of British Columbia Indian Chiefs by Kwulasultun/ Douglas White III,⁹ define models and arrangements for collaborative governance.

1.2 DIFFERENT TYPES OF DECISION-MAKING IN WILDLIFE STEWARDSHIP

Our research highlighted the importance of recognizing the flow or hierarchy of decisions within the current wildlife stewardship system.

As depicted in Appendix C, there are many different types of decision-making within wildlife stewardship in BC. In the predominant form of decision-making in BC, decisions flow from a core set of values, which guide planning and objective setting. Objectives determine management strategies, activities and decisions, which are supported and influenced by monitoring and assessment. Engagement, and various protocols and processes also support these decisions.

For Crown governments, this process may lead to implementation through a diversity of mechanisms, including legislation, regulations and orders in council, agreements, policies, protocols,

⁵Government of British Columbia. B.C. Declaration on the Rights of Indigenous Peoples Act. n.d.

<https://www2.gov.bc.ca/gov/content/governments/indigenous-people/new-relationship/united-nations-declaration-on-the-rights-of-indigenous-peoples>

⁶Government of British Columbia. Strategic Engagement Agreements. n.d. <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/>

⁷Government of British Columbia. Environmental Stewardship Initiative. n.d. <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/environmental-stewardship-initiative>

⁸3 Nations Society. Collaborative Stewardship Framework. n.d. <https://3nations.org/collaborative-stewardship-framework/>

⁹ Kwulasultun, Douglas White III. Consent. Prepared for The Union of British Columbia Indian Chiefs. 2019.

https://d3n8a8pro7vhmx.cloudfront.net/ubcic/pages/4091/attachments/original/1571858202/consent_paper_-_final.pdf?1571858202

MOUs, mandates, and operational management (e.g. annual operational plans). Everything below statutory level decisions (legislation, regulations, and orders in council) must be consistent with legislation.

For First Nations, decision-making within the Crown framework is slightly different and dependent upon each Nation's individual government-to-government arrangement. Decisions generally fall into different categories: exercise of Constitutionally-protected rights; agreements reflecting rights (binding and non-binding); and Chief and Council decisions and bylaws.

It is important to recognize that British Columbia is a juridically pluralistic state, meaning that many sources of law are applied to sustain order, even if not all of these forms of law are recognized by Crown governments.¹⁰ Beyond the Crown frameworks that were imposed upon First Nations, Indigenous legal traditions exist across the province stemming from Indigenous legal orders. Each framework has its own distinct management and regulatory systems, many embedded deeply within hereditary systems of decision-making.¹¹

Each of the Kaska, Tahltan and Taku River Tlingit First Nations are currently involved in shared decision-making regarding wildlife primarily through individual, bi-lateral agreements with BC, called Strategic Engagement Agreements (SEAs). In the existing bi-lateral SEAs, there are various venues for decision-making: G2G Forums, engagement processes for review of applications related to development proposals, and collaborative working groups or 'Joint Initiatives'. Our research found no clear mechanism by which provincial managers and statutory decision makers are required to incorporate recommendations emerging from SEA processes. It appears that the majority of shared decision-making is currently happening at an operational level, primarily focusing on implementation of operational and administrative aspects of stewardship.

Governance occurs at many levels and some of the most important aspects of governance occur at higher levels that set the context for operational and administrative activities and decisions.

1.3 GOALS OF 3N-BC – SHORT TERM, LONG TERM

3N-BC has stated that the group's mission is "to develop and pursue collaborative plans, processes and/or actions that strengthen our relationship, enhance our partnership and build our institutional capacity to advance our vision of joint authority between 3 Nations and BC."¹² The group plans to build off of a shared interest in wildlife to provide an initial focus for collaborative stewardship efforts between the parties.

In the long-term, the group recognizes that shared decision-making that amounts to true consent-based co-governance as well as management consistent with Section 35 of the Constitution and with

¹⁰John Borrows, *Indigenous Legal Traditions in Canada*, 19 WASH. U. J. L. & POL'Y 167 (2005), https://openscholarship.wustl.edu/law_journal_law_policy/vol19/iss1/13

¹¹Nitôtémtik, Tansi. Wet'suwet'en Hereditary Chiefs and Indigenous Law. Faculty Blog: Faculty of Law, University of Alberta. February 6, 2019. https://ualbertalaw.typepad.com/faculty/2019/02/wetsuweten-hereditary-chiefs-and-indigenous-law.html#_ftnref12

¹²3N-BC. 3NBC Collaborative Stewardship Forum Vision (Word Document). November 2019.

DRIPA may require regulatory and policy change to achieve. Thus, in the short to medium term, 3N-BC plans to undertake projects within the existing decision-making framework to establish systems and frameworks that progress towards that long term outcome, while creating better wildlife stewardship outcomes immediately.

This report sets out recommendations on next steps to developing shared decision-making models for wildlife stewardship in the 3N-BC region; the ancestral territories of the Kaska, Tahltan and Taku River Tlingit Nations. It contains a summary of the feedback from parties on key issues, and additional research that form the rationale for recommendations.

2 METHODOLOGY

This research was undertaken via the following methodology:

- Methods used for this phase of the research project were discussed between Round River Conservation Studies (Round River) and the 3N-BC Governance team and confirmed in the period from December 2019 to March 2020. This communication included review by each Governance team member on engagement, agreement on approaches, and identification of timelines for completion and delivery of final reports.
- In February and March 2020, Round River and the 3N-BC Governance team reviewed and refined an interview question set. This culminated in a set of 30 questions: the first 15 were posed to one representative from each of the four parties involved in the 3N-BC forum (BC, Kaska Nation, Tahltan Nation, and Taku River Tlingit Nation), and the second 15 questions posed to all interviewees (See Appendix A).
- The question set focused on: context, current state of relationships, decision-making processes, information used in decision-making, capacity, engagement, and implementation, as well as the desired future state for wildlife stewardship in the region. The desired future state portion of the interviews included questions regarding values, goals and outcomes for a 3N-BC government-to-government (G2G) forum on wildlife stewardship; regional collective issues; and other relevant issues such as Nations with overlapping claims and the role of local stakeholders in a shared decision-making model.
- Each party nominated individual respondents to participate in the interview process. In general those respondents were actively involved in the current wildlife management discussions in a variety of roles—such as participating in G2G Forums or technical working groups or higher-level ministry policy groups. The question set was provided to the 3N-BC Governance Group several weeks before interviews commenced.
- A total of 16, one-on-one Zoom interviews were undertaken by the Round River lead researcher with support of a note-taker in the period from March 25 to May 13, 2020. With consent of the interviewees, most interviews were recorded for the purposes of verifying the accuracy of interview notes.
- Interviewees included nine First Nation representatives, six BC representatives, and one 3 Nations Society representative. Interviews ranged between 44 minutes and 3 hrs and 2 minutes in duration, averaging 1 hr and 23 minutes in duration.
- A preliminary analysis of interview data was then undertaken, which led to the identification of key themes. These key themes were analysed by our research team, including senior advisors, and were summarised with a series of proposed next steps in a progress report (Appendix B) sent to the 3N-BC team on May 20.
- Interview notes were imported into NVivo software and coded to allow for analysis of greater depth. Follow-up questions were posed to some interviewees to address questions or gaps that emerged from the interviews.

3 BACKGROUND AND CONTEXT

3.1 PROVINCIAL DECISION-MAKING IN WILDLIFE STEWARDSHIP

Several ministries (see Appendix D) share responsibilities for the management of wildlife and their habitat in BC, but the primary ministry through which the Government of BC undertakes wildlife stewardship is through the Ministry of Forests, Lands and Natural Resource Operations Department (FLNRO).

FLNRO's Fish and Wildlife Branch "establishes legislation, policies and procedures for managing fishing and hunting activities, and for the allocation of fish and wildlife resources for recreational and commercial use. This is done by:

- administering the *Wildlife Act* of British Columbia
- preparing all Fish and Wildlife Program regulations in consultation with regions and others
- preparing the Hunting and Trapping Regulations Synopsis and the Freshwater Fishing Regulations Synopsis
- managing the Guide Industry to ensure compliance and optimum use of resources
- administering licences and permits
- collecting and analyzing hunter and angler harvest and effort data."¹³

The Province currently undertakes wildlife population stewardship across BC through the powers administered in the *Wildlife Act* and its amendments, and stewards wildlife habitat through the Park Act, Ecological Reserve Act, Forest and Range Practices Act, the Land Act and other legislative tools listed in Appendix E.¹⁴

BC has organized its operations by Natural Resource Regions and Districts. FLNRO has staff based in Victoria and in various regional offices. The combined territories of the nations involved in the 3N-BC region extends across several districts that are part of the BC Government's Omineca, Skeena and Northeast regions (Figure 1).

¹³Government of British Columbia. Ministry of Forests, Lands and Natural Resource Operations: Fish and Wildlife Branch. N.d. <http://www.env.gov.bc.ca/fw/>

¹⁴Government of British Columbia. Wildlife Program Plan. n.d. <http://www.env.gov.bc.ca/fw/docs/WildlifeProgramPlan.pdf>

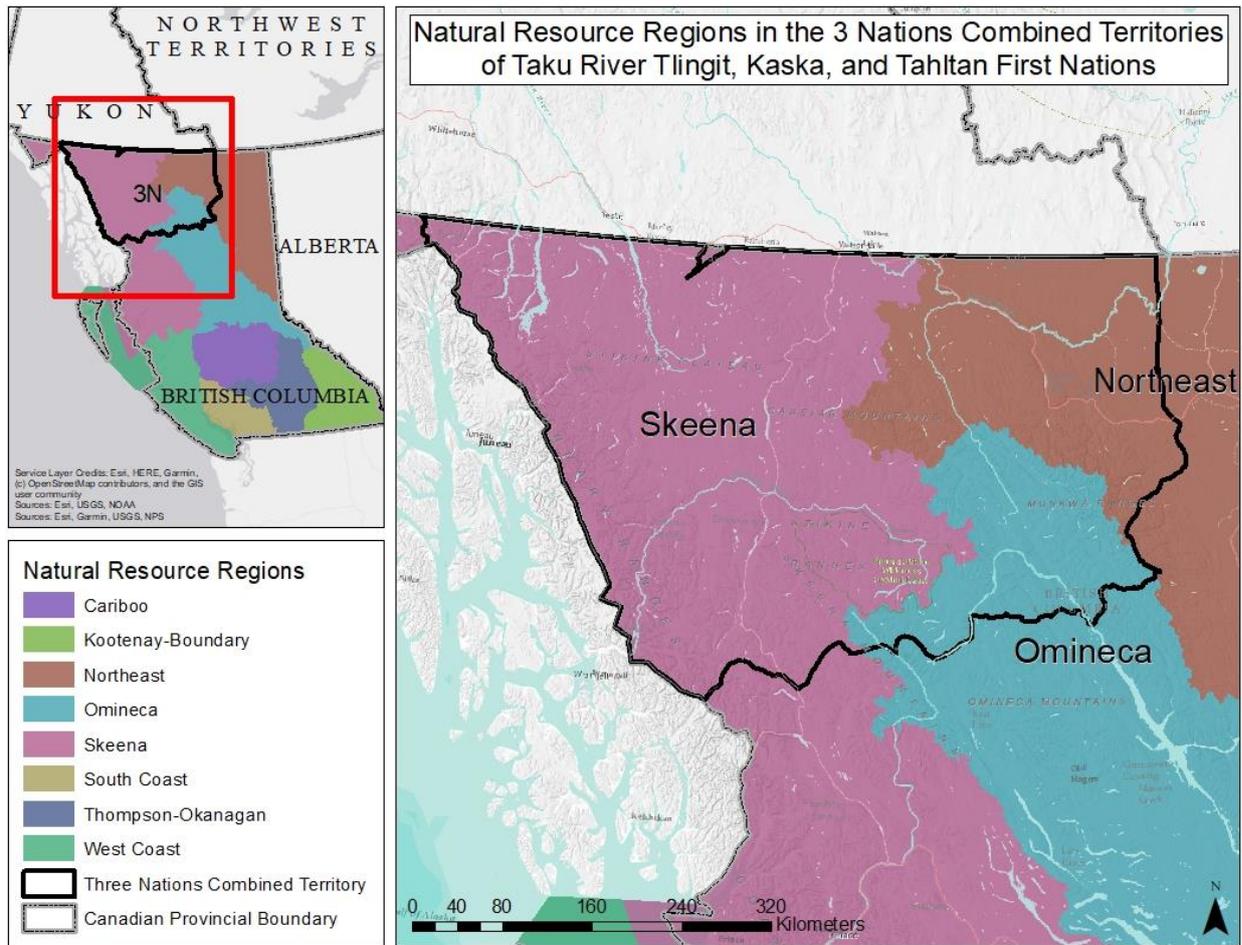


Figure 1: The collective territory of The 3 Nations and The Natural Resource Regions and Districts of the BC Government.¹⁵

3.1.1 What guides the Province

The Province’s wildlife management system is premised on a detailed system of governance, guided by administrative law. The foundation FLNRO currently uses to guide wildlife stewardship initiatives is BC’s Wildlife Program Plan, which was created under a previous government administration. The program plan itself has not changed since its establishment in 2008, but the way the Province’s team that executes it has changed.

As BC describes, The Wildlife Program Plan “identifies how government, First Nations, the public, and the private sector can work together to manage wildlife today and into the future. It provides a roadmap for all program staff and links the high-level goals and priorities of the Ministry and Environmental Stewardship Division to the planning of day-to-day operations. Its aim is to assist staff in prioritizing their efforts, making policy, developing programs, allocating resources, and co-ordinating the efforts of program partners who are involved in wildlife management. The plan is

¹⁵Created by Round River Conservation Studies with data from: 3 Nations Society. Our Territory. n.d. <https://3nations.org/our-territory/> & Ministry of Forests, Lands and Natural Resource Operations Region & District Contacts. n.d. <https://www2.gov.bc.ca/gov/content/industry/forestry/managing-our-forest-resources/ministry-of-forests-lands-and-natural-resource-operations-region-district-contacts>

organized around our high-level vision and goals, and sets out what we will be doing and why over the next three to five years.”¹⁶

High level values the Province uses to guide its government operations are articulated in Appendix F. The current vision, mission, goals, objectives and strategies for wildlife management in BC are found in the Wildlife Program Plan. The Wildlife Program Plan’s vision is: “Naturally diverse and sustainable wildlife supporting varied uses for current and future generations.” Three governance goals fall under this vision, which are supported by objectives (covering both conservation and use), strategies, and activities. Higher level decisions regarding goals and objectives determine strategies and activities, which upon delivery, are intended to actualize the program’s vision.



Figure 2: The Wildlife Program Framework depicting the Wildlife Program Plan’s three overarching goals and objectives that fall under each goal.

The strategies and activities used to achieve each objective are depicted throughout the Wildlife Program Plan.

3.1.2 Changes to BC’s approach through *Together for Wildlife*

In November 2019, FLNRO released a new wildlife management and habitat conservation strategy for British Columbia titled “*Together for Wildlife*” to guide the Province for the next 10 years. While the Wildlife Program Plan still currently stands as the base for wildlife stewardship, the “*Together for Wildlife*” strategy builds on the plan with its recommendations, many which focus on recommended amendments to the *Wildlife Act* to support reconciliation with First Nations.

To formulate the new strategy, the Province engaged with Indigenous communities, 60 stakeholder groups and more than 1400 members of the public. This engagement included rural communities, academic institutions and several resource industry, conservation, hunter, trapper, guide, recreation

¹⁶Government of British Columbia. Wildlife Program Plan. n.d. <http://www.env.gov.bc.ca/fw/docs/WildlifeProgramPlan.pdf>

and tourism stakeholder organizations. In referring to this engagement in “*Together for Wildlife*”, BC states, “we asked what actions we should take to improve wildlife stewardship.”¹⁷

Members of the Kaska, Tahltan and Taku River Tlingit Nations participated in this engagement as participants in the First Nations-B.C. Wildlife and Wildlife Habitat Conservation Forum, which was constituted ad hoc in December 2018 as part of BC’s Improving Wildlife Management and Habitat Conservation Initiative. The forum was described as “an innovative way to obtain perspectives from First Nations across British Columbia on wildlife stewardship issues.” The forum was created as a “think tank” to progress BC towards full adoption and implementation of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) principles, as well as the Truth and Reconciliation Commissions’ (TRC) ‘calls to action’, and Supreme Court of Canada decisions.

The forum was comprised of participants from over 40 B.C. First Nations, and included participation from the Kaska, Tahltan and Taku River Tlingit Nations. Individuals from Nations were not representing the Nations, but were rather a body of Indigenous wildlife experts. Participants in the forum helped develop all aspects of the *Together for Wildlife* strategy (including its vision, principles, goals and actions) and led the writing of actions under Goal 5.

Participants in the forum also collaborated on four short-term recommended amendments to the *Wildlife Act*, “the primary Crown legislation through which the BC Government carries out wildlife management” - which “has not been changed to address Indigenous issues since 1966.” The proposed legislative amendments, as presented in the August 2019 Policy Intentions Paper¹⁸ are the following:

- Include targeted powers in the *Wildlife Act* to allow the Minister to enter into Government-to-Government agreements with First Nations or groups of First Nations, including Treaty Nations, at regional and provincial levels in order to enable Protocol Hunting and Sheltering.
- Require wildlife and habitat management decision-makers to meaningfully incorporate both scientific information and, at the discretion of the knowledge holder, Indigenous knowledge, laws and customs.
- Affirm that, as held by the Supreme Court of Canada in *R v. Sparrow* (1990), the order of priority considerations in allocating wildlife harvest and access opportunities are:
 1. Wildlife conservation and Public Safety.
 2. Aboriginal and treaty rights to harvest; and
 3. Licensed hunting opportunities.
- Recognize and affirm existing Aboriginal and treaty rights by clarifying that the *Wildlife Act* does not abrogate or derogate any existing Aboriginal or treaty rights, as recognized and affirmed in section 35 of the *Constitution Act, 1982*.

The amendments have not yet been made. These suggested amendments are short term in the sense that they are the first set of expected changes to be made to the Act. There is no term limit to

¹⁷Government of British Columbia. *Together for Wildlife*. 2019. <https://engage.gov.bc.ca/app/uploads/sites/377/2019/11/Proposed-Together-for-Wildlife-Strategy.pdf>

¹⁸Government of British Columbia. Policy Intentions Paper: Potential Amendments to the Wildlife Act to Support Reconciliation. 2019. PDF.

the amendments, but there are expectations from First Nations that more changes to the Act will be made in the medium and long term.

While members of the Kaska, Tahltan and Taku River Tlingit Nations participated in the ad hoc First Nations-B.C. Wildlife and Wildlife Habitat Conservation Forum, the Forum itself was not a formal consultation mechanism. To fulfil BC's obligation to consult more formally, all First Nations in BC were sent the draft strategy in fall 2019. Each of the Kaska, Tahltan and Taku River Tlingit Nations was consulted by BC afterwards, through the G2G tables formed by each Nation's bi-lateral agreement- the primary mechanism through which each Nation engages in wildlife-related decisions with the Province. Based on First Nation feedback, provincial representatives updated the strategy to address concerns, and the strategy is now with the Minister to sign off on.

The Forum is currently reassessing their structure and function now that they have completed their original tasks (developing the strategy and recommending *Wildlife Act* amendments). A Minister's Wildlife Advisory Council is also being established; this council will likely work closely with the Forum. The Council's governance structure is set to be determined over coming months. Potential changes to regional wildlife tables are also currently being discussed, including clear linkages to provincial-level committees.

3.2 HOW THE THREE FIRST NATIONS CURRENTLY ENGAGE IN SHARED DECISION-MAKING FOR WILDLIFE STEWARDSHIP

When speaking about the values and principles Nations use to guide wildlife stewardship in their territories, First Nation representatives mentioned natural law, each Nation's guiding documents, input from community gatherings and reflection on past management mistakes. The way values are embedded within and lived through natural law, such as through the seasonal round, was highlighted as foundational to decision-making. Natural laws emerged from the relationships that govern Nations' and their members' interactions with the environment and with other people.

3.2.1 The Kaska Nation

"Kaska's legal principles are written in the hearts and minds of the ancestors of our people and are spoken from the soul of our Nation. They are the intellectual resources and traditions that are deeply rooted in our communities and layout the structure of behaviour and the pattern for living that is held collectively within a Nation. Our Elders, family members, and knowledge keepers have continued to transmit the various stories, songs, practices, and customs that make up our laws. Our laws are centred on relationships that stem from this vision that is rooted in our language, our traditions, and our worldviews that were created in Dena Kēyeh. Our laws are based on many sources of knowledge that were given to us through sacred teachings, naturalist observations, and local customs."

"Kaska have many laws that guide them. There are sacred laws given to them by the Denetie [the Creator] – *Dena Ā' Nezen*, there are natural laws given to them by the ecology of the places we lived – *Dene K'éh*, and there are customary laws and more deliberative sources that guided our ethics and behaviours – *Á'i/Dula*. These laws represent more than just our rules of conduct; they influence who we were as a people. It is these laws and ethics that entrench our relationship to the land and our culture. These relationships are guided by the sacred stories that taught our people how we, as

Dena, depend on a complex web of relationships in order to live well. We use this understanding to reflect on all how we exist together and how we have a continued right to maintain our relationships with each other, the land, and with Denetĕ. These laws as a form of values, understandings and codes of conduct are rooted in Dena Kēyeh because it is physically and spiritually where we have survived, thrived, and created a culture. Our knowledge is thus inherently tied to the land where particular landscapes, landforms, and sacred places were used for holding ceremonies, recited stories, gathering medicine and transferring knowledge to the next generation.”¹⁹

These principles are being moved forward in modern expressions through a declaration of Kaska rights and inherent responsibilities. Kaska Principles for Wildlife and Co-Management Considerations for Kaska (Appendix G) outline what kind of responsibilities the Kaska have as Aboriginal peoples and provide the Kaska with a foundation they use to help them make decisions.

3.2.2 The Tahltan Nation

The Tahltan Nation pointed to the 1910 Declaration of the Tahltan Tribe²⁰ and the 1987 Tahltan Tribal Council Resource Development Policy Statement²¹ as central modern guiding documents related to laws and policies for decision-making.

However, like other Nations, unwritten instructions transcend multiple generations and have been passed along through story. As the Nation explains, “Our stories and legends preserve our history, and guide our way of relating to all living things.”

Regarding traditional governance, Tahltan culture is organized through a matrilineal clan system, meaning that crests and inheritance are passed down through one’s mother. The Nation is divided into two clans: Crow (*Tsesk’iya*) and the Wolf (*Ch’ioyone*) with further division of each clan into several family groups. “Since time immemorial, this system has provided the basis of Tahltan law and governance. Despite the imposition of a settler society form of government (through the *Indian Act*), the matrilineal system remains the foundational governing structure of the Tahltan people.”

As the Nation explains, “Legends about the Crow and Raven continue to guide the Tahltan people about the best way of living, for example, by the principles of determination, generosity and resourcefulness among others.”²²

In more recent years, the Tahltan Central Government has passed several resolutions to strengthen their governance system. This included a 2015 Annual General Assembly in which members voted on several options to restructure the family system. The Board comprises ten representatives from each of ten Tahltan families, as well as three Executive Committee Directors. An Elders Council and a Youth Council also influence governance decisions. At the same time, the Tahltan Central Government Board of Directors also adopted governance policies and procedures to provide

¹⁹The Kaska Nation. Dene K’éh Gús’ān and Híh (*Kaska Laws and Animals*). 2020. Word Document provided to the author by the Kaska Nation.

²⁰Tahltan Nation Development Corporation. 1910 Declaration of the Tahltan Tribe. <https://www.tndc.ca/pdfs/Tahltan%20Declaration.pdf>

²¹Tahltan Nation Development Corporation. Tahltan Tribal Council Resource Development Policy Statement April 7, 1987. <https://www.tndc.ca/pdfs/Tahltan%20Resource%20Development%20Policy.pdf>

²²Tahltan Central Government. Culture: Our Story. n.d. <https://tahltn.org/culture-heritage/>

detailed guidance to Board members on all governance-related decisions, issues, and actions.²³ The Tahltan governing principles can be found in Appendix H.

3.2.3 The Taku River Tlingit Nation

The Taku River Tlingit Nation is largely guided by their TRTFN Constitution and the *Hà t_átgi hà khustiyxh sìti* (Our Land is Our Future) document in stewardship for lands and resources, including wildlife. TRTFN's stewardship is practiced through *Hà khustiyxh* (The Tlingit 'way of life'/traditional ways).

The primary social structure of TRTFN is based upon the two clans (Crow and Wolf) consisting of one or more Houses. TRTFN relies on Joint Clan Meetings (collective meetings of both Crow and Wolf clan members), as well as an Elders Council in its governance. TRTFN's Governing principles and processes are fully articulated in their Constitution. TRTFN's Constitution also delineates laws which apply to all Taku River Tlingits and TRTFN governing bodies.²⁴

For TRTFN, the *Hà t_átgi hà khustiyxh sìti* (Our Land is Our Future) document "describes how we intend to see our land and resources used, managed and protected for the benefit of present and future generations. In large part, this involves rethinking how people manage themselves in our territory."

Section 3 of *Hà t_átgi hà khustiyxh sìti* delineates TRTFN's vision and guiding principles for the management and protection of their territory and its resources²⁵ (see Appendix I).

One example of where TRTFN's values and guiding principles can be observed is the Taku River Tlingit July salmon celebration in which young and old are brought together to celebrate the seasonal rounds and migration routes. The celebration is open to all, with some fishers on the Taku River donating fish for the celebration. TRTFN also often provides donations of fish to their inland Tlingit relatives for Haa Kusteeyi celebration with Carcross/Tagish First Nation and Teslin Tlingit Council. These celebrations reflect Tlingit values and shared resources and how those fish and wildlife are honoured and protected.

3.3 CURRENT BILATERAL SHARED DECISION-MAKING

Each of the Kaska, Tahltan and Taku River Tlingit First Nations are currently involved in what are referred to as 'shared decision-making arrangements' with BC regarding wildlife primarily through individual, bi-lateral Strategic Engagement Agreements (SEAs), each negotiated within the last decade:

- The Taku River Tlingit First Nation (TRTFN) and BC's *Wóoshtin yan too.aat / Land and Resource Management and Shared Decision Making Agreement* was signed in 2011.²⁶

²³Tahltan Central Government. Governance Policy and Handbook- Draft. n.d. <https://tahltn.org/policies/>

²⁴Taku River Tlingit First Nation. Taku River Tlingit First Nation Constitution Act, 1993. <http://trtfn.com/wp-content/uploads/2019/12/TRTFN-Constitution.pdf>

²⁵Taku River Tlingit First Nation. *Hà t_átgi hà khustiyxh sìti* (Our Land is Our Future): Taku River Tlingit First Nation Vision and Management Direction for Land and Resources. 2003. <https://www.roundriver.org/wp-content/uploads/pubs/taku/reports/TRTFNVMD.pdf>

²⁶Taku River Tlingit First Nation & Government of British Columbia. *Wóoshtin yan too.aat / Land and Resource Management and Shared Decision Making Agreement*. 2011. <http://takhuatlen.org/wp-content/uploads/2018/05/Taku-G2G-Agreement.pdf>

- The Tahltan Nation and BC's Shared Decision Making Agreement has been in place since 2013²⁷, and the parties are currently negotiating a comprehensive reconciliation agreement.
- The Strategic Engagement Agreement between the Kaska Dena Council and BC was signed in 2018.²⁸

While each bi-lateral agreement is unique, there are some commonalities among the collaborative structures, processes and initiatives that have been established between each Nation and the Province:

- Structure: A Government-to-Government Forum (G2G Forum) for dialogue on strategic issues or mutual interest, and that is responsible for the implementation of the agreement;
- Process: An engagement process for the coordinated review by both governments of applications for statutory authorizations; and,
- Initiatives: Various collaborative management or 'joint initiatives' in the form of working groups, that provide for information sharing and dialogue, and that address topics such as research and monitoring, the development of collaborative management plans, and more.

All G2G Agreements provide for different types of engagement and collaborative dialogue at different levels, as follows:

(a) Each G2G Forum provides a venue for strategic level dialogue between the signatory parties. At this level, either party can table for discussion significant matters that are of common interest, which might include emerging land use issues that involve multiple values or a larger area (e.g., cumulative effects in a sub-region, or increasing impacts from motorized recreational use) or changes in policy or legislation (e.g., implementation of the *Declaration Act*).

(b) G2G Agreements also define an engagement process for the coordinated review by both governments of applications related to development proposals (i.e. applications for statutory authorizations). These processes set out the steps and timelines for review, based on the likelihood of impacts and the significance of potential impacts. For example, operational authorizations, coordinated by Land and Resource Officers, may revolve around trapping permits, renewal of guiding/outfitting permits, proposals for grazing leases, scientific surveys for fish studies or moose/caribou/sheep studies. Appendix J to this report presents excerpts of the matrices that define the level of engagement for different types of applications, as defined under each G2G Agreement. The highest level of decisions in the G2G matrices are more strategic in nature. In the Kaska-BC SDMA matrix, this category is referred to as "Strategic Shared Decisions".

(c) The signatory parties also can establish collaborative working groups, or 'Joint Initiatives.' The scope of these working groups or committees vary, but they generally address topic areas such as fish and wildlife management, mineral exploration and mining, or culture and heritage. For example, the Kaska Fish & Wildlife Working Group is currently working on joint BC-Kaska submissions for wildlife regulation proposals.

²⁷Tahltan Nation & Government of British Columbia. Shared Decision-Making Agreement between the Tahltan Nation and The Province of British Columbia. 2013. <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/first-nations-a-z-listing/tahltan-central-council>

²⁸Kaska Dena Council & Government of British Columbia. Strategic Engagement Agreement between the Province of British Columbia and the Kaska Dena Council. 2018. https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/consulting-with-first-nations/agreements/kaska_strategic_engagement_agreement_-_mo_signed_-_2018.pdf

These mechanisms provide a combination of ‘structures’ (G2GF), ‘processes’ (engagement process), and ‘initiatives’ (collaborative working groups or Joint Initiatives) to enable the parties to collaborate.

“Within the SEA framework, provincial statutory decision makers insist that they must retain their full discretion under provincial law and cannot be fettered. As a result, an SDM arrangement can generate recommendations on a given matter to both the relevant First Nations decision maker and to the appropriate statutory decision maker as defined in statutes and regulation. However, because of the need to avoid fettering a statutory decision maker, no provincial representative can make binding decisions within the SDM arrangement itself. As a result of this legal positioning—and subject to there being particular regulatory or legislative changes that provide for other configurations—the institutions for SDM cannot be delegated authority and thus at best generate recommendations for two separate decisions ultimately to be made, one by BC and another by the First Nation.”²⁹

As discussed below, the extent to which Nations’ recommendations are ultimately reflected in the Province’s decisions varies.

3.3.1 Other Bi-lateral Agreements

Other bi-lateral agreements that may impact wildlife stewardship in each of the three Nations’ territories sit alongside the SEAs, such as Forestry Agreements. In some instances, there are separate agreements pertaining to a particular region within a Nation’s territory, such as the reconciliation agreement for the Klappan Area between the Tahltan Central Government and the Province. The Klappan Decision-Making and Management Board has developed processes for decision-making for each of the zones established in the Klappan Plan, including a pilot decision-making and joint management model.³⁰ Other relevant wildlife agreements or processes include the 2010 Interim Collaborative Harvest Management Plans (ICHMP), which were negotiated between TRTFN and the Province as an interim measure, prior to the completion of the SEA.³¹ (See Appendix K for more on these agreements).

3.3.2 Interview feedback on the effectiveness of the current shared decision-making

Interviewee responses regarding the effectiveness of the current shared decision-making processes in reaching decisions for wildlife stewardship at the various levels of G2G forums, collaborative working groups or joint initiatives, or through the engagement processes were varied and nuanced. Some respondents discussed how processes are improving as they are updated and expressed optimism with where the bi-lateral agreements are going as they evolve. Some of these same respondents simultaneously expressed concern about the effectiveness of the agreements in advancing collaborative wildlife stewardship. The responses are summarized below:

²⁹Griggs, Julian & Dunsby, Jenna. Step By Step: Final Report for the Shared Decision Making in BC Project. March 2015. Simon Fraser University. https://www.sfu.ca/content/dam/sfu/centre-for-dialogue/Watch-and-Discover/SDM/SDM_Final_Report.pdf

³⁰Tahltan Central Government & Government of British Columbia. Klappan Plan. 2017. https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations/20180216-klappan_plan.pdf

³¹Taku River Tlingit First Nation & Government of British Columbia. Interim Collaborative Harvest Management Plans for Atlin Caribou, Atlin East Sheep and Moose, and Lower Taku Grizzly Bear. 2010. PDF.

- Several respondents spoke about how the SDMAs have been effective in providing stable funding and established processes for improved engagement and communication, which has helped to build and strengthen relationships between the governments. As elaborated on later in this report, several respondents spoke about how important strong relationships are to bi-lateral decision-making processes.
- Some respondents mentioned significant progress being made in working groups such as a Fish and Wildlife Working Groups created by the G2G agreements. This included success in working toward consent-based decisions. Respondents pointed to bodies such as The Klappan Board and the Kaska-BC Natural Resource Council as bodies which are functioning particularly effectively.
- Respondents attributed success they are experiencing at some bi-lateral tables to a set of influences:
 - Equal representation between the Province and First Nation government.
 - Having representatives in the group who have a strong understanding of the decision-making process; representatives have a solid understanding of their different roles, how to implement decisions, and how to resolve issues. This has enabled representatives to err grievances at the table, hear each other out, and not shy away from problems, as the table knows how to develop solutions.
 - All individuals at those tables being seniors in their respective governments with significant authority, which has allowed the table to “get things done”.
- Some respondents shared sentiment of a low level of effectiveness of their Fish & Wildlife Working Group. They attributed this to the following:
 - The parties being at odds about understanding and values regarding wildlife
 - Co-chairs not being able to see eye-to-eye, partly because of a lack of face-to-face interaction or communication and partly due to personality issues, which had created “standstills”
 - “Unilateral decision-making” on the part of the Province.

Our interviews suggest that many respondents resonate with this last point regarding how decisions are reached in the current bi-lateral decision-making process. Although “effective shared decision-making” is stated as an intended outcome in the SDMAs, our research suggests that many participants within the system do not feel this has been achieved, with levels of satisfaction varying somewhat between the G2G Forum level, collaborative working groups, and within the engagement process. This was mostly attributed to First Nation’s lack of meaningful participation in the decision-making process. Some respondents expressed that the term “shared decision-making” as it is used in SDMAs “throws them off”, as the process is actually recommendation-making. This is due to provincial Statutory Decision Makers being largely responsible for accepting or rejecting recommendations made collaboratively. Some respondents mentioned that feedback from their Nation is reflected in the Province’s decisions to a certain degree, with statements such as, *“There’s a certain level of integration of our feedback into BCs decision-making process.”*

At the same time, respondents articulated their perspectives and experiences in the following comments:

“We are sending in recommendations that are unweighted, but the Crown can make whatever decisions they want.”

“Policy and legislation are still a barrier – it’s often to a point where the First Nations involved directly oppose the Province’s decision, and they still proceed with it anyway.”

“Our policy decisions that we’d like to provide feedback on and have true shared decision making doesn’t happen with the Province ... Although we provide recommendations on decisions, there is no shared decision making.”

“When we work with the Province, it comes down to the Regional Director’s recommendation. It’s not so much a government to government working together, but basically just someone in the government office making the decision. The relationship feels unbalanced. We need to have a way to meaningfully work together and have more transparency, and more impact on that process than our First Nation just being a stakeholder. That’s the highest desired outcome.”

This issue was mentioned to extend to current 3N-BC collaboration within CSF and was illustrated with a situation in which the 3N-BC CSF Technical Working Group collaborated on proposed changes to moose regulations. The Working Group unanimously agreed on changes that would go forward to the Minister, but when forwarded, the Minister decided against moving ahead.

“When we progress our recommendations, it goes to the minister, and it was still rejected even though it was consent based and agreed upon with all 3N and the Province. That sets us back. It kind of defeats the whole purpose of what we’re doing here I think. How do you mitigate the situation after that? We’re both left wondering where to go and the issues get side tabled.”

In regard to current involvement in highest level strategic direction decisions, no First Nation representatives brought up the *Together for Wildlife* document or process in interviews. When asked about the document, one respondent replied,

“When you have these strategic policy documents, they’re great in that they give you direction, but that’s about it, it’s just a strategic policy document.”

Respondents contextualised their perspectives of the current decision-making situation within several classifications, such as paradigms and information used in decision-making frameworks, relationships, engagement, and capacity, all of which are elaborated on in Section 4 below.

4 RESEARCH RESULTS AND RECOMMENDATIONS

From the research into existing decision-making for wildlife stewardship in use in BC and feedback from the interviews, several core themes emerged, which we have grouped into the following themes and concepts, with recommendations and rationales for the recommendations as set out in each section.

The themes follow a logic that is intended to support 3N-BC to achieve both short- and long-term goals. Although one aspect of the work does not take priority over the other in terms of their importance, it seems to us that there is a logical order in which to undertake the work to support each subsequent set of steps.

For example, we have proposed work to be done to support constructive relationships as the first theme. The feedback suggested both good current practices that should be kept, and ideas to improve relationships. Next we recommend steps to take to identify and establish a common set of shared values in order to develop a shared vision, mission, goals and objectives, which will determine strategies and activities. Without either good relationships or shared values, it will be immensely challenging to establish a shared decision-making model that is mutually satisfactory.

Thirdly, we highlight a key aspect that supports a framework for shared decision-making in the short to medium term: agreement on information exchange methods and a mutual understanding and appreciation for each other's information and decision-making processes. That will support the fourth step, which is to identify the most appropriate long term shared decision making models across different aspects of wildlife stewardship and the steps required to arrive there.

We make recommendations regarding the identification and implementation of short term pilot projects to test various aspects of shared decision making, reflect on their outcomes, and to synthesize the results to support the long term models that have been identified as desired by the parties.

Last but not least, many interviewees discussed concerns about capacity. This report does not include any specific recommendations from us as to how to increase the capacity of the parties to implement wildlife stewardship, as that is beyond the scope of our work. However, it is critical to understand the substantial feedback of the parties about capacity issues, and accordingly we have set that out, alongside feedback received regarding addressing capacity issues moving forward.

4.1 CONSTRUCTIVE RELATIONSHIPS

In many ways, all the feedback received could easily fall into this category - the need for a constructive, effective, and mutually beneficial relationship in developing a regional shared decision-making framework and models for wildlife stewardship. A poor relationship will always be a barrier to success. A good one will be an essential safety net in challenging situations.

Some of the feedback pointed to specific issues in terms of building and maintaining an effective relationship. For example, the exchange of relevant information was key not only to understanding and efficiency but to the relationships between the parties, so much so that there is separate section on this issue below.

How is a good relationship nurtured? What are the fundamental cornerstones of a good relationship? Co-validated, good information, as noted above, is one, as is mutual respect for each others' views. Shared values is another. Trust, another fundamental requirement, is built by adhering to these cornerstones, and by actions speaking louder than words.

In the latter respect, some aspects of the relationships between each of the parties and as a collective group are already working well or proving more effective than past ways of behaving. In other areas, there is more work to be done. The recommendations below point to maintaining good practice, and some specific steps that might be taken to further improve relationships.

4.1.1 Engagement with communities

Engagement with First Nations' communities is a vital subset of the relationship discussion. Several respondents spoke of the need to bring communities along as part of this process of developing collaborative governance. The issues surrounding wildlife are extremely significant for First Nation community members. Wildlife stewardship issues touch on physical, emotional and spiritual needs and wellbeing, alongside deeply-rooted ancestral responsibilities. The tremendous significance of wildlife to First Nation communities means these issues are highly sensitive.

With the mistrust from past wildlife stewardship incidents, painful colonization history, and the continued valuation of Western knowledge above Indigenous knowledge, much healing is required between the Province and community members to construct a bridge of trust.

As one Provincial representative noted, *"We need to show to the communities that there is a paradigm shift, there's a new generation with openness and desire to do things differently. The communities, both First Nation and not, need to understand this. We need to have penetration there, it's one thing for us to engage with representatives but if we don't have that happening at the community level too, we're not getting anywhere."*

We believe the 3N-BC forum was on the right track with the engagement that was planned for the spring and summer of 2020, pre-Covid 19. Once face-to-face interaction is again safe, organized engagement efforts in communities, with a skilled facilitator with appropriate experience in this context, should proceed. Several respondents spoke of the difference having a facilitator in the Northern Wildlife Roundtable made. We are happy to suggest facilitators that may assist with this effort, if requested.

4.1.2 Recommendations:

- Invest time in sharing examples among 3N – BC forum members of what is working well and what could be improved in terms of the relationships at current bilateral tables, as a means to establish and embrace some "ground rules" for the collective regional relationship.
- Commit to maximizing face to face interactions of the parties.

- When safe, undertake the in-person community engagement process that was planned prior to the Covid-19 pandemic.
- See also recommendations under “Sharing Values,” and “Exchange of Information.”

4.1.3 Rationale for recommendations: Feedback from interviews

The importance of strong and long-lasting relationships was mentioned many times throughout interviews. Some respondents mentioned how even with a flawed agreement, if the right people are at the table, it can still work. The dynamism of relationships, particularly in an era of reconciliation, was spoken to with comments such as, *“As the reconciliation landscape changes, I find that the relationships change. I’d say that our relationship is evolving to take that into account.”*

4.1.3.1 Evolving relationships at bi-lateral tables

Respondents who reviewed their relationships at bi-lateral tables as currently being strong attributed this to:

- Relationships being long-lasting
- Significant time spent face-to-face
- Willingness of individuals to be open to new ways of doing things
- Good Communication
- Respect for others’ opinions, backgrounds and expertise
- Willingness of individuals to share their processes and reasoning; and
- Ability to empower and recognize the other party in decision-making processes.

Existing relationships were largely described as strong, especially those founded on work conducted over the decades. This has allowed relationships to mature and more effective working arrangements to have been developed. Some interviewees stated that the entry of new players or high staff turnover can make this challenging, including the learning and education required for new people. However, some respondents mentioned how positive relations can continue to be developed with new staff members, as long as their values align and they understand the importance of that relationship.

The Province bringing subject matter experts without long-standing relationships with the teams into decisions at G2G tables was described as both positive and negative. While the information subject matter experts bring may be valuable, working on decisions without a previously built relationship is challenging. This extends to the Province’s First Nations Advisors, who are the front line individuals who handle referrals and work with each First Nation on complying to the guidelines in the SDMA. Because this position is an entry-level job within BC Government, there is a high rate of turnover, which impedes relationships being long-lasting.

“Long-standing relationships are what continue to push this movement forward. However, it doesn’t happen as much as you’d hope.”

People also mentioned the positive influence of a new generation in various roles in governments. The knowledge and worldview that is being brought into these spaces can be different than previous professionals who held their positions for a long time.

Face-to-face interaction was described as deeply important to advancing relationships. For some, this is happening increasingly often, such as in the form of visits from regional biologists to communities to undertake field-based work alongside the Land Guardians.

“If it’s tracks surveys and working with our Guardian program, we can do some of that work together. Not just sharing emails and phone calls, but being there in person and forming that relationship and trust.”

Others noted that face-to-face interaction is something they are still striving for to improve relationships:

“I think that face-to-face interaction, which is limited by geographical distance, creates a barrier. If the regional specialist for moose was here working with Land Guardians and talking with hunters, it would help build a common understanding.”

SDMAs and SEAs were mentioned as providing opportunities to build relationships that previously didn’t exist. The stable funding and designated process for engagement provided by SDMAs and SEAs helps to building relationships between the governments. Informal time spent together was also mentioned to have strengthened relationships among the parties.

“Last year we went to the Lower Post and we were able to meet with local staff and address issues directly with the community. At the time it was morel harvesting season, and it was neat to have that one-on-one interaction with the local people. This is not likely to have occurred prior to SEA implementation.”

“A huge lesson learned is that the strength of the relationship is key. So many different contentious issues arise that are fraught with difficult components, and we need to be able to sit down and talk through those issues, which has been a huge success of the SDM agreements.”

Mutual recognition and respect as legitimate partners at the table significantly influences relationships. Some respondents mentioned how relationships have advanced when the provincial representatives sitting at G2G tables have authority to make decisions.

“By having the relationships built with the statutory decision makers, or the senior people on both sides of government, you come to a better relationship and a better understanding. You’re able to advance things forward.”

A perceived lack of meaningful participation in decision-making processes was reported to stymie relationships. Specifically, when BC has demonstrated a lack of willingness to relinquish power, it has harmed relationships.

“Yes, we have our own internal meeting and come up with strategies, but if nothing changes on the provincial end where they change any hunting regulations, then we’re dealing with industry and mining access. We’re just playing their game where they don’t want to relinquish power.”

Also, relationships have been damaged when parties have not demonstrated honesty or transparency. In some cases, there are high levels of mistrust within the communities about how BC manages wildlife. As previously mentioned, issues such as the perceived misuse of Indigenous harvest data impacted trust. Respondents expressed the need to demonstrate a paradigm shift to the communities. The desire to do things differently amongst a new generation of leaders within BC was conveyed, and respondents spoke to the need for building community-level trust, beyond the bi-lateral tables.

“It’s one thing for us to engage with representatives but if we don’t have that happening at the community level too we’re not getting anywhere.”

Some respondents spoke about the facilitated sessions that were planned, pre-Covid, to take place this spring and summer in the communities. The sessions, held jointly by BC and First Nation representatives of 3N-BC, were to allow communities to share what they see and what they want to see in wildlife stewardship. Some hoped the sessions would allow information that could be used in an applied way to emerge, and that objectives would be set with such information. It seemed a function of the meetings was to foster relationships and re-build trust. Due to Covid, these sessions haven't been able to happen.

Respondents mentioned some other ways that trust has been renewed and relationships strengthened throughout CSF. CSF funding has enabled the Nations to conduct population surveys, which has simultaneously built capacity and strengthened Nations' trust in the information. Actions like this are enabling the parties to move past arguing about the numbers.

"We are now talking more about what we want that number to be rather than what it is."

Participants sharing their party's decision making processes with each other and the willingness of members to help each other understand the other's legislative processes and laws has been deeply appreciated, has strengthened regard for the other party and has significantly improved relationships in multiple instances. Better communication was described to lead to better understanding of each government's viewpoints as well as limitations- including policy, laws, mandates, MOUs or other pieces that the other parties are unaware of. The 3N-BC forum has recently begun sharing each party's processes with each other through CSF. The following are some instances that were shared:

"I relied on the province to help me understand certain laws and legislations and how that applies to us. They were always willing to share that information. It is basically relationship building, right? Our working relationship developed greatly because we are consistently able to see each other. It became easier to make decisions because it wasn't so one-sided. We knew where and what the struggles were, so we were open to changes."

"There was a real lack of understanding of the factors that played into each other's decision-making process. When BC made a unilateral decision, it was seen as disrespectful of our traditional and community knowledge. But BC was dealing with a whole host of interests involved in making decisions on wildlife management. Eventually, we agreed that because of these inherent issues and lack of progress, we decided to create a workshop that allowed us to understand and learn about each other's cultural tone and what affects each other's decision making. It deepened our understanding between us. We were able to discuss what constitutes "data" and what information is allowable. This made a huge difference."

"We need to understand that the governments come from different perspectives and values. We need to acknowledge that and then realize how to work together and understand each other's views. It's not just different types of information, but they're based in different value systems. It's difficult to compare without trust. But in order to build that trust, we need to learn each other's practices and values."

4.1.3.2 Relationships with communities

In addition to speaking about relationships at g2g tables, some respondents spoke to relationships between with the Province and community members. In some cases, high levels of mistrust were mentioned.

Most community members aren't aware of the aforementioned information sharing breach that occurred, however respondents mentioned that levels of mistrust between community members and the Province are high. This was attributed to several factors. Some respondents spoke about how older members of the community went through residential school, and also to residue of formerly being "treated as criminals" for hunting within their traditional territory. Examples provided of this latter point included First Nation community members' cabins being threatened to be burned by Conservation Officers because they were "illegal structures", or abandoning a hunting kill site out of fear of going to prison upon seeing a Conservation Officer truck approaching.

Respondents mentioned how younger generations have different levels of trust due to not having lived through these types of experiences. However, community members are hyper-aware of more hunters on the land, and increasing difficulty they face in having a successful harvest, and many lack confidence in the Province's management actions.

Some respondents described how relationships have been able to improve in other arenas, such as mining. For example, one Nation's mining officer has been able to make quite a bit of progress with the Province after building a relationship of trust with the head of mining operations for the region. Disparities in funding between mining operations and FLNRO were highlighted as a challenge to doing the same for wildlife issues:

"The two have them have been working together and definitely trust has been built. They passed a mining policy with land use plan. Both parties were happy because it brought confidence and clarity to everyone. It also made it easier to work with stakeholders, like placer miners. I'm not sure what the funding is like, but the co-chair for mining has been in [our community] at least half a dozen times this year. He is at every g2g meeting. If there are mining related issues, the Province's co-chair is always physically present to deal with those issues. Working together and gaining that familiar can do a lot to move things forward. One difficulty we've had is that FLNRO doesn't have the budget for staff or director-level people to come up here. I'm not sure the last time the regional FLNRO director was in [our community]. With mining it seems as though they're there six times a year."

4.1.3.3 Existing relationships at the 3N-BC table

Across the board, respondents discussed existing relationships at the 3N-BC Table really positively.

Some respondents expressed that things are working fairly well considering the increased number of relationships involved in the 3N-BC partnership. Equal buy-in at the onset was identified as important for this (as opposed to at individual G2G tables where members had to push through the legislative and regulatory frameworks to strengthen).

Respect for one another within the 3N-BC Forum was widely communicated. Respondents noted the depth of knowledge of regional issues and the good communication skills amongst members at the table were conducive to keeping shared values and common needs top of mind.

"The personalities at the table are innovative and creative, they're very dedicated, and they're compassionate. They care very deeply. We all have similar expectations and hopes for making sure, for example, that conservation needs and cultural needs are met. We may not agree on certain ways of how that is done, because the province and each First Nation may not agree on some of the tools and resources that are used, but ultimately we all agree on some of those base foundational pieces, and our communication skills about how we collaborate together, are quite high, and so that's been really of value."

Reflecting lessons learned from G2G tables, respondents mentioned ingredients that are necessary to support good relationships at the 3N-BC Table. True, unquestioned support from the Province to bring shared decision-making a reality was noted as important. Restrictive expectations by some members regarding the long-term vision of CSF was mentioned as having led to uncertainty and confusion in the past, and previously impacted the relationship. Several respondents, when speaking about times relationships have been challenged, expressed confidence that the 3N-BC's shared values could be used to help them navigate, and that building trust will take time. Pilot projects were described as a giving opportunity to the 3N-BC to "test our relationships".

"When you have these bigger, broader tables, there are more challenges that go with it to meet each party's interest [...] Over time as you build trust, you'll have to live through those decisions at the table, you build that relationship and history."

4.1.3.4 Regional and provincial levels of the BC government

Some respondents noted challenges stemming from the bureaucratic nature of the systems they must work within. While parts of the work, such as collaboration and engagement, can move quickly, other related components, such as policy and regulatory change, move slowly. The centralization of the current decision-making structure can create internal tension between regional and provincial-levels within the BC Government.

Within the Province information and guidance is provided at both a regional level and a provincial-level. There are a lot of processes underway provincial-wide which inform and shape regional wildlife stewardship. For example, the *Together for Wildlife* process may lead to changes to the *Wildlife Act*, which may support the 3N-BC regional work. However, sometimes, as respondents noted, the Regional and Provincial levels of government may be on different pathways, and merging pathways together can be challenging. Respondents expressed how having the regional level of government is essential, and may better understand First Nation values and interests. But many decisions and legislative initiatives happen at the provincial level, and the inability of regional representatives to penetrate decisions at the provincial level arose repeatedly. This is viewed by some to take decision-making further out of First Nation hands.

"You can't say you're trying to do things differently when you really cannot do those things differently."

Within wildlife stewardship, this disjunct between provincial and regional levels of BC government has arisen with the issue of harvest allocation. One respondent shared, *"In the shared decision-making agreement, in the terms of reference for the fish and wildlife working group, it says we're going to look at allocation. But when the allocation process happened, it was a provincial process that dropped on top of us. We wanted to discuss it at the G2G level, not just fitting it into some provincial process. That whole BC provincial vs regional issue has shown up in a couple things. The point being the tension between provincial processes and processes happening at the G2G level, and the Province doesn't always understand that. There needs to be more communication as there's a bit of a disjunct there."*

Furthermore, it was suggested that relationships at a regional level are often stronger than at a provincial level. This can lead to a Nation's focusing on issues regional governments tend to focus on, where they feel they have more alignment and traction; *"At the regional level we can rely on the relationships developed with the G2G staff. The decisions they are making impact them too. So we really have our hearts in the operational issues because we're all here."*

4.1.3.5 BC engagement with First Nation leaders and community members

Engagement within BC's wildlife stewardship framework consists of the engagement process (a structured and coordinated process for the review of applications, defined by a G2G Agreement) and other forms of outreach and engagement (communications, involvement, etc.) between the Province and First Nation community members.

Respondents expressed how engagement between First Nation Leaders and BC has evolved for the better since the implementation of SEAs. Several spoke about how in the past, engagement would often consist of BC informing Nations of a decision that had already been made: *"It wasn't engagement, it was community informing."*

"When I was on the fish and wildlife working group, we always had trouble because the G2G co-chair on the BC side wouldn't ever travel up here and meet with the community. This isn't a criticism of him, just the logistics. Atlin is far away from Smithers - it's a 14-hour drive. Logistically it's challenging."

Beyond engagement between a Nation's representatives and the Province, several respondents discussed how critical engagement between the Province and Nation's community members is, and how rarely it happens. Some mentioned how important it is that anytime that there is a G2G meeting in a community, that there is a built-in engagement piece with the wider community. The need to change the technical nature of how information is presented to communities also arose.

"Being able to show the community the successes of the negotiations, like the Klappan board or the moose changes. It's communicating it to the communities in a way that doesn't get too into the weeds. Show how you're making it and explain the next steps moving forward. And how the community is involved in making those changes. What measures are we putting in place to make sure are achieved before we considering taking the next step. Considering outcomes to show that both governments are making changes, doing business differently, moving forward, not getting too ahead of the curve, and bringing the community along as best as you can."

4.1.3.6 Internal engagement within First Nation communities

Internal engagement was reported to be happening through a variety of approaches, with varying levels of success among the Nations. In-person meetings in each of the communities, family and clan meetings, brochures, social media posts and websites were mentioned as approaches.

Challenges with effective internal community engagement was something that many respondents mentioned as a major hurdle to wildlife stewardship and has also resulted in many members of Nations being unfamiliar with G2G agreements. Some attributed community members not attending community meetings to assuming they will learn about whatever was discussed through online platforms such as Facebook. Other respondents mentioned limited leadership involvement for community awareness as a barrier to effective engagement. Partly due to turnover, leadership issues, and capacity issues, some Nations haven't had regular community check-ins that are needed. Lands departments have attempted to adjoin community meetings with other types of events, such as community lunches, to reduce consultation fatigue. However, effective engagement to obtain community concerns and needs remains an issue.

"We are just wrapping up a newsletter now and in that I wrote a brief section up reminding people about what a G2G agreement is. A majority of citizens don't fully understand what the G2G is, and even at a broader level, so we need more engagement."

Some success was reported in moving towards implementing family or clan focused meetings rather than solely hosting large community meetings. Going house to house and sitting down with individuals enabled some community members to feel more relaxed and ask questions they might not in a large group setting. One respondent mentioned that it usually requires three to four meetings within the communities to inform everyone and make a comfortable and responsible decision.

“Prior to having a big community meeting when a decision is going to be made, it pays off to have smaller meetings with individuals, clans and families.”

4.1.3.7 Engagement with stakeholders

The increased investment that BC is putting into First Nations relations without increased capacity was noted to have resulted in some relations with non-Indigenous partners deteriorating. Several respondents expressed the importance of bringing stakeholders along, and the negative consequences if they are not effectively engaged.

“If we go too far down the road without the stakeholders, other stakeholders will bring us back. If they go too far ahead without bringing their communities along, it will bring them back.”

The need to build and foster relationships and create clear communication channels between a 3N-BC group and stakeholders was reiterated. Some First Nation respondents mentioned their need to improve how their Nations engage with non-Indigenous local community members, in taking on joint authority for wildlife.

“Thinking about as a shared government, we need stakeholders together. Theirs are mostly the community and ours are everyone else. We need stakeholders to be recognized in a shared way.”

“We also need to do better in how we connect with the stakeholders and the public. Just BC engages with them, we’re not part of the process – mostly out of choice. We want to get to a place where the public understands our authority and our vested interest in anyone who calls this region home, not just First Nations. We want to support them in their rights to harvest animals on the land but we need it to be done in the best most responsible way.”

The need for stakeholder and community engagement was widely mentioned as crucial for a successful collaborative approach. While still supportive of stakeholders being part of a process, some mentioned the need for stakeholders to be cognizant of the nature of their involvement within a regional wildlife model. This was described as stakeholders recognizing they are involved as privileged license holders (rather than S. 35 rights-bearers), and thus, do not make decisions at the board level, but rather participate as stakeholders at an advisory table.

The nuances regarding what constitutes a local stakeholder also arose in interviews. Several respondents made a distinction between local community members, hunters and other stakeholders who live within the 3N territory as stakeholders versus people who live in other parts of the province. Respondents expressed a desire to find an equitable way to have local residents represented equally alongside any of the lobbying groups or the guide outfitters.

“That’s important to hash out before you invite them to the table. That was a stalling block of the roundtable. They had local stakeholders, BC wildlife federation which is province wide, and it seemed to have a provincial stakeholder focus. These are things that are just not provincial wide issues.”

Moving forward, some members spoke about the need to approach multi-party engagement differently and de-politicize it. They explained that engagement sessions in which government,

academia, locals and guides are brought together, and each show the work they're doing. It stops being political and becomes about information sharing.

4.2 IDENTIFYING SHARED VALUES

As noted in our previous report, identifying shared values or common ground between the parties is fundamental to a successful outcome. If the parties do not have a common vision of effective wildlife stewardship, it will be challenging, if not impossible, to identify shared decision-making models, and of course, no shared decision-making model will function effectively.

For that reason, this is not an element of the work that can be taken lightly, or simply at a high level. During interviews, it was clear that the participants from different parties to 3N-BC interpret information from different perspectives and worldviews, and have different law-making and policy frameworks that lend themselves to different ways of defining values and different definitions of success. Participants do not necessarily mean the same thing in using the same terms.

For example, even a statement that “good communication” is mutually valued is not specific about what is meant by communication, nor what constitutes good communication. The discussion about community engagement in the section on constructive relationships above is a good illustration of that point.

While some of these matters have already been raised in the section on relationships, these must also therefore be considered in a discussion about shared values.

4.2.1 Recommendations:

- Engage in a facilitated process to identify shared values in wildlife stewardship as a precursor to determining models and processes.
- Incorporate into that process a discussion of terms and their meanings to the different parties, with a view to achieving clarity, if not consensus, on the terms and approaches used in the establishment of a set of shared values.
- Develop a process together to maintain the shared values “at front of mind” of the parties through regular review of the values and measurement of the outcomes of the work against the values.

4.2.2 Rationale for recommendations: Feedback from interviews

3N-BC has articulated mostly high-level values and guiding principles for collective work, as articulated in the endorsed 3N-BC Vision document from November 2019.³² Some respondents referred to this document when we asked about shared values in interviews. Others named some of these high-level values, like ‘trust’ or ‘curiosity’.

“Certainly, curiosity resonates the most. You have to be curious to do this work; you have got to want to learn and do things better, and be open to differing world views and different ways of seeing things. When we hire staff, background and experience matters, but they have to be curious and ask questions about why things are and what the interests are in moving forward to a new place. If we just do the same things it doesn't get us where we need to go. Curiosity applies a lot with co-management work.”

³²3N-BC. 3NBC Collaborative Stewardship Forum Vision (Word Document). November 2019.

Most respondents expressed strongly that they feel there are shared values among the 3N-BC forum, and many expressed that wildlife itself is a shared value. Many expressed the desire to simply “do better” as being a shared value. Some described how value sharing has already been embodied in the 3N-BC CSF partnership, extending to how 3N-BC has thus far managed money, managed information, and managed different views and perspectives.

“It’s easy for us to work off of the goals we’ve already talked about when you pare away all those other things- you pare away the scientific methodologies and you pare away the research that is involved- when you come down to the actual base values, we all have the same goals.”

Responses regarding shared values were generally opaque, or instead featured discussion about shared goals or desired outcomes.

4.2.2.1 Desired outcomes of a 3N-BC regional approach to wildlife stewardship

“We have talked a lot in CSF about determining the vision and direction of where we want to go and a timeline looking at how can we truly accomplish joint stewardship. It’s easy for us to collectively work off of the goals we talked about, but when you pair away the scientific methods and the research, when you come down to the base values, we all have the same goals. We have interests we need to meet, we want to create joint stewardship, we have decision makers that we must follow a hierarchy for, and we want to get to a place where we’re reducing conflict before we even get to it. There are a lot of common values that can help us work through some challenging times.”

In asking respondents to share their desired outcomes of a 3N-BC regional approach to wildlife stewardship, a broad spectrum of answers were received. Responses ranged from high-level visions of what members want to see out on the land, to transformative systems-level shifts regarding distribution of authority, to very specific policy and operational level changes they would like to see made. Responses fell into the following themes:

4.2.2.2 Healthy, flourishing wildlife populations

Nearly all respondents spoke about how overall, the greatest desired outcome from this work is healthy, flourishing wildlife populations. Some related this directly with human behaviours and ethics on the land. After healthy populations, the importance of Indigenous harvest and licensed hunting opportunities, respectively, were mentioned.

“Healthy populations are what I want”

“An example of this would be that sustainable hunting in [our Nation] is not just about if the population is stable, but rather is the population thriving? Is the wildlife being treated with respect? Are they being harassed?”

“The term joint authority acknowledges that each party has their own jurisdiction and authority, but it’s all about maintaining or recovering viable wildlife populations and ecosystems within a Nation and across Nations. We need to ensure that the wildlife are there for future generations to come. I don’t think there’d be an argument that there’s the common value of recognizing the importance of the health and conservation of wildlife comes first, followed by the importance of Indigenous community members meeting their sustenance needs, then followed by the opportunity for licensed hunting.”

4.2.2.3 Knowing what we are managing and what we want to see on the land

As previously mentioned, respondents highlighted the need to come to a collective understanding of what 3N-BC is managing when referring to wildlife. Respondents spoke to the need to develop an

information sharing protocol to gather a complete picture of harvest information for a mutual understanding of what is being managed for.

The need to collectively set objectives that reflect mutual aspirations was also acknowledged, including finding ways to manifest Indigenous knowledge into objectives for wildlife stewardship.

“In objective setting, that’s where the real powerful work is.”

“That’s where the objectives are so important; a good objective is going to reflect the way you think about what you want. You can build in all the various sources of information, so it’s a more holistic statement for management. It can be harder to monitor and manage towards, so you need to be aware of that. The whole process around if you’re not meeting the objectives - what sort of changes do you need to do to achieve them?”

4.3 INFORMATION USED IN DECISION-MAKING PROCESSES

The feedback received in the interview process made it clear that exchange of more information between the parties is critical to success as well as to maintaining a good relationship. This fell into several different categories:

- Sharing more information about the perspectives and approaches each party brings to their own decision-making
- Establishing information sharing protocols for mutual benefit
- Enabling increased ability to collect data on the part of the First Nations’ Land Guardians
- Balanced weighting in the use of different types of information in decision-making, acknowledging the validity of all information in that process
- Transparency in how information will be used in decision-making, relating to trust.

Relatedly, feedback received suggested that continued efforts are needed to understand the continuing influences of colonial history to further progress towards reconciliation. Continuing work in this space is also a vehicle for trust building and relationship building.

4.3.1 Recommendations:

- *Information about each other:* Invest time in shared reflection and social/ co-learning, embracing activities of this nature as priorities along with more conventional management activities. This includes sharing information about each of the parties’ decision-making processes, including the bases for those processes (legislative, policy, traditional or otherwise) and ensure that this information is available on an ongoing basis to people involved in wildlife stewardship among all of the parties. This may involve embedding these co-learning and information sharing and activities into the mandates and workplans of institutional structures and including them in staff workflows.
- *Information-sharing:* Build on developing information-sharing protocols to improve data sharing between the parties, collective harnessing of information-gathering technology, synchronization of data collection and management systems, and use of data in a transparent and safe manner.
- *Capacity:* identify options to increase capacity of the Land Guardians to collect and process data of value to all the parties, including joint data collection initiatives and Indigenous harvest data.
- *Balanced weighting of information:* Explore principles that could be jointly adopted to create greater balance in current decision-making by all parties between use of Western scientific information, traditional knowledge and local knowledge .

- *Framework for use of information:* Develop a framework and process for how to jointly identify relevant information to be used to inform future decision-making across a range of wildlife stewardship decisions. Include relevant guidance on how to correctly interpret different types of information from the perspectives or worldviews of the different parties.

4.3.2 Rationale for recommendations: Feedback from interview process

4.3.2.1 *Understanding each other's processes*

One process several respondents noted that has significantly improved understanding between members (and thus strengthened relationships), has been members sharing their party's decision making processes with each other. Provincial staff sharing provincial processes with First Nations appears to be happening increasingly frequently.

Based on feedback shared about a lack of understanding of cultural processes, reasoning and traditional knowledge (but an openness and desire to learn), it also seemed clear that participants believed the parties would benefit from sharing the other way. The following comment from a provincial participant in TRTFN and BC's G2G process, mentioned in an evaluation report of their G2G framework completed five years ago, echoes this sentiment:

"They [TRTFN] are getting to know our process better. I am not really getting to know [the TRTFN] process. I do get a response though and that is a plus."

The report further shared, "One respondent suggested that the G2GF *"might benefit from regular presentations from both agency officials and TRTFN department reps or Elders to deepen the shared understanding of each of the parties' respective interests. Mutual learning should be a more prominent aspect of the G2GF, in my humble opinion."*³³

As touched on in interviews and follow-up correspondence, each of the Nations is on a unique journey to revitalize traditional wildlife stewardship and natural law within their communities. As these stories are re-discovered and laws are revitalized and reclaimed amongst community members, there is significant opportunity to weave each Nation's stories and embedded laws into a 3N-BC wildlife stewardship framework.

There is a great openness and desire from representatives of BC to learn more about each of the three Nations' approaches to wildlife stewardship. This sharing of processes and ways of being among the 3N-BC collective will be integral for 3N-BC to determine how Indigenous ways of being and natural law may be woven into a regional governance structure.

Likewise, an effort to illuminate the worldview that BC's current wildlife management legislation and processes are predicated upon is called for. Citing Linda Alcott, Kaska member of 3N-BC Gillian Staveley writes, "An understanding of coloniality of power allows us to recognize how the "colonized were subjected not simply to a rapacious exploitation of all their resources but also to a hegemony of euro-centric knowledge systems".³⁴

³³Taku River Tlingit First Nation - BC G2G Forum. Evaluation of the Implementation of the Wóoshtin Yan Too.Aat: Land and Resources Management and Shared Decision Making Agreement. 2015. PDF.

³⁴Alcott, Linda M. Mignolo's Epistemology of Coloniality. 2007. The New Centennial Review 7(3): p.82 in Farnell, Gillian. The Kaska Dene: A Study of Colonialism, Trauma and Healing in Dene Kéyeh. 2010. The University of Northern British Columbia. <https://open.library.ubc.ca/cIRcle/collections/ubctheses/24/items/1.0167379>

For a 3N-BC wildlife stewardship framework to truly be collaborative, it must embrace and honour the worldviews and knowledge systems of all parties. As our research highlighted, Western knowledge systems dominate BC's current wildlife stewardship regime. Respondents identified that a critical step to advance co-governance are the efforts of the 3N-BC CSF to develop and implement approaches for weaving together Indigenous knowledge and Western science in respectful ways that foster co-validation and knowledge co-creation.

4.3.2.2 *Information used in decision-making*

Information used in the aforementioned decision-making processes varies and appears to be evolving over time. Each of the Three Nations' bi-lateral agreements contains a clause that states what representatives will consider in developing recommendations within each venue of the agreement. For example, the following excerpt is from BC and the Tahltan Nation's SDMA regarding the Tahltan-BC engagement process venue of the arrangement:³⁵

- H.4. In developing Recommendations, the Representatives will consider and, where appropriate, seek to address some or all of the following:
- H.4.1. applicable laws, policies or customs of the Parties;
 - H.4.2. the purposes and intended outcomes of this Agreement;
 - H.4.3. compatibility with any other agreements between the Parties;
 - H.4.4. potential environmental, social and economic effects or benefits;
 - H.4.5. potential impacts of Proposed Activities on Tahltan Aboriginal Rights, and any proposed measures to accommodate such impacts; and
 - H.4.6. other relevant information as mutually agreed by the Parties.

Our research highlighted that there are significant differences between the information used by the Province and the information used by Nations as the foundation for decisions. This has previously been the basis of tension and conflict at bi-lateral tables, particularly at Fish & Wildlife Working Group tables.

Multiple interviewees recognized information was primarily identified as western science, traditional knowledge and local knowledge. Respondents did not provide definitions of these terms in interviews, however one respondent explained that the term 'local knowledge' is used to mean knowledge from non-Indigenous community members. Within interviews, some respondents also referred to "Indigenous Knowledge" which we have taken to be synonymous with "Traditional Knowledge" within this report, as per the following explanation: "Over time, Indigenous peoples around the world have preserved distinctive understandings, rooted in cultural experience, that guide relations among human, non-human, and other-than human beings in specific ecosystems. These understandings and relations constitute a system broadly identified as Indigenous knowledge, also called traditional knowledge or aboriginal knowledge."³⁶ Similarly, a definition was not provided by respondents for western science, and within this report, we assume it as "the system of knowledge which relies on certain laws that have been established through the application of the

³⁵Tahltan Nation & Government of British Columbia. Shared Decision-Making Agreement between the Tahltan Nation and The Province of British Columbia. 2013. <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/first-nations-a-z-listing/tahltan-central-council>

³⁶Bruchac, Margaret M. Indigenous Knowledge and Traditional Knowledge. In Encyclopedia of Global Archaeology. Claire Smith, ed., chapter 10, pp. 3814-3824. 2014. New York, NY: Springer Science and Business Media.

scientific method to phenomena in the world around us. The process of the scientific method begins with an observation followed by a prediction or hypothesis which is then tested.”³⁷

4.3.2.3 *Information used by the three Nations*

We found that Traditional Knowledge is heavily relied upon as a source for decision-making regarding wildlife stewardship, alongside the use of Western science and local knowledge. Each Nation uses a unique process, definition and determination for Traditional Knowledge (for example, see Appendix L for the Tahltan Nation’s definition). Despite the uniqueness of each Nation’s determination of Traditional Knowledge, some commonalities regarding the sources of Traditional Knowledge were community-based observations, historical knowledge from Elders, and stories.

Community-based observations, for issues relating to moose and caribou, for example, include people’s relationships and how that’s changing. For example, if there are a lot of nonlocal hunters ATVing in a certain area, that affects community members’ connection to the land. If community members report that they are not seeing as many moose as they used to, then internally a Nation will make decisions based on that information. Historical knowledge from Elders is also heavily relied upon, including stories of how things used to be and of how a Nation developed. Respondents noted that use of traditional knowledge in decision-making depends on community willingness to share that knowledge in decision-making processes.

Many mentioned the depth of information regarding wildlife and habitat monitoring and harvest data that hails from Land Guardians, and how much this information is relied upon in decision-making.

4.3.2.4 *Information used by BC*

Wildlife management in BC is a complex, multi-layered, and large system that reflects the size and breadth of wildlife values and resources across the Province. Indeed, it is well beyond the scope of this report to attempt to summarize the complexity and diversity of information used by BC, but broadly our research found that BC relies heavily on western scientific information to guide decision-making for wildlife stewardship. BC appears to primarily rely upon systematic collection of standardized data that allows for statistical analyses of wildlife population and ecological data to support decision-making. Data sources may include standardized population monitoring surveys for some harvested species typically completed at regional scales (typically for the Game Management Zone) every several years to estimate population size and trend; hunter surveys of various sorts to monitor harvest, and focused research efforts for populations or areas of concern to provide information on potential issues or fill data gaps. High profile species such as widely harvested species or species that are of conservation concern have in-depth management planning completed (e.g. Provincial Framework for Moose Management in British Columbia³⁸). As the Province articulates in the Wildlife Program Plan, they “use structured decision-making techniques to incorporate ecological, social, and economic science-based information into wildlife management decisions.”³⁹

³⁷The Living Knowledge Project. Common Questions: What is Science? 2008.

http://livingknowledge.anu.edu.au/html/educators/02_questions.htm#:~:text=Science%20or%20Western%20science%20is,hypothesis%20which%20is%20then%20tested.

³⁸ Government of British Columbia. Provincial Framework for Moose Management in British Columbia. 2015. Ministry of Forests, Lands and Natural Resource Operations Fish and Wildlife Branch Victoria, B.C. http://www.env.gov.bc.ca/fw/wildlife/management-issues/docs/provincial_framework_for_moose_management_bc.pdf

³⁹Government of British Columbia. Wildlife Program Plan. n.d. <http://www.env.gov.bc.ca/fw/docs/WildlifeProgramPlan.pdf>

While some traditional knowledge may be provided to feed into a process, decisions are based on scientific data, with a high focus on quantitative approaches and metrics to evaluate success.

4.3.2.5 *Current information sharing between the parties*

Some information sharing between the parties currently happens in the various venues created by the bi-lateral arrangements. BC shares some data with the Nations from the hunter surveys and game checks. The Nations are currently working on accessing data from compulsory inspections. Some Nations' representatives described how obtaining information from the Province is challenging. There is a desire to have access to spatially-explicit harvest information that BC has, as well as GPS location information on wildlife studies for moose, caribou, sheep and goats that the Province harbours. One respondent explained that ten years ago, getting this information from the Province was much easier. The Province's information sharing requirements have apparently become increasingly stringent over recent years.

Within the authorization process created through bi-lateral arrangements, where decisions are required on wildlife management issues, First Nations are not privy to all of the Province's internal discussions. First Nations also have processes in place with internal discussions that do not include the Province. Calls with individuals from all parties occur regularly or as needed, and everyone receives the same information only when it becomes finalized to share with everyone.

4.3.2.6 *Positive information-related steps forward*

Positive steps forward for information sharing are happening through 3N-BC's partnership. Respondents mentioned the creation of joint templates for field surveys, the beginnings to use of TK in decision-making and a shift in Provincial interest in doing things differently.

Some respondents explained how the 3N-BC team is beginning to work closely together on how all parties are recording and sharing data. Creation of a joint template to use for surveys has been initiated across the Three Nations, so that all Nations are collecting the same data and that it's consistent and useful to support decision-making.

Some explained that through the regulation changes for moose in 2018, "a bit" of Traditional Knowledge was integrated by some areas being identified as high cultural value areas. The work that 3N-BC is beginning to do for moose management is beginning to build in some Indigenous knowledge approaches, which Provincial representatives also feel is more meaningful and makes for better management. A finer scale approach to management is being embraced by early moose work, allowing for concepts of fallowing, leaving places to rest, and protecting breeding areas.

The Province and respective Nations have not always agreed on the population density estimates derived from surveys in the past. This was reported to have arisen from local community members speaking on what they were seeing on the ground close to home, which was not matching up with flight surveys conducted by the Province. Acknowledgement of past harms and momentum to evolve beyond previous ways of doing were emphasized.

"In the past, the Ministry figured if there was a lack of shared confidence in the data, then we would need to just go and explain to the Nation how it worked. The problem is that it was our process and our machine. It was the wrong way to go about it."

"We were doing it the western way, there was too much of us trying to tell them the way it was, rather than asking them how it is. Through CSF we're starting to get on the same page with trusting information."

4.3.2.7 *Information-related desires for moving forward*

All respondents appeared to have similar ambitions for improving information-related challenges moving forward. This included a call for equal weighting of Indigenous Knowledge & Western Science as information sources and the synchronization of data management systems.

This was articulated in comments like the following:

“You need to ensure that with shared decision making, both the government and the nation have the same set of information. We as government have access to information that the nations might not necessarily have. We need to make sure they know what information is feeding into our decision making. Depending on the scope, you need to start with a clear understanding of the framework you’re working within, which takes trust. Does the nation understand what they can and can not do within that legislation? If the nation is sharing information with BC, is it clear what we can and cannot do with that information? Once we learn each other’s processes, the relationship improves.”

“If you set the rules on what will be shared between the governments and how it will be used and how it will be protected, and you set rules on how you’re going to manage and assess all the information using Indigenous criteria, similar to how they would western science, then we’ll have a level playing field.”

4.3.2.8 *Equal weighting of Indigenous knowledge & western science as information sources*

All respondents expressed how bringing Indigenous knowledge into decision-making would significantly improve delivery of stewardship for wildlife. First Nation representatives expressed a desire to, with the proper information sharing protocol in place, share Indigenous Knowledge, including cultural connotations. *“When this type of information is shared, people gain more understanding.”* Respondents expressed the need for this information to be respected and equally regarded alongside Western science.

“Truthfully, the change that needs to occur is that unless we use wisdom of the ancestors of the people in those places, we’ll never move forward with environmental policies. We need to start blending the knowledge.”

Provincial representatives expressed a strong desire to incorporate Indigenous knowledge into decision-making and outlined the shortcomings of the current information that is used. With so few staff and resources to survey all animal populations, representatives acknowledged how necessary it is to apply qualitative approaches in addition to what is currently used. As a representative from the Province noted, part of why bringing Indigenous knowledge to the decision-making table is so important is also because members of the Nations are out on the landscape much more than a government biologist, for example.

“Relying just on science obviously isn’t working, we need to bring that way of thinking into our management. We’d be more inclusive and resonate with the communities. It would also start valuing it in a transparent way into our decision making, which isn’t currently happening.”

There seemed to be widespread recognition that not everyone involved in current decision-making structures fully understands what Traditional Knowledge is, and desire amongst those who recognize they don’t understand, to learn more about it and how they can apply it effectively.

“We’ve been at this for a couple of years now and I’m still learning about what Traditional Knowledge is. I want to know and use it, but it doesn’t work like that. So, it’s a bit mysterious to me still, it’s more of a way of thinking than anything else. We need to do a better job there.”

In addition to Indigenous knowledge being equally regarded and relied upon for decision-making, some respondents spoke of their Nations' interest in strengthening Traditional Knowledge and embracing more cultural ways of keeping people connected to the land through a 3N-BC arrangement for wildlife.

4.3.2.9 Synchronization of data collection and management systems

A call to work towards effective and productive synthesis of scientific and Traditional Knowledge was repeatedly voiced in interviews. Several respondents noted that this brings about the requirement to coordinate and synchronize systems of data collection and management. When information is handed off to the Province from Land Guardians, there is a desire to know that information is being used by the Province. The matching of data management systems between Teslin Tlingit Council and Carcross Tagish First Nation, not only with each other, but also with the Yukon Government and the Province, was mentioned as an example for 3N-BC to look to. This matching of systems has apparently made it easier to send information back and forth for use in decision-making processes.

4.3.2.10 Leveraging latest technology collectively

Respondents expressed a shared interest in harnessing current and new technological advances collectively. The use of collar data, drone surveys, GIS mapping, and other latest available technologies to collect information were all mentioned as technical abilities that could be shared among the parties. Work being conducted on a web portal and app development for First Nations were mentioned as conducive to encouraging data input for people frequently out on the land. A respondent noted that having such input in a digital format, rather than as a verbal account, may make it easier to translate to the Province.

Respondents highlighted several information related- issues that need to be addressed to enable improvements in information used for decision-making for wildlife. These issues were the Province's current information requirements, joint data collection efforts, lack of information sharing agreements, lack of Indigenous harvest data, the lack of authority of Land Guardians in collecting information on the land, worldview differences, and high staff turnover causing a loss of knowledge.

4.3.2.11 BC's information requirements

Who decides what information requirements exist around decision-making was mentioned as a challenge in this work. Respondents noted that within BC Government, the perspectives of provincial-level individuals and regional-level individuals regarding information requirements can be different, with provincial-level individuals making the final call about information requirements. One respondent noted, *"The data and research the Province requires in order to make decisions does not respect the traditional knowledge and the cultural values that we are so insistent on."*

Some respondents expressed that the Province's determination of data collection needs for wildlife stewardship doesn't capture information that is necessary for a Nation to make effective wildlife stewardship decisions: *"At the last technical meeting, the Province was sharing their LEH information, which shows the rough geospatial information surrounding harvest numbers. But what would be helpful for our Nation is that we need to know when and where the animals were harvested. But we currently don't know where/when, only what, and it's just not enough. Ideally, the CSF would provide a venue to see how those things are mapped out so we can provide the Province with important information and vice versa. I think it'd really help both parties."*

4.3.2.12 Joint data collection efforts

Nations expressed different levels of collaboration happening on-the-ground. While joint patrols with Conservation Officers or Parks staff happen, working in the field together on data collection is

still quite limited for some Nations. For example, a representative of one Nation explained how a wildlife population study is conducted within their territory feels like it is out of their Nation's hands. The case appears to be different in other regions, however, where joint monitoring initiatives are underway. The Tahltan Nation's Community-based Climate Change Monitoring Program's [study for the Tseneglode hodzih Caribou herd](#) with BC staff and The Tahltan Wildlife Guardians provide an example.

4.3.2.13 Lack of information sharing agreements

Respondents mentioned how lack of information sharing agreements has been a big hurdle to collaborative stewardship work and reiterated that completion of such agreements are essential for moving forward. This was reflected in comments such as, *"In the technical working group, a lot of our decisions have been drawn back because of the confidentiality and information sharing. These undefined sharing agreements were not ever discussed."*

There have been several past and ongoing individual efforts by each of the three Nations towards development of information sharing agreements with BC. We heard of ongoing efforts being developed which would enable year to year information to be accessed. Some respondents mentioned that these efforts appear to be siloed and not coordinated with each other and expressed a desire for 3N-BC to increase collaboration and to share resources, such as lawyers, on this front. Respondents noted that every community within the 3 Nations has a different TK protocol, so even amongst the three Nations there is a lot of work to do.

Some respondents also expressed how previous attempts at agreement on information sharing had failed. In one case, we heard about how BC had a proposed information sharing agreement for over a year before stating they could not agree to the respective Nation's conditions because it overextended the jurisdiction of the G2G agreement in the Nation's favour. Some expressed a desire for 3N-BC work to collectively resolve residual information sharing issues.

Several respondents spoke to the need for clarity regarding what BC can and cannot do with information once First Nations share it. It is a sensitive topic connected to the lack of Indigenous harvest data provided to the Province.

4.3.2.14 Lack of Indigenous harvest data

Provincial representatives mentioned that Indigenous harvest data is the piece missing from all datasets that the wildlife specialists use to establish management actions and allocation decisions. While the Province has data on licensed hunting, population data from inventory work, data on guide outfitting and other licensed harvesters, they have no data on the Indigenous harvest, which is seen as a big gap. Respondents mentioned that not knowing the withdrawals on a population increases the risk significantly as other sources of mortality are factored in, and that having a complete picture of drawdown is really needed.

"In all these past initiatives there's always been intent and commitment to supplement data on harvest. We've never seemed to be able to get there for whatever reason, whether it be trust, capacity, or ability to deliver when too much is bitten off. We all acknowledge that we need that data to inform better decisions, but we haven't been able to come to it."

Allocating licensed harvest opportunities in First Nations areas is particularly challenging for the Province due to having no current Indigenous harvest data. To allocate licensed harvest in the 3N region, the Province makes "informed guesses" based on surveys from the 90s or early 2000s with 3N. The Province factors in these surveys, how many members are in the communities based on the census, and demographical information to make informed guesses.

The extent of the current collection of harvest data among the Three Nations varies from quite extensive to very little. Respondents of one Nation mentioned that limited capacity and resources within their Nation's Land Guardian program has prevented them from collecting harvest data to the extent of other Nations. However, even when information is known, there is reluctance by members of some Nations to share it with the Province due to concerns over how the data will be used. Some First Nation community members feel that data they previously provided to the Province was misused by the Province. This led to a significant erosion of trust.

An incident that caused a significant breakdown of trust occurred when a First Nation in the past provided harvest data to the Province under the auspice that it would be used for *providing* a complete figure^{*40} of harvest to better understand mortality in the wildlife populations. Contrarily, it emerged in a meeting that the numbers shared by the Nation were being used by the Province to represent the Nation's harvest needs and therefore affecting the allocation of licensed harvest opportunities. Since then, Nation has not been sharing harvest information and has been adamant that their harvest is not equal to their harvest needs, or to the Nation's non-consumptive wildlife needs and values. This concern over ensuring there is transparency regarding what information is used for has been one of the stalling issues in arriving at an information sharing agreement, as there is concern there could be a bias effect.

4.3.2.15 *Lack of authority of Land Guardians in collecting information*

Land Guardian programs are seen as an opportunity to address a lack of Indigenous harvest data as they are the individuals on the ground conducting the harvest surveys and community engagement. They involve the community in conducting that sensitive work.

The Kaska have been working on having notifications of hunt for non-Kaska and non-First Nation members hunting in the territory, however they described trouble they have encountered in approaching hunters and getting their participation on the survey.

"The land users don't think they have to participate in our surveys so they write us off. So, we need support from the Province on how to collect that data, find the real numbers of people hunting, and establish a relationship between the Guardians and the land users. We're not there to kick people out of the territory. We need to find a way for BC to support the work we're doing as well. We even got threats last year while out there doing land patrols, so we need their support on how to enforce this. It'll assist wildlife management on both sides."

Respondents articulated the need to find ways for BC to signal this support moving forward. Suggestions for joint signage with both the Kaska Guardians and BC logos on hunting regulations were made. Having the information at Front Counter BC, where people go to pick up their fishing and hunting licenses, was also suggested.

"The Guardians are out there collecting information, doing surveys on hunting and camping, and we want BC to encourage us and the public to respect us."

4.3.2.16 *Worldview differences*

Some respondents expressed how the same piece of information can be viewed very differently, and how this indicates the need for Indigenous criteria to collect the information, and Indigenous scales to measure and analyse it.

^{40*} *Complete figure*: estimate excluding poached (licensed) or unreported harvest (First Nation)

“For example, a moose calving range near a community that’ll be impacted by development - well Western science and environmental assessment might show limited or no effects if there’s other suitable habitat. But Indigenous methods might say it’s critical because of its location to the community, it generates moose to meet our sustenance needs, it’s in our breadbasket area, development would have huge effects. They take the same information and look at it differently. There are other worldviews around that same piece of information that you need to be able to use both in your decision making.”

“Governments use different values and different sets of consideration. For example, TRT might say that harvest needs aren’t met, which is based on people out there on the land harvesting. While BC just looks at population data and states it’s a sustainable animal population, yet it’s not the same as saying TRT has food security.”

4.3.2.17 Loss of knowledge due to high staff turnover

Related to capacity issues elaborated on below, respondents mentioned the need for a better way of retaining and storing information, due to the high levels of staff turnover that all parties within the 3N-BC partnership face. High turnover currently translates to a loss of knowledge within the system.

4.3.2.18 Differences in wildlife stewardship priorities and approaches

There are both commonalities as well as differences between the parties around wildlife stewardship priorities and approaches. The parties have agreed upon a suite of species of highest priority for the 3N-BC CSF. Across the potential issues and management approaches that could be used to steward these species, there were some notable differences that arose.

“There are certain values in terms of relationships with wildlife and the land that are different, which makes it difficult for the governments to come together regarding specific management approaches.”

The Province has longstanding approaches to how they measure, monitor, and manage wildlife firmly founded in western science and western wildlife paradigms. As discussed earlier, Nations rely upon a broader suite of information for decision making including traditional knowledge, local knowledge as well as western science. Moreover, Nations embody a more holistic approach to wildlife stewardship. Deep cosmological differences were illuminated throughout interviews, through comments such as:

“Indigenous thinking processes are very different than governmental approaches. The BC government looks at things in isolation and does not consider the cumulative effects. They think of it as inanimate object, something happening in future. Indigenous people don’t think that way, everything is animate and in-flux. The CSF slogan is that “we can’t measure things we don’t know” but you can’t measure things you don’t value!”

“When we talk about respect for traditional knowledge, are we talking about quantifiable information or a serious effort to grapple with this difference in worldview, the more esoteric aspect of it?”

Some significant differences in perspectives and approach related to wildlife stewardship among the three Nations were also raised. Guide outfitting associated with trophy hunting was raised as the primary activity in which the three Nations have conflicting stances. While some see guide outfitting as important economic activity and opportunity for citizens to make a livelihood on the land, others do not support the harvest of trophy animals. This was described as a values-based difference

regarding the purpose of hunting. It may stem from sentiment that such animals are important to the health of the population or that too much of the animal is wasted when the goal of the hunt is to collect a trophy. Predator control was also mentioned but to a lesser extent, with some feeling that predator control is an appropriate and traditional method of wildlife stewardship while others feel that predator control likely doesn't address root causes and provides only a short term solution or is unethical. Some expressed their perception that this difference in values and culture may result in different priorities or approaches for wildlife stewardship.

It was also identified that internal work is needed amongst Indigenous leadership within the three Nations to resolve current disputes and come to understanding for the shared purpose of wildlife.

“We are three Nations that fought over many years throughout our history. We need internal Indigenous leadership work to resolve current disputes at local political level. Can we still make it work even with those political issues? We are doing this for the shared purpose of wildlife, so we need understanding.”

Yet, respondents seemed optimistic that the 3 Nations can come to a shared place for wildlife.

“We have a moose management plan for the 3 Nations collective territories that we worked on for last two years completely collaboratively. This is an example showing that we’ve done this, we can do this. It gives some hope and confidence in our communities.”

4.4 A REGIONAL FRAMEWORK AND SHARED DECISION-MAKING

Feedback received in the interviews made it clear that, consistent with the *Declaration on the Rights of Indigenous Peoples Act* (DRIPA) all parties envision sharing joint authority, beyond operational issues, with respect to all levels of decision-making in wildlife stewardship.⁴¹

To succeed in achieving that goal, the parties must not only share values but have a shared vision, mission, goals and objectives for wildlife stewardship, across all of its different components: these are the core elements of governance responsibilities. If these are adhered to, lower level decisions (for example, development of policies and strategies to deliver the vision and goals, and operational management decisions) should align with these as a matter of course. This approach also allows the parties to strategically focus limited resources on higher-level decisions, as well as select key lower level decisions.

The diversity and complexity of wildlife stewardship suggests that 3N-BC should consider identifying the foundational components of multiple decision-making models that might be utilized at different levels of decision-making and in different circumstances. For example, it might be appropriate to delegate authority to one party for certain decisions and develop joint decision-making bodies for other types of decisions; other types of decisions may clearly be best handled at the bi-lateral tables. This flexibility would allow the limited resources of each party to be focused on those decisions they feel are most important to be engaged with or for which they are best equipped to be responsible.

Embarking on an inclusive and collaborative process to identify these foundational elements could support immediate co-governance aspirations as well as provide the foundation for innovation and transformative change into the future.

3N-BC has already taken some steps in all of the matters described above, including articulating some (mostly high-level) values and guiding principles for collective work, in the endorsed 3N-BC Vision document from November 2019.

The same document sets out some guiding principles, components of a vision for wildlife stewardship in the region, some goals and some suggested actions. These could form the starting point for implementing the recommendations set out below. As the feedback summary indicates, the parties do not necessarily currently hold the same views as to the interpretation of some of these values and principles and this poses a potential barrier to successfully achieving shared goals. Provincial and regional-level employees of BC may need to initially clarify to the rest of the 3N-BC forum the relationship between BC's Wildlife Program Plan's vision, goals, objectives and strategies, the more recent *Together for Wildlife* strategy (including its vision, principles, goals and actions which were developed with all First Nations in BC), and the values, vision, mission, goals, objectives and strategies for wildlife stewardship that a 3N-BC forum co-develops. Conversely, the First Nations may need to ensure that the Province clearly understands their laws, policies and strategies for wildlife stewardship.

4.4.1 Finding common ground among the three Nations

Relevant to decision-making regarding a regional model is that our research revealed differences among the three Nations in support for delegated authority of a regional body. These differing

⁴¹ Refer to the Definitions Paper previously provided to 3N- BC in the Phase 1 report of this project that sets out various definitions of shared decision-making, including three consent-based models proposed by Kwul'a'sul'tun, Douglas White III.

expectations appear to stem mostly from concern surrounding how the Nations can retain individual autonomy while utilizing a regional decision-making model.

While it is outside the scope of our mandate to provide a definitive view in this regard, we do consider that whatever model for regional, shared collaboration is developed for decision-making would presumably be implemented through a framework or agreement between the parties.

As such, any such agreement could also presumably not replace or prejudice each individual Nations' constitutionally protected rights (e.g. rights to consultation). We also consider that this is such an important issue that clarity must be sought as to how those rights will sit alongside a regional framework and be protected, and how they may be exercised by the Nations when or if required. We suggest 3N-BC have this discussion as soon as possible to continue healthy progress and build clear communication and expectations. The goal of such a discussion would be to establish a baseline of certainty that the First Nations are not being prejudiced in any way, thus clearing the way to discussing shared decision-making models that will work for everyone. We would not anticipate that this would take much time.

The recommended discussion on shared values above may also provide additional clarity that could further address the concerns regarding balancing the decision-making functions of the regional body with individual autonomy.

Over the longer term, the three Nations may also consider investing in a process to further identify and clarify Indigenous laws and traditions to support transformation of wildlife governance. Relationships may significantly be strengthened from undertaking a process to explore and use each Nation's teachings and legal principles regarding wildlife stewardship. Commonalities among teachings and legal principles could provide a foundation for a wildlife stewardship framework among 3N-BC.

A process like this may allow for agreement on common ground among the Nations and would support exploration of models that all parties can have confidence in and consent to. This may be an approach to consider over the longer term.

4.4.2 Participation by other First Nations

Our research also suggests that concerns remain about how other First Nations could or should participate in a regional body. This appears to be a discussion that remains incomplete. We do believe it is possible to create a regional decision-making framework with the capacity to allow further participation in the future. In this discussion, the benefits of a shared values approach again show themselves, as participants who share the same values are likely to want the same outcomes. However, we consider this is a matter the parties must resolve directly with each other and have made no recommendations in this regard.

4.4.3 Recommendations:

- Having established key relationship requirements and steps to take, and identified shared values on which to base a long-term sustainable regional relationship with respect to wildlife stewardship, confirm the group's long-term governance vision, mission, goals, and objectives for shared decision-making in wildlife stewardship.
- As part of the discussion, ensure that the parties have a shared understanding of each other's terms and interpretation of all those terms.
- Engage in a discussion to confirm that individual rights will not be prejudiced or affected by the adoption of an agreement on regional shared decision-making.

- Consider a diversity of decision-making models and the potential application of components of those models to various levels of decision-making (regulatory, policy, strategic and operational) taking into account factors such as efficient use of resources, capacity requirements, exchange and use of information, and other relevant issues identified in the interview summaries.
- If applicable, discuss and identify the most important decisions and priorities for implementation of a shared decision-making model in both the short and the long term.

4.4.4 Rationale for recommendations: Feedback from interview process

4.4.4.1 *A true joint authority decision-making approach beyond what occurs now*

A desire for legislative changes that would not continue to allow what is perceived as “unilateral decision-making” was expressed by several respondents. Several respondents expressed a desire for shared jurisdiction, beyond consensus recommendations.

“Right now, still we’re at the recommendation-based approach and we’ll never achieve joint decision-making if we’re still doing a recommendation-style approach.”

“We want to be recognized as a government, so we need to be sure that we have that ability, authority, and jurisdiction at the table to make decisions.”

“Any time there’s a decision that impacts a large part of the territory with wildlife, we’d like to be a part of it. BC has to talk to us about strategies through their engagement and consultation framework, but we’d like to be more involved in ongoing changes.”

“We’d like a joint institution with delegated decision-making responsibilities. We see this model as minimizing the likelihood that decisions would create problems.”

“I think a true decision-making partnership would be really important in the spirit and intent of reconciliation and the other legislation that BC has brought in. We want non-fettering language in our agreement to show we’re starting a new course in partnership moving forward.”

4.4.4.2 *Clear decision-making mechanisms with mandated conflict resolution processes*

Several respondents expressed concern over how a regional body would proceed if the forum is not aligned on an issue, and voiced the need for clear conflict resolution processes.

“The most challenging and essential issue is ensuring that proper mechanisms are in place for how final decisions from the respective governments are dealt with, in particular where there is a situation of conflict between them. Are there mandated and required processes that must be followed where decisions are in conflict? What is the legal effect of respective decisions when there is a conflict (e.g. one government says proceed and the other says do not)? Are there certain contexts where the parties might agree in advance that the decision of one government may proceed even if not aligned with the decision of the other?”

4.4.4.3 *Clear roles and responsibilities*

A desire for clear roles and responsibilities within a regional framework was widely expressed. This included the need to ensure performance measuring and to hold everyone accountable.

“We want to hold BC accountable, but we also want them to hold us accountable.”

4.4.4.4 Improved efficiency

A desire for increased efficiencies through a regional approach was voiced. Some respondents expressed concern regarding capacity and resourcing if a regional 3N-BC table is created and doesn't create some efficiency or relieve some work from what is required for individual g2g tables.

"We need to relieve resources moving forward. I know that may be naïve of me, but I think we need to be asking ourselves that question. If it's too much, it doesn't stick, doesn't work, government can't keep up with it. It has to be the right size. It's kind of just the reality."

Connectivity with other bodies that influence wildlife stewardship

Respondents voiced the need for a regional body to connect with other bodies that influence wildlife stewardship in order to be effective.

"With shared decision making, it does not include the environment assessment office, doesn't include the oil and gas commission. There are a couple other major regulatory bodies out there that can influence activities on the land and effect wildlife that sit outside the g2g agreements."

4.4.4.5 Greater connectivity between strategic and operational level decisions

Respondents voiced the need for the operational relations to be strongly connected with strategic relations to avoid a disconnect regarding what can feasibly be accomplished.

"There needs to be a strong connection between operation and strategic, and the implementation of it thereafter. It'll lead to issues and rub points, ultimately damaging trust, if you do not have steps to implementation."

Clear distinctions between local, non-Indigenous licensed hunters and other non-local BC residents

Several respondents highlighted the desire for a collaborative wildlife framework to enable licensing decisions to distinguish between local and non-local non-Indigenous hunters.

"[T]he problem is that the Province won't entertain a scenario where local, non-Indigenous, licensed hunters have priority access to those areas over other non-local BC residents. [Our Nation] is stepping away from pushing for an LEH (Limited Entry Harvest) in [our region] because it means the local community will have to compete with people from Southern BC to get a draw to harvest. It's a regional issue with a Provincial mandate. BC won't go there because there's so many hunters living in Vancouver that would be so angry if priority access was going to local communities instead."

As previously touched upon, respondents also mentioned the necessity of upholding the autonomy of each Nation participating in a regional, delegated decision-making framework.

4.4.4.6 Benefits of a regional framework

Although some apprehension regarding a regional framework was noted amongst respondents, the benefits of a regional framework were widely acknowledged. Many respondents mentioned greater weight and influence of decisions made collectively.

"The geographical vastness of this collaboration, covering a huge portion of British Columbia, we'll have a lot more success with that than at our separate tables."

Increased efficiencies were also widely acknowledged by respondents, primarily in terms of amount of engagement and staff required. Respondents also noted strengthened trust among participants and communities as benefits of a regional framework.

“To have three Nations together having a discussion, instead of us going from Nation to Nation discussing the issue without collaboration between the Nations themselves. The Nations can then have the conversations about those issues together with the government collectively, rather than questioning what other Nations are doing and their trust in us.”

“I think that having that sense of familiarity and having shared successes would be very hopeful for building the trust.”

“If people are together in one place, there’s efficiency to gain from that.”

The ability to share resources was also voiced- primarily in regards to having a shared table of support people and advisors that all Three Nations can draw on.

“Sharing of resources is a big deal for multination shared decision-making groups.”

Respondents also described improved outcomes regarding shared concerns that they envision a regional framework would facilitate.

“If the three Nations all got on the same side of an issue, there would be more influence ... A lot of these bigger issues are regional, or even larger. I think a regional forum would lend itself to addressing those bigger things. I know all three Nations are facing southern hunters coming up here. Or the transboundary caribou herds that are crossing boundaries into all the Nations.”

“We at TRT might say “yeah we noticed it was a low sheep/lambing production year”, the Tahltan’s might say “oh yeah we saw that too”, but if Kaska says “oh, ours was better than average”, that would lend itself to helping to answer questions by looking at populations regionally and understanding smaller differences.”

In addition to transboundary herds and non-local hunters, climate change impacts were mentioned as an issue that ought to be addressed regionally.

4.4.4.7 Aspects of the current decision-making system that could be brought forward into a regional framework

Respondents spoke to bodies created out of bi-lateral agreements such as Fish and Wildlife Working Groups and Land Guardians as components of their current bilateral frameworks that they could see moving forward into a regional framework. They also mentioned some aspects that have worked well with operation of the CSF that they would like to see continued. Some mentioned the benefits of having the same individuals involved at a regional table, at individual G2G tables and with the Guardian programs, and suggested this be considered in a regional model. This eliminates a lot of meetings, allows for increased information sharing amongst the tables, and ensures information is brought back to each Nation from the 3N-BC table, and vice versa.

4.4.4.8 Fish & Wildlife Working Groups & other bi-lateral bodies

Several respondents expressed that the working group model that is currently part of the bi-lateral framework would transfer well to a 3N-BC model.

“You need these working groups because you cannot discuss everything at the forum level.”

Nearly all respondents mentioned that the Fish & Wildlife Working Groups created under the bi-lateral arrangements should be carried forward into a regional model. Some expressed that they would like to see F&W Working Groups with enhanced powers, responsibilities and resources within a regional framework. Respondents also mentioned that they would like to see components of the

previously mentioned Kaska-BC Natural Resource Council and the Klappan Board brought forward into a regional model. In particular, having senior government representatives with the ability to make decisions at the table was a component that was recommended for a regional table. One respondent described the Klappan Agreement, with statutory decision makers at the table, as the most advanced G2G relationship in the Nation:

“It is a stronger co-decision-making process, compared to the SDM. It’s an agreement between the two governments on how to make co-decisions, not recommendations - true decisions on activities in the Klappan plan area, including the sacred headwaters.”

4.4.4.9 Land Guardian programs

Land Guardians are one of the main mechanisms through which First Nation Governments currently undertake operational tasks of wildlife stewardship.

Land Guardians were reported to be conducting a significant amount of the wildlife and habitat monitoring work in each Nation’s traditional territory. They also work on compliance with hunters and other land users, and gather harvest data from community members. Several respondents from all parties spoke of Guardians’ ability to carry out a lot of the operational side of wildlife stewardship.

It is evident from our research that Land Guardians programs provide a significant amount of value to wildlife stewardship across the 3N-BC region, and that they are highly regarded across all the parties. Land Guardian programs were overwhelmingly described as a success, and several respondents expressed a desire to build upon their success within a regional wildlife stewardship framework, with one respondent going so far as to say, *“They are probably the key to the whole thing.”*

Respondents described how the programs contribute immensely to furthering community involvement in wildlife stewardship, and described the programs as empowering to Nations in assisting with management of their own affairs. Land Guardians’ contributions to monitoring efforts were also mentioned as impactful in building trust amongst communities in joint monitoring initiatives.

4.4.4.10 Compliance and enforcement

The lack of provincial enforcement capacity across the region was widely mentioned, and the Guardians are valuable to Conservation Officers (COs), as they are constantly out on the land receiving and responding to calls. Some respondents mentioned how COs are required to cover very large areas and how it’s not possible for an individual officer to effectively undertake monitoring and compliance in such areas on their own. Several First Nation respondents expressed desire for their Guardians to take on some of this work, and the need to improve compliance and enforcement capabilities of Guardians. Some provincial representatives also echoed a desire for joint compliance efforts between COs and Land Guardians.

“When it comes to wildlife management and stewardship, I think we have a lot of opportunity on the compliance side of shared decision making. When people think about shared decision making, everyone goes straight to the authorizations. When I think about it, I think about the people living in these communities safely helping us with enforcement. They should receive the same level of respect a conservation officer would and the joint authority. This is the circular, wholesome piece of the shared decision-making.”

Some First Nation respondents described a vision of eventually having joint signage reflecting a joint compliance relationship - in which logos of both the First Nation and the Province are displayed side by side asking land users to contact either party in the case of an observation. Some respondents described how they would like to eventually see First Nation Land Guardians as the primary contact in such cases. This would require the shifting of allocation of resources on behalf of the Province.

A suggested interim step while Guardian programs work towards compliance and enforcement capabilities was to build better relationships with the COs within the 3N territories. The need for improved relationships and improved communication between the COs and Guardians was mentioned several times.

4.4.4.11 Expanding roles

Some respondents described how having the Guardians involved beyond the operational level has been beneficial too, and suggested they play a role at a strategic level, in addition to working with communities on the ground.

“They’re very keen to learn and aren’t afraid to speak up. They also always have great insights. It’s great for the first nation negotiator representatives at the table to hear their perspectives. They bring the on the ground, real-world reality to the table and it’s appreciated by everybody. They bring a perspective that is way less positional. They seem to be able to find the middle ground place to walk forward through some of that positional tension that you start to gravitate toward sometimes at a negotiation table.”

Guardians were also mentioned as key to succession planning for governance roles moving forward. Several expressed a desire for Land Guardians to play a significant role in a 3N-BC collaborative framework. The need for that work to be resourced was reiterated many times.

“Once a decision is made, we need to know how the land guardians will be a part of the ongoing investigation and monitoring with that decision. BC needs to understand the importance of providing funding and support for that.”

4.4.4.12 Benefits of the CSF

Some respondents mentioned what is currently working well within the CSF that they would like to see continued.

Several respondents mentioned that the CSF has alleviated funding stress, and spoke particularly of how previously land guardian programs were constantly chasing after different pots of money to remain functioning. This funding uncertainty leads to questions around if the programs will continue after this year, which makes for difficulties in long-term planning for the programs.

“Instead of me devoting time every year to finding more funding, we’re able to really focus on developing the Guardian program, which has been a game changer. We’ve had two consistent years of funding with one more coming up. I’m really interested to see where it goes at the end of the next year – it might be back to hitting the pavement and looking for the funds to fund our Guardian program. Recently we’ve had the funding to have our Guardians working full time, and also hire seasonal Guardians and employ Elder Guardians. The CSF work has brought a lot of jobs to the communities and allows us to get back out on the land.”

Several respondents mentioned how the CSF has been extremely helpful in providing more resources to allow communities to weigh in on and prioritize wildlife stewardship projects in their territories. A few studies that had been deferred repeatedly, like thornhorn sheep, have been

undertaken since the CSF began. Elders had long been noticing differences in populations of sheep and were expressing concerns over not having current data or research up to date. Several First Nation respondents expressed gratitude for the CSF and mentioned several ways it has helped them with delivering stewardship responsibilities.

“Before the Province would just say they had no funding for that type of project, but the CSF pilot project created the capacity and funding we need to continue with that project. If we had not received CSF, we’d be in the same boat of no capacity or resources today.”

“Through our Fish and Wildlife Working Group, when it was just TRT, we were always trying to find capacity or funding for a project. We now have more support and resources with the CSF to add into our decision making.”

4.4.4.13 Learning from the past

Respondents also spoke about lessons learned (either as shortfalls or successes) over recent decades that they feel should be brought forward to inform a shared decision-making model. While some of those past experiences have already been shared in above sections of this report, several respondents mentioned lessons that emanated from the Northern Wildlife Roundtable that are relevant to a shared decision-making model.

At the first Annual Northern Wildlife Symposium in 2016, the Northern Wildlife Roundtable (NWRT) was formed. The NWRT was the latest initiative through which the four parties came together to make proposed wildlife management changes, though Kaska Nation and Taku River Tlingit Nation involvement was minimal. Fish and wildlife working groups from each of the G2G agreements, local guide outfitters and non-profit organizations with an interest in wildlife came together to identify management concerns and discuss solutions. The NWRT culminated in proposals and a report with recommended options for changing moose regulations that was presented to BC’s Minister of FLNRO following 2017 NWRT meetings.

Respondents discussed how the NWRT was helpful in that it brought people around one table to have equal positioning on an issue. It provided a forum for identifying and providing a process for addressing conflicts and issues. However, several concerns with the process were repeatedly highlighted.

There was widespread recognition amongst respondents that the Province undertook a “dirty move” that caused many involved in the NWRT to lose some faith in the Province’s words about moving towards shared decision-making for wildlife stewardship. In summary, respondents described a process of the NWRT developing recommendations (two main packages) and those recommendations sent to Provincial Executives. Multiple iterations were developed, and in one of the briefings, there was miscommunication about what the actual changes would be. The Minister felt the proposed changes were going too far and intervened so a third package of recommendations was made up by Regional Executives working with staff. Due to time pressures, the Province didn’t go back to the NWRT to explain the changes made in the third package. This third package was the recommendation that ended up being endorsed by the Minister. The NWRT, including the 3N, didn’t find out until it was public, and caused a large amount of tension at the NWRT.

“It was like, why are you bringing us together and asking us for recommendations if you’re going to drop a third one here without even talking to us about it?”

“I swear I shed tears I was so disappointed.”

Some described the disappointment that came after trusting the Province that things would be different that time around. Respondent's comments regarding the NWRT suggest that a lot of trust was lost throughout that collaborative process.

A lot of effort went into coming to the NWRT recommendations. Respondents mentioned that each party was unhappy with different pieces of the recommendations. One respondent summarized it by saying that "3N wanted full LEH throughout all of their regions, BC Wildlife Federation wanted less LEHs, outfitters wanted higher quota." Despite these differences, the parties were able to agree on forwarding a set of recommendations, which were then not accepted by BC.

The Province tried to address mistakes and keep the NWRT together. The process ended up accomplishing changes across the northern Skeena Region for moose, with high cultural use areas, antler restrictions and limited entry harvest zones being integrated. Some said this has made a big change to how wildlife decisions are made within a First Nation government.

"In one area there have been changes with moose management and there's the LEH around Klappan, and we've got restrictions around communities. Is it the desired outcome that everyone wanted? No. But is it better than it used to be? Yes."

Respondents mentioned that the process demonstrated that the parties are able to do something without changing the line authorities or legislation.

"It was about providing joint recommendations to a decision maker. It showed that if you don't pay attention to your process, it could fall apart. It was by far, not perfect, but it was something we could do within the status quo."

Several respondents spoke about the facilitator of the NWRT and how impactful his presence was in assisting the group moving forward collectively.

"What made the difference was the way the Province engaged by hiring a facilitator."

"Robert was really good at ensuring everyone was heard, didn't matter if we all agreed, we just all had to be heard. He made sure we always went back to what we were, where we were, or whether we'd come to agreement."

The different levels of participation amongst the Three Nations in the process were mentioned as something to be aware of. Changes ended up being made in Kaska and TRT territory when their leadership didn't endorse the process. Some respondents voiced concern about Tahltan having the greatest influence within regional decision-making. Differences in values amongst the Nations regarding guide outfitting were mentioned. The perception of the NWRT as being a stakeholder table also contributed to the lack of participation of some Nations.

Lessons regarding stakeholder engagement were also mentioned particularly how local non-Indigenous hunters were part of the process, as having community support for these decisions is critical, since they impact people beyond the 3 Nations and BC.

"Who is the leader at these tables and how do they get community support? Consultation engagement is required for BC, but when I think of wildlife considerations, it's the local hunters- how are they part of this? We can learn from lessons at the Northern Wildlife Table. In terms of strategic engagement, we have grown our capacity and our leadership's knowledge has grown and we've been better with engaging with communities in Kaska and with BC. We want engagement to be part of the process and not a new burden on the communities."

A respondent suggested it would be useful for the three Nations to lay out to the Province what an appropriate stakeholder engagement process looks like on their side.

Having the NWRT based out of Dease Lake and having the parties come together in the north to discuss the issues changed the table, in the sense that it brought about more awareness in the need to negotiate outcomes that support both governments.

Lastly, one respondent voiced that the NWRT's jumping to the management phase without discussing objective setting and assessment was a large part of where they felt the process "missed the mark."

4.4.4.14 Transboundary issues

All respondents felt it was important to ensure there is a mechanism for involvement of other Nations with overlapping claims in a regional model. Involvement of the Carcross Tagish First Nation and the Teslin Tlingit Council in particular was voiced. Respondents noted they must be included as they have rights and interests that are directly impacted.

Many respondents expressed the difficulty they often face with collaborating with other Nations because of the Yukon/BC border, or stewarding their territories when they are split by borders imposed by colonization.

"We don't just share territory with the interior BC Nations, but also some of the Yukon First Nations. When we are talking about fish and wildlife management, that gets really difficult because wildlife do not observe artificial borders imposed by colonization. We're only given the resources to manage our territory in BC, not in the Yukon ... Our Nation is not able to adhere to the visionary teachings and stewarding all our lands because of the modernization of fish and wildlife management. That's an issue and it makes us uncomfortable when trying to effectively manage the populations. Also working with transboundary governments can separate out and categorize, and delegation of responsibility is hard to maintain in these situations."

The fact that only one Tlingit Nation is currently at the table was voiced as an issue, and the desire for more Tlingit involvement. Some noted the need to involve Nations with overlapping claims at the right time and place, and suggested that 3N-BC develop a collective stance on overlapping territories and "get our feet under us" before involving other Nations. Others felt that affected First Nations with overlapping territories should be automatically provided an avenue for collaboration as soon as possible. One respondent expressed concern over expansion. *"I find that in my experience, when you develop a First Nations inclusive model, and you expand after you develop it, it might not work because the trust factor isn't there."*

Some respondents highlighted various questions that need to be answered before other Nations become involved in a model.

"I think that the whole idea of how you define the model, is what does a Nation do that wants to be involved, what's required, how do you show you have similar values, how do you show you have resources to bring to the table? When you are angry and want to leave, how does that happen?"

A decision matrix applicable to overlap areas was suggested. Others suggested some Nations may wish to delegate one of the 3 Nations to represent their interests at a table. Others suggested a seat at a regional table that begins with observer status and perhaps moves to greater involvement over time. Still, others expressed this may not be enough.

“Of course, they should be included. But whatever process that looks like, you need to be aware they aren’t just stakeholders, they are governments and they’d want a government representative at the table. They have to be treated as a government. If for some reason you didn’t want them as full members at the table, maybe you could have an observer status with a specific consultative process that allows them to input at various stages.”

All in all, most respondents were positive about involvement of other Nations in a model, and suggested it would lead to better stewardship outcomes for wildlife.

“Animals know no boundaries, so wildlife and many herds may cross over to all 3 Nation territories – to be on the same page with how to manage wildlife is important so there’s no contradicting of managing species.”

“Anyone who has a shared overlapping claim might want to be involved and there should be some type of mechanism to do that. I understand transboundary issues could be a problem, but that just makes the dynamics more interesting and complex. We’re forced to evolve and advance our perspectives and our way of doing things that might be more consistent with what the most vulnerable animal populations require.”

Work that TRT is currently doing to develop a regional caribou plan with BC and the Yukon and 5 other nearby Nations was highlighted as an example that 3N-BC may wish to look to: *“[T]his plan will go to each government’s leadership for them to individually sign off on the plan. There is shared technical support and shared engagement. It helps with information sharing and developing a policy together, while retaining the individual authorities to sign the document and request specific changes.”*

Moving forward, most respondents felt that the Province should take guidance from the three Nations on the issue of involvement of other Nations with overlapping claims.

Additionally, difficulties in getting the Yukon government and the BC government on the same side of an issue were also voiced. One respondent mentioned how six Nations have voluntarily chosen not to harvest caribou from the Southern Lakes Caribou herd, which has prompted the Yukon to shut down all licensed harvest. However, the respondent described how BC has not taken the same action.

“But, British Columbia has done nothing. There is still a general open season with no quota on the guide outfitters done there. It’s a big bone of contention. Although the conversation has come up at 3N it doesn’t really play out at this level.”

4.4.4.15 Determining individual or aggregate First Nation decision processes with BC

We found there may be significant differences in expectations regarding delegated authority of a regional body and the decisions it would make among the three Nations. This appears to stem from concern surrounding how the Nations can retain individual autonomy while utilizing a regional decision-making model. Several respondents expressed the importance of each nation maintaining their sovereignty and having their own G2G table for certain issues related to wildlife stewardship.

While some spoke about desire for a joint institution with delegated decision-making authority, others also perceived that some members of the forum have more restrictive expectations of what the long-term vision is. One respondent strongly expressed that as individual nations have the responsibility to make decisions with BC in the current framework, a collective decision-making body comprising the 3 Nations wouldn’t make sense. These differing perceptions have led to perceived differences regarding how members want to collaborate.

“The individual Indigenous governments are still working on what their individual decision making looks like. So, there’s already uncertainty there. But I really don’t see this collective 3N group having any kind of jurisdiction because that lies with the individual governments. Perhaps they have a different understanding of what a decision-making body is than I do.”

“We all have a collective understanding in the need to manage wildlife because we all rely on it. But we might have different ideas of what the decision-making might look like ... The decision-making body needs to be further defined, and maybe this is a question that needs to go back to the Three Nations.”

Although it was reported that the group is moving past this uncertainty, it has had some impact on relationships, as members explained their need to know where the group is going, what their collective goals are, what the collective vision is, and that the group agrees on these pieces. Still, some respondents expressed optimism that the 3N-BC group can agree on the most important pieces to more impactfully undertake wildlife stewardship as a regional collective.

“There’s a tremendous opportunity for efficiency in aggregation. But there’s a lot of reservation about going there. The default is to be Nation by Nation. If we’re going to do that, I’d like to know. It puts a totally different context on what we’re doing with 3N. It’s more information sharing opposed to decision making if that’s the case.”

“Because if we agree on the long-term vision and on the goals of where we intend to eventually be going, then it doesn’t really matter about what a lot of the conflicts are that could arise, so long as we’re all agreed on where we ultimately want to go, we’ll eventually get there, the idea is that we’ll get there, because we’ll all keep working on creative strategies on how to do that.”

4.5 DEFINE AND IMPLEMENT “PILOT” PROJECTS

In the near term, it is likely practical to work within the existing system of wildlife governance and adapt it to integrate important components and values of co-governance, knowing that the long-term goal is transformative change that reflects true co-governance, and will look different to the current processes and structures that are in place.

A strategy that has proven conducive to getting management boards to think about subjects they are managing in a way that extends beyond organizational affiliation is to centre a framework on the subject itself. We understand that the 3N-BC team did this for your child welfare strategy, with your “Child in the Centre” approach, which had great success. This approach could be readily applied to wildlife species stewardship. One or more short term pilot projects focused on a species – for example, moose – could test agreed values, develop processes for shared decision-making in the context of the current regulatory framework, and enable the parties to go through a process of developing a vision, mission, goals, and strategies incorporating the values and other agreed processes and relationship steps.

Some respondents have mentioned the “seasonal round” and how it guides thinking about wildlife management issues. The seasonal round fits naturally with a species-focused approach and assists in holistic considerations of seasonal patterns in ecology and culture as well as governance activities.

A seasonal approach centred on a species (along the lines of Figure 3), may allow issues requiring decisions in each season to be explored in greater detail (e.g. population issues, harvest issues, habitat issues, access issues) and allow the forum to determine which of those are best suited to a regional table.

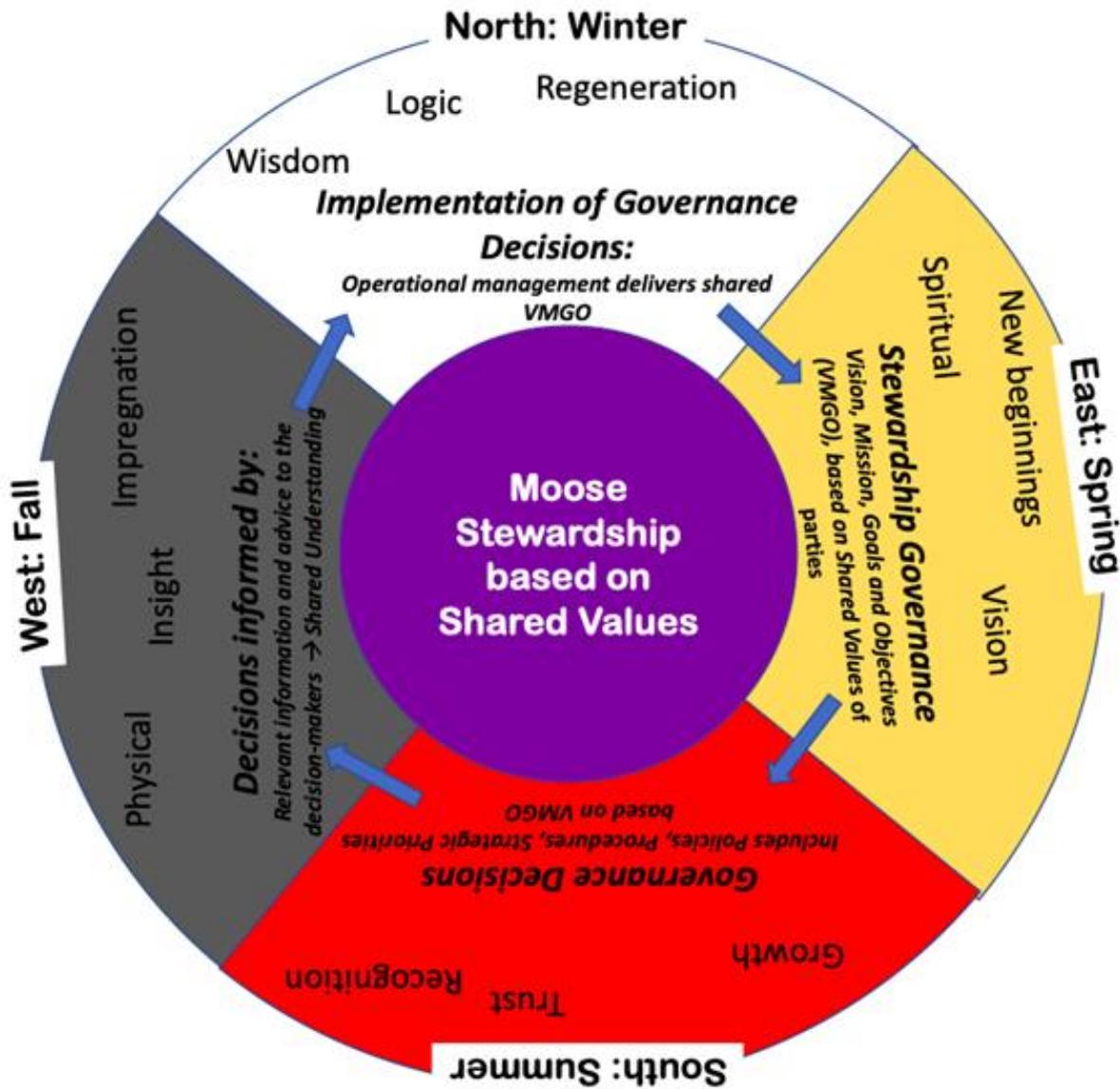


Figure 3: A Seasonal Round Framework for Moose Stewardship emerging from Shared Values.

4.5.1 Recommendations:

- Explore development and implementation of a regional, shared decision-making model through focus on a single species, centring a framework on the subject itself (e.g. moose). Within this process:
 - Include co-development of a vision, mission, goals, objectives, priority actions and assessment indicators.
- Track which decisions arise as most conducive for a regional table and which are best suited to sub-regional decisions/tables
- Test the model at appropriate junctures against the shared values and relationship principles that have been agreed.

4.5.2 Rationale for recommendations: feedback from interviews

4.5.2.1 Incremental steps

Several respondents voiced the need to set an incremental path to shared jurisdiction. Various suggestions for incremental steps were voiced. Respondents suggested focusing mostly on building community level trust through increased community input and engagement as a first primary step. Relatedly, information sharing between the parties was noted as a key place to start.

“It starts with the information flow. We need to have information flowing to the communities, we need it flowing out of the communities. People need to be talking to each other. We’re getting there, but it needs to be a maintained effort. When you have those elements in place, then you know where you can go with your shared decision making. You know what the interests are, you know where the support exists, you can build your decision-making process organically from those elements as opposed to something that is abstract and blue sky.”

Some mentioned the importance of learning about each other’s worldviews and practices before trust can be built, thereby allowing information sharing.

“It’s not just different types of information, but they’re based in different value systems. It’s difficult to compare without trust. But in order to build that trust, we need to learn each other’s practices and values.”

Some mentioned that engaging communities in what Land Guardians are working on was a good place to start regarding community engagement. In discussing the primary incremental step of community engagement and participation, some respondents discussed the simultaneous need for stakeholder engagement and participation.

“Now that we know where we’re at with BC and 3N, we need to know where the stakeholders are. We need stakeholder buy-in so there’s less division and more agreeance. Community buy-in is needed for a successful multination approach. We need to ensure that this is truly what everyone wants.”

“We’ve got the rough outline of what CSF is, what the possibilities are, and what we’ve accomplished to date. We need community input and various interest from communities to be able to engage with us, we need to hear from the public as well, so that’s an important piece.”

“We need someone dedicated to engaging with the community so that engagement is consistent and so that we don’t overwhelm the community with too many meetings. We need to get into a set process, so everyone knows how we’re doing it.”

Respondents also mentioned the need for Nation-building among the 3 Nations, and some suggested that an incremental implementation path could assist with this.

“The diversity of Nations means that there is a diversity in interpretation and implementation, leading to confusion on how to implement it. It makes it easier, sustainable, durable, and more supported by the Nations as well as supported by Provincial stakeholders if there is a clear way to implement it.”

The need to share processes with each other was also voiced as an incremental step that should be followed.

“We need to continue understanding each party’s limitations. Sometimes it’s policy, or laws, or mandates, or MOUs, something that the First Nations are not aware of - BC has limitations. We need to have those open conversations when hurdles arise, and really explain the reasoning behind those

limitations as to find understanding. I'm sure there are things where the Nation's structure doesn't allow them to do something that we might not understand immediately, so we need to be able to communicate about that."

Others suggested that openly sharing about capacity limitations and collectively determining solutions to bridge gaps was necessary as an incremental step. Still, others felt that the creation of shared resources right away was necessary.

Several respondents voiced the necessity to not lose sight of work that has already been done and to build off of current systems right away and leverage them to make more progress and enable some change quickly. Some suggested beginning with working in this current legislative system and context (changing the process without changing the legislation) and then making plans for more transformative medium- and long-term changes.

Some noted the need to better refine the vision of where the parties collectively want to go first, and then an assessment of required changes to the system to arrive at that vision.

"We need understanding of what the legislative landscape is relative to where you want to go. Then a strategy to address any legislative shortfalls in order to get there."

Some suggested establishment of joint monitoring protocols to measure the effectiveness of different management actions 3N-BC is currently taking through pilot projects. A focus on one species to start, as 3N-BC is currently pursuing, was voiced as a good place to test drive several of the changes sought.

"We need to build off previous work and pilot co-management approaches for specific species that we've already worked collaboratively on. By focusing on one pilot and one species, we can figure out how to incorporate local and Indigenous knowledge for one species. We can use this as a way to build trust and demonstrate how the knowledge will be used so we can continue to grow."

4.5.2.2 Current collective wildlife stewardship projects of 3N-BC

The 3N-BC forum, through CSF, is currently collaborating on several ongoing wildlife stewardship projects, such as caribou capture and sheep counts. The 3N-BC Governance Group has agreed to collaborate on the following four species in the third and final year of CSF, in the prioritized order of: Moose; Caribou; Sheep; Goats.

A large focus of the 3N-BC's collective work to date has been on moose. The 3N-BC Technical Working Group has collaborated on proposed changes to moose regulations in the past. The Working Group unanimously agreed on changes that would go forward to the Minister, but when forwarded, the Minister decided against moving ahead. 3N-BC is currently collaborating on a pilot project regarding consent-based decision making using an adaptive management framework model for moose stewardship, building off of work that previously happened with the Northern Wildlife Roundtable.

The 3N-BC team is currently advancing a pilot around moose that builds on that work, looking back to hunting regulations established in 2018. The team is assessing the objectives they were trying to achieve and determining how they can monitor if they met those objectives or not. This included gathering local and Indigenous knowledge around the high use cultural areas that were established, how harvesting has since occurred in those areas and then incorporating that into the next round of developing management options for each of the population management units. As this issue contains much conflict between resident and non-resident and Indigenous hunters, 3N-BC thought it would be a good area to pilot. Upon dividing this pilot into steps, the process will culminate in the

development of joint recommendations, which will go to the director of wildlife in Victoria. 3N-BC then hopes to undertake joint monitoring and evaluation of how those unfold.

Current pilot projects were determined through February workshops after proposals for projects were presented. In these workshops, both the 3N-BC Governance Team and Technical Working Group went through a review process looking at the forum's ongoing work, and what to focus on for this year that would advance the vision and foundational projects of the CSF. The forum decided particularly to focus on projects that would set in place new ways of conducting wildlife stewardship in the 3N region if CSF were not be extended. Some respondents expressed that pilot projects are a way through which the 3N-BC forum can begin to test decision-making as a regional body as opposed to bi-lateral decision-making. However it may take some time for the forum to consider the entire region rather than just individual territories in the process.

"[T]he tougher part comes in when you start doing projects. You look at the common land base and think about stewardship projects in the area. There's a default process where Nations just look at projects within their own territory."

4.6 CAPACITY

This report does not include any specific recommendations as to how to increase the capacity of the parties to implement wildlife stewardship, as that is beyond the scope of our work. However, it is critical to understand the substantial feedback of the parties about capacity issues, and accordingly we have set that out here.

Nearly all respondents mentioned capacity challenges as a significant impediment to wildlife stewardship. These challenges include overburdened individuals, high staff turnover, capacity disparities between parties, and a lack of succession planning. Some mentioned that they perceive tension at the table even at this early stage about capacity imbalances within 3N-BC.

"We don't have capacity support to do wildlife planning in a joint manner that is truly effective in getting community inside and also the tech support too."

Different capacity-related challenges were reported by each of BC and the three Nations. Some First Nation respondents mentioned how understaffing has been a major problem in recent years, which has led to existent staff being significantly overburdened with tasks and responsibilities. Although a shortage of funding was mentioned as a critical factor in capacity challenges, some respondents acknowledged that even when there is funding, it can be difficult to staff the positions, or to keep staff in such positions. The remote nature of many of the communities of the Nations, as well as other workplaces being able to pay higher salaries were some factors that respondents attributed this to. For example, a representative of one Nation described, *"Our turnover of staff and management has been major; in the past 20 years we've had 20 different land managers. It makes it harder for us to participate in these policy decisions."*

Lack of succession planning was voiced as an issue. For example, a new G2G co-chair coming in had no G2G co-chair in place to train them. Having never attended a G2G meeting before, they thankfully had valuable professional and technical support provided by a consultant to assist them in adjusting.

The additional travel burdens that First Nation representatives within bi-lateral arrangements often endure to participate in collaborative meetings with the Province was also highlighted. With many meetings being held in provincial hubs like Vancouver, the longer travel times for First Nation

representatives has some representatives requesting that more meetings to be held in communities. However, the technological limitations such as communication bandwidth within many communities was recognized as a barrier to this, as were more cumbersome travel logistics.

When working on a wildlife decision within the bi-lateral frameworks, the difference in capacity between parties to undertake the same tasks was highlighted. Respondents noted that BC may have several people on their team performing different duties including specialists such as data analysts while the First Nation often had one person doing all those duties. Interviews suggested provincial representatives are acutely aware of these capacity differences between the Province and Nations. The demanding nature of the consultation process was acknowledged with comments such as, *“When productive conversations stop, you need to consider if it’s a capacity issue. In consultation, our letters are very directive and we’re often asking them to do things that may go beyond their capacity.”*

Some respondents explained how their Nations have been able to do a really good job even with limited capacity. Part of what has allowed for that is having support from a dedicated group of consultants, universities, and non-profit organization partners. This support has significantly strengthened the capacity of Nations to participate effectively at bi-lateral tables. Additionally, respondents attributed this success to having a core team with the appropriate professional expertise, knowledge, and background to handle a wide spectrum of tasks. Capacity shortages were reported to have enhanced the capabilities of some Nations’ staff members. The fact that very few people within a First Nation government are managing forestry, mining, lands, referrals, notice-of-works, wildlife, guardians’ programs, water sampling, etc. means the individuals become experienced across several sectors. The increased breadth of awareness that this gives to staff was highlighted as a benefit, but predominantly this capacity disparity was expressed as a concern.

Some respondents explained how even with a thorough policy developed, when human capacity to implement a policy is limited, progress towards the end goal is stifled. One respondent gave the example of having a thorough mining policy outlining how to obtain consent from a Nation for mining activity within their territory. The policy requires people to negotiate impact benefit agreements, and the Nation is struggling with effectively carrying that out.

Disparities in capacity among the three Nations were also highlighted. Differing levels of economic activity in each of the Nations’ territories has translated to differing levels of capacity amongst the Nations. While the Tahltan Nation has been able to hire for various positions, the other Nations are still working towards having similar resources to enable the hiring of more staff. Some respondents expressed the need to ensure that the differences in capacity do not result in the other participating First Nations’ needs to be overlooked at the 3N-BC Table.

The power imbalance that accompanies differences in capacity between the parties was widely acknowledged. However, provincially, capacity was also highlighted as an issue, particularly the challenges associated with communicating across BC team members who each are only doing a distinct part of the work. Provincial staff also spoke about budget cuts that have prevented some provincial staff from being able to participate in some CSF meetings in person. Additionally, seeking approval to attend a meeting that occurred out-of-province in the Yukon can be difficult. Provincial staff expressed an internal need to have a mandate from BC to continue to work and have funding to continue with CSF. Respondents mentioned questions that had been raised by 3N-BC Governance Team members regarding how much time Provincial reps will have to dedicate to CSF in the future, and Provincial reps have been unable to answer to these questions since they are without a mandate to continue this work.

The need for 3N-BC to be cognizant of the human resource requirements to fulfil duties outlined in an agreement was repeatedly brought up in interviews.

4.6.1 Addressing Capacity Issues Moving Forward

Several respondents mentioned how addressing capacity needs is crucial to their success and ability to participate as true partners within a shared 3N-BC framework for wildlife stewardship.

Respondents shared several suggestions regarding how to help equalize differences in capacity to participate between the parties.

The need for funding and decision-making to be flexible to address issues in real time as they arise was voiced in interviews. Some related this with the need to address the current extent of decision-making power and influence at the F&W Working Groups. For example, some explained how in the past, although a F&W Working Group may agree there is shared concern, there is no way of moving agreed-upon issues forward, as the individuals at F&W tables don't have the ability to leverage funds to address the concerns.

Respondents voiced the need to better understand the capacity status and capacity objectives of each Nation. Undertaking a capacity assessment of where each Nation is currently at and the resources required to participate in a 3N-BC wildlife stewardship model was suggested as a step towards equalizing capacity differences and would provide the information to support effective ways to share capacity and resources. One respondent expressed the need for open, honest communication within the 3N-BC team regarding capacity needs of parties moving forward, and to be specific about exactly what kind of capacity and resources are required - whether that is people, trucks, or equipment.

Having shared technical and administrative support that all parties can rely upon was noted as very important by many respondents, including for project planning, technical advice, meetings, documenting decisions, providing a rationale for decision making, conduct reporting, and coordinate information flow between the parties for wildlife stewardship. A neutral secretariat that's directly accountable to the forum, (not BC or the Nations) was discussed. Nearly all respondents described the importance of a regional body having delegated administrative and technical support as "very important". Words like "crucial", "critical" and "essential" were mentioned in many interviews. The essential and helpful roles that Andrea and Norm have played as organizers for the CSF were noted. With so much documentation happening even outside of member's daily work, and several initiatives to organize and keep track of, having secretariat support was described by many as essential to keep regional stewardship work moving along.

Some collective capacity building is already underway. For example, the 3 Nations have been working hard to bring the 3 Guardian programs together so they can collectively benefit from larger numbers and shared training and information, and they have recently appointed a shared Guardian Director. Some suggested this be expanded to a 3N shared Biologist, Communications Director, Engagement Director, and Traditional Knowledge Director. Those who provide administrative and technical support are the same people who can connect back to the communities which was noted as one of the important reasons for shared support.

Some respondents suggested that the parties could improve their ability to not duplicate efforts and that the parties make a greater effort to share professional service providers and resources to hire consultants.

Some suggested sharing resources amongst various CSF projects in BC to collectively enhance capacity. More communication and connectedness between various CSF pilot projects in the form of

something long-term and stable was suggested. *“Why reinvent the wheel? If we don’t know what others are doing, how can we remain connected on those values that truly make CSF what it is? When we’re talking about regional-scale issues, we’re not just talking about our tiny northern area. We can all learn from each other.”*

“I think it’d be important and decrease the workload in each community. We have so many requirements for reporting and so it might help for the CSF reporting in the seven communities and ensure that it’s all organized.”

Enhancing co-learning opportunities through sharing information and resources among the parties in areas where each party has made progress was also suggested. If one Nation has made significant progress on an issue, like development of their Land Guardian program, sharing that knowledge could be conducive to collectively improving capacity. Sharing training capacity through inviting neighbouring nations into training programs was also suggested.

The need to ensure the Province has the capacity to take on the commitments it makes was highlighted, as respondents noted that creation of a 3N-BC shared decision-making model also sets expectations of the Province. Regarding the issue of many individuals from the Province each working on their own aspect of a file and the ensuing challenges caused by high amounts of collaboration, some expressed uncertainty that simply allocating more funds to alleviate the issue would work. It was suggested that existing staff be utilised to rethink how to approach a problem. For example, rather than having 15 people each responsible for a small piece of a project, have fewer people solely focused on that problem.

Respondents suggested that in the 3N-BC team’s co-design of a regional decision-making structure, capacity needs for that structure accompany it. Representatives from the Province reiterated that they need to know what the capacity requirements of a regional body will be.

4.6.2 Funding of a regional framework

The need for adequate funding within an arrangement was one of the points most commonly raised throughout interviews and several respondents expressed the challenges posed by the uncertainty of three-year funding cycles.

Many initiatives discussed throughout interviews seemed to depend on whether or not CSF funding is renewed. Many respondents expressed concern about this. Some respondents were questioning how to make funding last further than the time they have a mandate for if CSF funding is not renewed. Some respondents feel this uncertainty around funding can impair relationships, as Parties question the seriousness of the Province that is demonstrated through re-investment. Some respondents feel that participation lacks meaning and is pointless if the funding is going to dry up.

“From an implementation perspective, this is all for nothing if there’s no implementation support. You can get people together and have a great vision, but if it dies on the vine and withers away due to lack of resources, then it’s not very good. Even if you have all the right intentions, but no funding to carry it out, it doesn’t help.”

The need for joint work planning and prioritization was identified as essential due to the fact that there will always be financial limitations. CSF funding being applied as fully shared resources for everybody’s shared outcomes has functioned well so far. Joint work planning through CSF has been used to address capacity disparities between each party’s needs, and members would like for that to continue.

Several respondents shared comments indicating that although each of the communities are not equal in size, they want them to be equal in decision making power. Currently in the CSF, funding is split equally among the 3 Nations. Some expressed how the allocation of resources within CSF has been a demonstration of shared values in action.

“For CSF, we had a way of thinking around shared capacity for shared outcomes. We put the funding in the middle and decide how its split up together.”

While some respondents suggested that that the current CSF funding model should be reevaluated when 3N-BC renegotiates the next agreement, others expressed their concern that changing how it is currently distributed may harm relationships.

“If you do it per capita, the Nations’ relations will fall apart.”

Having the funding split equally across the Three Nations seems to be the model most feel the most comfortable with. Some respondents gave credit to the 3N in how they handled the issue of funding allocation across the Three Nations. Others voiced that funding should be allocated in a way that is proportional to the populations in each of the Three Nations.

The desire to have fair funding for all nations was expressed. Some respondents highlighted the need to factor in the differences amongst the Nations in the ability to participate in a framework if and when government funding decreases or is cut.

“We had funding between the Three Nations, and then when that funding was cut, the First Nation that had the least amount of financial support from the Nation itself suffered the most. We were able to pick up the slack from budget cuts from the province; we were able to continue with our projects. For the other Nations, a lot of that work stopped immediately. The smaller First Nations that don’t have the financial support will be the most at risk for the lack of monitoring and enforcement.”

Alongside equity, participants highlighted the need for funding that realistically matches the tasks at hand.

“We need to think this through - what’s the realistic amount of funding the first Nations need to participate in this process? And what’s the term of the funding?”

Various respondents voiced the need to explore more long-term funding options and think outside the box to ensure stability of funding. Large multi-year funding commitments were noted as enabling stability in stewardship work - such as CSF funding. Respondents indicated they would like for 3N-BC funding to be multi-year, sustained, and accompanied by the right fiscal accountability mechanisms.

Respondents stressed that a funding model must allow for the ability to roll funding over between fiscal years. An endowment approach was suggested as a fitting approach to funding for this work, as an endowment would help build investment capacities and would be symbolic.

“There’s a dependency effect there with the short-term funding cycles, which we should definitely move away from.”

Following a capacity assessment, some respondents felt the best approach forward is to create an implementation plan and for 3N-BC to fund that plan.

“Define exactly what the capacity is and the implementation plan and then fund that. It’s not a discussion about the money, it’s about how do we do this, and if we can all agree on a plan, then we fund that plan.”

-END-

Gunalchéesh. Meduh. Sógá sénlá'. Thank you.

5 APPENDICES

5.1 APPENDIX A: INTERVIEW QUESTION SET

Please note:

-We use the term “shared decision-making” in the following interview questions as an umbrella term to encompass *all* arrangements between two or more parties that involve decision making models and processes. As explained in the “Draft Definitions” document that was circulated, some scholars and practitioners are now attaching a more specific meaning and process to this term. For our purposes within this document, it is important to know we are referring to the array of multi-party decision-making models with this term.

- What a model for shared decision-making looks like for the proposed regional multi-party G2G table for wildlife management will depend on what fits best with the shared values, vision and objectives of the parties⁴².

The following are questions that we will pose to one representative from each of the four parties involved in the 3N-BC forum (one individual from BC, one individual from the participating Kaska Nation, one individual from the participating Tahltan Nation, and one individual from the participating Tlingit Nation):

Current state: Context

1. What is your role in your organization/department?
2. What are the mandate, vision and responsibilities of your organization/department?
3. Has your organization/department identified a set of values that guide your work? If so, can you give us an example of those values?
4. Is there any other context that is important to know to ensure we clearly understand the responses we will receive from your department/organization during the interviews we are conducting?

Current state: Relationships

5. How would you describe the existing g2g relationship at your bi-lateral table? At the 3N-BC table? How were those relationships formed?
6. What supports each table’s relationship being a good one?

Current state: Decision-Making

7. Is there a shared decision-making process regarding wildlife as part of your current bi-lateral g2g table(s)?

⁴² See Memorandum for Discussion from Katherine Gordon, “Shared values, vision, and objectives,” attached.

8. What types of decisions (including interim decisions) are being made right now on wildlife management at your bi-lateral g2g table (e.g. policy, operational, strategy, etc.)?
9. What are the current g2g structures/processes you work within to make these decisions?
10. How effective are these structures/processes in reaching decisions?
11. What external factors (if any) impact on your g2g work? (e.g. political issues)

Current state: Information

12. What kinds of information are currently used to support your organization/department's decision-making on wildlife management?
13. Does the other party in your bilateral g2g arrangement(s) use similar information?
14. If you use different information, do you share your respective information with each other?
15. What other information might be useful to use?

The following are questions that we will pose to all interviewees:

Current state: Context

(1) What is your role in your organization/department? *(if the interviewee has not already answered this question above)*

Current state: Capacity

16. Is the work at your bi-lateral table(s) challenged by differences in capacity to participate between the parties? If so, in what ways?

Current state: Engagement

17. How have community engagement approaches evolved since the development and implementation of your SDM agreement(s)?

Current state: Implementation

18. What are lessons learned (either as shortfalls or successes) over the past ten years that are relevant to inform a shared decision-making model? Can you provide one or two examples? [For First Nations, please also speak to your land guardian programs since the implementation of SDMs in this response].

Desired future state: Values, Goals and Outcomes for a 3N-BC G2G on Wildlife Stewardship

19. Can you identify common or shared values between the parties regarding wildlife and wildlife stewardship that could form the basis for a collective vision for collaborative wildlife management for a 3N-BC g2g table?
20. What are your top three desired outcomes in engaging in a shared decision-making approach to wildlife management/stewardship?

21. What aspects of your current bi-lateral g2g table could be carried forward into a potential 3N-BC g2g model?
22. [For the 3 Nations members]: What kinds of decisions does your Nation want to participate in within a regional shared decision-making about wildlife stewardship? (i.e. wanting to set policy? Develop strategies? Participate in operational management? All of the above?)
23. [For all] There are a diversity of shared decision-making models that could be used to embrace shared or collective values and FN goals for decision-making with respect to wildlife management. What key or essential requirements must be within any model for your First Nation/Ministry to participate in a 3N-BC regional table?
24. What incremental steps do you think could be taken to get the parties to where they collectively want to go regarding development of multi-nation shared decision making agreements for wildlife management?

Desired future state: Regional or Collective Issues

25. What improvements to the effectiveness and efficiency of the decision-making process on wildlife stewardship would be made through a shared decision-making forum with all 3 Nations as opposed to at individual g2g tables? Why?
26. What issues need to be considered in constructing a funding model across the three nations and BC?
27. If a 3N-BC g2g table is established, what could be feasibly done to help equalize differences in capacity to participate between the parties?
28. How important is it for the 3N-BC forum, if it becomes a decision-making body, to have secretariat support (delegated administrative & technical support)?

Desired future state: Other Relevant Issues

29. Other Nations with overlapping claims may wish to be involved in a shared decision-making model. Are there ways to include them in the process, especially if they share the same values in wildlife stewardship that have been identified?
30. What role should local stakeholders and communities have in a new shared decision-making model?

5.2 APPENDIX B: PROGRESS REPORT TO 3N-BC ON MAY 20, 2020

3 Nations-BC CSF Collaborative Governance Project: Progress Report and Suggested Next Steps

May 20, 2020

Submitted to the 3N-BC Governance Team

Developed by
Jodi Gustafson and Kim Heinemeyer
Round River Conservation Studies

Current Status

Phase 2 Objectives are to:

- Engage with the Three Nations' leadership, representatives, and communities to share information and obtain input on the view of co-management in northwestern British Columbia.
- Engage with Skeena Region Provincial Representatives to share information and obtain input on the view of co-management in northwestern British Columbia.
- Consolidate the review and assessments into a discussion paper with recommendations on implementing a wildlife management co-management framework with the 3 Nations and BC.

The interviews for Phase 2 have gone well and are now completed as of last week! Thank you for making yourselves available over the last month and a half to have these rich Zoom discussions. The remote one-on-one format has worked well and has allowed us to gather useful material. We have conducted interviews with 16 individuals: nine First Nation representative interviewees, six BC representative interviewees, and one 3 Nations Society representative interviewee with the question set (*Question Set for 3NBC_March 25.docx*).

Next Step: Provide a summary of themes from the interview information as part of the final Discussion Paper.

We feel we have gained an understanding of the current state of decision-making regarding wildlife management in the region. However, the information gathered regarding desired future state of a 3N-BC body for the collaborative management of wildlife has been relatively high-level.

With that in mind, we are suggesting that our analysis for the Discussion paper focus on a set of distinct themes that have emerged from conversations thus far.

The themes, based on what we heard, are:

- Theme 1: The desire to identify one or more models that could enable regional shared decision-making.

- Theme 2: The necessity to uphold the autonomy of each Nation participating in a regional, delegated decision-making model.
- Theme 3: The desire to identify which decisions (if any) you wish to make collectively and jointly, and which you do not.
- Theme 4: The need to set an incremental path to shared jurisdiction, with clear roles and responsibilities.

Each of these themes is further elaborated in the sections below.

Elaboration of key themes and proposed next steps for completing phase 2

Theme 1: The desire to identify one or more models that could enable regional shared decision-making.

The 3N-BC forum has expressed desire to work towards a “vision of joint authority between 3 Nations and BC” regarding lands and natural resources across your collective territories.

In the interviews completed to date, some have expressed the need to demystify what 3N-BC means by “joint authority”. We are cautious about attempting to resolve this issue alone, as we understand that a definition for “joint authority” was to be worked on by the Governance Team but has not yet been completed. Thus, additional follow up questions regarding specifics about joint authority may be redundant with on-going work the Governance Team is already doing.

There has also been interest in the Definitions paper we provided of various terms regarding shared decision-making and how this relates to decision making based on free, prior and informed consent (FPIC), which BC has agreed to implement in DRIPA. These terms and related decision-making models help inform the discussions on how the 3N-BC governance will implement joint authority. Indeed, the diversity and complexity of wildlife stewardship indicates that components of multiple decision-making models may be utilized to effectively provide good governance for wildlife.

Proposed Next Step: Based on what we have heard is desired and what we feel may be most useful, provide as part of our final report, ideas on potential decision-making models, drawing from the Definitions paper and researched Phase 1 models.

Themes 2 and 3: The necessity to uphold the autonomy of each Nation participating in a regional, delegated decision making model; The desire for clarity regarding which decisions (if any) you wish to make collectively and jointly, and which you do not

Several interviewees have described the need to identify what decisions a 3N-BC regional body would be responsible for. We note that some differences in expectations of a regional body exist between the 3 Nations and BC. We also found that there may be significant differences in expectations regarding delegated authority of a regional body and the decisions it would make

among the 3 Nations. This appears to stem from concern surrounding how the Nations can retain individual autonomy while utilizing a regional decision-making model. For whatever regional model is chosen to be effective in meeting the 3N-BC Forum's goals of shared decision-making, we believe this issue must be considered and addressed.

Whatever model for regional, shared collaboration is chosen for decision-making, it would presumably be implemented through a framework or agreement between the parties. Any such agreement should not replace or prejudice each individual Nations' constitutionally protected rights (e.g. rights to consultation). A discussion as to how those rights will sit alongside the regional framework and be protected, and how they may be exercised by the Nations when or if required, is required. The goal of such a discussion would be to establish a baseline of clarity and mutual comfort that the First Nations are not being prejudiced in any way, thus clearing the way to discussing shared decision-making models that will work for everyone.

Additionally, a discussion on shared values and common ground may provide additional clarity that could further address the concerns regarding balancing the decision-making functions of the regional body with individual autonomy. Agreement on common ground would support exploration of models that all parties can have confidence in and consent to. We recommend this as an approach to making progress towards a model that will work for all the parties.

We have heard or identified a couple of different ways to address this issue.

A Focus on Current SEA/SDMA Wildlife Management Decisions: Some informants have suggested using the decision-making matrices set out in the bi-lateral SEAs and SDMAs, and asking interviewees to categorize these apriori as issues for a regional table or issues for bi-lateral arrangements. We suggest there are several significant problems with this approach. Most fundamentally, focusing only on the decisions/issues listed in the SDMA and SEA matrixes would limit the scope of the discussion of future collaborative wildlife because those decisions/issues reflect only a limited scope of governance and management decisions within the current resource management regime. Our review of these indicates that they primarily focus on implementation of operational and administrative aspects of stewardship. Governance occurs at many levels and some of the most important aspects of governance occur at higher levels and set the context for operational and administrative activities and decisions. We show a depiction of one possible system of shared wildlife stewardship (Figure 1), drawing on information sources including *Together for Wildlife*, that attempts to identify the flow of decision-making at a higher or strategic governance level to implementation of those decisions at an operational level.

A Focus on Wildlife Stewardship Model Development: Another approach, and the one we suggest is most productive for the 3N-BC initiative, would focus on multiple levels of governance and be founded on shared values and common ground, i.e., the headwaters of governance in

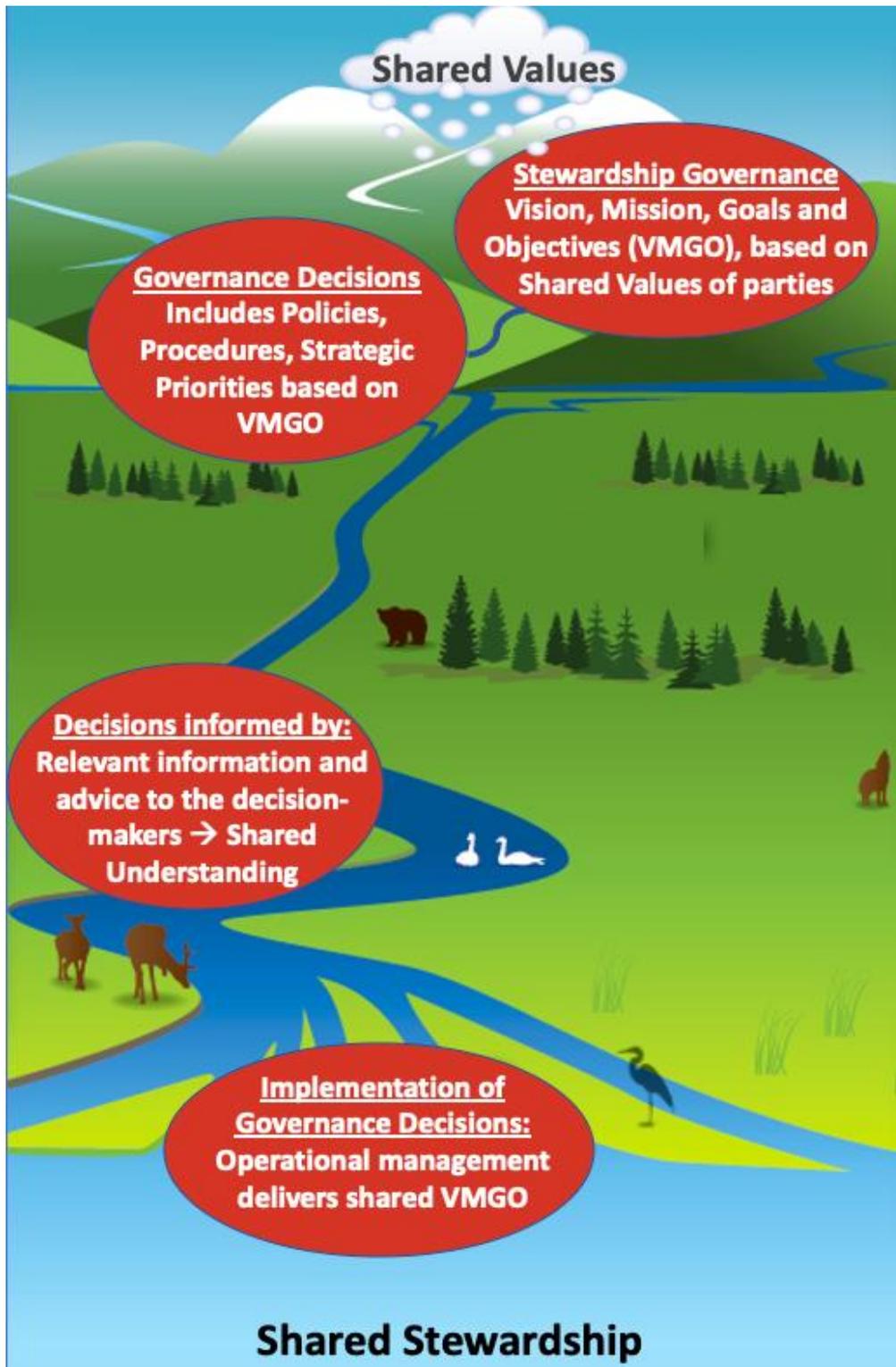


Figure 1. Example of a Shared Wildlife Stewardship Model, with various levels of decision-making (tributaries) flowing into the stewardship system (the river)- from the headwaters of Shared Values down to the delta of Implementation of Governance Decisions.

Figure 1. The group has already engaged significantly in some of these foundational components of shared stewardship, and we have thus far gathered the following from 3N-BC:

- High-level values that fit at the headwaters of the system
- Some guiding principles
- Components of a vision for wildlife stewardship within the 3N-BC region (Big picture snapshot of what you want to achieve through wildlife stewardship)
- Some goals
- Some suggested actions (mostly policy changes) for wildlife stewardship

By working through the flow of decisions and activities that represent wildlife governance, it might be possible to clarify how wildlife stewardship can be addressed most effectively at what scale, and facilitates exploration of models that all parties can have confidence in and consent to.

It is our understanding that the 3N-BC initiative is explicitly intended to explore new and innovative approaches, which might require revisiting basic assumptions related to such matters as: shared values related to wildlife, guiding principles for wildlife stewardship or management, a vision for wildlife stewardship over the longer term, the purpose or mission of a regional collaborative management body, goals and objectives for wildlife stewardship/ management, etc. With this in mind, we are suggesting that the Discussion Paper explore the broader aspects of governance and the wildlife governance model in place currently in BC to provide the 3N-BC team with a shared understanding of the many layers of decision making currently involved in shared stewardship.

We also assume that there may be additional research required by the 3 Nations to identify how Indigenous worldviews and governance arrangements might be woven into an evolving 3N-BC wildlife governance structure, including how natural law may be woven into a governance structure for a regional body. We have gathered some preliminary information, but this important body of research is beyond the scope of the current work we are undertaking and would provide opportunities for further innovation over the medium-to-long term.

Proposed Next Steps:

- *Undertake additional information collection to more clearly depict the current wildlife governance model used by BC to inform 3N-BC Governance team discussions of the multiple layers of decisions and actions governing wildlife;*
- *Summarize information collected from the 3 Nations about Indigenous language and story that could begin to inform the 3N-BC Governance team discussions and propose next steps acknowledging the preliminary nature of this work;*
- *Summarize interview or other information provided by 3N-BC to identify where the largest information gaps are in the current governance structure (e.g. have developed Guiding Principles; have not developed Objectives).*

Theme 4: The need to set an incremental path to shared jurisdiction, with clear roles and responsibilities

We understand that for the third year of CSF funding, 3N-BC has chosen to focus efforts on four species:

1. Moose
2. Caribou
3. Sheep
4. Goats

Based upon the discussions and interview information, and the focus on selected species, we will provide recommendations for substantive incremental steps to develop shared regional governance and stewardship focused on one or more species.

Proposed Next Step: Provide recommendations for substantive incremental steps towards developing 3N-BC governance for wildlife through a focus on a single wildlife species and subset of governance decisions and activities for this species.

Summary of Next Steps

The suite of next steps we have identified represent the topics and information that will form the content of the final deliverable, which is described as a Discussion Paper in our contract. In summary, these next steps (in order of presentation above):

- Provide a summary of themes from the interview information;
- Provide ideas on potential decision-making models, drawing from the Definitions paper and researched Phase 1 models.
- Undertake additional information collection to more clearly depict the current wildlife governance model used by BC;
- Summarize information collected from the 3 Nations about Indigenous language and story that could begin to inform the 3N-BC Governance team discussions and propose next steps acknowledging the preliminary nature of this work;
- Summarize interview or other information provided by 3N-BC to identify where the largest information gaps are in the current governance structure;
- Provide recommendations for substantive incremental steps towards developing 3N-BC governance for wildlife through a focus on a single wildlife species and subset of governance decisions and activities for this species.

While we worked diligently to complete the interviews as quickly as possible and while you all were very accommodating to the tight schedule, it still took longer than ideal to complete the information collection portion of Phase 2. We will be quite focused on developing a draft of the Final Discussion Paper by June 15 for your review, requiring a relatively rapid turn around back to us by June 22 to allow us to complete the Final Discussion Paper by June 30.

Given the limited time, we are focusing on the identified next steps, above, immediately. Please let us know by May 25 if you have any concerns or questions about our proposed process for concluding this important work, or if you would like a call to discuss this progress report or the proposed next steps.

Gunalchéesh. Meduh. Sógá sénlá'. Thank you.

5.3 APPENDIX D: THE CURRENT MINISTRIES OF THE BC GOVERNMENT.

As of May 2020, the Government of BC is structured via the following ministries:⁴⁴

Ministries

The BC Public Service is divided into ministries. Each ministry is responsible for a specific area of public policy, government function or service delivery.

- [Advanced Education, Skills & Training](#)
- [Agriculture](#)
- [Attorney General](#)
- [Children & Family Development](#)
- [Citizens' Services](#)
- [Education](#)
- [Energy, Mines & Petroleum Resources](#)
- [Environment & Climate Change Strategy](#)
- [Finance](#)
- [Forests, Lands, Natural Resource Operations & Rural Development](#)
- [Health](#)
- [Indigenous Relations & Reconciliation](#)
- [Jobs, Economic Development & Competitiveness](#)
- [Labour](#)
- [Mental Health & Addictions](#)
- [Municipal Affairs & Housing](#)
- [Public Safety & Solicitor General & Emergency B.C.](#)
- [Social Development & Poverty Reduction](#)
- [Tourism, Arts & Culture](#)
- [Transportation & Infrastructure](#)

⁴⁴Government of British Columbia. Ministries. 2020. <https://www2.gov.bc.ca/gov/content/governments/organizational-structure/ministries-organizations/ministries>

5.4 APPENDIX E: PROVINCIAL LEGISLATION RELEVANT TO WILDLIFE STEWARDSHIP IN BC

Government of BC Wildlife Program excerpts⁴⁵:

Wildlife Governance

Laws and Regulations Relevant to Wildlife Management in B.C.

Ministry of Environment legislation:

Wildlife Act and regulations, including the Habitat Conservation Trust Fund Regulation, Wildlife Amendment Act, 2004, and the Environmental Statutes Amendment Act, 2008

Creston Valley Wildlife Act and regulations

Parks Act and regulations

Environmental Assessment Act and regulations

Environmental Management Act and regulations

Fish Protection Act, Riparian Areas Regulation

Water Act (British Columbia Dam Safety Regulation and Water Regulation)

Muskwa-Kechika Management Area Act and regulations

Nisga'a Final Agreement Act

Staff wishing to see a summary of legislation for the Ministry of Environment can view the following:

http://www.env.gov.bc.ca/spd/toolbox/cabinet/leg_summary%20.doc

Other provincial legislation:

Forest and Range Practices Act and regulations

Private Managed Forest Land Act and regulations

Oil and Gas Activities Act (not in effect; regulations to be developed)

Range Act

Land Act and regulations

Game Farm Act

Fur Farm Act and Fur Farm Regulation

Motor Vehicle (All Terrain) Act (prohibition regulations)

Local Government Act, Community Charter Act, and Vancouver Charter Offence Act (Violation Ticket Administration and Fines Regulation and Investigation and Prosecution Costs Regulation)

Firearm Act

For general information on provincial legislation, please see the following website:

<http://www.qp.gov.bc.ca/statreg/>

Federal legislation:

Canadian Environmental Protection Act

Canadian Environmental Assessment Act

Canada National Parks Act

Fisheries Act

Migratory Birds Convention Act

Species at Risk Act

Wild Animal and Plant Protection and Regulation of International and Interprovincial Trade Act

Recent Changes to the Wildlife Act

Work on potential changes to the *Wildlife Act* has been ongoing since 2004. Public consultation and focused discussions with stakeholders, clients, and First Nations occurred during summer 2007. A broad set of potential changes were developed, although only a targeted subset was considered by the legislature. There are six categories of changes:

1. protecting British Columbians by regulating harmful alien animals
2. substantially increasing penalties for *Wildlife Act* violators
3. increasing the number of officers protecting wildlife and wildlife habitats

⁴⁵Government of British Columbia. Wildlife Program Plan. n.d. <http://www.env.gov.bc.ca/fw/docs/WildlifeProgramPlan.pdf>

4. encouraging hunters and the recruitment of new hunters in British Columbia
5. increasing control over the feeding of nuisance wildlife
6. providing more flexibility and certainty to the guide outfitting industry

Compliance Management Framework

This framework describes the Ministry of Environment's vision for compliance.

For more information, please visit

http://www.env.gov.bc.ca/compliance/mgmt_framework.pdf

The New Relationship and First Nations Consultation Guidelines

The New Relationship with First Nations and Aboriginal People is explained on the Ministry of Aboriginal Relations and Reconciliation website:

<http://www.gov.bc.ca/arr/newrelationship/default.html>

The Ministry of Aboriginal Relations and Reconciliation website contains First Nations Consultation Guidelines and other useful information and tools to help staff collaborate with First Nations.

<http://www.env.gov.bc.ca/abrel/>

Fostering Stewardship Behaviour: An Outreach Strategy for the Environmental Stewardship Division (2006)

Outreach comprises the broad range of activities that are undertaken by ESD staff to promote voluntary compliance with environmental requirements and foster shared stewardship of the environment. The ESD Outreach Strategy provides strategic direction to staff on the use of outreach. Printed copies of the strategy can be obtained from the Ministry of Environment.

Outreach resources for staff can be found at http://www.env.gov.bc.ca/esd/esd_outreach/index.html.

Stewardship Centre for BC (SCBC)

The Stewardship Centre for BC is a non-profit society comprised of

non-government and government interests. Its mission supports and advances stewardship activities in British Columbia by providing a centre for information exchange, communications, and outreach, and by fostering partnerships and collaboration among those participating in stewardship.

By supporting stewardship in British Columbia, the SCBC supports the efforts of hundreds of organizations that are working to preserve wildlife habitat in the province. In addition, the SCBC has recently launched a website that highlights species at risk in BC and general management strategies for species groups. The website is located at <http://www.speciesatrisk.bc.ca/>.

British Columbia Conservation Foundation (BCCF)

The British Columbia Conservation Foundation was founded and incorporated under the *Society Act of British Columbia* in 1969 by the Directors of the BC Wildlife Federation. Its mission is to contribute significantly to the perpetuation and expansion of fish and wildlife populations through the efficient implementation of projects in the field. It is a federally registered charity dedicated to the conservation and stewardship of British Columbia's ecosystems and species.

BCCF works closely both with partners and independently to undertake species and habitat inventories, research, enhancement, restoration, resource stewardship, and environmental education. It has successfully implemented over 3000 conservation projects since 1986. The BCCF supports several programs related to stewardship of wildlife in B.C., including Bear Aware, the Wildlife Collision Prevention Program, the Land for Wildlife Fund, Eco-education BC, and the BC Parks Robert Bateman Commemorative Print Series. In addition, the BCCF administers the British Columbia Conservation Corps (BCCC) for the Ministry of Environment. The BCCC provides work opportunities for students and recent graduates who are considering a career in the environmental sector. Many BCCC projects provide Corps members with valuable, first-hand experiences that contribute to conserving and enhancing B.C.'s wildlife.

5.5 APPENDIX F: THE PROVINCE'S HIGH LEVEL VALUES

High level values the Province uses to guide its government operations are articulated in the Province's "What We Value" booklet. This booklet emerged out of BC's Corporate Human Resource Plan, *Being the Best*, and tried to define, for the first time in 2008, the common traits that all BC government employees share. These shared values are human qualities that define the approach BC employees take in the workplace, regardless of their position within government. To derive these values, employees took part in Ministry-led focus groups, online discussions, all-staff meetings and several other opportunities, in which they shared their thoughts on how to answer the question "What do we value?"

Responses were compiled and led to the identification of six shared values. "Integrity" was the word most often put forward by employees, and is the word used to define the single overarching characteristic of the Province that demonstrates how the following shared values are demonstrated:

Courage:

Employees approach their work with the courage to:

- Take thoughtful risks in generating and implementing ideas.
- Be biased toward action.
- Apply imagination.
- Empower others to take initiative even in uncertain times.
- Look beyond the process to see the possible.
- Pursue a vision for the future.

Passion:

Employees approach their work with a passion for:

- Taking pride in their work in service to the public.
- Seeing ideas and people succeed.
- Being a model of motivation and a positive influence for others.

Service:

Employees show a commitment to service in their work that includes:

- Maintaining a clear focus on creating positive outcomes for citizens.
- Working collaboratively across government to enable success.
- Valuing different viewpoints.
- Placing organizational objectives ahead of personal goals.

Teamwork:

Employees who in their work understand that teamwork:

- Builds trust by respecting the contributions of others.
- Encourages new ideas.
- Contributes to larger goals and positive engagement.
- Depends on supporting others and sharing information.

Accountability:

Employees demonstrate accountability in their work through:

- Setting clear goals and measuring success.
- Staying focussed on the outcomes government is trying to achieve.
- Taking responsibility for decisions and completing tasks.

- Being consistently proactive in decisions.
- Showing the persistence and tenacity to overcome obstacles.

Curiosity:

Employees who approach their work with the curiosity to:

- Seek better ways to achieve goals.
- Pursue opportunities to learn and develop.
- Welcome ideas from others.
- Be willing to learn from failure as well as success.

Among the purpose of the articulation of shared values are to promote a shared corporate culture across the BC Public Service, and for use in how BC evaluates its work. The shared values were also intended to influence hiring and career path policies, new employee orientation and training, and become part of employees' performance management frameworks.⁴⁶

⁴⁶Government of British Columbia. What We Value. 2008. PDF. https://www2.gov.bc.ca/assets/gov/careers/about-the-bc-public-service/public-service-agency-programs-strategies/what_we_value_booklet.pdf

5.6 APPENDIX G: KASKA PRINCIPLES FOR WILDLIFE AND CO-MANAGEMENT CONSIDERATIONS FOR KASKA

To understand the strand of Kaska laws and legal principles around wildlife, stewardship, and land management practises, one must understand the Kaska Land Ethic. Our land ethic covers our approach to maintain, preserving and protecting all ecological processes that sustain the biological diversity within Dene Kēyeh. Upholding these processes allows for our Nation to continue our responsibilities as stewards. This is done through our various laws, which overviews the respect that our people have for all living things and that we denounce the disrespectful treatment of any organisms based on our compliance with Dene K'éh Gús'ān. Since the Kaska believe there is no true ownership over the lands and resources in Dene Kēyeh, our philosophy is about the share benefits between our communities and across generations. This way of life is based on our national sharing accord and is a crucial principle for wildlife management, for example, if any impacts were to occur through these shared resources, Kaska expects that redress would occur to consider the compensation needed to restore these values.

Since traditional knowledge, cultural values, practices, and sacred laws are core components of Kaska Dena's governance and management systems, our communities use a multi-scale approach to the management of our traditional territory. At a territory level, we have identified a network of Kaska protected areas and special management areas based on culturally and environmentally sensitive values in Dene Kēyeh. Kaska focal species are part of this assessment, where the main goal is to protect wildlife that is essential to maintain viable populations across all scales in the traditional territory. This includes ecosystem components that are especially important and essential in maintaining biological diversity like wetlands, water bodies, the alluvial forests around the major waterways, and special fish and wildlife habitats. The overall main approach is to provide methods to maintain large contiguous areas of boreal forest ecosystems to support important habitats at the different levels of management.

Co-management Considerations for Kaska:

Within each type of management, there are specific Kaska values that need unique considerations. The Kaska, therefore, have specific co-management considerations for governments and proponents to consider regarding wildlife:

- The Kaska Dena continue to depend on Dene Kēyeh for their foods, medicines, and their physical and spiritual well-being. Therefore, all parties (includes the Province of British Columbia, Canada, industrial development, and commercial recreation tenures) must agree and respect that Kaska traditional activities (hunting, fishing, or gathering practices) must be afforded first consideration in the planning of fish and wildlife management and development activities.
- Conservation for the Kaska Nation means the management of human activities to maintain, protect or recover fish, wildlife, plants, and habitat all are connected; therefore, management regimes must include preservation and protection of all-natural populations and ecological processes.
- Our Nation expects all parties will recognize and respect the importance that traditional knowledge, cultural values, sacred laws, and traditional practices play in the Kaska Dena system of fish and wildlife management. Our traditional knowledge encompasses all understandings about the land, life-skills, personal conduct, and sacred laws. It is the information, wisdom and practices that are necessary to support the culture, based on a deep and inseparable relationship between the land and the people. This includes knowledge about the environment (land, air,

water), as well as personal histories, stories and legends, as well as the belief systems that guided and continue to guide the culture. Kaska community expertise and traditional knowledge of fish, wildlife and plants is independent but equivalent information to be considered with local and scientific knowledge concerning fish, wildlife, and habitat management. It is also necessary for us to advance ecosystem-based approaches to maintain or preserve habitat, ecosystem health, structure, functions, composition and biodiversity. Our traditional knowledge is, therefore, the foundation of our culture, and it must be afforded the highest level of intellectual property rights to minimize the risk of it being exploited or distorted.

- Based on Kaska's history, our Nation has not had entirely meaningful participation in the management of fish and wildlife in Dene Kēyeh. Our Nation is agreeable to working with our neighbouring nations to collectively on advancing fish and wildlife management matters with provincial and federal governments. All parties must commit to support Kaska initiatives to manage, protect, or restore fish and wildlife populations to a status, which they are healthy, productive, and occupying habitats within their natural distribution. This includes the application of identified Kaska protected areas or special management lands for fish and wildlife populations. Through community recommendations, Kaska will identify areas in the traditional territory for the reduction of fishing and hunting, the establishment of fish and wildlife habitat areas and work to protect areas through federal and provincial destinations.⁴⁷

⁴⁷The Kaska Nation. Dene K'éh Gús'ān and Híh (*Kaska Laws and Animals*). 2020. Word Document provided to the author by the Kaska Nation.

5.7 APPENDIX H: TAHLTAN GOVERNING PRINCIPLES

As stated in the Tahltan Nation's Governance Policy and Handbook; "The governance style of the Board, in pursuit of the fulfilment of its mandate is rooted in the following principles of governance."⁴⁸

1. **Accountability:** The authority and mandate of the Board is vested in them by the Tahltan people. As such, the Board acts in trust of Tahltan members and is responsible to the Tahltan people and subject to their oversight.
2. **Transparency:** By virtue of its accountability to Tahltan members, the Board is committed to sharing information about its goals and activities when it is appropriate and responsible to do so.
3. **Focus and Strategy:** The Board's focus is on governance and not on the administration and day-to-day operations of the organization. The Board will seek to provide the overall strategic direction to the TCG.
4. **Proactive Governance:** The Board governs proactively, not reactively, through strategic planning, budgeting, and seeking direction from Tahltan members on major initiatives.
5. **Discipline:** The Board and its Directors are self-motivated and follow through on its commitments to Tahltan members.
6. **Commitment:** Membership of the Board represents a significant commitment. Members of the Board will give sufficient time and care when discharging their duties as Directors, and in the service of the Tahltan people.
7. **Competence:** Directors will maintain the appropriate level of expertise and knowledge relevant to the fulfillment of the TCG mandate.
8. **Integrity:** Directors will conduct themselves with integrity when acting in the position of a Director. The behaviour and integrity of members of the Board should not leave room for any doubt.
9. **Unity:** The Board is a set of individuals operating as a single entity. On behalf of their families and all Tahltan members, Directors will strive to create a dynamic of unity from which to pursue the social, cultural, political and economic goals of the Tahltan people.
10. **Respect:** The Board and its Directors respect the customs, traditions and traditional knowledge that bind and build social cohesion among Tahltan people.

⁴⁸Tahltan Central Government. Governance Policy and Handbook- Draft. n.d. <https://tahltn.org/policies/>

5.8 APPENDIX I: TAKU RIVER TLINGIT FIRST NATION'S VISION AND GUIDING PRINCIPLES FOR THE MANAGEMENT AND PROTECTION OF THEIR TERRITORY AND ITS RESOURCES

"Our vision for the future of *Hà t_átgi hà khustiyxh* ("our land and way of life") and for how others coming to our territory will work with us for the future, includes the following:

- We are a strong and capable Nation, exercising ownership, sovereignty and jurisdiction over our territory by living up to our sacred responsibility to govern our own actions as citizens and affect control over the actions of others within our territory.
- We are a confident people who welcome others to our territory, secure in the knowledge that visitors will respect the laws of our land and culture, and that we are willing to accept new ideas that will strengthen our ability and commitment to sustain our resources and people.
- We are a people grounded in our knowledge and respect for our Taku River Tlingit culture and values *Hà khustiyxh* ("our way of life"), rooted in *Hà t_átgi* ("our land"), actively engaged in working together, and guided clearly by our Constitution, by the knowledge of our Elders, and by our respected leaders.
- We are a people who are healing from the damage from past injustice, committed to sharing and caring, who enjoy the respect, friendship and cooperation of others, confident and creative in managing our territory for the benefit of present and future generations.
- Many individuals spend time on the land, are familiar with its peaks, rivers, forests, valleys, special places, and sacred values, and that travel its trails and rivers unimpeded.
- There is a productive natural environment with diverse and abundant animal, fish and plant populations, that reflects the rhythm of natural ecological cycles and change, and that provides opportunities for harvesting and gathering and other activities that we have depended upon for countless generations.
- Our territory is managed so that Taku River Tlingit sacred places and cultural heritage sites are revered and protected, and so that the traditions of our ancestors are continued for our children and grandchildren for ever.
- Use of our territory respect Tlingit land ethics and ensure wild areas and other special places remain rich, intact and un-fragmented.
- There is a supportive, secure and healthy community enjoying the peace and beauty of its natural surroundings and a sustainable quality of life within our territory.
- There is diverse and vibrant economic activity, that is led by capable Tlingits, and that respects our land and its bountiful gifts, and provides creative and enduring opportunities for employment while ensuring ecological and social sustainability.
- There is protection and support for traditional lifestyles based on historical culture and methods."⁴⁹

⁴⁹Taku River Tlingit First Nation. *Hà t_átgi hà khustiyxh sìti* (Our Land is Our Future): Taku River Tlingit First Nation Vision and Management Direction for Land and Resources. 2003. <https://www.roundriver.org/wp-content/uploads/pubs/taku/reports/TRTFNVMD.pdf>

5.9 APPENDIX J: SHARED DECISION-MAKING AND ENGAGEMENT MATRICES BETWEEN EACH OF THE THREE NATIONS AND BC

Part of the Shared Decision Making Matrix referring to fish and wildlife in the SEA between the Kaska Dena Council and BC:⁵⁰

8.1 The following table provides a range of Shared Decision Levels based on the program themes and types of decision.

Program Themes	Information Available Upon Request	Shared Decision Level 1	Shared Decision Level 2	Shared Decision Level 3	Shared Decision Level 4	Strategic Shared Decisions
Ecosystems	<ul style="list-style-type: none"> Forest and Range Practices Act related decisions Wildlife habitat features General wildlife measures 		<ul style="list-style-type: none"> Forest and Range Practices Act Government Action Regulations (GAR) - exemptions 			<ul style="list-style-type: none"> Forest and Range Practices Act Government Action Regulations (GAR) - designation and amendments Land Use Designations, Boundaries Wildlife management areas - designation Wildlife management areas - critical habitat or wildlife sanctuary in a WMA Wildlife management areas - WMA management plans
Fish and Wildlife	<ul style="list-style-type: none"> Angling <ul style="list-style-type: none"> Summary of Classified water licenses Summary of angling licenses issued in the Province Angling prescriptions for a water body – Fishery objectives Fish and Wildlife Authorizations <ul style="list-style-type: none"> Summary of administrative authorizations² Guide outfitting quotas Guide and assistant guide licenses Disposal of guide certificate Removal of traplines Summary of trapping returns for previous year Summary of hunting licenses and tags in the Province Possession of live wildlife – captive animals³ 	<ul style="list-style-type: none"> Operational Work <ul style="list-style-type: none"> Lake stocking – changes to lake stocking regimes Fish and Wildlife Authorizations <ul style="list-style-type: none"> Angling guide licenses & assistant angling guide licenses Non-lethal low disturbance fish and wildlife projects⁵ Fish collection permits – emergencies / exemptions Trapping – transfer of traplines held by non-Kaska 	<ul style="list-style-type: none"> Angling Regulation Changes⁶ <ul style="list-style-type: none"> Angler day allocation on classified waters Fish and Wildlife Authorizations <ul style="list-style-type: none"> Guide outfitting - renewal / transfer of guide certificate Trapping – transfer of traplines held by Kaska Dena Trapping – trapline cabin registration Transporters <ul style="list-style-type: none"> Transporter licenses and management plans Operational Work <ul style="list-style-type: none"> Lake enhancement - aeration, fertilize Stream enhancement 	<ul style="list-style-type: none"> Operational Work <ul style="list-style-type: none"> Lake stocking – initial lake stocking decision Fish and Wildlife Authorizations <ul style="list-style-type: none"> Possession of live wildlife – new long term care facilities⁷ High disturbance fish and wildlife projects⁸ Guide outfitting – new guide territory certificate Trapping - New traplines, registration and disposition 		

⁵⁰Kaska Dena Council & Government of British Columbia. Strategic Engagement Agreement between the Province of British Columbia and the Kaska Dena Council. 2018. https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/consulting-with-first-nations/agreements/kaska_strategic_engagement_agreement_-_mo_signed_-_2018.pdf

Part of the Engagement Matrix referring to fish and wildlife in the 2013 SDMA between the Tahltan Nation and BC.⁵¹

Table D: Engagement Matrix

Context: The Engagement Levels proposed in this table are based upon the physical/environmental impacts generally associated with the described activity if it were to occur in an area that is moderately sensitive with no site-specific mitigating or exacerbating factors.

Intended Use: This table is to be used in conjunction with Table C to provide *guidance* in the exercise of discretion when determining appropriate Engagement Levels for Proposed Activities. The Parties intend to modify this table over time based on their experience.

	Information Available Upon Request ¹	Level 1	Level 2	Level 3	Level 4
Access Development	Place holder – Intent to bring all references to roads and access from other parts of this table into one row.				
Ecosystems	<i>Forest and Range Practices Act</i> related decisions <ul style="list-style-type: none"> Wildlife habitat features General wildlife measures 		<i>Forest and Range Practices Act</i> <ul style="list-style-type: none"> Government Action Regulations (GAR) - exemptions 		
Fish and Wildlife	Angling <ul style="list-style-type: none"> Summary of Classified water licenses Summary of angling licenses issued in the Province Angling prescriptions for a water body – Fishery objectives Fish and Wildlife Authorizations <ul style="list-style-type: none"> Summary of administrative authorizations (i.e. transport, trafficking, export/import permits, full 	Operational Work <ul style="list-style-type: none"> Lake stocking – changes to lake stocking regimes Fish and Wildlife Authorizations <ul style="list-style-type: none"> Non-lethal low disturbance fish and wildlife projects (i.e. inventories, surveys, wildlife health and habitat assessments, etc.) Fish collection permits - emergencies/ exemptions Trapping – disposition of current trapline registration (moved from Level 2 and re-worded) 	Trapping, Angling, Hunting, Regulations Changes <ul style="list-style-type: none"> Restrictions to regulations or regulation changes with low likelihood of infringement Fish and Wildlife Authorizations <ul style="list-style-type: none"> Trapping – trapline cabin registration) Transporters <ul style="list-style-type: none"> Transporter licenses and management plans Operational Work <ul style="list-style-type: none"> Lake enhancement (aeration, fertilize) 	Operational Work <ul style="list-style-type: none"> Lake stocking – <i>initial lake stocking decision</i> Fish and Wildlife Authorizations <ul style="list-style-type: none"> Possession of live wildlife – <i>new</i> long term care facilities (zoos, rehabilitation centre, etc.) High disturbance fish and wildlife projects (i.e. collaring, wildlife transplants, etc.) Guide outfitting – disposition of new guide territory certificate Trapping - new traplines, 	

¹ Information requests are expected to be prioritized and reasonable based on a specific need.

⁵¹Tahltan Nation & Government of British Columbia. Shared Decision-Making Agreement between the Tahltan Nation and The Province of British Columbia. 2013. <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/first-nations-a-z-listing/tahltan-central-council>

Part of the Activities Matrix referring to fish and wildlife in the 2011 Wóoshtin Yan Too.aat Land and Resource Management and SDMA between the Taku River Tlingit Nation and BC:⁵²

	Activity Type 0	Activity Type I	Activity Type II	Activity Type III	Activity Type IV
		<p>incremental disturbance footprint</p> <ul style="list-style-type: none"> Reserves for environmental, conservation, or recreational uses Transfers of administration between Provincial Agencies Establishment of Map Reserves in which a higher level of engagement is required prior to development. For administrative applications including scheduled renewals of existing tenures, licenses, or permits where there are no new or incremental impacts or effects on other uses, Engagement will occur annually on a batched basis, in advance of replacement 	<p>1 ha site footprint and/or new road access</p> <ul style="list-style-type: none"> New roads less than 2 km in length New utility rights-of-way less than 2 km in length Commercial recreation involving non-motorized light-impact extensive uses, including river rafting, backcountry hiking, and guided nature tours Community, or institutional uses General commercial in developed areas Light industrial activities, such as log landings and work camps Residential licenses 	<ul style="list-style-type: none"> Power projects, including water and wind power projects at the development application stage New roads greater than 2 km in length New utility rights-of-way greater than 2 km in length Commercial recreation involving motorized or intensive uses, including heli-skiing Intensive agriculture in an area less than 15 ha General commercial outside of developed areas Fee simple transfers of previously tenured lands Heavy industrial activities, such as industrial parks, within the developed area 	
Wildlife Management	<p>Proposed Activities with no new or incremental likelihood of implications for wildlife populations or harvest levels, e.g.:</p> <ul style="list-style-type: none"> CITES, animal export, wildlife rehabilitation and release, captive animal, possession/ownership of dead wildlife, fur trader licences, fish pond permits, miscellaneous permits General regulations (e.g., determinations of fees, royalties, eligibility requirements, fines/penalties, issuance of hunting licences, permits to accompany, issuance of angling guide and assistant angling guide licenses) Administrative decisions (e.g., S.61 hearings, Environmental Appeal Board appeals) Emergency measures required for the protection of life and 	<p>Proposed Activities with low likelihood of implications for wildlife populations, or Proposed Activities with potential but likely not significant implications for harvest levels, e.g.:</p> <ul style="list-style-type: none"> Removal of beaver dams, capture or collection of wildlife New authorizations for external agencies (e.g., permits for research and fish collection, wildlife viewing) occurring in the SDM Area Transfer of traplines and registrations Notations of Interest for trappers' cabin sites <p>Annually, the following reports will be provided:</p> <ul style="list-style-type: none"> List of problem animals removed or attempted to be moved An updated list of licensed trappers Summary of trapping returns for the previous year An updated list of licensed Guide Outfitters 	<p>Proposed Activities with potentially significant implications for wildlife populations, sub-populations or harvest levels, for example:</p> <ul style="list-style-type: none"> Transfer of a g/o certificate and new g/o certificates 	<ul style="list-style-type: none"> Disposal of vacant G/O Territory New traplines 	

⁵²Taku River Tlingit First Nation & Government of British Columbia. Wóoshtin yan too.aat / Land and Resource Management and Shared Decision Making Agreement. 2011. <http://takhuatlen.org/wp-content/uploads/2018/05/Taku-G2G-Agreement.pdf>

5.10 APPENDIX K: OTHER BI-LATERAL AGREEMENTS RELEVANT TO WILDLIFE STEWARDSHIP

Other bi-lateral agreements that may impact wildlife stewardship in each of the three Nations' territories sit alongside the SDMAs and SEA, such as Forestry Agreements.

There are also in some instances separate agreements pertaining to a particular region within a Nation's territory, such as the reconciliation agreement for the Klappan Area between the Tahltan Central Government and the Province. The Tahltan and the Province have developed new processes for decision making in the Klappan Area through establishment of The Klappan Decision-Making and Management Board in 2017, which builds upon previous collaborative work and focuses on implementing the jointly-created Klappan Plan.⁵³

The Klappan Board has developed processes for decision-making for each of the zones established in the Klappan Plan, including a pilot decision-making and joint management model for the Sacred Headwaters Zone A of the Klappan Plan. The Board is currently working on finalizing their decision-making process in a document approved by both governments. In the interim, they are operating as a decision-making body based on an approved TOR. Decision-making in this sense means that the Board seeks to make consensus recommendations to both Tahltan and Provincial Decision-Makers. A number of decisions have been made for the Klappan based on the TOR, the Klappan Agreement, and the Klappan Plan.

There was also previously shared intent for some wildlife agreements or processes that never materialised, such as the Collaborative Fish & Wildlife Management Plan (CFWMP) previously referenced in the 2008 Framework Agreement for Shared Decision Making Respecting Land Use and Wildlife Management signed by TRTFN and the Province. Although it was agreed upon in principle to develop the CFWMP, the plan was never completed. It morphed into the 2010 Interim Collaborative Harvest Management Plans (ICHMP) for Atlin Caribou, Atlin East Sheep and Moose, and Lower Taku Grizzly Bear and the Fish and Wildlife Management Working Group created by the 2011 SDMA. The SDMA provided a framework agreement for shared decision making respecting land use and wildlife management, and each of the plans were developed jointly by TRTFN and the Province. The ICHMP made a series of recommendations regarding harvest management and monitoring as well as population monitoring and research.⁵⁴

⁵³Tahltan Central Government & Government of British Columbia. Klappan Plan. 2017.

https://www2.gov.bc.ca/assets/gov/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations/20180216-klappan_plan.pdf

⁵⁴Taku River Tlingit First Nation & Government of British Columbia. Interim Collaborative Harvest Management Plans for Atlin Caribou, Atlin East Sheep and Moose, and Lower Taku Grizzly Bear. 2010. PDF.

5.11 APPENDIX L: THE TAHLTAN NATION'S DEFINITION OF TAHLTAN KNOWLEDGE⁵⁵

“**Tahltan Knowledge**” means cultural heritage, traditional knowledge and traditional cultural expressions of the Tahltan, and knowledge of traditional Tahltan lifeways and systems, whether embodied in tangible or intangible form, and from ancient and contemporary time, transmitted from generation to generation, and includes:

- i) the manifestations of Tahltan sciences, technologies and cultures, including environmental knowledge, use of natural resources, land use and occupation, systems of land tenure and self-management;
- ii) governance and laws, including intra- and inter-societal relations;
- iii) spiritual knowledge;
- iv) immovable cultural property (including sacred and culturally significant sites and burial grounds);
- v) human and genetic resources and remains;
- vi) knowledge of fauna and flora, seeds, medicines, water, soils, weather, solar and lunar effects, processes and cycles;
- vii) oral traditions, literatures, and visual and performing arts (including songs, dances, music, stories, ceremonies, symbols and designs);
- viii) sports and traditional games; and
- ix) any documentation of Tahltan heritage, including in archives, film, photographs, videotape, audiotape and all forms of media,

in whatever form or media, including all analysis, compilations, studies, reports or other materials in a variety of media containing or generating from, in whole or in part, Tahltan knowledge.

⁵⁵Tahltan Nation. Tahltan Knowledge Definition. n.d. Word document provided to the author by the Tahltan Nation.

5.12 APPENDIX M: OTHER RESOURCES

These additional resources were identified by interviewees or through our research.

The Honourable Harvest

The concept of “The Honourable Harvest” was also mentioned as being used to guide decision-making for wildlife. As mentioned in one interview, this concept is well articulated by a citizen of the Potawatomi Nation, Professor Robin Wall Kimmerer as the following:

“Collectively, the indigenous canon of principles and practices that govern the exchange of life for life is known as the Honorable Harvest. They are rules of sorts that govern our taking, shape our relationships with the natural world, and rein in our tendency to consume—that the world might be as rich for the seventh generation as it is for our own.... The guidelines for the Honorable Harvest are not written down, or even consistently spoken of as a whole—they are reinforced in small acts of daily life. But if you were to list them, they might look something like this:

- *Know the ways of the ones who take care of you, so that you may take care of them.*
- *Introduce yourself. Be accountable as the one who comes asking for life. Ask permission before taking. Abide by the answer.*
- *Never take the first. Never take the last. Take only what you need.*
- *Take only that which is given.*
- *Never take more than half. Leave some for others. Harvest in a way that minimizes harm.*
- *Use it respectfully. Never waste what you have taken. Share.*
- *Give thanks for what you have been given.*
- *Give a gift, in reciprocity for what you have taken.*
- *Sustain the ones who sustain you and the earth will last forever.”⁵⁶*

Two-Eyed Seeing:

- Mi'kmaw Elder Albert Marshall offers the concept of *Etuaptmumk* or “Two-Eyed Seeing”. Two-Eyed Seeing is “To see from one eye with the strengths of Indigenous ways of knowing, and to see from the other eye with the strengths of Western ways of knowing, and to use both of these eyes together.”⁵⁷ “Two-eyed seeing” involves not integrating, but weaving knowledges so that each way of seeing maintains its own integrity, while enhancing perspective and broadening understanding.”⁵⁸

Elder's Circles:

- Another step that may assist with weaving Indigenous governance processes into a regional framework is to appoint an Elder's Circle with representation from each of the three Nations to

⁵⁶Wall Kimmerer, Robin. *Braiding Sweetgrass: Indigenous Wisdom, Scientific Knowledge and the Teachings of Plants*. 2013. Milkweed Editions.

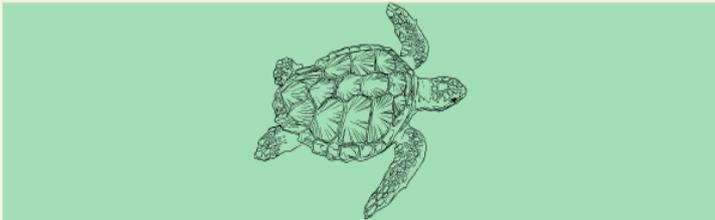
⁵⁷Iwama, M. & Marshall, M. & Marshall, A. & Bartlett, Cheryl. Two-eyed seeing and the language of healing in community-based research. 2009. *Can J Native Educ.* 32. 3-23.

⁵⁸Diver, Sibyl, Vaughan, Mehana., Baker-Médard, M., & Lukacs, H. Recognizing “reciprocal relations” to restore community access to land and water. 2019. *International Journal of the Commons*, 13(1), 400–429. DOI: <http://doi.org/10.18352/ijc.881>

the 3N-BC Forum. Elders Circles exist as part of the governance structures for each of the three Nations, and fulfilling the visions of Elders was mentioned repeatedly in our interviews. The 3N-BC may explore examples of how others have developed Indigenous led governance structures. Our first report submitted previously focused on collaborative governance and co-governance structures between Indigenous governments and provincial or territorial governments. The three Nations may also want to look at examples of multi-nation organizations to inform their thinking on approaches for using Indigenous law, traditions, and knowledge as foundations for governance. For example, the Elders Lodge of the Conservation through Reconciliation Partnership (CRP) helps guide components of this Indigenous, government and academic partnership in Canada (Figure 4).⁵⁹

BUILDING OUR CIRCLE

We have spent the first year of our partnership establishing a **resilient governance structure**. The CRP Leadership Circle, which is comprised of four Indigenous thought-leaders and two non-Indigenous university-based academics, provides the intellectual and strategic direction for the CRP. The Elder's Lodge, comprised of four founding members representing several diverse nations across Canada, helps ensure our work is ethical, authentic, equitable and sacred. The Elder's Lodge also helps support decision-making and dispute resolution, as requested. This governance structure helps ensure the partnership is led by Indigenous experts while practicing reconciliation through the inclusion of non-Indigenous voices in decision-making processes. This structure also enables the partnership to embody the principles of Two-Eyed Seeing and Ethical Space where Indigenous and non-Indigenous knowledge systems are braided, with the guidance of gifts from the Elders. Our governance system is grounded in the cycle of the 13 moons, and our relative, the turtle, is responsible for reminding us of this system. Our work is guided by seasonal changes in the natural world, recognizing the inter-connectivity of all creation.



We have also focused on building **reciprocal relationships** with our partners. When collaborating with the CRP, all partners are asked to identify resources that may be shared with the CRP family for the benefit of the Indigenous-led conservation movement in Canada and beyond. Similarly, our partners are asked to consider how the CRP can help address their specific goals, research and/or learning needs. This creates a mutually beneficial and balanced relationship built on respect and shared responsibility.

Figure 4: An excerpt on governance from the Conservation Through Reconciliation Partnership's Annual Report released in June 2020.

⁵⁹Conservation Through Reconciliation Partnership. Year 1 of our Seven Year Journey. June 2020. <https://bit.ly/AnnualReportLove>

Oral Knowledge Sharing in addition to Written Knowledge Sharing

The stress of written reporting on programs was repeatedly voiced in interviews. Some organizations, such as the Calgary Foundation, in their process of decolonization of their processes, are now allowing Indigenous applicants to apply for grants and for grant recipients to report on progress orally.⁶⁰ Similarly, as the Conservation through Reconciliation Partnership (CRP) explains in their annual report, “In an attempt to practice Ethical Space and Two-Eyed Seeing, two of the guiding principles of the CRP, this report contains both written and oral knowledge sharing via embedded audio and video.”⁶¹

⁶⁰The Calgary Foundation. Changing From the Inside Out: Calgary Foundation’s Journey to Strengthen Relationships with Indigenous Communities. 2020. <http://grantcraft.org/wp-content/uploads/sites/2/2020/02/NAP-calgary-final.pdf>

⁶¹Conservation Through Reconciliation Partnership. Year 1 of our Seven Year Journey. June 2020. <https://bit.ly/AnnualReportLove>