Exploring Protected Area Governance and Management – 4 Case Studies

CCEA Workshop October 2016
Healthy Land, Healthy People
Government of Northwest Territories
Priorities for Advancement of Conservation Network Planning (including Work Plan)
2016-2021
Research Questions

A. What conservation governance models and management frameworks have been successful at meeting biodiversity and equitability objectives in areas that are important to indigenous people?

B. What helps to maintain success?

C. How do these areas measure success?
Literature Review: Seeking Methodologies to Evaluate Equitability

A. Structures and Frameworks
- Legal frameworks that support various interests
- Governance models categorized by IUCN’s
- Good Governance principles—some overlap with process

B. Processes & Relationship
- Processes to maintain success and initiate relationships
- Best practices that work towards meeting the goals of each group
- Consultation and negotiation, reconciliation actions, management models

“Fostering strong relationships to ensure traditional knowledge is incorporated in heritage place planning, management, and operations” Parks Canada.
Literature Review: Seeking Methodologies to Evaluate Equitability

C. How do we define and measure the success?

- Do all of the affected peoples have the access and capacity to participate in and benefit from equitable objectives (Larsen et al 2006)? Are the enabling conditions present to support (IIED Policy Briefing)?

A criteria to achieve and measure equitable success at the same time is emerging. Fostering the health and well being of indigenous peoples while implementing conservation initiatives (Human Well-being Targets-CCNET) is becoming a recognized prerequisite to adequately ensure equal access to benefits and inclusion in decision making while addressing reconciliation concerns to maintain a positive relationship.

- Identify and address barriers to accessing benefits:

  Ensure that indigenous people can access the park benefits in an equitable way, as in an investment to well being targets. In some cases the benefits can be there in agreements but underutilized, or one particular segment in society is accessing so not evenly spread.

- Develop well being targets in collaboration with indigenous people

  In order to start using the emerging equitability well being perspective we sought out sites that explicitly reported and measured well being aspects –these were located in Australia (SVA 2016).
Literature review components:
A. Equitable Structures and Frameworks

IUCN Governance Types:
- A- Governance by government
- B- Shared governance
- C- Private governance
- D- Governance by Indigenous peoples and local communities

IUCN Principles of Good Governance:
- Legitimacy and voice
- Direction
- Performance
- Accountability
- Fairness and Rights
### Literature Review Components:

#### A. Equitable Structures and Frameworks

<table>
<thead>
<tr>
<th>Key Governance Components</th>
<th>Key Management and Operations Components</th>
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<tbody>
<tr>
<td>Authority of Board &amp; Relationship to Minister</td>
<td>Hiring/Employment</td>
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<td>Dispute Mechanisms</td>
<td>Training and Capacity Development</td>
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<td>How Board Formed</td>
<td>Business Opportunities/Incentives</td>
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<td>Funding of board</td>
<td>Research &amp; Management Priority Decisions</td>
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<td>Monitoring &amp; Law Enforcement</td>
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<td>Funding</td>
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<td>Sustainable Livelihood Activities</td>
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Parks Canada goals:
Fostering strong relationships to ensure traditional knowledge is incorporated in heritage place planning, management, and operations.

PC tools, programs and resources to meet this goal
Aboriginal Secretariat, Aboriginal Leadership program, training, engagement tools and publications to assist in improving the relationship.

Parks Australia & The process of Joint Management

Tools
‘Collective Impact’ is an approach used in defining effective shared outcomes and relationships - it acknowledges that each party in the relationship brings a particular expertise to the table.

Adaptive Management
The Open Standards Adaptive Management Model ensures respectful relationship maintenance and communication, designed to respond to local needs and include various viewpoints, adapting over time with changes on the landscape and in the local human conditions.

“You don’t build Relationships in a boardroom, you build them on the land, in Aboriginal community…” Allan Latourelle, Former CEO Parks Canada
Reconciliation in Canada

The Truth and Reconciliation Commission of Canada Recommendations:

5. Reconciliation must create a more equitable and inclusive society by closing the gaps in social, health, and economic outcomes that exist between Aboriginal and non-Aboriginal Canadians.

8. Supporting Aboriginal peoples’ cultural revitalization and integrating Indigenous knowledge systems, oral histories, laws, protocols, and connections to the land into the reconciliation process are essential.

9. Reconciliation requires political will, joint leadership, trust building, accountability, and transparency, as well as a substantial investment of resources.
Literature Review Components:
C. How to Measure Success?

Guardians Monitoring and On the Land Educational Programs, Canada
- Supporting indigenous people to monitor and protect local food, fuel and cultural resources safeguards the stewardship responsibility and the vital relationship indigenous peoples have to the land.

Fostering continued access to lands and generational teaching of customary conservation laws to protect the land and its biodiversity, will ensure the continued health of the ecosystem services and food services that are fundamental to cultural survival and well being for indigenous peoples.

Social Return on Investment
SROI is an internationally recognised methodology used to understand, measure and value the impact of a programme or organisation. It is a form of cost-benefit analysis that examines the social, economic, cultural and environmental outcomes created and the costs of creating them using relevant financial proxies to estimate relative values.

Australian Indigenous Rangers Program

Social Ventures Consulting, (2016), Government of Australia
**Table II. Coast Salish Indicators of Indigenous Health**

<table>
<thead>
<tr>
<th>Indicator</th>
<th>Definition</th>
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<tr>
<td>Community connection</td>
<td>Members actively participate in community functions and help each other, particularly in connection with the harvest, preparation, storage, and sharing of natural resources (work, sharing, family)</td>
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<tr>
<td>Natural resources security</td>
<td>Local natural resources (air, water, land, plants, and animals) are abundant, accessible, and support a healthy ecosystem(s) and healthy human community (quality, access, safety)</td>
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<tr>
<td>Cultural use</td>
<td>The community is able to perform its cultural traditions in a respectful and fulfilling way using the local natural resources (respect/stewardship, practice)</td>
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<td>Education</td>
<td>Knowledge, values, and beliefs are actively passed from elders to youth (knowledge, elders, youth)</td>
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<td>Self-determination</td>
<td>Communities develop and enact their own healing, development, and restoration programs; the community trusts and supports its government (healing/restoration, development, trust)</td>
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<tr>
<td>Balance</td>
<td>Community members maintain connections to meaningful locations, confident that their health and the health of the next seven generations can voluntarily adapt to changes, temporary or permanent, and strongly connect with who they are in positive ways (sense of place, identity, resilience)</td>
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*Note: All indicators are shown using constructed scales, e.g., poor to excellent.*

*Source: http://www.swinomish-nsn.gov/ihi/*

Values-Based Measures of Impacts to Indigenous Health, by Robin Gregory, Doug Easterling, Nicole Kaechele, and William Trousdale
1. Saoyú-ʔehdacho National Historic Site

- Cooperative management with a central role for Délįne in site management
- Settled Sahtu Land Claim and Self Government Agreement-20% aboriginal private owned yet permanently protected under Federal legislation
- Strength in Consensus Decision making - Agreements require sending authority to the management table
- Strength in Facilitator role common understanding
- Respect for Sahtugot'ine harvesting rights, on-the-land cultural learning and healing programs

**Challenges/Opportunity:** Reconciling values and perceptions of what constitutes progress, capacity in future, baseline monitoring and documenting TK
2. Gwaii Haanas National Park Reserve and Haida Heritage Site

- Model of cooperative management when differing viewpoints exist on sovereignty, title, and land ownership can work together.
- Consensus Decision Making - Nation to Nation
- First Watchmen program safeguards and monitors significant cultural sites, indigenous food, natural resources, revitalizing indigenous stewardship practices and sovereignty

**Challenge/Opportunity** - Divergent conservation views - Need to revisit common ground – better coordinating of roles – needs more funding /capacity – could apply facilitator role of SENHS, and Australia Adaptive Management Process- Open Standards
Pathways to a community of practice for shared management in Australia

Report: Joint management of protected areas in Australia: native title and other pathways towards a community of practice, 2012, Toni Bauman, Claire Stacey and Gabrielle Lauder

3. Indigenous Protected Areas - Australia

- Effective contractual, independent of legislation
- Based in Indigenous values and contribute to reconciliation - strong NGO support, good prospects for sustainability
- Recognized by National Government
- Currently tenure based, increasingly merging with other tenure-ships
- Low cost to Government - conservation outcomes
- Ranger and Working On Country Programs’ High Return on Investment - $35.2 m generated $96.5 m
  Strengthened communities economically and socially.

**Challenges/Opportunities**
- Not strong legal framework – no regulatory protection from Mining - requires innovation
4. Kakadu National Park – Australia

- Strong legal framework - Recent amendments to ‘protect and conserve protect the value of the land to the culture and heritage of Aboriginal persons’ enable customary activities
- IUCN level II category-high level of protection
- Adaptive Management Model Process

Challenges/Opportunities - Resolution of land ownership, Dispute resolution weak- ‘Collective Impact’ tool can be used for more appropriate roles, cross cultural awareness, more TEK into management

One of the greatest concentrations of rock art sites in the world and longest historical records of any group of people.
Trends in Joint Management
Australia

Figure 6: Trends in joint management, PowerPoint slide, D. Smyth, Alice Springs, 2012.
Conclusions so far: Best Practices in Equitable Management

A. Determine appropriate roles and multi scale solutions to address governance and management issues, to leverage more funding and ensure programs are stronger and more sustainable - IPA, Kakadu, Gwaii Hanaas

B. Foster commitment to finding the common ground in relationships, and detachment from solving political challenges – local solutions and ground up approaches, consensus model, cultural education opportunities – IPA, Kakadu, SENH & Gwaii Hanas

B. Investment in indigenous community and board capacity, (i.e.; coordination, employment, cultural and skills training) being long term and adequate and acknowledging other values besides monetary as in the social return on investment for leveraging multiple partnerships - Gwaii Hanas, SENHS, IPA

B. Utilize facilitator role to support process of bridging two worlds and cultivating a long term relationship that ensures meaningful inclusion of Traditional Ecological Knowledge into management and decision making - SENHS and IPA
Next Steps in this Exploration

- Compile additional case studies
- Conduct interviews
- Prepare discussion paper
- Engage with NWT partners
- More research on SROI and well being targets
- Tool kits and further discussion on best practices
References

- Bauman, Toni, Haynes, Chris, and Lauder, Gabrielle (2013) *Pathways to the co-management of protected areas and native title in Australia*, Australian Institute of Aboriginal and Torres Strait Islander Studies (AIATSIS Research Discussion Paper No. 32)
- “The Two Pillars of Successful Joint Management: Joint Management Futures: The next generation of joint management and governance arrangements with Indigenous land owners and partners in Australian National Parks” Background for a panel discussion at the World Conservation Congress Workshop
- Social Ventures Consulting, (2016), Consolidated report on Indigenous Protected Areas following Social Return on Investment analyses, Department of the Prime Minister & Cabinet, Government of Australia