

HEALTHY LAND, HEALTHY PEOPLE

WHAT WE HEARD - REPORT

TERRITOIRE EN SANTÉ, POPULATION EN SANTÉ

CE QUE NOUS AVONS ENTENDU - RAPPORT

Sommaire

La protection de la biodiversité par l'établissement et la gestion d'aires protégées et de conservation, souvent appelée planification du réseau de conservation, joue un rôle essentiel dans le maintien de nos écosystèmes nordiques et constitue un élément important du cadre général de gestion des terres des Territoires du Nord-Ouest (TNO). La planification du réseau de conservation englobe un certain nombre d'outils de gestion des terres, comme les aires protégées territoriales et les exigences particulières en matière de zonage dans les plans d'aménagement des terres.

Le plan de travail du gouvernement des Territoires du Nord-Ouest (GTNO) et son approche en matière de planification de la conservation sont décrits dans « Territoire en santé, population en santé : Priorités du gouvernement des Territoires du Nord-Ouest pour la planification du réseau de conservation de 2016 à 2021 » (Territoire en santé, population en santé). Le ministère de l'Environnement et des Ressources naturelles (MERN) compte renouveler et mettre à jour le plan « Territoire en santé, population en santé » en 2021. L'une des premières étapes de cette initiative a été de solliciter l'avis du public concernant la planification de la conservation aux TNO. Un sondage en ligne a été réalisé entre le 13 janvier et le 26 février 2021 pour recueillir les commentaires du public et des parties intéressées. Au total, 133 réponses ont été recueillies, dont un peu moins de la moitié provenait de membres du grand public. Les autres réponses provenaient de personnes associées à des gouvernements et à des organisations autochtones et de représentants d'organisations concernées (qui se sont identifiées comme étant des membres du public, des propriétaires de petites entreprises, des membres d'organisations non gouvernementales du domaine de l'environnement et des employés du GTNO). Les résultats de ce sondage indiquent ce qui suit.

- → Les Ténois utilisent les aires protégées : 85 % des répondants avaient visité une aire protégée aux TNO. Bien que les taux d'utilisation puissent être quelque peu augmentés par les répondants soucieux de la planification de la conservation, ces résultats laissent néanmoins sous-entendre que les Ténois sont généralement assez susceptibles de visiter les aires protégées et sentent qu'ils font partie du nouveau plan de conservation.
- → Les parties intéressées veulent que les priorités soient maintenues : Une nette majorité des répondants souhaitent la mise à jour du plan « Territoire en santé, population en santé » pour continuer de privilégier les priorités nommées dans la première version, notamment la planification et la prise de décision en collaboration avec les partenaires du secteur de la planification et les gouvernements et organisations autochtones. Seulement 5 % des répondants ont déclaré qu'aucun de ces objectifs ne devrait être reporté dans le nouveau plan.

- → La priorité a été accordée au soutien de cinq nouveaux types de partenariats : Un réseau de conservation sain comprend également des partenariats avec des chercheurs, des établissements d'enseignement, des administrations communautaires, des intervenants des secteurs du tourisme et de la santé et du bien-être ainsi que des organisations intergouvernementales.
- → Pour la plupart des répondants, un réseau sain est susceptible de présenter au moins l'une des caractéristiques suivantes :
 - Mise en œuvre de programmes de gardiens autochtones et d'autres programmes de surveillance des aires protégées.
 - Maintien de l'utilisation des terres par la population comme cela se fait depuis des générations.
 - Présence d'une connectivité écologique entre les zones de conservation.

Toutefois, le consensus sur les caractéristiques les plus révélatrices d'un réseau sain varie quelque peu d'une région à l'autre ainsi qu'entre les gouvernements et les organisations autochtones et les représentants d'organisations concernées (qui se sont identifiés comme étant des membres du public, des propriétaires de petites entreprises, des membres d'organisations non gouvernementales du domaine de l'environnement et des employés du GTNO).

→ La population générale s'intéresse plus à l'information sur l'état de la biodiversité et l'intégrité écologique. Les représentants de l'industrie s'intéressent davantage à l'emploi local et au développement des ressources. L'intérêt pour les autres sujets varie quelque peu selon les régions.

Tout au long du sondage, les parties concernées ont formulé des commentaires qui ont mis en évidence un certain nombre de préoccupations ou de considérations générales qui peuvent être partagées par le grand public, dont :

- ◆ la crainte qu'en matière de conservation, les intérêts liés à l'exploitation des ressources et à la croissance de l'industrie aient une incidence indue sur le plan de conservation;
- la crainte que les intérêts en matière de développement économique soient sous-représentés;
- un désir de voir des plans pour des zones particulières, comme les zones humides et le Grand lac de l'Ours et son bassin versant;
- une demande pour un processus de consultation inclusif et un suivi pour s'assurer qu'il ait lieu;
- une recommandation voulant que le GTNO s'efforce de trouver des moyens de maximiser la valeur des aires protégées pour les Ténois;
- l'importance de reconnaître qu'il ne suffit pas de créer et d'étendre un réseau de collaborateurs. Dans certains cas, le rôle du GTNO devrait également consister à **soutenir le renforcement des capacités** des principaux partenaires.

Il a été fortement recommandé que les **changements climatiques** soient pris en considération dans la planification de la conservation.

Executive Summary

Protecting biodiversity through the establishment and management of protected and conserved areas, often referred to as conservation network planning, plays a critical role in maintaining our northern ecosystems and is an important piece of the overall land management framework for the NWT. Conservation network planning encompasses a number of land management tools, such as territorial protected areas and special zoning requirements in land use plans.

The GNWT's work plan and approach to conservation planning is described in Healthy Land, Healthy People: GNWT's Priorities for Advancement of Conservation Network Planning 2016-2021 (Healthy Land, Healthy People). The Department of Environment and Natural Resources (ENR) is looking to renew and update Healthy Land, Healthy People in 2021 and one of the first steps was to seek public input regarding conservation planning in the NWT. An online survey designed to gather feedback was conducted between January 13 and February 26, 2021. 133 responses were collected; just under half were from members of the general public. The remaining responses were from individuals associated with Indigenous governments and organizations as well as representatives of relevant stakeholder organizations (people who identified themselves as members of the public, small business owners, environmental non-governmental organizations and GNWT employees). The results of this survey suggest the following:

- → Protected Areas are used by NWT residents: 85% of respondents had visited a Protected Area in the NWT, with 60% accessing them within the last year. Although usage rates may be somewhat inflated among our conservation planning-conscious respondents, these results nonetheless suggest that Northerners are generally quite likely to access Protected Areas and feel part of the new Conservation Plan.
- → Engaged stakeholders want priorities to continue: A clear majority of respondents want a renewed Healthy Land, Healthy People to continue to prioritize the existing priorities from the first Healthy Land, Healthy People, namely concluding planning and decision making in partnership with planning partners and Indigenous governments and organizations. Only 5% of respondents said neither of these goals should be a carried over to the new plan.
- → Support for five new types of partnerships was prioritized: Respondents feel that a healthy conservation network also includes partnerships with researchers, educational institutions, community governments, tourism and health and wellness sectors, in addition to IGOs.
- → For most, a healthy network is likely to have at least one of the following features:

- Guardians programs or other on the land monitoring programs are in place.
- People are able to use the land as they have for generations.
- There is ecological connectivity between conservation areas.

However, consensus on which features are most indicative of a healthy network vary somewhat by region and across *Indigenous* governments and organizations as well as representatives of relevant stakeholder organizations (people who identified themselves as members of the public, small business owners, environmental non-governmental organizations and GNWT employees).

→ The general population is more engaged by information about the status of biodiversity and ecological integrity. Industry representatives are more focused on local employment and resource development. Interest in other topics varied somewhat by region.

Throughout our survey, engaged stakeholders left comments that highlighted a number of general concerns or considerations which may be shared by the general public as well:

- A concern that when it comes to conservation, **resource development** and **industry interests** will have undue influence on the Conservation Plan
- A concern that **economic development interests** will be under-represented
- A desire to see plans for specific areas, namely, wetlands and the Great Bear Lake and its watershed
- A demand for an inclusive consultation process, and some oversight to make sure that happens
- A recommendation that the GNWT seek to find ways to maximize the value of Protected Areas for Northerners
- An insistence that building and expanding a network of collaborators is not enough. In some cases, the GNWT's
 role should also be to support capacity building among existing key partners

A strong recommendation that **climate change** be considered in conservation planning.

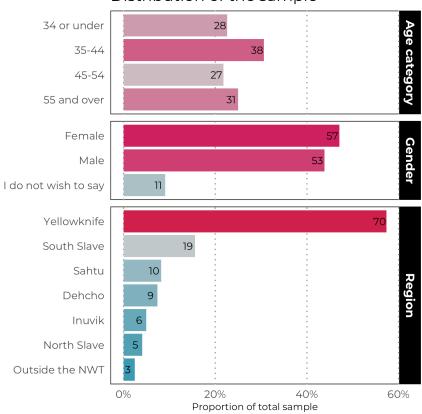
Method

A sample of 133 respondents participated in a public survey between January 13 and February 26, 2021. The survey was advertised on the GNWT Facebook account, a link was shared on the ENR website, and emails were sent to relevant stakeholders.

Compared to the general population of the NWT, we find that adults aged 35-44 are over-represented (+10%), whereas those under 34 are under-represented (-11%) in our sample. Adults over 55 are also somewhat under-represented (-5%) in the opinions gathered.

Yellowknife perspectives are over-represented as well compared to a population breakdown by region and community (+5%), whereas respondents from the Inuvik and North Slave (other than Yellowknife) region are under-represented (-9%).

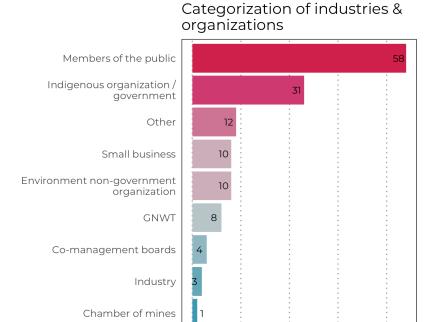
Distribution of the sample



Stakeholder groups represented

44% (N=58) of respondents identified as members of the public, whereas the other 56% identified themselves as individuals associated with a particular government or organization.

The largest group of respondents were associated with Indigenous governments and organizations (IGOs) (N=31, 23%), followed by small business owners (8%), environmental non-governmental organizations (ENGOs) (8%), and GNWT employees (6%).



0% 20% 30% Proportion of total sample

Visits in protected areas

Most respondents had visited a protected area within the last year

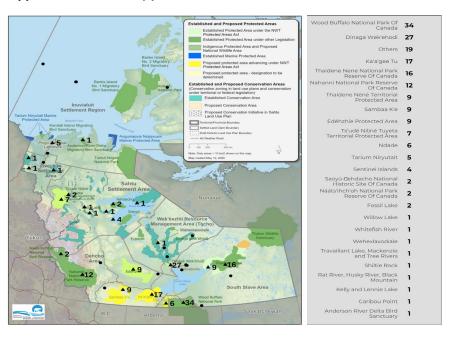
60% of survey respondents said that they had accessed a protected area within the last year. Those over 35 were more likely to have visited a protected area in the last year than those under 35. The South Slave, Sahtu and the small number of respondents from the North Slave were most likely to have visited a protected area in the last month (42%, 44% and 80% respectively). Yellowknife residents were unlikely to have visited a protected area in the last month (15%) but likely to have visited one in the last year (46%).

Only 15% of survey respondents had never accessed a protected area. These respondents were more likely to be under the age of 34. 18% of respondents from Yellowknife said that they had never visited a Protected Area.

When was the last time you accessed a protected area?



Which protected areas have you accessed most recently? Please provide your answer(s) by clicking on the map of approximate location(s).



Respondents were most likely to have more recently visited protected areas in the North Slave, South Slave and Dehcho regions.

When asked, respondents said that they haven't been to protected areas as frequently as they would like mostly due to reasons related to access. For most respondents, getting to protected areas is difficult and too expensive.

"Access, cost and time to get there, not experienced or prepared enough to explore without a guide/tour."

Others said that travel is difficult due to the COVID-19 pandemic. A few provided other rationales, that included lack of services or know-how that would help them feel comfortable visiting.

"I would try to get to more however most are still under consideration for establishment which I think has delayed, for a very long-time, investment in basic services that would make a trip worthwhile." **Opinions on Conservation**

Most favour continued planning & plan renewal

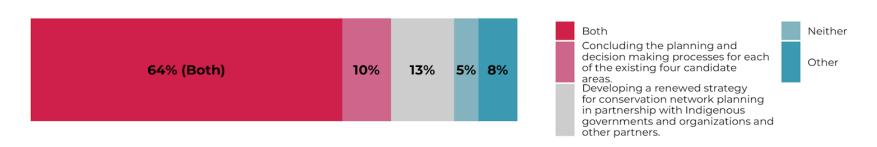
A majority of respondents said that they'd like both the planning and decision making processes for existing candidate areas to be completed, as well as a strategy for conservation network planning to be carried over to a renewed work plan; IGOs and ENGOs were more likely to select 'developing a renewed strategies for conservation network planning in partnership with Indigenous governments and organizations and other partners' than members of the public or members of other groups.

Conservation planning in the NWT is guided by Healthy Land, Healthy People: GNWT Priorities for Advancement of Conservation Network Planning 2016-2021, which ends in December 2021.

The priorities in this existing work plan are:

- Conclude the planning and decision-making processes for existing candidate areas
- Develop a renewed strategy for conservation network planning in partnership with Indigenous governments and organizations and other planning partners

Which priorities would you like to see carried over to the renewed work plan?



The few who indicated 'other' priorities highlighted the importance of capacity building for IGO partners, preserving access to mining, the IPCA for the Great Bear Lake and Watershed or the importance of applying a climate change lens to conservation planning:

"Apply a climate change lens to conservation planning: ensure existing protected area management plans incorporate climate change considerations; develop conservation planning targets and strategies that consider the impact of climate change on ecosystems." (Public)

Key principles are conservation and cooperation

The *Protected Areas Act* came into force on June 20, 2019. **Key principles of the Protected Areas Act include:**

- 1. The protection, conservation and maintenance of biodiversity, ecological integrity and cultural continuity.
- 2. Collaborative and cooperative establishment, management, and governance arrangements with Indigenous governments and organizations that respect Aboriginal and treaty rights, as well as land claim and self-government agreements.
- 3. Opportunities for economic diversification through guardians programs and small artisanal businesses.

Which of these key principles is most important to you?



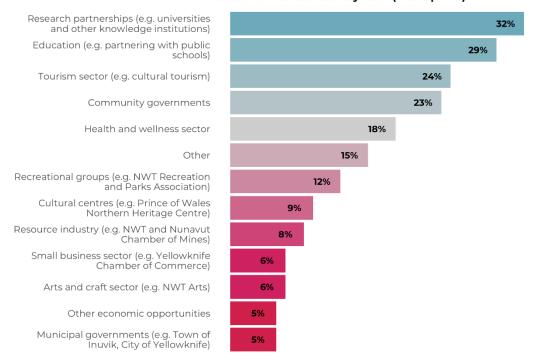
Respondents who provided an 'other' response to this question related principles largely centered on two themes: the importance of developing a plan that incorporates and respects Indigenous way of life as well as local non-Indigenous lifestyles and, and the importance of economic development and self-sufficiency more specifically through resource development:

"Protected area initiatives should respect and consider all cultural interests in the NWT [presumably not just Indigenous cultural considerations]." (Public)

Researchers & Educators seen as key partners

The GNWT approach to establishing and managing protected and conserved areas in the NWT has always been based on collaboration with Indigenous governments and organizations.

What other conservation partnerships should the GNWT focus on over the next 5 years? (Pick up to 3)



Two partnerships were more likely to be prioritized over others among our respondents: research (32%) and education (29%). Education was more likely to be selected by those under the age of 34 (43%) — who are underrepresented in our sample — than those over 34 (19%-32% per age groups).

Representatives of IGOs are also more likely to prioritize education partnerships (45%), community government partnerships (39%) and health and wellness sector partnerships (35%) than members of the general public (26%, 22% and 10% respectively). Instead, the public is most likely to prioritize research partnerships (41%), followed by the tourism sector (33%).

In a follow up section, some IGO representatives also suggested that the GNWT should be instead focusing on building capacity among potential partners and relationships with communities and locals living near protected areas:

"[GNWT should work with] regional governments, & ease barriers, break down your own silos within the GNWT, to work for the people in place & put supports in for Indigenous-led processes." (IGO)

"All peoples in immediate affected area need to be included within partnerships." (IGO)

Other potential partnerships identified

22 respondents spoke of other potential partnerships in conservation: 5 said Indigenous groups in general, 6 focused on local communities, 4 on industry partners. Other partnerships mentioned include the federal government, conservation groups or environmental NGOs, while some respondents suggested the government should simply do less.

The GNWT approach to establishing and managing protected and conserved areas in the NWT has always been based on collaboration with Indigenous governments and organizations. What additional conservation partnerships should the GNWT focus on over the next 5 years?

Indigenous groups

"I am not sure it is the job of the GNWT to decide through a survey where the partnerships of ENR/GNWT need to be. The division should probably focus on completing the protection of the areas, and helping to define financial mechanisms which will ensure that diversification of the economy through protected areas access by Indigenous rights holders, cultural continuity and stewardship activities can proceed with success." (ENGO)

Local communities

"Residents of the NWT/ the general public." (Public)

"Non-Indigenous residents." (Public)

Industry partners

"Conservation investments - corporate supports which include carbon markets." (Public)

"Need to include a healthy economy to enable and afford and properly care for the existence of protected areas." (Small business)

"Carbon offset and economy." (ENGO)

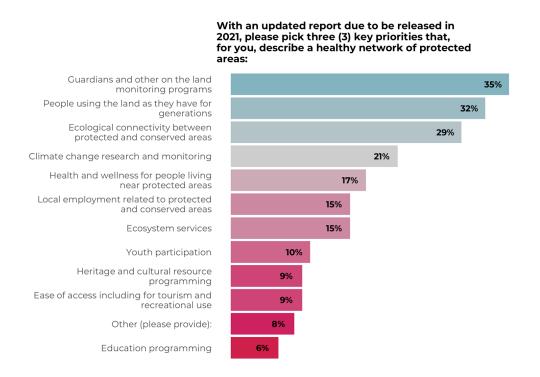
Others

"Tides Canada." (Other.

"Federal Government as required or necessary in regards to protecting Great Bear Lake." (IGO)

"Conservation groups." (Industry)

Guardians and cultural continuity considered key priorities for a healthy network



Guardian programs are most often selected as a key priority that describes a healthy network of protected areas by respondents in general, and although the sample size was small, it spanned across every age and regional group. The only exception to this rule was among respondents from the Inuvik region, who were more likely to prioritize health and wellness. Guardian programs were especially likely to be selected by Sahtu and Dehcho residents, IGOs and ENGOs, and respondents over 45.

Other notable differences:

• ENGOs more often prioritized climate change research and monitoring (50%) than the members of other associations and groups.

- Heritage and cultural resource programming was more of a priority for respondents from the Sahtu (30%) than respondents from other regions.
- Dehcho respondents were more likely to prioritize ecosystem services than respondents from other regions (33%).

Other features of a healthy network

11 respondents identified additional key priority areas for a healthy network other than the choices offered. Most of these respondents said that they feel the GNWT should be aiming to support capacity building among other organizations that are better poised to carry out conservation activities than the GNWT. Other responses focused on protecting at-risk species specifically, supporting resource development activities, or ensuring access to protected areas for NWT residents.

Q: With an updated report due to be released in 2021, please pick three (3) key priorities that, for you, describe a healthy network of protected areas (other)

Protection of species

"Status of species, living within the protected area, increasing, decreasing, stable." (Public)

"Protection of game species and species at risk." (Public)

Government to build capacity elsewhere

"Education, communication and capacity development of local First Nations." (IGO)

"Need to include a **healthy economy to** enable and afford and **properly care for** the existence of **protected areas.**" (Small business)

"...Improve indigenous-led & whole of government approach to strengthening Indigenous rights and responsibilities to grow over time with right supports." (IGO)

"Maintenance of existing protected areas and LUP's, smaller government, and greater freedom for individuals to create their own opportunities and business without government involvement and control." (Public)

Other concerns

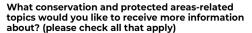
"Coexistence with mining." (Public)

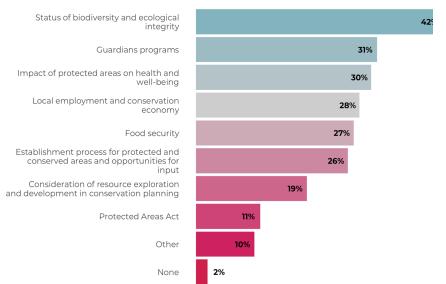
"[That it] allows for resource
based economic development."
(Public)

"NWT residents **access** to these areas." (Public)

Interest for more information

Many want info about status of biodiversity





When asked what topic they would like to receive more information about, the status of biodiversity and ecological integrity stands out as the topic of most interest to the general population (42%). Industry members were more interested in topics of local employment and resource development.

Dehcho and Inuvik respondents were most interested in local employment issues, and food security was particularly interesting for South Slave, Dehcho and Inuvik residents. Dehcho and Sahtu residents were also likely to say they would like to know more about the establishment process.

10% of respondents indicated that there were other specific topics they would want to receive more information about. These requests are detailed on the following page.

Some interest in climate change & social impacts

The 10% of respondents who said they would want more information on this topic seemed to have specific concerns about protected areas and how they will be impacted by climate change, how certain groups or systems could be impacted by conservation policies, or in the case of one respondent, about process more generally.

Q: What conservation and protected areas-related topics would you like to receive more information about? (please check all that apply)

Climate change impacts

"The connection between the effects of climate change and the impact that it has on Indigenous health and well-being, also on cultural continuity." (Public) "How the current network is positioning us to mitigate and adapt to climate change." (GNWT) "How are ecozones and protected areas [will be] impacted by climate zones moving north and east - will the ecozones we are trying to protect migrate out of the current boundaries as the climate warms up?" (Small business)

Social considerations of policies impacts

"Gender Based Analysis+." (interpreted to mean an analysis of how conservation policies are experienced differently across genders and social groups) (Public) "Non-Indigenous access and use." (Public) "How often is the land used and by who." (Other) "The economic loss created by foregoing natural resource industry to sustain the economy of local communities and the NWT health system." (Small business)

Process

"All of these topics identified are very important. I feel like the vision for the technical aspects of making the governmental conditions for these related topics to flourish is the place we find ourselves. Financial mechanisms, that underpin the development & creation of establishment agreements that will need to be implemented-- as simple or complex, will need to be a focus. As well as ensuring that the ethical space that is created for defining protected areas, also includes respect for a swift process, that can designate the areas, and allow for implementation of management paradigms & other stewardship programs & subsequent economic development paradigms to unfold as dictated by listening to the specific IGO/or community in place, which ostensibly, will benefit from those. Ultimately the land must be protected first and foremost." (ENGOs)

Other comments

General opinions on conservation in the NWT

In an additional comments section, respondents submitted a number of opinions and voiced some concerns regarding the future of government conservation efforts in the NWT. General opinions on this matter tended to fall into one of the following categories:

- The importance of working with other stakeholders, specifically, IGOs, the federal government, land use planners, and the public;
- Highlighting a tension between resource development and protection in that:
 - Industry and resource development play too large a role; or
 - Resource development considerations must be given special consideration;
- **Demand for a more inclusive consultation process:** that all different types of people in the NWT be consulted and included in the process;
- Request for more information about **the value of Protected Areas for resident and taxpayers,** or proposed ideas to maximize the value of Protected Areas for residents;
- Specific requests and considerations that the respondent wanted taken into account for the new plan; or
- General statements about the **importance of conservation.**

Networks

"The NWT has a unique global opportunity to **establish a real partnership between the public and Indigenous governments** to manage and maintain ecological and cultural values. This has global significance." (IGO)

"More work and collaboration with land users and Indigenous governments." (IGO)

"Let's continue to **involve federal agencies and partners, researchers /academics, organizations from outside the NWT** - let's not exaggerate the need for 'made in the NWT' solutions by trying to reinvent the wheel or stalling progress on previous federal-led initiatives, just for the sake of having the GNWT lead things instead." (Public)

"The new mandate priorities ... speak well to supporting the next workplan. The subsequent successes [should be identified with IGO & community partners]. [These successes] have been supported at the community level, often by unsung ENGOs, like Nature United & its global affiliate, "The Nature Conservancy (TNC)", CPAWS, Ducks, ILI, and others. [ENR] has had successes in the past 5 years. These should be noted & celebrated. It is your job to protect land in the NWT, and support communities in their hard work to protect integral places connected to their understanding of themselves, their identity, passing on knowledge, cultural traditions, food-ways, life-ways, to the next generations (cultural continuity). Thanks for the opportunity to be surveyed." (ENGO)

Inclusive Consultation

"All residents have to be consulted regardless of gender." (Public)

"Education & inclusion must be paramount regarding current and future NWT conservation networks." (IGO)

"This is good work and needs to continue. It also needs to be **inclusive**." (Public)

Too much oversight

"Government involvement in the NWT is too large. Provide educational opportunities to empower people to think clearly and independently and not encourage gov. dependency. This also requires gov't push back at times when people attempt to blame the government for their lack of efforts and action." (Public)

Value for residents

"Improve the accuracy and timeliness of the website and information provided on efforts to establish protected areas. Give a higher profile to the work you are doing and draw links with federal targets and commitments." (Public)

"Some conservation areas that are accessible by road would be welcome as more people could benefit from the areas. They could be different from territorial parks though, with less infrastructure." (Public)

"The GNWT needs to show how they can pay for the conservation network and what value taxpayers get out of the network. How much extra does the NWT get if we actively manage the network vs. letting it be?" (Public)

Concerns about industry

"The existence or non existence of mineral/oil & gas potential should not be a factor when establishing **Protected Areas.** They **should be created considering only cultural and ecological factors.**" (Public)

"No industry (PERIOD) . [They] will [not] protect our lands." (IGO)

"The mining industry is intent on politicizing every single conservation area created in the NWT. The hard lobbying of your department should be insulated by concentrating on making good on ensuring that all the important places that elders have already defined are protected & then you can worry about what the IGOs intend to do with supporting economics, guardians, food security and all the other [important] things you listed. Don't try to do everything at once. Work with the communities to protect." (IGO)

Concerns for industry

"Conservation is laudable but **without mining we have nothing.**" (Public)

"I believe our environment is not at risk and doesn't need to be protected from local resource development pressures as most of the pressure on our environment will come from externally driven climate change." (Industry)

"Less than 1 percent of NWT has been developed. We need to **keep land open for development."** (Public)

"Sustainable use of fish and wildlife (by all user groups) must not be excluded from protected areas. The national parks model is not effective conservation and the NWT would do poorly to adopt this type of user-exclusion model. Excluding sustainable resource use from Protected Areas turns wild spaces into petting zoos and does not foster effective long term conservation." (Small business)

"Overall process needs a "semblance of sanity" approach. This is not intended to be a Preservation Area Strategy but a Protected one. The sheer magnitude of land mass that is deemed needed by NGO's and Preservationist orgs. to meet the Act objectives does not need to be in the thousands of hectares like Ehdehzhii, Sambaa Ke, Sweet grass in Deline. Rather, a far better approach is more smaller areas protected across the various ecosystems and eco-regions in NWT" (Small business)

Specific Issues

"The development of a **wetland policy** in the NWT." (ENGO)

"Once the exploration mineral claim expires, expand Indigenous Protected Areas as mandated." (IGO)

"Establishing the IPCA should be a top priority for the GNWT. Protecting the Great Bear Lake and its Watershed is the top priority for the Deline Got'ine Government. [It is] the source of our language, cultural, identity, spirituality, and our economy." (IGO)