

Weaving Worldviews

Parks Canada & Métis National Council: Moving Past Outcomes & Into Process

June 2021

A research story by Beb[a]ski - For The Land Consulting and Services, under the leadership of the Métis National Council, made possible by a contribution agreement with Parks Canada.

funding & leadership partners









Acknowledgement

The authors of this work are grateful for the efforts and collaboration of Erin Myers (MNC), Marina Best (PCA) and other staff that participated in the realization of this work. It was a pleasure to share this learning with you and we will support you as we can in continued collaboration.

Abbreviations

MNC — Métis National Council PCA — Parks Canada Beb[a]ski — Beb[a]ski For the Land Consulting & Services ECCC — Environment & Climate Change Canada

Disclaimer

Land. We choose to capitalize Land as a way to convey its encompassing importance. When we speak of (L)and, we acknowledge that it includes Peoples, cultures, languages, and knowledge.

National Parks. Throughout this text, National Parks are often referred to as "Parks Canada Administered Places" as a way to recognize that PCA has some significant National Historic Sites, National Marine Conservation Areas, and others, which are present throughout the Métis Homeland and include lands where conservation also occurs.



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O. Executive Summary

Summary of the Work

Beb[a]ski used a combination of group interviews, individual interviews, live polls, listening, and desk research in order to establish a basis to understand the relationship between Parks Canada and the Métis National Council/Métis Nation.

This work parallels and draws from larger initiatives in which Parks Canada (PCA) and the Métis National Council (MNC) are already participating, including but not limited to global climate efforts (UNFCCC COP, United Nations Framework Convention on Climate Change, Conference of the Parties), UNDRIP (United Nations Declaration on the Rights of Indigenous Peoples), Convention on Biological Diversity, Land Guardians Programs, as well as Indigenous Protected and Conserved Areas (IPCAs).

Questions asked to participants touched on a variety of topics: What is the history between the MNC and PCA? What are key conservation topics for the Métis nation? What are respectful ways of engaging with the Métis? What does meaningful Métis participation look like? We asked participants about their degree of knowledge of IPCAs and Land Guardians programs, identified current barriers and suggested ways to move forward.

We are then suggesting 4 Principles of Understanding that lead into 4 Recommendations to guide the future development of this work:

- Self-determining Métis conservation
- Understanding Métis rights & responsibilities
- Communication at multiple levels
- Weaving responsibilities

The conclusion to this report includes a set of recommendations for the next 1, 5 and 10 years for the MNC and PCA to work on implementing together. We were excited to participate in this research and are highly optimistic about the continued development of this work. Our set of recommendations is repeated on the next page; we suggest using these as a guide in the prioritization of work for both organizations.



Summary of the Recommendations

In the short term, PCA and MNC can both start to organize internally. For PCA, starting to bring together the ultimate bridge builders - the Métis employees within Parks Canada - and giving them the option to participate under a clear and paid mandate to help advance Métis participation within the institution is a way to create change without any shuffling across institutions. For MNC, starting the process of formalizing a definition of Métis-led conservation is going to be paramount. If the space is opened for collaboration, what is the Métis Nation going to do with it? It's important that this comes from a place of thoughtful self-determination. Also in the relatively short term, specific contacts should be delegated - both nationally in MNC and PCA, and regionally on the ground through the Governing Members.

Both parties can start to plan for open-ended, long-term contribution agreements that are based on relationship building processes and trust as the primary outcomes. These agreements may take some time to establish, but should be started relatively quickly so that relationship building can start to occur in a way in which everyone is appropriately compensated for their time and knowledge. In the meantime, Parks Canada can separately create space within its administered places to invite Métis cultural practices, education, and sharing. They can also invite Métis Land users on to the Land to practice culture in their own ways.

Through the process of relationship building, both PCA and MNC can keep in mind the end goal of working together in ethical space, with collaborative, efficient governance that draws strengths from both parties. To this end, it will be important to use language that recognizes each other in such a manner. Co-governance will be an ever-evolving journey that will change and grow depending on the time, place, and people involved. Because of the dynamic nature of the relationship, communication will be fundamental to all recommendations proposed. Whether they stay the same, or new inputs and information change the course of future actions, communication ensures that accountability and trust can be maintained. At this stage in the journey, communication is a foundation that needs to be established and embedded before moving forward.

Recommendations Table

	Immediately 1 year	Medium term 2-5 years	Long term 10 years		
PCA	Create a committee of existing Métis Parks Canada employees and give them a specific mandate to help advance Métis cultural identities within the organization	Contribute to funding a process that creates space and capacity for Métis to self-determine their definitions of conservation			
PCA	Create space for cultural showcases, Métis harvesting, and Métis cultural practices to be shared within Parks Canada spaces, work to invite and organize events	Support and advocate for Métis-led IPCA processes			
PCA	Support fundamental training for all levels within the organization on the history and identity of Métis	Invite partnerships on initiatives in Parks Canada Administered Places - such as surveys, monitoring, reclamation.			
PCA	Actively support Métis people on the Land in Parks Canada Administered Places (especially youth and knowledge holders)				
MNC	Form a committee of Métis Land users and Elders to ensure advice is coming from those who are directly in relationship with the Land. This committee could act as advisory to Parks Canada as well.	Prioritize a self-determined Métis definition of conservation that the Métis Nation can share and articulate outwards			
MNC+PCA	Create official contacts with relationship building as a mandate, to formalize the network relationships in each region, as well as nationally	e support relationship building processes and			
MNC+PCA	Have an official meeting to plan out communication pathways and responsible representatives - at least one each per region, and one national	ple Parks Canada Administered Places would be a			
MNC+PCA	Through the relationship building processes, use language that supports an equal partnership at all stages				
MNC+PCA	Create a working group tasked with identifying success stories within the MNC-PCA relationship, and communicating/amplifying them.	to look into opportunities for inserting co-governance initiatives			



1. Introduction

Context

The Métis National Council has hired *Beb[a]ski - For the Land Consulting and Services* after a contribution agreement with Parks Canada in order to paint the "overall picture of the history of the relationship between the Métis Nation and National Parks, current involvement of the Métis Nation and National Parks, and how the Métis Nation would like to move forward or be included in the dialogue around conservation and National Parks."

Striving for ethical space

In the delivery of consulting and services, *Beb[a]ski* strives for an ethical space of engagement, as outlined by Dr. Willie Ermine in his 2007 paper <u>The Ethical Space of Engagement</u>¹.

Ermine says: "[Ethical space] is a way of observing collectively how hidden values and intentions can control our behaviour, and how unnoticed cultural differences can clash without our realizing what is occurring. Presently, the norm of Western existence, the norm of its governance, becomes so pervasive in its immediacy, so entrenched in mass consciousness, that the foundations of its being become largely invisible to itself. The idea of the ethical space, produced by contrasting perspectives of the world, entertains the notion of a meeting place, or initial thinking about a neutral zone between entities or cultures. The space offers a venue to step out of our allegiances, to detach from the cages of our mental worlds and assume a position where human-to-human dialogue can occur."

Ethical space is, broadly, a theoretical space between thought worlds, where (in this case) Métis (MNC) and Euro-western (PCA) conventions can come together in a respectful and balanced way. Through this report, we have taken several measures to ensure the integrity of this process:

- The researchers and writers responsible for this report are Chloe Dragon Smith and William Gagnon. Chloe is a Métis woman who is experienced in the concept and delivery of Indigenous research, policy, and reporting methods. William Gagnon is educated in the Euro-western conventions on science, research, and reporting. The dynamic collaboration between Chloe and William creates the conditions for ethical space to thrive within each step of this process. By acknowledging what Chloe and William each bring to this project, as subjective people, each with their own identities, we honour the sharing and confluence of worldviews.
- Research methods included both objective and standardized surveys, as well as adaptive, subjective conversation and storytelling.
- Presentation within the report includes drawings, stories, graphs, and quotes.

^{1 &}quot;View of The Ethical Space of Engagement." https://jps.library.utoronto.ca/index.php/ilj/article/view/27669/20400. Accessed 11 May, 2021.



About the Researchers

Lead Researcher Chloe Dragon Smith

Chloe Dragon Smith is a young woman born and raised in Somba K'é (Yellowknife), Denendeh (NWT), Kanata (Canada). Of Dënesyliné, Métis, French, and German heritage, she grew up close to her Indigenous cultural values and learned traditional skills for living on the land. Her mother is Brenda Dragon, her father is Leonard Smith, and her grandmother is Jane Dragon. The women and men of her maternal lineage lived, harvested, ate. shared, struggled, loved, and died on the Land in the boreal forests of northern Canada. Her ancestors lived in deep relationship with caribou, travelling with the herds from areas around northern Saskatchewan and Alberta, through the NWT and Fort Smith (where her mother and grandmother were raised). They thrived on the land now allocated as Wood Buffalo National Park, all the way up to the treeline and the tundra.

Chloe has learned most of what she knows from her family and her upbringing. She spent four years obtaining a B.Sc in Earth Science from the University of Victoria. While now also educated in western science, she has found her niche working with people to share the social/cultural benefits of the natural world, particularly where those values meet science and conservation. She is passionate revitalizing Indigenous about systems self-determined systems of living, learning, management, economies, and governance. As a mixed blood person, she feels a constant responsibility to bridge barriers and help create balance however she can. She is the co-founder of an outdoor learning initiative called Bushkids, located in Yellowknife. She does her best to get out on the land regularly with family, to keep her Indigenous world view and values strong and grounded through all she does.





Figure 2: Chloe Dragon Smith & William Gagnon

Assistant Researcher William Gagnon

William Gagnon is a building engineer, green buildings specialist and decarbonization expert. He holds a building engineering degree (Concordia University), grad-level studies in sustainable carbon management (Université du Québec à Chicoutimi) and a Climate Fellowship from Cornell University (Ithaca, New York).

William is now pursuing a Master's of Science in Bioresource Engineering at McGill University; he is researching negative emissions technologies as they apply to the Northwest Territories.

An innovator, his most recent work includes the creation of a strategy for the Northern Building Retrofit Economy: he demonstrated that retrofitting all buildings in the Northwest Territories to zero carbon would create a return on investment of 9%, in addition to unleashing savings of \$20M per year, and create 123 direct and indirect jobs for the Territory. William is a trained UNLEASH Innovation Lab facilitator.

He lives, works and plays on Chief Drygeese Territory of the Yellowknives Dene; he is an advocate for LGBTQ2+. William is a carbon-neutral individual.

Methodology

This research followed a multi-pronged approach in order to dig into wells of knowledge, through leveraging existing relationships, networks, and channels of communication. It was evident from the onset that using a single data collection method would have been flawed or biased towards a specific group as, generally, Parks Canada employees and Métis Nation members engaged and responded differently depending on the communication channels used. Both MNC and PCA are organizations used to working and engaging in remote capacities, which made the work easier.

The following research methods were used in the development of this report:

Desk research

Preliminary desk research about the organizations, projects they have in common, agreements, and jurisdictions was first explored. This allowed the researchers to gain knowledge and understanding of the current situations prior to starting the work.

Listening

William was invited to participate in the January and March gatherings, respectively "Mamawi Aski Pe Matsowin— Land and Culture Woven Together" and "Mamawe Atoskewin Ote Atinegan: Weaving a Future Together" held by MNC. These gatherings were a golden opportunity to get to know the points of interest for Métis members, and the points of contention or misunderstanding between MNC and government departments focused on the environment.

William participated in approximately 20 hours of listening to the MNC, PCA and Environment and Climate Change Canada (ECCC) gatherings. Some of the insights from these meetings were already captured in the graphic meeting notes (Annex 3); they are brought back into this report for a developed analysis.

Live polls

The MNC-PCA gathering was an opportunity to ask the participants a series of multiple-choice questions. Although the technology limitations did not allow for deep granularity and attribution of answers, it gave the researchers a general overview of the topics that were quantitatively more important to Métis members. The result of this poll is in <u>Annex 4</u>, and will be discussed throughout this report.

Group interviews

It was decided to use a group interview format when engaging with most PCA employees; a large number of participants volunteered to provide input into those and it would have been time-consuming to interview all individually. The group interviews delivered fast, peer-reviewed insights and were also an education and awareness-building opportunity for some PCA staff. Some reported that they felt safer asking questions in this setting.

Google Slides was used as a data collection tool; slides were built prior to the session and participants were asked to provide input either through dot-voting, short answers, long answers. It was also possible for participants to verbally express their comments. Participants were asked to pick a color at the beginning of each session, and this color represented their contributions throughout all slides.



Below are examples of dot-voting, short answers and long answers. The full slide decks including the questions asked to the participants can be found in Annex 5.

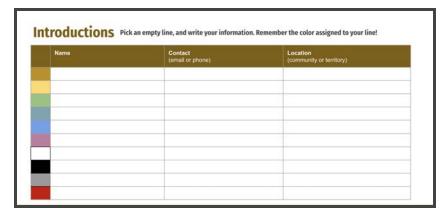


Figure 3:
Short answers.
Participants were instructed to provide short answers.

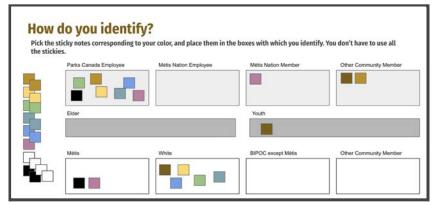


Figure 4:
Dot-voting. In this case, participants were asked to vote by positioning the vote that corresponded to their color in the appropriate box.

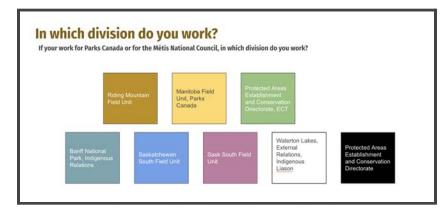


Figure 5 : Long answers. Participants were

Participants were asked to provide long answers.

One-on-one interviews

More than a dozen one-on-one interviews were led by Chloe and William. These were held through a mix of videoconference and phone calls; they most often started with a series of 8 questions (the same questions as per the live poll— Annex 4) and were then followed by an open, conversational dialogue interview led mostly by Chloe Dragon Smith.

Stakeholders interviewed

This is a research project based on interviews. For the sake of anonymity, we have not attributed comments or opinions to interviewees. This report comes as a whole, and comments' attribution are unintentional (except when explicitly cited). The participants from our one-on-one interviews, group interviews and other contributors that participated in some way or another in the development of this report are listed below. Their valuable perspectives form the key messages of the report that comes from the ground up. We value and honour their contributions. The outcome of this report may or may not not represent the opinions, ideas, comments or other contributions that individuals have made.

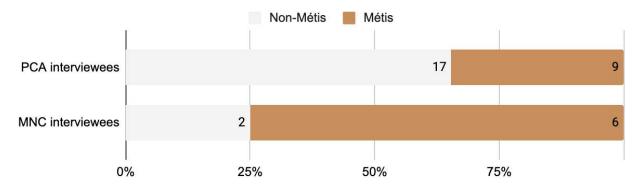


Figure 4: Composition of MNC and PCA participants interviewed based on self-declared identification. Note that there were more participants than the total number of racial declarations; suggesting that some participants have decided not to declare. In addition, note that no participants identified as Black, Indigenous People of Color (BIPOC), except Métis.

Wordclouds

The wordclouds created for this report were generated based on notes from group and individual interviews. Some words were grouped for clarity and succinctness (i.e. partners, partnerships, partnered were grouped as "partnerships" and given a higher weight). These wordclouds helped inform our analysis, and bring to our attention the most prevalent topics of conversation in this discussion.

2. Context

Looking over the horizon

This section provides context to the reader as to parallel work that supports, enhances and informs the work and the relationships development mentioned in the continuation of this report.

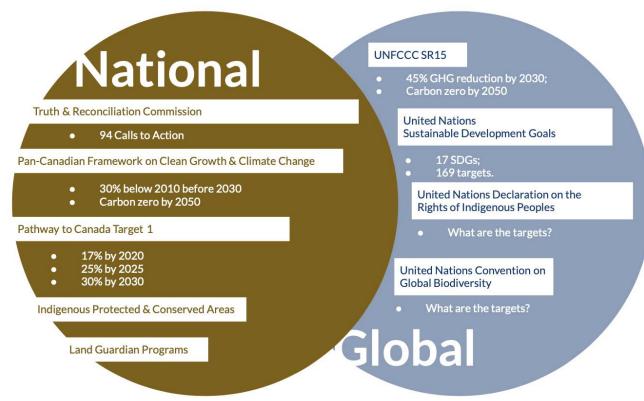


Figure 6: Schematic representation of other national and global initiatives that align with MNC and PCA's work.

This mindful reflection into the relationship between Parks Canada and the Métis National Council comes at a relevant time. Indigenous Protected and Conserved Areas are leading the future of conservation in Canada, after reports from the Pathway to Canada Target 1, large federal investments into conservation (and specifically Indigenous-led conservation), and Guardian programs. Nature-based solutions to climate change are leading the way around the world.

The Climate Crisis

Climate is an underlying principle of this report. We asked questions about climate change in each interview, recognizing that climate is a key topic of discussion that is intimately tied to conversations about the health of Lands and peoples.

It was said, paraphrased and reiterated by many, that the climate crisis has similar meanings for Métis and non-Métis people; for both, it represents a direct threat to waterways, animals, the Land, forests. For both, it means an increase in forest fires that threatens communities and animals; a rising in water levels that endanger livelihoods, buildings and communities; a threat to food security, changes to our habits and relationships to the

"It impacts how you go about your life. You can't go visit the Lands of your ancestors, you can't visit sites because they are underwater or were burned by the fires that went through the area. You lose the ability to connect."

Métis member

Land & Climate: one and the same

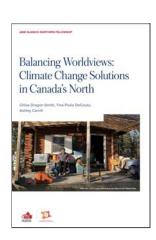


Figure 7: Report cover page "Balancing Worldviews: Climate Change Solutions in Canada's North

Land and Climate are intrinsically related and they cannot be separated or handled in silos. Indigenous Protected and Conserved Areas and Land Guardians Programs are operating as a bridge between Land and Climate, and between Western and Indigenous ways of living and seeing the world. In their paper Balancing Worldviews: Climate Change Solutions in Canada's North², Dragon Smith et al. suggest that "Climate change [...] is a symptom and not a primary problem. [...] The primary problem causing the symptom of climate change is a rift in the relationships between Land, peoples, and communities."

The authors suggest that Western organizations "adapt internally" as well as "articulate within Western institutions" what it means to shift towards stronger Land relationships. The relationship between Parks Canada and the Métis Nation can be part of this shift, as an example of Euro-western institutions and Indigenous Nations working together and sharing their strengths for the future of all that live on this Earth.

 $https://gordonfoundation.ca/wp-content/uploads/2020/04/JGNF_2018-2019_Balancing-Worldviews_-Climate-Change-Solutions-in-Canada\%E2\%80\%99s-theory. The state of the content of the content$ North_Final_Paper.pdf. Accessed 15 May. 2021.



² "Balancing Worldviews: Climate Change Solutions in Canada's North."

"The climate crisis means impacted lands, animals, waterways and livelihoods for both Métis and non-Métis peoples. There is a deeper heart connection for Métis that is harder to ignore since we consider animals as part of our immediate family."

Métis Member

Carbon management and nature-based solutions

Nature-based solutions are defined as follows by the International Union for Conservation of Nature:

"Nature-based Solutions are actions to protect, sustainably manage and restore natural and modified ecosystems in ways that address societal challenges effectively and adaptively, to provide both human well-being and biodiversity benefits. They are underpinned by benefits that flow from healthy ecosystems and target major challenges like climate change, disaster risk reduction, food and water security, health and are critical to economic development.³"

Carbon management takes various forms; most of which intend to limit the amount of greenhouse gas emissions sent into the atmosphere, or to redirect current emissions into other locations which will not cause global warming (in cavernous formations or in the sub-sea, for example). They are sometimes referred to as potential funding mechanisms for IPCAs and Land Guardian programs; as demonstrated greenhouse gas emissions reductions can be demonstrated through those.

It is important to note that not all carbon markets and carbon management solutions are created equal. Nitah et al. report that:

"Some Indigenous peoples have strongly challenged the use of international markets for carbon credits that turn nature's ability to absorb carbon dioxide into a commodity, and see international carbon trading as a false solution to climate change, one that has too often violated Indigenous peoples' rights. Serious negative consequences can follow when market-driven approaches to climate change solutions are designed with only carbon sequestration in mind, and when they are not led by Indigenous Nations or created within an Ethical Space. For example, there may be reduced access to traditional territories, infringement on Indigenous rights and reduction in biodiversity."

IPCAs and Land Guardians programs are a more encompassing way of proposing climate mitigation *and* adaptation solutions in the global western context of emissions elimination, within an Ethical Space that honours Indigenous worldviews. Métis conservation is a solution that is both nature based, and considers carbon management. This makes Métis-led conservation an important climate solution moving forward. The relationship between MNC and PCA has a role to play, by supporting Indigenous Nature-based solutions through a variety of methods.

³ "About - Nature-based Solutions | IUCN." https://www.iucn.org/theme/nature-based-solutions/about. Accessed 15 May. 2021.





Figure 8: image taken from "Indigenous-led Nature Based Greenhouse Gas Offsets by Nitah et al.

IPCAs, Land Guardians Programs in carbon management: funding avenue?

In their article *Indigenous-led Nature-Based Greenhouse Gas Offsets: One Route Towards Reconciliation in Canada*, Nitah et al. argue that "As a part of the transition to a low carbon future, Indigenous-led, nature-based greenhouse gas (GHG) offsets could play a central role.⁴"

In fact, it is through nature-based solutions that IPCAs and Land Guardian programs could sequester carbon in areas under Indigenous governance. Examples include but are not limited to afforestation (planting new forests), reforestation (replanting forests after a forest fire or a cut), increase carbon content of soils through better land use or different forms of agriculture— including biochar, a form of soil amendment that has proven potential to slow down and reverse global warming as well as increase food

production— or through forest *thinning*, which is the process of selectively removing some trees so as to accelerate the growth of other trees, to reduce the likelihood of forest fires in an area.

These land-use practices and changes to land use must be done and delivered with the highest degree of knowledge possible; and Métis, Inuit and First Nations should play a key role through Traditional Knowledge systems and worldviews.

https://conservation-reconciliation.ca/crp-blog/indigenous-led-nature-based-greenhouse-gas-offset-one-route-towards-reconciliation-in-canada. Accessec 15 May. 2021.



⁴ "Indigenous-led Nature Based Greenhouse Gas Offsets: One Route" 8 Jul.. 2020,

Section 35— Métis rights & responsibilities

Throughout multiple channels, the interviewers heard references to the Section 35 of the Constitution Act of 1982- recognizing Aboriginal rights. Section 35 stresses the importance of a Nation to Nation relationship between MNC and the federal government. As this report is meant to provide recommendations and analysis on the relationship between Parks Canada and the Métis National Council, the context and lens of section 35 is an important framework.

Parks Canada, as an agency of the federal government, has a responsibility to understand its relationship with the Métis Nation through this lens. Métis have always held responsibilities to Land. For these responsibilities to be upheld and to thrive, it is essential for them to be recognized and respected. Section 35 of the Canadian constitution provides the current legal backing for Métis responsibilities and rights in Canada.

There are other guiding documents that Canada has endorsed and adopted, that echo the rights of all Indigenous Peoples, as stated by section 35 of the constitution. Two of note are the United Nations Declaration on the Rights of Indigenous Peoples (or UNDRIP) and the Truth and Reconciliation Commission of Canada Calls to Action (or the TRC).

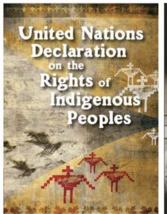
The United Nation Declaration on the Rights of Indigenous Peoples was endorsed by Canada in 2010, and has now been tabled as Bill C-15, which is the current path to legally implementing the Declaration in UNDRIP is an international document that outlines self-determination and consent as human and cultural rights. It outlines boundaries between states and Indignenous Nations, placing standards on all interactions, many relating to governance and jurisdiction. There are many articles that are relevant to the relationship between MNC and PCA - several are listed on the next page.

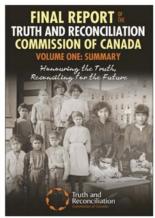
In its calls to action, the TRC emphasizes UNDRIP several times, and calls on Canada specifically to implement the Declaration

Section 35

> Recognition of existing aboriginal and treaty rights

- 1. The existing aboriginal and treaty rights of the aboriginal peoples of Canada are hereby recognized and affirmed.
- Definition of aboriginal peoples of Canada
- In this Act, aboriginal peoples of Canada includes the Indian, Inuit and Métis peoples of Canada.
- > Land claims agreements
- 3. For greater certainty, in subsection (1) treaty rights includes rights that now exist by way of land claims agreements or may be so acquired.
- > Aboriginal and treaty rights are guaranteed equally to both sexes
- 4. Notwithstanding any other provision of this Act, the aboriginal and treaty rights referred to in subsection (1) are guaranteed equally to male and female persons.





Figures 9 & 10: Cover page of the reports of the United Nations Declaration on the Rights of Indigenous Peoples, and the Truth and Reconciliation Commission of Canada

Important articles from UNDRIP

<u>Article 5</u>: Indigenous peoples have the right to maintain and strengthen their distinct political, legal, economic, social and cultural institutions, while retaining their right to participate fully, if they so choose, in the political, economic, social and cultural life of the State.

Article 10: Indigenous peoples shall not be forcibly removed from their lands or territories. No relocation shall take place without the free, prior and informed consent of the indigenous peoples concerned and after agreement on just and fair compensation and, where possible, with the option of return.

<u>Article 18</u>: Indigenous peoples have the right to participate in decision-making in matters which would affect 16 their rights, through representatives chosen by themselves in accordance with their own procedures, as well as to maintain and develop their own indigenous decision-making institutions.

<u>Article 29 (1):</u> Indigenous peoples have the right to the conservation and protection of the environment and the productive capacity of their lands or territories and resources. States shall establish and implement assistance programmes for Indigenous peoples for such conservation and protection, without discrimination.





























Alignment with the United Nations Sustainable Development Goals

The values put forward by the Métis National Council in all of their work is very much aligned with the United Nations Sustainable Development Goals (SDGs). This could help the MNC amplify its conservation leadership and facilitate the negotiation of long-term contribution agreements with Parks

Canada.

This comes are a time where the Federal Government was under scrutiny in light of the various reports by the Office of the Auditor General of Canada⁵ on the country's performance regarding the SDGs, which called for stronger leadership⁶ on the Sustainable Development Goals; and gathering for from the Federal Sustainable Development Act⁷ whose intention is to "to provide the legal framework for developing and implementing a Federal Sustainable Development Strategy that will make environmental decision-making more transparent and accountable to Parliament⁸".

Particular attention could be paid to SDGs 13 (Climate Action), 14 (Life of Land) and 15 (Life Under Water) because of their connection to the Land.

https://www.canada.ca/content/dam/eccc/migration/main/dd-sd/ded568bb-a8e1-4bdd-8c22-877d14f1c7b5/envi report response june2017.pdf. Accessed 7 Jun., 2021.



⁵ "Sustainable Development Strategy for the Office of the Auditor ..." https://www.oag-bvg.gc.ca/internet/English/acc-rpt-e-43626.html. Accessed 6 Jun., 2021.

⁶ "Canadian Audit Report Highlights Need for Stronger Federal" 26 Apr.. 2018,

 $[\]underline{https://sdg.iisd.org/news/canadian-audit-report-highlights-need-for-stronger-federal-leadership-for-sdg-implementation/.} Accessed 7 Jun.. 2021.$

⁷ "Federal Sustainable Development Act - Laws.justice.gc.ca." https://laws-lois.justice.gc.ca/eng/acts/F-8.6/. Accessed 6 Jun.. 2021.
⁸ "FEDERAL SUSTAINABLE DEVELOPMENT ACT - Canada.ca."

Important definitions

IPCAs: Indigenous Protected and Conserved Areas

IPCAs are defined by the Indigenous Circle of Experts in the 2018 "We Rise Together" report as such:



IPCAs are lands and waters where Indigenous governments have the primary role in protecting and conserving ecosystems through Indigenous laws, governance and knowledge systems. Culture and language are the heart and soul of an IPCA.

Through our engagement processes across Canada and our research on national and international case studies, we have learned that IPCAs vary in terms of their governance and management objectives. However, they generally share three essential elements: They are Indigenous-led; they represent a long-term commitment to conservation; and they elevate Indigenous rights and responsibilities.

- 1. IPCAs are Indigenous-led:
- 2. IPCAs represent a long-term commitment to conservation;
- 3. IPCAs elevate Indigenous rights and responsibilities.



Guardians: Land Guardian Programs

Land Guardian programs are described by the Indigenous Leadership Initiative ¹⁰ as follows:



Indigenous Guardians help Indigenous Nations honour the cultural responsibility to care for lands and waters. They serve as the "eyes and ears" on traditional territories.

Guardians are trained experts who manage protected areas, restore animals and plants, test water quality and monitor development. They play a vital role in creating land-use and marine-use plans. And they connect youth with Elders and provide training that prepare young people to become the next generation of educators, ministers and leaders.

Guardians programs build capacity to engage with other land users, industry representatives and governments. Having guardians on the ground helps strengthen decision-making and determining what happens on the land and under what conditions is an essential element of nation building. Guardians programs also create good-paying jobs and foster local and regional economic opportunity.

The Indigenous Leadership Initiative and partners have been working to build a National Indigenous Guardians Network. This network has generated broad support, including from the Assembly of First Nations which passed a resolution in 2015 calling for a national guardians program.



⁹ "ICE resources — Conservation 2020." https://www.conservation2020canada.ca/ice-resources. Accessed 13 May. 2021.

10 "Guardians — Indigenous Leadership Initiative." https://www.ilinationhood.ca/guardians. Accessed 13 May. 2021.

3. What We Heard

We heard unanimously from interview participants that the relationship between Parks Canada and the Métis Nation is in the early stages of its development. We notice that this was expressed overall as a source of frustration to many Métis participants, and a source of humbleness and regret to Parks Canada participants. From this outcome, we see great opportunity and potential for relationship advancement in the coming years. Both parties to the relationship see the underdevelopment of collaboration, and both are willing and hopeful to advance efforts to ensure better communication, connection, and process. This is an excellent foundation on which to move forward, as both parties are in agreement that more needs to be done.

The details of how that will look are secondary. Any relationship must be developed as a process that is adaptive and dynamic to the needs of those involved. It will change and move along the way. In this report, we will share some ideas that came from people we talked to, as well as our own interpretations and ideas, through our lens as Beb(a)ski and as individuals having listened to all the knowledge, thoughts, and feelings that were shared with us.

Questions asked

What is the history between PCA & MNC?

How well are Métis voices being heard in PCA?

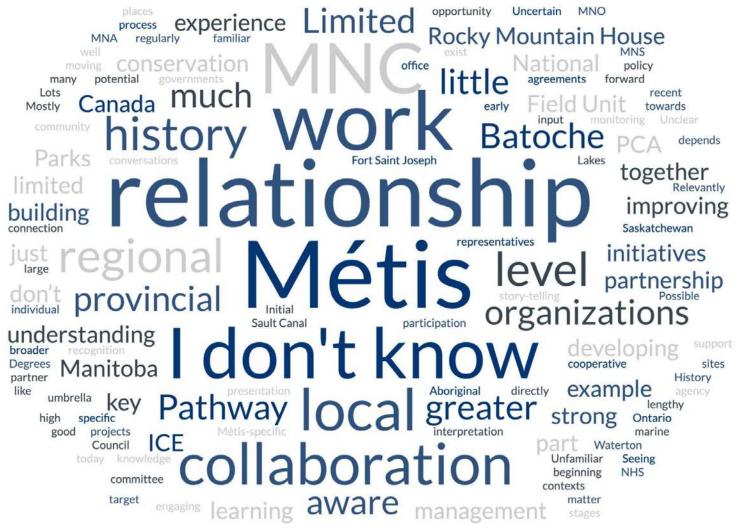
Are you familiar with IPCAs & Guardians programs? What are key conservation topics for the Métis?

What does meaningful Métis participation look like within PCA?

What are the most pressing barriers for the relationship between MNC & PCA?

How do Métis prefer to be included in PCA activities and processes?

What is the history between PCA and MNC?



Analysis: PCA-MNC relationship is fresh but on the right path

The collaboration between PCA and MNC is relatively young— it is an emerging relationship that requires more work. Various interviewees relayed that recent efforts from PCA to improve the relationship have paid off. PCA interviewees were often quick to denote that they were unaware ("I don't know") of certain elements of the relationship. We believe that this demonstrates an important level of self-awareness that is key in moving forward.

Other important words came out on top; namely : collaboration, organization, partnership, understanding, developing, aware, improving, together.

From what we heard, development of the relationship between the Métis National Council and Parks Canada is on the right track; and longer-term contribution agreements will forge deeper relationships for continued work between the two organizations.

The continued maintenance of relationships at the national and local levels is key, as reflected by various keywords that are based on regional realities: "MNA, MNO, Waterton, Rocky Mountain House, Fort Saint Joseph, Batoche, Manitoba, Saskatchewan".

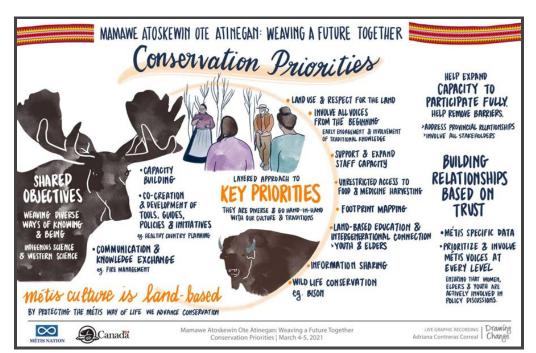


Figure 11: Drawn notes from the Parks Canada and MNC Gathering on Conservation Priorities on March 4-5, 2021.



Figure 12: Drawn notes from the PCA-MNC gathering on the history between MNC and PCA.

images Both reflect to some extent the outcomes of the research.

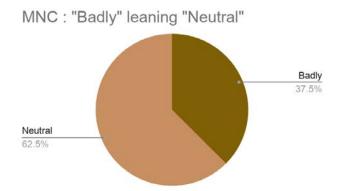
What are key conservation topics for the Métis?



Analysis: Conservation topics important to the Métis are location-specific

We notice again a high level of self-awareness from Parks Canada's perspective— and our research denoted that "I don't know" was often a remark made from PCA interviewees. Key conservation topics for theMétis Nation include but are not limited to: keystone species, Land Guardians, IPCAs, harvesting, Land access, Land rights, and conservation opportunities. Tools to further achieve these conservation goals include the recognition of rights, co-management, responsibility to Land, and better respect for jurisdictional rights.

How well are Métis voices being heard?



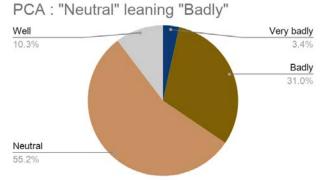


Figure 13: Comparison of answers to the question "How well are Métis voices head?" from Métis Nation-related individuals vs PCA-related individuals.

During group and individual interview sessions, participants were asked the question "How well are Métis voices heard?" and were asked to rate from 1 to 5 their understanding of the current context— 1 being "Very Badly" to 5 being "Very Well".

Participants related to PCA had a range of answers between "Very Badly" and "Well". Answers from participants from the Métis Nation were limited to "Neutral" and "Badly". There was a large recognition from Métis Nation-related individuals— mostly expressed verbally through verbal interviews— that there was a significant shift in recent years in the amount of work that PCA had put towards working with the Métis. As such, a large portion of individuals expressed that Métis voices are better included now, and shifted their answers more towards the positive. It is the understanding of the researchers that if these interviews had been conducted two years ago, the answers from Métis Nation-related individuals would be tended closer to "Very Badly".

PCA-related participants mostly expressed their lack of knowledge in this area; as such, various people felt the desire to write "I don't know" in their contributions, while positioning their vote in the "neutral" area. Answers from PCA participants tend to be very slightly more positive.

Both groups generally reflect similar understanding of how Métis voices are currently being heard within PCA— and expressed that more work needs to be done to continue on this positive trajectory.

What does meaningful Métis participation look like within PCA?



Analysis: inclusive partnerships are the only way to move forward

We notice in this word cloud less deviation between word sizes— meaning that every word came out as relatively important. Although *respectful*, *inclusive*, *self-determined* and *transparent collaboration* for *capacity-building* are clearly important, they are not too far separated from other aspects of a meaningful Métis participation. Longer-term contribution agreements between Parks Canada and the Métis National Council as well as its Governing Members will lead to the creation of *equal partnerships*; these will make both parties feel engaged, valued in a design process that is one co-creation, while recognizing individual synergies.

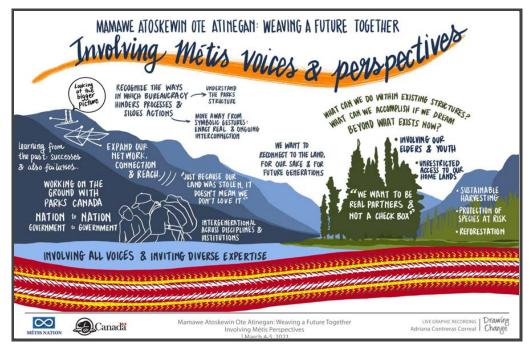


Figure 15: Drawn notes from the MNC-PCA Gathering on Involving Métis Voices & Perspectives.

These notes are confirmed in the research that was led by Beb[a]ski.

How do Métis prefer to be included in PCA activities & processes?



Analysis: relationships, conversation and communities

The inclusion of Métis will not be a straightforward process for Parks Canada. Regional cultural differences and community history and relationships will require individual strategies for the inclusion of Métis within Parks Canada administered places. The relationship between PCA and the Métis Nation has grown enough to be able now to move away from "engagement" in the conventional federal government engagement process, and strive for relationship-building as a primary outcome.

Are you familiar with IPCAs & Guardians programs?

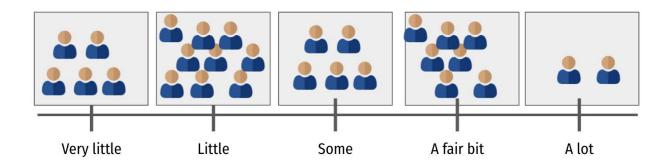


Figure 16: Level of familiarity with IPCAs and Guardians program from PCA staff

Analysis

This question was only asked to PCA employees. As was demonstrated in earlier sections of this report, IPCAs and Land Guardians Programs are an effective strategy to bridge the gap between Western and Métis ways of living, both culturally, for Land management, and for climate mitigation and adaptation. It is important for PCA employees to become well-versed in IPCAs and Land Guardians programs. This can help accelerate their development with Parks Canada administered places, and ultimately strengthen the relationships between the Métis Nation and PCA.

What are the most pressing barriers for the relationship between MNC & PCA?

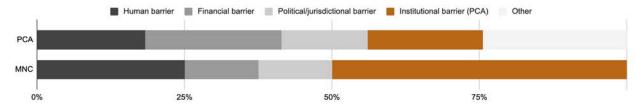


Figure 17: Answers to the question: "What are the most pressing barriers for the relationship between MNC & PCA?"

Analysis

It is interesting to note that Métis Nation interviewees were more likely to rate the most pressing barrier as related to PCA's policies, processes and regulations than PCA employees were. It can sometimes be easier to critique with an outsider perspective. The PCA regulations and processes made it difficult for some Métis members to engage with PCA or to spend time in PCA-administered places. Barriers included filling forms for permission to harvest, land access, and others.



4. Analysis

We recommend the following four categories of action for enhancing collaborations between MNC and PCA. These four place responsibility on both sides of the relationship between the Métis Nation and Parks Canada, as well as suggestions to guide the collaboration. The categories all stem from what we heard, as we tried to capture the main themes that recurred throughout our conversations.

Categories of action to improve collaborations between Parks Canada and the Métis Nation/MNC.

	Self-determining Métis conservation		Communication at multiple levels	Weaving responsibilities
f	MNC-led	PCA-led	MNC + PCA	MNC + PCA

responsibility of

Self-determining Métis Conservation

Métis-led

What we heard

In our interviews with Métis respondents, we were interested in the question of what it means to be Métis. We focused on that question because we heard the importance of aligning conservation objectives with the core foundations of what it means to be Métis, no matter what the designation of the area is; certainly including Parks Canada administered places. Self-determination and self-governance came out in the survey as important to meaningful collaborations in Parks Canada projects, which supported the focus on Métis conservation. We also heard that Métis people are naturally bridge builders, and that facets of Métis conservation can and should go beyond area based conservation – to elements of the natural world that also naturally cross borders and connect the landscape.

Analysis

We see an opportunity where the intricacies of Métis identity can help the conservation community to bring to light some important facets of Indigenous-led conservation that could be an asset to all. At the same time, this Métis Nation leadership would be an opportunity for Métis Peoples and governments to operate in a space that is fitting and naturally aligned with their unique identities. There is the potential for a win-win situation.

Métis do not often own land, or have designated Land bases. This can make area-based conservation more complex, but it also opens up opportunities to assert responsibilities (and rights) to Land in a connected and holistic way. The importance of holistic responsibilities is a foundation of Indigenous conservation as outlined in the <u>Pathway to Canada Target 1 ICE Report: We Rise Together</u>¹¹. Métis are uniquely positioned to focus on collective responsibilities by working outside of the western confines of area-based and ownership-dependent conservation.

Unravelling what this means on the ground is an undertaking that can be coordinated by MNC, but we recommend that it stems from each of the governing members. Indigenous-led conservation is place-based and details will likely differ across the country and the Métis homeland. For that reason, we recommend that MNC leads the organization of self-determination across the members, while providing and creating the space for each governing member to self-determine conservation as is appropriate for them. Below, we will share a few possibilities that we outlined based on our conversations with Métis interviewees to provide some guidance and examples - however ultimately the work to outline what Métis-led conservation means must come from a much wider discussion and engagement with all governing members and citizens of the Métis Nation. This is work that should be done internally, however, could be supported by Parks Canada through contribution agreements.

¹¹ "We Rise Together - Conservation 2020." 8 Mar., 2018, https://www.conservation2020canada.ca/s/PA234-ICE_Report_2018_Mar_22_web.pdf. Accessed 13 May, 2021.



Focusing on responsibilities to connecting elements on the Land

Natural laws continually remind us that on the Land, everything is connected. The concept of borders is one that has been brought in by Euro-Western paradigms. For instance, waterways across the continent carve and flow at will. Fire burns across jurisdictions without asking permission. Animals that migrate and move - caribou, birds, bison - remind us that borders do not indicate true governance. By virtue of our identities, Métis people embody ethical space¹² and what it means to live in between cultures and worldviews. There could be an opportunity for this to translate onto the Land by helping to fill gaps in conservation across the country. The role of connector can include the physical land land base and focus on elements such as fire, water, migrators, climate change, and other connecting factors. The role of connector can also extend past the physical and into relationships - as the Métis perspective will be key to finding ethical space throughout the conservation community.

Métis governance in conservation can look to the unique features of Métis identities to draw wisdom, direction, and strength. Connecting elements could be areas of focus for the Métis Nation , both within and outside of official Métis specific places.

"There is an interstitial tissue that holds everything together. This is needed in conservation. The Métis experience really does that. You automatically have to be able to work in a place that determines who you are and who your identity is. You sit in this space that you have to occupy between all these different perspectives"

Métis Interviewee

Area-based conservation

Although there can be other strong representations of Métis conservation that are not dependent on physical Land bases, area-based conservation is still an important component to consider. Métis-led IPCAs can be incubators for ethical space conservation approaches (as stated above). We heard that it is very important for conservation projects to be tailored by location – Lands and peoples - meaning that different areas may have very different approaches to governance and management.

Métis conservation should occur in culturally significant and relevant places for Métis, and possibly connective places that embody the connecting identity of the Métis Nation. In terms of Parks Canada Administered Places,

^{12 &}quot;The Ethical Space of Engagement | Indigenous Law Journal." 7 Jan.. 2017, https://jps.library.utoronto.ca/index.php/ili/article/view/27669. Accessed 3 Jun.. 2021



this could look like buffer zones around, or on the borders of Parks Canada Administered Places, or areas that connect National Parks to other protected or conserved areas, and possibly other IPCAs.

People on the Land

People are also an important connector species that ultimately defy colonial concepts of borders. People participating on the Land is a fundamental of Indigenous-led conservation, as outlined by the Indigenous Circle of Experts. We heard from all Métis interviewees the importance of people on the Land as a form of Métis conservation. Examples that came up were establishing Métis guardian programs (that could operate within Parks Canada Administered Places), and working with schools to ensure relationships with Land begin at a young age.

There are two guiding timelines to consider. One is the immediate: Métis peoples should be welcomed into National Parks and supported to practice their cultures on the Land as much as possible within the current existing frameworks. Parks Canada can facilitate this by being aware of any Métis land users within the park, and ensuring relationship building is prioritized.



Case Study

Chloe's Story

Since the pandemic led to tightening restrictions in earnest last March, I have been spending much of my time in Wood Buffalo National Park. My partner Robert and I have a cabin on his trapline, and this is the land of both our families' ancestors. This gives me an interesting perspective on the relationship between Métis people and Parks Canada. There are many things that could help support my journey, that I could recommend to Parks Canada from my lens - some that I will share here. We also wrote several supporting articles sharing some of our perspectives that can be found here and here.

Parks Canada is aware of who we are, how we

are affiliated, and what we are doing. Things that could help us would be:

- Asking what we need and how we could be supported
- Regular communication
- Ensuring access and safety for land-users is prioritized

We are hopeful that our relationship with the park improves, but as it stands it is clear to us that a relationship with Indigenous peoples is not a priority on the ground in Wood Buffalo National Park. If I could be asked what I need as a Métis person on the Land, it would go a long way toward a process where there is better communication and understanding across cultures.

In the longer term, it will be important to create the space for a conversation in ethical space about how Métis people see themselves on the Land. Participating on the Land is an essential component of Indigenous conservation¹³, and what that looks like can differ as much individual people do - however, there will likely be threads that underlie the specifics of what it means to be on the Land as a Métis person. This is where Parks Canada and the Métis Nation can create a process over time to determine a framework, policy, and guidelines that support Métis on the Land in ethical space across the country.

Recommendations

PCA

- Support Métis people on the Land in Parks Canada Administered Places (especially youth and knowledge holders)
- Contribute to funding a process that explores Métis-specific conservation
- Support and advocate for Métis-led IPCA processes

MNC

- Prioritize a self-determined Métis definition of conservation that the Métis Nation can share and articulate outwards
- Form a committee of Métis Land users and Elders to ensure advice is coming from those who are directly in relationship with the Land. This committee could act as advisory to Parks Canada as well.

Personal reflections

[In this space, we invite you to join our reflection. Upon reading the research and thinking in terms of your own personal context, what actions would you recommend? What do you believe should be happening on a large scale, and is there anything you can do within your sphere of influence?]

↑ reflective space

¹³ "Resources — Conservation 2020." https://www.conservation2020canada.ca/resources. Accessed 3 Jun. 2021.



Understanding Métis rights & responsibilities

Parks Canada-led

What we heard

We heard again and again that the fight for recognition and understanding takes valuable time, resources, and capacity away from good work that could be done in advancing productive initiatives. We heard from Parks Canada respondents, and Métis respondents, that it is in the early stages of determining their relationship with Métis across Canada. First Nations and Inuit representation is much more developed than Métis. We heard that there are not many Métis employees within the organization, and the ones that are there end up doing extra work and emotional labour off the side of their desks to ensure the Métis perspective is being heard. We heard from everyone that to move forward effectively, Parks Canada must develop an internal understanding of the Métis Nation.

Analysis

As a step to move forward, recognition and understanding of the Métis Nation by Parks Canada is essential. There is some fundamental work to be done in establishing a well-informed relationship of trust between Parks Canada, MNC, and all governing Métis bodies. While Métis governments have a generally robust understanding of Parks Canada, surveys and conversations indicate that Parks Canada does not have much of an understanding of Métis identity, history, and governance. This is an important basic step for the success of any joint initiatives moving forward. There are several options – we would suggest starting internally and working with staff that are interested in this mandate. Perhaps a Métis advisory committee would be a good place to start, to advise the direction of progress within the organization.

"I am vaguely aware that there were some Métis entrepreneurs and residents who lived in the Riding Mountain area before they turned it into a park; they were all kicked out; there could be a lot of research that could be done with that respect. The management of Riding Mountain doesn't have Métis nation relationship building at this time."

Métis Interviewee



Recommendations

PCA

- Support fundamental training for all levels within the organization on the history and identity of the Métis Nation
- Create a committee of existing Métis Parks Canada employees and give them a specific mandate to help advance Métis cultural identities within the organization
- Create space for cultural showcases, Métis harvesting, and Métis cultural practices to be shared within Parks Canada spaces, work to invite and organize events

Personal reflections

[In this space, we invite you to join our reflection. Upon reading the research and thinking in terms of your own personal context, what actions would you recommend? What do you believe should be happening on a large scale, and is there anything you can do within your sphere of influence?]

↑ reflective space



Communication between Parks Canada & the Métis Nation

Métis and Parks Canada collaboration

What we heard

A relationship between MNC and Parks Canada National Office is necessary, but we also heard the importance of local champions, and regions working together with Parks at specific Parks Canada places. We heard that communication is overall quite poor, and needs to be formalized.

Analysis

Communication is an absolutely essential foundation to build any healthy and/or sustainable relationship. Setting up effective lines of communication will be a prerequisite to any forward motion for the relationship between MNC and PCA. A two-staged approach could be beneficial for both PCA and MNC/governing members. The first, where MNC and Parks Canada's National Office create more formal commitments to support this new relationship such as through an Memorandum of Understanding. And secondly, regional networks could be established between Governing Members and regional PCA offices to further support on the Land work: i.e. Manitoba Métis Federation and Riding Mountain National Park. PCA should consider contribution agreements with each Governing Member to support this engagement and work.

Recommendations

Joint efforts: MNC-PCA

- Create official contacts with relationship building as a mandate, to formalize the network relationships in each region, as well as nationally
- Have an official meeting to plan out communication pathways and responsible representatives at least one each per region, and one national

Personal reflections

[In this space, we invite you to join our reflection. Upon reading the research and thinking in terms of your own personal context, what actions would you recommend? What do you believe should be happening on a large scale, and is there anything you can do within your sphere of influence?]

↑ reflective space



Weaving responsibilities

Métis and Parks Canada collaboration

What we heard

We heard through the survey that co-governance was high on the list of importance for Métis respondents. This would require a number of processes and long term, sustainable financial support to achieve. Having distinct practices, harvesting regulations, etc. within Parks Canada places came up in almost every interview. We heard that sharing responsibilities can start to be achieved through longer term contribution agreements that allow time and space for appropriate relationship building and planning to occur. Proposal-based approaches have not been working to establish meaningful connections and ultimately outcomes.

"Have trust and give up control. Relationship building is a two-way street. Parks Canada needs to educate its staff in terms of Métis people, culture, and history. There should be a more concerted effort into understanding Métis rights and responsibilities particularly in places where they are working within Métis homeland."

Métis Interviewee

Analysis

Co-governance in Parks Canada areas is a goal to work towards, with many steps along the way. Co-governance is the pinnacle of healthy and respectful ethical space. Although it has not yet been achieved between the Métis Nation and the Government of Canada (or even close), it must be the end we are working towards. Métis respondents all replied that co-governance is of high importance, and to develop a healthy relationship, that need must be respected and honoured. It certainly cannot be ignored, and if it is something that will take a long time to achieve, it must be discussed openly. Métis governance will look different depending on the Lands and peoples present in the Parks Canada administered places in question. It could look like overlapping IPCAs, or using existing borders. It could look like area-based conservation, or other possibilities outside of western



conservation confines (see 'Métis conservation'). It could look like joint governance in Parks Canada places, or layered legislation in new Métis IPCAs. In the meantime, longer term contribution agreements that demonstrate true commitment to working together equally, can be a positive way to move towards a healthier place - where relationships run deep enough to start having some of these conversations productively. Contribution agreements can be focused on relationship building processes as a primary outcome.

Recommendations

PCA

• Invite partnerships on initiatives in Parks Canada Administered Places - such as surveys, monitoring, reclamation.

Joint efforts: MNC-PCA

- Through the relationship building processes, use language that supports an equal partnership at all stages
- Embed long-standing, multi-year and open-ended contribution agreements that support relationship building processes, and focus on relationship building explicitly as the desired outcome
- Establish a working group that includes Parks Canada, Governing Members, other PCA representatives, and MNC representatives to look into opportunities for inserting co-governance initiatives into existing Parks Canada places. Is this feasible? What would it look like?
- Formalizing Métis laws of the harvest¹⁴ within Parks Canada Administered Places would be a way to insert co-governance principles into PCA systems

Personal reflections

[In this space, we invite you to join our reflection. Upon reading the research and thinking in terms of your own personal context, what actions would you recommend? What do you believe should be happening on a large scale, and is there anything you can do within your sphere of influence?]

↑ reflective space

^{14 &}quot;Metis Laws of the Harvest - Manitoba Metis Federation." http://www.mmf.mb.ca/docs/Metis-Laws-of-the-Harvest FINAL.pdf. Accessed 3 Jun.. 2021.



Bright spots & opportunities for collaboration

Heath and Heath suggest that change happens more easily when bright spots are highlighted and showcased rather than attracting attention to the problem¹⁵.

"In times of change, what we need to do instead of [focusing on problems] is to focus on the bright spots; the early glimmer that something is working right."

Dan Heath

Changemaking strategy for the MNC-PCA relationships to be further developed

Showcasing bright spots and success stories in the history of the collaboration between MNC and PCA promises to be more successful than identifying wrong-doers or pointing fingers— or so does the researcher suggests.

The researchers behind this report suggest for MNC and PCA to work together on identifying success stories across the Métis Homeland where collaboration between Parks Canada and the Métis National Council has lead to positive, inspiring, and tangible actions that contributed to the further development of relationships between staff, members and community members on Parks Canada administered places.

It is critical to remain in a positive, generative and collaborative mindset when the time comes to move forward together. It can be easy to let petty politics, negotiations and territoriality (geographic or jurisdictional) to take over; but the MNC-PCA leadership must strive to continue steering MNC members and PCA collaborators towards bright spots.

In a video interview¹⁶, author Dan Heath suggests that if a kid comes home with a report card that shows an F in math, but above-average in all other courses, the parents whose focus will turn to areas where the kid is performing are rare. Ultimately, we are wired to identify problems and they become a large topic of discussion.

We believe that a similar situation is taking place in the relationship between MNC and PCA—whereas there might be lots of good, positive and future-building work that is happening, it is more difficult to hear about it because we tend to not discuss matters that function well.

How can MNC and PCA become Positive Deviants?

Positive Deviance is often defined as a strength-based approach¹⁷. Its underlying principles are simple: it assumes that communities already have the solutions and that they are the best experts themselves to solve the problems that they have; that communities are able to self-organize around their own collective intelligence (in this case: Traditional Knowledge). It prioritizes sustainability, and doing over knowing.



¹⁵ "Switch - Heath Brothers Heath Brothers." https://heathbrothers.com/books/switch/. Accessed 13 May. 2021.

¹⁶ "Dan Heath: How to Find Bright Spots - YouTube." 15 Sep.. 2010, https://www.youtube.com/watch?v=zbLNOS7MxFc. Accessed 6 Jun.. 2021.
¹⁷ "Positive deviance - Wikipedia." https://en.wikipedia.org/wiki/Positive deviance, Accessed 6 Jun.. 2021.



5. Conclusion

We decided to write our conclusion as reflections from the researchers. We recognize that this project did not occur in a vacuum. It is a product of the relationships and all inputs to the process that contributed along the way. In Indigenous research, one thing we can do to create ethical space is to acknowledge the subjectivity of research, and to embrace it, rather than fight for an illusion of objectivity. Research, especially qualitative research, is a personal journey. It is a way of telling a story, and as we know, a story can always be told differently based on the time, place, weather, audience, and storyteller. This research is our story, and we will now take it with us wherever we go. Having heard it, you are now free to interpret it in your own way and apply it in your context, but you have heard it - this means it is part of your journey too¹⁸.

Chloe

Will and I learned a lot from our conversations with Métis representatives and Parks Canada employees. From this snapshot, we did our best to paint a realistic picture of what mattered to people, and what actions could possibly help build bridges. As a Métis woman, I am personally invested in Métis conservation becoming a reality on the Land so called Canada today. I believe that Métis people have pivotal roles and responsibilities in the web of Canada, and more than anything, as I see it - we are the fabric of the web. We are a living, breathing, dynamic, changing representation of ethical space, of the treaties, and of wampum. We are at the abundant confluence of what has become Canadian society, and it is by truly seeing the Métis, that we can all embrace opportunities for abundance that resonate with the core of who we are.

If we can work together to bring this identity to productive fruition, the Métis Nation will thrive with much to offer the rest of the country. Just as each Nation (of animals, or peoples) has its unique self-determination to offer the world, the Métis Nation too can add its distinct cultural gifts. There has been a long legacy in Canada of colonial division, created mindfully to maintain control over fractured peoples and groups. Today we are still made to compete for funding, recognition, and opportunities. This can make it seem like if others are advancing, we are losing out. What we heard over the months of surveys was that in the scheme of Canada, Métis roles and responsibilities are not being fulfilled and uplifted to their potential. This is resulting in frustration and loss of many opportunities. It's resulting in sickness and unhealthiness that manifests in different ways, in different populations

If we are careful, intentional, and thoughtful, the Métis Nation can productively add to the discussion in ways that benefit everyone. How we articulate that moving forward is key to avoiding any further dividing and conquering, lateral violence, and other products of the ongoing colonization of Canada that slow or halt Indigenous resurgence and self-determination. If we (and this is the collective we, including Métis, First Nation, Inuit, and all nationalities of settlers and new Canadians) are comfortable and secure in our own

^{18 &}quot;The Truth About Stories — University of Minnesota Press." https://www.upress.umn.edu/book-division/books/the-truth-about-stories. Accessed 17 May. 2021



self-determined identities, we need not feel insecure about the progress of others. It is my hope that we can achieve this. Ultimately, it cannot come from the government, but has to come from believing in ourselves.

The action items and recommendations that Will and I suggest in this report are ways to get at the crux of this problem in the context of a relationship with Parks Canada. That said, we do not claim to have all the answers but rather have all the answers offer our perspectives as pieces of a puzzle. I hope that our lens is able to provide some insight and clarity to the parties, and to others, and we look forward to seeing what ripples are set in motion from this work.

Thà'hunà.

Will

I was born and raised a *québécois* in the suburbs of Montreal, Quebec, from two parents of French descent. I was not taught about First Nations, Inuit and Métis in high school— or when I was, I was told that they were extinct and ancient. I landed in Yellowknife, NT in 2017— it's only then that I started learning that this place really belongs to the Yellowknives Dene First Nation and the North Slave Métis.

Climate has been a priority and a passion of mine—every day, I wake up and I ask myself: what is the one single thing I can do right now that will make the biggest difference on the impact we have on our planet? A few years ago, for me that was engineering school, learning about new climate technologies and participating in the design of green buildings. When I met Chloe and Rob, my Climate Action became different day by day, and I am grateful for the learning that my friendship with them has brought me.

I am inspired by Chloe's work; she's been a friend and a colleague, but mostly a mentor. With her, I realized that the best way to multiply my Climate Action would be to elevate the stories of leaders and changemakers. I am very privileged to work with Chloe.

Through this work, I have learned a great deal about the Métis—and it made me realize that the best way to "build capacity" for Climate Action was to work on elevating the voices and asserting the leadership of the Métis, First Nations and Inuit people.

I am grateful for and inspired by Parks Canada and the Métis National Council's evolving partnership— it really was a pleasure for me to work on this project. I think I might have somehow acted as a bridge with some of the Parks Canada employees who, like me, had very little knowledge of who the Métis are. Creating an Ethical Space where questions can be asked in confidence I think is key to moving forward effectively and in the right way.

I've learned a lot through this project—skills and knowledge that I'll be bringing into my changemaking work with other organizations.

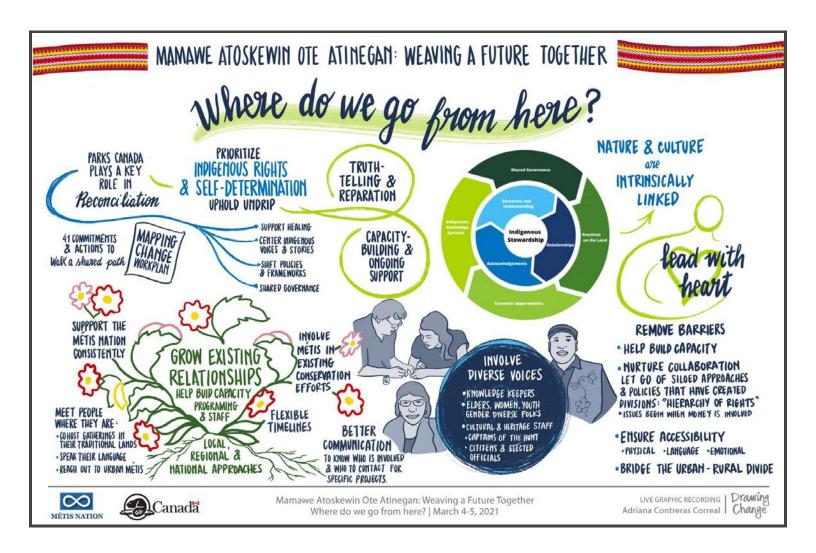
I am confident that the PCA-MNC relationship is headed in the right direction and that, under the leadership of Erin Myers (MNC) and Marina Best (PCA), others will be inspired to follow them, nurturing grassroots initiatives that will leave long-lasting positive impacts.

Merci and Onwards!



Recommendations Table

	Immediately 1 year	Medium term 2-5 years	Long term 10 years
PCA	Create a committee of existing Métis Parks Canada employees and give them a specific mandate to help advance Métis cultural identities within the organization	Contribute to funding a process that creates space and capacity for Métis to self-determine their definitions of conservation	
PCA	Create space for cultural showcases, Métis harvesting, and Métis cultural practices to be shared within Parks Canada spaces, work to invite and organize events	Support and advocate for Métis-led IPCA proces	ses
PCA	Support fundamental training for all levels within the organization on the history and identity of Métis	Invite partnerships on initiatives in Parks Car Places - such as surveys, monitoring, reclamation	
PCA	Actively support Métis people on the Land in Parks Canada Administered Places (especially youth and knowledge holders)		
MNC	Form a committee of Métis Land users and Elders to ensure advice is coming from those who are directly in relationship with the Land. This committee could act as advisory to Parks Canada as well.	Prioritize a self-determined Métis definition of conservation that the Métis Nation can share and articulate outwards	
MNC+PCA	Create official contacts with relationship building as a mandate, to formalize the network relationships in each region, as well as nationally	Embed long-standing, multi-year and open-ended contribution agreements that support relationship building processes, and focus on relationship building explicitly as the desired outcome.	
MNC+PCA	Have an official meeting to plan out communication pathways and responsible representatives - at least one each per region, and one national	Formalizing Métis laws of the harvest within Parks Canada Administered Places would be a way to insert co-governance principles into PCA systems	
MNC+PCA	Through the relationship building processes, use language that supports an equal partnership at all stages		
MNC+PCA	Create a working group tasked with identifying success stories within the MNC-PCA relationship, and communicating/amplifying them.	Establish a working group that includes Parks (Members, other PCA representatives, and MN to look into opportunities for inserting co-govinto existing Parks Canada places. Is this feasiblook like?	IC representatives ernance initiatives





Annex 1: Interview Results with Parks Canada employees

The working files are available upon request.

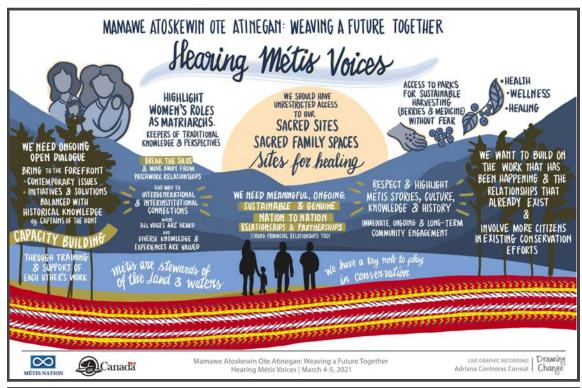
Annex 2: Graphic summaries, March gathering

Annex 3: March Gathering Poll Results

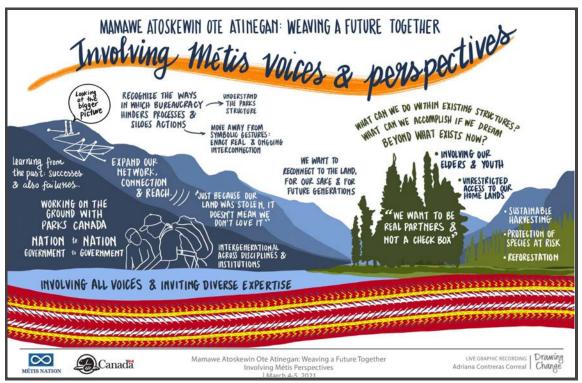
Annex 4: Slide decks for group interviews



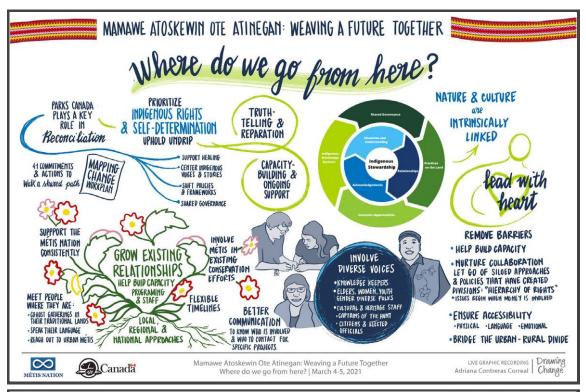
Annex 2: Graphic summaries, March gathering













Annex 3: March Gathering Poll Results



WEAVING A FUTURE TOGETHER

POLLING REPORT - MARCH 4TH, 2021

POLLING REPORT - MARCH 4TH, 2021

1. How do you identify? (Single Choice)

Answer 1: Métis

(8) 67%

Answer 2: Métis but not associated with MNC

(1) 8%

Answer 3: MNC staff but not Métis

(2) 17%

Answer 4: Other

2. Which are the most important topics for Métis members in Parks Canada related places? (choose your top 3) (Multiple Choice)

Answer 1: Guardian Programs and Indigenous-Protected & Conserved Areas (IPCAs)

(5) 42%

Answer 2: Climate mitigation and adaptation

(1) 8%

Answer 3: Harvesting, Wildlife & Keystone Cultural Species

(9) 75%

Answer 4: Water

(3) 25%

Answer 5: Reconciling history

(5) 42%

Answer 6: Economic Opportunities and Capacity-building

(4) 33%

Answer 7: Land rights & Responsibility to Land

Answer 8: Governance, jurisdiction & co-management

Answer 9: People on the Land/Access to Land

Answer 10: Opportunities for Youth

2

(3) 25%

(5) 42%

(4) 33%

WEAVING A FUTURE TOGETHER POLLING REPORT - MARCH 4TH, 2021 3. Is it important for conservation projects to be tailored by location? (Single Choice) Answer 1: Yes (12) 100% Answer 2: No (0) 0% Answer 3: I don't know (0) 0% 4. How well is Parks Canada currently including Métis Nation participation and voices in conservation activities? (Single Choice) Answer 1: Very badly (3) 25% Answer 2: Badly (1) 8% Answer 3: Fair (7) 58% Answer 4: Well (0) 0% Answer 5: Very well (1)8%5. What are the preferred methods for ensuring Métis Nation participation and inclusion on conservation activities? (select all that apply) (Multiple Choice) Answer 1: Honorariums (4) 33% Answer 2: Employment (8) 67% Answer 3: Longer-term Contribution Agreements (8) 67% Answer 4: Relationship building (11) 92% Answer 5: Community events (9) 75% Answer 6: Co-management (10) 83% Answer 7: Shared governance (8) 67% Answer 8: Indigenous/Métis Governance (8) 67% 3

WEAVING A FUTURE TOGETHER	POLLING REPORT - MARCH 4TH, 2021
6. What does meaningful Métis participation look like in Par 3) (Multiple Choice)	rks Canada projects? (choose up to
Answer 1: Respect	
Answer 2: Partnerships	(7) 58%
	(7) 58%
Answer 3: Inclusive	(5) 42%
Answer 4: Transparent	(4) 33%
Answer 5: Self-determination	(4) 33%
Answer 6: Collaboration	(4) 33 %
Answer 7: Capacity-building	(9) 75%
	(7) 58%
Answer 8: Equal partners	(6) 50%
7. Have you or your family ever worked with Parks Canada? Answer 1: Yes	(Single Choice)
	(4) 33%
Answer 2: No	(8) 67%
Answer 3: I don't know	(0) 0%
8. During your life, have you spent time in a National Park? (
Answer 1: A lot	(6) 50%
Answer 2: A little	(6) 50%
Answer 3: Not much	(0) 30%
Answer 4: Not at all	(0) 0%
	(0) 0%
4	

9. What is the most pressing barrier for the improvement of the	
between Parks Canada and the Métis National Council? (Single	
Answer 1: Capacity barriers	(5) 42%
Answer 2: Financial barriers	(3) 42%
Answer 3: Jurisdictional barriers	(2) 17%
	(0) 0%
Answer 4: Institutional barriers (related to Parks Canada policy/processes/regulation/legislation)	
Answer 5: Other	(5) 42%
Answer 5: Other	(0) 0%

Annex 4: Slide decks for group interviews













