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Canada

Chief Executive Officer

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OCT 25 2016

Ms. Johanne Gélina  
Chair, Expert Panel  
Review of Environmental Assessment Processes  
C/O Canadian Environmental Assessment Agency  
160 Elgin Street, 22nd Floor  
Ottawa ON K1A 0H3

Dear Ms. Gélina:

Thank you for the opportunity to present to the Expert Panel for the Review of Environmental Assessment Processes at the September 9, 2016, technical sessions in Ottawa. Written responses to the follow-up questions requested in your September 29, 2016, letter are provided below.

- Please provide a process diagram highlighting where you intervene in the EA process.

Provided in Attachment 1.

- Do you have dedicated staff for your participation in federal EA processes? If so, how many? Is EA the sole responsibility of this staff? How is it reflected in your org. chart?

As one of the largest federal land managers in Canada and an operational agency of over 200 protected heritage areas, Parks Canada has a broad and diverse organizational structure with varying roles and responsibilities related to environmental assessment. Due to the specific use of the term "environmental assessment" under the *Canadian Environmental Assessment Act* (CEAA 2012), the general term "impact assessment" is used instead when referring to all forms of environmental review undertaken by Parks Canada. Under the Agency's Protected Areas Establishment and Conservation Directorate, two teams comprising a total of 14 staff are dedicated to impact assessment policy and guidance development, operational support and participation in relevant major (designated) projects that are subject to federal review. Field units and satellite offices across the country have impact assessment capacity through staff that are dedicated wholly or in part to carrying out local impact assessment within protected heritage areas under the federal lands provisions of CEAA 2012, northern legislation and the Parks Canada Directive on Impact Assessment (2015). In addition to dedicated impact assessment staff, Parks Canada draws upon the technical and scientific expertise of staff across the Agency, such as species-at-risk experts, to support impact assessments.

.../2

- Does your department have proper technical and scientific capacity to provide sound advice on environmental assessments matters related to your mandate?

Parks Canada currently has the expertise required to provide sound advice on impact assessment matters related to the Agency's mandate. Technical and scientific experts are located in various National Office branches and field units and are often called upon to provide support on impact assessment matters. Parks Canada regularly seeks collaboration and support from other Government departments in areas of mandate overlap or when other departments possess complementary expertise to the Agency's own expertise and through external contracts when additional expert support is warranted.

- What process has Parks Canada implemented for strategic environmental assessment? How do the results of the SEAs inform future land use and federal lands decisions?

Parks Canada conducts strategic environmental assessments (SEAs) pursuant to the Cabinet Directive on the Environmental Assessment of Policy, Plan and Program Proposals (2010). As highlighted by the 2016 Fall Reports of the Commissioner of the Environment and Sustainable Development, Parks Canada has a robust SEA process that ensures environmental impacts are effectively taken into consideration during decision making. SEAs are conducted on management plans, policies and Treasury Board submissions as required by the Cabinet Directive. In addition, Parks Canada conducts SEAs on certain complex or novel activities and developments with the potential to have important environmental effects or generate high levels of public or stakeholder interest. SEAs in Parks Canada highlight beneficial outcomes for natural, cultural and visitor experience objectives, while identifying and minimizing broad and unintended impacts of the proposed policy, plan or program, including potential cumulative impacts. Parks Canada incorporates SEAs as early as possible in design and planning stages, which ensures that environmental considerations are effectively considered from the beginning.

With respect to management planning and related plans, elements of the SEA process have been integrated into the planning approach in general. For example, the planning process starts with an assessment of the state of the site. In addition, plans are required to consider all aspects of Parks Canada's mandate, including the protection of natural resources. Therefore, the SEA provides an opportunity to verify integration of environmental considerations, to evaluate cumulative effects and to evaluate links to the Federal Sustainable Development Strategy. The summary of results of SEAs are posted publicly and, in certain cases, the SEA itself

may be posted for review and comment, which facilitates information sharing with the public and can enable an opportunity for feedback.

Details on how SEAs inform future land use and federal lands decisions are provided below.

- How do the outcomes of strategic environmental assessments conducted by your organization inform future decision making resulting from the plan, program or policy?

By integrating SEA into the planning and design process, environmental considerations inform and guide the development of the plan or policy itself. The outcomes of the final plan or policy then set the guidelines for future land use and federal land decisions. The SEA may further identify specific measures, policy decisions or targets to be considered in future project level proposals in order to minimize potential environmental effects identified by the SEA. Project level impact assessments can then incorporate and be assessed relative to these measures and targets, which ensures consistency with the higher level direction of the policy or plan and the findings of the SEA. Examples of how Parks Canada uses this tiered assessment process are provided below.

- Can you provide us with examples of the tiered assessments you are doing (policy level, parks management plans, project level)? What is the value added of doing assessments this way?

The tiered assessment approach is used widely in Parks Canada's planning process, as it adds value in a variety of ways. First, by incorporating environmental considerations into the planning process for strategic policies and plans, many higher level concerns are adequately addressed by the time project level assessments arise, particularly where consultation has already occurred. This enables a more focused impact assessment at the project level that is disentangled from higher level policy concerns. Second, broad and cumulative impacts can be addressed holistically from a more regional and strategic level, rather than trying to address these concerns on a project-by-project basis. Last, potential impacts, including cumulative impacts, from project level assessments can be evaluated more objectively and consistently against specific goals and targets identified in higher level policies and plans. This facilitates easier decision making at the project level that is consistent with the strategic direction of higher level plans and policies.

To highlight these concepts, a few examples are provided below:

- **Management Plans:** Management plans are the key document that set the strategic direction and policy guidance for a protected heritage site. Management plans are tabled in Parliament and are required to undergo SEA. The SEA process for management planning is integrated early in the process and helps to inform the final outcomes of the plan. Future project level proposals must be consistent with the overall direction of the management plan and are assessed against policies and targets contained within. The Banff National Park of Canada Management Plan 2010 provides guidance for future decisions on land use and activities as well as direction for project level impact assessment in a variety of ways ([www.parkscanada.gc.ca/eng/pn-np/ab/banff/plan/~media/pn-np/ab/banff/plan/gestion-management/pdf/Banff-Management-Plan-EN-2010.ashx](http://www.parkscanada.gc.ca/eng/pn-np/ab/banff/plan/~media/pn-np/ab/banff/plan/gestion-management/pdf/Banff-Management-Plan-EN-2010.ashx)). A few specific examples include:
  - Land zoning: Land zones identified in the Management Plan provide direction on activities and developments that are compatible with specific zone classifications throughout the Park (page 112). Zoning enables consolidation of activities in specific areas that can support them, thereby reducing the potential for cumulative effects in sensitive regions. Future project proposals must be consistent with zone requirements, and project level impact assessments further minimize potential environmental effects within the zone they are located.
  - Establishment of environmental targets: Environmental Stewardship Leadership Targets for wastewater treatment have been established in the Management Plan to protect aquatic ecosystems in the Mountain Parks (page 36). Projects or collections of projects with the potential to affect effluent quality must achieve these targets and would be assessed relative to them through project level impact assessment.
  - Conservation Commitments: The Management Plan identifies grizzly bear habitat security targets within 27 landscape management units, along with measures to help achieve these targets (page 41). Project level assessments help to ensure consistency of proposed projects within the management units with these measures and enable evaluation relative to the established landscape-level targets.
- **Community Plans:** Community plans are required for communities located in national parks. Community plans undergo extensive public consultation and SEA early in the planning process and are developed considering the results of these. The final plans provide direction for activities and developments proposed within townsite limits, considering the environmental, visitor experience and socio-economic well-being of the community. The Waskesiu Community Plan is provided as an example and establishes policies on limits to growth that balance ecological and socio-economic needs, guidelines on maintaining heritage character and direction to help achieve Waskesiu as a model environmental community ([www.parkscanada.gc.ca/eng/pn-np/sk/princealbert/plan/plan13.aspx](http://www.parkscanada.gc.ca/eng/pn-np/sk/princealbert/plan/plan13.aspx)). Activities and developments proposed within the townsite undergo project level impact assessment to minimize potential environmental effects of projects that are consistent with the objectives and policies outlined in the Waskesiu Community Plan.

- o **National Park Multi-Species Action Plans:** As required by the *Species at Risk Act* (2002) (SARA), Parks Canada prepares action plans that contain detailed recovery planning that supports the strategic direction set out in recovery strategies. The Agency develops multi-species action plans for each national park, which incorporates an ecosystem-scale approach to identifying priorities and actions for all species at risk located at the site. Project level proposals are then assessed relative to the park's multi-species action plan to ensure consistency with the specified objectives and measures. Of particular benefit is information on activities likely to cause destruction of critical habitat and site-level population and distribution objectives that relate to national targets. These aspects provide assistance for considering cumulative effects on species and evaluating the potential significance of impacts from proposed project level proposals. The Multi-Species Action Plan for Point Pelee National Park and Niagara National Historic Sites is an example ([www.registrelep-sararegistry.gc.ca/document/default\\_e.cfm?documentID=2903](http://www.registrelep-sararegistry.gc.ca/document/default_e.cfm?documentID=2903)).
- o **Ski Hill Site Guidelines:** Ski Hill Site Guidelines identify site-specific policy direction for a given ski hill in a national park. The development of site guidelines is nested within a larger policy and planning framework. Though not officially required under the Cabinet Directive, SEAs are nonetheless conducted on site guidelines, in order to address the transition between the ecological implications of ski area development and use at broad strategic levels as reflected in the *Canada National Parks Act*, the Ski Area Management Guidelines and relevant national park management plans, as well as project level assessments set out in future long-range plans and individual project proposals. In an effort to demonstrate transparency in decision making, Ski Hill Site Guideline SEAs are posted on-line by Parks Canada for public comment prior to a final decision being made on the site guidelines. The Site Guidelines for the Mount Norquay Ski Area are provided and identify parameters to guide future potential development, establish negotiated permanent limits to growth and provide certainty regarding the types of initiatives and use ([www.parksCanada.gc.ca/eng/pn-np/ab/banff/plan/~media/pn-np/ab/banff/plan/gestion-management/pdf/Mt.%20Norquay%20Site%20Guidelines%202011-08-29.ashx](http://www.parksCanada.gc.ca/eng/pn-np/ab/banff/plan/~media/pn-np/ab/banff/plan/gestion-management/pdf/Mt.%20Norquay%20Site%20Guidelines%202011-08-29.ashx)). Following development of the site guidelines, Mount Norquay will develop a long-range plan that addresses the project level impacts of specific development proposals consistent with the policy direction established in the site guidelines.
- Could you provide the panel with some guidance material on how you engage and build relationships with Indigenous communities?

The Resource Guide: Promising Pathways Strengthening Engagement and Relationships with Aboriginal Peoples in Parks Canada Heritage Places was written to help Parks Canada support and strengthen engagement and relationship building with Indigenous Peoples in national parks, national historic sites and national marine conservation areas across Canada and is provided in Attachment 2.

- How do you use the alternatives process in your analysis? Can you provide examples of alternative assessments at project and park management plan levels?

Alternatives are considered in a variety of ways during management planning and the assessment of projects. During management planning, Parks Canada's focus has shifted towards a more objectives-based approach. Objectives are agreed upon with respect to all aspects of the mandate and through a public consultation process. After identifying objectives, the evaluation of alternatives is more informal, as it is easier to coarsely evaluate proposals against the established objectives.

Project-level proposals similarly assess potential alternatives throughout the design and planning stages of the project lifecycle. The Parks Canada Project Management Standard includes a conceptual stage where alternative options are identified. For example, different trail routes may be considered. Potential alternatives under consideration are first assessed to ensure they are consistent with higher level policy and direction. In some cases, after evaluating policy implications, formal options analysis may be conducted on potential alternatives to identify the overall merits and constraints. Alternatives are evaluated for implications to the environment, visitor experience, cultural resources and operations. Often, various alternatives are considered at the conceptual stage and refined or rejected before further planning stages and the impact assessment formally begin. The impact assessment is then conducted on the chosen option and, in the case of assessments with species-at-risk considerations, potential alternatives and rationale for the chosen alternative is documented within the impact assessment.

Parks Canada looks forward to continued engagement with the Expert Panel for the Review of Environmental Processes at the November 8, 2016, technical sessions. Should you have any further questions, please contact Ms. Katherine Cumming at [katherine.cumming@pc.gc.ca](mailto:katherine.cumming@pc.gc.ca) or by telephone at 204-984-1929.

I trust this information is helpful.

Yours sincerely,

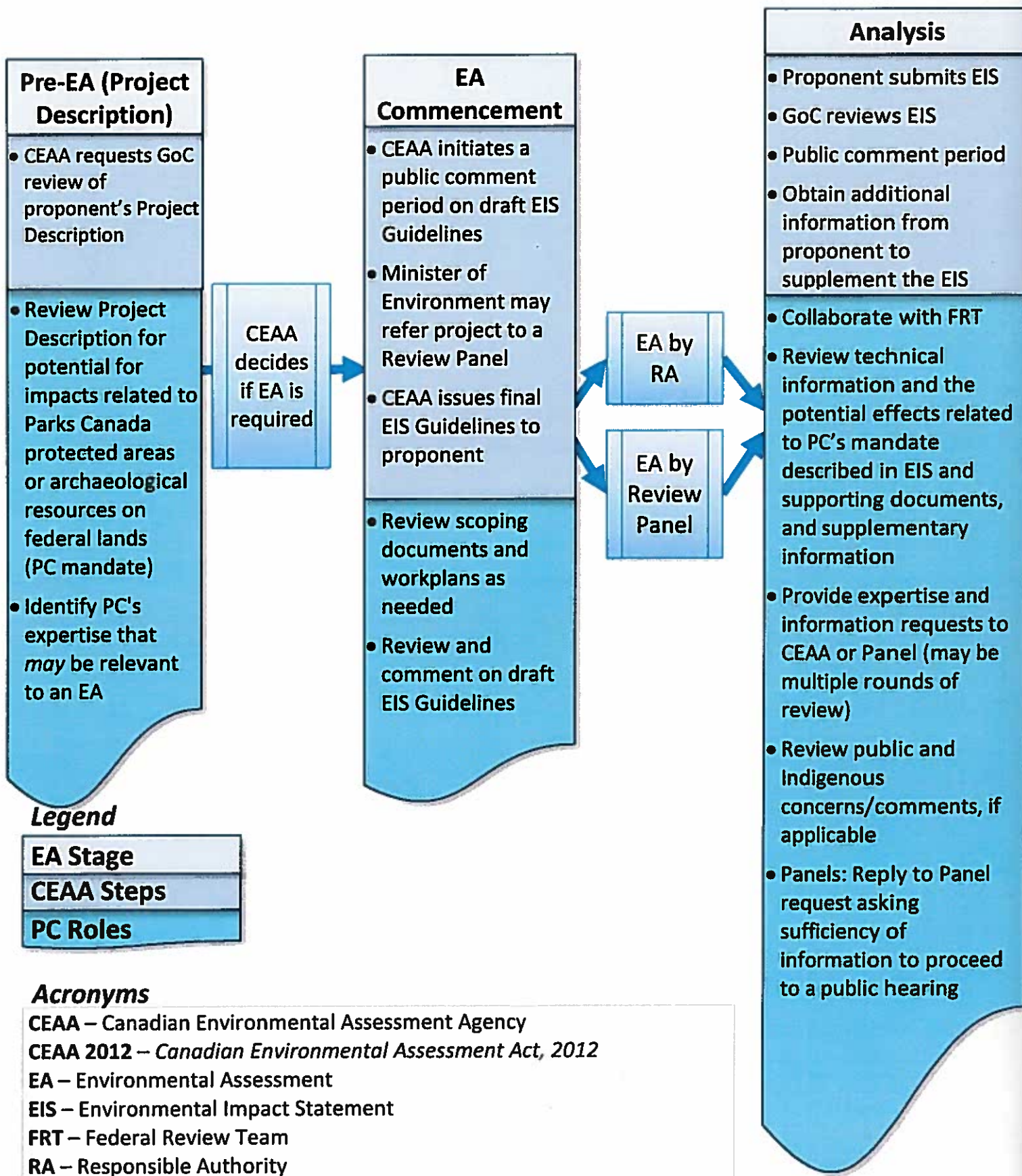


Daniel Watson,  
Chief Executive Officer  
Parks Canada

Attachments

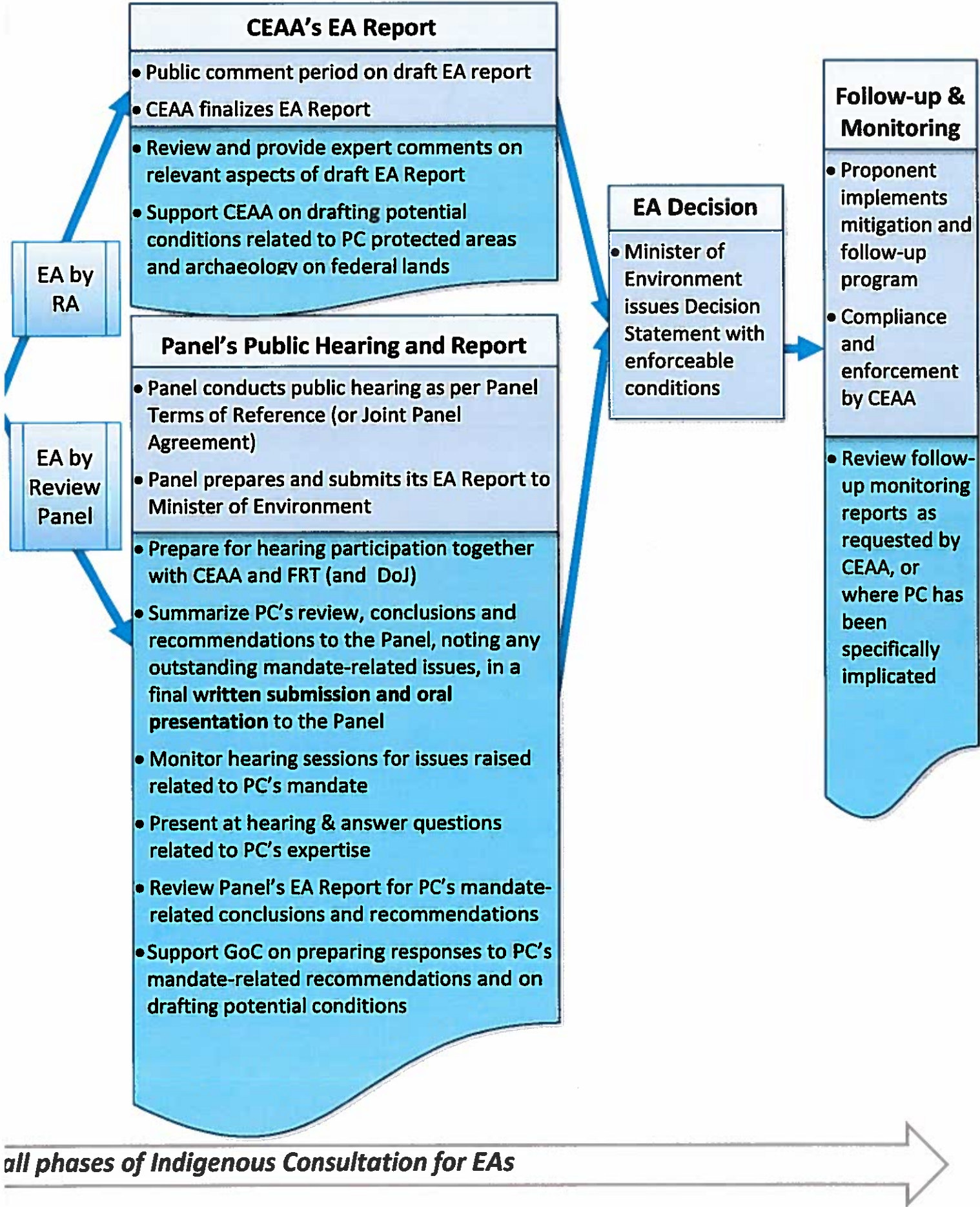


# OVERVIEW OF PARKS CANADA'S (PC) ROLE IN THE ENVIRONMENTAL ASSESSMENT



**Support Crown Consultation Coordinator throughout**

**IT PROCESS UNDER CEAA 2012 WHEN CEAA IS THE RESPONSIBLE AUTHORITY**



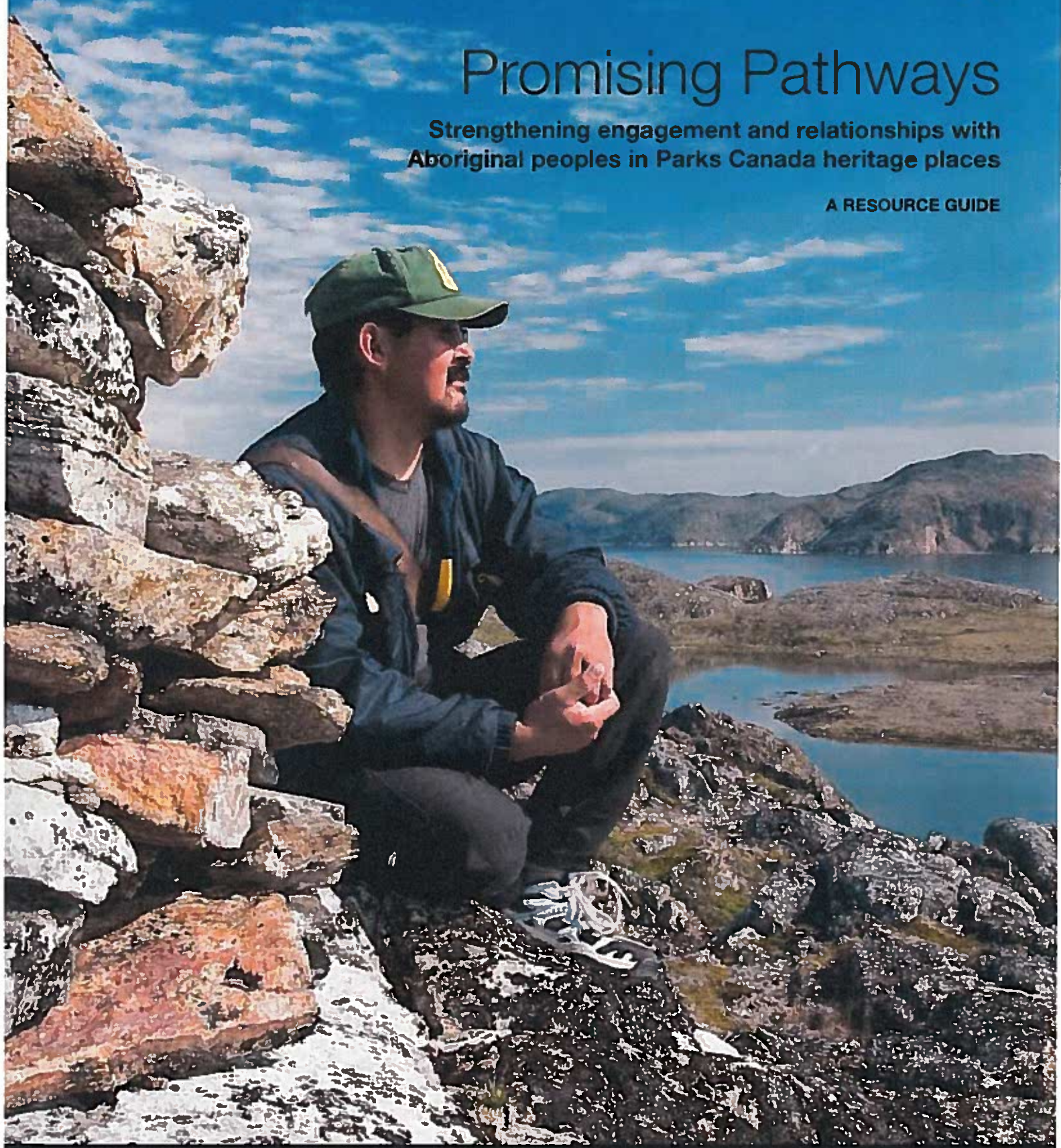




# Promising Pathways

Strengthening engagement and relationships with  
Aboriginal peoples in Parks Canada heritage places

A RESOURCE GUIDE



NATIONAL  
CONSERVATION  
PLAN



PLAN  
DE CONSERVATION  
NATIONAL



Parks  
Canada

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Canada

Canada





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■ Nancy Anilniliak, Bill Brake, Nadine Crookes, Helen Davies, Catherine Dumouchel, Paul Dyck, Nathalie Gagnon, Ernie Gladstone, Sharon Hayes, Peter Lariviere, John McCormick, Kevin McNamee, Sherrill Meropoulis, Lee Montgomery, Jim Morgan, Anne Morin, Alexandra Mosquin, Per Nilson, Yves Picard, Rob Prosper, Karen Routledge, Judy Rowell, Sean Sheardown, Jonathan Tsetso, Mike Wong, Patrick Yarnell, Mark Young, Cam Zimmer

This guide benefitted from the valued input of Aboriginal partners at a number of Parks Canada heritage places. Special acknowledgement goes to these partners, and to partner communities highlighted in Stories from the Field included throughout the guide.



## “Fore-Words”

On behalf of the people of Canada, Parks Canada protects and presents nationally significant examples of Canada's natural and cultural heritage. We are guides, guardians, storytellers and partners.

Due to the location of Parks Canada's heritage places, we work with a wide diversity of Aboriginal peoples across the country. Of the lands and waters in our care, more than three quarters of these are managed with the support of First Nations, Inuit and Métis peoples. In recent decades, Parks Canada has worked hard to strengthen relationships with Aboriginal partners. Our current approach, which views Aboriginal peoples as partners in the management of Canada's heritage places, is reflected in all of the work we do, and is a shared responsibility of all Parks Canada team members.

You will find this “Fore-Words” different from other forewords in Parks Canada publications. We have chosen to give one of Parks Canada's team members an opportunity to tell us, in his own words, his experiences and vision for the Agency as it pertains to Aboriginal partners.



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▲ ABOVE:

Alan Latourelle at Gwaii Haanas legacy pole raising.

### ***INTERVIEW WITH ALAN LATOURELLE, CHIEF EXECUTIVE OFFICER***

***What does being part of the Parks Canada team mean to you?***

Parks Canada is really about the people, the places, the mandate and the stories of Canada. The passion of our team members is palpable; it's different than what we see in other departments. It's because of the exceptional places that are entrusted to us and for which we are responsible. At Parks Canada, I really see myself and my personal values reflected in the Agency's mandate.

***What were your first impressions of Aboriginal peoples when you started with the Agency?***

I was quite surprised. In fact, I had not had a lot of experience with Aboriginal people. A bit of personal experience: my parents are from Gracefield, Quebec, and Maniwaki is close by, so I had interacted with some Aboriginal people mostly through my grandfather. But other than that, like the average Canadian, I had no appreciation of Aboriginal cultures and the magnitude of the challenges they face. From a professional perspective, again, I had no experience. When I came to Parks Canada, I found the relationship between Aboriginal

peoples and the Agency very challenging. I expected a more coherent approach across the agency but it was not the case. It became very clear to me that where the relationships were good, it was because someone took the leadership to make it happen and it was based on personalities. Now, across the country, we are seeing more and more people having the courage to build relationships and stick to it. The key is having the most senior people at Parks Canada actually taking the time and helping others navigate through those relationships.

### ***How did those challenges affect you?***

From a personal perspective, and I think I was a good reflection of Parks Canada executives at that time, we were ill equipped to support what needed to be done. We did not have the corporate knowledge and could not rely on our experience to get where we needed to be. In my case, I remember my first meeting was with Guujaaw in Gwaii Haanas. We were negotiating a co-operative management body for the park. We had some challenges, so I went there to meet with him and with Miles Richardson. At first I was scared and the part that you are uncomfortable with as an individual is when you haven't learned about Aboriginal culture you are concerned about saying the wrong thing. For me, this meeting was really about listening. The important part is to listen and to learn but to still be firm when you need to. It is not always easy but we need to remember our role as public servants.

### ***What shaped your thinking and approach?***

I received advice from Tom Lee, the former CEO at Parks Canada, who was a great leader. He was my advisor. Tom had just established the Aboriginal Consultative Committee. We had one meeting and he brought me into it early. The words that he shared with me over the years are trust, respect, personal relationships and always challenge the status quo. If I look at some of the issues I was involved in, most of them challenged me to go beyond the legal advice I received. I'm not saying it was not good advice, it was solid, but at some point you have to take some risk. I think that is what I learned from Tom. Push, push, push the boundaries and don't accept the status quo. Another practical example was that every time I got a request for a reduction or cull of hyper abundant species, people would say that the National Parks Act did not allow for Aboriginal peoples to participate. So I challenged them and asked them to show me where it says that in the legislation. And of course it didn't. Our reaction is often partly cultural and partly based on legislation, or I should say, peoples' perceptions of the legislation. Because of that, the way we worked with Aboriginal people became part of our culture, for good or for bad.

### ***What is different in your way of interacting with Aboriginal peoples?***

At first, I was apprehensive. I was also ill equipped related to the whole concept of treaties and agreements and the entire legal framework and how far we can and cannot go. I was not very knowledgeable about that so I would do research before going into meetings. However, any meeting with Aboriginal peoples changes you forever. I think what I finally understood is that this land is shared by the people of Canada and the Aboriginal peoples. At that time, we did not talk about it that way but some of our actions became known internationally in terms of what we had accomplished. For example in Gwaii Haanas, we agree to disagree on certain things but we still work together to manage this amazing land. We turned a potentially difficult situation into a situation where we could work together respectfully. It took a lot of trust and a lot of courage from both the government representatives and the people of the Haida Nation. It was based on people making it work and I've seen that day in day out since then.

### ***What particular lessons did you learn as CEO?***

I think you need a structured approach. Take for example the five key Aboriginal relations priorities that we have as an Agency<sup>1</sup>. What I've learned is that unless you make it an organizational wide priority, put it on performance assessments and put in support you are not going to have success. I've seen what I call the beautiful faces of Aboriginal peoples. I have been quite privileged to be part of several sometime very challenging and sometime very rewarding discussions. I've learned about the history, the challenges, the sacrifices that Aboriginal peoples have made. I've learned that we can all take small steps and that it is small steps that make us move forward. I've seen history being made. If you look back at where we were ten, fifteen years ago, we are now light years ahead. It starts with a corporate framework and then relies on committed individuals. It's not something you can dictate; it's something that people have to learn by doing. The other part is that you don't build relationships in boardrooms; you build relationships on the land and in Aboriginal communities, when you have the courage and the strength to meet them on their own terms.

1 The five key priorities are: Building meaningful relationships with Aboriginal peoples; Creating economic partnerships; Increasing Aboriginal programming at parks/sites; Enhancing employment opportunities; & Commemorating Aboriginal themes

***Would you share with us a personal story that has touched you?***

Yes, one positive and one challenging. The first is the East Arm of Great Slave Lake and my experience with this park. We had waited thirty years for the Lutsel K'e Dene First Nation to agree to look at a Park proposal. One day, the Chief phoned and asked to meet so I went to the East Arm and we spent three or four days stranded on an island because of the weather. I got to experience Lutsel K'e Dene culture first hand and in a profound way through that trip. The other part was walking the land with the Elders and talking about the land. I had never thought of national parks as cultural landscapes. I had never realised how the land has been affected and has affected Aboriginal peoples for generations. It was quite a rewarding and learning experience. The interesting part was when we got into serious discussions the Elders would say to me: "Well you know! You have been here and you have seen it." Being on the land and hearing stories from the Elders were a very valuable personal growth experience.



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**▲ ABOVE:**  
*Signing an agreement with Lutsel K'e Dene First Nation to work towards establishing Thaidene Nene National Park Reserve*

The most challenging one that I've had was in Wood Buffalo National Park where we were meeting with a number of First Nation Chiefs. For the first three hours we did a full circle and nobody had anything good to say about Parks Canada. What they were expressing was really 100 years of hurt, suffering and of not being listened to. It was an opportunity for them to share openly and some very emotional statements were made. That day is probably the day that marked me the most. That and the Minister's Round Table where the Inuit representative of the Aboriginal Consultative Committee spoke about his personal experiences during his time in a residential school. These were probably my two most difficult days as CEO because of what was being shared with us.

***What would you say your legacy is at Parks Canada?***

None of us have personal legacies; I think it is team legacy. I have been fortunate to be part of a team that is showing international leadership in Aboriginal relationship building. I don't think I'm bragging when I say that. I am humbled by what we are doing. I think what we have done is bring together two different approaches and it's working. The one thing we have done is to have the courage and the trust to work with Aboriginal peoples. We have the ability as a team to show respect, to open our eyes, our ears and our hearts to make relationships work even under the most difficult circumstances. The biggest change is the cultural shift it has produced; people care about working with Aboriginal peoples now and Aboriginal peoples take the time to make sure we engage them and they want to have a true voice.

***What is the most important contribution the CEO should bring?***

It is showing the personal leadership. You cannot expect your executives and your team to do it if you're not doing it. Establishing the Aboriginal Affairs Secretariat, which was Tom's doing again, showed great leadership. In my role, it's important to challenge that unit but also the Agency to really come up with some broad frameworks, approaches, and success stories that we all can learn from. I think the role of the Aboriginal Affairs Secretariat is critical for this Agency. Having a representative workforce, especially having a representative executive, sends a message. Finally having three or four key Aboriginal leaders and mentors within Parks Canada that people can look up to is critical. Executive staffing is a critical role that only the CEO can do.

***What is your vision for the Agency?***

In 20 years from now, I really see an evolution where Aboriginal peoples are even more engaged and involved in the management of our heritage places and in the delivery of our programs. In some cases we have made great strides, for example, in terms of Aboriginal interpretation by Aboriginal peoples. Some of the challenges we are facing now, some of the recent court decisions will challenge us. Our culture and our way of looking at heritage places will change over the next two decades as land claims and such issues get resolved.

***If you were to pass along one piece of advice what would it be?***

To be vigilant! It is too easy to find reasons why relationships won't work. One piece of advice I would give is to stay on top of it personally, showing personal leadership is key. I would tell the next CEO, or any new Parks Canada team members, that they have an opportunity to learn about Aboriginal peoples and to have experiences that will help them grow as an individual regardless of their past experiences. These experiences change you for the best. We have an opportunity as an Agency to do things that very few organizations or governments can do, to really make our country a more respectful place for Aboriginal peoples; to really have their voices, their knowledge and cultures become a part of our day-to-day programs, decisions and processes.

We all have to commit to this as individuals. We all work for Parks Canada in different roles, at different times, for different periods. Always ask yourself: what can I do to make the relationship between Parks Canada and Aboriginal peoples better five years from now? It could be in staffing, it could be in contracting, it could be in operations, in terms of our science program and how we integrate traditional knowledge and western science. How do you really change the way you do science up front to really get the contribution of Aboriginal peoples in terms of their traditional knowledge?



Alan Latourelle  
Chief Executive Officer  
Parks Canada Agency



# Introduction and Background

This resource guide was developed by Parks Canada to help **support and strengthen engagement and relationship building with Aboriginal peoples in national parks, national historic sites, and national marine conservation areas across Canada.**<sup>2</sup>

The guide is intended to complement Parks Canada's existing resources and to:

- **Improve and expand** Aboriginal engagement activities and relationship building.
- Provide a more **consistent approach** for Aboriginal engagement and relationship building across the spectrum of Parks Canada heritage places.
- **Support ongoing capacity building** for both Parks Canada team members and Aboriginal partners.
- Provide Parks Canada team members with **practical engagement tools** and examples of **initiating, growing and stewarding relationships** with Aboriginal partners.

## Q&A

### WHAT IS THE ABORIGINAL AFFAIRS SECRETARIAT?

*In 1999, Parks Canada established an Aboriginal Affairs Secretariat to provide overall leadership with respect to building meaningful relationships with Aboriginal peoples. The Secretariat reports directly to Parks Canada's Chief Executive Officer and works to:*

- ▶ *Support relationship building with Aboriginal partners*
- ▶ *Promote strong consultation and accommodation practices within Parks Canada*
- ▶ *Represent Parks Canada in Comprehensive Land Claims and Treaty Negotiations*

*For more information, visit: <http://www.pc.gc.ca/eng/agen/aa/saa-aas.aspx>, for PCA team members, visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>*



© Parks Canada / Ryan Bray

◀ **LEFT:**  
Aboriginal day parade at  
Jasper National Park.

2 References in this guide to "heritage places" include national parks, national historic sites, and national marine conservation areas, as well as national park reserves and national marine conservation area reserves.

## Guide use and organization

### WHO?

This guide is designed primarily for **Parks Canada team members**, but will be of interest to Aboriginal partners, heritage place stakeholders, and others who are involved in Aboriginal engagement and relationships building in heritage places. The guide is specifically targeted towards Parks Canada team members who have limited experience in this area, and team members working in heritage places that do not have formal cooperative management agreements in place. For Aboriginal partners, it will be a helpful resource to orient new team members and leadership for communities already working with Parks Canada, or for those that would like to begin working more with Parks Canada.

### HOW?

This guide is designed to be flexible and accessible. It can be used as a **step-by-step planning guide** in cases where engagement with Aboriginal partners has been limited or team members lack on-the-ground experience. It can also be used as a **general resource guide** by more experienced users to support specific engagement activities in heritage places where relationships with Aboriginal partners are more developed. As a resource, it can be used to help support a variety of engagement activities, from early step “get to know you” activities to the implementation of more formal cooperative management agreements.

### WHEN?

This guide can be used to support a **wide range of engagement activities** at different stages of relationship building at heritage places. It organizes the general engagement cycle into three general stages of relationship building – **initiating, growing and stewarding**. While some engagement activities are better suited to certain stages, others can occur at any stage, and in many cases can take place at the same time.

## Q&A

### WHAT IS THE ABORIGINAL CONSULTATIVE COMMITTEE?

*Parks Canada's Chief Executive Officer established a 12-member Aboriginal Consultative Committee in 2000 to create meaningful dialogue with Aboriginal leaders who have a direct association with heritage places that Parks Canada administers. The Aboriginal Consultative Committee provides ongoing advice and guidance to Parks Canada while offering an avenue for open and frank dialogue between Parks Canada's leadership and Aboriginal partners on a wide range of issues.*

Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca) or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>



© Parks Canada

▲ ABOVE:


Members of the Aboriginal Consultative Committee in Mingan Archipelago National Park Reserve.

## Guide Organization

The guide is divided into three main sections. Section 1, **Context**, provides background on Parks Canada's work with Aboriginal partners. Section 2, **Partners in Heritage Places**, provides an overview of the three main stages of the engagement cycle – initiating, growing and stewarding. Section 3, **Tools and Resources**, provides detailed descriptions and templates for some of the specific approaches and methods reviewed in Section 2.

The document includes a number of features for users to more easily navigate the guide and see where they are in the engagement cycle.

Other features include:

- Links to **additional Parks Canada resources**.
- **Stories from the Field**, providing short case study examples that illustrate guide tools and activities in action in specific heritage places.
- **Lessons from the Field**, sharing common themes and lessons from Parks Canada team members across the country.
- **Q&A text boxes**, providing concise answers to common questions associated with Aboriginal engagement and relationship building in heritage places.
- More detailed information on engagement and relationship building tools is provided in Section 3. Look for this symbol  to help find the corresponding tool.



## Why partner?

Strong relationships with Aboriginal partners are essential to delivering Parks Canada's mandate in heritage places across the country, and contribute to the process of reconciliation between the Government of Canada, Aboriginal peoples, and other Canadians. Over the years, Parks Canada has had many opportunities to better understand "what works" when it comes to fostering long-lasting relationships based on long-term commitment, trust, and mutual respect, along with opportunities to learn from past mistakes.

### Q&A

#### WHAT IS THE ABORIGINAL PEOPLES OPEN DOORS PROGRAM?

*Parks Canada has established a national program to welcome Aboriginal peoples to heritage places with which they claim a connection. This program enables Aboriginal peoples to access these places without undue and inflexible requirements for purchasing passes or permits. The program supplements existing agreements that already allow for free entry by Aboriginal partners to certain heritage places.*

*Guidelines have been developed to provide direction to Parks Canada team members on the implementation of an entry fee exemption for Aboriginal peoples with connections to heritage places. Eligibility for the program is determined through development of a memorandum of understanding between Parks Canada and the group claiming the connection.*

*Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca) or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>*

**“ Ultimately it is the relationships that will solve the problems; they won't be solved by policy.”**

Parks Canada team member

Today, strengthening relationships with Aboriginal partners is a critical element of Parks Canada's work, and is a shared responsibility at all levels of the Agency. Parks Canada has accomplished much in this area, but also recognizes that much work remains to be done. Fostering the partnerships and connections Aboriginal peoples have with traditionally-used lands demands three things from Parks Canada:

- **Facilitating access for Aboriginal peoples to Parks Canada heritage places.**
- **Encouraging traditional activities and the use and transfer of traditional knowledge in heritage places.**
- **Fostering strong relationships to ensure traditional knowledge is incorporated in heritage place planning, management, and operations.**

See Section 2, for more information on Parks Canada's vision for Aboriginal partnerships in heritage places.

### ABORIGINAL PARTNERS: A UNIQUE RELATIONSHIP

*Parks Canada makes a distinction between Aboriginal partners and non-Aboriginal partners based on the unique fiduciary relationship Aboriginal peoples have with the Government of Canada. Parks Canada formally recognizes this special relationship in a number of ways, including through:*

- ▶ *Corporate plans that direct Parks Canada team members to work collaboratively with Aboriginal peoples to ensure their voices inform the planning, management, and operations of heritage places;*
- ▶ *Cooperative management regimes in heritage places across the country; and*
- ▶ *Respecting Aboriginal rights and treaty rights in heritage places.*

*Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca) or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>*



## Engagement or consultation?

*Promising Pathways* is fundamentally about Aboriginal **engagement**, rather than consultation. Parks Canada both **engages** and **consults** with Aboriginal peoples, depending on the nature of the work in question. While the two terms are closely linked and related, they are also fundamentally different.

**Consultation** with Aboriginal peoples often refers to the Crown's legal duty to consult on activities that may impact existing or asserted Aboriginal rights or treaty rights. It is also a statutory requirement of certain federal legislation (e.g., *Canada National Parks Act*, *Canada National Marine Conservation Areas Act*, *Species at Risk Act*, *Canadian Environmental Assessment Act*), and affirmed through supporting Parks Canada documents and policy directives.

While meeting the requirements of the duty to consult is an essential part of Parks Canada's work with Aboriginal peoples, and often serves as an important step in relationship building, **engagement** with Aboriginal partners goes beyond consultation to fostering a higher level of involvement and influence by Aboriginal partners in heritage places.

**Engagement** refers to activities that are aimed at fostering long-term relationships between Parks Canada and Aboriginal groups. Parks Canada engages Aboriginal partners through a range of activities, from participation in formal advisory bodies established through negotiated agreements, to the less formal activities (i.e., not based on a written agreement) this guide features, like joint interpretive programming, community visits, and social events for building personal relationships between Parks Canada team members and Aboriginal partners.



▲ ABOVE:  
Learning the drum with an Abegweit First Nations Elder, Prince Edward Island National Park.

© Parks Canada

### MORE INFO

Looking for information on consultation? See Parks Canada's publication: *A Handbook for Parks Canada Employees on Consulting with Aboriginal Peoples*

Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca) or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>

### MORE INFO

The Aboriginal Affairs Secretariat has developed a series of *Clarification Bulletins* for Parks Canada team members on various consultation and engagement topics. For more information, PCA team members visit: <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>

“It's about the strength of the relationship and being able to meet and discuss when opportunities and issues arise – we don't just talk when we have to.”

Parks Canada team member





## INDIAN TREATY NO. 1 TRAITE NO 1 AVEC LES INDIENS

To promote peaceful settlement of the newly acquired western territories after 1870, Canada negotiated a series of treaties with the native peoples. Here, on 3 August 1871, the first of these treaties was signed by Mis-kee-ke-new, Ka-ke-ka-penais, Na-sha-ke-penais, Na-na-wa-nanan, Ke-we-tay-ask, Wa-ko-wush and Oo-za-we-kwun, representing the Ojibway and Swampy Cree people of Manitoba, and Wemyss Simpson on behalf of the Crown. In return for reserves and the promise of annuity payments, livestock and farming implements, the Indians ceded the land comprising the original province of Manitoba.

Afin d'encourager, après 1870, la colonisation pacifique des territoires de l'Ouest acquis depuis peu, le Canada conclut une série de traités avec les autochtones. Le 3 août 1871, Mis-kee-ke-new, Ka-ke-ka-penais, Na-sha-ke-penais, Na-na-wa-nanan, Ke-we-tay-ask, Wa-ko-wush et Oo-za-we-kwun, au nom des Chippewas et des Maskégons du Manitoba, et Wemyss Simpson, représentant de la Couronne, signaient ici même le premier de ces traités. Contre des réserves et une promesse de rentes, de cheptel et d'instruments aratoires, les Indiens cédaient le territoire correspondant à la province naissante du Manitoba.

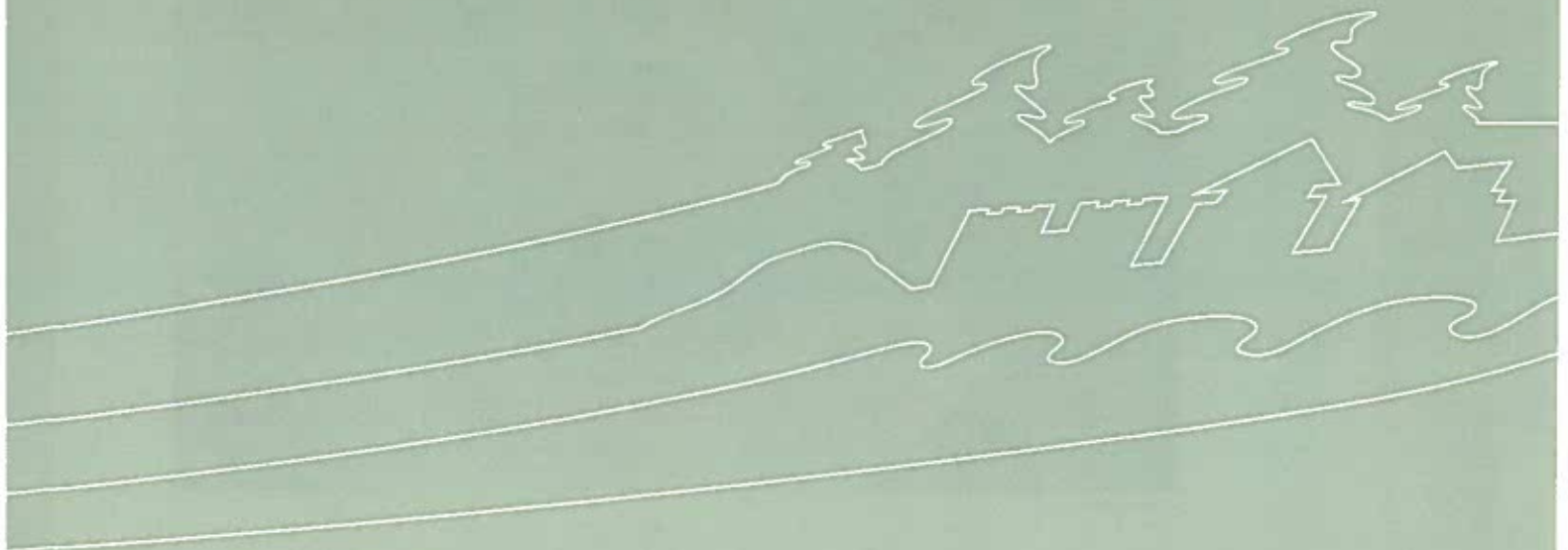
Historic Sites and Monuments Board of Canada.  
Commission des lieux et monuments historiques du Canada

Government of Canada - 1921 - Gouvernement du Canada



SECTION 1:

# Context





## Our past: A short history of Parks Canada's relationships with Aboriginal peoples

Parks Canada has a **long history of working with Aboriginal groups** and recognizes that Aboriginal participation in planning, management and operations of national parks, national historic sites, and national marine conservation areas has **contributed substantially to the quality of management of natural and cultural heritage resources** in those places. While Parks Canada is recognized internationally for its current work with Aboriginal partners, this approach is relatively new and does not reflect some of the Agency's historic practices. The timeline on pages 16 and 17 illustrates how this shift occurred over time, and how much policy and practice has changed for Parks Canada since the first national parks were established at the turn of the 20th century.

► **RIGHT:**  
Interview with Toquaht  
Tyee Ha'wilt and  
Yuu-thlu-ith-aht Elder  
for the Kwistis Visitors  
Centre at Pacific Rim  
National Park Reserve.



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## Our approach today: Principle-based, cooperative management

Since the 1980s, Parks Canada has been working to incorporate Aboriginal voices in heritage places across the country. As illustrated in the timeline on the pages that follow, this shift towards a more inclusive approach within the organization was, in part, driven by legal decisions, but has also arisen out of “lessons learned” regarding the **critical role Aboriginal partners play in the protection and presentation of Canada’s natural and cultural resources.**

Today, Parks Canada has established relationships with over 300 Aboriginal groups. While the maturity, scale and scope of these relationships differs with every group, **the importance of strengthening these relationships has been recognized** within Parks Canada through legislative changes and updates to Parks Canada plans, policies, and guidelines.



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▲ ABOVE:  
Learning Mi'kmaw basketry, Kejimikujik National Park and National Historic Site.

As Parks Canada has worked to create a supportive environment for relationship building and collaboration with Aboriginal peoples, cooperative management has become a common feature within the management regimes of Parks Canada heritage places. This is particularly true for heritage places established under comprehensive land claim agreements, which include detailed provisions for cooperative management, access and the practice of traditional activities.

Each of Parks Canada’s cooperative management arrangements varies according to the context of the heritage place in question<sup>3</sup>. All of these arrangements, however, share a common commitment to the following general guiding principles.

### Q&A

#### WHAT IS COOPERATIVE MANAGEMENT?

*Cooperative management describes a management model where Parks Canada and Aboriginal groups work collaboratively to manage heritage places in accordance with applicable legislation, policies, and agreements. Cooperative management agreements establish formal advisory relationships between Aboriginal groups and Parks Canada, and in many cases involve equal representation and a consensus-based approach on matters of importance to the group(s) involved.*

Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca)  
or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>

**PARTNERSHIP:** Working collaboratively in heritage place planning, management, and operations

**ACCESSIBLE:** Encouraging access to traditional lands and traditional activities

**RESPECTFUL:** Building mutual respect, trust and understanding

**KNOWLEDGE-BASED:** Honouring and incorporating traditional knowledge

**SUPPORTIVE:** Supporting Aboriginal partners’ community interests

<sup>3</sup> Such arrangements include impact and benefit agreements, heritage place establishment agreements, and other treaty and non-treaty agreements.

# Parks Canada Aboriginal Relationships Timeline



## Protected Areas, Displaced Peoples

1887

Rocky Mountains Park, now known as Banff National Park, is established to protect one of the last vestiges of "untouched" wilderness. The Stoney Indians (known today as the Stoney Nakoda First Nation) are prevented from using park lands in the ways they had in the past.

1890 - 1920

Ten national parks are established in southern Canada, all without the involvement of local Aboriginal peoples. This practice results in the separation of many Aboriginal groups from their traditional lands.

## Aboriginal Policy in Transition

1973

Supreme Court of Canada's *Calder* decision formally acknowledges the legal concept of Aboriginal title; federal land claims policy is introduced.

1974

*Canada National Parks Act* is amended to allow for national parks to be established under "reserve" status until land claims are resolved.

1979

Parks Canada policy is altered to reflect a new approach to establishing and operating new parks through cooperative management regimes with Aboriginal peoples.

1982

The Government of Canada passes the *Constitution Act, 1982*, which recognizes and affirms existing Aboriginal and treaty rights in Canada.

## Cooperative Management and Reconciliation

1994

Parks Canada's *Guiding Principles and Operating Policies* is amended to reflect the practice of Aboriginal traditional activities and land use within new parks established as part of broader land claim negotiations.

1999

Parks Canada's Aboriginal Affairs Secretariat is formed to provide overall leadership with respect to building meaningful relationships with Aboriginal partners.

2000

The Aboriginal Consultative Committee is established to create a mechanism for meaningful dialogue between Aboriginal leaders and Parks Canada's CEO.

2000

Legislative changes to the *Canada National Parks Act* reflect Parks Canada's increasing prioritization of building relationships with Aboriginal partners, supporting traditional activities, and incorporating Aboriginal Traditional Knowledge in the management of national parks and park reserves.

**1911**

The Dominion Parks Branch, known today as Parks Canada, is founded, the first one of its kind in the world.

**1922**

Wood Buffalo National Park is established to protect the Wood Bison from extinction. Hunting and trapping activities by local Aboriginal peoples are allowed to continue within park boundaries under a permit system.

**1930**

The Ojibway people (now known as the Keeseekoosewini First Nation) are removed from their lands following the establishment of Riding Mountain National Park.

**1984**

With the settlement of the *Inuvialuit Final Agreement*, the Government of Canada and the Inuvialuit agree to the establishment of new national parks in the Yukon and Northwest Territories.

**1990s - 2000s**

A series of landmark court decisions (*Sparrow*, 1990; *Delgamuuk'w*, 1997; *Powley*, 2003; *Haïda and Taku*, 2004; *Mikisew Cree*, 2005) further clarify the Government of Canada's legal duties with Aboriginal groups. Parks Canada works to increase involvement of Aboriginal peoples in the management of natural and cultural resources.

**1993**

Parks Canada continues to establish new national parks and cooperative management boards with the settlement of the *Nunavut Land Claims Agreement*.

**2002**

*Canada National Marine Conservation Areas Act* comes into effect, providing for the establishment and management of a national system of representative marine areas in consultation with Aboriginal peoples.

**2010 - 2014**

Parks Canada develops and publishes various tools to support team members on consultation and engagement practices with Aboriginal partners (see More Info text boxes in this document).

**2014**

Aboriginal Peoples Open Doors Program, which enables Aboriginal peoples to reconnect with traditional lands in heritage places by removing barriers to entry such as pass/permit requirements, is fully launched.





ACCESS  
+  
TRADITIONAL USE  
=

STRONGER TRADITIONAL KNOWLEDGE

---

STRONG TRADITIONAL KNOWLEDGE  
+  
STRONG RELATIONSHIPS  
=

BETTER HERITAGE PLACE MANAGEMENT  
& HEALTHIER ABORIGINAL COMMUNITIES

---



## Our future: Strengthening Aboriginal connections in heritage places

Well before Parks Canada was established as a federal agency, and even before Canada became a country, the places that are today managed as heritage places **were in many cases traditional lands** used, and in some cases actively managed, by Aboriginal groups for their economic, social, cultural, and spiritual wellbeing. While Parks Canada's priority is to protect and present the natural and cultural heritage of Canada's special places, the Agency also understands that **acknowledging, honouring and incorporating Aboriginal traditional knowledge and use of heritage places will not only support Parks Canada's mandate**, but will also result in improved management of these places.

Parks Canada will be better prepared to protect and present these places for future generations by establishing and maintaining positive relationships that support Aboriginal partners in sharing their traditional knowledge and related practices – in whatever ways they deem appropriate. It is this vision—**cooperatively managed heritage places that actively support Aboriginal partners' connections with those places**—that Parks Canada is working towards today.

◀ LEFT:  
*Our path forward: Aboriginal engagement and relationship building*

▼ BELOW:  
*Fishing at Aulavik National Park.*



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## Q&A

### PARTNERS OR STAKEHOLDERS?

*Aboriginal peoples can be stakeholders as well as partners. Parks Canada defines stakeholders as individuals or groups with an interest in, influence upon, or who may be affected by Parks Canada's actions, such as national, provincial or local Aboriginal organizations or associations.*

*Partners are groups or governments such as band councils, treaty governments, Métis locals, etc., that either hold or assert rights and for whom recognition of these rights is protected under the Constitution Act, 1982, legal statutes, treaties, and legal decisions, which distinguishes Aboriginal partners from other partners or stakeholders.*

*Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca) or PCA team members visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>*

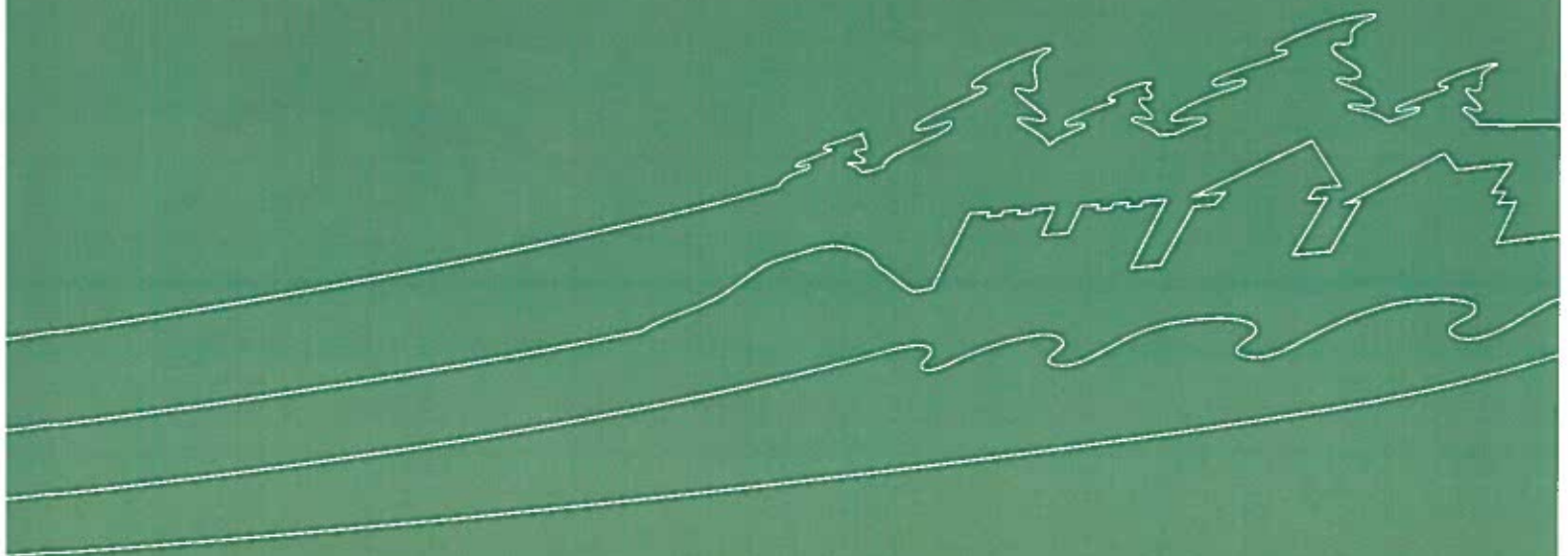


Inuit Elders on the land, Torngat Mountains National Park, Q. E. Canada



SECTION 2:

# Partners In Heritage Places





## Partners in Heritage Places

This section organizes the general engagement cycle into **three stages of relationship building – initiating, growing and stewarding**. Engagement opportunities for each step of the process and related tools are identified along with common ***Lessons from the Field*** shared by Parks Canada team members. **Specific examples** of engagement activities from heritage places across the country are featured throughout this section as **mini case studies**, or ***Stories from the Field***.

Though the material in this section is presented in a phased approach, it is important to remember that **building a relationship is a not a linear process, and in most cases involves a combination of the stages outlined in this guide**. The figure below illustrates the **dynamic nature of engagement and relationship building**. While Parks Canada and Aboriginal partners move through the engagement cycle, new information and new people will enter the relationship as staff and leadership change, and knowledge of the area grows and evolves. No matter the stage of engagement, **no relationships are ever “complete,”** but instead evolve and grow over time and require continued stewardship and investments in time, resources and care.

▼ BELOW:  
The Engagement/Relationship-building cycle



The unique circumstances of each heritage place will also influence engagement efforts and relationship building in different ways, and it is anticipated that guide users and their partners will:

- Be at **different stages in the relationship building process** (e.g., some users may already have relationships in place, while others may be at early stages of building them).
- Be using the guide for **different purposes** (e.g., some may be using it to support a specific initiative or project, while others may be using it to guide a broader engagement process or strategy).
- Have **different resources and capacities** (e.g., both Parks Canada and Aboriginal partner communities may vary in terms of their available human resources and/or technical skills, which will have an effect on project/program development and overall engagement).

While many of the tools and *Lessons from the Field* in this document could be implemented at different stages in the engagement cycle, some are better suited to specific phases and are identified in the section where they are most appropriate and fit best. The general engagement cycle stages are briefly reviewed here. **Each stage is outlined in detail beginning on page 26.**



### STAGE 1: INITIATING RELATIONSHIPS

#### *Getting to know our stories and our ways*

The first stage of the engagement cycle involves **initiating contact** between Aboriginal partners and Parks Canada, and marks the beginning of the “**getting to know you**” process. This preliminary phase is usually categorized by informal activities such as meetings with Aboriginal partners in their communities or at community events, building awareness of Parks Canada with Aboriginal partners, and listening to Aboriginal partners. At this stage, Parks Canada and Aboriginal partners will seek to **understand the historical context of the heritage place**, both in relation to the impact its establishment had on local Aboriginal peoples, and in terms of how things stand today. The phase is based on Aboriginal partners telling their stories (stewardship of land, traditional activities, etc.) and it is also based on telling Parks Canada’s story (what is Parks Canada, what do we do, and how do we do it?) thus demonstrating a commitment to openness, sharing, and mutual trust.



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*“ Mutual respect and understanding will sustain us through difficult times. Agreements only help to guide our process.”*

Parks Canada team member

◀ **LEFT:**  
*Sharing stories at  
Mingan Archipelago  
National Park  
Reserve.*



## STAGE 2: GROWING RELATIONSHIPS

### *Finding a common story; identifying common issues, values and opportunities*

The second stage of the engagement cycle involves **identifying common interests** (e.g., access, interpretation), **shared values** (e.g., facilitating access and supporting traditional use) and the **opportunities** that might exist to work together (e.g., learning, programs, activities, events, projects). It also involves getting a better sense of Aboriginal partners' community interests and how they could be supported through heritage place activities (e.g., employment, skills development and capacity building, culture camps) and possibly more formal arrangements (e.g., protocols, contracts, contribution agreements, management agreements). With a focus on "**learning by doing**", tools used in this phase can involve some work, depending on the scale of the opportunities being pursued, and take time.

## LESSONS FROM THE FIELD

### **STRONG RELATIONSHIPS ARE BUILT ON TRUST, MUTUAL RESPECT AND UNDERSTANDING**

*There's no simple formula to building a strong relationship with local Aboriginal groups. Relationships are by nature complex and personal, which makes them difficult to define and even more difficult to reproduce. However, there are a number of common elements that exist in every strong relationship, although they may be found in varying degrees – mutual trust, respect, and understanding.*

*At the outset of engagement activities and throughout the engagement cycle, it is critical to foster and develop mutual trust, understanding and respect through engagement and relationship building activities with Aboriginal partners. Getting to this place will not happen overnight and requires an ongoing investment of time and energy, but the end results will be a stronger relationship with Aboriginal partners and enhanced management of heritage places.*

*Experience from the field also demonstrates that stronger relationships with Aboriginal partners result in a clearer mutual understanding of the overlapping goals and values and the shared interests that often exist between Parks Canada and Aboriginal partners.*

*"A strong relationship remains respectful and endures differences in opinion—both parties can see the long-term benefits of the relationship and what role each can play in achieving shared success."*

*"For me, when you hit a speed bump, it's being able to find the solution to the problem through your relationships as opposed to going to [i.e., looking to] agreements. That means you have mutual trust and respect, you jointly own the problem and the solution, and you are real partners."*

*"Trust and respect is implied, but it goes beyond that—it's to the point where we're in this thing together. It's also about thinking about your partners first—we immediately think of the other partners. Strong relationships are based on opportunities—it's about asking yourself, is there a link here with our partners, or benefit to our Aboriginal partners?"*

**“ One of the greatest tools is just to listen – What do they [Aboriginal partners] need? What's their vision? How could Parks support these needs and vision while supporting Parks Canada objectives? ”**

Parks Canada team member





### STAGE 3: STEWARDING RELATIONSHIPS

*Building our future story together, developing effective planning and management frameworks, formalizing relationships*

This stage involves building more **formal management frameworks** that clearly define roles and responsibilities, outline accountability mechanisms, and provide a framework for longer-term collaboration. During this stage, and depending upon the site context, options could range from a Memorandum of Understanding on an issue of joint concern, to the negotiation of broader formal agreements (e.g., cooperative management agreements). A key consideration for any agreement developed at this stage will be the **strength of the underlying relationship** between Parks Canada and the Aboriginal partner(s). Trust, understanding and support for one another should allow more formal agreements to stay active through changes in Parks Canada team members or changes in leadership and staffing with Aboriginal partners.



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*“Contact and continuity with individual community members is key, as is genuine dialogue and commitment on our part to the implementation of institutional change.”*

Parks Canada team member

◀ **LEFT:**  
Teachings from an  
Aboriginal Parks  
Canada team member,  
Pukaskwa National  
Park.



## Stage 1: Initiating Relationships

### *Getting to know our stories and our ways*

The first stage of the engagement cycle includes **initiating contact** between Aboriginal partners and Parks Canada and marks the beginning of a “**getting to know you**” process that is built around listening to the stories of the place and the people.

At this stage, Parks Canada and Aboriginal partners will seek to **understand the historical context of the heritage place**, both in relation to the impact its establishment may have had on local Aboriginal peoples, and in terms of how things stand today. The phase is based on Aboriginal partners telling their stories (e.g., stewardship of land, traditional activities, etc.) and it is also based on telling the Parks Canada story (e.g., what is Parks Canada, what do we do, and how do we do it?) thus demonstrating a commitment to openness, sharing, and mutual trust.

## STORIES FROM THE FIELD

### THE SMALL STEPS IN GETTING TO KNOW OUR STORIES AND SHARING THEM WITH OTHERS

While today **Pacific Rim National Park Reserve** boasts a number of strong cooperative management arrangements, just 20 years ago, relationships with the nine Nuu-chah-nulth First Nations within whose traditional lands the park

reserve falls were non-existent. For Parks Canada team members and one of these First Nations, the Huu-ay-aht First Nations, a key aspect of moving past the legacy of mistrust and animosity that existed between the two organizations involved getting to know one another on a personal basis and spending time on the land together.

Relationship building initially began with informal activities such as coffee outings, Elders luncheons and drop-in visits, and before long had evolved into Parks Canada employees facilitating trips to special (i.e., historically and culturally significant) Huu-ay-aht sites with representatives from both the Agency and Huu-ay-aht attending. These shared experiences helped establish a foundation of trust and mutual respect that eventually led to the official recognition of **Kiix?in Village** – an important traditional village site – as a national historic site, while supporting ongoing cooperation and collaboration in Pacific Rim planning and management.



© Parks Canada



*For more information:*

**Pacific Rim National Park Reserve**

**Tel: 250-726-3500**

**Email: [pacrim.info@pc.gc.ca](mailto:pacrim.info@pc.gc.ca)**

**Web: [www.pc.gc.ca/eng/pn-np/bc/pacificrim/index.aspx](http://www.pc.gc.ca/eng/pn-np/bc/pacificrim/index.aspx)**



## Getting started – do your homework

The first steps at this early stage in the engagement cycle involve carrying out a **situation assessment** and getting to know the partners involved. To begin with, it's important to **understand the context of the heritage place**, including its history and connection to Aboriginal groups in the area. Key questions to explore at this phase include:

- What **impact** did the establishment of this heritage place have on local Aboriginal peoples and how do things stand today?
- What **promises or agreements** were made to the Aboriginal peoples when the heritage place was established?
- What are the communities involved and **what are their stories**?
- What is the **legal context** of this heritage place (i.e., historic treaty, land claim, asserted rights) and how might this affect engagement and relationship building?
- How aware is the heritage place management team regarding the local Aboriginal culture(s) and how it impacts their work?

### MORE INFO

Want more resources and examples? See Parks Canada's publication: *Working Together: Our Stories – Best Practices and Lessons Learned in Aboriginal Engagement*

[www.pc.gc.ca/eng/agen/aa/te-wt/index.aspx](http://www.pc.gc.ca/eng/agen/aa/te-wt/index.aspx)

Doing the homework required to answer these questions is part of building a strong foundation for a future relationship.

A key part of this process involves understanding the legal environment of the heritage place. If you're not sure which treaty or land claim governs your site, find out. If you have any questions or don't understand the implications of an asserted right or land claim, follow up with someone who has the right information. Ask your management team, or contact the **Aboriginal Affairs Secretariat**.

In addition to understanding the legal context, it's equally important to get a sense of Parks Canada's historical legacy in the area. Although this knowledge will come through conversations with Aboriginal partners, you should **conduct some initial background research early on** to get a sense of how Parks Canada portrays the history of the heritage place and how Aboriginal groups have been impacted more generally. Check previous Parks Canada records and talk with other team members. Doing so will help you understand potential areas of conflict and also prepare you to navigate any more sensitive issues that may arise in this early stage of relationship building. Use Tool 1-A to help guide the initial background work.

**TOOL 1-A**  
Start-up Checklist



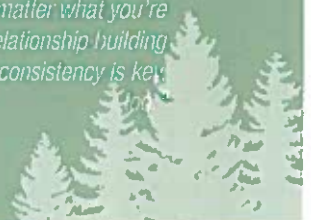
## LESSONS FROM THE FIELD

### WHEN IT COMES TO BUILDING LONG-TERM RELATIONSHIPS, IT'S THE LITTLE THINGS THAT COUNT

*The "little things," or the informal, relatively simple activities that are easy to overlook are often the most important things for a good relationship. These actions may include dropping in on community members for informal conversations; attending community events and celebrations to visit with leadership, staff, and Elders; formally and publicly acknowledging Aboriginal leaders and other individuals at events; or taking the time to personalize invitations to events (e.g., inviting individuals by phone).*

*"Just go sit down with [your partners]. These small things can be a big deal and can say a lot about respect and the relationship."*

*"At every stage, no matter what you're trying to do, informal relationship building is absolutely key. And consistency is key."*







## STAGE 1: INITIATING

► **RIGHT:**  
Group circle, Thousand  
Islands National Park.



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### TOOL 1-B Fact Sheets

After conducting this initial research, it may be possible to develop a **Fact Sheet (Tool 1-B)** that briefly summarizes important context and background information about the heritage place and the Aboriginal partner(s) involved. A Fact Sheet can be a useful orientation tool for new Parks Canada team members, and in some cases can be a good way to give local Aboriginal groups information about Parks Canada and about the heritage place in question.



### TOOL 1-C Community Visit / Tour

#### *Learning and sharing stories*

Finding and creating venues to listen to Aboriginal partners' stories (and to tell Parks Canada's stories) is an important part of this process. At this early stage of relationship building, look for simple, informal opportunities like attending Aboriginal partner community events, or organizing a community visit or tour (**Tool 1-C**) to see the community, meet members, start learning about local issues and begin to understand what's important to your partners (e.g., local protocols, traditions, values, concerns, etc.).

#### MORE INFO

Looking for information on Aboriginal languages? See Parks Canada's publication: *Best Practices in the Use of Aboriginal Languages*

Contact: [Aboriginal.autochtones@pc.gc.ca](mailto:Aboriginal.autochtones@pc.gc.ca), for PCA team members, visit <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>

Spending time with partners and getting to know their communities also provides opportunities to begin establishing personal relationships. Look for opportunities to drop in for informal visits with leadership, staff, Elders and other community members, and be open to participating in local activities. Be present, and get to know people and their places.



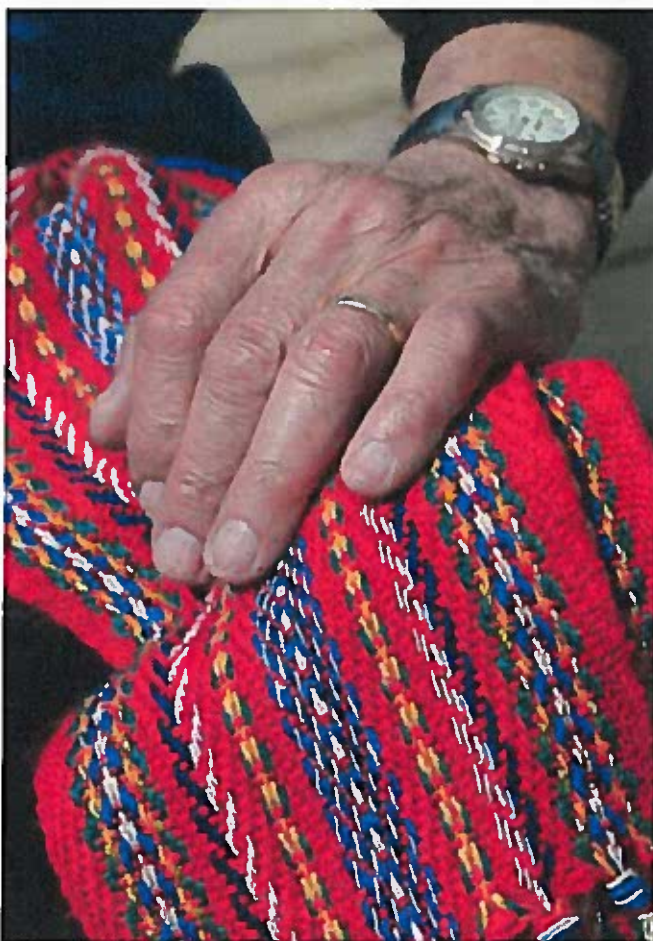
## LESSONS FROM THE FIELD

### WHILE FORMALIZING A RELATIONSHIP PROVIDES BENEFITS, SUCCESSFUL RELATIONSHIPS ARE FUNDAMENTALLY INFORMAL

*Although it is important to get agreements "on paper," many of the activities that take place under formal agreements (and those leading up to their development) are ultimately informal. Understanding and honouring the spirit and intent of formal agreements is just as important as fulfilling the obligations they outline.*

*"[Formal agreements are] strong, but fragile. Agreements must stay relevant to survive. If we build relationships in the right way, [our Aboriginal partners will] be out there delivering our mandate for us — in some cases, better than ourselves."*

*"From an operational perspective, you don't need a formal agreement, you need a relationship. It can be useful to formalize, but when we're talking about operational relationships and opportunities management, it's about not having to do things on paper and not having to set up meetings to talk about things."*



▲ ABOVE:  
Métis sash, Batoche National Historic Site.

© Parks Canada

Different tools can be used to support these initial visits, meetings and storytelling sessions, ranging from Fact Sheets (**Tool 1-B**) that summarize important contextual information that both parties need to be aware of to a **Parks 101 presentation (Tool 1-D)** that can be shared with Aboriginal partners to help tell Parks Canada's story.

**TOOL 1-D**  
Parks 101



The Fact Sheets and Parks 101 tools can also be combined and shared with Aboriginal partners as a newsletter article (**Tool 1-E**) if the partner publishes a regular newsletter, or as a community information poster (**Tool 1-F**) that can be posted at community venues and notice boards (e.g., recreation centre, government office, health centre). By **spreading the word and telling the story**, staff can start to build a better understanding of Parks Canada and the heritage place in question.

**TOOL 1-E**  
Newsletter Article



**TOOL 1-F**  
Community Info Poster



These tools may also provide opportunities to work with Aboriginal partners in telling their own stories. In such cases, Aboriginal partners should be involved to ensure the resources are supported by community leadership and tailored to an appropriate audience.



STAGE 1:  
INITIATING**Get out on the land together**

At this early stage, hosting events like campouts and site visits, and taking part in traditional activities with representatives from Aboriginal groups, can be a great way to initiate relationships. These activities provide a great venue for storytelling and sharing knowledge about the lands in and around heritage places. Visiting these lands together offers excellent opportunities to get to know one another and

begin to understand one another's values. Trips could be in the form of short outings (e.g., a hike or boat ride to specific points of interest),

or as longer campouts organized with different community groups, such as Elders, youth, and leadership (Tool 1-G).

**TOOL 1-G**  
Community Campout

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▲ ABOVE:  
A Dehcho First Nations youth culture camp at Nahanni National Park Reserve.

**LESSONS FROM THE FIELD****LOOK FOR WAYS TO CREATE TIME ON THE LAND TOGETHER**

*One of the best ways to both initiate and grow a relationship is by getting out on the land with Aboriginal community members to listen and learn about what's important to them firsthand. Doing so offers unique opportunities to increase mutual trust and understanding about heritage places and matters of interest to the community. In addition, getting out on the land and spending time with a partner is a great way to "step out of the office" and see the world (and Parks Canada) from a different perspective.*

*Facilitating opportunities for partners to connect with their traditional lands offers invaluable opportunities for showing respect, building trust and fostering connections between Parks Canada and Aboriginal partners (e.g., by organizing trips that bring together Elders and youth, or by organizing trips to traditional lands that are difficult to access).*

*"Go out on the land and have more open minded discussion where your partners are more comfortable talking about their knowledge and culture. You can get more results as opposed to very formal office setting."*

*"One of the best ways to get to know [Aboriginal partners] is to get out there and camp with them on the land and in the field."*

*"Whether it's called training, or just 'exposure', the more time we spend with Aboriginal partners in their environment the more successful we will be."*

*"Spending time on the land and in the communities is a big part of getting that traction between [partner] communities and [Parks Canada]."*





## Stage 2: Growing Relationships

*Finding a common story; identifying common issues, values and opportunities*

The second stage of the engagement cycle involves a continuation and expansion of the foundational activities carried out during the initiating stage. This includes getting a better sense of your Aboriginal partner's **interests, values, hopes and aspirations**, and how they could be **supported through heritage place activities**. Key questions to explore at this stage include:

- What **common interests** do partners share (e.g., improved access for Aboriginal partners, expanded cultural interpretation activities)?
- What are the **shared values** (e.g., ecological and commemorative integrity, stewardship)?
- What **opportunities** exist for working together (e.g., joint interpretation and training, incorporating Aboriginal Traditional Knowledge in heritage place planning and management)?



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▲ ABOVE:  
Sharing traditional knowledge, Ukkusiksalik National Park.

### LESSONS FROM THE FIELD

#### ENGAGEMENT SHOULD SUPPORT ABORIGINAL PARTNERS' COMMUNITY ASPIRATIONS AND GOALS

*It's important to work with Aboriginal partners to better understand their communities and, in turn, ensure that engagement and relationship building activities also help support community interests. As a start, check community websites to learn more on community history and governance structures, key contacts, issues and priorities. Meet with partners to discuss community interests, goals and vision early on, and look for ways to support partner communities through heritage place projects and programs.*

*"When you're working towards the same end, the relationships grow naturally."*

*"It's about asking yourself, is there a link here with our partners, or benefit to our Aboriginal partners? If opportunities come up, run with it."*

*"We need to understand what the real priorities and vision is for Aboriginal partner communities. Their needs should dictate the kinds of activities, programs and tools you put into action."*

STAGE 2:  
GROWING

The *growing* stage is also typically the point where joint programs, activities, events, and projects begin to take place on a more regular basis. While the opportunities pursued will vary significantly from site to site based on Aboriginal partner and Parks Canada resources, capacity and interests, some additional questions to explore as relationships strengthen and engagement activities become more structured include:

- What are the **interests and goals** of Aboriginal partner communities and how could current (and potential) heritage place activities better support them?
- What **resources** are available (e.g., Aboriginal set-asides, training and/or employment opportunities, other government programs and funding sources, etc.) or required to help grow the relationship and create opportunities for Aboriginal partners?
- What obstacles currently exist at the **organizational level** that could be impeding Aboriginal partners from becoming more engaged?

### Understanding shared interests and values

All of the questions asked at this stage are ones that Parks Canada and Aboriginal partners need to **answer together**. Identifying needs and opportunities and developing programs and activities should be a **collaborative process**, with input from Aboriginal partners from the get-go. Community participation or “buy-in” is far more successful when partners have had opportunities to be **involved from the beginning** and see how their contributions have helped shape the process.

Identifying shared interests and values involves having conversations with Aboriginal partners, both at the organizational level and at the community level. At this stage, it is critical that Parks Canada team members and Aboriginal partners are beginning to “share the same story,” or in other words, that you are getting to the point where you’re on the same page and can **begin moving forward together**.

## LESSONS FROM THE FIELD

### WALK THE TALK

*In developing and carrying out engagement activities, it is not unusual to miss opportunities to put principles into action during design and implementation. For example, there are often overlooked opportunities to fully integrate Aboriginal partners and include them in the actual development of engagement programs. Getting Aboriginal partners engaged in activities and park programs, particularly at the early program or project development stage, provides the opportunity to set the tone, engage directly, and start building relationships.*

*“If you’re talking about engagement and relationship building with Aboriginal groups, get them in the room when you’re learning about it and talking about it. Get everybody in the room — make internal training external training by involving partners.”*

*“Engagement activities need to be developed with and by First Nations, not just Parks Canada. It can make a more successful and better project or program, and it also makes the program development part of the relationship building.”*



During the *growing* stage, it may be worthwhile to develop a simple **Communications Protocol** between Parks Canada and the Aboriginal partner (Tool 2-A). It can be useful to clarify and **confirm the general objectives and goals for working together** (e.g., to improve heritage place management, to identify opportunities for joint capacity building, to support Aboriginal partner community goals). The agreement could also outline some simple activities (e.g., tools outlined in this guide) that Parks Canada and Aboriginal partners could take to move the relationship forward, and identify the key players involved. The agreement does not have to be comprehensive or complicated, but its development does **provide an opportunity to identify the shared interests and values** that will lay the groundwork for building a story together. It is also something that could be celebrated and signed at a community event or celebration (see **Tool 2-E**).

#### TOOL 2-A Communications Protocol



In addition, beginning to formalize relationships through protocols and other types of written agreements (e.g., terms of reference) can be useful from a budgeting perspective. Having written agreements – even loose ones – in place can bring resources into play that might not otherwise have been available. This point is further developed in *Stage 3, Stewarding*.

## STORIES FROM THE FIELD

### HEALING BROKEN CONNECTIONS

*While signed agreements provide the legal framework for cultural reintegration, decades of alienation require additional efforts. At Kluane National Park and Reserve, where local First Nations (Champagne and Aishihik First Nations and Kluane First Nation) were pushed out of their traditional lands in 1943, one such effort has been the Healing Broken Connections project. A major undertaking, this multi-year project was designed to encourage these two nations to reconnect with their traditional lands and establish mechanisms to incorporate their traditional knowledge in parks management and decision making.*



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*This project has significantly improved the relationship between Parks Canada and each of these First Nations, and has facilitated many opportunities for both groups to share their stories and become more integrated in cooperative management processes.*

*Despite the fact that in many ways the Healing Broken Connections project was a highly successful initiative, some Parks Canada team members have indicated that there were not enough opportunities early on for either of the First Nations to offer their input in the design of the project before it began. From a "walking the talk" perspective, involving Aboriginal partners more closely and meaningfully in its development at the outset could have resulted in an even more successful initiative.*



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## LESSONS FROM THE FIELD

### INVESTING IN ABORIGINAL PARTICIPATION

While both Parks Canada and Aboriginal partners can expect to benefit from working together in heritage places, it is important to recognize the time and effort required for Aboriginal partner participation, as well as associated costs. In addition to promoting partner involvement, it will be important to ensure partnerships are properly resourced. Depending on the activity in question, funding requirements may include honoraria, travel costs, per diems, etc. Parks Canada team members in finance and procurement should be consulted to ensure appropriate tools (e.g., contracts, contribution agreements, letters of exchange, etc.) are used consistent with applicable Agency requirements.

Other government and non-government programs may also offer opportunities to fund Aboriginal partners in ways that are not readily available through Parks Canada.

### Working and learning together

Relationships form naturally when parties are working towards the same goals. With a better understanding of shared values and interests, Parks Canada and Aboriginal partners can take advantage of opportunities that in some cases already exist, and build on those opportunities for mutual benefit.

Parks Canada already invests substantial resources in orientation and training of its team members. Many of the skills-building programs that are beneficial to both Parks Canada team members and the organization as a whole might also be beneficial to Aboriginal partners. Offering these opportunities as co-training and capacity building activities can help strengthen relationships, support capacity building, and improve the quality of training for Parks Canada team members. Potential co-training opportunities include:



**TOOL 2-8**  
Co-Training  
Opportunities Assessment

- **Aboriginal Consultation and Accommodation training:** Parks Canada, through the Aboriginal Affairs Secretariat, delivers a training program on Aboriginal consultation and accommodation. While the program focuses on the more technical and legal aspects of consultation, there are opportunities to involve Aboriginal partners in this training, particularly as they are partners in any consultation process. Aboriginal partner involvement can help enrich and enhance the training, support capacity building, and help better introduce the engagement component that underlies successful consultation and accommodation.
- **Enhanced Quality Visitor Experience (QVE):** QVE is a mandatory orientation and training program for all Parks Canada team members. As illustrated by the experience in Terra Nova National Park (see *Stories from the Field*, “Engagement gardening” – growing a mix of programs in Terra Nova National Park), the program can easily be expanded to include orientation on Aboriginal partners and their history and current use of the heritage place in question. As tourism is often a major economic development focus for Aboriginal groups, particularly those with communities in close proximity to heritage places, Aboriginal partner groups could take the QVE training to help improve and consolidate their own tourism capacity. This approach can help introduce new team members from Parks Canada and Aboriginal partners to one another and ensure that the quality of visitor service delivered by Parks Canada and Aboriginal partners are consistent.
- **Aboriginal Leadership Development Program:** The Aboriginal Leadership Development Program is a national, four-year leadership training program aimed at developing a cadre of Aboriginal leaders within Parks Canada and the Agency’s partner communities. While this program primarily supports long-term internal capacity building by offering training and skills development opportunities to Aboriginal team members at Parks Canada, the program also supports capacity building in Aboriginal partner communities by offering related



programming to partner staff when space is available. Key attributes of this experience-based training program include building core skills in conflict resolution, communications and project management; offering learning opportunities in heritage place management and traditional knowledge; and strengthening leadership skills through hands-on training.

With a focus on **learning by doing**, there are a number of project-based activities that Parks Canada and Aboriginal partners can pursue together in addition to training opportunities. Such activities will not only support enhanced heritage place management and operations, but will also help to build capacity and support skills development within both Parks Canada and Aboriginal partner communities.

- **Expanded Aboriginal interpretation:** Heritage place interpretation activities and programming can be expanded with the development of a “speakers bureau” that offers regular opportunities for Aboriginal partners who are able to and/or interested in presenting at interpretive events or as part of other heritage place learning experiences and programs. From demonstrating traditional knowledge and activities to a simple storytelling session, the opportunities here are varied as speakers can be integrated into a range of interpretation program areas.
- **Working Groups:** Setting up working groups (either ad hoc or more formal) to bring Aboriginal partner voices into heritage place program development is a great way to ensure that partner values and interests are included in planning from the start. Working groups can support a range of activities in various program areas, and can be a good way to begin the transition towards more formal cooperative management arrangements. Often, working groups provide excellent forums to identify ways for heritage places to benefit Aboriginal communities while supporting Parks Canada’s objectives (e.g., developing tourism activities in partnership with Aboriginal partners can support economic development in partner communities while increasing the number of visitors and improving visitor experience).
- **Trail Building:** Parks Canada has considerable expertise in trail development, building and maintenance. As Aboriginal partner groups develop their own tourism/trail initiatives or become involved in trail maintenance as Parks Canada team members, Parks Canada can coordinate training workshops with Aboriginal partners.

**TOOL 2-C**  
Aboriginal Speaker's  
Bureau



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▲ ABOVE:  
Aboriginal interpretation activity at Fort Langley National Historic Site.



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▲ ABOVE:  
Vuntut Gwitchin and Parks Canada team members in the field, Vuntut National Park



## LESSONS FROM THE FIELD

### ENGAGEMENT AND RELATIONSHIP BUILDING SHOULD BE PART OF EVERYONE'S WORK

*As opposed to making engagement the work of one person or section, engagement and relationship building should be a part of everyone's job. Parks Canada team members talked about "mainstreaming" engagement and relationship building activities across programs and service areas (e.g., asset management, external relations, visitor experience, resource conservation, etc.) to strengthen and build deeper relationships, while helping to ensure that there are many relationship holders.*

*"Make it a part of everyday work and life, part of the organizational culture."*

*"There are many different staff that are personally involved in the work, they have a stake in developing the relationship. Spread the responsibility of engagement around — make it a part of everyone's day-to-day job."*

### Sharing the responsibilities

At the growing stage, it can also be useful to start thinking about how engagement and relationship building responsibilities can be spread to all team members, from senior managers to seasonal employees. While successful engagement certainly requires the commitment and support of the superintendent and senior managers, **successful relationships are shared** between team members at all levels, both at Parks Canada and among Aboriginal partners. Making it a part of everyone's day-to-day job will help both foster a group commitment to the relationship, and lead to stronger ties and improved cross-cultural learning across organizations. In addition, as the two organizations become more integrated, opportunities for generating mutual value with Aboriginal partners will become more apparent.



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▲ **ABOVE:**  
Sweetgrass ceremony,  
Wood Buffalo National Park.

◀ **LEFT:**  
Learning to track,  
Kluane National Park and Reserve.





## STORIES FROM THE FIELD

### "ENGAGEMENT GARDENING" – GROWING A MIX OF PROGRAMS IN TERRA NOVA NATIONAL PARK

*Parks Canada team members from Terra Nova National Park in Newfoundland have been working with Miawpukek First Nation (MFN) over the years on a variety of exciting initiatives and programs.*

*Located relatively close to the park,*

*MFN has been working to attract some of the tourists already visiting Terra Nova National Park and the region with a campground, an annual Pow Wow, a trail system and other initiatives.*



© Paula Brake

*Recognizing their tourism goals, Parks Canada has been supporting MFN by using the Agency's considerable internal capacity, expertise and connections to support and give profile to the tourism opportunities MFN is pursuing. Most recently, Parks Canada team members from four different disciplines worked over two days to help MFN develop a plan for their 2015 Pow Wow, which marks the 20th anniversary of the event.*

*Parks Canada and MFN have also worked together to modify the QVE program so that it includes an Aboriginal/MFN component. Today, the QVE program is co-delivered by Parks Canada and MFN to front line MFN tourism staff and new Parks Canada team members. The joint delivery ensures that both new and seasonal team members are quickly introduced to MFN partners and that the quality of service delivered by MFN and Park Canada is consistent.*

*Finally, Terra Nova National Park and MFN are working together to put in place an employee exchange program where Parks Canada team members would work with MFN for a month and vice versa, building capacity, awareness and growing the relationship between the two organizations.*

*Collectively, Terra Nova's commitment to growing their relationship with MFN and spreading it through both organizations is also helping make staff transitions easier, both within MFN and Parks Canada. With no one relationship "holder", the relationships built over time can survive staff changes. "When you do all these things, learning and awareness flows both ways and relationships grow," reports one Parks Canada team member at Terra Nova National Park.*

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### Sharing the stories

One way of helping to build relationships across Parks Canada and Aboriginal partner administrations and within Aboriginal partner communities is to expand the more informal community campout concept (**Tool 1-G**) and to begin organizing more structured camps (**Tool 2-D**). The campouts can be organized around a wide range of specific activities, from trail building and site maintenance to cultural learning camps, and from ecological integrity monitoring camps to traditional Aboriginal knowledge surveys. The varied nature of camp “topics” could involve a range of Parks Canada team members, community members and other heritage place stakeholders. The camps also provide an opportunity to engage a range of external stakeholders, including other government departments, academic organizations, artists, and non-governmental organizations. Camp activities can also attract and engage park visitors.



#### TOOL 2-D Culture / Science Camp



#### TOOL 2-E General Event Checklist

A final tool to help support any larger community events, including camps and training activities, is a general event checklist. Recognizing the amount of work a single event can take to organize and the limited staff resources Parks Canada and Aboriginal partners will likely have, the tool provides a simple checklist to support event pre-planning through to delivery.

## STORIES FROM THE FIELD

### EXPLORING THE ROLE OF A NATIONAL PARK RESERVE IN A COMMUNITY'S ECONOMIC DEVELOPMENT

*Some years ago, Lutsel K'e Denesoline people realised that the development of diamond mines in the area would have negative cultural and social impact on their communities and their traditional way of life. Surrounding Dene communities worked with Parks Canada to develop a proposal to establish a new park in the hope that it will create long-term sustainable jobs, new tourism opportunities and diversify their economy while protecting the land.*



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Web: <http://www.pc.gc.ca/agen/wwf/conservation/thaidene-nene.aspx>

*Thaidene Nene National Park Reserve is in the process of being established in the Northwest Territories, with the support of local First Nations and Métis communities. The development of Thaidene Nene National Park Reserve will contribute to local capital investment through infrastructure development and maintenance of the park. Working through the Procurement Strategy for Aboriginal Business program (<http://www.aadnc-aandc.gc.ca/eng/1100100032802/1100100032803>), Parks Canada is hopeful it will be able to see to its needs related to goods and services from suppliers in the local Aboriginal communities. It is anticipated that the Park will also provide sustainable tourism opportunities for both the community of Lutsel K'e and the region as a whole including Yellowknife, NWT. New tourism opportunities will support and complement existing economic activities such as trapping and will maintain ecological integrity by protecting the area.*

*This is an exciting time for both Parks Canada and the Lutsel K'e Denesoline people as Thaidene Nene is in the process of becoming a National Park Reserve.*



## Stage 3: Stewarding Relationships

*Building our future story together, developing effective planning and management frameworks, formalizing relationships*

The third stage of the engagement cycle involves working with Aboriginal partners to further enrich and expand existing relationships. In most cases, this means involving Aboriginal partners more directly in long-term heritage place planning and management, integrating Aboriginal partners more fully in day-to-day operations, and formalizing working relationships in ways that benefit both Parks Canada and Aboriginal partners.

At this stage, and depending on site context, it is possible for Parks Canada and Aboriginal partners to work together to develop more **formal cooperative management arrangements** that clearly define roles and responsibilities, outline accountability mechanisms, and provide a framework for longer-term collaboration in heritage place management. While negotiation of a more formal agreement takes time, having one in place makes related programming easier to budget for and operationalize over the longer-term (see *Lessons from the Field – Formalizing Relationships*).



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▲ ABOVE:  
Camping at Piksimanik River, Ukkusiksalik National Park.

### LESSONS FROM THE FIELD

#### FORMALIZING RELATIONSHIPS CAN IMPROVE OPERATIONS AND FURTHER RELATIONSHIPS

*Formalizing relationships through management agreements, protocols, terms of references and other written agreements is important and provides much greater flexibility in "operationalizing" relationships through more collaborative program planning and project budgeting. Formal agreements facilitate "getting things done" through the inclusion of things like meeting processes, minute taking, tasks, standards of practice, clarifying roles, and sometimes providing a framework for growing a relationship. Formal agreements can also help create a framework that will help relationships continue as people in leadership roles change.*

*"[Formalization is necessary] in situations where either trust is an issue due to past experience or where there are multiple parties involved."*

*"Getting to a formal relationship is part of the relationship building [process] and can take time."*





### STAGE 3: STEWARDSHIP

It is important to note that having a formal agreement does not always mean that there is a strong relationship in place. In some cases, formal agreements such as impact and benefit agreements, heritage place establishment agreements, or cooperative management agreements may be in place as a result of treaty-related negotiations, heritage place establishment processes, or consultation processes, but the underlying relationship between Parks Canada and the Aboriginal partner may be less developed. In these cases, partners may need to **work through some of the earlier stages** outlined in this guide to support the implementation of formal agreements.

When it comes to formalizing relationships, one additional consideration to keep in mind is that **timing will ultimately depend on the circumstances at hand**. Depending on the context in question, it is possible that getting an agreement on paper will need to happen much earlier on in the engagement cycle, particularly in cases where new heritage places are established, or where relationships are characterized by mistrust. In some situations, memoranda of understanding, protocols, and terms of reference are necessary for establishing the **ground rules both parties are comfortable working within**. In these cases, formal agreements should precede or coincide with early relationship building efforts in the *initiating* and *growing* stages. In other cases, early relationship building will benefit from the flexibility inherent in informal engagement processes, and formalization will occur more organically as time goes on and relationships improve. The most important thing is to **ask your Aboriginal partner what works best for them**.

Any agreement developed at this stage will benefit from the **strength of the underlying relationship** between Parks Canada and the Aboriginal partner(s). Trust, understanding and support for one another should allow more formal agreements (and any ongoing less formal activities, programs and initiatives) to stay “active” through changes in Parks Canada team members or changes in leadership and staffing with Aboriginal partners. Important questions to explore at this stage include:

- *Would a **formal agreement** (i.e., a written, negotiated management agreement) help “build our story” and improve heritage place planning and management?*
- *Are **other agreements** (e.g., a Communications Protocol, Memorandum of Understanding) or activities required before commencing cooperative management agreement negotiations?*
- *Are existing agreements achieving the **desired results**? How are these agreements being monitored and evaluated?*
- *How can existing relationships and activities be further **stewarded and expanded**?*
- *Are we missing opportunities to **celebrate the relationships developed and successes achieved**?*



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▲ **ABOVE:**  
Parks Canada and Miawpukek First Nation sign Memorandum of Understanding in 2012, Terra Nova National Park.

## Q&A

### WHAT IS PARKS CANADA'S STAKEHOLDER AND PARTNER ENGAGEMENT REGISTRY?

Parks Canada maintains a Stakeholder and Partner Engagement Registry that holds records on partnering initiatives, partner organizations, and information on Parks Canada stakeholders and relationships. The registry serves as a valuable resource for maintaining corporate knowledge and managing information on Parks Canada's relationships with Aboriginal partners, including formal management arrangements.

Parks Canada team members can access the registry at <http://intranet/apps/psr/Pages/Default.aspx>



## STORIES FROM THE FIELD

### A RANGE OF FORMAL AGREEMENTS SUPPORTING A RANGE OF PROJECTS AND INITIATIVES

Since the settlement of two specific land claims concerning Riding Mountain National Park in 1994 and 2004, Parks Canada has been working to reconnect with Keeseekoowenin Ojibway First Nation (KOFN), who were removed from their traditional lands at Riding Mountain in 1929. Over a decade of reconciliation and engagement efforts have significantly improved this relationship, and now Riding Mountain and KOFN work together to identify and facilitate opportunities to include local First Nations in park activities, projects, programming and park management.



© Boh Kubrakovich

For more info, contact:

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Web: [www.pc.gc.ca/eng/pn-np/mb/riding/index.aspx](http://www.pc.gc.ca/eng/pn-np/mb/riding/index.aspx)

Riding Mountain works closely with KOFN, along with six other local First Nations with communities adjacent to the park. Two ministerial advisory forums - a bilateral agreement with KOFN, and a multilateral agreement with a coalition representing all seven nations - support this work by guaranteeing a formal platform for engagement and decision-making.

A number of ongoing joint projects and initiatives have resulted from these formalized relationships, including (but not limited to) the Anishnabe Youth Internship Program, which provides local youth with work experience opportunities in park operations; the Anishnabe Pass, which facilitates reconnections to traditional lands within the park; the Keeseekoowenin Medicine Society Memorandum of Understanding, which permits gathering of plants and natural objects within the park; and the KOFN Sharing Lodge, an interpretive centre at Riding Mountain National Park run by KOFN with financial and operational assistance from the park. As part of these ongoing partnerships, Riding Mountain National Park has had a lot of success using the federal government's Aboriginal set-aside program to leverage opportunities within the park's budgeting process and create mutual value for Riding Mountain and local First Nations.

### Putting the story on paper

There comes a point in a relationship when some of the elements that have been developed over the previous stages should be captured, or written down, in a formal agreement. These formal agreements can range from program or project-specific **Terms of Reference** that might outline the procedures or process for informal working groups (**Tool 3-A**), to a more detailed Memorandum of Understanding (MoU) that might capture overall "ground rules" for engagement activities, including communications and program planning. Still more comprehensive agreements might establish permanent advisory boards, cooperative management boards, or other similar forums.

STAGE 3:  
STEWARDING

The types of cooperative management frameworks that can be assembled as a result of “putting the story on paper” vary greatly and are highly dependent upon the context under which they are established. Although there is no requisite structure in terms of membership, frequency of meeting, or roles and responsibilities, common elements of more comprehensive cooperative management agreements include:

- **Equal** representation by each party to the agreement
- Representatives **provide advice** on matters contemplated by the agreement
- Representatives operate on a **consensus** basis

TOOL 3-A  
Terms of Reference

It is important to stress that no two agreements are the same, and formal agreements of any kind should not be developed through a “cut and paste” exercise. Consultation with Legal Services, Parks Canada topic specialists, and possibly other government departments, will be required in negotiating any formal agreement. The development of more comprehensive cooperative management agreements, particularly those in heritage places where there are outstanding treaty and land claim issues, should **always involve the Aboriginal Affairs Secretariat and Legal Services.**

## Q&amp;A

## WHAT IS THE DIFFERENCE BETWEEN A MEMORANDUM OF UNDERSTANDING (MOU) AND A MEMORANDUM OF AGREEMENT (MOA)?

A *Memorandum of Understanding (MOU)* is a “gentleman’s agreement” that records mutual understandings and intentions between the parties to work towards or cooperate on a particular goal or objective without intending the document to have any legal effect. A *Memorandum of Agreement (MOA)* is intended to be legally binding and enforceable. The undertakings made in a MOA are meant to be fulfilled and Court action for breach of agreement could be initiated to compel this.

In deciding what type of instrument is appropriate for the particular situation, the main question is whether or not it is meant to be legally binding. Legal Services is available to assist with this and to ensure that despite the parties’ intentions, the MOU will not unintentionally create legal rights and obligations.

## LESSONS FROM THE FIELD

## ENGAGEMENT AND RELATIONSHIP BUILDING SHOULD HAPPEN BETWEEN ORGANIZATIONS, NOT JUST AT THE PERSONAL LEVEL

While it is critical that good relationships exist at the senior level (i.e., Superintendent and Aboriginal partner leadership), and that all team members from middle management down to seasonal staff are involved, building relationships between organizations (Parks Canada and the Aboriginal government) is equally important to steward relationships into the future. Good organizational relationships tend to function at the program and operational level (i.e., joint programs).

*“It’s really important to build relationships between organizations and not just at the personal level. If you can move it away from individuals and to the program level, a well-established program [involving both partners] will persist and keep things going.”*

*“Having more than just senior staff and leadership involved is key.”*





### *Celebrating the story*

Formalizing relationships is not always easy and can be time consuming. When agreements (from MoU's to more comprehensive cooperative management agreements) are signed, they should be **publically acknowledged and celebrated** by the signatories. Celebration and recognition is an important part of relationship building. Signing ceremonies can also provide an opportunity to engage the Aboriginal partner community and heritage place visitors. Parks Canada's National Corporate Communication Branch has developed tools to assist team members in organizing these kinds of events.

**TOOL 3-B**  
Signing Ceremony  
Checklist



Celebrating and acknowledging successful initiatives between Parks Canada and Aboriginal partners is an important component of relationship building. For Parks Canada team members, success stories, project updates on special projects involving Aboriginal partners, or news about Aboriginal team members who have been recognized by external organizations, should be sent to Internal Communications for inclusion on Parks Canada's intranet site. Stories and news items should also be sent to the Aboriginal Affairs Secretariat to be included in their VOICES newsletter.

**TOOL 3-C**  
Internal Updates  
and Articles



### *Passing the story down*

Whether a heritage place is managed through a cooperative management agreement or a collection of less formal agreements, it is essential to **ensure that the relationship is "passed down"** through the organization with care. While a formal succession plan is not always required, such a plan can be helpful in stewarding relationships through any changes in staff or leadership with the Aboriginal partners or Parks Canada.

In cases where cooperative management agreements have been negotiated, relationships between Parks Canada and Aboriginal partners have started forming, and difficult issues have been resolved in the process of negotiating. It is important to ensure the lessons learned in negotiations are passed down from negotiators to those responsible for implementing the agreements. Such transitions, and possibly mentoring, are important for Parks Canada team members and Aboriginal partners to understand the intent behind agreements reached, and ensure the commitments they contain are carried out.

**TOOL 3-D**  
Employee Exchange



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◀ **LEFT:**  
Sharing the Métis story, Rocky  
Mountain House National Historic Site.



### STAGE 3: STEWARDING

Successful relationship transitions can be achieved by ensuring that the relationships that exist are not held only by senior Parks Canada and Aboriginal partner staff, but by **staff and community members at all levels** (see Stage 2, *Sharing the responsibilities* and *Sharing the stories*). With a good relationship between partners, other stewardship and succession planning activities can take place, including job exchanges where team members work for the other partner for a short period (e.g., four to six weeks). These exchanges not only build relationships and solidify understandings of partner organizations (from the “inside”), but can also **help build the capacity of the team members taking part**. Before you start any job exchange process, **contact your local Human Resources Manager** in order to ensure proper human resources procedures are followed.

## LESSONS FROM THE FIELD

### STEWARDSHIP REQUIRES A PLAN FOR SUCCESSION

*For relationships to withstand turnover in key leadership roles, transitions must ensure consistency and be carried out mindfully. According to many Parks Canada team members, when it comes to changes in Parks Canada staffing – particularly at the senior level – this means establishing strong hiring practices that have mechanisms in place for including input from partners, ensuring that new team members understand the local context and the importance of existing relationships, and where possible, encouraging a period of overlap during which the departing team member facilitates the transition by establishing connections between partners and new team members early on.*

*This transition period is deemed particularly important in cases in which relationships are highly personal and built around only a few individuals. In these cases, it is critical to acknowledge, publicly if necessary, the impact the departure will have on the relationship and the vulnerability to which this exposes the respective partner(s). Parks Canada team members also stress that following a private walk through/training period, it is just as important to publicly hand over existing projects and ensure the incoming team member verbally commits to taking on the requisite responsibilities.*

*As an example, in the Prince Edward Island Field Unit, a Memorandum of Understanding between the Field Unit and the Mi’kmaq Confederacy of Prince Edward Island ensures that a team member is shared between the two organizations. This has enabled the Field Unit and the Aboriginal partner to work together on mutually beneficial projects and to enhance their understanding of each other’s organizational structure.*

### Learning from the story

As with any story, there are always lessons to be learned, which is why developing a simple monitoring and evaluation program is an important component of relationship stewarding. Monitoring and evaluation helps ensure **lessons learned** through collaborative programs and projects are **not lost**, but instead are used to help steward and grow the relationship further. It allows partners to jointly **review the outcomes** of collaborative projects and programs (e.g., *are they achieving desired results?*) and to determine if changes or improvements need to be made. It also provides a good opportunity to **assess the state of partner relationships** (e.g., *is it effective?*).



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▲ ABOVE:  
A display of traditional knowledge, Fort St. James National Historic Site.





© Parks Canada

▲ ABOVE:  
A canoe at Rideau Canal National Historic Site

A good learning program, or monitoring and evaluation program, generally includes three components:

1. **Process monitoring** helps determine if activities that make up a project, program or agreement are being implemented.
2. **Outcome monitoring** helps determine if the project, program or agreement is having the desired effect, or outcome (i.e., are the objectives of the project, program, or agreement being met?).
3. **Evaluation** helps determine if and how the project, program or agreement needs to be adapted, refined, or improved.

### 1. PROCESS MONITORING

Process monitoring can be conducted at the end of project work, or at regular and agreed upon intervals (especially for broader arrangements with no real end date). Process monitoring answers the question “Are we doing what we said we’d do?” and is used to help **identify obstacles that might have slowed project implementation activities**, such as administrative constraints, a shortage of resources, a lack of community or partner support, or changing community and partner priorities.

TOOL 3-E  
Process Monitoring  
Framework



### 2. OUTCOME MONITORING

Outcome monitoring answers the question “Is our project having the results we hoped it would?” and is used to ensure that the project, program or agreement is meeting the objectives **partners were trying to achieve by undertaking the activity in the first place**. These objectives can include both specific project objectives (e.g., increase the number of heritage place visitors taking part in Aboriginal learning programs) and more general relationship objectives (e.g., build partner capacity to deliver Aboriginal learning programs). Outcome monitoring is typically conducted annually, seasonally or after project/program delivery.

Carrying out this kind of monitoring requires project partners to identify measures or indicators linked to project or activity objectives that can be used to track outcomes. For example, for the objective, “increase the number of visitors taking part in Aboriginal learning programs,” a likely related measure might be the total number of program participants. More qualitative measures, such as participant feedback and experience, could also be important.

Once these measures have been determined, partners should identify what the current baseline is (e.g., how many visitors are currently taking part in Aboriginal learning programs), so that there is something to compare future data to as the monitoring program is carried out over time. At this point, it will also be necessary to develop a plan for collecting data so the indicator can be tracked. Use **Tool 3-E** to guide this process.

TOOL 3-F  
Outcome Monitoring  
Framework



### 3. EVALUATION

Evaluation involves analyzing the information gathered during both process and impact monitoring to determine where, how and if joint projects or programs could be improved. Typically, a more formal evaluation will help partners answers questions like these:

- Are partner needs being met through the project, agreement or relationship in general?
- Are there opportunities to improve the project, program or agreement by refining actions, introducing new ones, or involving partners in different ways?
- Have internal and/or external circumstances changed enough to require project, program or agreement changes?





### STAGE 3: STEWARDSHIP

- *Have there been any missed opportunities to further build relationships, and if so, how can we address these gaps?*
- *What kind of additional support do partners need to carry out previously agreed to tasks they may have had difficulty with or missed?*



#### TOOL 3-G Participatory Evaluation Survey

Formal project/program evaluation should be **carried out on a regular basis**, as agreed upon by both Parks Canada and the Aboriginal partner(s) involved. How often evaluations take place will depend on the timeline and scale of the project or program in question. Partners should also work together to design the evaluation program and **to undertake the work itself**. Use **Tool 3-F** to support program/project evaluation.

### Assessing the larger relationship

The project, program or agreement evaluation period also provides a good time to **check-in with partners on the health of the overall relationship**. Looking back to the shared guiding principles found in each of Parks Canada's current cooperative management arrangements, partners can discuss and evaluate their larger relationship by assessing whether or not the collaborative projects, programs or agreements under review are:

**PARTNERSHIP:** Are you working collaboratively with Aboriginal partners in heritage place planning, management, and operations?

**ACCESSIBLE:** Are you encouraging and facilitating Aboriginal partner access to traditional lands and traditional activities?

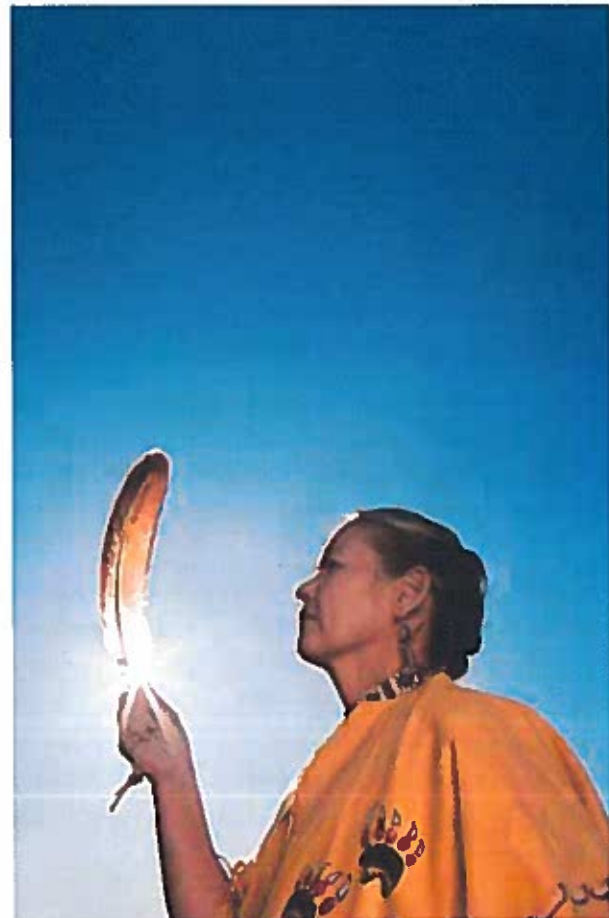
**RESPECTFUL:** Are heritage place projects building mutual respect, trust and understanding between Parks Canada and Aboriginal partners?

**KNOWLEDGE-BASED:** Are you honouring and incorporating traditional knowledge in heritage place management and interpretation?

**SUPPORTIVE:** Is your work supporting Aboriginal partners' community interests?

If Parks Canada and Aboriginal partners can answer "yes" to these questions, then the ongoing relationship can safely be characterized as a successful one that will likely continue to grow and develop further over time. Where the answer is "no" or "maybe", a monitoring and evaluation program can help partners determine what is working and where changes are needed.

Where formal management arrangements are involved, Parks Canada and Aboriginal partners will benefit from a periodic review of the terms of the agreement. Such reviews are common elements of most formal agreements.



▲ ABOVE: Mi'kmaq ceremony at Kejimikujik National Park and National Historic Site. © Parks Canada / Dale Wilson



## LESSONS FROM THE FIELD

### STRONG RELATIONSHIPS CAN ALLOW FOR DISAGREEMENTS

*It is important to recognize that even the strongest relationships face challenges, and it is not always possible to reach agreement. In such cases, the steps taken throughout the engagement cycle will provide Parks Canada and Aboriginal partners with a foundation to address difficult issues and work towards solutions. If agreement is not possible, a strong underlying relationship will enable partners to work together in spite of differences, and find ways to understand and respect those differences ("agree to disagree").*

*In some cases, it may be necessary to put a particularly difficult issue on hold, or separate the issue from other partner business. Separating out challenging issues can ensure those issues are given focused attention, and do not prevent partners from moving forward where movement is possible. Progress on less challenging issues demonstrates commitment to the relationship, and can foster a positive environment for tackling issues that require more time and effort.*

*Where disagreements have potential to threaten relationships, steps should be taken as early as possible to prevent disputes from reaching a critical point. Depending on the nature of the disagreement, different Parks Canada team members and Aboriginal partner representatives, and possibly other parties, may need to be involved. Formal agreements often provide a framework for resolving disputes, ranging from informal discussions to more structured processes like negotiation or mediation.*

## STORIES FROM THE FIELD

### CREATING AN "ICONIC EXPERIENCE" TOGETHER

*First established as a park reserve before formally becoming a national park in 2008, Torngat Mountains National Park operates under two Impact and Benefit Agreements and a cooperative management regime that recognizes both the Labrador and Nunavik Inuit as equal partners in park management.*



© Parks Canada / Callyn Bailie

**For more info, contact:**

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*In 2006, Parks Canada began working closely with both partners to pilot a Base Camp Project, which was developed to improve visitor experience and park access while offering opportunities for economic development and increased Inuit presence in the park. The project was initially piloted by Parks Canada to determine the feasibility of the concept, and in 2010, its operational management was passed to the Nunatsiavut Group of Companies (NGC), the business arm of the Nunatsiavut Government.*

*Today, it is an award-winning business, a tourism model for other northern parks, and an excellent example of how Parks Canada can work with local partners to achieve mutual benefits and the goals of all parties involved, simply by making the pie bigger for everyone. The Base Camp has generated considerable revenue for local Inuit communities, improved the local economy (it is entirely staffed by local Inuit), helped attract visitors, researchers, and community members, improved park interpretation (including traditional use and knowledge), and added enormous value to the park's overall visitor experience.*

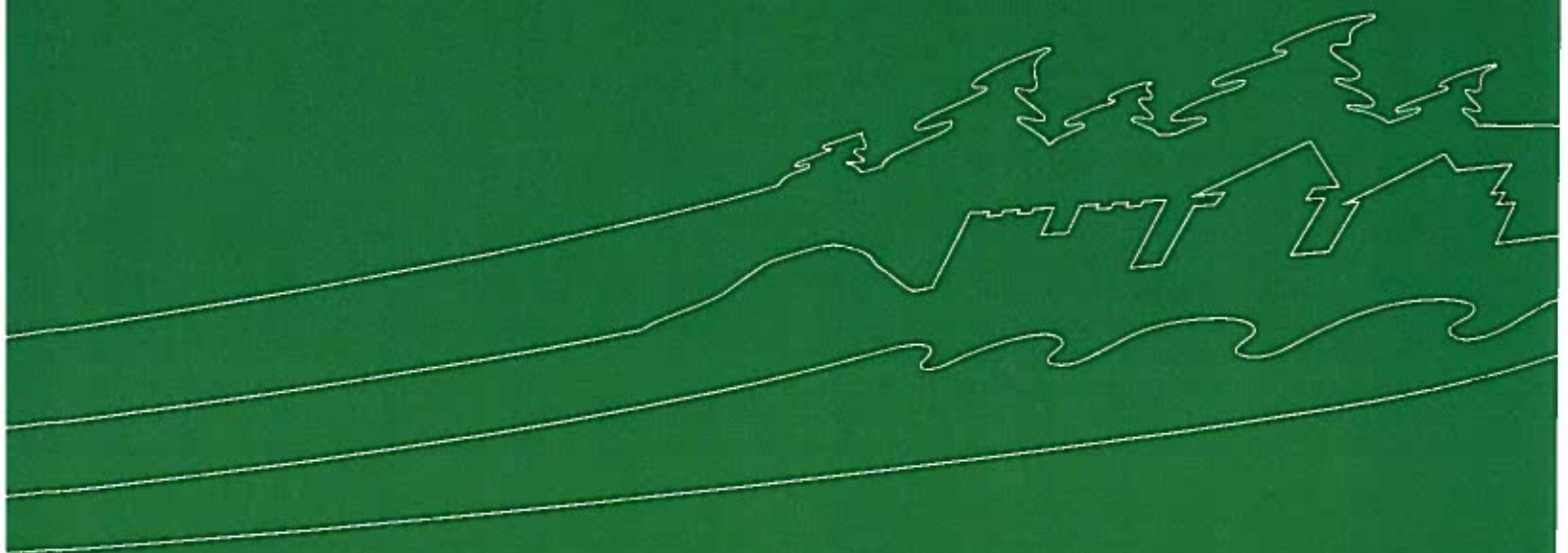






SECTION 3:

# Tools And Resources



## Tools and Resources

This section provides more detailed descriptions and templates for select tools mentioned in this guide. The tools are designed to help guide users as they work through the broader engagement and relationship-building cycle, to support specific relationship building stages (Initiating, Growing, Stewarding), and/or to support specific engagement activities. Keep in mind that (1) each relationship building process will be different and won't require every tool to be used, and (2) many of the tools can be applied during different stages of relationship building. For example, newsletters (Tool 1-E) can be very effective in supporting activities that further grow and steward relationships, in addition to being an effective tool to use during the *initiating* stage.

It is important to note that the tools listed below **do not** represent all the relationship building activities discussed in this guide. The most informal activities (casual drop-ins, coffee, Parks participation in community softball leagues, etc.), which are so critical to **all stages** of relationship building do not lend themselves to being conceptualized as “tools”. This is why the tools in this section are best used within the broader engagement and relationship-building cycle.

Finally, the tools in this section can serve as a starting point for developing other tools tailored to the needs of specific heritage places. **Parks Canada team members are encouraged to share examples of these and other successful engagement tools and resources with the Aboriginal Affairs Secretariat.**

### *Promising Pathways Tool List*

#### **Stage 1: Initiating Relationships**

Tool 1-A	Start-up Checklist
Tool 1-B	Fact Sheets
Tool 1-C	Community Visit / Tour
Tool 1-D	Parks 101 Presentation
Tool 1-E	Newsletter / Article
Tool 1-F	Community Information Poster
Tool 1-G	Community Campout

#### **Stage 2: Growing Relationships**

Tool 2-A	Communications Protocol
Tool 2-B	Co-Training Opportunity Assessment
Tool 2-C	Aboriginal Speakers Bureau
Tool 2-D	Culture / Science Camps
Tool 2-E	General Event Checklist

#### **Stage 3: Stewarding Relationships**

Tool 3-A	Terms of Reference
Tool 3-B	Signing Ceremony Checklist
Tool 3-C	Internal Updates and Articles
Tool 3-D	Employee Exchange
Tool 3-E	Process Monitoring Framework
Tool 3-F	Outcome Monitoring Framework
Tool 3-G	Participatory Evaluation Survey



## Stage 1: Initiating Relationships

### Getting to know our stories and our ways

#### TOOL 1-A START-UP CHECKLIST

**Rationale and Description** To be used as a guide for Parks Canada team members at the outset of the engagement cycle to help organize initial activities and "plan-to-plan".

**Time Required** 1 to 2 hours to complete the checklist; additional time may be required to research and identify pertinent issues.

**Procedure** Answer the questions with other team members, or, if relationships exist, with staff from the Aboriginal partner group. Record answers in responses column. Use additional sheets if required.

START-UP CHECKLIST	✓	COMMENTS - WHAT ARE THE ISSUES?
1. Has background research regarding the historical context of your heritage place and local Aboriginal groups been conducted?		
2. Have you reviewed the legal context pertaining to your heritage place (e.g., is it governed by a treaty or land claim agreement, and if so which agreement[s])?		
3. Are there any formal or informal commitments that were made to the Aboriginal group(s)? Have they been met? If not, why not?		
4. Are there any formal heritage place management agreements developed or under development? What stage are they at?		
5. Has Parks Canada reached out to Aboriginal groups in the area before? For what purposes, and what were the results?		
6. Have you been briefed on any previous consultations with local Aboriginal groups (if any)? For what purposes did consultations occur, and what were the results?		
7. Have you been briefed on any previous engagement work with local Aboriginal groups (if any)? For what purposes did engagement occur, and what were the results?		
8. Is there a commitment (both personal and organizational) to carry out this work and ensure its continuity?		
9. What positive outcomes could arise from improved relationships with Aboriginal partners?		





## TOOL 1-B FACT SHEETS

### *Rationale and Description*

A fact sheet is a concise backgrounder that provides Parks Canada and Aboriginal partner(s) with information on the heritage place, its special features and Aboriginal history, the basic functions and structure of Parks Canada in managing the heritage place, any known treaty or land claim issues, and proper terminology (names, titles, pronunciation) and protocols to be observed and used.

The finished Fact Sheet can be distributed to staff and leadership of Aboriginal partners and Parks Canada team members. It can also be used to support the development of additional interpretive information on the Aboriginal partner(s) for the heritage place (e.g., signage, pamphlets).

### *Time Required*

2-3 days of direct team member time, likely spread out over 2-3 weeks, including liaising with Aboriginal partners (where appropriate) and other information holders, getting approvals, etc.

### *Procedure*

Involve Aboriginal partners in providing key information, and consult with the Aboriginal Affairs Secretariat and other Parks Canada team members to confirm that the content is accurate and appropriately presented.

### **Content**

The following elements may be useful to include in a fact sheet or package:

- **Heritage place history and context:** when and why it was established; when, where and how Aboriginal groups were involved in the establishment of the heritage place; known cultural and traditional use activities and sites; a summary of any outstanding land claims, treaty negotiations, or litigations; and key documents (e.g., protocols, Terms of Reference, cooperative management agreement); formal or informal commitments made to the Aboriginal group(s), etc.
- **Terms and terminology:** proper names, titles and pronunciations for the Aboriginal partner(s), including special place names; any cultural protocols that should be observed (e.g., in many coastal Aboriginal communities in BC it is traditional to hand materials out and carry out introductions in a counter clockwise fashion, whereas in eastern Canada it is the opposite.)
- **Organizational structures:** Parks Canada Field Unit and Aboriginal partner(s)
- **Summary of existing agreements/activities:** joint committees, projects or programming

Information should be presented in a user-friendly and accessible way, making use of plain language supported by graphics (e.g., maps, pictures, illustrations) wherever practical to maximize clarity and comprehension.

### TOOL 1-C COMMUNITY VISIT / TOUR

#### **Rationale and Description**

A visit by Parks Canada team members to an Aboriginal partner's community can help to build relationships and establish better mutual understanding of each other's concerns, values, and situation. It can be an opportunity for Parks Canada team members to learn about how partner communities are organized, governed, and to hear stories about their relationship to the land and the heritage place in question.

Visits also provide opportunities to learn about the community's goals and aspirations, and to start identifying where and how Parks Canada can help support Aboriginal partners in achieving them through heritage place activities and programs.

#### **Time Required**

Begin planning at least one month out. The actual visit could be a half or full day plus travel time.

#### **Procedure**

Much of the organization of these visits will be led by the Aboriginal partners involved, though Parks Canada team members will also need to contribute. Here are a few things to consider when organizing a community visit or tour:

- Organize transportation and times for the visit/tour
- Develop an agenda that outlines a schedule of the day's proceedings including times, individuals present, and activities
- Remember to be flexible with your agenda, as the Aboriginal partners' protocol might change if certain community members decide to take part in the event.
- Consider developing a news release or newsletter after the visit to communicate highlights and lessons learned both for use by the Aboriginal partners (e.g., in a community newsletter) and internally for Parks Canada team members. Any news release should be vetted by the Aboriginal partner and Parks Canada communications leads

#### **Content**

Depending on the degree of formality and the specific goals of the visit, it may involve individuals attending different events. Some possibilities include:

- Parks Canada team members could tour the community and meet local elected persons, staff, Elders, and recognized knowledge-holders
- Parks Canada team members could be invited to attend specific ceremonies or observe proceedings during government processes or meetings (e.g., special Council meeting)
- Parks Canada team members could be invited to attend community events or celebrations

A reciprocal visit to the Parks Canada office and the site itself could also be arranged as a follow-up to the community meeting.


**TOOL  
1-D**
**TOOL 1-D PARKS 101 PRESENTATION**
**Rationale and  
Description**

As a companion to a Fact Sheet (Tool 1-B) or a stand-alone communications piece, a Parks 101 presentation would provide a simple introductory overview of Parks Canada for Aboriginal partners (leadership, staff, and community members). The presentation could be used to answer common questions, dispel myths, and generally make Parks Canada and heritage place management better understood. It should provide general information about the entire Parks Canada organization (e.g., goals, responsibilities, structure, etc.), as well as specific information on the relevant heritage place (e.g., history, establishment, existing agreements, common goals and interests).

As a relationship building tool, the presentation should focus on the sorts of things Parks Canada *can do for*—and with—partners, rather than what it *can't do*. Maintaining a positive focus can help prompt further discussion on possible joint projects and activities.

**Time Required**

2-3 days of direct team member time, likely spread out over 2-3 weeks including liaising with information holders, getting approvals, etc.

**Procedure**

Build off of existing resources and templates from Parks Canada, adding information unique to the specific heritage places and partner communities the presentation is for. As with the Fact Sheet, involve partner communities in providing key information, and include them in a review process to confirm that the content is accurate and appropriate for the audience.

**Content**

The presentation should use straightforward language and illustrative graphics to communicate the following information:

- **Overview of Parks Canada:** goals and mandate around heritage place management; what's unique about Parks Canada as a federal agency; and organizational structure.
- **Profile of the heritage place:** history, main features and establishment; partner communities; and existing relationships.
- **Future relationship opportunities:** what Parks Canada can offer (programming, capacity building, technical support, access, etc.); potential joint projects/programming (case studies from other areas); and common interests and intersections where Parks Canada could support Aboriginal partners in achieving their community goals/objectives (capacity building, employment, cultural programming) through heritage place activities and programs.





### TOOL 1-E NEWSLETTER / ARTICLE

#### **Rationale and Description**

Newsletters or articles are part of the broader suite of communications tools, but are aimed more at reaching the general public in Aboriginal partner communities. They can be included in community newsletters (if these exist) and/or through other information channels. They are meant to provide summary project information and related updates, announce details regarding upcoming events, and in early stages, to announce events, celebrate and acknowledge initiatives, and point readers toward other information resources that might exist (e.g., Fact Sheets, Parks Canada 101 presentation).

#### **Time Required**

Typically, 3-4 days of direct team member time, likely spread out over 3-4 weeks including liaising with information holders, getting approvals, lay out, printing, etc.

#### **Procedure**

Aimed at a more general community member audience, newsletters can be distributed online (Parks Canada websites or partner community websites), through regular mail outs (community newsletters, at postal boxes, with other mail-outs), or made available for pick-up at community venues such as recreation centres, youth centres, Elders centres, health centres, or administration offices.

Newsletters do not have to be a regular feature, but can be revised and updated when new programs or activities are launched, or relationship milestones are reached. Newsletters can also be particularly effective and important during later relationship building stages (e.g., when and if a cooperative management agreement or other formal agreement is reached).

Like all such communications, the development and distribution of newsletters should be accomplished with input from representatives of the Aboriginal partner community for which they are intended.

#### **Content**

As a supplementary communications piece to support larger relationship building initiatives, the first edition of the newsletter can use existing information from a Fact Sheet and/or Parks 101 presentation, summarized and reformatted to be no more than two pages (on a single, double-sided sheet). Subsequent issues (should they be developed) can provide updates on Parks Canada programs, projects, relationship building events and other opportunities that may be of interest or of specific relevance to members of partner communities. Aboriginal partners should be consulted on the content and tone.


**TOOL  
1-F**
**TOOL 1-F COMMUNITY INFORMATION POSTER**

<b>Rationale and Description</b>	A community information poster is essentially a large-format version of the community newsletter that can be posted around the community (at community meetings, events, celebrations, community venues, etc.) to help increase exposure of and awareness about Parks Canada, the local heritage place(s), and the programs and projects taking place between Parks Canada and Aboriginal partners.
<b>Time Required</b>	Typically, 3-4 days of direct team member time, likely spread out over 3-4 weeks including liaising with information holders, getting approvals, lay out, printing, etc.
<b>Procedure</b>	Community information posters can be printed two feet by three feet and posted at administrative offices, community centres and other community venues in partnering communities. Laminated or mounted versions can also be "toured" through partnering communities by Parks Canada team members at community venues (recreation centre, health centre, government office, youth centre, etc.) and displayed at community events like celebrations, sports tournaments and other events. Again, posting and display of the posters and presence at community events should be done following permission from appropriate representatives from the partnering community.
<b>Content</b>	The community information poster can mirror the newsletter (meaning two posters might need to be created to fit the appropriate amount of information at a readable scale). As with the community newsletter / article (Tool 1-E), additional posters could be developed to provide information when new Parks Canada initiatives or offerings become available, or when milestones in relationship building are achieved with partnering communities.

## TOOL 1-G COMMUNITY CAMPOUT

### **Rationale and Description**

Campouts organized with different community groups (e.g., Elders, youth, leadership) can be a great opportunity to share stories and knowledge, and build relationships in a less formal setting.

Using Parks Canada resources (e.g., boats, vehicles) to facilitate campouts like this is a clear and simple demonstration of the benefit of Parks Canada's presence in the community. Doing so also exemplifies Parks Canada's commitment to supporting Aboriginal partners in accessing traditional lands and reconnecting with traditional practices.

Here, it is important to note that community campouts can range from simple, informal outings involving only a few people, to larger community events. In some cases, it might be best to start by hosting a small, informal campout and to gradually scale these events up as the relationships grow.

### **Time Required**

Smaller campouts involving a handful of people take little time to organize and can occur relatively spontaneously. Larger events (more than 6 people), or campouts with youth participants will likely take longer to organize. In these cases, it might take 2 to 3 days of direct team member time to organize, likely spread out over 1-2 weeks including liaising with Aboriginal partners, getting approvals (where necessary and required), soliciting participants, and organizing the trip. The duration of the campout (and its location) should be determined with Aboriginal partners.

### **Procedure**

It will be necessary to work closely with partnering communities to organize larger campouts and reach potential participants. Here are some aspects of a potential campout that should be identified ahead of time:

- Location and timing (both time of year and duration)
- Potential groups to involve (e.g., Elders, youth, leadership)
- Camp purpose (focus on a specific topic, or unstructured)
- Logistical needs (camping gear, transportation, food, etc.)

### **Content**

Campouts can be organized for different purposes (e.g., traditional/cultural learning, heritage place maintenance/operations), although in the initial stages it might be best to keep them relatively unstructured and informal to keep the focus on getting to know your Aboriginal partners (see Tool 2-D for more structured campouts).



## Stage 2: Growing Relationships

### *Finding a common story; identifying common issues, values and opportunities*

#### TOOL 2-A COMMUNICATIONS PROTOCOL

<b>Rationale and Description</b>	<p>A communications protocol between Parks Canada and Aboriginal partner communities can be useful to establish formal mechanisms for sharing information, meeting, and maintaining lines of communication through periods of organizational turnover and/or difficult periods in the relationship building process.</p> <p>An agreement can outline some simple activities that the two partners could use to communicate between organizational levels (e.g., staff, leadership/management, community members), and identify some of the key players involved (e.g., Parks Canada senior team members, Aboriginal partner staff and leadership).</p>
<b>Time Required</b>	Variable. Typically, 4 to 8 days of direct team member time, likely spread over 2-3 months including meeting with community partners, protocol development and review, and getting final approvals.
<b>Procedure</b>	<p>It will be necessary to work closely with partnering communities to identify specific needs, objectives, scope, and mechanisms to be included. Here are some questions to consider when developing a communications protocol:</p> <ul style="list-style-type: none"> <li>• <i>Who is included in the communications?</i> <ul style="list-style-type: none"> <li>- Management/leadership</li> <li>- Staff</li> <li>- Community members</li> </ul> </li> <li>• <i>What will be communicated and at what level of detail?</i></li> <li>• <i>When will we communicate?</i></li> <li>• <i>Where will the tracking of communications be maintained?</i></li> <li>• <i>Why is this level or depth of communication required for a given issue?</i></li> <li>• <i>How will we communicate?</i></li> <li>• <i>What are our confidentiality needs?</i></li> </ul> <p><b>Content</b></p> <p>It should be understood that the content for a communications protocol would need to be specific to the needs of the parties involved. Contact the Aboriginal Affairs Secretariat or look online for examples.</p>

**TOOL 2-B CO-TRAINING OPPORTUNITY ASSESSMENT****Rationale and Description**

Opening up existing Parks Canada training programs, such as Quality Visitor Experience or Aboriginal Consultation and Accommodation, to Aboriginal partners can generate a number of relationship building benefits. As a shared experience between Parks Canada team members and Aboriginal partners, co-training can foster conditions for building the personal and informal relationships upon which stronger partnerships are built. And with the unique perspective and knowledge held by our Aboriginal partners, Parks Canada's training and orientation programs themselves can be enhanced.

**Time Required**

Variable. The time spent developing, modifying and delivering training programs will be determined by specific project needs. In some cases, it may simply involve inviting Aboriginal partners to attend the training. Other cases may take a few days of direct team member time to modify and expand the training programs, and will require working with Aboriginal partners to co-develop content or form.

**Procedure**

It will be necessary to work closely with Aboriginal partners to determine if the training programs would help support some aspect of their community development objectives (e.g., capacity building, economic development, tourism). Here are some possible steps to assess whether Parks Canada training and orientation will be a good match for partner communities:

- Before meeting with community representatives, compile an inventory of Parks Canada training and orientation programs, including the following details:
  - Expected outcomes (skills development, accreditations, etc.)
  - Purpose and content
  - Timing and time demands
  - Prerequisites for participation
- Meet with community representatives to review potential Parks Canada offerings and discuss opportunities for participation and partnerships (e.g., as trainees in programs, or in development/delivery of content). Consider some of the following questions:
  - What value will Aboriginal partners get from the training?
  - Does the curriculum or its delivery need to be adjusted to be more appropriate or useful?
  - How will Aboriginal knowledge and Aboriginal partner participation enhance the training/orientation program?
  - Are there logistical/resource issues (e.g., transportation, costs)?

Next steps will vary considerably based on specific project opportunities identified and levels of involvement desired by Aboriginal partners. Whatever the case, a work plan for recruitment, and curriculum development and delivery should be developed working closely with Aboriginal community representatives where appropriate.



## TOOL 2-C ABORIGINAL SPEAKERS BUREAU

### Rationale and Description

Park interpretation activities and programming can be expanded and enhanced with the involvement of Aboriginal partners (e.g., Elders, community leaders, other knowledge-holders) who are able and/or interested to present at interpretive evenings or as part of other heritage place learning experiences and programs. This kind of involvement benefits Aboriginal partners by supporting community development opportunities, highlighting the richness of their cultural heritage and its importance to the heritage place, and providing individuals with an opportunity to gain new experience and skills. Finally, as a form of joint programming, such activities strengthen the relationship between Parks Canada and partner communities immensely.

An Aboriginal Speaker's Bureau, in its most basic form, is essentially a registry, or list, of able and interested speakers with some basic details of their area of expertise/knowledge, contact information, availability, etc. A Speaker's Bureau facilitates the involvement of Aboriginal partners in heritage place activities and programming by matching interested participants with opportunities to apply their skills and knowledge. The opportunities could include existing interpretive activities or programming, or the registry could be used to identify and expand programming opportunities.

### Time Required

- 2 to 3 days of direct team member time to organize, likely spread out over several weeks to account for liaising with Aboriginal partners and reaching out to potential participants.
- Ongoing attention will be required to keep registry of speakers up-to-date.

### Procedure

Work with representatives from Aboriginal partner communities to determine if there is an appetite for involvement in Parks Canada interpretive activities and programming. Since each community may have different processes for reaching out to members, defer to local contacts to determine the best way to identify community interest and possible participants.

If partner communities are interested, some of the following general questions should be considered with their direct input:

- *How should interested individuals in partner communities be approached?*
- *Are there existing /planned activities and programming that Aboriginal partners could/would like to be involved in?*
- *Are there programming/interpretive gaps that partners could fill?*
- *What resources (i.e., transportation, expenses, remuneration) will Parks Canada need to contribute to their involvement?*

Once local participants have been identified, it will be important to have a clear understanding of the level of commitment they are interested in and what resources are needed to support their involvement.

### Content

The Speakers Bureau should contain information about the scope and nature of involvement for all interested participants, as well as logistical considerations. Here is a shortlist of key information to include, though this should be tailored to the specific needs of the context:

- Name and contact information
- Bio
- Contact procedure (e.g. call directly, or through community representative) and advance notice needed
- Area of expertise or specialized knowledge
- Availability
- Supporting resources required



**TOOL 2-D CULTURE / SCIENCE CAMPS****Rationale and Description**

Structured camps can be organized around a wide range of activities led by Parks Canada team members, Aboriginal partner staff or members, external groups (e.g., academic and research organizations), or jointly by representatives from multiple groups. Possible topic areas range from trail building and site maintenance to cultural learning camps, and from scientific ecological integrity monitoring camps to traditional Aboriginal knowledge surveys.

Expanding the more informal community campout concept (Tool 1-G) into structured camps can deepen relationships with Aboriginal community partners by acting as a forum for knowledge exchange and mutual learning, helping all parties better understand each other and the heritage place they share. Further, as an exercise in shared organization and project development, a structured camp can lead the way to developing more joint programming initiatives, especially as topic specific camps have also attracted and engaged heritage place visitors.

The camps also provide an opportunity to engage a range of external stakeholders, including other government researchers and departments, academic organizations and non-governmental organizations.

**Time Required**

Variable, depending on the scale and scope of the camp. Several days of direct team member time will typically be required to organize, likely spread out over 3-4 weeks including liaising with community partners, getting approvals, soliciting participants, and organizing camp (including assisting with curriculum and materials development). The duration and focus of camp is to be determined by project partners

**Procedure**

The first and most important step is to identify a potential focus topic for the camp. This should be done in close conversation with Aboriginal partners to determine how a structured camp can provide a learning opportunity that benefits them, and/or provides an opportunity to share with and teach others about their culture, traditional knowledge and other areas of expertise. If an **Aboriginal Speaker's Bureau (Tool 2-C)** has been developed, it could be used to support the process.

With a camp topic identified, a number of programming and logistical considerations should be worked through with partners:

- Available resources
- Types of activities/curriculum
- Potential camp participants/size of camp
- Location and timing (both time of year and duration)
- Logistical needs (gear, transportation, food, etc.)
- Additional supports required (e.g., if Elders are attending)

Refer to **Tool 2-E, General Event Checklist**, for more detailed considerations that might apply to a structured camp.


**TOOL  
2-E**
**TOOL 2-E GENERAL EVENT CHECKLIST**

**Rationale and Description** Use this tool to support event preparation, coordination, and delivery. It can be used with a variety of tools including Tool 2-D and Tool 3-B.

**Time Required** As required and needed.

**Procedure** Use the following checklist.  
Source: AADNC First Nations Communications Toolkit

TASK	✓	COMMENTS
<b>6-8 weeks in advance of event</b>		
Meet with Aboriginal partners to discuss and set objectives for the event.		
Check current Parks Canada rules and requirements for hosting events.		
Depending on the complexity of the event (size, number of partners, potential for controversy, etc.), draft an event plan		
Consider potential dates for event; consult with partners/other parties if necessary (avoid religious days, holidays, fishing or harvesting seasons, selecting the same date as another event).		
Confirm event date.		
Prepare an event budget.		
Develop a plan to publicize your event.		
Research potential locations for event (consider accessibility, indoor or outdoor, number of breakout rooms if required).		
Book location.		
Approach and confirm the chairperson, facilitator or master of ceremonies.		
<b>4-6 weeks prior</b>		
If appropriate, ask for help with organizing your event.		
Prepare a guest list.		
Prepare invitations.		
If media attendance is required, communicate with the National Corporate Communications Branch (PCCOM-PARKS@pc.gc.ca)		
If you are planning to serve food, prepare a menu and contact potential caterers.		

TASK	✓	COMMENTS
<b>4-6 weeks prior (continued)</b>		
Inform yourself about the restrictions, reservations, and permits you may need for your event.		
Consider requirements such as a public address (PA) system, audio/visual equipment, podium, stage, etc.		
Decide if you will have a backdrop for the main conference room and break out rooms. Include your branding and logo.		
Consider access to the location — is it accessible to the disabled? If not, make the appropriate arrangements in order to accommodate everyone.		
Begin to draft an agenda.		
<b>2-4 weeks prior</b>		
Finalize agenda.		
Send invitations. Personalize invitations for key Aboriginal partners, leaders and Elders.		
Arrange for a volunteer or book a professional photographer to take photos (if contracting, include in budget).		
Book audio/visual and other equipment (sound, light, podium, tents, chairs, etc.).		
If required, make travel arrangements.		
Finalize media materials (if required).		
Do a site visit of the event location.		
<b>1 week prior</b>		
Confirm the number of guests you will have and, if possible, contact the people who did not respond to your invitation.		
Create a list of contact information for those involved in the event.		





## Stage 3: Stewarding Relationships

*Building our future story together, developing effective planning and management frameworks, formalizing relationships*

### TOOL 3-A TERMS OF REFERENCE

#### **Rationale and Description**

As relationships between Aboriginal partners and Parks Canada become more formalized through the establishment of advisory committees or working groups, it can be useful to develop Terms of Reference (ToR) to help structure the work to come and achieve objectives.

Typically, ToR describe the “who, what, where, when” of projects, programs, and/or agreements by outlining components such as vision, objectives, roles and responsibilities, etc. They can be project-based, or used to support standing arrangements such as the establishment of an advisory committee.

This tool offers a starting point for developing a ToR. Once a formal ToR has been produced, it should be reviewed together as a group.

#### **Time Required**

1 day to craft ToR with additional time required for review and revisions with the Aboriginal partner(s).

#### **Procedure**

The procedure for developing a ToR will depend on the context in which it is being used. For example, a ToR relating to a specific project or program may be simple and straightforward to develop, whereas a ToR for the establishment of a formal standing working group or an ad-hoc advisory group may be a more complicated undertaking and should involve the Aboriginal Affairs Secretariat and Legal Services.

The following tool offers a starting point for developing a ToR. Once a formal ToR has been produced, every member of the advisory committee should receive a copy of it so it can be reviewed together as a group.

## TERMS OF REFERENCE TEMPLATE

## PURPOSE AND OBJECTIVES

<b>Name</b>	<p>What is the name of the group?</p> <p><i>Example: The [Aboriginal Partner] Traditional Knowledge Advisory Committee</i></p>
<b>Purpose</b>	<p>What is the broad purpose of the committee in a few (2-3) bullet points?</p> <p><i>Example:</i></p> <ul style="list-style-type: none"> <li>• To provide input and advice on developing projects and initiatives related to Aboriginal Traditional Knowledge (ATK)</li> <li>• To provide input and advice on developing projects and initiatives related to traditional use activities in the heritage place</li> <li>• To help ensure that ATK is incorporated in the environmental stewardship of heritage place</li> </ul>
<b>Authority</b>	<p>What is the group authorized to do? Does the group have decision-making authority, or is it an advisory group?</p> <p><i>Example: This group is an advisory committee only and can make decisions regarding the planning/management process.</i></p>

## COMPOSITION, ROLES AND RESPONSIBILITIES

<b>Membership</b>	<p>How many members will there be? Who will chair the group? Will there be any representatives from other organizations included?</p> <p><i>Example: Membership will include equal representatives from Parks Canada and from [Aboriginal Partner]. The committee will designate one of its members as a chairperson. Representatives from other organizations will be admitted only at the invitation of all members.</i></p>
<b>Roles and Responsibilities</b>	<p>What are participants expected to do?</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• To provide feedback and offer recommendations on strategies to facilitate and support traditional and cultural use activities in the heritage place</li> <li>• To review documents and provide feedback</li> <li>• To report back to their community, leadership, and to Parks Canada</li> </ul>
<b>Time Frame and Commitments</b>	<p>How many meetings will be held each year? What is the time commitment expected from participants? How long will the committee be active? What is the end date? Is it subject to funding?</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Advisory committee meetings will take place a minimum of six times per year</li> <li>• Several hours of additional work per month may be requested (e.g., reporting back to communities/Parks Canada team members on progress)</li> <li>• The advisory committee will be a standing committee, subject to funding</li> <li>• Either party may replace members as needed, on notice to the other party</li> </ul>

## TERMS OF REFERENCE TEMPLATE (continued)

## PROCEDURE

<b>Meetings</b>	<p>Where will meetings be held? Who will be responsible for minute taking? How will group members share information and resources? How will confidentiality issues be handled?</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Meeting locations will rotate between the [Aboriginal Partner] and Parks Canada administration offices</li> <li>• Minutes will be taken by an appointed secretary for the group</li> </ul>
<b>Reporting</b>	<p>How are meeting minutes/discussions reported?</p> <p><i>Examples:</i></p> <ul style="list-style-type: none"> <li>• Each party to report back to their respective community or organization</li> <li>• Minutes prepared within ten (10) working days and emailed to members by an appointed secretary for the group</li> </ul>
<b>Method of decision-making</b>	<p>How are decisions made?</p> <p><i>Example: Where decisions need to be made as part of the advisory role (for example, to decide which course of action to recommend), decisions will be made by consensus.</i></p>
<b>Dispute Resolution</b>	<p>Is it necessary to outline a dispute resolution process? If so, how will disputes be managed?</p>
<b>Approval and contact information</b>	<p>This is where members should sign that they agree to the ToR and provide contact information.</p> <p><i>Example: I, _____, agree to the Terms of Reference and agree to be a part of the advisory group. I will adhere to the rules in this document and fulfil the responsibilities outlined above.</i></p> <p><i>Date: _____</i></p> <p><i>Phone: _____</i></p> <p><i>Email: _____</i></p>



## TOOL 3-B SIGNING CEREMONY CHECKLIST

<b>Rationale and Description</b>	Celebrating and acknowledging successful initiatives between Parks Canada and Aboriginal partners is an important component of relationship building. Use this tool to support preparation and coordination of a signing event marking the completion of more formal relationship building and engagement milestones, including communication protocols (Tool 2-A) or more comprehensive agreements.
<b>Time Required</b>	As required and needed. Timelines indicated in this tool are suggested, and may be adjusted based upon the scope of the event.
<b>Procedure</b>	<p>The procedure for designing and hosting a signing ceremony or other celebratory event will depend on a variety of factors, including event size, location, partners involved, etc. It is important to keep in mind that opportunities exist to involve Aboriginal partners at each stage of event planning and execution.</p> <p>This tool offers a general guide for planning a public celebration, along with some important reminders regarding Parks Canada approval processes and the role of the corporate communications branch. For a helpful event checklist and budget planning tool, visit <a href="http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx">http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx</a>.</p> <p>General contact: PCCOM-PARKS_PCCOM-PARCS@pc.gc.ca</p>

## CHECKLIST FOR A SIGNING CEREMONY

## Six months prior to the event

**Defining the event is a critical first step**, and the development of an event proposal is recommended.

An event proposal is a **business plan of your event**, providing an overview of what the event looks like and the resources required. Some events may need very little explaining while others may be more complex, unusual or innovative and require more details.

Questions to address when defining the scope of an event:

- Is this a Parks Canada event?
- Is this a joint event?
- What is the objective of the event?
- Who is the audience?
- What is the proposed timing of the event?
- Is there an opportunity to leverage with another event (internal/external)?
- Who do you need to involve?
- Who will manage the event?
- How will the event(s) unfold?
- Will it be a single event or have multiple components?
- What is the appropriate level of representation for the event (i.e. Government of Canada, Senior Parks Canada Official or both)?
- How will the event be promoted, what is the media strategy?

An event checklist will assist in defining the event budget. An event implementation plan will help keep things organized, on budget, on-time, and will result in an all-around successful event.

The following identifies event cost and hospitality approvals and timelines:

- Approval by the Chief Executive Officer (minimum three months prior to event) when: cost of the event is more than \$5K but less than \$25K; the event is less than \$5K but hospitality costs are greater than \$1.5K; entertainment, hospitality for spouse or companion or at a personal residence is involved.
- Approval by Senior Manager - delegated level 2 & 3 (minimum two months prior to event) when cost of the event is less than \$5K or hospitality costs under \$1.5K.
- When approval is required by the Minister and/or the CEO a briefing note must accompany the event and hospitality approval forms and the event proposal communication plan (if applicable).


**TOOL  
3-B**
**CHECKLIST FOR A SIGNING CEREMONY (continued)**
**4 months prior to the event**

The following is submitted to the applicable corporate communications advisory:

- Message Event Proposal (MEP)
- Draft News Release
- Draft Speech
- Signed event cost approval

An event should be clearly defined prior to the development of the Message Event Proposal (MEP), the communication plan and tool used to seek the participation of a Government of Canada or Parks Canada executive at a public event.

**2 months prior to the event**

Prepare and submit to applicable corporate communications advisory:

- Invitation
- Guest list
- Media Advisory

Have a **check-in meeting to review event plan** and timelines to ensure tasks have been completed and/or require follow-up.

**Three weeks prior to the event**

Prepare and submit to applicable corporate communications advisory:

- Event package

**One week prior to the event**

Event advance - **walk through the venue** to ensure what has been written in the sequence of events actually works. Depending on the scope of the event a dress rehearsal should be considered.

**Day of the event**

**Arrive at the venue early** to ensure everything is ready (i.e. room set up correctly, equipment tested, Government of Canada and/or Parks Canada brand visible etc.)

**Post event**

**Evaluate** event and reconcile the budget. Prepare and submit event summary (include media coverage).

**TOOL 3-C INTERNAL UPDATES AND ARTICLES****Rationale and Description**

Many team members have stressed that one of the things they value most in terms of improving their own operations is hearing about what projects and programs are happening in other heritage places. This template offers a guide to developing short communications pieces that can be shared internally via the Parks Canada Intranet site, <http://intranet2/about-parks-canada/aboriginal-affairs-secretariat/aas-home-page.aspx>.

Celebrating and acknowledging Parks Canada – Aboriginal partner success stories internally within Parks Canada is a critical element of both growing relationships and encouraging a corporate culture that emphasizes the importance of building strong, effective relationships with Aboriginal partners. Making a point of sharing project updates, success stories and other news within the organization is a great way to communicate to your partner how much your team values your relationship with them, while also offering opportunities to share new ideas across Parks Canada.

**Time Required**

Approximately 2-4 hours of direct team member time.

**Procedure**

The first step in sharing success stories and other project information is to develop a communications piece. Use the content guide below to guide this process. Where possible, it is a good idea to involve partner communities in providing key information, and include them in a review process to confirm that the content is accurate and appropriate.

Use the checklist included in this tool to quality check your piece and to ensure that all the necessary details have been incorporated.

To share it internally on the Parks Canada intranet site, submit your completed piece to the National Internal Communications Team at [info-intra@pc.gc.ca](mailto:info-intra@pc.gc.ca). Completed articles should also be sent to the Aboriginal Affairs Secretariat ([aboriginal.autochtones@pc.gc.ca](mailto:aboriginal.autochtones@pc.gc.ca)) so they can be published in the quarterly VOICES newsletter.

**TEMPLATE FOR INTERNAL UPDATES AND ARTICLES****Content**

<b>Mandatory fields</b>	<b>Author(s) Group:</b> [your directorate, branch or field unit] <b>Contact:</b> [senior program officer] <b>Keywords:</b> [4 to 5 are enough] <b>Expiry Date:</b> [how long should this be kept in archives?]	<b>DID YOU KNOW...?</b>  <i>When reading a text on screen, the vast majority of people will quickly scan the page in an F-shaped reading pattern.</i>  <i>Readers will typically start with a horizontal eye movement (forming the F's top bar). Next, they read across in a second horizontal movement (the F's lower bar). Finally, they quickly scroll down in a vertical movement (forming the F's stem).</i>  <i>If your text grabbed their attention during that quick initial scan, they might read your message. If not, you've lost your chance to convey your message. That's why the National Internal Communications Team insists on producing short messages with the most important elements in the top section and informative subtitles.</i>
<b>Title and Photo</b>	<b>Pitch your story</b> – Most of the time, the title and photo are the only things that will show up on the intranet main page. Use a catchy title and appealing photo to invite your colleagues to read more.	
<b>Lead paragraph</b>	<b>Hook your reader</b> – Place key messages right at the beginning of your article. Readers typically scan articles, so get to the essence of your message in the lead paragraph.	
<b>One or two main paragraphs</b>	<b>Be brief, Be bright, Be gone</b> – Limit the length of your text. Get to the point and don't discourage your readers by providing too much information. A good intranet article is typically less than 250 words (i.e., shorter than this page, which is about 400 words).  If you have a complex subject that cannot be fully explained in 250 words, leave readers hungry for more by picking one topic. Then link interested readers to supplemental information and context on the Web.	



**TEMPLATE FOR INTERNAL UPDATES AND ARTICLES (continued)**
**Content (continued)**

<b>Closing paragraph</b>	<p><b>The last word</b> – End with what you want readers to remember from your story. For example, you could end by:</p> <ul style="list-style-type: none"> <li>• Thanking those who took part in the event or project that your article describes;</li> <li>• Celebrating success, saluting the work of a team;</li> <li>• Inviting readers to submit questions and comments (indicate how to provide their input, e.g. email address, phone number, comments box, etc.);</li> <li>• Asking readers to complete an action (clearly indicate the due date and attach forms and related links);</li> <li>• Directing readers to a Web page for more information or to an online registration page.</li> </ul> <p>Then clearly say so in your closing line.</p>
<b>Don't be shy – ask for help</b>	<p>Reach out to your informal network and ask your colleagues and office neighbours to read your text and confirm whether the message is clear and effective. Please keep in mind that the language quality must be equally excellent in both official languages. Various lists of professional editors and translators are available to the Parks Canada team – you can trust them to ensure the quality of your messages and articles.</p> <p>You need advice? The National Internal Communications Team is always available to lend you a hand in getting your story ready for to be told.</p>

**Checklist**

<b>Title and lead paragraph</b>	<ul style="list-style-type: none"> <li>✓ Title gives colleagues a good reason to read more</li> <li>✓ Lead paragraph contains essential messaging</li> </ul>
<b>Tailored to your audience</b>	<ul style="list-style-type: none"> <li>✓ Tone and content are adapted to an internal audience</li> <li>✓ Plain language is used</li> <li>✓ Text is clear and concise</li> </ul>
<b>Links</b>	<ul style="list-style-type: none"> <li>✓ Links to Parks Canada or external Web pages work in both languages</li> <li>✓ Links in one language only are clearly identified</li> </ul>
<b>Presentation enhances readability</b>	<ul style="list-style-type: none"> <li>✓ Text is split into digestible parts to help readers go to the sections pertinent to them</li> <li>✓ Enumerations, procedures, coordinates and key dates are presented in bulleted or numbered lists</li> </ul>
<b>Closing paragraph</b>	<ul style="list-style-type: none"> <li>✓ End with a call to action — with enough (but not too much) details, links and contact information, it invites participation and engagement</li> </ul>
<b>Mandatory fields</b>	<ul style="list-style-type: none"> <li>✓ Contact person is informed of intranet publishing</li> <li>✓ Key words are relevant (for searching purposes)</li> </ul>
<b>Photo (optional)</b>	<ul style="list-style-type: none"> <li>✓ Jpeg format</li> <li>✓ Permission was obtained from people featured on photo</li> <li>✓ Photo credit/copyright information is provided</li> <li>✓ Photo caption is provided in both languages</li> <li>✓ People featured on photos are identified — especially if there are Parks Canada team members</li> </ul>

**TOOL 3-D EMPLOYEE EXCHANGE****Rationale and Description**

An employee exchange is a great way to get to know the inner workings – values, operations, procedures, etc. – of Aboriginal partner organizations and communities, and vice versa for Aboriginal partners in Parks Canada. Such an exchange encourages relationship building, broadens cross-cultural understanding, and provides insight into how each organization functions. Taken together, these benefits build capacity by fostering stronger partnerships and improving awareness of potential areas for working together as well as potential limitations.

Employee exchanges can take a variety of forms and should be developed to reflect the needs (e.g., time, resources, capacity gaps, etc.) of both partners. Depending on how strong the relationship is and what the needs of the organizations are, exchanges can range from one week to one month (or longer).

**Time Required**

1 to 2 days of direct team member time to organize, likely spread out over 3-4 weeks including liaising with community partners, getting approvals, soliciting participants, and organizing details (e.g., housing, transportation, etc.)

Duration of exchange to be determined by project partners

**Procedure**

Parks Canada team members and Aboriginal partner staff should work together to identify potential candidates for an exchange. Considering the possible benefits of such an exchange offers a way to begin this conversation. Some questions to ask include:

- What are some operational areas that could benefit from this exchange (e.g., environmental monitoring, tourism development, cultural/historical programming)?
- What skills do potential candidates have that could be transferred across organizations during this exchange (e.g., administrative, interpretive, ecological, cultural)?
- What are the goals of this exchange?

A second component to consider is an appropriate length of time for an exchange. In cases in which relationships are less developed, it may be a good idea to begin with shorter exchanges such as one-two week exchange periods. In cases in which relationships are strong and capacity needs have been clearly identified on both sides, it may be more beneficial to set up a longer exchange period, such as four weeks.

Once candidates have been identified and an appropriate length of time for the exchange has been agreed on, the practical details should be discussed. These details include things like housing for the duration of the exchange, how expenses will be covered, transportation, etc., and will depend on the context of the heritage place and Aboriginal community in question. It may also be useful to arrange for someone on each team to act as a “buddy” to the person on exchange. This team member will be in charge of making sure that the person on exchange feels welcome and comfortable, and knows where and how to access the things they need.


**TOOL  
3-E**
**TOOL 3-E PROCESS MONITORING FRAMEWORK**

**Rationale and Description** Process monitoring allows partners to “check-in” to make sure project or program work is proceeding as planned and to help identify and manage any issues that may have arisen.

**Time Required** As required. Typically can be tackled as a standing item during planning and implementation meetings.

**Procedure** This simple framework is linked to the project/program work plan and task list. It can be completed at scheduled project/program planning meetings or as an agreed upon scheduled task assigned to a project/program partner. The framework can be modified as required.

**PROCESS MONITORING FRAMEWORK**

**Project / Program / Activity name:** *\*\*Example: [Aboriginal Partner] Traditional Use Video Project*

Task	Progress	Status	Notes and Comments
List tasks or steps required in project. Take from work plan.	Indicate progress of each task.	Indicate status of each task.	
<b>**Example Task:</b>  <i>Identify and approach potential participants from partner community for traditional use videos. Participant target number is 15.</i>	<input type="checkbox"/> Not started <input type="checkbox"/> Getting started <input checked="" type="checkbox"/> Underway <input type="checkbox"/> Near Completion <input type="checkbox"/> Completed	<input type="checkbox"/> Behind schedule <input checked="" type="checkbox"/> On schedule <input type="checkbox"/> Ahead of schedule <input type="checkbox"/> Stalled <input type="checkbox"/> Cancelled	<i>10 of 15 participants have been identified and their interest confirmed. 2 people were not interested. Still need to reach out to 5 additional individuals to achieve target.</i>
	<input type="checkbox"/> Not started <input type="checkbox"/> Getting started <input type="checkbox"/> Underway <input type="checkbox"/> Near Completion <input type="checkbox"/> Completed	<input type="checkbox"/> Behind schedule <input type="checkbox"/> On schedule <input type="checkbox"/> Ahead of schedule <input type="checkbox"/> Stalled <input type="checkbox"/> Cancelled	



**TOOL 3-F OUTCOME MONITORING FRAMEWORK****Rationale and Description**

Monitoring is the continuous process of routinely (seasonally, annually) gathering information all aspects of a project. This information is then used with Tool 3-G to help evaluate the effectiveness of the project.

Outcome monitoring should collect data on measures relating to the stated objectives of the project or program in question. Therefore, the first step in developing a monitoring program should be to identify specific measures or indicators that can be used to examine whether or not project objectives are being met.

Designing and implementing an effective monitoring program should be a collaborative process with all partners involved. This tool is designed to help work through this process.

**Time Required**

Variable.

**Procedure**

- Consider the questions below.
- Determine measures (indicators) for each project objective if not yet identified.
- For each objective and related indicator, complete a monitoring worksheet similar to the one on the following page.

**Comments**

- It is quite common for one objective to be linked to more than one measure. As a result, more than one worksheet may need to be completed for each objective.
- Measures can include regularly tracked, quantitative data (e.g., visits, program attendance, trail counts, etc.) and qualitative data (e.g., visitor feedback on the quality of program). Qualitative data can be collected through visitor questionnaires, visitor comment cards and simple intercept surveys with park visitors. Generally, qualitative data typically requires more time and resources to collect and track, but it also often offers important insights into project performance.

**Questions**

Consider these questions when identifying measures for your outcome monitoring framework:

- What are the stated objectives of the project?
- Have measures for monitoring been agreed to? What are they?
- What is the source of the data?
- Who will do the monitoring, data collection and evaluation?
- How will the monitoring process be documented and communicated?
- How will the results be used and by whom?
- Who has access to the data?

## MONITORING WORKSHEET

Team members responsible:

Project/program objective

Objective measure(s)

Data source

Data collection frequency

Data collection methods (e.g., trail counter,  
visitor questionnaire, park gate numbers)Parties involved and responsibilities (collection,  
management)

**TOOL 3-G PARTICIPATORY EVALUATION SURVEY**

**Rationale and Description** Project evaluation uses information collected during project monitoring (Tools 3-E and 3-F) to assess the overall activity. Evaluations should be undertaken in a collaborative way, with all partners involved in project/program implementation, and project/program monitoring involved. The goal of the evaluation process should be to improve the project or program in question, to nurture the relationship between the partners involved, and to promote mutual learning.

**Time Required** Determined through process, but likely could be carried out in a single meeting.

**Procedure** Use the questions provided to help evaluate the project. Project partners can develop additional questions. The sheet can be filled out individually initially, with the larger group discussing results and reaching a common level of agreement.

EVALUATION QUESTIONS		AGREEMENT LEVEL (underline choice)	COMMENTS / NOTES
<b>Project adequacy and effectiveness</b>	The project/program was satisfactorily implemented.	Low Medium High	
	The project/program adequately achieved its stated objectives.	Low Medium High	
	Sufficient resources were organized to carry out the project/program.	Low Medium High	
	The partnerships and networks formed will be sustained and strengthened.	Low Medium High	
	Any unanticipated outcomes were adequately addressed.	Low Medium High	
	Project/program results can be sustained.	Low Medium High	
	<i>Additional question added here.</i>	Low Medium High	
	<i>Additional question added here.</i>	Low Medium High	
<b>Project efficiency</b>	The resources could not have been used differently or been substituted to achieve additional outcomes.	Low Medium High	
	The same outcomes could not have been achieved for less money or effort.	Low Medium High	
	Resources were managed in the most efficient way to achieve project/program objectives.	Low Medium High	
	<i>Additional question added here.</i>	Low Medium High	
	<i>Additional question added here.</i>	Low Medium High	



