

First Nations Integrated Watershed Planning

1. Building Partnerships: Collaborative Relationships



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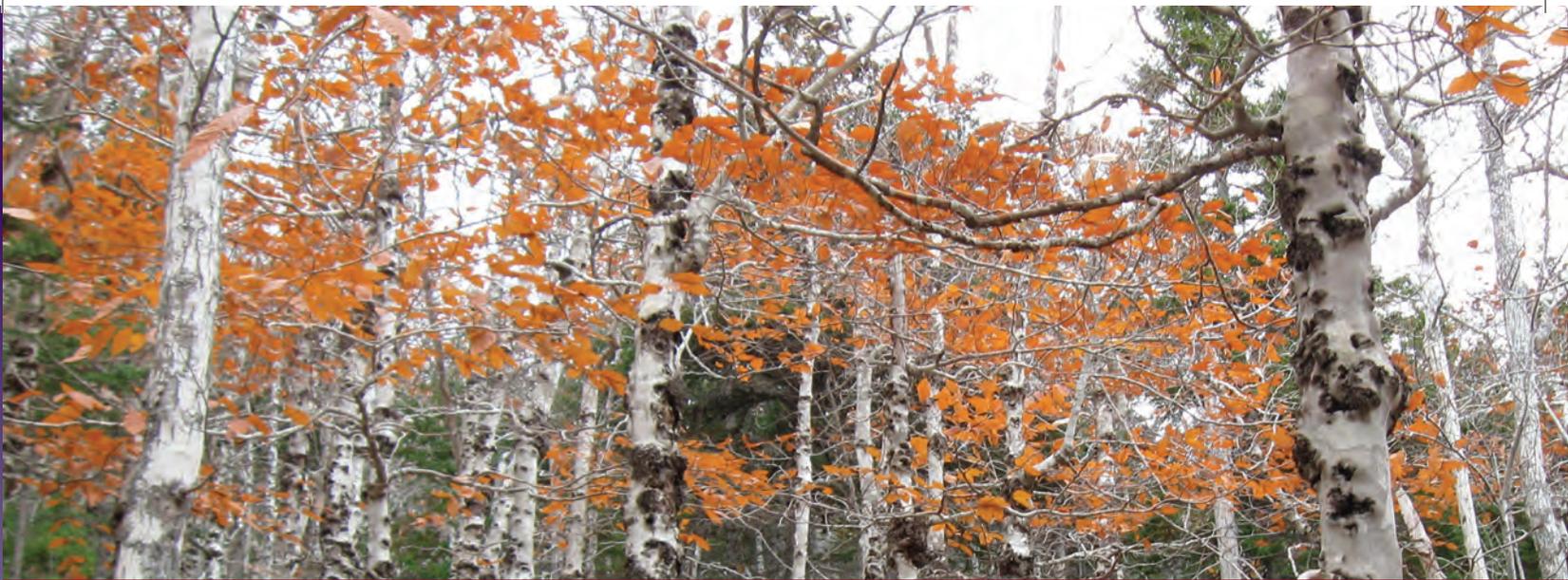
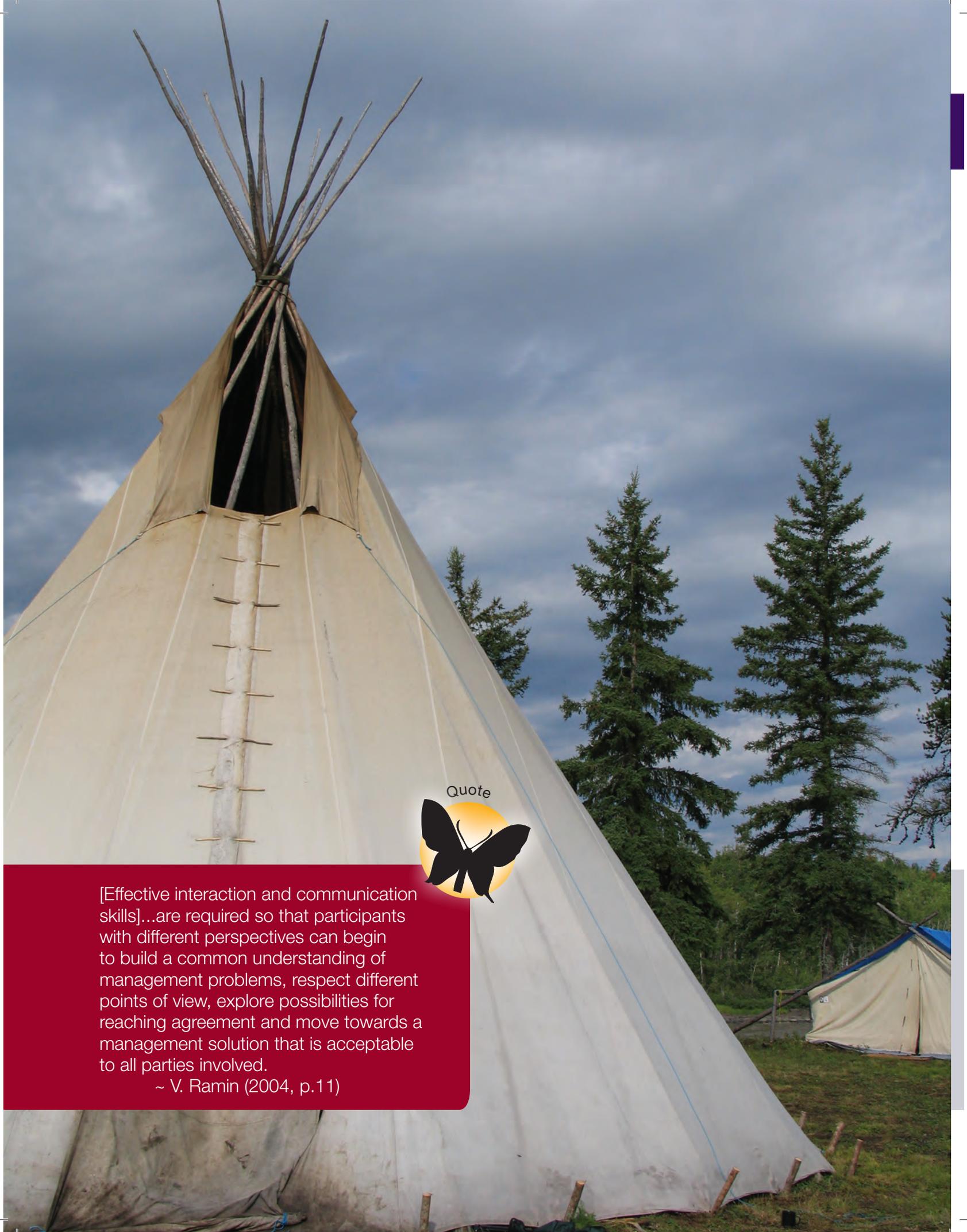


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Quote



[Effective interaction and communication skills]...are required so that participants with different perspectives can begin to build a common understanding of management problems, respect different points of view, explore possibilities for reaching agreement and move towards a management solution that is acceptable to all parties involved.

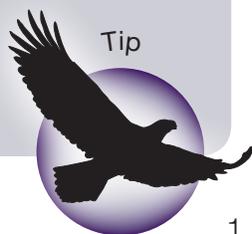
~ V. Ramin (2004, p.11)

INTRODUCTION

Now that you have fully discussed and described your First Nation's approach and vision for watershed planning, it is important to build relationships with the other groups that will be involved in the planning process. No one group or government can care for the water or the watershed alone. Water represents an opportunity to think about our collective future and create the collaborative working relationships to care for the water together. Whether you are developing a watershed plan to address concerns at your local level or getting involved with a broader regional planning process, it is important to develop relationships with the groups that have an interest in and impact on the watershed, and who can assist in implementing the plan.

Although you may feel like getting started on the planning phase, this relationship-building step is important to work through first as it lays the groundwork for the collaborative partnerships needed to develop the watershed plan. You will also likely come back to this step again and again as you move forward into the detailed planning to maintain and strengthen relationships and build key relationships into lasting partnerships.

Remember that in planning activities, the process is often as important as the final product. Too often people want to jump into goal setting without spending the time to build the relationships that will be essential to ensure lasting implementation of the watershed plan.



Importance of good relationships in a regional planning process

If you are participating in a regional planning process, it is important to dedicate time to developing collaborative working relationships with all the people participating in that planning process. A collaborative working relationship means that you have developed trust and respect for each other as well as reached consensus on how you will work together during the planning stage and into the future. Creating and maintaining these relationships takes effort and time but investing in this stage is critical. While this relationship building is best done before developing the plan, it benefits the planning process to work on this regardless of the stage of planning your First Nation is at.

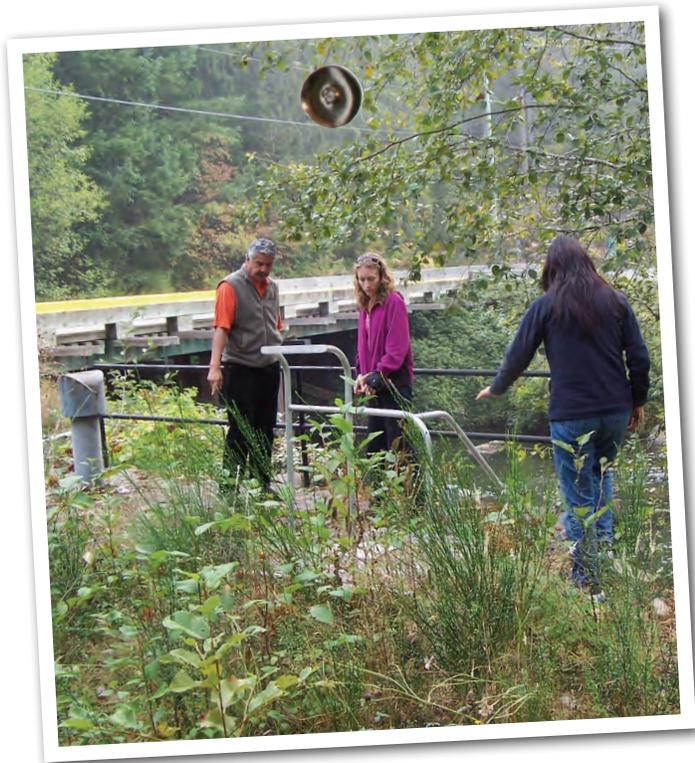
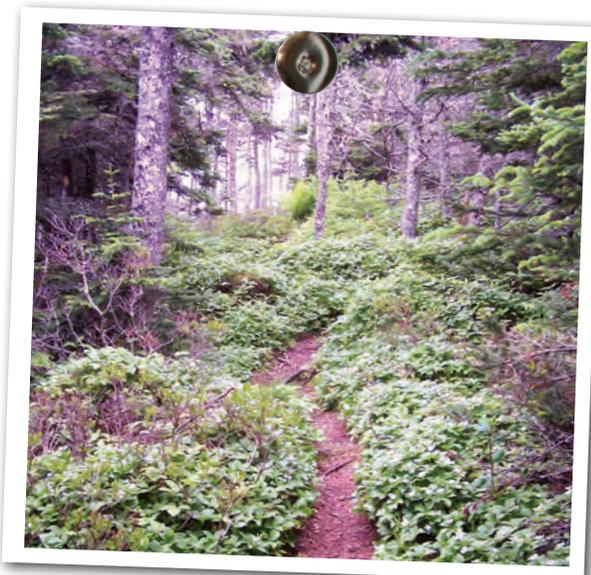
Taking time to develop relationships within a regional planning group can help identify areas of commonality and reduce conflicts during the planning process. Different levels of government and sectors have different responsibilities – and therefore specific interests – around water management. Other stakeholders and rights-holders will have their own uses and interests around water. Taking the time to develop relationships and understand the perspectives of the other groups can help avoid each group struggling to maintain 'their share' of a finite resource and make your planning group better able to make decisions for the benefit of all.

Discussing and developing consensus on the planning and decision making process, whatever it looks like, is important given that different groups likely come to the table with different ideas on how to make decisions. Positive working relationships and an

agreed-upon decision making process are key to an effective planning process. Since the group members will be the ones to implement the plan through their respective responsibilities around water, they will need to have a sense of ownership of the watershed plan. This can only come through good relationships with the planning group members.

Developing partnerships for any kind of watershed planning process

There is value in developing key relationships into strong partnerships, where your Nation works closely with other groups that closely share common values and interests. Partnerships can exist on many levels and are often formed for strategic reasons, so these decisions will likely involve both your water planning team and the Nation's leadership. Think about the other groups involved in the watershed planning process and if opportunities exist to build partnerships that will benefit both the watershed planning and your Nation.



These groups could participate in your local watershed planning group / community planning / economic development planning or they can support your process in other ways, for example by providing information or other resources. There is strength in numbers. Working with other groups, organisations or individuals can help you to:

- Access resources, including financial and other kinds of resources
- Develop more creative approaches and solutions to problem-solving
- Spread the word about your work to a wider audience, and so to more people who can support you
- Remember that there are many other people who share your concerns and who are also working on the same issues.

Building and maintaining relationships with the community

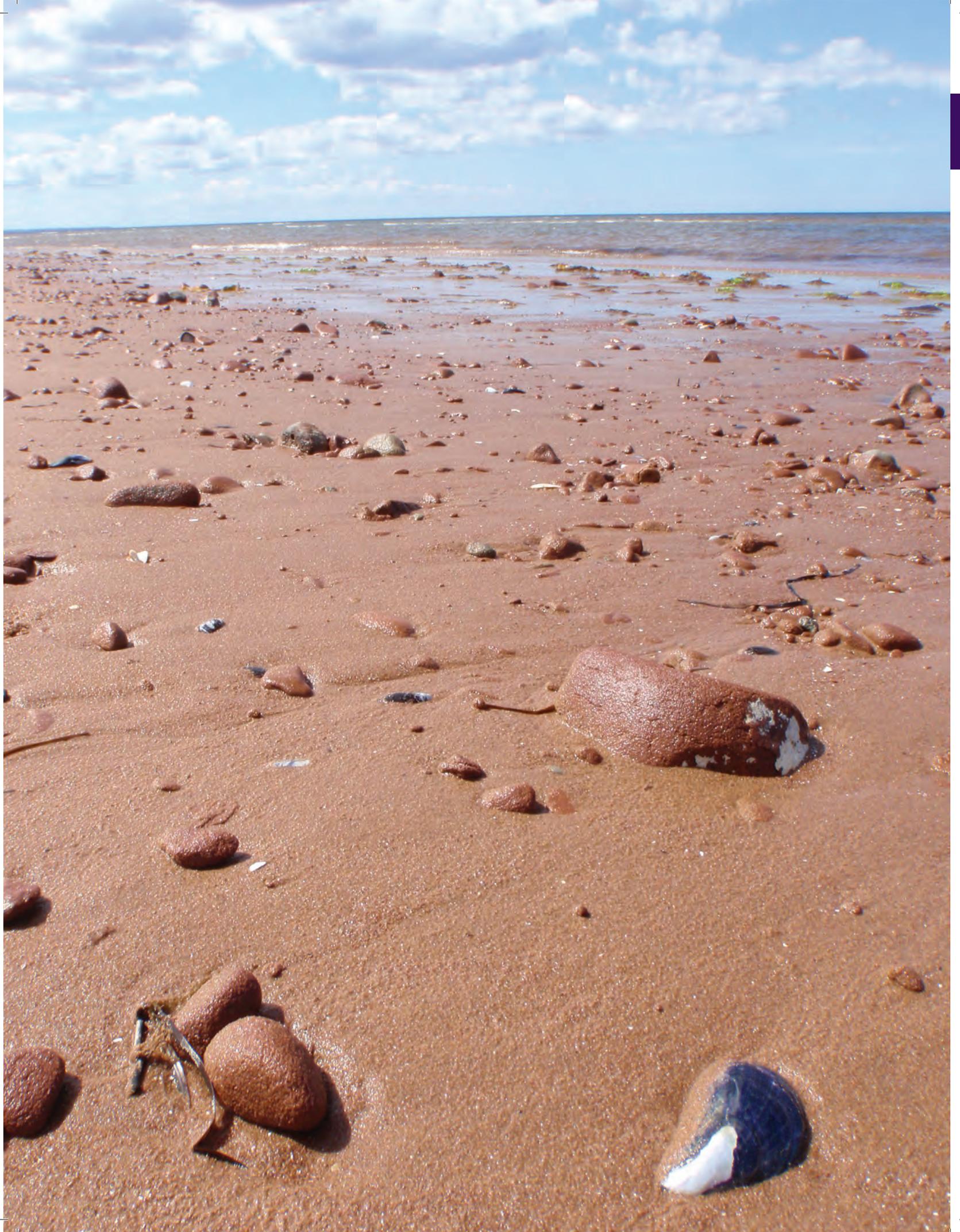
Once you have gathered people together, the watershed planning group also needs to decide how to build relations and partnerships with the broader public and interested groups that are not yet involved in the watershed planning process. At the nation level, you need to keep communicating with the membership and local groups or committees to maintain the relationships you started as part of your earlier process. These partnerships will help your planning process and implementation

by generating interest and enthusiasm. They will also ensure that people will feel committed to putting the goals and actions in the plan into action, because they are based on local needs.

This guidebook will help you:

- Determine who should be involved in the planning process
- Develop a planning team
- Bring people together and establish trust
- Develop your process for working together.





IDENTIFYING PARTNERS, STAKEHOLDERS, RIGHTS-HOLDERS

To begin building partnerships for your watershed planning, start by asking yourself, who are the First Nation's existing partners in the watershed? Does your community already work with other groups, organisations, individuals, or First Nations on water issues? What about on other issues, especially those that might closely relate to water, like human health, lands management, contaminants, environmental issues, or climate change?

Who are stakeholders and rights-holders?

As you think about who you might work with to develop a watershed plan, you can work with your First Nation's existing partners, and you can also build new relationships with other stakeholders and rights-holders in the region. From the perspective of watershed planning, 'stakeholders' are people or organisations who might affect or be affected

by changes in the watershed. This can include local municipalities and other levels of government, other local residents, industry, non-governmental organisations, and so on – everyone who would have an interest in a watershed planning process.

Many stakeholders may also have existing legal rights (e.g. water licenses granted by the provincial government) to use water or conduct other activities within the watershed. These rights will need to be acknowledged and will play an important role in the watershed plan. However, for purposes of this discussion, 'rights-holders' here are only those First Nations or Indigenous communities having an interest in the watershed and who possess inherent, Aboriginal, and/or treaty rights (see the first guidebook, *Describing Your Approach*, for more about First Nations' rights).





Identifying Potential Partners

Think about this step as a communications exercise. Start by brainstorming the organisations, communities or individuals that you or others in the First Nation know and/or work with, and identify your First Nation's relationship to them. This might include:

- Organisations that provide funding to the First Nation
- Organisations that you have worked with on projects
- People that you met at conferences or meetings, or that you know from a social or non-work-related settings who work on water-related issues

As you brainstorm, consider if these organisations or individuals would be interested in working with your First Nation on a watershed plan, either directly as a partner, or indirectly by providing support and/or expertise. These may be organisations or individuals that you have a good working relationship with, that

you've never worked with, or even where the relationship may not be ideal. It may be important to include even less-than-ideal relationships because although ongoing tension with an organisation, or neighbouring municipality or First Nation is not uncommon, if the other party to the relationship is within the watershed, they will likely participate in the planning process. The watershed plan's chances of long term success are increased by having all the relevant parties participating in the watershed planning process even if they disagree, or have negotiations underway, on other matters not relevant or related to the watershed planning process. However, acknowledging the tension early on in the planning process and finding ways to address it are key to working smoothly together to develop the watershed plan. (This is discussed further on page 34.)

Doing a stakeholder and rights-holder analysis

As you compile a list of the stakeholders and rights-holders in the region, you can create a 'stakeholder analysis' to add some detail about your First Nation's relationship with each group or person. You can also make notes about the type and quality of the First Nation's working relationships with each stakeholder and shared areas of interest.

A mind map showing relationships between your First Nation and other stakeholders and rights-holders is a simple visual way to do this. Similarly, a table with detailed information about each stakeholder and rights-holder is another, more in-depth, method of stakeholder analysis.

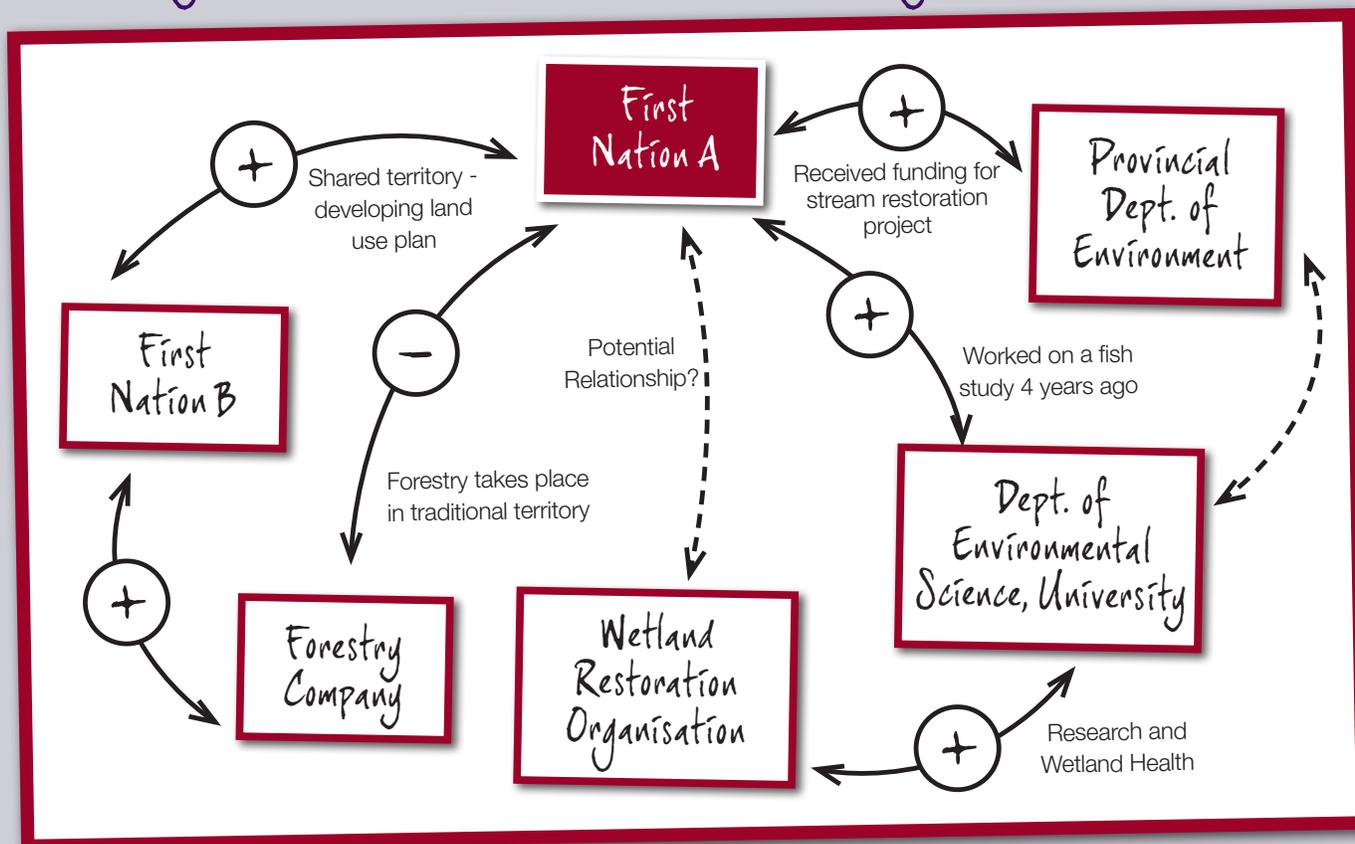


Who are your Potential Partners?

As you compile your list, include organisations based in the watershed, and those who affect the watershed or are affected by changes in the watershed. For example, there may be a sport fishers' association, members of whom live far away, but who are concerned about changes in fish populations. There may also be a forestry company based elsewhere, but logging in the watershed. Also include those governments whose laws apply in the watershed, which may mean all levels of government (First Nation, federal, provincial / territorial, municipal). Potential partners in the area might include:

- **Federal government**
Departments responsible for fisheries, oceans and waterways, environment, wildlife, health, Aboriginal Affairs and Northern Development Canada
- **Provincial/territorial government**
Departments responsible for water, natural resources, fish, wildlife, land use planning
- **Municipal government(s)**
Departments responsible for planning, environment, water, waste
- **First Nation, Inuit or Metis governments**
Departments responsible for environment, land use, water, resource management, housing, education and health
- **Non-government organisations**
Environmental, First Nation
- **Private companies or industry**
- **Associations**
Residents or cottagers
Fishing/hunting
Agricultural/ranching

Creating a Brainstorm of Stakeholders and Rights-holders



First Nation A has relationships with many different groups in the watershed, only a few of which are shown here. Some of these relationships are positive (e.g. with First Nation B, the Department of the Environment, and the University), and one is not so good (with the forestry company).

The strong relationship with First Nation B may help to strengthen First Nation A's relationship with the forestry company;

likewise, First Nation A may be able to work with the Department of the Environment and the University to improve their relationship, to the benefit of the watershed in the longer term.

As well, because of the good relationship that First Nation A has with the University, there could be an opportunity to work with the Wetland Restoration Organisation.



Tip

As you brainstorm, add detail that allows you to see the relationships or connections between the First Nation and the organisations. You can also use the arrows to show what your First Nation's relationship with each organisation is like. A little icon (e.g. a plus or minus) or a colour code can help to identify at a glance if it's a good relationship, and how information or resources flow between the First Nation and the potential partners.

Activity



Creating a Table of Stakeholders and Rights-holders

Another way to track potential partners is to create a table showing details about each stakeholder and rights-holder. Include basic contact information for the organisation, and information about the relationship between the organisation and your First Nation. You can also add in information about goals you may share, particularly relating to water. Add in more columns if there is additional information you would like to include. This type of analysis will give you an 'at a glance' view of your First Nation's relationship with each stakeholder or rights-holder.

Organisation ¹	Contact Person	Contact information	Nature of Right or Interest	History with our First Nation	Key contact and/or department within our First Nation?	Status of relationship: poor, neutral, good, varies	Shared Goals
XYZ Farms	Bob Jones, CEO	000-123-4567	Property owner beside reserve, water license, grazing license	Worked on riparian zone restoration project in 2009	Jane McKay, Director Environmental Stewardship	Excellent	Water quality along shared river

Add columns for more information



As you think about the history of the relationship, create your own categories and add details as needed. This table is for your internal use to help you identify who to contact as you begin the process of watershed planning. You may start by building on existing good relationships and strengthen partnerships. At the same time, think about what your strategies will be to deal with other groups where relationship-building may take more effort, or where no relationship currently exists but is needed to ensure effective watershed planning occurs.



GATHERING YOUR PARTNERS

Once you have finished your stakeholder and rights-holder analysis, identify which organisations or groups would be best to start working with right now. This could depend on your First Nation's immediate priorities and who might best be able to help with those. Also think long-term about your First Nation's potential partnerships – watershed planning can be a long process, and once the plan is in place, carrying out the plan will require strong partnerships and lasting working relationships.

Strengthening existing relationships

Sometimes it's easiest to start by strengthening the relationships that already exist. Who are your allies, the people or organisations that your First Nation works with and with whom you have positive relationships? These relationships are good ones to start with, because they will form the basis of the network you are building.

Connecting with those who have similar goals

Another important group of people or organisations to connect with are those who would have similar goals relating to the watershed as your First Nation. Who else is working on water issues in your region? Even if your goals aren't exactly the same, are there areas on which you can agree? Partnerships don't have to be 'all or nothing' – you can work together on some priorities, and not on others. Try to align your goals with other First Nations in the region; as rights-holders it would be best to bring common approaches to the planning table.





First Nations as Rights-Holders

How do rights-holders differ from stakeholders in the watershed planning process? Everyone – whether stakeholders or rights-holders – has concerns, hopes, and needs relating to the watershed. However, when First Nations have concerns, hopes and needs that relate to their treaty, Aboriginal, and inherent rights, Canadian governments have an obligation to address these issues. This means that a watershed planning process must take these rights into account as the plan is developed (for example, if a First Nation has rights to fish in an area, a watershed plan cannot unilaterally ban fishing).

If there are other First Nations in the region, it is best if you all have a similar understanding of the roles and needs of the rights-holders in the watershed planning process. This will come from understanding each other's concerns and priorities about the watershed. Given that your First Nation and others will all have inherent, Aboriginal and/or treaty rights connected to the watershed, this could lead to either allied or conflicting positions on various issues discussed in the planning process. If there are areas where you can stand together, and present your ideas collaboratively, your positions will be strengthened.

There may be history between your First Nation and others in the region that could affect your ability to work together collaboratively on the watershed plan. Take time to talk with the other First Nations and resolve any previous issues or misunderstandings prior to discussions with the regional planning group. Although First Nations may have different approaches to addressing watershed issues, talking together early on can help establish areas where you can work together.

One way to bring forward your perspectives as First Nations is to create a 'rights-holders coalition' with other First Nations in the region. This will enable you to discuss your particular concerns as a group, before joining the broader planning group. A tribal council may offer a forum to address shared concerns, or you may want to create a water-focused group that would address water and watershed planning issues specifically. Depending on the process, not all First Nations may have a seat on the committee that develops the plan; a First Nation Coalition can create a space to discuss and provide direction to the representative(s) to the committee (see page 28 for more on a First Nation Coalition).

An Aboriginal Steering Committee in the Northwest Territories

As the Northwest Territories Water Stewardship Strategy was being developed, delegates from the region's Aboriginal governments met as an Aboriginal Steering Committee. Through the committee, the members "played a key role in guiding the development process and shaping the final Strategy" (Government of the Northwest Territories 2010, p.43). About half the population of the Northwest Territories is Aboriginal, and this committee ensured that the Strategy incorporated their knowledge and expectations.



Connecting with those whom you have non-existent or negative relationship

If there are stakeholders and rights-holders in the region that you have not worked with previously, or where relationships are less than ideal, having an initial conversation at this early stage might be a good idea. Each relationship is different, and conflicts can be based on any number of concerns. Sometimes a conflict about one concern can negatively affect the entire relationship. This is one of the biggest challenges facing watershed planning.

If there are relationships with stakeholders or rights-holders that you anticipate will be challenging, meet with them first, before engaging with the whole group. One option is to identify the areas of conflict and set some boundaries around them. If the conflicts are not water-related, you may choose to declare them off-limits, and to agree that they are not for discussion or negotiation through the watershed planning process.

Finding some common areas of concern, or shared values or priorities is key to (re)building relationships with these organisations. Too often we focus on areas of disagreement, which reduces our capacity to move forward with productive discussions. Beginning with areas of agreement can provide a starting place for the next step in discussions. Working together and building relationships can make us more aware of others' perspectives, and more willing to engage in discussions to find solutions that work for everyone – it can also help develop innovative solutions to problems that seem unsolvable. (See page 45 for more discussion of how to create a positive atmosphere and address conflict.)

How to build relationships with potential partners

There are many ways to build relationships with the stakeholders and rights-holders you have identified as potential partners in the watershed planning work. A simple conversation over coffee with people allows you to meet informally (and perhaps even in a neutral space), or you could set up an introductory meeting at someone's office to have some preliminary conversation about where you might find some shared goals or concerns. Even a phone call to let people know that you wish to start this process can open a conversation and get people thinking about working together.

In areas as large and diverse as a watershed there are bound to be differences of opinion about how to address concerns, and even what might be a concern. Some people might envision a quiet lake with only non/small-motorised boats while others have dreams of high horsepower and jet-skis! And this is likely just the beginning... Building relationships early on, before jumping into the planning process will make working together on these types of differences easier to navigate later.

Tip



Bringing People Together

Once you have an understanding of your basic network of partners, bring everyone together, to figure out your common interests and the strengths each organisation brings to the table. Consider hosting a meeting on water or watershed planning and invite the organisations and people who you have identified as likely partners and allies in the process. If communities and groups with similar water visions, values or goals for the watershed can form some alliances, the strength of this message to a broader group will be increased. At a minimum these communities and groups can begin to identify where the connections exist and build on these relationships.

Tip



When you bring together people who you want to work with on watershed planning, people will likely discuss their issues or concerns around the watershed. Keep track of these issues and concerns so they can be used in later stages of the planning process. These issues and concerns will be important to inform the information you need to collect to *Know your Watershed*, (described in *Guidebook Three*). They will also be used to inform the goals that you develop with your First Nation's internal watershed planning group (detailed in *Guidebook One: Describing Your Approach*).



The Coast Salish Sea Gathering

Bringing everyone together to talk about water-related concerns and solutions is a way to build relationships for the long-term protection of waters. The Coast Salish Sea Gathering is an annual event attended by tribal leaders and First Nation Chiefs from both sides of the border in the Coast Salish Region (e.g, Puget Sound, Georgia Basin, and the Straits of Juan de Fuca) as well as Federal, Provincial, and State organisations including the U.S. Environmental Protection Agency and Environment Canada.

The goal of the Gathering is “to protect the environment and natural resources of the Salish Sea for the sustainability of the Coast Salish Peoples” (Coast Salish Gathering, 2010). It is not a formal government-to-government process, but an opportunity to share the traditions and knowledge as well as the priorities and concerns of the Coast Salish peoples with government officials. Having representatives from all governments present allows for relationship-building and networking. Through presentations, dialogues, and workshops, the Gathering offers an opportunity for participants to discuss policy options and to develop strategies and action plans to address issues of concern.

For more information, see www.coastsalishgathering.com.

Story



Dealing with tension between groups when bringing people together

There may be stakeholders in the watershed with different priorities from your First Nation, or with whom you don't currently have an ideal relationship. You may also find, as you begin talking with different groups in the watershed, that there are tensions among different groups in the region, or you may already be aware of potential conflicts. These potential conflicts might be watershed-related, or they may have nothing to do with the watershed, but will inevitably affect the watershed planning process.

Involving all these groups and organisations in the watershed planning process from the beginning will help to improve the relationships, and you may find that you have more in common than you had previously thought. However, developing strategies (e.g. developing guidelines on how to work together, or bringing in an external facilitator or mediator if needed) to deal with tension and potential conflict, and to create good relationships along with a positive atmosphere will benefit the whole group. This is discussed in detail on page 46.



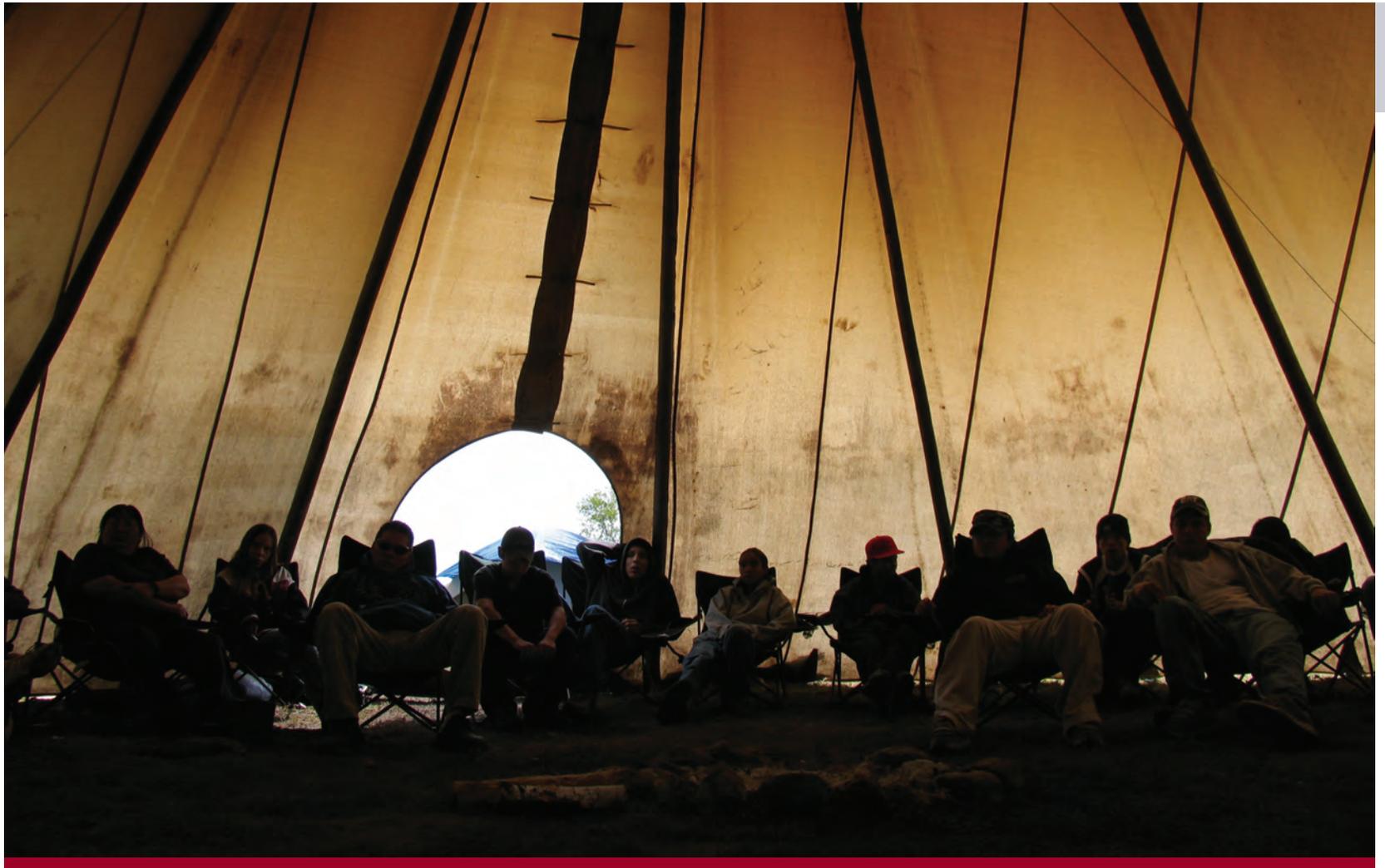
What to do When People Just Won't Come to the Table

Sometimes a stakeholder or rights-holder won't participate in the watershed process. They may clearly say that they will not participate, or they may just not show up. If this stakeholder or rights-holder is very affected by changes in the watershed (e.g. a municipality or First Nation relying on river water for drinking), or has a big impact on the watershed (e.g. a resource extraction company), this is cause for concern.

If possible, find out why they are not participating. Does it have to do with the process, with representation, with concerns about the direction of the planning? Is it possible to make adjustments to allow them to participate? In some cases, it may be a simple misunderstanding, which just needs clearing up, or lack of capacity on their part. Offer support if it is available and/or sharing of regular updates on the planning process. In some cases, simply rearranging meeting places or times can be helpful. For example, on Cape Breton Island CEPI rotates meeting places so that travel costs and hosting responsibilities are shared between communities

Others may decide that they are not comfortable participating given other critical negotiations or concerns they are currently addressing. For example, a First Nation may be negotiating a land claim or self-government agreement and may feel that it is important to finalise that process before participating in the watershed planning process. These types of concerns can often be addressed through the First Nation engaging as a participant observer. This method of participation allows the First Nation to engage in the watershed planning process and share its concerns, ideas, and issues, but reserve the opportunity to determine its participation in the watershed plan until after its other negotiations are complete.

Some groups simply may not show up. This can be a challenge, especially if they have the potential to affect the watershed's health. Document your attempts to connect with them, and if, in the end, every effort has been made to invite them and they still do not respond, continue to keep them informed, and go ahead with the process. As the watershed plan develops, it may make sense to include continuing attempts to build relationships and discuss watershed priorities with these stakeholders and rights-holders as actions in the plan.



Choosing Your First Nation's Representative

As you begin to gather partners from around the watershed, consider who will represent your First Nation. Having one or two representatives (versus multiple people) is necessary because it is easier to get things done with a manageable-sized group of people and your First Nation is one of many who will be represented on the planning team. It is usually best if the representative for your First Nation in the watershed planning process is someone who has been involved in the internal planning group in your First Nation (see *Guidebook One: Describing Your Approach* for more information on setting up an internal planning group in your First Nation).

The watershed planning process may require different representatives for different purposes. As with the other organisations and governments, your representatives should have both technical expertise and the authority to speak on behalf of your First Nation in the planning process. Since the team will be discussing and making decisions about technical environmental information about the watershed, your First Nation's representative should have an understanding of the watershed and watershed issues. They may have expertise in community, land use, or watershed planning as well or instead.

The representative should be authorised by your First Nation's leadership and membership to speak on behalf of your

First Nation through the watershed planning process. They may be authorised to make decisions on behalf of your First Nation, or your First Nation may have an established process by which the representative brings major questions back to the leadership and membership for discussion and decision. In addition, this person should be a well-respected member of your First Nation, who has some familiarity with environmental issues and/or the watershed planning process and has enough time to participate for the duration of the planning process.

Although political leaders often participate in these kinds of processes, it may be better to select a representative who is not in an elected position to avoid the challenges associated with changes in leadership. This being said, in some cases, a representative with political authority may be needed. For example, if issues connected to land claims, treaty and Aboriginal rights, or other claims issues arise, it will be important to have someone with relevant legal or political expertise present to speak to the matter.



Implementing First Nation Rights

Leading or participating in the development of a watershed plan can be an expression of a First Nation's Aboriginal, treaty or inherent rights. It all depends on the process. If the process requires that First Nations bear the brunt of the impacts on the watershed, and the groups involved are not flexible or willing to compromise, then it is much more likely that First Nation rights will be negatively affected by the watershed plan. In this situation, First Nations involved would likely see the process and the watershed plan as infringing on their unique rights. As a result, First Nations may choose not to participate and/or oppose the plan.

If everyone involved agrees that they have a common interest in a healthy watershed and sees value in coming to a common understanding of actions in order to achieve it, then First Nations will be more able to achieve their own goals while also protecting their rights. This common understanding will involve flexibility and compromise by all parties in order to modify individual goals, approaches, and demands on the watershed to create a plan everyone can support. Through this decision-making (i.e. reaching agreement through a watershed planning process), First Nations are implementing their governance rights.



What to do if a Planning Process is Already Underway?

If a watershed planning process is already underway, it can be hard to get involved in the process. Depending on how far along it is, there may be a lot of catching up to do, and the overall direction and timetable may have already been set. Ask the Chair or whoever is leading the group process for a one-on-one meeting for an overview of what has been discussed and completed to date, as well as copies of any written materials (e.g. meeting minutes, action items, newsletter) that have been produced.

It can also be difficult to get to know everyone involved at once. You might find it useful to meet with people individually for coffee, or to suggest a communal coffee time for the whole group. A potluck lunch or snack, even an hour added on to a meeting, can be a welcome chance for people to gather and socialise, and can give you a chance to get to know people better. If you know some people who are involved in the process, have a chat with them to hear about how the work has been going so far.

You may find it difficult to influence a process that is already underway. Generally, the earlier you can get involved, the better, because later in the process existing momentum is likely pushing the process forward and there may be less flexibility or willingness to incorporate new ideas. If you find yourself in a process that is underway and not very adaptable, consider what flexibility your First Nation has – what you can compromise on, and what is not negotiable. Work with your allies to bring key values, principles and goals into an existing process. Not everything is worth stopping a process for, but there may be some key principles that can't be compromised. Some questions to consider might include:

- Will the process allow for some decisions/approaches that have already been made by the committee to be revisited so that First Nation concerns and ideas can be included? Your First Nation's perspective on the planning undertaken so far is important. If your First Nation's key values or preferred directions are not part of the process, the outcomes are not likely to match your concerns either.
- Will the process guarantee respect for your First Nation's rights? You may need to explain what your rights are, and what the implications are for the planning process, but participating in a process that infringes on your First Nation's rights will not benefit your First Nation.
- Does the group respect Indigenous Knowledge (IK), and will IK be included in the research for the plan? If your First Nation expects IK to be included in the processes in which it participates, it is essential that other partners understand what IK is and are prepared to include it as part of the information-gathering and decision making for the plan.
- Does the timeline allow for you to adhere to the decision making processes in your First Nation? If timelines for development of the watershed plan have already been established, look at them carefully to see if time is set aside for community engagement, and if so, if there is enough and at the appropriate times. If there isn't enough time, the timetable needs to be modified to ensure that it will also meet your First Nation's needs.
- Does the process provide resources for First Nations to participate? Participating in a planning process will require some financial resources. If your First Nation does not have these resources, funding may be available through the watershed planning team (e.g. government representatives may have information or resources available).

Story



Addressing Areas of Conflict – Hupacasath First Nation's Approach

When Hupacasath First Nation (HFN) began working with the Somass Basin Watershed Management Planning Committee (SBWMPC), there were some areas of both agreement and disagreement. After much discussion of the areas of disagreement, the two decided to 'agree to disagree', and to move forward on the areas on which they do agree. HFN continues to work with the SBWMPC on their shared concerns, and also works with other groups in the region to advance its other goals.

FORMING YOUR PLANNING TEAM



One additional thing to remember is that the structure that you create to develop the plan may not be the final structure that remains in place after the watershed plan has been developed. It may not or may not be effective as the long term, ongoing structure with responsibility for the watershed plan. You may also have a team to implement and monitor the plan (which is discussed in the fifth guidebook, *Bringing the Plan to Life*). The point is that committees and processes that work for one stage of the process may not make sense for the long-term, or they may. The participants will have to decide.

Once you have started to develop relationships with all those with an interest in the watershed, you will need to decide how everyone will work together to develop the watershed plan. It is too much work for a single person, or even a small group, but at the same time a large group of people is not the most efficient or effective way to develop a plan.

To involve all the interested people in the planning process and still have a workable process, create different layers of involvement and planning roles and responsibilities. For example, you could create a structure like the one described on the next page. What you choose to call each of these layers is up to you and may be based on previous planning exercises in your region, local sensitivities to certain terms, or a flair for the creative! Create a structure that is both formal and flexible so that each group knows what is expected of them, and so that groups can adapt along the way as needed.

The Pitu'paq Partnership Society addresses watershed health in the Bras d'Or region of Unama'ki/Cape Breton.

"...there was positive results over time and they did a lot of good work. As a collective, you had the provincial, federal, and First Nations, then you had your technicians working with each other. One of the projects was to identify every sewer outlet in the Bras d'Or Lakes and try to remedy them. And they're still doing it. I mean it's a big job.

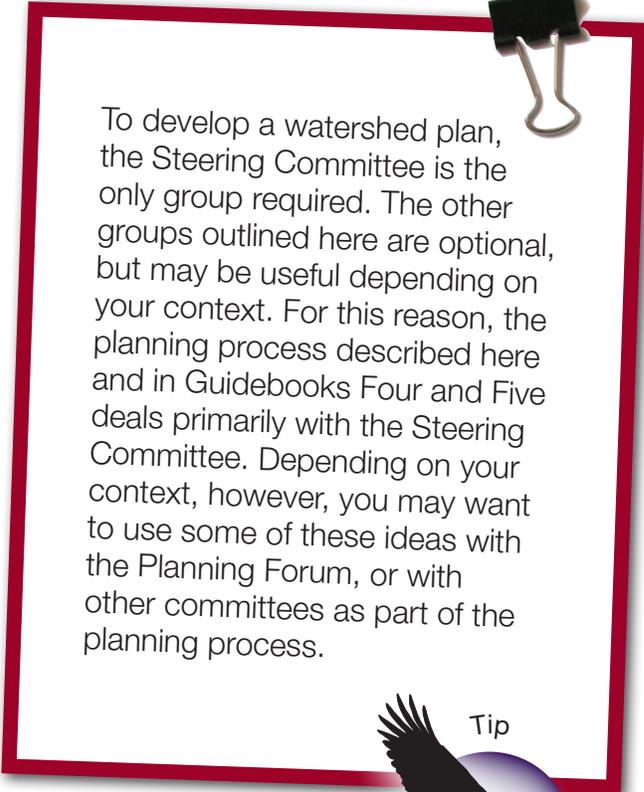
...We were all doing the same thing together differently and [it was] just tremendous waste of resources and time. So that was one of the good reasons and cooperation and learning about each other's points of view and you know developing relationships and it was a positive thing."

~ Lindsay Marshall
(2010, personal
communication)



A Possible Structure for Developing the Plan

The sample structure illustrated here shows a steering committee at the centre with a number of other committees surrounding it. Depending on the complexity of your watershed region, you can set up your structure in a number of different ways. It will always include a variation on the steering committee, but the other components – planning forum, sub-committees, senior committee, and First Nation coalition – can be included as needed. (See Appendix A for the following information summarised in table format.)



To develop a watershed plan, the Steering Committee is the only group required. The other groups outlined here are optional, but may be useful depending on your context. For this reason, the planning process described here and in Guidebooks Four and Five deals primarily with the Steering Committee. Depending on your context, however, you may want to use some of these ideas with the Planning Forum, or with other committees as part of the planning process.

Tip



Team Components

The **Steering Committee** is the core of the planning structure. This is the group of people who will be responsible for organising and developing the watershed plan. It makes the decisions about what will and will not be in the plan. The Steering Committee is usually fairly small, about six to twelve people, and includes government representatives (federal, provincial, municipal and First Nation) who have technical expertise and decision-making authority.

If everyone involved has a full-time job and is operating in a volunteer capacity, it can be very challenging to keep momentum going and get things accomplished. To address this, at least one person (ideally a planning/technical person and a program coordinator) on the Steering Committee should be able to devote all or most of their time to the watershed planning process. The Steering Committee will meet regularly (e.g. monthly) to keep momentum going and ensure that the work is progressing. This is the most important part of the planning structure, and is discussed in greater detail on page 24.

In many areas, there are more stakeholder and rights-holders than would be able to fit on the Steering Committee. In this case, the **Planning Forum** could provide an opportunity for all stakeholders and rights-holders to have a voice in the creation of the plan. The Planning Forum offers an opportunity for discussion and debate about watershed issues, and provides advice to the Steering Committee. The Planning Forum is made up of representatives from all the stakeholder and rights-holders, including

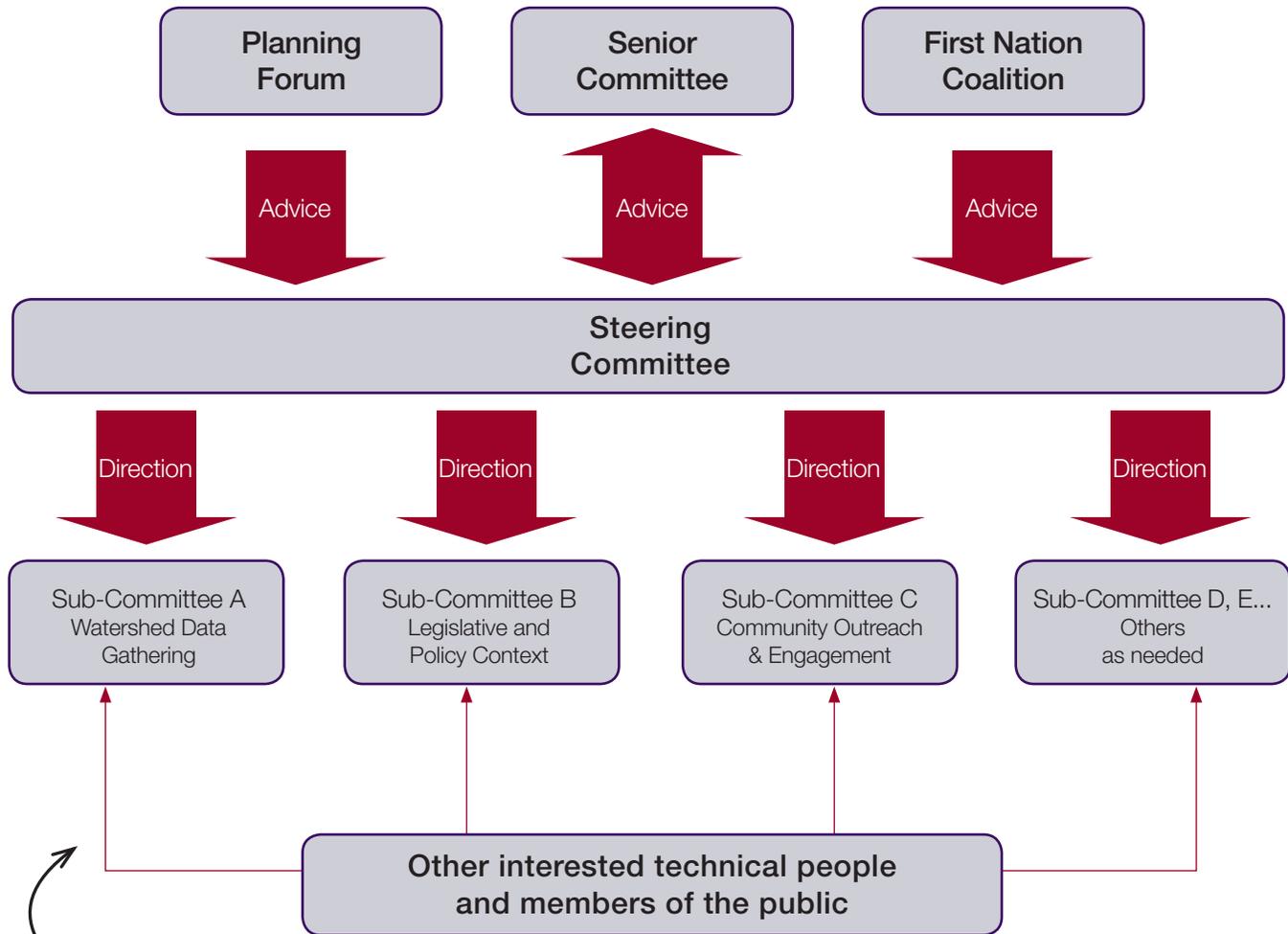
federal, provincial/territorial, municipal and First Nation governments, residents' associations, recreation or other associations (e.g. fishing or hunting associations, skiing associations, etc), industry, and Métis and other Aboriginal communities. It would meet less frequently than the Steering Committee (e.g. twice a year) to hear about progress that has been made, and offer input about next steps.

In some cases, where there are a few First Nations within a watershed, there are not enough seats for each First Nation to be represented on the Steering Committee, or, even if there are enough seats, the First Nations may wish to gather separately from the Steering Committee to discuss particular issues. In these cases, the **First Nation Coalition** offers an opportunity to provide direction to the First Nation representative on the Steering Committee (if there isn't space for all First Nations to have a seat), and for the First Nations in the area to come together to talk about their concerns in preparation for meetings of the Steering Committee. The coalition can meet regularly, or on an as-needed basis, depending on the concerns and priorities of the participating First Nations.



As the Steering Committee proceeds with the work of developing the plan, there may be areas requiring additional or in-depth research. The Steering Committee may create **Sub-committees** to address these areas. The Sub-committees carry out the research and provide recommendations to the Steering Committee. A Steering Committee member should be present on each Sub-committee to act as a liaison with the Steering Committee, but the Sub-committees can be made up of members of the Planning Forum or others who have the relevant expertise. These Sub-committees will meet as needed to complete their assigned research.

Finally, as the plan develops, it will be important to make sure that there is, where possible and desirable, alignment with the policies and programs of the governments in the region. Bringing the governments on-board early on will help this to happen, and will strengthen the plan's implementation. While there will be government representation on the Steering Committee, one way to do this is through the **Senior Committee**, made up of high-level government representatives (e.g. federal and provincial/territorial department ministers, First Nation chiefs/councillors, and municipal mayors/councillors). The Senior Committee meets to hear about the plan direction as it develops, and ensures that their respective governments' policies and programs are coordinated with the plan (and sometimes even changed to accommodate new ideas and approaches set out in the plan). The Senior Committee can also provide recommendations to support and assist the plan's development. This committee will not meet very often (e.g. annually) as its main role is coordination of programs and policies with the plan.



One way to set up a team to develop a watershed plan.



Tip

Don't forget about the internal planning group in your First Nation! Although the members of your planning group won't be directly involved with the Steering Committee, they will continue to play an important role in determining your First Nation's priorities and positions in the planning process. Their work could be shared with the First Nation Coalition. (See page 4 of *Guidebook One: Describing Your Approach*, for more on the internal watershed planning group).

A Steering Committee

The Steering Committee will be made up of technical people who can speak on behalf of their respective organisations, and who can make decisions about the plan. It has a small number of members to streamline discussions and decision making. Usually the Steering Committee is made up of key representatives in the watershed (relevant governments/government departments, First Nations, resource users, conservation groups and others) in the area.

When developing your steering committee, consider the number of people you want to involve with the timeline you are working on. You will want to have enough people to represent the major interests in the watershed, but you have to balance this with the need to have a functional group to make decisions. About six to twelve people is a good size for a steering committee.



Keep in mind that, to keep the size of the Steering Committee manageable, not all interests will necessarily be directly represented on the Steering Committee. As noted earlier, if there are more stakeholders and rights-holders in the watershed than will fit on the Steering Committee, various other mechanism can be created to gather input and feedback from everyone.

Story

What is the Right Size?



Finding the right size of working group can take some time. When the Collaborative Environmental Planning Initiative (CEPI) in Cape Breton first began meeting, they had a Steering Committee of 30 people. Due to the large size of the group and turnover within the CEPI members, it was challenging to see progress being made. CEPI changed its organisational structure to respond to this challenge. They now have a smaller core management group made up of one federal, one provincial, one municipal and one First Nations representative (representing the five Cape Breton First Nations), as well as an ex officio representative from the Unama'ki Institute of Natural Resources. This smaller group meets once a month to make decisions. The larger CEPI group still meets three to four times a year to hear updates and provide advice/feedback.

Story



Planning for Sustainability with a Bigger Group

Not every planning group is small. What's important is to determine what model works best in each context. The Fraser Basin Council is a not-for-profit organisation that is dedicated to promoting sustainability in the Fraser River Basin, British Columbia. The Fraser Basin covers about one quarter of British Columbia, and about 2.7 million people live there, which includes 70,000 First Nation people in 91 First Nations speaking eight First Nation language groups.

The Fraser Basin Council is governed by a Board of Directors. Although it means a much larger group, to include the range of stakeholders and rights-holders in the region, this Board is made up of 37 representatives, including:

- **Federal government:** three representatives
- **Provincial government:** three representatives
- **Regional district governments:** eight representatives, one from each regional district
- **First Nation governments:** eight representatives, one from each language group
- **Non-governmental representatives:** two representatives from the Basin's five regions; one representative for each of the economic, social, and environmental aspects of sustainability, a youth representative, and a chair.

The Board is intentionally diverse, and draws its membership from the regional, economic, social, and environmental diversity within the Basin. The Board sets strategic priorities for the Council's work, which are then carried out by staff in five offices throughout the Basin. (Fraser Basin Council, 2004)



First Nation Representation on the Steering Committee

In cases where others are leading the process, sometimes one representative from each First Nation will be included on the Steering Committee while other times only a select number of representatives for all First Nations in the area will be included. If your First Nation needs to find one representative to participate in the Steering Committee, this may be a straightforward process. However, if there are not enough seats on the Steering Committee to accommodate all of the First Nations in the area, how will this work for your First Nation? Maybe many or all of the First Nations in a watershed have similar enough concerns and priorities (at least as regards the watershed plan) and so with good communication, only having one or two representatives will not be a concern. It may in fact be an efficient use of resources.

However, as every First Nation is different, the First Nations in the watershed may have different ideas and needs in a watershed plan, and it may not be appropriate to have just one person representing all of them. The representatives themselves can feel uncomfortable with having to represent the views of an entire community or region. Further, their interests can be overwhelmed by the multiple other interests at the table. In this case (and still assuming you are not leading the process), one option is to advocate for more representation on the Steering Committee. First Nations have different rights from most of the stakeholders on the Steering Committee in that they each have unique inherent, Aboriginal and treaty rights.

Another option is to accept the limited representation on the Steering Committee, but to communicate to it that if there is to

be limited representation for multiple First Nations that the process must:

- Provide enough time allocated to the watershed planning process to allow you to work with other First Nations so that a representative may be selected
- Allow for your community engagement and discussion, since you will not only need to engage the members of your First Nation, but also bring together First Nations within the region to get their input and direction according to their process for so doing
- Acknowledge that First Nation involvement in the watershed planning process is not legal consultation, and, that each First Nation retains the right to assess whether the final watershed plan will affect their rights and entitlements.

It is important that all the First Nations represented on the Steering Committee have input as to who their representative should be. Consider whether it is a good idea to have that person be from one of the First Nations in the region. Some may feel that this that person will only represent the views of their own First Nation and alternatively, some may feel that only someone from the region would be able to best represent their First Nations. One way to avoid potential biases is if each of the First Nations in the region has a process for coming together and providing the input from their respective communities to the representative(s) (e.g. through a First Nation Coalition). This would allow the representative(s) to make more informed decisions that are 'representative' of the region, regardless of the First Nation they come from. Another option would be to have the representative be someone from the regional Tribal Council.



First Nation Representation in the Thames-Sydenham Area

In the Thames-Sydenham and Region Source Protection Region in Southwestern Ontario, there are eight First Nations, and three seats for First Nation representatives on the Source Protection Committee. Two of these positions are currently filled.

Chris Tasker, the Source Protection Project Manager for the region, says that the process of securing First Nation participation in the Committee "...was a challenge and proved to be a lengthy process. Our approach with the First Nations was to have the London District Chief's Council (LDCC) nominate members. To date 2 of the 3 members which are allowed by the Clean Water Act (CWA) [ON] have been nominated and LDCC is in the primary stages of confirming the third member. These members relate committee information through their Chief to the LDCC. Another important aspect would be the indirect relationships they have with their councils and the water system operators.

We have also been involving staff at the Southern First Nations Secretariat (SFNS) who have a working relationship with most of the water system operators at the First Nations and support the chiefs at the LDCC. We discovered that it was important to become engaged with First Nations at the community level as well. Our efforts to work with school children and community events within the First Nations have paid dividends. Our First Nations Liaison was instrumental in moving this forward with the LDCC and SFNS as well actively building a relationship with the First Nations".



A Planning Forum

When creating a steering committee, if there are too many stakeholders and rights-holders for the Steering Committee, you can also establish a planning forum to ensure that there is an opportunity for all other stakeholders and rights-holders to contribute to the watershed plan.

The Planning Forum will have representation from all interest groups (including governments, residents' associations, recreation, hunting or fishing associations, industry, First Nation, Métis and other Aboriginal communities). Its role is to provide advice to the Steering Committee on the direction and content of the watershed plan. Although the Planning Forum is not a decision making body and the ultimate decision making authority rests with the Steering Committee, in order to create a plan that will be supported by the stakeholders and rights-holders in the region, the Steering Committee will need to fully consider and, where possible, address the thoughts and concerns of the Planning Forum members.

If you have already started talking with stakeholders and rights-holders in the region, you probably have a good idea of whether you'll need a planning forum, and if so, who would be part of it. A planning forum is the best opportunity for everyone to provide input and advice on the direction for the watershed plan, especially if there are many stakeholders and rights-holders in the region and not everyone will have a seat on the Steering Committee. Each organisation or government will select a representative to sit on the Planning Forum and/or Steering Committee.

A First Nation Coalition

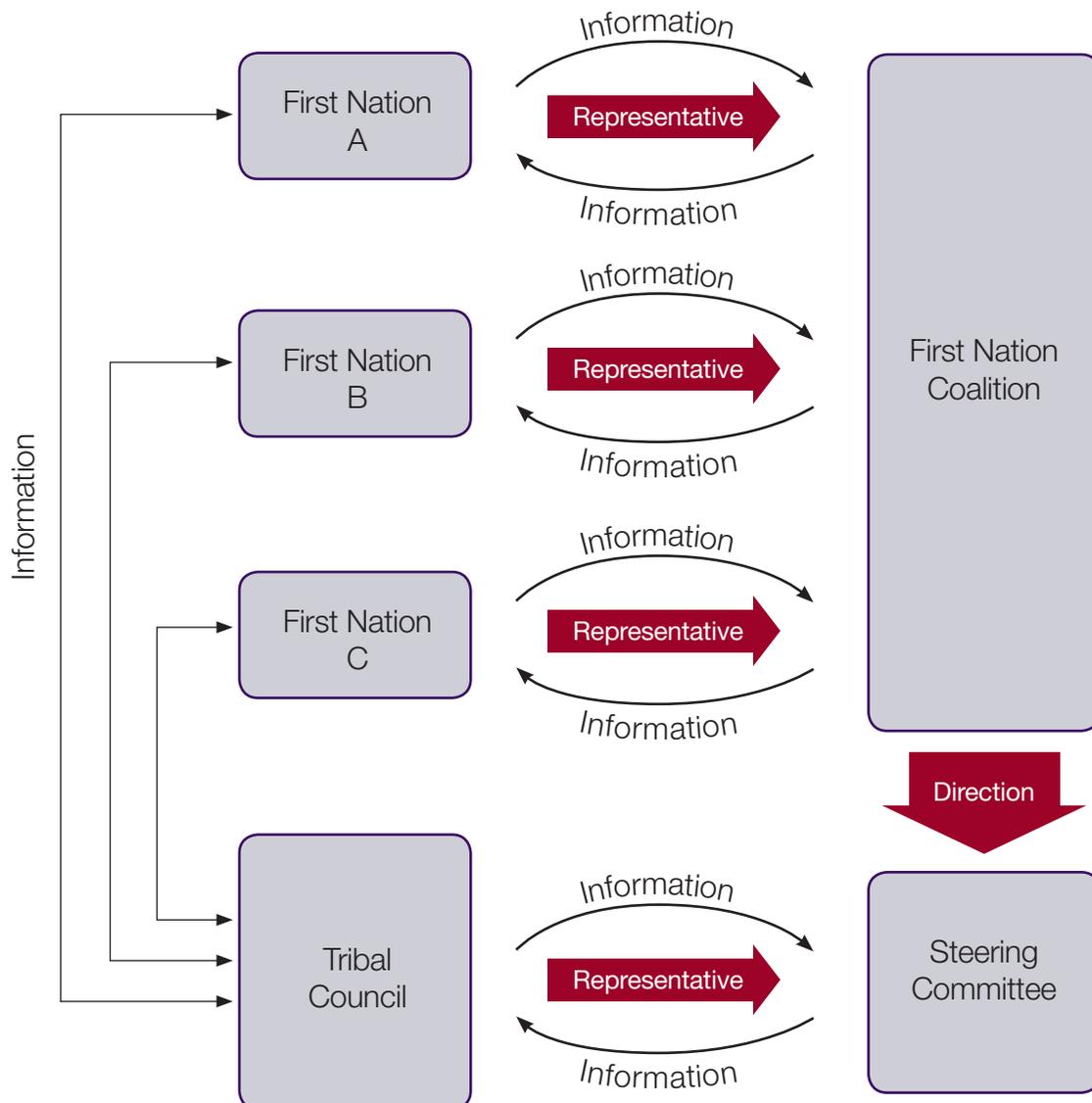
The best way to ensure that a representative is bringing the message of all the First Nations in the region to the watershed planning process is to invite the First Nations to come together (or delegates from each First Nation) and discuss their concerns, interests, ideas, and solutions. One way to do this is through a First Nation coalition, which can then provide this information, including any directions they have agreed upon, to the First Nation representative(s) on the Steering Committee.

Even if each First Nation has a representative on the Steering Committee, creating a First Nation coalition may still be beneficial. It offers an opportunity for the participating First Nations to discuss their respective positions and find areas of agreement. This will strengthen your positions, as you can present a more united, comprehensive description of your interests in the watershed. Particularly when there are potentially diverging views on issues among the First Nations, having a chance to discuss it ahead of time can give you all a chance to articulate your views and find solutions before entering a conversation with the Steering Committee.



A First Nation coalition can also provide the mechanism for the First Nation representative on the Steering Committee to report back to the participating First Nations on the discussions and decisions made at the Steering Committee. The members of the First Nation Coalition will then be able to

take that information back to their communities for feedback and discussion as the planning process continues. Essentially, the First Nation Coalition provides an efficient way to ensure that information is shared among the participating First Nations as well as between the local First Nations and the Steering Committee.



Sub-Committees

As the Steering Committee begins the research for the watershed plan, there may be particular areas where research is needed in which the Steering Committee does not have expertise. Gathering specialists and technical experts through Sub-committees is a good way to address these areas in the depth required to reach as full an understanding as possible.

To maintain communication with the Steering Committee, a member of the Steering Committee should sit on each Sub-committee. They may chair a Sub-committee, or may simply act as a liaison with the Steering Committee. The membership of the Sub-committees may be made up of members of the Planning Forum (if there is one), or they may be staff at the organisations and governments that make up the Steering Committee. Members of the public with expertise in particular areas who are interested in participating and contributing to the watershed process can also participate in the Sub-committees. The Sub-committees should be comprised of those needed to fully and properly address the issues.

Areas that the Sub-committees might address include:

- Gathering data about the watershed (including Indigenous Knowledge and western science)
- Understanding the legislative and policy context
- Strategies for community outreach and engagement

A Senior Committee

The goal of the Senior Committee is to ensure that the goals and objectives in the watershed plan are reflected in the policies and programs that affect the watershed. While the representatives on the Steering Committee should have authority to speak on behalf of the governments/government departments they represent the members of the Senior Committee (i.e. the senior decision makers) have the high-level viewpoint and authority to ensure that the directions of departmental and government work align with the directions of the watershed plan.

Story



Filling the Right Roles: Technical and Decision Making Representatives

Including both technical staff and decision makers in the watershed planning process means that the day-to-day work is carried out by the people skilled in these areas but it is supported at a higher level. The Collaborative Environmental Planning Initiative (CEPI) is made up of 'grassroots' members with a technical background, some of whom are government employees. In addition, CEPI has a senior council composed of federal, provincial, municipal, and Mi'kmaq senior government representatives. The senior council meets once a year to hear about CEPI initiatives and to provide input. This way, the technical representatives are carrying out the work, but those with more legislative responsibility still keep informed and support the work that is being done.

ESTABLISHING TRUST

Why trust is important for watershed planning

In order for a group of people to make good decisions together, people have to trust one another. This trust is fundamental to a good relationship and could mean the difference between a group of people fighting to maintain their position or holding onto their piece of a limited resource and a group of people working together for the benefit of

future generations. Trust is built when all people involved in the planning have mutual respect, which means acknowledging that everyone around the table has a voice and has perspectives that should be heard and included. Not only is it important for you to help others understand your perspectives but you should also work to understand other perspectives as well.

Quotes



All parties “need to understand, appreciate and respect each others’ perspectives for collaboration to succeed.”

~ Sarah Michaels,
Rachael Herpel, and
Becky Swainson (2010, p.1)



“Fundamentally, collaboration requires a high degree of trust among actors, and a true commitment on the part of governments to share power and control of processes... One important benefit of collaborative planning is the sense of process ownership that is possible, which can lead to better probability of implementation.”

~ Georgia Simms and
Rob de Loe (2009, p.7)

It's possible that not everyone will have common values relating to water. Some people may have values that are completely different from yours, which can be challenging when planning for a watershed. It's important to be respectful of their values, and to keep talking. Hopefully there is common ground somewhere – if not, focus on building relationships with those with whom you do share common values and goals, but try to maintain a relationship with those whose values differ from yours.

Tip



Sharing Values Through Stories

We tend to work better with people we understand and respect. These positive working relationships are built as we get to know one another and discover our common ideas, values and experiences. Sharing stories is a good way to get to know each other, build trust and strengthen relationships with those we already know. Telling and listening to stories can help to give some context to why people feel the way they do about water, and explain people's actions and priorities in addressing water planning actions and issues.

Bringing People Together to Build Trust

Holding social events can break the ice and get people talking when they don't know each other. Try having non-meeting type gatherings, such as a BBQ or picnic to start building a good relationship, especially in the beginning stages. Host family-friendly events that help people see each other as more than 'watershed planning group members' but also as mothers, fathers, sisters, and brothers. Encourage people to share their thoughts, hopes and dreams about the watershed from this perspective. Although future meetings will be more formal, this will help build relationships and trust, and may also begin to identify areas of common values.

Activity





There are many storytelling traditions, in both First Nations and non-First Nations communities. Storytelling is used for many purposes: for entertainment, to share information and knowledge about the world, to convey instruction about how to behave in relations with others, and to remember important events and traditions. Telling stories about the world around us is a way to make sense and find meaning in our world. One good way to get to know and build trust with people, whether old friends or new, is to share stories.

Stories say a lot about where the storyteller comes from, and how he or she thinks and feels about the world; they also offer a window to the storyteller's values. Values are the ideals or concepts that motivate us and help us decide how we will live our lives. Stories encapsulate our values, and offer teachings and ideas about how to embody our values. When stories are told and heard in a context of trust and openness, they can build bridges and relationships among people with different backgrounds and worldviews.

The watershed planning process outlined in these guidebooks has a formal stage where the participants define their values for the process and plan (see *Guidebook Four: Achieving Consensus on the Plan*). Here, however, you can begin to discuss values in a more informal way because it helps to build trust and relationships among the participants.



How stories connect to values

Personal stories can say a lot about people's relationships with water. They can tell you how someone uses water, how water is important to them, how they feel when they are near water, or how they see water fitting into the world around them. As the group shares stories, values relating to water will surface.

Tip



Stories about water may come up in conversation naturally, or you may want to organise a special time for water storytelling. Some ways to do this include:

- Setting aside an hour or two to go around a circle with each person telling a story about water
- Creating a space at the beginning of each meeting for one or two people to tell their stories
- Hold a storytelling workshop – bring in a storyteller to facilitate a session about telling stories about water.

Finding common or opposing values with your partners

It is likely that as a group, you will share a number of common values. You should write these down, as they can form the foundation of your vision for the watershed. Values can be difficult for some people to define, but as you share stories, these will become more apparent and other people can also help articulate the values in the stories.

You may also find that there are opposing or conflicting values within the group. Identifying and acknowledging these is important, because they will affect how people approach the planning process, and identify where the group needs to spend time to either resolve the conflicts or come to a common understanding of a viable compromise. Listening attentively to others' perspectives will build understanding about where these values come from, and will increase your compassion for the other person's perspective.



Finding common ground with those with opposing values

You may find, through open conversation, that you have more in common than it seems on the surface. Finding some common ground – any common ground – will give you a place to start. Chances are, if you've all come to a meeting about watershed planning, you have some common interests, even if you have different approaches to addressing those interests. Working with a skilled facilitator can help to identify and navigate through these difficult areas and ensure stronger collaboration over the long term.

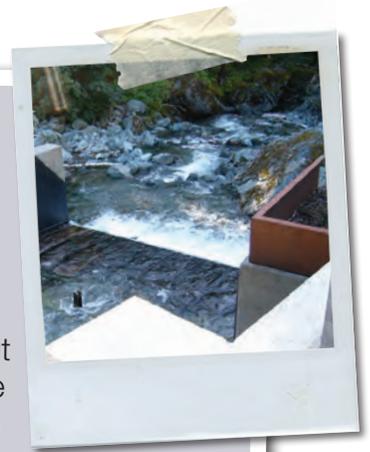


Improving Relationships by Finding Common Ground

Sometimes recognising common areas of concern can help improve relationships with stakeholders. When Hupacasath First Nation (HFN) began looking into purchasing two dams just off Great Central Lake (Vancouver Island), other groups in the region raised some concerns about potential impacts on the environment from the transfer of ownership of the dam. The Somass Basin Water Management Plan Committee (SBWMPC) had strong concerns about the health of the watershed, including the fish hatchery just downstream of one of the dams.

HFN sent the councillor responsible for the fisheries portfolio and the director of operations to the SBWMPC, which meets every two months. These representatives spent time working with the SBWMPC to explain HFN's plans and goals for the dams. HFN had completed its land use, which were (and continue to be) a useful tool in supporting HFN's participation in the group.

Through this process, HFN and the SBWMPC realised that they share many of the same goals, particularly relating to the health of the salmon and other fish populations. The SBWMPC is now fully supportive of HFN's plan for the dams, and new projects led by HFN and the SBWMPC are underway to protect the salmon and the rivers in the watershed.



Story



Tip



Sometimes, having different values can make a partnership stronger. It can be difficult to do, but really talking through your values as you work towards a vision and goals for the watershed can bring a synergy to the work that improves on what either party might be able to achieve alone. All values have strengths and weaknesses – look for the strengths of each value, whether you agree with it or not, and see how it can contribute to the overall approach of the watershed plan you will be developing.

If at any time during the various steps of the watershed planning process, it seems as if there are different interpretations of various terms being used, explain what you mean when you use each term. Have a conversation about what each term means – your (and others') understanding of the term may be connected to your values, and so may represent a different approach to the idea behind the term.

Ways to Start Talking About Values

In your water-related meetings, suggest that people share stories about their relationship with water. Try starting off the discussion by using one of these ideas, or come up with one of your own.

1. Ask people to break into pairs (perhaps even meeting someone new!) to introduce themselves and tell each other a story about a water-related memory. The listener tries to identify one or two key messages coming from their partner's story then relays these back to them as values for a short discussion to determine if these seem right.

When each member of the group is done:

Ask people to introduce their partner and share the values discussed. Have the facilitator write the values on chart paper or a blackboard at the front of the room. As a group, look for common values and opposing values. Alternatively, have each pair write their values on index cards (one value per card) and put them up on a wall. Sort through the values to identify similar values, common elements, opposing elements).

2. If your group is creatively inclined, encourage people to create a collage that illustrates – through pictures, photographs, sketches, words – what they see when they think about water and how they interact with water in your watershed. Ask people to describe the collages they've created and why they chose the images or words they did. If they don't name values specifically, the group can try identifying the values they've illustrated in the collage. Write these up on chart paper or a blackboard.



3. Suggest a brainstorming and group discussion on the topic “What do we want to preserve in this watershed and why?” Give people mid-sized sticky notes and markers and ask them to write down what they want to preserve – one idea per sticky note – and to put these up on a blank wall. As they are putting their ideas up they can group them if there are similarities. Afterwards ask each person to talk about one idea so that they can elaborate and tell the story about why this is important to them. This ‘why’ will get at the values people hold about the watershed – have the group name the values as they come up and keep a list for discussion.

Whatever approach you choose, set some time aside for a group discussion of the values that came up. At the end of each of these activities, you will have a list of values held by group members. Talk about which values came up most often, and why. If there are values that seem to stand out, talk about those too. If there are conflicting values, discuss the strengths of each value, and consider how the conflicting values might work to strengthen each other. Questions to consider might include:

- How can each value contribute to the overall watershed planning process? How can each value be an asset in developing a watershed plan? How does each value motivate or inspire the group?
- What is the mosaic of approaches to values for the watershed planning process? How do the distinct values come together to create a whole for the watershed? When you look at the values, what is the big picture that you see?

As people share their stories and ideas, take notes on chart paper of common themes, priorities, or values. These will be useful when you begin to design your process for working together and your common vision statement for the watershed. It will also identify areas where values are not the same and may need more discussion and work to achieve a successful watershed plan.



Talking About First Nations Rights

As 'rights-holders', rather than stakeholders, First Nations have a unique role and responsibility in watershed planning. While discussions about the scope and implementation of First Nations' rights can sometimes be challenging, people making decisions about the protection, planning and management of the water and watersheds in First Nation traditional territories need to be aware of the opportunities, obligations, and limitations involved.

Some First Nations, with their unique inherent, treaty and Aboriginal rights, have strong views about development and how it may impact these rights. It may be best to assume that non-First Nation groups in the watershed area may not be familiar with these rights and their implications, so take some time to explain the historical and current importance of these rights. If First Nation rights come up in the discussion later, everyone will then have a basic understanding of what inherent, treaty, and Aboriginal rights mean and how they can be protected and implemented through watershed planning. Everyone needs to be aware of the importance of these rights in the context of the watershed planning.

Both First Nation and non-First Nation people have rights enshrined in the treaties. For example, non-Aboriginal Canadians have the right to live on lands in many parts of Canada because of the agreements made with First Nations in the treaties. Reminding people that the treaties affect us all can be a good way to start the conversation about the need to consider all viewpoints, issues and rights when creating a common vision for the watershed.

Tip



Preparing to talk to others about your rights

Use the work that you did with your First Nation as part of *Guidebook One: Describing Your Approach*, to educate people about your First Nation's watershed vision and values. Remember that this might be an uncomfortable topic for some at the table. If you want to start by building partnerships, think about the way that you will approach these conversations. For example, if you assume that the other stakeholders and partners want to understand and work together with you, your approach will clearly be different than if you assume they will be adversarial. Of course, there may be groups that approach the matter this way but beginning the watershed planning process and relationship building 'in a good way' is consistent with Indigenous and traditional values.



Everyone in the watershed planning group should talk about and be aware of First Nations' rights, and discuss how to proceed when concerns relating to First Nations' rights arise and cannot be resolved at the Steering Committee. It can be tricky to balance the importance of having good discussions about rights and ensuring that rights-based considerations are integrated in the planning process, while making sure that progress on developing the watershed plan continuing to be made. One option is to table the discussion until people with legal information can be present, or a special meeting for legal advisors on all sides can be arranged to discuss the matter. Having clear, well-planned agendas distributed before meetings can also help to identify who should be present at a meeting.

Ways to talk to others about your rights

Consider bringing up the idea of First Nation rights early on in the process, by giving a presentation or talking as a group about what inherent, Aboriginal and treaty rights are, and how these rights relate to watershed planning. One approach is to explain that watershed planning is one of the ways

that your First Nation is implementing the rights it has such as governance rights, environmental protection rights, water rights, and rights to build a sustainable economy. There may be other rights you wish to explain, but the point is that you are not asking the watershed planning group for approval that these rights exist, just cooperation from them and others to engage in a process to develop a watershed plan that serves to benefit everyone, including the watershed and its waters.

At various points in the watershed planning process, First Nations or others may raise concerns about impacts of existing or future activities in the watershed on rights. It is important that these concerns be addressed, and it may require that the discussion leave the Steering Committee for the time being. However, you can also decide ahead of time how this kind of issue will be discussed, and with whom. Developing this understanding early on will ensure that everyone has a common understanding of these rights, and that the planning process will continue to move smoothly while questions relating to rights are addressed.



Watershed Planning and Consultation

If you are participating in an external watershed planning process, the issue of ‘consultation’ should be clarified early on. Consultation can sometimes mean the formal government-to-government process of preventing or minimizing potential impacts on First Nation rights. This type of consultation is required when First Nation rights may be impacted by a government’s decision (e.g. the decision to allow a mine, road, or hydro dam in an area where First Nations have rights, or to create plans and programs that may result in those kinds of activities). This type of consultation is a legal process.

In this legal process, the Crown is required to consult with First Nations whenever a provincial or federal government is considering making a decision that may affect a First Nation’s rights. The Supreme Court of Canada has provided in numerous decisions (including the *Delgamuukw*, *Sparrow*, *Haida Nation* and many other cases) that the opportunity for consultation must be meaningful, which means that the First Nation should have an opportunity to present its interests and concerns, and the Crown must consider and address those interests and concerns before making its decision.

Sometimes, governments also use the term ‘consultation’ when having less formal discussions with members of the public, when they are just discussing or engaging with representatives or community members about a particular issue. Because the term ‘consultation’ is used both ways, it is very important to be clear about what is meant in a given situation.

If the word ‘consultation’ comes up in a watershed planning process organised by Canadian governments, it is important to be clear about why you are participating in their planning process, and who you are representing or on behalf of whom you are speaking. As there may be representatives of the federal and provincial governments at the meetings, or the process may even be created or led by them, you may wish to or need to clarify that your participation in the meetings is not consultation in your view. One way of solidifying this message is putting it in some form of formal documentation with the Crown, for example a letter, where they acknowledge that your First Nations participation in their watershed planning process does not constitute consultation. This does not mean that you must end your participation in the process, just that you can not be seen to be agreeing in any way to impacts on your rights from the watershed planning process or, later, the watershed plan implementation. It also indicates that you expect the governments to meet their consultation responsibilities when they arise.



A Quick Review of First Nations' Rights

Inherent rights are granted to Indigenous Peoples by the Creator. These rights do not require recognition by other governments in order for First Nations people to continue to hold and live by them.

Aboriginal rights flow from Indigenous Peoples' connection to their lands and waters since time immemorial and are recognised and affirmed by the Constitution of Canada under section 35.

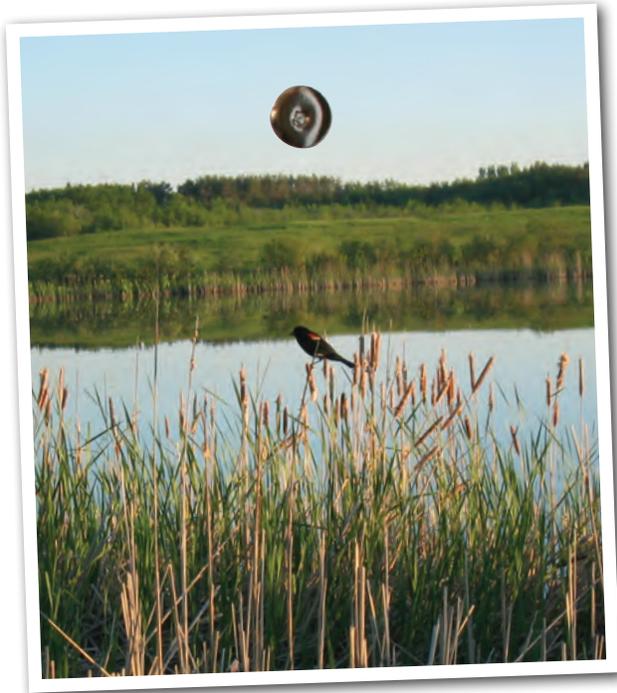
Treaty rights are formally recognised or granted through the treaty-making process and are recognised and affirmed in the Constitution of Canada under section 35.

(See Guidebook One: Describing Your Approach for more detail)



COMMUNITY
MEETING:
→ WATER
PLANNING
TODAY

DEVELOP YOUR STEERING COMMITTEE PROCESS



Before you begin developing the pieces of the plan itself (the vision, goals, priorities, actions, etc.), the Steering Committee should decide on the process that it will use to develop the plan. This can include:

- Creating guiding principles for how the committee members will work together, including how to create a positive atmosphere
- Discussing how decision making will happen
- Developing a terms of reference and
- Talking about the steps to developing the plan itself.

It may take some time to do this – probably more than one meeting. Part of this process is about building relationships and trust; don't be afraid to take time to do this right, or to bring in an external facilitator create this path to the next step of plan development.

Guiding Principles

Guiding principles describe both the 'principles' that will guide the process of developing the plan, and the 'ground rules' for how the Steering Committee members will behave toward one another. Everyone will have a different approach to working as a group, based on personality, culture, what kind of a day they are having... in other words, a whole range of factors. Each participating organisation will have strengths that it can offer the group, and it is important to draw on these strengths to build the strength of the whole.

In developing the Steering Committee's principles, some areas you may want to discuss include:

- Group member interaction: how will people share information and ideas during meetings, and between meetings?
- Information-sharing: what information will be shared, when and with who?
- Decision making: how will decisions be made and recorded? (see page 51 for more on decision making)
- Overall approaches to planning: how will the group work together? How will you ensure that a positive atmosphere is created and maintained? (see page 45 for more on creating a positive atmosphere)
- Strengths: what can each person contribute to the Steering Committee?

This may be an opportunity to build on the respective strengths of apparently conflicting values within the committee. For example, keeping to a tight timeline and involving community members may be two watershed planning principles you choose that seem

contradictory, but can be based on strong values (e.g. efficiency and inclusion). However, with some flexibility, it can be possible to find a balance between the two where participation by community members is prioritised and well planned so that it happens in a timely manner.

Once you have developed your planning principles, you can in your terms of reference, or create a separate document – even a poster – to illustrate and share the guiding principles with a wider audience.

Story



Guiding Principles for the Collaborative Environmental Planning Initiative (CEPI)

The CEPI developed these principles to guide the work of developing and implementing a management plan for the Bras d'Or watershed:

- **We are part of Nature**, not the owners of Her. We acknowledge and respect the trees, the birds, the fish, and all our relations with whom we share the Bras d'Or. We are grateful for their important role in maintaining a balance in our natural world.
- **We will assist in healing previous damage.** We will use Traditional Ecological Knowledge combined with the tools of modern science to assist the Lakes in healing former injuries and work to restore fish and shellfish to their former abundance. We will try to restore their habitats when we discover losses or degradations in them.
- **We will consider the impact** of our present actions on future generations. We, the current generation, will think and live in a manner that will ensure that inhabitants seven generations into the future will continue to benefit from the Bras d'Or as we have done.
- **We will pay attention.** We will refrain from decisions and actions that would knowingly harm the Bras d'Or. Someone proposing an activity in the watershed will have to demonstrate that the activity will not harm the Bras d'Or.
- **We will cause no net loss of habitat.** We will use the best management practices available to ensure that, as we benefit from the use of the Lakes' resources, we can ensure the restoration or creation of habitats to compensate for any damage we may cause to the land, the water, or the animals.
- **We will work together.** We shall be patient and work together in a spirit of mutual respect for the social, economic, and spiritual well-being of our Bras d'Or friends and neighbours.
- **We are accountable.** Our actions will be transparent, we will measure our progress, we understand our responsibilities to the Bras d'Or Lakes and to its people, and we are prepared to be judged by our peers and by future generations for our actions.

~ CEPI (2010, p.8-9)

Tip



Sometimes, a particular term or word may be needed to more clearly represent the idea you want to convey. If there are particular words or concepts that have meaning to you and your First Nation in working with water or governance, bring these into the Steering Committee's discussion about principles. These words can be incorporated into a terms of reference or vision statement, or be used as key concepts framing the planning process. Thinking about language can help to set the tone for the regional planning process, and can make the process more relevant to your First Nation. (See *Guidebook One: Describing Your Approach*, for more information).

Creating a Positive Atmosphere

As you take the time to develop and agree on principles for how the Steering Committee will work together, consider how the group can maintain balance and harmony and avoid conflicts or misunderstandings among its members. No matter how well everyone gets along, and despite all the pre-planning you are doing, some conflict is inevitable.

Having a positive atmosphere doesn't have to mean that everybody agrees with everyone else all the time – good dialogue and debate require energy and passion, and may involve disagreement. Difficult topics and decisions require hard conversations. Don't avoid these conversations for fear of conflict – people will have different understandings and priorities about water and the watershed, and it is important to discuss these openly to be able to develop solutions that meet as many needs as possible.

However, there will also be conflict along the way, when misunderstandings or disagreements flare up. Talking about how to create a positive atmosphere and resolve

conflict early on will prepare the Steering Committee to address it when it does come up. The terms of reference is one way to do this, as it provides a reference whenever there is a lack of clarity about responsibilities for various tasks. Three other ways are to:

- Take some time, before conflict arises, to discuss how the Steering Committee members deal with conflict
- Bring in a neutral facilitator or
- Bring in a mediator.

Reframe ideas and statements in the positive whenever possible so people come to a discussion with this positive mindset. For example, ask 'How will we create a positive atmosphere within the group in our decision making?' versus 'How do we avoid conflict?' The first approach leaves you thinking 'positive' while the second leaves you thinking 'conflict'. With a positive atmosphere in mind the group is more likely to come up with creative ways to actually avoid or minimise conflict!

Tip



How Steering Committee Members Deal with Conflict

Do group members have different ways of addressing conflict? Talking directly with the person/people involved, talking with the whole group, talking around an issue, avoiding conflict entirely: these are all common ways of responding to conflict. If the committee wants to move through the conflict and keep working together, however, the conflict will need to be addressed. Depending on the situation, it may be important to talk about why the conflict arose in the first place – is it a misunderstanding? Are there hurt feelings? Is it a case of two ideas that seem at odds with each other? Is someone's perspective being minimised or not taken seriously? Understanding what is at the root of the conflict – which may not be the same as the surface issue that seemed to provoke the conflict – will help to address the conflict more constructively.

If there is real tension in the room, you may need to address it directly. One way to do this is to set boundaries as a group around what can be discussed at the meeting. For example, take anything not directly relating to the watershed planning process off the table for the duration of the planning process. This means that the Steering Committee can focus on its task, and avoid areas of conflict.

Talking about how to create a positive atmosphere and resolve conflict at the beginning of the process may seem as though it would predispose the process to conflict, but in fact, it will help the committee to work together. And when conflict does arise, you will already have some steps in place to address it to bring balance and collaboration back to the group.



When you know there'll be conflict...

Sometimes as a watershed planning process begins, there are already signs of discord. Imagine a situation where one municipality may be concerned about an upstream municipality's sewage treatment, and how it's affecting the river, while a rural municipality is hoping to bring in income by developing cottages along a section of the river. Two First Nations may have an ongoing debate about where the boundaries of their respective traditional territories are. A hog farm was accused a few years ago of dumping waste into the river, and downstream residents (including one of the First Nations) are still concerned about water quality. And this is before anyone's started talking about watershed planning!

When the representatives from these governments get together, there are bound to be tensions. Some of these tensions should be resolved outside a watershed planning process (e.g. the First Nations will need to continue discussing amongst themselves about how to manage their shared area). Other tensions will be part of the watershed discussion (e.g. sewage treatment, land use, and farming practices). Starting with the assumption that everyone is at the table to protect the watershed will frame the discussion in a positive way, and having open discussions about everyone's values, hopes and needs, before getting down to the business of watershed planning, will build trust that will support the hard conversations and negotiations that will follow.



Bringing in an External Facilitator

Especially if you are concerned early on about tension among the stakeholders and rights-holders, bringing in an external facilitator might help to create a neutral or more comfortable environment for all participants on the Steering Committee. A skilled facilitator will make sure everyone has a chance to speak, and should eliminate bias in the process. Having an external facilitator can also reduce the burden on the group, as everyone will be able to participate more fully without worrying about needing to lead the conversation or take notes.

Bringing in an External Mediator

If the tension among the members of the Steering Committee relates to the watershed, or the planning process, it might be helpful to hold a special session with a mediator to talk about the conflict and figure out how to deal with it. The mediator can sit with the affected parties, or with the whole group, and help to figure out a way to address the conflict so that the watershed process can move forward.



Challenges Facing Collaboration

While collaboration is now a commonly accepted approach for water management, there are a number of challenges that have been identified for collaborative processes. These include:

1. "The high cost of interactions": it should be expected that working with a diverse group of people with many perspectives will be challenging.
2. "Individuals weigh their own experiences most heavily" compared to information provided from outside.
3. "Nothing happens quickly, and then something does": often progress can move at a very slow pace and then suddenly, breakthroughs, agreements, or disagreements can occur very rapidly.
4. "Values, not science, often arbitrates [sic] what happens" (Michaels, Herpel and Swainson 2010, p.3).

The challenge is to balance the diversity of values from all interest groups as well as acknowledge and include "value-based knowledge with conventional scientific information" (Michaels, Herpel, and Swainson 2010, p.2). It is good to keep these challenges that other collaborative groups face in mind when proceeding with your collaborative group.

More Details



Planning to Re-create a Positive Atmosphere

Setting out a plan to resolve tensions in advance is one way to ensure that you can re-create a positive atmosphere if it is disrupted. The Fraser Basin Council (FBC), which is governed by a 37-member board of directors, has developed a process to ensure that it makes strong and effective decisions.

This process means that it "undertakes all of its business through both standing and task committees and makes all of its decisions by consensus. This requires a commitment among directors to not only learn the facts of any one issue, but also to learn and understand how different experiences, beliefs and values can influence the interpretation of a given set of 'facts.' When consensus cannot be reached, the FBC's constitution has a clause that provides for mediation and, if mediation fails, a vote in situations where consensus cannot be reached on a given issue. Since the formation of the FBC, there has never been a need to invoke this clause" (Fraser Basin Council, 2004).

Finding Ways to Overcome Conflict and Restore Harmony

Four years after the Bras d'Or Charter was signed, First Nations Chiefs in Cape Breton began to question the value of the CEPI process for First Nations. The First Nations involved saw that there was little or no progress on CEPI's objectives, and First Nation input was not being valued and in some cases ignored (personal communication, R.E. Lavoie, November 3, 2009).

Early in 2008, First Nation Chiefs decided to conduct an internal evaluation of CEPI from a First Nation perspective. They asked two reviewers, one First Nation and one non-First Nation, to evaluate CEPI's value based on First Nations content and objectives in the documentation. The reviewers investigated documents such as workshop proceedings, terms of reference, the Charter, progress reports, and the March 2007 Ecosystem Overview and Assessment Report (EOAR).

Their findings, based on Medicine Wheel analysis, were that CEPI had lost the balance and harmony that were developed in early gatherings and discussions (personal communication, R.E. Lavoie, November 3, 2009). The reviewers recommended that the Steering Committee hold a Talking Circle to restore balance to the group and revitalise the original vision's values of tolerance, trust, respect, and cultural sharing.

In the wake of the review, CEPI has become stronger - the Elders are returning and participating again, a Mi'kmaq coordinator position has been established and CEPI's work is continuing with renewed commitment to their original vision. Taking time to review their process and ensure that all participants are included and respected is part of what makes groups like CEPI successful.



Story



When the Positive Atmosphere Just Isn't There

There are times when conflict escalates into big problems. Unfortunately, in many instances this relates to rights. For example, sometimes First Nations' Aboriginal or treaty rights aren't respected by the other stakeholders or by federal, provincial or territorial governments. You may feel like you can no longer participate in the process.

Before cutting all ties, consider some other strategies. It might be important to make sure that the other participants understand what inherent, Aboriginal, and treaty rights are. Having an open conversation to educate non-Aboriginal stakeholders about the particular place that Aboriginal peoples have in Canada may be enough to clear the air. Maybe there

are some partners or allies that would be willing to stand with you and support you at the meetings. There may be other First Nations or non-Aboriginal communities who will support your position and speak with you to the other stakeholders.

Finally, even if you feel that you can't be part of the planning process anymore, it's important to not give up. Be clear with the Steering Committee about why you are no longer participating in the planning process, and keep working with your allies and partners, and with representatives of the federal, provincial or territorial organisations to ensure that they know about your concerns. Try to stay aware of the process as it unfolds, and to maintain your First Nation's role and visibility, possibly even as a participant observer, even if you don't participate directly.

Story



Mikisew's Decision

Mikisew Cree First Nation (MCFN) was a member of some regional oil sands multi-stakeholder groups, such as the Cumulative Effects Monitoring Agency (CEMA) and the Regional Aquatics Monitoring Program (RAMP). However, the First Nation decided to withdraw its membership from these organisations despite the potential benefits of being at the table with other stakeholders groups. The main reasons for withdrawal was that MCFN felt that its participation in the groups was being viewed as consultation by industry and government. Ongoing struggles to have MCFN's rights recognised and affirmed by the Province of Alberta also contributed to MCFN's decision to withdraw.

The community has decided it cannot participate in more technical multi-stakeholder groups because of the lack of opportunity (through that forum or any other) to have a legal government-to-government dialogue process between their nation and the Province of Alberta.

Decision Making

Early in the process, discuss how the Steering Committee will make decisions. This may have already come up in conversation; if not, take some time to discuss the following issues with the Steering Committee:

- Will there be a quorum (a minimum number of attendees required for decisions to be made) for meetings? A quorum ensures that decisions will only be made by a representative number of committee members.
- Will you use a consensus approach, where everyone must agree or can 'live with' the decision? A '50 percent plus one' majority approach? Two-thirds majority? A different approach?
- How will the meetings be run? Will there be a facilitator at all meeting / key meetings? How formal should the meetings be? Who will be the chair (or co-chairs), and what will their role be?
- How will the meetings be recorded (e.g. full meeting minutes, action items only), who will do this, and will the minutes be public?

Agree on this process so you can move forward effectively. If the Steering Committee can come to consensus about these key process questions and how to make decisions the path forward will be much smoother.

Approaches to Decision Making

When deciding how decisions will be made, consider the approach that will work best for the group. There are advantages and disadvantages to all models, so choose one that makes sense for your context.

Consensus: everyone must agree to the decision, or at least be willing to stand aside as the decision is passed.

Pro: consensus is cooperative; encourages discussion and compromise to reach a common goal.

Con: can be taken advantage of by those who refuse to compromise.

Majority (50 percent plus one): most of the participants must agree to the decision.

Pro: provides a clear decision.

Con: does not necessarily reflect the views of the whole group.

Supermajority (e.g. two-thirds or three-fifths majority): a specified percentage of participants must agree to the decision.

Pro: useful for particularly important or controversial issues, where a simple majority might not represent enough agreement or meet everyone's needs adequately.

Con: can make it harder to achieve a decision.

More Details



Another Word About Consensus

Consensus decision making is only one way of many, but it is worth saying a little bit more about it. Although many First Nations use or have used consensus decision-making in governance, as did the Haudenosaunee (Iroquois) Confederacy, for many non-First Nation people consensus is an unfamiliar concept.

The typical approach to decision making in western society is usually majority rule – 50 percent plus one. One challenge with this system is that minorities' voices are often not heard, as they can simply be outvoted and thus disregarded. In contrast, because consensus building requires everyone to actively participate in discussion and deliberation, it is necessary for all voices to be heard in the process.

It is important to note that consensus doesn't mean that everyone will agree wholeheartedly with every decision. Proposed solutions should be amended to reflect the concerns various participants may have, so that everyone can live with the decision being made, even if it isn't their first choice. This form of compromise requires time for discussion, and respect and commitment to the group and to the process.

For more information on consensus decision making, see:

- Seeds for Change: offers information about what consensus decision making is, and how and when it can be used. seedsforchange.org.uk/free/consens
- On Conflict and Consensus: offers a formal process for consensus decision-making, including roles for participants, understanding conflict, and facilitation techniques. www.ic.org/pnp/ocac

Whatever your Steering Committee's agreement is regarding how it will make decisions, come to consensus on this decision so that everyone commits to moving forward effectively and respectfully, together.



Creating a Steering Committee Terms of Reference

Because the watershed planning initiative will be a multi-year process, consider developing a terms of reference. This can be a simple document that outlines commitments of all major parties on the Steering Committee to the process. This will assist in maintaining the commitment of the Steering Committee members in the event there is turnover in its representatives.

You can include the Steering Committee's guiding principles and decision making processes in the terms of reference. You can also include the roles and responsibilities of the Steering Committee (see 'Building a Terms of Reference', right), and the members' commitment to the process. While this document doesn't have to be set in stone, it can be a useful guide to clarify and remind stakeholders about their commitments. It can also be a good place to affirm your First Nation's inherent and Aboriginal rights (and treaty rights, if applicable).



Building a Terms of Reference

A typical terms of reference sets out the parameters for a committee. It might include some or all of the following sections:

- **Name of the group**
- **Goals or mandate:** What will the committee achieve (e.g. research, writing a watershed plan, etc)
- **Core principles:** What is the Steering Committee's approach to watershed planning? How are First Nation rights recognised in the watershed and in the planning process?
- **Membership:** who is a member? How long is each member's term? How are members selected or appointed?
- **Meetings:** who will facilitate the meetings? Are there chairs or co-chairs? How often will the committee meet? How will a record of the meetings be kept, and by whom? Will there be a quorum for decision-making?
- **Member responsibilities:** are there particular roles to be filled by committee members (e.g. chair, recording secretary, etc)? What are the responsibilities of those roles? What are the other members expected to do?
- **Accountability:** to whom is the committee accountable? How will the committee demonstrate that it is accountable (e.g. maintaining records, developing regular reports or presentations, etc)
- **Sub-committees:** Who will facilitate/ chair the Sub-committees? How will they report back to the Steering Committee? Is a terms of reference required for each Sub-committee?

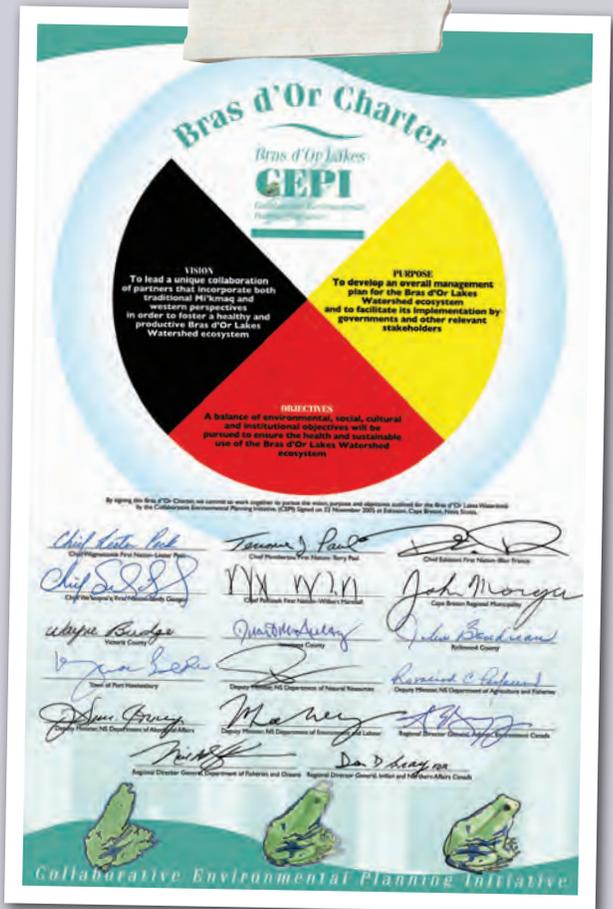
More Details



Story



CEPI developed a Charter to reflect its commitment to the work. The 'Bras d'Or' Charter was signed on November 23, 2005, by five First Nation Chiefs, five municipal officials, four provincial deputy ministers, and three federal department regional directors. This Charter provides a simple and documented confirmation of the commitment of all parties to the CEPI purpose and activities.



Bkejwanong: A Terms of Reference

In 2000, Bkejwanong (Walpole Island First Nation) established a 'Circle on Environment and Development' to address regional concerns relating to the St. Clair Watershed. The terms of reference for the Circle describes the goal of the Circle, which is "to bring together governments, organisations, individuals, and private business to promote an integrated local perspective on environmental and development issues in the St. Clair watershed" (Nin.Da.Waab.Jig 2003). It outlines how the Circle will reach that goal, by

- "Encouraging informed decision-making which reflects consideration of environmental impacts and long term goals.
- Ensuring adequate public participation as it pertains to the view, rights, interests and values of the Aboriginal peoples and local populations living in the watershed.
- Promoting conservation and sustainable resource development and management.
- Identifying the true costs of resource use and impacts to the populations of the watershed" (Nin.Da.Waab.Jig 2003).

The terms of reference also describes the 'Composition of the Circle', which includes the membership and the Circle's approach to collaboration, and the 'Activities of the Circle', which includes when meetings are held, the role of the Steering Committee, and examples of projects and project activities to be undertaken by the Circle. To see the terms of reference, go to www.bkejwanong.com/circle.html.

Story



Funding The Plan

In beginning any new project, there is always the question “where will the money come from?” Watershed planning is no different – even with the assistance of many volunteers, funding will be needed to cover the costs of the participants’ time, the research required, as well as consultant fees, potential equipment costs, administrative costs, and travel costs (depending on the size of your watershed).

One advantage of working with partners is that together, the Steering Committee likely has more knowledge of and access to resources than any member would have individually. As you consider the steps required to develop the plan, consider too the costs associated with those, and talk with the Steering Committee members about how to address the funding gaps.

Where to start

While there could be an entire guidebook written just on securing funding, there are a few places to start. Environment Canada has developed a database of funding sources for all kinds of environmental issues, called the Green Source Funding Database (www.ec.gc.ca/pace-cape/grnsrc/index_e.cfm). It includes federal, provincial and other types of funding available across the country. Also, the Senior Committee may have mechanisms to direct government funding to your planning process.

You may also want to check directly with provincial departments relating to water, as they may know of local resources that you can tap into as well. In Manitoba and Prince Edward Island, for example, there are funding programs (the Water Stewardship Fund and the Watershed Management Fund, respectively) that support local planning initiatives.

Foundations may also be a source of funds, particularly those with an environmental focus (although most foundations only fund registered charities). For example, the RBC Blue Water Foundation funds projects relating to watershed protection, and access to clean drinking water.

Keep in mind that programs that are not directly related to watershed planning may also be of use in your planning process. Human Resources and Development Canada offers a number of funding programs for youth and Aboriginal employment – these could be used to hire students to gather information about the watershed.

You may also find that some resources may be available in kind. For example, if the participating governments have staff dedicated to water or environmental issues, these staff may be able to dedicate a portion of their work time to the planning process. Equipment might be loaned out by local businesses (e.g. fishers could lend their boats for water testing).

You will likely need to get creative to secure all the resources you need, but the Steering Committee should begin the process as early as possible in the planning process.



Defining Your Steps to Developing the Plan

Now that the Steering Committee has developed the principles it will use to work together and identified potential sources of funding, it should discuss, even in outline form, the steps it will take to actually write the plan. Talking through the steps required to achieve the plan will help everyone to understand where the Steering Committee is in the process, where it wants and needs to get to, and how it is going to get there.

The committee can work together to set out some common steps, goals and timelines for the process, which are discussed in the fourth guidebook, *Achieving Consensus on the Plan*.

Before or while you are developing your plan, you need to gather information about your watershed. This is discussed in the third guidebook, *Knowing Your Watershed*.

CONCLUSION

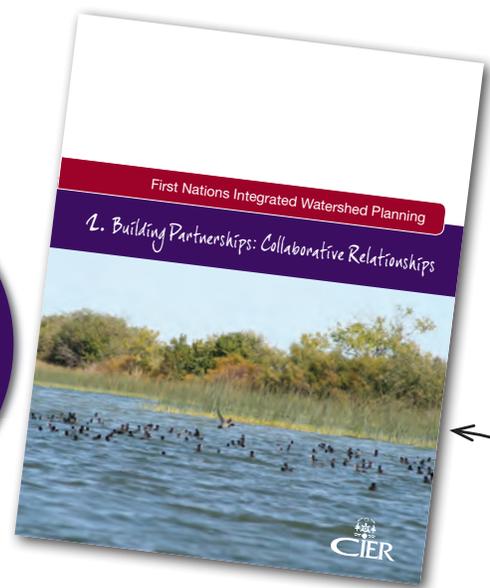
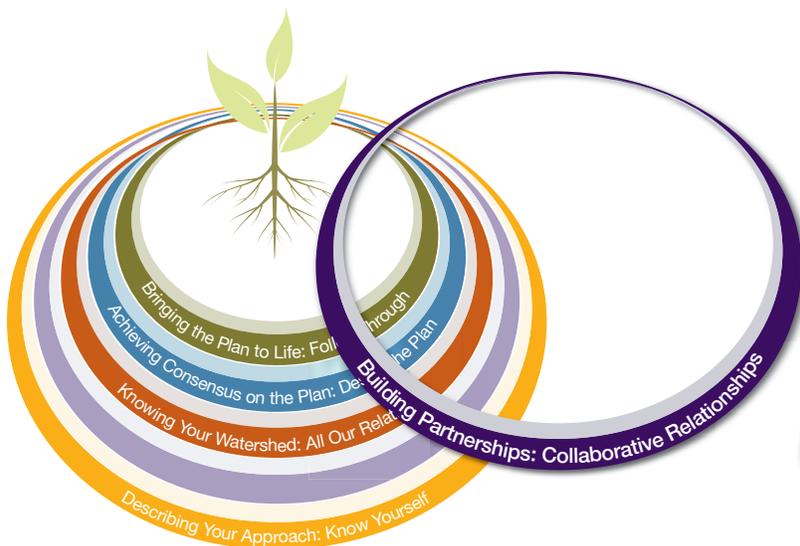
This guidebook focused on the process of gathering stakeholders and rights-holders to begin defining your watershed planning process. It began with an overview of how to identify and bring potential partners together and discussed how to establish trust by sharing stories and values. It talked about some practical aspects of how to form the Steering Committee and how to develop the principles and steps that will lead you through the watershed planning process and ended by discussing ways to engage the broader community.

At this point, if you've worked your way through this guidebook, you will have:

- A list of your First Nation's partners, as well as other stakeholders and rights-holders in the region, that might be interested in working on a watershed plan
- Held initial meetings with potential partners to begin to develop relationships
- Developed a structure for who will work on the plan, which would involve a steering committee and might include a senior committee, planning forum, and sub-committees as needed

- Identified approaches to First Nations representation to the Steering Committee, including a First Nation coalition
- Spent some time establishing trust among the Steering Committee by sharing stories and values relating to water, and talking about First Nation rights
- Developed a terms of reference and guiding principles for how the Steering Committee will work together.

The next guidebook, *Knowing Your Watershed*, looks at technical and basic background information required to do watershed planning. It builds on the solid foundation you have developed here, including the partnerships and the Steering Committee. *Guidebook Three* will help you identify what information you need and where to find it in order to assess the current state of the watershed, and understand its strengths and vulnerabilities.



Guidebook #2

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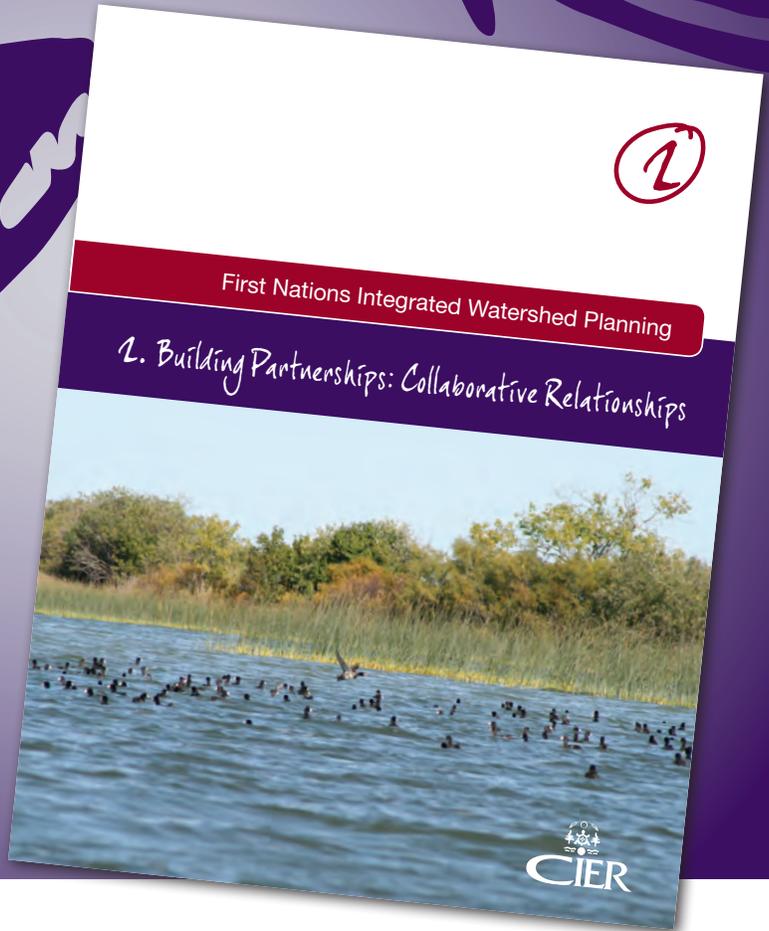
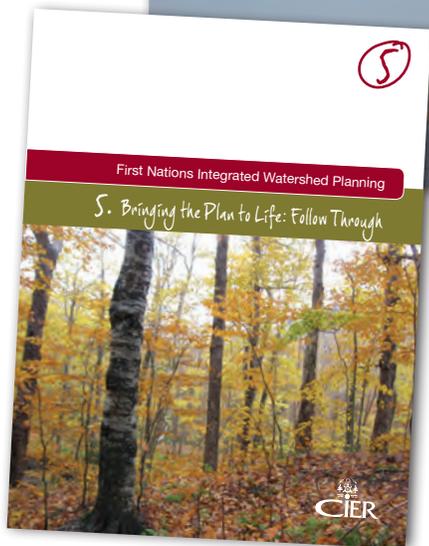
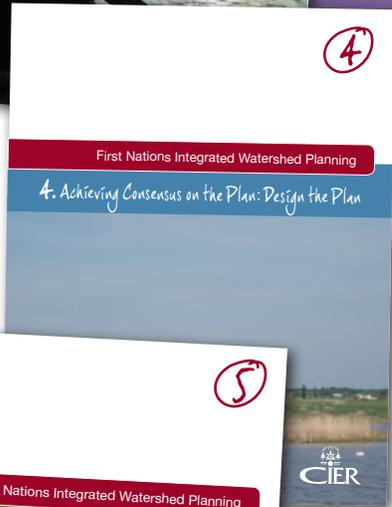
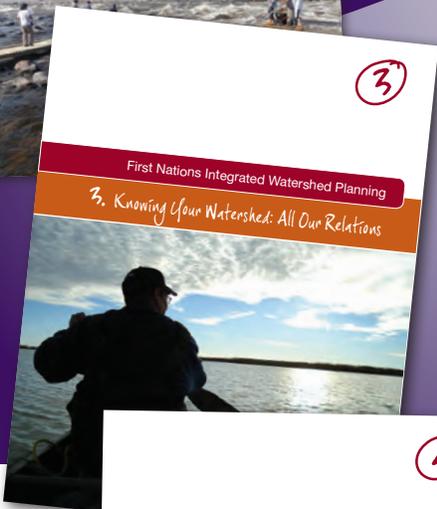
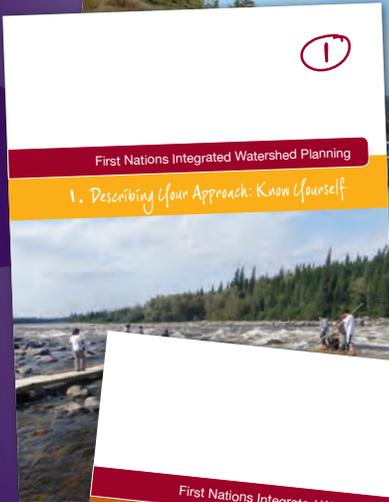
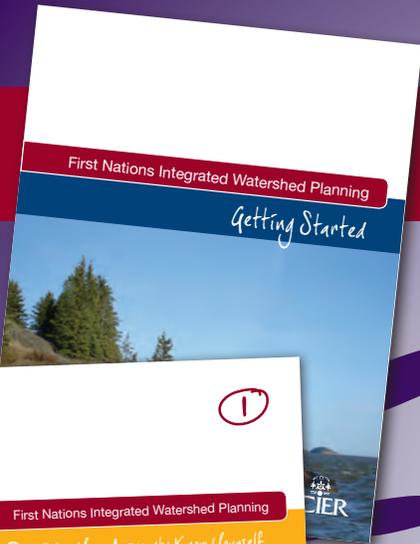
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APPENDICES

Appendix A: Overview of Planning Team Components

Planning Team Component	Role	Size	Membership	Meeting Frequency	Notes
Steering Committee	Organises and develops the plan	6-12 people	Representatives of government Technical expertise Decision-making authority	Monthly	May not include representation from all the stakeholders and rights-holders.
Planning Forum	Provides direction to the Steering Committee	As needed	Representatives from each of the stakeholders and rights-holders in the watershed	Twice a year	Optional; included if there are more stakeholders and rights-holders than can fit on the Steering Committee
First Nation Coalition	Caucus group to discuss First Nation concerns	As needed	Representatives from each First Nation in the watershed	As needed	Optional; offers a space for discussion of First Nation concerns. Especially useful if there are fewer representatives to the Steering Committee than participating First Nations.
Sub-Committees	Research and recommendations on specific topics	As needed; small	Representative from the Steering Committee Technical experts	As needed	Optional.
Senior Committee	Ensures that government policies and programs are aligned with the watershed plan	As needed	Senior government representatives	Annually	Optional; strengthens the plan's implementation.

The First Nations Watershed Planning Guidebooks offer an approach to watershed planning that is led by and grounded in the voices, values and priorities of First Nations.



This guidebook discusses:

- Gather Partners
- Wider Community Engagement
- Form Planning Group
- Establish Trust
- Develop Process