

**MANITOBA  
INDIGENOUS  
AND NORTHERN  
RELATIONS**



# What We Heard

**MANITOBA INDIGENOUS AND NORTHERN RELATIONS**

## **2017 Manitoba Land Use Planning Gathering, Conference and Trade Show Summary Report**

**Analysis of Discussion Feedback  
Prepared by Manitoba Indigenous and Northern Relations**

# What We Heard

## 2017 MANITOBA LAND USE PLANNING GATHERING, CONFERENCE AND TRADE SHOW SUMMARY REPORT



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# Table of Contents

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>BACKGROUND</b>	<b>2</b>
<b>RECOGNIZED BENEFITS OF LAND USE PLANNING</b>	<b>4</b>
Decision-Making	4
Wildlife Management and Environmental Protection	4
Partnerships and Opportunities	4
Planning for the Future	4
<b>INDIGENOUS KNOWLEDGE</b>	<b>5</b>
Defining Indigenous Knowledge	5
Incorporating Indigenous Knowledge in Land Use Planning	6
Challenges with Incorporating Indigenous Knowledge in Land Use Planning	6
Documenting Indigenous Knowledge for Land Use Planning	7
Teaching Indigenous Knowledge and Land Use Planning	7
<b>PARTICIPATING IN LAND USE PLANNING</b>	<b>8</b>
Community Engagement	8
Leadership	8
Team Building	8
Champions	8
Youth Participation	9
Community to Community	9
<b>TOOLS FOR LAND USE PLANNING</b>	<b>10</b>
Funding and Technology	10
Legislation	10
Access to Funding	10
Networking and Partnerships	10
Food Sovereignty Rights	10
Follow-Up	10
<b>ADDITIONAL IMPORTANT COMMENTS</b>	<b>11</b>
Historical Impacts and Treaties	11
Review Legislation and Enforcement on Hunting and Fishing by Non-Residents	11
Environmental Protection	11
<b>RECOMMENDATIONS</b>	<b>12</b>

## Executive Summary

The first Manitoba Land Use Planning Gathering, Conference and Trade Show took place in Winnipeg, Manitoba at the Canad Inns Destination Centre Polo Park from January 31 – February 2, 2017. The purpose of the event was to share information and build capacity, relationships and networks among resource management/stewardship boards, governments and businesses. The event will also contribute to the development and implementation of land use plans in northern Manitoba.

The conference and tradeshow had a total of 123 registered participants attend, 26 speakers or presenters (which also included breakout session presentations), and 19 tradeshow exhibitors. Participants included representation from Manitoba Resource Management and Stewardship Boards, First Nation Communities, Government Departments, non-profit organizations, student or research academics, Northern Affairs communities, private sector, Traditional Government Grand Council Treaty #3 and others.

This report provides a summary of what we heard during the facilitated table discussions and complements the *2017 Manitoba Land Use Planning Gathering, Conference and Trade Show Evaluation Report*. The goal of the table discussion was to learn about, discuss and advance the thinking around the topics of Indigenous Knowledge and land use planning. What we heard was compiled to understand the priorities, challenges and recommendations to improve land use planning in Manitoba.

## WHAT WE HEARD

### Four questions facilitated the table group discussions:

- ▶ What role will Indigenous Knowledge play in your community's land use planning process?
- ▶ How will land use planning benefit your community?

- ▶ What do you need to begin or continue land use planning to implement your land use plans?
- ▶ What do you envision as the next steps for your community in land use planning?

## RECOMMENDATIONS

### What we heard was collected to understand the priorities, challenges and recommendations to improve land use planning in Manitoba.

#### Recommendation One

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Develop an age-appropriate school credit program or curriculum. The program or curriculum would teach land use planning principles including how to integrate Indigenous Knowledge.

#### Recommendation Two

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Provide land use planning support to communities who face multiple priorities and urgencies.

#### Recommendation Three

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Provide sufficient and consistent long-term funding for land use planning activities.

#### Recommendation Four

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Formally recognize Indigenous Knowledge in provincial legislation.

#### Recommendation Five

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Add new provincial land use planning provisions to The Northern Affairs Act to support all Manitoba communities in land use planning.

#### Recommendation Six

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Review provincial and federal hunting and fishing legislation to ensure they address adequate non-resident hunting and fishing enforcement measures.

## Background

Manitoba is a vast province, rich with natural heritage. There are often competing land use interests across various resource sectors. There must be a balance between the protection and maintenance of a healthy ecosystem and the demand for its use and development.

Land use planning is an essential part of building healthy, prosperous and sustainable communities.<sup>1</sup> It helps establish their vision and path toward the future state of the land and resources.

Resource Management Boards (RMBs) were largely established through adverse effects settlement agreements<sup>2</sup> to co-manage natural resources within defined Resource Management Areas.<sup>3</sup>

The management and implementation of the RMBs are provincially led by Manitoba Indigenous and Northern Relations (INR). The nine RMBs are mandated to develop and implement land use plans and resource management plans as well as:

consider and recommend amendments to plans, policies and practises necessary for the administration and protection of natural resources, and

review provincial applications and provide comments for natural allocations/dispositions.



Figure 1: Gord Dumas Co-chair, Nelson House Resource Management Board, Nisichawayasihk Cree Nation (NCN)

### They include:

- ▶ Split Lake (involving Tataskweyak Cree Nation)
- ▶ Nelson House (involving Nisichawayasihk Cree Nation)
- ▶ York Factory (involving York Factory First Nation)
- ▶ Norway House (involving Norway House Cree Nation and Norway House Community Council)
- ▶ Cormorant (involving the Cormorant Community Council)
- ▶ Cedar Lake (involving Chemawawin First Nation and Easterville Community Council)
- ▶ Fox Lake (involving Fox Lake Cree Nation)
- ▶ Moose Lake (involving Mosakahiken Cree Nation and Moose Lake Community)
- ▶ Cross Lake (involving Cross Lake Community Council)

<sup>1</sup> Manitoba Indigenous and Northern Relations, Province of Manitoba Website, Land Use Development [www.gov.mb.ca/imr/mr/land\\_use\\_dev/index.html](http://www.gov.mb.ca/imr/mr/land_use_dev/index.html).

<sup>2</sup> The Government of Manitoba is signatory to numerous settlement agreements relating to the adverse effects of hydroelectric development. For more information visit Manitoba Indigenous and Northern Relations, Province of Manitoba Website, Settlement and Other Agreements [www.gov.mb.ca/inr](http://www.gov.mb.ca/inr).

<sup>3</sup> Resource management areas can mean a number of different things depending on geographic location and can include the rivers, lakes and/or First Nation lands. For more information, visit Manitoba Indigenous and Northern Relations, Province of Manitoba Website, Resource Management Boards [www.gov.mb.ca/inr](http://www.gov.mb.ca/inr).

Each RMB is represented by approximately eight to 10 people, including members from the Northern Affairs and First Nations communities and the Manitoba government. Each RMB meets at least four times per year.

Each RMB has unique priorities which are based on its area, economy and geographic location. In 2015, the RMB priorities included:

- ▶ land and resource use planning
- ▶ mineral development activities
- ▶ water management
- ▶ forestry
- ▶ commercial and domestic harvesting activities
- ▶ wildlife management

Membership includes representatives from:

- ▶ Crown Corporations such as Manitoba Hydro
- ▶ First Nations Community
- ▶ Northern Affairs Community
- ▶ Manitoba government



*Figure 2: Lou Moody, Nisichawayasihk Cree Nation (NCN), delivers a group exercise called 'simon says.'*



*Figure 3: Barbara Bruce, Master of Ceremonies (in red); Sangwoo Hong, Indigenous and Northern Affairs Canada; and Sherri Carriere, Indigenous and Northern Affairs Canada*

# What We Heard Feedback

## Recognized Benefits of Land Use Planning

### DECISION-MAKING

Communities can use planning as a tool to build their futures and meet their needs. Land use planning will provide guidance and give the community greater control over resource allocation decisions. More specifically, this tool can be used to:

- ▶ restore language
- ▶ educate the community
- ▶ manage the harvest
- ▶ preserve and protect the land
- ▶ specify past land use and currently acceptable land use activities
- ▶ establish a legally recognized agreement with government
- ▶ guide industry and corporations

### WILDLIFE MANAGEMENT AND ENVIRONMENTAL PROTECTION

Land use planning will limit the impact to resource areas by providing control over wildlife management and environmental protection. Land use plans also protect traditional and sacred sites and the traditional way of life for future generations.

*“Community members won’t eat fish from the Nelson River anymore because the water is being destroyed and water should be the centre of life.”*

### PARTNERSHIPS AND OPPORTUNITIES

Land use planning creates an opportunity to communicate and work with resource managers to develop respectful partnerships and relationships. Land use planning also provides economic development and professional development opportunities to communities. Land use planning can help establish businesses and opportunities for land-based learning.

*“Important role in explaining to our partners the importance of ceremony.”*

### PLANNING FOR THE FUTURE

Land use planning considers future hopes and visions for all generations. Land use planning can help communities establish independence over their financial management and governance.

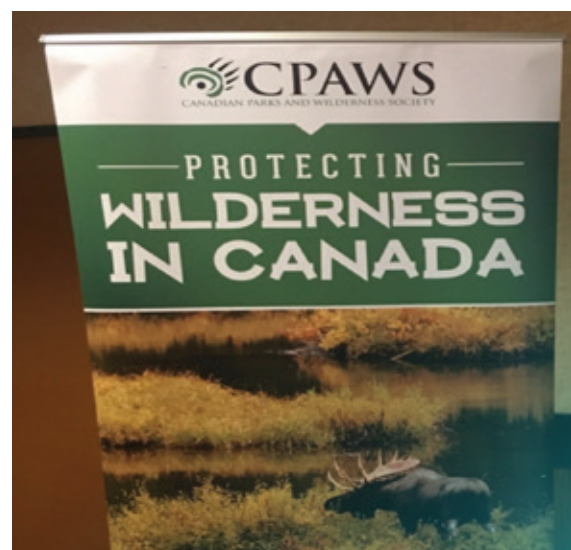


Figure 4: Canadian Parks and Wilderness Society (CPAWS) Trade Show Display

# Indigenous Knowledge

## DEFINING INDIGENOUS KNOWLEDGE

Indigenous Knowledge (IK) is ancestral knowledge that explains the past and present and should be passed on to future generations. IK supports scientific knowledge and is equally accurate. IK identifies areas of use by Indigenous place holders. These include traditional resource areas and important locations and places (ex: sacred sites such as sweat lodges) that provide a formalization of traditional names of hunting and gathering locations

**IK can be described as a land-based educational system made up of a wide range of elements. IK includes:**

- ▶ the knowledge of all beings (ex: water, sky, land, wind, plants, trees, animals, birds) that guides everything, including world views, values and what we hold sacred
- ▶ the study of the land and what we know of the land
- ▶ an understanding of spiritual language that must be restored
- ▶ a sacred responsibility and the foundation of the Indigenous Sacred Laws<sup>4</sup>
- ▶ a set of behavioral rules or protocols (ex: showing respect for hunted animals by using all animal parts and burying the remains to return nutrients to the soil)
- ▶ remembering how to live respectfully and in a good way
- ▶ knowledge that needs to be listened to, observed and experienced



Figure 5: Elder Jacinta Wiebe, Berens River First Nation

IK is defined and understood differently in each language. For example, in the Cree language, “Ethinisiwn” means wisdom. This term is unique to the Cree community and may be different from the conventional meaning. The understanding of IK may be different or lost in the translation from one language to another (ex: Cree to Ojibway or Cree to English). Indigenous language is tied to the land and is essential to land use planning.

*“It is part of all things from the ground, water, air;  
all living things teach us to live in a good way.”*

<sup>4</sup> Indigenous Sacred Laws can include the Seven Sacred Teachings or the Native American 12 Sacred Laws, which are both described as the spiritual guide (basic virtues) based on teachings to form the foundation of the Indigenous way of life.



## INCORPORATING INDIGENOUS KNOWLEDGE IN LAND USE PLANNING

IK is the foundation and identity of Indigenous peoples. Identity defines individuals and how they connect to people, the land and the environment. IK is typically overlooked in land use planning, but it is an important tool to document the past and plan for the future. Provincial legislation and policies should incorporate IK in an effort to guide land use planning. IK should also be incorporated and considered in negotiations and planning with Indigenous communities by government.

### The benefits of incorporating IK into land use planning include:

- ▶ mitigating potential destruction/damage to sacred areas during resource extraction and other development
- ▶ assisting to prevent environmental disasters
- ▶ reducing potential land use conflicts
- ▶ sustaining wildlife areas (ex: salt licks for wildlife)
- ▶ preserving burial grounds and traditional gathering places
- ▶ identifying traditional passageways and landmarks that determined trap lines for hunters
- ▶ identifying traditional lands and sacred areas that should be protected

*“Areas of the land that guide spiritual connection to the land should guide the process.”*

*“Many people have lost Indigenous Knowledge.”*

*“Traditional names of hunting and gathering locations is formalized through Indigenous Knowledge.”*

## CHALLENGES WITH INCORPORATING INDIGENOUS KNOWLEDGE IN LAND USE PLANNING

The major challenges of incorporating IK into land use planning include:

- ▶ re-learning IK when it has been lost during previous generations
- ▶ lack of written knowledge and history; traditional laws are passed on through oral teachings and are not typically recorded in writing
- ▶ lack of professional designations or curriculums that teach the elements of IK
- ▶ difficulties educating the youth in IK to carry the knowledge into future generations
- ▶ conflicting priorities that take time away from land use planning initiatives (ex: community crises, such as flooding)
- ▶ funding deficiencies for developing land use plans
- ▶ lack of understanding and value recognition of IK in land use planning in comparison to Western science

*“Bring together traditional knowledge and western science.”*

## DOCUMENTING INDIGENOUS KNOWLEDGE FOR LAND USE PLANNING

Elders are spiritual leaders and knowledge holders who play a key role in land use planning. Elders hold the IK that can be used as a tool to restore Indigenous language and pass on traditional culture and history. Elders can share their knowledge of living off the land, which is described in Cree as, “Pimatisiwin” or “the good life.” The teachings of IK are important to educate the youth on topics such as geography, spirituality, traditional ways of life, intergenerational healing and reconciliation.

Before land use planning begins, information should be gathered to identify past and current uses of the land. Documenting IK will help preserve the history of

community land use and will require input and support from the entire community. Documenting IK can put oral history into written words, provide a history catalogue of the land and help youth learn about the past, their land and traditional laws.

Some information that would help inform land use planning include:

- ▶ Indigenous Knowledge
- ▶ biological information
- ▶ zoning areas
- ▶ occupancy studies
- ▶ overlapping community areas/boundaries

## LAND USE PLANNING EDUCATION

The knowledge from Elders can be shared through videos, databases and written documentation. The Elders and youth could also participate in a land-based education system that could be used as a school credit. For example, Elders could teach the youth how to hunt and prepare the harvest or how to use the knowledge of the land to navigate without GPS technology.

Land use planning can be used as an educational tool or program to teach all community members important values and respect for traditional land and culture. The community should be educated on the aspects of land use planning, especially during the initial stages of the planning process. In some cases, technical training may be required. Age-appropriate school curriculum could help educate students in land use planning.



Figure 6: Dr. Vince Crichton, Key Note Speaker Certified Wildlife Biologist, V. Crichton Enterprises Ltd.

## Participating in Land Use Planning

Land use planning unites people through a common love of the land. The sense of community and pride creates a healing process and is a form of reconciliation. Land use planning should be guided by Elders and the cultural and spiritual foundation of the community. It depends on the strength and commitment of the community leadership and members, as well as government and industry.

*“People need to go back to the land.”*

### COMMUNITY ENGAGEMENT

The land use planning process should be community-driven and include members who live on- and off-reserve, as well as community representatives such as chiefs and councils, Elders, youth, trappers and women.

The community would develop a vision or plan, including community goals, objectives and mandates. A guiding document could be developed to manage the planning process and specify deliverables and time frames.

The engagement process may include holding a community meeting (open to all), hiring a community co-ordinator, developing a research and planning team and hosting community workshops. A community could conduct a literature review, which would map out and compile community-based information.

### LEADERSHIP

Land use planning does not occur in isolation. Leadership, at all levels, should support land use planning including community leadership, federal/provincial governments, and industry.

*“It is not a check mark in an approval process.”*



*Figure 7: Thomas Beaudry, Master of Ceremonies; Steven Dero, Key Note Speaker, Fireflight Group Inc.; Barbara Bruce, Master of Ceremonies*

*Painting by Mark Houston, Winnipeg, Manitoba.*

### TEAM BUILDING

A team should be developed to support the land use planning process. Land planning teams can be made up of a co-ordinator (to gather knowledge and community information), guardians (to implement and manage resources), trappers/harvesters (to share and teach IK) and mentors (those with experience and best practice models). Planners should listen, communicate and work with the community.

### CHAMPIONS

There should be champions to keep the momentum for land use planning. Champions will inspire others to begin, continue and implement their land use plans.



Figure 8: Wayne Moneyas, participant, Hollow Water First Nation, Manitoba.

## YOUTH PARTICIPATION

Land use planning should incorporate youth leadership and participation. By giving youth the chance to participate not only will they be able to provide valuable input on decisions that will affect their future but they will learn how to succeed in the western world. Elders will also have the opportunity to transfer their IK to younger generations.

*“Give the youth generation the tools to put a LUP [land use plan] together.”*

*“The youth in OCN [Opaskwayak Cree Nation] are learning the ways of the Elders as our lands, waters, wild life, fish and forestry are being depleted.”*

## COMMUNITY TO COMMUNITY

Land use planning can include sharing experiences with other communities. Discussions can occur between neighbor and treaty areas. Planning can provide networking opportunities and support during the development of plans.

*“Understand Creator’s land use plans.”*

## Tools for Land Use Planning

The following tools will be required to successfully develop, maintain and implement land use plans:

### FUNDING AND TECHNOLOGY

Land use planning will require sufficient long-term funding. All levels of government should provide equal levels of funding to help communities complete their land use plans. Technology, such as drones, can help provide certainty of where development should and should not occur.

### LEGISLATION

Legislation is used to assist communities with their land use planning, such as The Northern Affairs Act.

### ACCESS TO FUNDING

Communities will need to identify potential funding for the necessary human and financial resources required to begin their land use planning.

### NETWORKING AND PARTNERSHIPS

Land use plan development can be informed by networking with other Indigenous communities and

supported by partnerships with the Manitoba government and outside third parties. Land use planning and environmental science experts can also be utilized for completing land use plans.

### FOOD SOVEREIGNTY RIGHTS

According to Food Secure Canada, food sovereignty refers to “the right of peoples to healthy and culturally appropriate food produced through ecologically sound and sustainable methods, and their right to define their own food and agriculture systems.” The community’s vision should identify the protection of food sovereignty to highlight the importance of agriculture and harvest activities in the land use planning process.

### FOLLOW-UP

Once the first phase of land use planning is complete in each community, the land use data and mapping will need to be reviewed and monitored. Each community, especially the youth, will have a renewed relationship with the land. Education at the schools can be provided to increase awareness and understanding but also to promote guardians to watch over the land.



Figure 9: Terry Tobias, Keynote Speaker, President of Tobias and Associates



Figure 10: Opening Prayer

## Additional Important Comments

### HISTORICAL IMPACTS AND TREATIES

Prior to the arrival of European settlers in Canada, Indigenous peoples had their own governance structure, legal systems, survival mechanisms, languages, culture and traditions. Indigenous peoples had a deep connection with the land and their surrounding environment. Through past government legislation and policies, Indigenous people in Canada have suffered a loss of culture, language and identity. Therefore it is important to acknowledge that Indigenous communities must be involved in all stages of land use planning to ensure Indigenous peoples have the ability to determine land use that will provide economic, environmental and social benefits.

It is also important to acknowledge the treaties between Canada and Indigenous peoples. These treaties should be recognized and embedded within land use planning. The references to treaties would include Indigenous rights supported by the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), such as the right to food sovereignty and the right to practice culture.

### REVIEW PROVINCIAL AND FEDERAL NON-RESIDENT HUNTING AND FISHING LEGISLATION

There must be more provincial and federal policies and legislation that address non-resident hunting and fishing. There should be enforcement action to stop unlicensed hunting and fishing, overconsumption and unauthorized hunting and fishing on First Nation land. The key priority is the continued protection of the land and water.

### ENVIRONMENTAL PROTECTION

Environmental protection should be the first priority of all governing bodies. This includes providing appropriate and sufficient funding for land use planning education and training (ex: funding to support the Guardian Program within Indigenous communities, which trains guardians to protect the land from impacts by industry development) and ensuring industry development occurs safely and considers the environment.

## Recommendations

What we heard throughout the group discussions highlighted some specific recommendations for land use planning in Manitoba:

### Recommendation One

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Develop an age-appropriate school credit program or curriculum. The program or curriculum would teach land use planning principles including how to integrate Indigenous Knowledge.

### Recommendation Two

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Provide land use planning support to communities who face multiple priorities and urgencies. Support, in the form of adequate timelines, financial support and human resources, can help communities participate in the land use planning process.

### Recommendation Three

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Provide sufficient and consistent long-term funding for land use planning activities. Funding should be easily accessible and should support training initiatives (ex: Guardian Program) and new technology.

### Recommendation Four

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Formally recognize Indigenous Knowledge in provincial legislation. Formal recognition would establish Indigenous Knowledge as equivalent to Western science and help empower communities to take the necessary steps to help restore and protect the land for future generations. The validation of Indigenous Knowledge is an important step towards embracing reconciliation.



*Figure 11: Minister of Indigenous and Northern Relations (INR), Eileen Clarke and Indigenous and Northern Relations (INR) Secretariat Director, Scott Dejaegher*

### Recommendation Five

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Add new provincial land use planning provisions to The Northern Affairs Act to support all Manitoba communities in land use planning.

### Recommendation Six

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Review provincial and federal hunting and fishing legislation to ensure they address adequate non-resident hunting and fishing enforcement measures.

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