

Plenary Session: Visions For the Role of Communities in Integrated Management

Panel 1: Academic & Government Perspectives- Tony Charles, Rick Williams, Tim Hall

Tony Charles – Saint Mary's University

Dr. Charles opened with welcoming remarks to the audience on behalf of the Coastal CURA and the People and Places planning committee. He then summarized the key points as presented in the Coastal CURA film presented the previous evening and hoped that delegates had had the opportunity to attend the Film Festival. He began by summarizing Dr. Melanie Wiber's closing comments in the film, listing 4 key elements necessary for engaging communities in successful Integrated Management for coastal development and other regions.

- Real community participation
- Embracing community values
- Legal, policy space
- Governance across scales, local through to higher levels

Over the course of the past 5 years of the Coastal CURA project, participants have seen these four elements both present and missing: *Real community participation* is hard to find, for the CURA this example was inspired by members of the Lennox Island willing to push on; *community values* in governance, have been seen in the work done in the Digby Neck area where the community responded to the proposal of a quarry development (the review panel for this project stated the community values were one of the reasons for rejecting the proposal); *legal space and policy space* is necessary, government must include local and community initiatives; not everything has to be at a large/macro scale, you can have *things at a smaller level* as seen by the people of Bear River looking at their livelihoods and scaling up to Annapolis Basin and then moving up to the Gulf of Maine, we need to embrace the local with the larger ones.

These four areas, are key to framing the direction we want to take. Dr. Charles summarized that it is about bringing power back to place and stated that these ideas have been filtering from around the globe, from South Africa and the west coast of Canada and there might be broader applicability. We must ask questions such as "What policy change is actually needed? What would it take for multi levels of government to work?", this is where we need to get creative. These four ingredients, sound nice, but how do we make it happen?

There must be some kind of enabling mechanisms, including funding, that supports community based management or mechanisms to devote to decision making such as community management boards. Even though in our Canadian system the Federal Minister has the final decision, there are ways to devolve. We must build into policy

the idea that decisions should be based on community values. If that was the case, what would we get? In some sense it is lovely to find a government that wants these links such as those government representatives attending Peoples in Places. We need to be able to find similar jurisdiction that captures these ideas and approaches. Clearly there would need to be a lot of energy to do this and in reality we are always short, the energy is too tapped to move ahead.

Dr. Charles concluded his comments by remarking that as the meeting closed he hoped the networking would continue, particularly the networks that cannot be predicted in advance. He expressed hope that these networks can help lead to the change we are all seeking.

2. Rick Williams – Depute Minister, NS Office of Policy and Priorities

Mr. Williams began his comments by explaining that he is currently involved in the final stages of a decision-making process as the department has a new coastal strategy coming forward. He compared this monstrous task as similar to the climbing of Mount Doom in Mordor, from the *Lord of the Rings*.

The Coastal Strategy the NS government is about to release has really come to a point, or a political and policy level, they have not reached before. It addresses many complex issues, such as spatial ones and reflects the diverse interests that need to be addressed. It is probably limited to take on such as strategy at the provincial level as there is such a large interest. This future strategy will unload responsibilities on to others.

Mr. Williams stated that it's a new approach and they have also had to deal with fiscal restraint, both the art and science of government are evolving. He commented that public engagement is essential, not occasional. It needs to be efficient and better coordinated. It needs to make use of wider networks such as the media. The public process is not a means to air problems and then bury them and make them go away but instead they must consider how closely public processes are linked to actual policy decision making. Mr. Williams expressed there is quite a gap in who and how public are involved in these decisions as they get made. By providing public support, they are trying to address this gap. While Mr. Williams agrees that community should have a greater role, and policy and practice should have more engagement with the public, he clarified we need not be too naïve about community.

As a former teacher he used to challenge students as to what "community" really meant. However, "community" is a plastic word, it can mean what the speaker means it to mean. From a community development perspective, the approach that is the most useful, is to think of community as a distinct form from a homogenous class. However, he commented, it is a collection of diversity and divergent interest and it will be more effective if you can address these diversities, that is what community development means.

In the coastal zone, what does it mean to say "Communities need more say!"? There can be many interests, none more fundamental than the harvesters and those that want to preserve. Mr. Williams clarified these are not distinct, there is lots of overlap but, speaking on a greater level there are two interests. It has to be possible for people to continue to live within coastal zones and the future of coastal communities is far from secure. The Deputy Minister commented there are huge challenges such as: young people are faced with limited careers, there is a global labour market, the demographics are a huge thing, and employers faced with increasing energy cost. Most major employers could be closed because of energy cost, for example such as pulp and paper. There are many factors and rural communities are fighting for their lives. We must anticipate it as a growing trend, that municipal governments are becoming fiscally incapable of sustaining community.

All sectors of the community need to be heard. This is the point of ultimate convergence, where all different interests can come together to recognize that the coastal ecosystems are the economic base of rural communities and it has to be developed and managed as an ecosystem.

3. Tim Hall - Department of Fisheries and Oceans Canada

Mr. Hall began by thanking the delegates for involving the DFO in the conference. He also clarified that he would be speaking from the view of the Oceans Program in the Canadian Maritime region. He then commented that over the past decade, since Oceans Act, DFO has been working hard to ensure meaningful engagement with all peoples, aboriginal communities and other citizens. This has not been easy. There have been challenges as the policy and guidelines are relatively new and not all the guidance that is needed is always available. It is not always comfortable for all government departments and they have made some mistakes and are learning from them.

Mr. Hall spoke to the opportunities that have come from the Oceans Act. It is challenging and certainly lays the ground work for effective governance and management. He commented that it calls for the development of plans to be inclusive, developed in a open manner and is viewed as a positive road map for DFO.

There is an awareness of the potential of having the broader public engaged in issues. The department can see the group that can be tapped into and partnership potential in these organizations.

He spoke to the need for all levels of government to collaborate and coordinate; specifically within Nova Scotia, at the provincial oceans network and at on a broader scale at the regional ocean coastal network. These are real options for collaboration.

There is also no lack of challenges within the coastal environment . Working within the multiple levels of government it is not always clear who holds the

responsibilities. There are a lot of the issues, often locally based and fiscally challenging that require the opportunity for everyone to participate.

The Oceans Act does provide some direction, but does not speak clearly to coastal management and a coastal management policy. They are trying to work closer with the provincial level but it is difficult to get on the national agenda. Nationally, there are a huge range of perspectives that need to be included. For example, the situation in regards to resource use and access in the Arctic, it is different from elsewhere in Canada. Global economic challenges, make it hard to support any number of initiatives. On a local level, they cannot meet the expectations of all the opportunities out there.

Mr. Hall asked the question "How can you show progress in and ICZM process?" The department has had a lot of experience, both locally and nationally with results e.g. Bras D'or Lakes (a document is set to be released) and, South West New Brunswick Marine Resource Planning is looking at another model for community involvement and is examining what type of role there might be for an advisory board. There has also been good inter-jurisdictional work for example in the Gulf of Maine. One initiative, the Eastern Scotian Shelf Integrated Management (ESSIM) initiative, included a stakeholder advisory council on strategic and high level objectives and DFO is now evaluating this process. There have been many discussions on the role of community on and off shore, it is a broad process.

Mr. Hall the asked, "Where does DFO go from here?" The Oceans Management Program, in the near future, will be moving the Integrated Management Coastal Zone framework beyond what has been called LOMAs (large ocean management areas) and will be trying to expand the lessons learned, and the positive experiences, to encompass the entire Scotia Shelf bio-region Cape North through the Bay of Fundy. The whole DFO approach is being challenged to ensure all departmental activities are applied in a consistent manner through out.

Regional communication is a good positive mechanism to help apply this consistency. DFO must enhance and revisit stakeholders and community engagement, something they would have liked to have done more, including: a broader application of ecosystem management; implementing tools such as MPA regional planning; asking what might be a systematic approach to MPA planning; tools and principles of marine spatial planning; working with partners around the world for best practices; and, state of the oceans reporting. The Gulf of Maine and Scotian Shelf examples, provide a good contextual overview of the whole ecosystem and some of the key issues affecting these areas.

Regardless of these challenging economic times, DFO Oceans Program is at a stage to start a renewed working relationship with different levels of government and to include experiences that have been developed across the regions. It is time to renew that conversation.

Panel 2: Community Voice – Dan Edwards and Jackie Sunde, Cliff Alteo**1. Cliff Alteo- President, Nuuchahnulth Tribal Council**

Mr. Alteo thanked the conference and opened his remarks by stating it was always good to hear about how we can improve management of peoples in places. He highlighted that one of the facts is the growing role of First Nations. It used to be that the role of First Nations was feared and falsely thought that they would claim 110% of the land. However, now, Mr. Alteo commented an article in a recent *Vancouver Province*, stated how important it is for business to connect with First Nations. Additionally, the Fraser Institute, in a provincial ranking by resource extractors, has placed British Columbia, Mr. Alteo's home province, right down near the bottom. He remarked how, the government will have to consider First Nations interest without a doubt and that they could have come up with the same conclusion without the expense of going through the court system.

Mr. Alteo shared that his people have sufficient understanding for a process of democracy, but they shutter when a majority can have a law passed when supported by only ¼ of Canadian. He commented that it is scary that it was the Minister who appealed their fishery case, rights and title will come through the litigation process. There is an opportunity here for academia to have role in change. We must listen to comments, the opportunity he speaks to have to come from beyond the framework they operate under now. Opportunity comes from reaching out and embracing the knowledge of his people. This is a knowledge that is just hanging on, a knowledge that is on life support, because of circumstance, the First Nations are working hard to hang on and re-invigorate and pass this knowledge on.

Mr. Alteo shared that his son, who is 38 and has only fished 2 years in a team, cannot know the things he himself has learned, his collection of knowledge at his age. And, it is all families that face this loss of knowledge, not just First Nations. Fishermen these days are all elders like himself, and do we really want to see that part of "Canadian" life fade away? Mr. Alteo says "No! Why do we treat such things, these gifts from the Creator, in such a way?" He explained, it is because we think we are smarter, we try to figure out how to grow the fish faster, have pens so they are easier to look after than a river Mother Nature already cares for them in. He explained he is not completely against these ideas but he wants to see a stop to the polluting of the land. We must embrace the knowledge that is available, we must respect the people and their knowledge systems. It is not just plugging into a system that is already there but to help us to hang on to the teachings we have. As a country we accept 4-5 year terms of elections but do not consider the 7 generations down the road. The example Mr. Alteo gave was of the knocking down of 60-80 year or trees in British Columbia. "Surely,..." he stated "... academics, researcher, can get this in our minds, not in an advisory role but in real roles of decision making." The

happenings in the Supreme Court, the policy from court should provide a lot of opportunity for researchers to write papers.

Mr. Alteo called on academics to do something. Not about taking away livelihoods but to enhance and sustain the livelihoods of people like Dan Edwards. There must be a reversal of the loss of First Nation access to waters. He stated there has to be some accountability, somewhere down the line it academia, not just supporting aboriginals but *doing* the right thing. Mr. Alteo explained he was not scolding but trying to wake up the inquisitive mindset. He asked, "Where are the first nations people, not on the panels?" The elders, we also want their own "PhD" equivalents to serve on panels, someone who can bridge the gap. He gave the example of a panel with three elders and a First Nation PhD and then the process was blessed. After which the panel appointed the First Nation representative as a co-chair and the "scientists" refused to put forward any decisions the elders did not agree with. The panel's work truly represented the community.

In closing Mr. Alteo expressed his appreciation for the conference and his pride to be part of such a conference. Good things, he said will come out of this process.

2. Jackie Sunde - Chair of the Coordinating Committee of the International Collective in Support of Fishworkers, ICSF

Ms. Sunde began her comments by explaining her role on the panel as someone who straddles NGO work and academia. She commented however, after listening for three day to speakers in combination with other stories, it had brought home how little space there often is for fishing communities to have a voice. She asked "What is the role for communities?" And, stated we must also ask what is the role of the state? How can they appeal a decision that goes against human rights and principles of communities? Ms. Sunde recommended a starting point might be a complete revision of community role. To renew the conversation but to imagine a new vision. What is the role of state, where is the legitimacy? The conference, she added, had got her thinking about the role of governance, what is governance, who has the power to decide, and where does the legitimacy come from to make decision?

Ms Sunde commented, "Alice Martin said there are 2 roads, Fikret Berkes said there are many roads, Clifford Alteo said there are "collectivities", we have not yet addressed the diversity, "collectivities" and the many roads toward management." Ms. Sunde expressed that what had struck her was the need for communities to be organized and to articulate a clear set of values. The example she gave was in NB of a community wanting to stick to the plan they had in place, wanting their values respected and recognized.

The key lessons she has been learning in South Africa are about real participation and what does it mean. They are reaching a point where they are recognizing that unless a process recognizes communities, decisions will be questioned. There must

be legitimacy to the planning including who are the stakeholders. In South Africa communities are not just wanting a stake, they want stewardship and access to the resources and with control comes the responsibility to manage these resources. She expressed her thanks the Coastal CURA community and asked that we continue the conversation not just in Canada but in South Africa and beyond. We need to show our solidarity for communities facing the same challenges.

3. Dan Edwards – Fisherman, Community Activist

Mr. Edwards extended his thanks to the conference hosts and delegates and began his talk by explaining that as a fishermen he would usually be fishing in June but, this year he worked around the People in Place conference because, “change is needed”. To attend this conference, Mr. Edwards has lost 2 fishing trips, and as his son with whom he fishes, has carpal tunnel syndrome, Mr. Edwards was needed on the boat. But, he explained we pay by making choices and we want to see something come from our efforts. He went on to explain that the conference has been an interesting process with all kinds of ideas, theories, and on-going examples and on-going alternatives. For example, he suggested Laura Locks work on panarchy, and that some theories offer up hope despite situations that do not offer a lot of hope. He explained he heard a lot of resistance against a collapsing and failing system but resistance is not dead. “The dragon may be speared through the heart but he is still doing damage with his tail.”

Mr. Edwards spoke to the Oceans Act but commented that it has no teeth. He explained that “teeth” are needed in ecosystem management, all stakeholders have to be at the table to process all interest. The Ocean’s Act could be a template to do it.

He then addressed the idea of stewardship, in Western European culture and commented that it is often divided (e.g. Descartes). There had been an investment in the French Revolution and the killing of the king, a beginning of the modern age for all of us to go forward. Mr. Edwards used the legend of Excalibur, which teaches the need to recognize the oneness of everything. In the legend the king forgot that the king, sea and land are one. Mr. Edwards, closed with the comment that absolute discretion is needed, we must examine to the idea of democracy, for example look at Louis XVI he did not last long, we have to bring back the power to the people.

Question and Answer Period, Group Discussion

General comments and questions were taken from the floor and discussion was held between the panels guests and delegates

Comments included the disbelief that a recession could be used as an excuse for not addressing resource protection. It was expressed that we must put in place the civil

societies needed to protect these resources, if we cut the money now, we are deepening the cut to the access. It was also stated that to keep doing the same things over and over fits the definition of insanity. We cannot do this and expect different results. The question was raised, "Had DFO had thought of the reality of the aboriginal communities?" What does intergovernmental government mean and how will it include Firth Nation government?

Response to these comments lead to discussion on "scale". Work must begin at the regional level and there are a number of ways to be involve however, it is limited to what scale DFO departments and programs have the responsibility for and ability to participate in. An explanation of "scale" was called for and it was suggested from the DFO representative that it comes from the authority and area of responsibility, as well as somewhat geographical representation.

Additional comments were directed towards the provincial representative on the panel regarding both the encouragement of the provinces effort to get all voices in the conversation but also the issue of needed transparency. Communities need to "see" the conversation taking place. Communities are often not given power, they are faced with very real world problems and although it said engagement is wanted it does not always happen. It must start soon, today and yesterday. The government must make sure that potential initiatives are getting the power they need. This is not necessarily as easy as perhaps we may hope as communities can be divided and multiple views must be taken into account. We must ensure that the processes are in place to ensure that necessary learning takes place, that people are given the necessary knowledge to participate in the process, with a limited government time frame.