



# Northwest Territories Protected Areas Strategy

Northwest Territories Protected Areas Strategy  
Guidelines for Research and Documentation of Cultural Values

Disclaimer-These guidelines are intended as a planning tool for Candidate Area Working Groups. These guidelines will be reviewed and revised from time to time.

## I. INTRODUCTION

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The Northwest Territories Protected Areas Strategy (NWT-PAS) outlines a series of eight steps for the planning and establishment of protected areas. The NWT-PAS planning process calls for a detailed evaluation of the area's ecological, cultural and socio-economic values. The evaluation of cultural values requires the determination of the historical, social, spiritual, educational and other cultural values of the candidate protected area.

This document outlines the principles, objectives and process for the determination of cultural values of candidate protected areas. The Cultural Values Research and Documentation (CVRD) will be carried out in conjunction with ecological, renewable and non-renewable resource assessments for the NWT-PAS.

As stated in the NWT-PAS, the Protected Areas Strategy will conform to all land claim agreements, Aboriginal/inherent and treaty rights, self-government agreements and overlap agreements. In the event of unforeseen conflicts between this Strategy and such agreements, the latter takes precedence over the Strategy.

Defining a protected area strategy as “a guide to make balanced decisions in identifying, establishing and protecting significant natural and cultural areas using best available knowledge” and its rationale “to protect and maintain areas of land and water with special natural and cultural values ...”, the NWT-PAS recognizes that “any protected area ... provides protection for land-based areas with special cultural values and traditional harvesting activities” (PAS Section A 1.2, 1.3, box, p. 4). The first goal of the NWT-PAS is “to protect special natural and cultural areas” (p. 8). Cultural values are fundamentally embodied in the principles of recognizing Aboriginal traditions, of

recognizing and respecting all obligations to access, third party interests and compensation, and of using the best available traditional, local and scientific knowledge ... (PAS Section A 2.2 a, d, i, pp.10-11).

Cultural values may exist in any protected area concurrently with ecological values and are often inseparably interrelated to them through traditional knowledge and use. Cultural landscapes express an intellectual unity between the natural and cultural aspects of the environment. "Areas of traditional, cultural and religious significance" and "protection of specific natural and cultural features" are among the International Union for the Conservation of Nature and Natural Resources' (IUCN) management objectives for protected areas (Supporting Document 1, p. 24).

## **II. PURPOSE OF THE RESEARCH AND DOCUMENTATION OF CULTURAL VALUES**

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To ensure that the cultural values of candidate protected areas are identified in a timely and appropriate manner so that they can be effectively included in the definition, planning and implementation of protected areas established under the NWT-PAS.

## **III. OBJECTIVES OF THE RESEARCH AND DOCUMENTATION OF CULTURAL VALUES**

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1. Provide an effective, timely and cost-efficient identification of cultural values which exist within candidate protected areas.
2. As part of the evaluation of candidate protected areas, improve the state of knowledge of cultural values of these areas.
3. Provide a coordinated and consistent process for government agencies, communities and other stakeholders to plan and implement cultural values assessment activities for candidate protected areas.
4. Provide information for the consideration of social, economic and ecological implications of the cultural values, to be used along with the social, economic and ecological implications of the evaluation study results in other fields for candidate protected areas.
5. Identify cultural values integral to assessing protection options for candidate protected areas.

## **IV. PRINCIPLES OF THE RESEARCH AND DOCUMENTATION OF CULTURAL VALUES**

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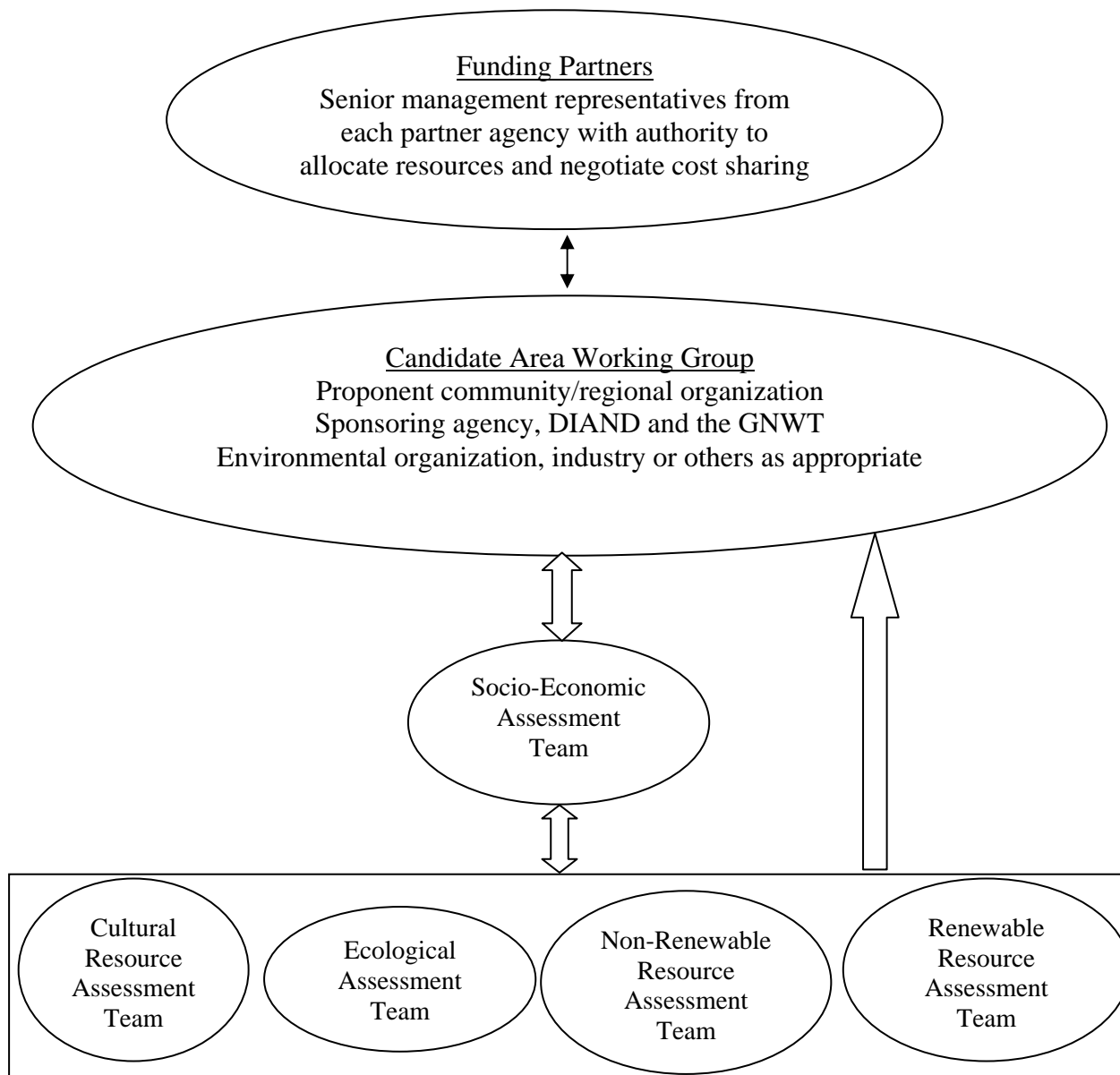
1. The CVRD process should be consistent with the principles and goals of the NWT-PAS.
2. Research and documentation of cultural values will respect the traditions and wishes of the community, including local Traditional Knowledge research policies.

3. Research and documentation of cultural values will recognize community ownership of research materials collected and created during research and documentation.
4. Research and documentation of cultural values must involve community members, particularly the Elders, in a significant way and make full use of available Traditional Knowledge.
5. Research and documentation of cultural values should be based on quality Traditional Knowledge and cultural landscape research and should be available to Candidate Area Working Groups (CAWGs).
6. The land evolved over space and time as mapped by traditional knowledge should be recognized as the physical expression of cultural value. Heritage resources and natural resources to which cultural value is attached are an integral part of this land.
7. Fieldwork should be conducted in such a way as to cause minimal impacts on the cultural and natural values of the area.
8. The study area should be large enough to allow for possible boundary adjustments in the establishment of the protected area.
9. The cost and complexity of research and documentation of cultural values, and the extent of work required, should be determined by the Candidate Area Working Group and the Funding Partners on a case-by-case basis.
10. The development of a work plan and identification of resources required for the NWT-PAS planning process should be led by the Candidate Areas Working Group.
11. Research materials and information collected during the research and documentation of cultural values should be managed by the appropriate community or regional organization and placed in an archive to ensure long-term retention of the research materials, respect for ownership and sensitivity, and accessibility to the information by the community and, with community consent, use by others responsible for decision-making about the protected area through the remaining steps of the NWT-PAS.
12. Management and integration of data into a GIS should make the information available to the community for management of the protected area, including long-term management, monitoring and further identification of cultural values.
13. Results of the research and documentation of cultural values should be reported to the communities involved on an on-going and timely basis and in plain language through consultation and feedback.
14. Results of research and documentation of cultural values should be presented to the communities along with the other assessment results.

## **V. FRAMEWORK FOR THE RESEARCH AND DOCUMENTATION OF CULTURAL VALUES**

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The framework diagram on the following page describes how the research and documentation of cultural values fits within the overall framework of assessments that are carried out through the NWT-PAS planning process.



It is important to respect the world view of communities associated with candidate protected areas which regard culture and nature as inseparable. The resource assessment teams need to work together to the extent possible to respect this world view.

The role of the Funding Partners is to approve the work plans and budgets for the cultural values and the ecological, non-renewable and renewable resource assessments, and to allocate funds and resources accordingly.

A Candidate Area Working Group develops the overall work plan for the cultural values and the ecological, non-renewable and renewable resource assessments, and monitors and reviews progress on the assessments.

Once results are available from the various assessments, the Candidate Area Working Group coordinates consultation and reporting to communities, regional organizations, land-claim bodies, public, industry, environmental organizations and Funding Partners.

## **VI. OUTLINE OF THE RESEARCH AND DOCUMENTATION OF CULTURAL VALUES PROCESS**

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Reporting to the Candidate Area Working Group, the CVRD team will include a social scientist (e.g. anthropologist, cultural geographer) as well as technical support for the research and documentation of cultural values. The team will develop a specific work plan and budget for the Phase 1 cultural values study. The Candidate Area Working Group will review this work plan and budget and recommend a budget allocation to the Funding Partners group. The Funding Partners negotiate the cost sharing arrangements. Funds may also come from other sources.

### **PHASE 1: COMPILATION AND REVIEW OF EXISTING RESEARCH AND DOCUMENTATION**

Cultural values include both tangible values related, for example, to heritage resources and intangible values related, for example, to place names and stories. The two are often interconnected. The research approach needs to recognize that individual heritage resources within the candidate protected area may not comprise its principal cultural value. Instead, the area as a whole, or in substantial part, as a cultural landscape may be the primary focus of cultural value to which traditional knowledge, natural resources, and heritage resources all contribute. A community's long attachment to an area, its enduring use and activities there, its social and kinship relationships there, its intimate knowledge of the area, and its spiritual affiliations with the area illustrate its cultural significance. These associations connect the people and the place.

Much work has been done in the NWT on documenting traditional land use, place names, cultural and historic sites, and places of sacred significance. This documentation is held in widely diverse locations and conditions, ranging from community warehouses to the Prince of Wales Northern Heritage Centre. Some may be held in collections outside the NWT (e.g. Canadian Museum of Civilization, Parks Canada, Library and Archives Canada, individual researchers' holdings). Because these resources have not been extensively collated and digitized, issues of access, condition, translation and confidentiality – if not resolved in previous steps of the NWT-PAS – may apply in the determination of Phase I costs and time frames. Existing multi-disciplinary research and community resources may be diverse or may be sparse.

#### **Work to be completed:**

1. Compile and analyze existing research from previous steps in the NWT-PAS. This action must include community consultation.
2. Compile and analyze existing research related to the candidate protected area from other sources such as secondary literature and data collections of Traditional Knowledge (including Traditional Ecological Knowledge), archaeology, anthropology, cultural geography, ethnohistory and cross-disciplinary studies.
3. Identify areas within the candidate protected area where cultural knowledge is not available.

4. Report on existing state of knowledge and coverage of cultural values.
5. Communicate results of Phase 1 to community in plain language for feedback.
6. Assess the scope and budget for Phases 2 and 3.
7. Provide recommendations to the Candidate Area Working Group for management and archiving of the research materials and information collected during the research and documentation of cultural values to ensure their long-term preservation as well as accessibility by the community and, with community consent, by others responsible for decision-making about the protected area to the information collected, such as through a GIS database.

The CVRD team presents Phase 1 results to the Candidate Area Working Group, along with recommendations on the scope and budget for Phase 2, as required. The Candidate Area Working Group then makes a recommendation to the Funding Partners on proceeding with Phase 2. The Candidate Area Working Group also makes a recommendation to the Funding Partners on the budget for proceeding with Phase 3.

## **PHASE 2: NEW RESEARCH AND DOCUMENTATION**

Sometimes new traditional knowledge studies, place name studies, archaeological research, and cultural landscape studies may be required to provide information on cultural values necessary for the proponent community / regional organization, sponsoring agency and other stakeholders to make an informed decision on the establishment of the proposed protected area and on its boundaries. Community involvement in this research is essential. Youth must be involved where possible. Oral histories must often be collected on the land and then translated. Fieldwork should be carried out in ways that will have minimum impacts on the cultural, ecological and other physical resources and on the cultural values of the area.

### **Work to be completed:**

1. Working with community representatives and Elders, map land use and occupancy and record place names and narratives associated with these areas, or otherwise verify retention of this traditional knowledge within the community. Use GIS if locally available.
2. Working with community representatives and Elders, identify and map areas specified as significant gaps for the identification of cultural values of the candidate protected area.
3. Place name recording should provide the outline of the area contained within the named place, presented in the NWT Geographical Names format and checked with appropriate language expertise.
4. Carry out archaeological research and archival research, as required.
5. Communicate with ecological, renewable resource and non-renewable resource assessment teams or review their findings, to identify areas of high value and to compare boundary issues.
6. Analyze information from new research, and in consultation with the community, identify cultural values arising from the new research. Prepare report.
7. Identify potential boundary modifications and area inclusions based on such considerations as traditional use areas, places of sacred significance, named places with associated narratives, and concentrations of heritage resources.
8. Communicate results of Phase 2 to community in plain language for feedback.

Phase 2 research and documentation may be carried out in conjunction with and in consultation with other stakeholders. The CVRD team presents Phase 2 results to the Candidate Area Working Group and proceeds with Phase 3.

### **PHASE 3        PREPARATION AND DELIVERY OF CULTURAL VALUES REPORT**

Work to be completed:

1. Prepare draft report on cultural values, including the nature and evidence of attachment to the area, existing state of knowledge, coverage of cultural values and, if applicable, recommended boundary modifications. The report must be in plain language.
2. Present the draft report on cultural values to the community for review.
3. Have the draft report peer-reviewed on a confidential basis by critical readers within the federal and territorial governments and by members of the CVRD team and the Candidate Area Working Group, as agreed upon by the Candidate Area Working Group.
4. Identify further/on-going research and documentation required for management of the proposed protected area to ensure that cultural values are protected.
5. Respond to the community review and peer review, and prepare report for the Candidate Area Working Group.
6. Provide revised recommendations to the Candidate Area Working Group for management of the research materials and information collected during research and documentation of cultural values, as required.
7. Identify implications of the research and documentation of cultural values, such as infrastructure requirements and/or cultural capacity of the communities nearby, for the assessment of impact of the establishment of the protected area.
8. Identify implications of the results of the research and documentation of cultural values for the development and implementation of management objectives.
9. Communicate the results of the cultural values research and documentation in understandable terms and in tandem with the ecological, renewable and non-renewable assessment reports directly to community members at public meetings, and to the Candidate Area Working Group.

The CVRD team presents the results of Phase 3, including the final report on research and documentation of cultural values, to the Candidate Area Working Group. Study results are reviewed by the Candidate Area Working Group, which develops the reporting and consultation approach with communities, regional organizations, land claim bodies, industry and public.

While respecting the wishes of the community and the confidentiality of certain culturally significant information, it may be desirable to publish the results of the research and documentation of cultural values for educational purposes and other benefits, such as tourism.

Results of the research and documentation of cultural values are combined with the results of the ecological, non-renewable resource and renewable resource assessments in one report for the candidate protected area.

Consultation and workshops are held with communities, regional organizations and land claim bodies on the evaluations from all the study teams. The socio-economic analysis process for assessing implications of the evaluation results, required for these consultations and workshops, is evolving. Public, industry and government reviews of the combined candidate area results are also carried out.

Feedback from communities, regional organizations, land claim bodies, public, industry, environmental organizations and government on the overall assessment forms the basis for a final proposal (Step 6 of the NWT-PAS planning process), recommending whether the candidate protected area should be formally established, and if so, specifying management objectives and proposed boundaries.

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