



NWT Recreation Land Management Framework Report Public Engagement Summary Report

February, 2017

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1.0 Introduction

In July 2016 Dillon Consulting Limited (Dillon) was contracted to assist the Department of Lands (the Department) to develop and lead a series of public engagement sessions to obtain feedback on the vision, goals, and supporting priorities of the draft Recreational Land Management Framework (RLMF) dated September 30, 2016. The objective of the engagement sessions was to confirm whether participants thought the draft RLMF was “on the right track” and confirm if it reflected what the Department heard during the previous public engagement completed in early 2015.

Participants were also asked to identify if anything had been missed that should be considered. Open House sessions were held in Yellowknife and each of the Northwest Territories regional centres, and an online engagement component was available during the consultation period.

Public engagement focused on the draft RLMF vision, goals, and supporting priorities of the draft RLMF. For each goal and priority, participants were asked to answer “yes” or “no” to the question: *“Are we on the right track?”* Participants also had the opportunity to provide detailed comments on the vision, goals, and supporting priorities.

Vision

The Northwest Territories will continue to have a diversity of outdoor settings, opportunities and places that enable Northerners to experience and enjoy northern lands and waters in the ways that are most meaningful to them.

Goals

- Goal 1: Recognize and respect uses of public lands
- Goal 2: Support recreation management planning in priority areas
- Goal 3: Modernize and clarify leasing practices and processes
- Goal 4: Enhance public awareness and understanding
- Goal 5: Address unauthorized occupancy
- Goal 6: Encourage compliance and strengthen enforcement

2.0 Public Engagement

Participants had multiple opportunities to provide their input into the draft RLMF in different formats throughout the fall of 2016. The Open House sessions, organized by Dillon Consulting and the Department, were held in October 2016. Input was also gathered through workbooks which were available in hard copy at the meetings and online at the Department's website. Participants completed the workbooks during October and November 2016. The engagement opportunities were advertised in the weeks leading up to the Open House sessions in local newspapers, on the Department website, on posters displayed on community bulletin boards, and through radio announcements.

2.1 Location and Attendance

The locations of the events are listed in **Table 1**.

Table 1: Public Open House Locations and Attendance

Community	Date (2016)	Location	Attendance (approximate)	Session Format
Yellowknife	October 11 th	Tree of Peace	30	Public Open House
Hay River	October 12 th	Ptarmigan Inn Conference Room	0	Public Open House
Fort Smith	October 13 th	Pelican Rapids Inn Blue Room	12	Public Open House
Fort Simpson	October 13 th	Fort Simpson Recreation Centre	9	Public Open House
Norman Wells	October 17 th	Legion Hall	3	Public Open House
Inuvik	October 18 th	Ingamo Hall	9	Public Open House
Yellowknife	October 21 st	Tree of Peace	8	Public Open House
Yellowknife	October 25 th	Gallery Building	0	French Language
Fort Resolution	November 9 th	Community Hall	33	Public Open House

2.2 Public Open House Session Formats

The sessions began with introductions by the facilitators and representatives from the Department, including a brief description of the RLMF and the objectives of the public open house. In some communities, representatives of the regional offices of the Department also attended the session and were available to answer area-specific questions.

A PowerPoint presentation was prepared by the Department and was available at each session. Posters listing the vision, goals, and supporting priorities were displayed at the open house sessions and participants were encouraged to review the materials available and provide input directly onto the posters by answering "yes" or "no" to the question "Are we on the right track?" and adding written comments. In some communities, participants in the sessions preferred to hold one-on-one or group discussions with the project and facilitation team, rather than provide written feedback on the posters. The project and facilitation team recorded participants' comments on to the posters and took notes on discussions.

2.3 Hard Copy and Online Workbooks

People also had the opportunity to provide comments through hard copy and online workbooks. The workbooks followed the same format as the Open House posters, listing the vision, goals, and supporting priorities from the draft RLMF. Participants were asked to answer “yes” or “no” to the question “Are we on the right track?” and to provide written comments for the vision and each of the goals and their supporting priorities.

The workbooks were available in hard copy at the Open House sessions, and a total of six hard-copy workbooks were submitted to the Department. The workbook was also available online as a survey, accessed via the Department’s website. The online survey was active from October 1 to November 16 2016, and 36 responses were received.

3.0 Public Feedback Summaries

This section summarizes the public's feedback on the draft RLMF received at the public open houses and from the workbooks (written or online). It is organized into subsections with a subsection for the vision and each of the six goals of the Framework. Each subsection highlights:

- General comments and suggestions for clarification
- Critiques and suggestions for improvement
- Specific comments relating to the supporting priorities for each goal

Note the largest number of public session comments came from the Yellowknife session, so the summaries provided in this report may be heavily weighted towards Yellowknife.

Even though the feedback summaries here are not detailed or verbatim comments from a particular participant, and not all comments represent a majority view, they capture the main ideas from each session. Not all public comments have been included in this summary document; they are examples of the diversity of public opinions related to the draft RLMF vision, goals, and supporting priorities.

3.1 Vision

General Comments and Suggestions

In general, participants' comments on the proposed vision of the RLMF were positive. However, it was suggested the vision be simplified to be more easily understood. Other suggestions included:

- Recognize the interdependence of a healthy and safe environment and include language that directly identifies wildlife and natural resources, traditional lands and practices, and people's outdoor experiences.
- Establish reasonable areas that can be developed, define acceptable developments, and ensure the process is fair and equitable for everyone and that all views have been taken into consideration.
- Provide Northwest Territories residents with places to experience northern lands and waters.
- The vision should place greater emphasis on stewardship and environmental protection.
- The vision should be stronger and provide a clearer picture of how recreational land management will occur.
- The vision should not only look 10 to 20 years into the future, but should instead look 200 years into the future and it should include the First Nations perspective on land use, management, and stewardship.

3.2 Goal 1: Recognize and Respect Public Uses of the Land

General Comments and Suggestions for Clarification

In general, participants agreed that the goal and supporting priorities are on the right track, but some comments indicated the need for more clarity. Participants asked the following questions:

- How will Aboriginal rights and traditional uses of the land be recognized and respected?
- How will the RLMF apply to areas that already have existing recreational leases or cabin developments?

- How will the RLMF consider conflicting land uses, such as in areas that are popular for recreational use but also have a high potential for resource development?

Participants recognized the importance of providing space for public users since a recreational lease with a cabin development is not affordable for everyone. Recognizing public lands and recreational activities are very important, especially in areas like Yellowknife that have a higher demand for recreational land use. Participants suggested finding a balance between recreational leasing or cabin development, and public recreation is important.

Critiques and Suggestions for Improvement

A number of comments from participants suggested specific priorities may not be on the right track. Most critiques targeted three priorities:

- Priority 1.5: Review and enhance current methods for integrating input from Aboriginal Governments (AGOs) and organizations into decision making
- Priority 1.7: Work with AGOs and land users to examine the benefits, challenges and level of interest in three to five year short term non-renewable leases for temporary structures or recreational uses
- Priority 1.8: Evaluate opportunities for enhancing consultation and public engagement processes

Specific comments on these priorities are listed in Table 2 below.

A common theme was there should be more emphasis on recognizing and respecting Aboriginal rights and traditional land uses. Many of the suggestions for improvement related to clarifying how the rights of traditional users hunt, trap and set-up camp will be respected. Concerns were raised about non-Aboriginal people defining what constitutes “traditional use” and that further clarity on this and clarity on plans to engage with the Aboriginal governments and organizations (AGOs) during the implementation phase is necessary. Similar concerns that AGOs are not adequately involved in developing the draft RLMF were expressed.

Another comment that related to the goal and supporting priorities was people wanted more information about the specific actions that would be involved in implementing the priorities before they could know if they are “on the right track”.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Table 2: Comments on Public Uses of the Land

Priority 1.1: Develop criteria for areas where leasing should be avoided.

On the right track:	<ul style="list-style-type: none"> • The criteria already exists, they just need to be enhanced and formalized. • The public should have an opportunity to comment on proposed sites for new recreational leases. • Residential leases are not compatible with public uses and should not be allowed. • Tourism leases should be considered in areas where recreational leases are prohibited. • Overcrowding is an issue that should be considered when identifying future
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recreational lease locations.	
Not on the right track:	<ul style="list-style-type: none"> The focus of this priority should not be on where to avoid recreational leases but rather on where recreational leases are permitted.
Priority 1.2: Provide allowances for public access to recreation settings and opportunities.	
On the right track:	<ul style="list-style-type: none"> Clarify the terms "allowance" and "recreation setting". Is this priority referring to opportunities for recreational leases or cabin developments, or does it only mean public use areas? Public settings and opportunities should include increasing access to docks, parking areas, roads, and trails. However, public funds should not be used to increase access for private recreational leases or cabin developments. New recreational leases or cabin development areas should incorporate designated public access areas and facilities.
Not on the right track:	<ul style="list-style-type: none"> There is a concern that an increase in the number of recreational leases or cabin developments will decrease the availability of remote recreational experiences for the public. Increasing opportunities for public access to recreation will not decrease people's desire for their own recreational lease or cabin development.
Priority 1.3: Identify new areas and opportunities for recreational use and/or development.	
On the right track:	<ul style="list-style-type: none"> If there are more options for recreational leases or cabin developments there will be fewer unauthorized occupancies. Current recreational lease applications should be finalized before new recreational leases are issued. There should be a focus on identifying new campground areas, not just new areas for recreational leases or cabin developments.
Not on the right track:	<ul style="list-style-type: none"> This priority should happen quickly to reduce new unauthorized occupants. New areas are not required. The existing recreational lease or cabin development areas (where demand is high) have enough room to accommodate the existing demand.
Priority 1.4: Mitigate environmental impacts of outdoor recreation.	
On the right track:	<ul style="list-style-type: none"> The Framework should be more specific and focused on this topic. It is not clear in the draft RLMF what environmental mitigations are being considered. The documents should identify how the RLMF will work with other legislation and regulations, which also protect the environment. A checklist of potential environmental impacts of outdoor recreation with standards and tools for mitigation should be developed. Mitigation of environmental impacts should be done through land inspections, public education and communication, and clear terms and conditions of the recreational lease. Education, better signage, and informational material would help mitigate some of the environmental impacts. Education for youth about environmental stewardship should be a focus.
Not on the right track:	<ul style="list-style-type: none"> Concerned that this priority will target recreational lease holders, but not unauthorized occupants because unauthorized occupants are not known or

	<p>inspected by Department Inspectors.</p> <ul style="list-style-type: none"> • This priority may lead to over-regulation and inconsistent enforcement. • Outdoor recreation is not harmful to the environment.
Priority 1.5: Review and enhance current methods for integrating input from Aboriginal governments and organizations into decision making.	
On the right track:	<ul style="list-style-type: none"> • The Government of the Northwest Territories (GNWT) properly considers AGO input. An example provided was that the decision to not issue recreational leases at White Beach Point was based on AGO input. • New recreational lease areas should be identified with AGO assistance and with possible profit and economic benefits for the AGO similar to a model that is in place in the Yukon. • AGOs should have a stronger voice in decisions about recreational leases, including in areas outside of the land claim areas or interim land withdrawals. • AGOs should be involved in the process and given the proper amount of time to consider the applications so they are not perceived by the public as stopping the process.
Not on the right track:	<ul style="list-style-type: none"> • Input is received but not integrated properly (the example of selling lots at Cassidy Point was provided). • Integrating AGOs input may lead to corruption. Litigation is a better method of solving disputes.
Priority 1.6: Review and enhance current methods of integrating public and stakeholder feedback into decision making.	
On the right track:	<ul style="list-style-type: none"> • The current methods of engagement do not work. • The public should always be given a chance to comment on new recreational leases to ensure new recreational leases and cabin developments are not located in areas that are used by the public. • There should be safeguards in place to make sure marginalized people are not negatively impacted by the engagement process.
Not on the right track:	<ul style="list-style-type: none"> • The current method for engaging the public is good and effective. • Voting in territorial elections is all the public input that is required. • Recreational leaseholders should have received direct notification and updates during the RLMF process since the outcomes could impact their investment.
Priority 1.7: Work with AGOs and land users to examine the benefits, challenges, and level of interest in 3-5 year short term non-renewable leases for temporary structures or recreational uses.	
On the right track:	<ul style="list-style-type: none"> • It is unclear what the purpose is for a three to five year lease. This should be explained and clarified.
Not on the right track:	<ul style="list-style-type: none"> • A three to five year lease will probably become a long-term lease. • Long-term leases should be a priority and the impacts of the three to five year lease on the environment should be studied. • This length of lease could lead to environmental issues such as over-built areas and abandoned sites. • There will have to be strong enforcement measures paired with temporary leases.

Priority 1.8: Evaluate opportunities for enhancing consultation and public engagement processes.	
On the right track:	<ul style="list-style-type: none"> • None.
Not on the right track:	<ul style="list-style-type: none"> • Evaluation methods should be used to measure outcomes of the Framework overall. • Evaluation of consultation and engagement is captured in priority 1.6. • Evaluation methods are already in place, this priority is not necessary.

3.3

Goal 2: Support Recreation Management Planning in Priority Areas

General Comments and Suggestions for Clarification

Participants generally agreed this goal and its priorities are on the right track, and additional planning and preparation of specific management actions or guidelines for high-demand recreation areas, especially in the Yellowknife periphery area, are important. Participants also recognized that other areas might need to be prioritized over time, for example, when new infrastructure development makes areas more accessible for recreational uses.

Some participants saw recreation management planning in priority areas as a way to ensure that the RLMF can accommodate regional and local differences across the territory.

Critiques and Suggestions for Improvement

Some participants pointed out that recreation planning in the Yellowknife periphery area has already started, and this goal has therefore already been implemented.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Table 3: Comments On Recreation Management Planning

Priority 2.1: Establish recreation management planning as the approach to identify and manage recreation opportunities within priority areas.	
On the right track:	<ul style="list-style-type: none"> • This should be done quickly to stop the increase in unauthorized occupancies. • Recreational management planning should not take place until after the <i>Northwest Territories Lands Act</i> has been updated.
Not on the right track:	<ul style="list-style-type: none"> • Instead, all land should be considered a recreational opportunity and be made available for recreational leasing, except for land used for another purpose (Such as a mine or sacred site).
Priority 2.2: Conduct scoping exercises to define potential priority areas for recreation management planning.	
On the right track:	<ul style="list-style-type: none"> • None.
Not on the right track:	<ul style="list-style-type: none"> • This is unnecessary since priority areas are already known.

Priority 2.3: Complete recreation management plans in priority areas to:

- **Maintain a diversity of recreational opportunities**
- **Identify opportunities and areas for recreational cabin leases**
- **Consider all land uses and values**
- **Develop appropriate management strategies for recreational use of lands in the area (Such as infrastructure needs, public education)**

On the right track:

- Other suggestions for the objectives of recreation management plans in priority areas:
 - Mitigate land use conflicts (in particular conflicts with mineral exploration/development)
 - Identify areas where recreational leases should not be permitted

Not on the right track:

- Infrastructure should only be planned and built after recreational leases are distributed.

Goal 3: Modernize and Clarify Leasing Practices and Processes

General Comments and Suggestions for Clarification

There was general consensus that this goal and supporting priorities are on the right track, and processes for issuing recreational leases, and fee structures should be simple, clear, and consistent. Participants gave personal examples of their experiences with the existing processes, reporting that it can be difficult to get information, and the Department is not always helpful in assisting the public with navigating the system. Examples shared included residents starting the process to get a recreational lease and having the process stall for various reasons. It was suggested such experiences could be a cause for unauthorized occupancies.

One theme in the comments was concern around whether changes would only apply to new recreational leases or whether existing recreational leases would be impacted as well. Participants suggested there should be some clarity on how changes will integrate with the existing recreational leasing practices and processes.

Critiques and Suggestions for Improvement

A number of comments indicated disagreement with Goal 3. These participants indicated that the existing processes are already clear and do not need to be improved. A participant noted in their opinion, the existing process is not complicated and Department staff are always helpful.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Table 4: Comments on Clarify Leasing Practices

Priority 3.1: Clarify what uses of land require a lease or tenure instrument.

On the right track:	<ul style="list-style-type: none"> It should be to be paired with policies regarding traditional use and unauthorized occupancy.
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Not on the right track:	<ul style="list-style-type: none"> When a lease is required is already clear.
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Priority 3.2: Engage in dialogue with Aboriginal governments and organizations about respectful and effective ways to manage rights-based cabins.

On the right track:	<ul style="list-style-type: none"> It should be clarified if the Department plans to issue recreational leases for rights-based cabins.
Not on the right track:	<ul style="list-style-type: none"> This could lead to corruption. It should be coordinated with the Department of Aboriginal Affairs and Intergovernmental Relations. The outcomes of land claim processes should not be presumed.

Priority 3.3: Clarify the process for applying for, assigning/transferring and amending a lease in all parts of the NWT.

On the right track:	<ul style="list-style-type: none"> This could be implemented through "how to" guides. People who are not residents of NWT should not be permitted to have a recreational lease. There should be minimum residency requirements to be eligible for a recreational lease. Planned developments, with surveyed lots, should be the model for issuing
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recreational leases.	
Not on the right track:	<ul style="list-style-type: none"> • High demand areas should be prioritized. • Finalizing current recreational lease applications should be prioritized.
Priority 3.4: Simplify and clarify the current lease classification system.	
On the right track:	<ul style="list-style-type: none"> • Granting specific leases (such as recreational lease with water access) could lead to de facto approval for other uses (such as permanent occupancy with road access). • Leases should be classified as residential (cabin or other), commercial, or industrial, rather than with categories like “recreation” which are difficult to define. • Other uses and lease types that should be permitted such as : <ul style="list-style-type: none"> – agricultural uses/food production – permanent rural residences • Recreational users should be separate from hunting and trapping. • Need to clarify what constitutes a “cabin”.
Not on the right track:	<ul style="list-style-type: none"> • This could target lease holders, but not unauthorized occupants because unauthorized occupants are not inspected by the Department. • It may lead to over-regulation and inconsistent enforcement. • Outdoor recreation is not harmful to the environment. • Lease types should not be over-simplified or too standardized.
Priority 3.5: Clarify allowable uses of leased land.	
On the right track:	<ul style="list-style-type: none"> • Do “allowable” uses include cabin criteria and building limitations? If so, the priority should be clarified. • Will this include water and sewage disposal? If not, it should.
Not on the right track:	<ul style="list-style-type: none"> • New rules should not be imposed without public engagement. • It already exists, lease clauses capture the allowable uses.
Priority 3.6: Evaluate and update administrative and decision making processes regarding leases for cabins and recreational uses, including how external input is considered.	
On the right track:	<ul style="list-style-type: none"> • None.
Not on the right track:	<ul style="list-style-type: none"> • This is a standard practice for government departments.
Priority 3.7: Update the fee structure and annual lease rent.	
On the right track:	<ul style="list-style-type: none"> • Fees should be linked to services provided (For example increased fees should come with increased services, or the fees should be higher where closer to infrastructure and amenities). • Clarification is needed on what the updated approach would be based on, what the money is used for, and whether the review would lead to an increase or decrease in fees. • Fees should be based on a cost-recovery model.
Not on the right track:	<ul style="list-style-type: none"> • Fees should be linked to services provided (For example, increased fees should come with increased services, or the fees should be higher where there is more infrastructure and closer amenities).

	<ul style="list-style-type: none"> • Fees should not be increased.
Priority 3.8: Explore opportunities to improve operational efficiency of public land administration and management practices and procedures.	
On the right track:	<ul style="list-style-type: none"> • The Department should look for other models from jurisdictions where there is co-management with Aboriginal groups.
Not on the right track:	<ul style="list-style-type: none"> • It is not clear what this would mean. • This is an internal management and should not be part of this Framework.
Priority 3.9: Evaluate opportunities and challenges associated with different land tenure options for cabins, such as, but not limited to, fee simple sales.	
On the right track:	<ul style="list-style-type: none"> • The leaseholders at Cassidy Point have been offered fee simple which indicates there is a process in place and precedence for granting this type of land tenure.
Not on the right track:	<ul style="list-style-type: none"> • How would the Department enforce environmental regulations and other requirements after title was granted? • Mortgage financing for leases can be difficult. One problem identified is a disagreement between the GNWT and lenders about the wording of mortgage assignment forms regarding foreclosure.

Goal 4: Enhance Public Awareness and Understanding

General Comments and Suggestions for Clarification

Participants generally agreed this goal and its supporting priorities are on the right track.

Areas that were identified as important for public awareness and education included:

- Public vs. lease holders rights to access the shoreline
- Public access to trails
- Clear and transparent information about the lease decision-making process;
- What recreational use means
- Rights and regulations linked to other uses (e.g. Indigenous rights and mining regulations)

Critiques and Suggestions for Improvement

It was suggested the rules needed to be more focused and clear to increase public understanding.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Table 5: Comments on Public Awareness and Understanding

Priority 4.1: Provide clear information about leasing practices and processes.	
On the right track:	<ul style="list-style-type: none"> • Clear information and communication would help clarify the leasing practices and process and reduce the perception that clear communication is not happening now.
Not on the right track:	<ul style="list-style-type: none"> • None.
Priority 4.2: Provide clear information about the rules regarding the use of public lands adjacent to leases.	
On the right track:	<ul style="list-style-type: none"> • The rules are the same for lands “adjacent” to a recreational lease and for other public lands that are not leased.
Not on the right track:	<ul style="list-style-type: none"> • None.
Priority 4.3: Provide clear information about public access and use of shorelines.	
On the right track:	<ul style="list-style-type: none"> • This priority is very important. • The best way to address public access and use of shorelines is to avoid granting recreational leases in places that are common public use areas.
Not on the right track:	<ul style="list-style-type: none"> • None.
Priority 4.4: Develop and implement a public education campaign to clarify the GNWT's land management policies and procedures.	
On the right track:	<ul style="list-style-type: none"> • The education campaign should be conducted in English, French, and Aboriginal languages.
Not on the right track:	<ul style="list-style-type: none"> • If the policies are clear and the information is readily available, a campaign would not be necessary. People would inform themselves and there is no need to inform people who are not interested in recreational land use.

Goal 5: Address Unauthorized Occupancy

General Comments and Suggestions for Clarification

While participants generally agreed with this goal and its priorities, several comments indicated the goal requires further clarity. In particular, participants suggested that a definition of “unauthorized occupancy” was necessary to clarify whether traditional uses are considered unauthorized, and what other types of occupancies would be considered unauthorized occupancies for the purpose of this goal (Such as houseboats, squatters, and people residing full time on recreational leases).

While participants generally agreed that unauthorized occupancy should be dealt with in a fair and consistent manner, the perspectives as to how this should be approached were diverse. Some participants said all unauthorized occupancies should be removed with no exceptions, while others stated it is reasonable to bring most unauthorized occupancies into the lease system.

Participants noted that unauthorized occupancy is a major concern in Yellowknife, but not in every region. For instance, in Norman Wells and Fort Simpson, unauthorized occupancy is not reported as a problem.

A particular point for clarification was how “new” would be defined with reference to Priority 5.3, which says “new unauthorized occupancies will be prioritized for removal.”

Critiques and Suggestions for Improvement

Some comments indicated disagreement with selected supporting priorities, particularly:

- Priority 5.2: Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis.
- Priority 5.3: Develop and implement an approach to prioritize the removal of new unauthorized occupants.

Instead of implementing priorities 5.2 and 5.3, participants suggested all unauthorized users should be dealt with the in the same way.

One comment also stated a legislative review is not required (Priority 5.4), as it is outside of the purpose of the RLMF and processes already exist.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Priority 5.1: Develop a process for evaluating existing unauthorized occupants.	
On the right track:	<ul style="list-style-type: none"> • This should be done quickly, there is a perception that people will rush to build unauthorized cabins before any new rules come into force. • It is logical to bring unauthorized occupants into the regulated system.
Not on the right track:	<ul style="list-style-type: none"> • The rules should be enforced. • There should be no special provisions for people who are breaking the rules. • Giving recreational leases to unauthorized occupants is unfair to existing recreational leaseholders.

Priority 5.2: Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis.

On the right track:	<ul style="list-style-type: none"> Should be reworded to clarify that unauthorized occupancies will be evaluated on a consistent basis; “case by case” sounds like some may get preferential treatment. Recreational leases could be self-inspected to reduce the resources required for enforcement. If everyone knew which cabins were authorized, then unauthorized cabins would be reported.
Not on the right track:	<ul style="list-style-type: none"> All unauthorized occupancies should be removed, there is no need to evaluate them on a case by case basis. Unauthorized occupants should be granted recreational leases, except in extraordinary circumstances.

Priority 5.3: Develop and implement an approach to prioritize the removal of new unauthorized occupants.

On the right track:	<ul style="list-style-type: none"> How will “new” be defined? With the approval of this Framework? From devolution? Other cut-off?
Not on the right track:	<ul style="list-style-type: none"> There should be no exceptions for removal. Treating older unauthorized occupancies differently would be perceived as favouritism. This priority is repetitive.

Priority 5.4: Conduct a legislative and policy review to seek opportunities to enhance efficiency or capacity to remove new unauthorized occupants.

On the right track:	<ul style="list-style-type: none"> Staff should be able to make determinations on unauthorized occupancies rather than having to go to the Minister. This should be implemented last.
Not on the right track:	<ul style="list-style-type: none"> This priority is redundant and outside the scope of this project. Questioned whether changes to policy are needed or if it is a matter of enforcement and implementation.

Priority 5.5: Discourage unauthorized occupancy through enhanced communication efforts.

On the right track:	<ul style="list-style-type: none"> Communication will only be effective if paired with strong enforcement. Participants feel this can easily be achieved.
Not on the right track:	<ul style="list-style-type: none"> Communication will only be effective if paired with strong enforcement. Participants did not feel this will be achieved.

Goal 6: Encourage Compliance and Strengthen Enforcement

General Comments and Suggestions for Clarification

Participants generally agreed that this goal and its priorities are on the right track. Linking Goal 6 to comments provided on many of the other goals and their priorities, several participants emphasized the importance of compliance and enforcement as a prerequisite for implementing other priorities.

Critiques and Suggestions for Improvement

There were some comments about challenges with the current compliance and enforcement processes. Some participants suggested an additional priority be added for on-going and improved training for enforcement officers, in particular training related to the need to respect rights-based land uses and land users. Participants also suggested that greater emphasis be placed on transparency with regards to enforcement, and a process should be in place for lease holders to appeal charges, and receive financial assistance for clean-up of derelict buildings and lease areas or after a forest fire.

One person suggested Goal 6 should include strengthening government compliance and referenced a specific example of infrastructure that had been abandoned by the GNWT.

Comments on Specific Priorities

Comments for each priority are summarized and organized based on whether or not participants felt it is on the right track.

Table 6: Comments on Compliance and Enforcement

Priority 6.1: Encourage compliance with all regulations supporting the use of public land through enhanced communication efforts.	
On the right track:	<ul style="list-style-type: none"> None.
Not on the right track:	<ul style="list-style-type: none"> Inspections are more important than communication. If people think there is no enforcement, they will take advantage.
Priority 6.2: Support the development and implementation of new regulations and related legislative work to introduce immediate financial consequences for non-compliance.	
On the right track:	<ul style="list-style-type: none"> The threat of losing a lease is more effective than a financial penalty.
Not on the right track:	<ul style="list-style-type: none"> Some people wouldn't be able to pay fines due to financial difficulties and there might be legal costs associated with collecting fines. This will only target registered leaseholders, because the identity of other users is unknown. There should not be more regulations.
Priority 6.3: Conduct a legislative and policy review to seek opportunities to increase the administrative efficiency of enforcement practices and procedures.	
On the right track:	<ul style="list-style-type: none"> This is a standard practice of government.
Not on the right track:	<ul style="list-style-type: none"> Are legislative and policy changes needed or is it a matter of enforcement and implementation. There should not be more laws.

General Comments

Participants also provided comments about the overall Framework that were not specific to one goal or priority.

General Comments and Suggestions for Clarification

Many of the general comments requested clarification, such as:

- How will Aboriginal rights and traditional uses of the land be recognized and respected?
- How will the RLMF apply to areas that already have existing recreational leases and cabins?
- How will the RLMF apply to or impact areas with existing planning regimes (such as regional land use plans, or community conservation plans)?
- How will the RLMF work with other existing legislation, particularly legislation and regulations that protect the natural environment?
- How will the RLMF consider conflicting land uses, such as in areas that are popular for recreational use, but also have the high potential for resource development?

Critiques and Suggestions for Improvement

Key comments that critiqued the RLMF or suggest improvement included:

- Compliance and enforcement are a prerequisite for recreational land management.
- The goals should be more focused and specific.
- The goals and supporting priorities should be further clarified.
- The RLMF should be clearer about how the Framework will change the way recreational leases are issued and how or if the RLMF will change existing recreational leases.

4.0 Conclusion

Overall, feedback from the public engagement for the draft RLMF was positive. Participants generally agreed that the vision, goals, and supporting priorities were on the right track. Based on the feedback received, major changes to the RLMF are not necessary, though there are several important opportunities to refine and clarify the document.

Separately, many of the comments were directed towards implementation. There were suggestions for which priorities should be addressed first, and how priorities can be implemented. These comments did not suggest edits for the RLMF, but may be a useful resource for the Department as they implement the Framework.

Appendix A

PowerPoint Presentation

Appendix B

Posters

Appendix C

Workbook

Appendix D

“What We Heard” Summaries

What We Heard" - Yellowknife

Public Open House

**Location: Tree of Peace Friendship Center,
Yellowknife**

Dates & Times:

October 11th 2016, 11 a.m. – 2 p.m.

October 11th 2016, 7 p.m. – 9 p.m.

October 21st 2016, 11 a.m. – 2 p.m.

Participants:

October 11th – 30 people attended

October 21st - 8 people attended

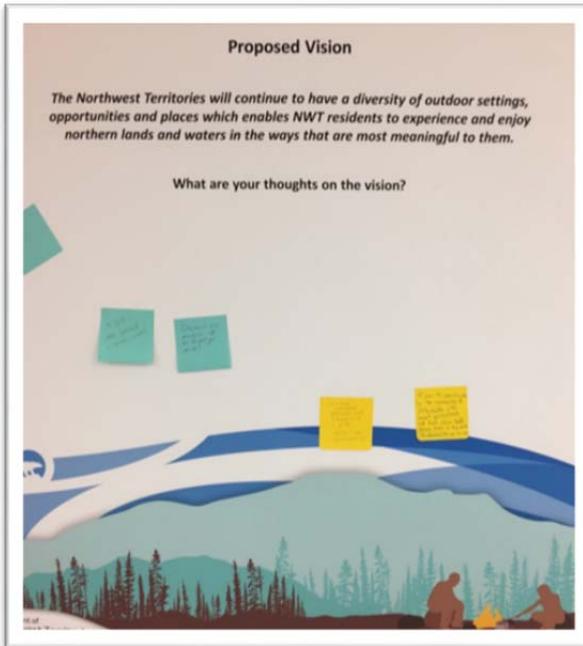
The sessions on October 11th were attended by 30 members of the public and the session on October 21st was attended by eight members of the public. Discussions with each participant began with introductions by the facilitator and representatives from the GNWT Department of Lands (the Department) including a brief description of the Recreational Land Management Framework (RLMF) and the objectives of the meeting. A slide show prepared by the Department of Lands was projected throughout the event with the slides cycling through the slide deck automatically. Participants were encouraged to circulate the room and review the larger posters with the RLMF vision, goals and priorities posted around the room and provide input directly onto the posters by answering “yes” or “no” to the question “Are we on the right track?” and adding written comments using post-it notes.

The main topic of discussion was unauthorized cabins in the Yellowknife Periphery Area. Discussions and written comments are captured in the following sections. Please note that the written comments are recorded exactly as they were written, and as such there may be grammatical and spelling errors.

Vision

Comments written:

- To grow the opportunities for the community of Yellowknife with smart agri-business and fresh clean foods grown here in the North with expansion into agri-tourism
- Hunters, trappers, prospectors, canoeists etc. must be considered



Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Address Untenured and Unauthorized Occupancy.	•	•	
5.1 Develop a process for evaluating existing unauthorized occupants.	•	•	•
5.2 Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis.	•	•	•
5.3 Develop and implement an approach to prioritize the removal of new unauthorized occupants.	•	•	•
5.4 Conduct a legislative and policy review to seek opportunities to enhance efficiency or capacity to remove new unauthorized occupants.	•	•	•
5.5 Discourage unauthorized occupancy through enhanced communication efforts.	•	•	•

- A bit too broad and unfocused
- Pretty banal and anodyne. This is the best you can do?

Goal 1 – Recognize and respect uses of public land

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Recognize and Respect uses of Public Land	3	0	
1.1 Develop criteria for areas where leasing should be avoided.	7	3	<ul style="list-style-type: none"> • It should be <u>where</u> leases should be • Frame in positive language • Create more “parks” or protected areas • No development on YKDFN land • Identify areas where leases are <u>not</u> allowed ie. Islands in lakes for example • Set up protected area in outer islands of Great Slave Lake, ie. West Mirage Islands • CRITERIA should be a checklist for leasing NOT avoiding leasing
1.2 Provide allowances for public access to recreation settings and opportunities.	9	0	
1.3 Identify new areas and opportunities for recreational use and/or development.	9	0	<ul style="list-style-type: none"> • Ensure proper consultation with First Nations • NEW AREAS are a given
1.4 Mitigate environmental impacts of outdoor recreation.	11	0	<ul style="list-style-type: none"> • Regulate how leases would be before things happen • Public needs to know who has what lease • Need set of criteria/checklist should help to mitigate outdoor rec
1.5 Review and enhance current methods for integrating input from Aboriginal governments and organizations into decision making.	3	4	<ul style="list-style-type: none"> • Already consult very well • These are procedural matters within the grasp of the responsible governments • Strongly Recommended
1.6 Review and enhance current methods of integrating public and stakeholder feedback	7	0	<ul style="list-style-type: none"> • Again, these are within the grasp of officials • Work on transparency and accountability

into decision making.			
1.7 Work with AGOs and land users to examine the benefits, challenges and level of interest in 3-5 year short term non-renewable leases for temporary recreational uses.	4	6	<ul style="list-style-type: none"> Short term isn't required. This is the NWT and people do these types of activities already without a lease. What is temporary? No structure should be built We should only discuss long term 3-5-10-20 years from now. NOT sure what the definition is for temp. structures
1.8 Evaluate opportunities for enhancing Consultation and public engagement processes	8	0	<ul style="list-style-type: none"> Evaluation is always necessary to monitor improvements to the system.

Goal 2 – Support recreation management planning in priority areas

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Support recreation management planning in priority areas	6	0	<ul style="list-style-type: none"> Issues around recreational land management are worst around Yellowknife, but other places may have issues over time depending on changes in population and infrastructure (e.g. Husky Lakes which will be more accessible once the highway from Inuvik to Tuktoyaktuk opens). Systematic and deliberate process is confusing
2.1 Establish recreation management planning as the approach to identify and manage recreational opportunities within priority areas.	7	0	<ul style="list-style-type: none"> Best to update the Lands Act first
2.2 Conduct scoping exercises to define potential priority planning areas for recreation	6	2	<ul style="list-style-type: none"> Scoping is done, now act Aren't you there yet?

management planning.			
2.3 Complete recreation management plans in priority areas to: <ul style="list-style-type: none"> - Maintain a diversity of recreational opportunities - Identify opportunities and areas for recreational cabin leases - Consider all land uses and values - Development appropriate management strategies for recreational use of lands in the area (such as infrastructure needs, public education) 	19	0	<ul style="list-style-type: none"> • All is good • How do you mitigate? Conflict of interest among different/ various land users? • Include the rights to explore for and then develop mineral deposits • Lease or sell land in lots

Goal 3 – Modernize and clarify leasing practices and processes

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Modernize and clarify leasing practices and processes			<ul style="list-style-type: none"> It is very difficult to get maps and/or information that shows where land is available for leasing. In the past, MACA did a better job than the federal government at managing recreational leases.
3.1 Clarify what uses of land require a lease or tenure instrument.	10	0	<ul style="list-style-type: none"> Mark cabin leases first No more “first come first served” approach to leasing- identified areas <u>only</u>
3.2 Engage in a dialogue with Aboriginal governments and organizations about respectful and effective ways to manage rights-based cabins.	12	0	<ul style="list-style-type: none"> Definitely have to involve the Aboriginal Government Cabins with leases should be unlocked for safety
3.3 Clarify the process for applying for, assigning/transferring and amending a lease in all parts of the NWT.	9	0	<ul style="list-style-type: none"> Never found it complicated. Always worked with helpful people
3.4 Simplify and clarify the current lease classification system.	9	0	
3.5 Clarify allowable uses of leased land.	9	0	
3.6 Evaluate and update administrative and decision making processes regarding leases for cabins and recreational uses, including how external input is considered.	7	0	<ul style="list-style-type: none"> What can you do until land claims are settled?
3.7 Update the fee structure and annual lease rent.	7	2	<ul style="list-style-type: none"> Should be cost based not to make profit What would you provide for an increased fee? Happy with current fee not interested in fee increase
3.8 Explore opportunities to	8	0	<ul style="list-style-type: none"> As long as people understand their job description and role.

improve the operational efficiency of public land administration and management practices and procedures.			<ul style="list-style-type: none"> Looking to set up a business of non-toxic foods to be grown indoors and is requiring a 60, 345 ft² building and the possibility of expansion after the first year and requiring 10 acres overall. Nowhere in Yellowknife city is capable of supporting my venture and if there is anywhere to grow I would love to hear of a price for lease.
3.9 Evaluate opportunities and challenges associated with different land tenure options for cabins, such as, but not limited to, fee simple sales.	8	1	

Goal 4 – Enhance public awareness and understanding

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Enhance public awareness and understanding	8	0	<ul style="list-style-type: none"> Include mining regs Where do you address enforcement of regs?
4.1 Provide clear information about leasing practices and processes.	8	0	<ul style="list-style-type: none"> A fair and transparent leasing process- an inclusive process which will include working with Aboriginal governments to notify lease applicants and Aboriginal community
4.2 Provide clear information about the rules regarding the use of public lands adjacent to leases.	8	0	<ul style="list-style-type: none"> Do mess with people's stuff but don't use rude signs
4.3 Provide clear information about public access and use of shorelines.	9	0	<ul style="list-style-type: none"> Legally defensible information people do not understand crown land Some cabin leases, squatters take over shoreline Leaseholders should have reasonable access to water including docks and other un-obstructive structures
4.4 Develop and implement a public education campaign to clarify the GNWT's land management policies and procedures.	6	0	<ul style="list-style-type: none"> Partnering with various interested stakeholders, organization and aboriginal governments to provide education

Goal 5 – Address unauthorized occupancy

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Address Unauthorized Occupancy	1	0	<ul style="list-style-type: none"> • Squatters are the biggest problem. • Existing unauthorized users should <u>not</u> be allowed to obtain a lease. They need to go through the process just like everyone else. It is patently unfair to all owners. Squatting is illegal. • Current system of dealing with unauthorized uses is too political and is part of the problem. • Concerns of people building cabins in the bush now ahead of this framework coming into effect. • There are many cabins on the west side of Yellowknife Bay that are unauthorized. • The department should make a public announcement that any new unauthorized cabins will be removed (regardless of what is done with any existing cabins).
5.1 Develop a process for evaluating existing unauthorized occupants.	9	1	<ul style="list-style-type: none"> • Difficult to implement • Unclear what you mean by “evaluate” • Why not make the unauthorized land grabbers to pay and get ownership ready market • Squatters can be easily identified and should be quickly and summarily dealt with by eviction and removal <u>at their cost</u>. GONE! • A squatter is a squatter. There should be NO reward of a lease • People should not be rewarded for breaking the rules.
5.2 Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis.	9	2	<ul style="list-style-type: none"> • These are a Ready Customer= Just Regularize their occupancy – no need to remove them = let them pay and get the piece of land. • Tackle them on a consistent basis not case by case. • Temporary land use permit non transparent, fee clean up. • Land users are either authorized or not. Thus squatters are easily identified – no need for criteria. Identify all and deal with all at once we would be happy to help!
5.3 Develop and implement an approach to prioritize the removal of new unauthorized occupants.	8	1	<ul style="list-style-type: none"> • GNWT: approach to address unauthorized occupants of Commissioners Land Act side 4R was a good approach (a few years ago) • Provide unauthorized occupants in lease friendly areas the opportunity to apply for the lot. (response to this post – No Way) • Home authority to deal with squatters go down from the Minister to Staff

			<ul style="list-style-type: none"> • Identify them all remove them all at the same time deal immediately with any new squats. Make it known loud and clear No squatting. •
5.4 Conduct a legislative and policy review to seek opportunities to enhance efficiency or capacity to remove new unauthorized occupants.	8	1	<ul style="list-style-type: none"> • Do you need a review or just better enforcement? • Want a zoning bylaw type plan for the YK Area • The GNWT already has the power authority and tools to make immediate amendments to regulations to allow for quick action on unauthorized uses. JUST DO IT. No need for review.
5.5 Discourage unauthorized occupancy through enhanced communication efforts.	8	0	

Goal 6 – Encourage compliance and strengthen enforcement

Goal & Priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Encourage compliance and strengthen enforcement	6	0	<ul style="list-style-type: none"> • GNWT must find a process to evaluate and enforce uses.
6.1 Encourage compliance with all regulations supporting the use of public land through enhanced communications efforts.	10	0	<ul style="list-style-type: none"> • Public registry for cabins... in case of fire, garbage etc. • Not posters. FINES! Enforcement • Make inspections budget a priority
6.2 Support the development and implementation of new regulations and related legislative work to introduce immediate financial consequences for non-compliance.	10	0	<ul style="list-style-type: none"> • Do not need more laws • Yes should have financial penalties. Ex. Property clean up etc.
6.3 Conduct a legislative and policy review to seek opportunities to increase the administrative efficiency of enforcement practices and procedures.	9	0	<ul style="list-style-type: none"> • Not sure about financial consequences • The GNWT has the ability and authority to quickly grant land regulations to deal with almost immediately. It just takes political will and bureaucratic guts • Don't waste time on a review just act now to prevent further abuse of land use and potential conflict • Do not need more laws

			<ul style="list-style-type: none"> • Yes should have financial penalties. Ex. Property clean up etc. • The Land Act inherited from the federal government has gaps and needs to be revised.
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Other Discussion

- This process is repetitive/confusing: There was a similar process to this done by MACA but it didn't lead to any results.
- The map from this consultation should be posted online.
- More of an effort should have been made to provide content in Indigenous languages.

“What We Heard” Fort Smith

Public Open House

Location: Pelican Inn

Date: October 13, 2016

Time: 7 pm - 9 pm

Participants: 12 people attended

The session was attended by 12 participants. Several community members identified themselves as a member of, or a representative for one of several local Aboriginal organizations. The Fort Smith Regional Office of GNWT Department of Lands (the Department) provided additional staff support. A Lands Officer and Lands Inspector attended and assisted in responding to questions during the event.

The session began with introductions by the facilitator and representatives from the Department of Lands and a brief presentation by that included an overview of the Recreational Land Management Framework (RLMF), including an explanation of the background issues, the timeline, the vision, and the goals of the RLMF.

Large posters with the Framework vision, goals and priorities were posted around the room to encourage participants to provide written comments. However, the people attending the open house were more comfortable asking questions and discussing the Framework with the facilitators than providing written comments on the posters.



Participants preferred to discuss their concerns and ask questions with facilitators and representatives from the Department directly, rather than providing written feedback on the posters. This was part of a general discussion that occurred prior to discussing the specifics of the RLMF. A summary of the issues that were raised at the session is provided below. At the end of the session the representative from the Department provided examples of how some of the issues that were being heard during the event are being addressed in some of the draft priorities. There was a final general discussion about the framework and its process; those comments are provided at the end of this summary under the heading, *General Discussion on Goals and Priorities*.

Issues

- There was a general perception that the session was poorly advertised. Suggested means of future advertising include, radio, social media including Facebook, mail-outs, and email notifications to lease holders.
- The term “recreation” is too focused, advertisements should target all land users.
- The RLMF should be expanded to include additional uses, such as agriculture.
- The perception following the first Fort Smith RLMF meeting was that there would be additional and on-going consultation during the development on the framework, more than what is being provided.

- Most recreational land use problems are in the Yellowknife area. Therefore, feedback is weighted too heavily on the Yellowknife experience.
- There is a perception that decisions are being currently being made on an ad-hoc basis based on this draft framework.
- People are coming in from outside the NWT to hunt, fish, and collect mushrooms, but are leaving a mess in the bush.
- Stronger environmental protection should be required for recreational land use.
- Perception that aboriginal groups were not being consulted – one participant asked about consultation process with Fort Smith Nation Métis Council specifically.
- People who come in to use land for recreational purposes should be required to register with the GNWT to allow for accountability and tracking.
- Lands inspectors are regulating aspects of land use that are considered Aboriginal use.
- Leases for trapper's cabins should be distinguished from recreational leases and be free of cost.
- The Federal Government did not “bother” trappers and recreational land users, now the perception is the GNWT-Department of Lands will “bother” trappers and recreational users.
- How do you ensure that decision-makers fully understand the land and traditional uses?
- Names are no longer appearing on lease applications – why?
- Cabin leases used to distinguish between hunting and fishing cabins, and traditional use cabins, now they simply state cabin – when did this change?
- People feel that are being hassled by inspections conducted by the Department.
- Rules need to be focused and understood to ensure public buy-in and enforced to mitigate conflicts.
- GNWT needs to clean up their own mess (specific cases of Government abandoned infrastructure was cited)
- Engagement timeline set for Aboriginal groups is too short due to capacity issues, unanswered attempts at consultation should not satisfy a duty to consult. There needs to be adequate consultation.
- People want to participate in the RLMF process. However, some feel as though the consultation process is unfair.

Following the general discussion, the facilitators provided an overview of some of the priorities in the draft RLMF to gather specific feedback on the goals and priorities. The feedback is summarized below.

Vision

No comments were provided.

Goal 1 – Recognize and respect uses of public land

- Should be changed to “Recognize and respect traditional users of land”
- New laws reflect modern time and uses and are not reflective of traditional uses.

Goal 2 – Support recreation management planning in priority areas

- Pleased to hear that there will be specific priority areas, including the Yellowknife Periphery Area Plan with local guidelines.

Goal 3 – Modernize and clarify leasing practices and processes

- Should not apply to hunting and trapping.
- Separate recreational users from (Aboriginal) hunters and trappers.
- Length of tenure is too tenuous.
- Lease terms must be specific and conditions should be clear and understood. Leases should be extended.

Goal 4 – Enhance public awareness and understanding

- Currently too much subjective power in hands of leasing office, and officers and inspectors
- On-going education and awareness of what recreational use means is needed.

Goal 5 – Address unauthorized occupancy

- Does “unauthorized occupancy” include Aboriginal uses? This should be defined.
- There should be a priority regarding protecting Aboriginal uses.

Goal 6 – Encourage compliance and strengthen enforcement

- Should be a priority for on-going and improved training for enforcement staff

General Discussion on Goals and Priorities

- Some of the goals are good; however, some need clarity (i.e. who are considered unauthorized occupants?)
- Ensure that there is a clear list of issues, so that the Department can prioritize how they enforce issues.
- The Department should spend less time inspecting legitimate lease holders, and inspect recreational users who fly-in temporarily. How are those uses being regulated?
- There needs to be a process that allows people to appeal violations and/or apply for financial assistance to clean up – particularly after forest fires (For example large tin roofs and stoves leftover if cabin burns).
- The framework needs to be robust enough to include future demands and uses on the land (Such as agriculture)
- Include general guidelines on gardens in lease agreements.
- At future meetings there should be a lot of representation across government, so people fully understand issues (Such as the Department of Justice to comment on enforcement and on Aboriginal rights issues related to cabins, Department of Finance and Department of Municipal and Community Affairs to speak to taxation).

“What We Heard” - Fort Simpson

Public Open House

Location: Fort Simpson Recreation Centre

Date: October 13, 2016

Time: 7 pm - 9 pm

Participants: 9 people attended

The session was attended by nine participants including community members, local media and representatives from the Dehcho First Nations. The Dehcho Regional Office of GNWT-Department of Lands (the Department) provided additional staff support at the session. The Regional Superintendent and the Lands Officer attended and assisted in responding to questions during the event.

The session began with introductions by the facilitator and representatives from the Department. The main topic of discussion during the session was the application of this Recreational Land Management Framework (Framework) with regards to Aboriginal land. The Lands Representatives clarified that this Framework does not apply to lands under the authority of Aboriginal governments, or negate or supersede existing Agreements.

Large posters with the Framework vision, goals and priorities were posted around the room to encourage participants to provide written comments using post-it notes. However, the people attending the open house were more comfortable asking questions and discussing the Framework with the facilitators than providing written comments on the posters.

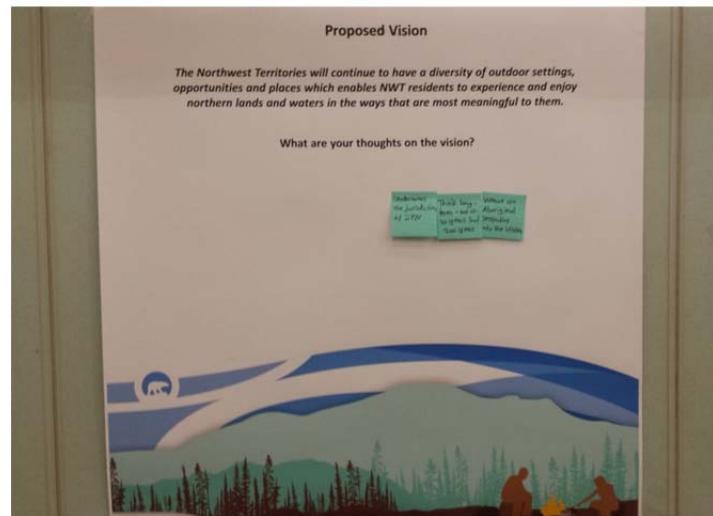
As a result, only four comments are written on the posters (Vision, and on the Map), and these comments were recorded by the project team on behalf of the individuals who attended the session. The project team also took notes on discussions with participants. The notes below include both the written and verbal comments.

The Grand Chief of the Dehcho First Nations, Herb Norwegian, attended the first part of the session. The Grand Chief expressed concern that the RLMF infringed on Dehcho sovereignty over the land and stated that only the Dehcho governments had the right to manage development on their land. The Grand Chief also shared a story of a time when the federal government (land was managed by the federal government at the time) posted notices on traditional cabins, demanding that they be removed. The Grand Chief made it clear that he would strongly object if the RLMF were to disrupt traditional land use or lead to leases being issued by the Department of Lands on withdrawn lands. The Department of Lands representatives clarified that the framework applies to Territorial and Commissioner's Lands, and does not apply to any lands managed by other governments including Aboriginal governments or the federal government. The framework includes the statement “the GNWT will adhere to all existing land, resources and self-government agreements, Interim Measures Agreements, interim land withdrawals and approved land use plans.” The Department of Lands is also conducting formal government to government consultation with the Dehcho First Nations.

Another participant suggested that the RMLF process should stop until the Supreme Court clarifies that Métis rights are treated in the same way as the rights of other Aboriginal peoples.

Vision

- The vision should weave in Indigenous perspectives.
- The vision should look 200 years into the future not ten or twenty years.
- The vision undermines the Dehcho First Nations' jurisdiction. Something about it doesn't sit right.
- The Department of Lands will refer back to the vision for guidance throughout the process of implementing the framework. The vision needs to be right; it could be a stand-alone consultation.



Goal 1 – Recognize and respect uses of public land

- The NWT is a huge piece of land, how do you account for the variability in the different communities?
- The framework should be more clear about how other uses will be accounted for, especially uses where there would be serious land use conflicts (For example, resource extraction).

Goal 2 – Support recreation management planning in priority areas

- No comments.

Goal 3 – Modernize and clarify leasing practices and processes

- Indigenous organizations should have a stronger voice in decisions about recreational leases even outside the areas with land claims or interim agreements.
- Will this framework change the way leases are issued?

Goal 4 – Enhance public awareness and understanding

- Need to address instances where public access is blocked by individuals (For example a trail next to a cabin where the trail entrance is roped off).

Goal 5 – Address unauthorized occupancy

- Traditional use should not be disturbed.

Goal 6 – Encourage compliance and strengthen enforcement

- How is a "cabin" defined?

Other Discussion

- A Dehcho Elder explained that the Dehcho First Nations have a completed land use plan for the region but that it has not been approved by the GNWT. He also noted that on the map posted on the wall during the session the boundaries of the Commissioner's Land, on the map posted on the wall around Fort Simpson show a bigger area than the Dehcho land use plan.

- Agricultural uses should be permitted on Territorial Lands. A Métis participant explained that his ancestors farmed in the area and that agricultural uses should be treated as rights-based and traditional uses in this case. At a minimum, that agricultural leases should be readily available.

“What We Heard” – Norman Wells

Public Open House

Location: Royal Canadian Legion

Date: October 17, 2016

Time: 7 – 9pm

Participants: 3 people attended

The session was attended by 3 members of the public. The discussions with participants began with introductions by the facilitator and the representative from the GWNT Department of Lands (the Department), including a brief description of the Recreational Land Management Framework (RLMF) and the objectives of the meeting.

Large posters with the Framework vision, goals, and priorities were posted around the room to encourage participants to provide written comments using post-it notes. However, participants were more comfortable discussing the RLMF with the facilitators rather than providing written comments. No written comments were received.

Participants explained that, in general, there is not a high demand for recreational leases in the area. Most of the area is not available for leasing from the Department of Lands because of the Sahtu Land Claim, and most of the Territorial Land is fly-in access only which would make getting to a cabin prohibitively expensive for most people. A key concern expressed was that if any changes are made to the lease process or to land tenure, they need to be implemented fairly. If there are changes, the Department of Lands needs to ensure that the local officials who are implementing the changes have the capacity, training, and support to implement them correctly and fairly.

Vision

- No comments.

Goal 1 – Recognize and respect uses of public land

- People can go fishing on the Mackenzie River in town and can go down to the beach or up the river for impromptu camping or day trips.
- People in Norman Wells mostly invest in boats to go up the river rather than in cabins.
- Recreational land users who are not beneficiaries to the Sahtu Land Claim, generally need to get permission from the Sahtu beforehand, sometimes there is confusion about where this applies and where there is Territorial Lands.

Goal 2 – Support recreation management planning in priority areas

- If a person is going to spend 20-30k building a cabin, they want it in an area with good hunting and fishing. In Norman Wells, land with access to fishing and hunting is either in the Sahtu Land Claim, or in the mountains with only fly-in access which is too expensive for most people.
- If the new road is built it may open areas for cabins but this is not seen as an immediate concern.

Goal 3 – Modernize and clarify leasing practices and processes

- If any changes are made to the lease process or to land tenure, they need to be implemented in a way that is fair to existing lease holders.
 - Within the Commissioner's Land, the GNWT has been trying to divest of lands in the community boundaries. Examples were given of cases where an existing lease holder was asked to pay the appraised value of their lease (Such as the cost of the land PLUS the cost of the structures that they had constructed).
 - If there are changes to tenure, the Department of Lands needs to ensure that the local officials who are implementing the changes have the capacity, training, and support to implement them correctly and fairly.

Goal 4 – Enhance public awareness and understanding

- No comments.

Goal 5 – Address unauthorized occupancy

- Generally no problems with unauthorized occupancy around Norman Wells. Cabins are mainly traditional use and rights based, and the few others all have leases.

Goal 6 – Encourage compliance and strengthen enforcement

- No comments (see above).

“What We Heard” - Inuvik

Public Open House

Location: Inuvik, Ingamo Hall

Date: October 18, 2016

Time: 7 – 9pm

Participants: 12 people attended

The session was attended by 12 participants including community members, local media, Government of the Northwest Territories (GNWT) government officials (the Regional Director for the Executive Committee), and representatives from Nihtat Gwich'in Council. The Beaufort-Delta Regional Office of GNWT Department of Lands (the Department) provided additional staff support at the session. The acting Regional Superintendent and the Commissioner's Land Officer attended to assist in responding to questions during the event. Two of the 12 participants came to the hall for another event but stayed to talk for a few minutes.

The session began with introductions by the facilitator and a brief presentation on the Draft Recreational Land Management Framework (RLMF) by a representative from the GWNT Department of Lands. The presentation included a brief description of the RLMF, the outcomes from the previous consultations, and the objectives of the meeting. After the presentation there was an opportunity for questions and answers. The main topics of questions and conversation included how the Framework would integrate with land use plans, the implications for the Framework on traditional uses, and the implications of the Framework for unauthorized cabins.

Large posters with the RLMF vision, goals, and priorities were posted around the room to encourage participants to provide written comments using post-it notes. However, participants were more comfortable asking questions and discussing the Framework with the facilitators rather than providing written comments. Only one written comment was received.

Vision

- No comments.

Goal 1 – Recognize and respect uses of public land

- How will the framework apply in areas where there are other planning regimes in place but where there are still public lands? (For example the Inuvialuit Community Conservation Plans or the Gwich'in Land Use Plan)
 - The facilitator clarified that any recreational leases or other recreational uses would have to conform with the land use plan and in these cases the GNWT would be acting as a proponent or applicant.
- The framework must respect the rights of traditional users to hunt, trap, and set up camp.
- Traditional uses include modern methods, and having non-Indigenous people defining what constitutes a “traditional use” raises concerns.
- Environmental impacts of recreational uses (including cabins, trails, garbage) need to be controlled.

Goal 2 – Support recreation management planning in priority areas

- No comments.

Goal 3 – Modernize and clarify leasing practices and processes

- It would be great to have cabins available for rent. There are a few existing lodges but it would be good to have simple and affordable options.
- Will existing leases be changed?
- How much do recreational leases cost?
- What constitutes a “cabin”? – some cabins look like castles.

Goal 4 – Enhance public awareness and understanding

- No comments.

Goal 5 – Address unauthorized occupancy

- Are they going to take the land away from people who are already there?
- “I’d like to know how you will contact people who do not have leases and work something out with them” (written comment on Priority 5.1: Develop a process for evaluating existing unauthorized occupants)
- What gives people the right to squat? At the same time, what right do we have to kick someone off the land who has been there for 35 years.
- Examples of people who have started the process of getting a lease (in one case for an existing cabin, in one case to secure tenure for a temporary structure) but have not completed the process because of instability in the system (in one case devolution, in one case staff turn-over at the local land office).

Goal 6 – Encourage compliance and strengthen enforcement

- How is enforcement done? There must be some cabins that you don’t know about.
 - A representative from the Department explained that in popular areas the Department generally has a good idea of what is there from inspections and from aerial photography, but in more remote areas it is more difficult.

Other Discussion

- The new recreational trail and boardwalk is great. It is easy to access from town, lovely, and good for visitors. They used a youth employment program to build it.
- A representative from the Nihtat Gwich'in Council stated that they haven't had enough opportunities to shape the framework.

“What We Heard” – Fort Resolution

Public Open House

Location: Fort Resolution, Community Hall

Date: November 9, 2016

Time: 6 – 8 pm

Participants: 33 people attended

The open house was attended by 33 participants representing the local community as well as various Aboriginal governments and organizations. Facilitating the meeting were representatives from the Government of the Northwest Territories (GNWT) Department of Lands including the South Slave Regional Superintendent, the Manager of Sustainability and a Strategic Analyst.

The session began with introductions and an opening prayer by the Regional Superintendent and a brief presentation by a Manager of Sustainability. The presentation included an overview of the Recreational Land Management Framework (RLMF), the outcomes from the previous consultations, and the meeting objectives. After the presentation there was an opportunity for questions and answers.

Large posters with the RLMF vision, goals, and priorities were posted around the room to encourage participants to provide written comments. However, the people attending the open house were more comfortable asking questions and discussing the Framework with the facilitators than providing written comments on the posters.

The dominant topic of conversation related to the GNWT’s taxation of all cabins, including those used for traditional uses. Lands staff clarified taxation is a responsibility of the Department of Finance, based on assessments completed by the Department of Municipal and Community Affairs (MACA), and so questions related to taxation are not within the scope of the Framework nor could they be addressed by the Department of Lands. However, the Department of Lands staff committed to sharing the concerns raised at the meeting with the Departments of Finance and MACA.

Other issues identified by participants included:

- A need to clearly identify the difference between recreational cabins and cabins ancillary to Aboriginal people’s traditional rights to hunt, fish, and trap
- One participant stated he would support the Framework if it excluded traditional use cabins
- Whether the Framework should proceed in the absence of a settled land-claim
- A request for better cooperation and coordination between Aboriginal governments and organizations and the GNWT
- A request to have the applicant for a lease identified by name when the Department consults with Aboriginal organizations on a lease application
- Cabin ownership and use – participants indicated they had a good understanding of who owned cabins, where the cabins were located and what the cabins were used for example to support hunting, trapping, and other traditional uses

The meeting concluded with a review of next steps and a reiteration of the Department of Land's commitment to conduct additional consultation and engagement prior to the initiation and implementation of specific Framework policies, actions, or projects.

Appendix A

PowerPoint Presentation



Overview

- § RLMF development
- § Vision & Goals
- § Next steps
- § How to provide feedback

DRAFT
Recreational Land Management Framework
September 30, 2016

Government of Northwest Territories

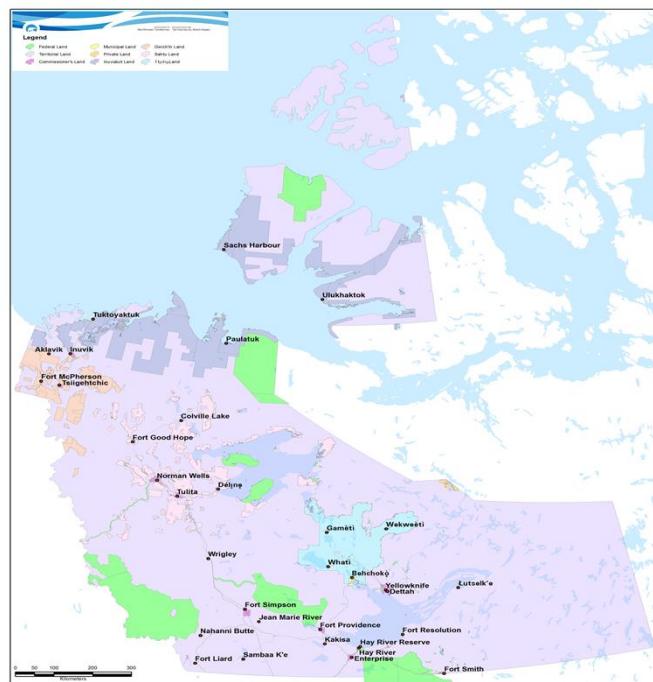
Government of Northwest Territories

Why

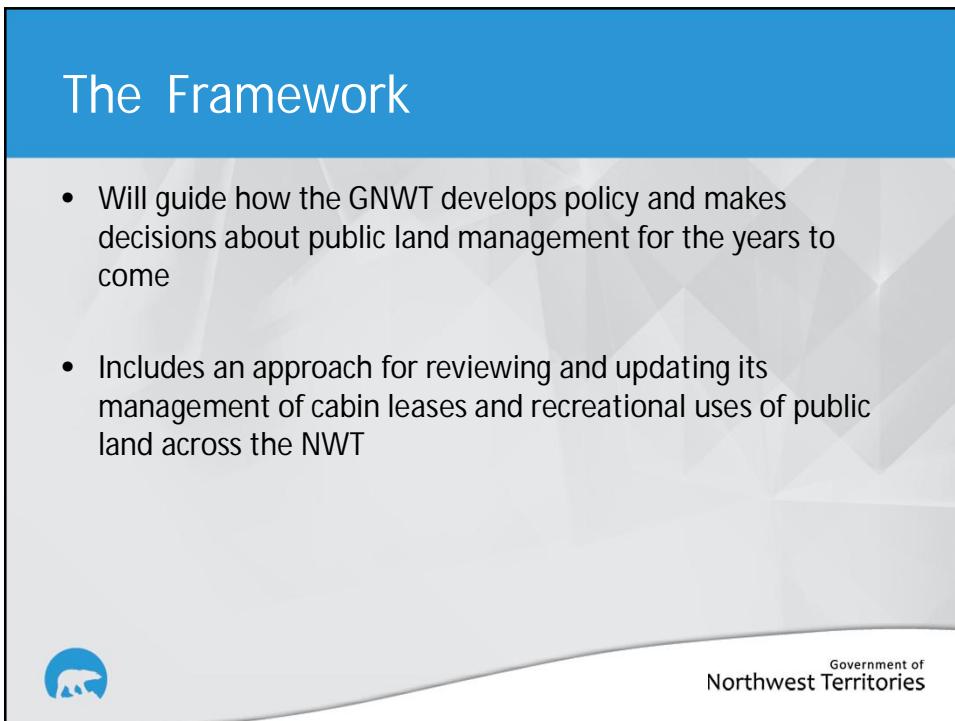
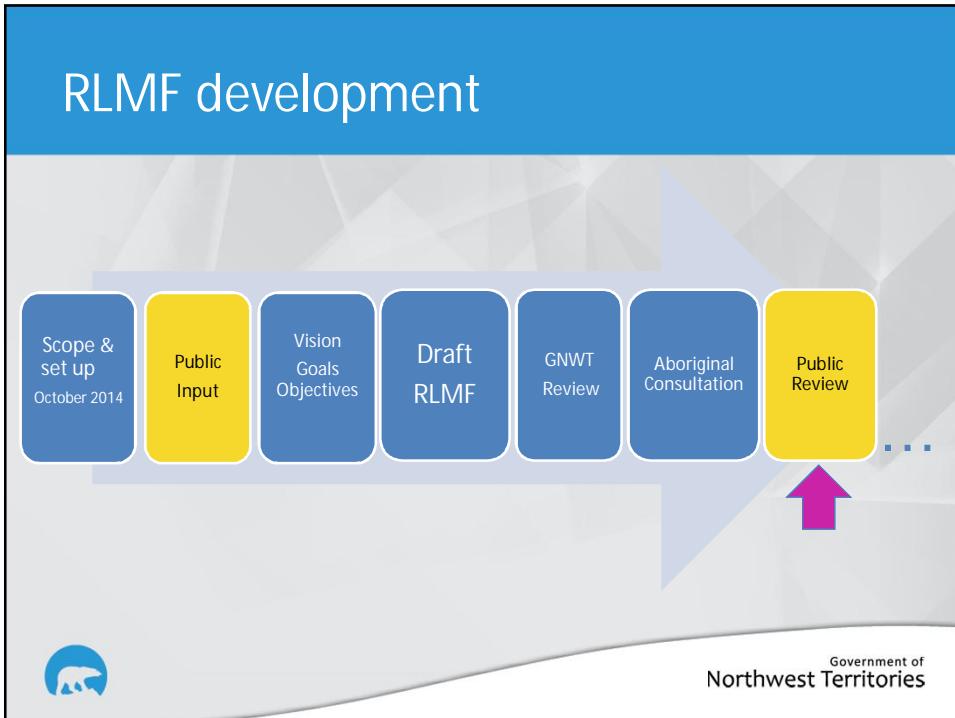
- A clear & fair process for leasing public land for recreational purposes
- Support a diversity of recreation opportunities & settings
- Aboriginal rights are respected
- Public land across the NWT is used responsibly & sustainably



Government of
Northwest Territories



Government of
Northwest Territories



Vision

The NWT will continue to have a diversity of outdoor settings, opportunities and places that enable NWT residents to experience and enjoy northern lands and waters in the ways that are most meaningful to them



Government of
Northwest Territories

6 Goals

Goal 1: Recognize and respect uses of public lands

Goal 2: Support recreation management planning in priority areas

Goal 3: Modernize and clarify leasing practices and processes

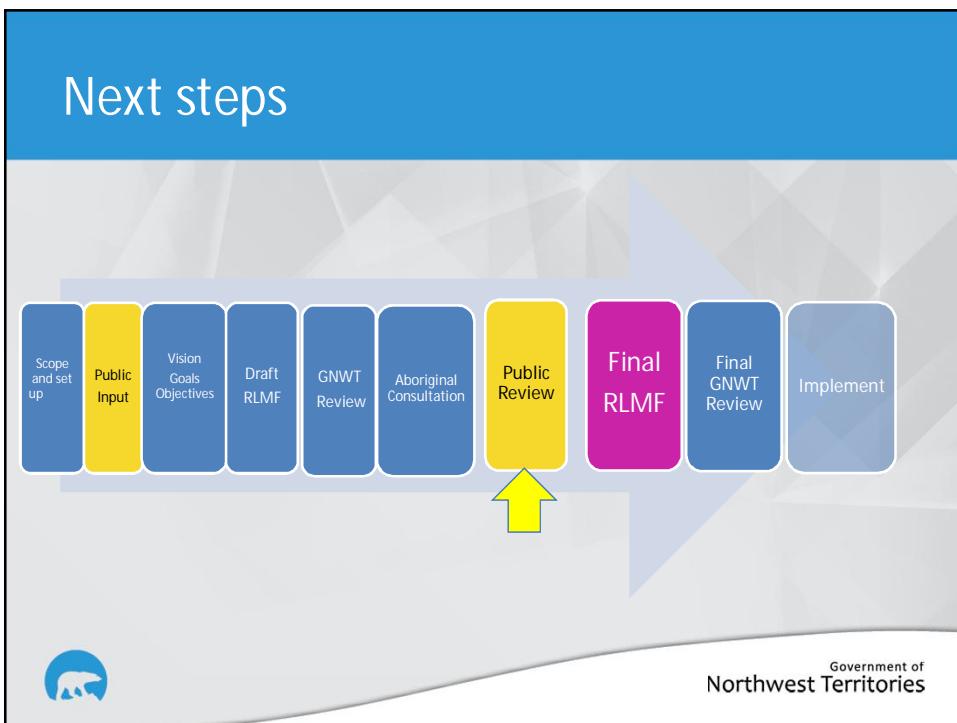
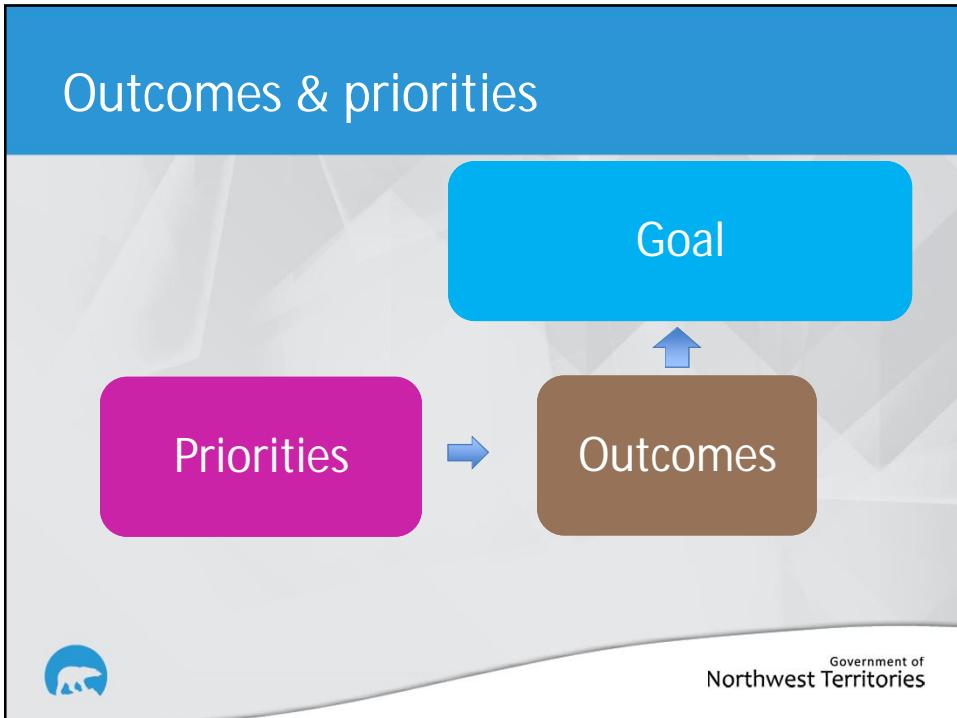
Goal 4: Enhance public awareness and understanding

Goal 5: Address unauthorized occupancy

Goal 6: Encourage compliance and strengthen enforcement



Government of
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Going forward

- Work through the priorities
 - Opportunity for more input and discussion
 - Consultation at policy level, or on specific actions, when required and appropriate



Government of
Northwest Territories

Information & feedback

- Lands web site
<http://www.lands.gov.nt.ca/>
- Today
- Workbook
- Survey monkey
- Email: RLMF@gov.nt.ca



Government of
Northwest Territories



Appendix B

Posters

Government of the Northwest Territories – Department of
Lands

January 2017 – 16-4217



Proposed Vision

The Northwest Territories will continue to have a diversity of outdoor settings, opportunities and places which enables NWT residents to experience and enjoy northern lands and waters in the ways that are most meaningful to them.

What are your thoughts on the vision?



Government of
Northwest Territories

1. Recognize and respect uses of public land

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: 1. Recognize and respect uses of public land			
1.1 Develop criteria for areas where leasing should be avoided.			
1.2 Provide allowances for public access to recreation settings and opportunities			
1.3 Identify new areas and opportunities for recreational use and/or development			
1.4 Mitigate environmental impacts of outdoor recreation			
1.5 Review and enhance current methods for integrating input from Aboriginal Governments (AGOs) and organizations into decision making			
1.6 Review and enhance current methods of integrating public and stakeholder feedback into decision making			
1.7 Work with AGOs and land users to examine the benefits, challenges, and level of interest in 3-5 year short term non-renewable leases for temporary structures or recreational uses			
1.8 Evaluate opportunities for enhancing Consultation and public engagement processes			

2. Support recreation management planning in priority areas

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: 2. Support recreation management planning in priority areas			
2.1 Establish recreation management planning as the approach to identify and manage recreation opportunities within priority areas			
2.2 Conduct scoping exercises to define potential priority areas for recreation management planning			
2.3 Complete recreation management plans in priority areas to: <ul style="list-style-type: none"> • Maintain a diversity of recreational opportunities; • Identify opportunities and areas for recreational cabin leases; • Consider all land uses and values; • Develop appropriate management strategies for recreational use of lands in the area (Such as infrastructure needs, public education) 			

3. Modernize and clarify leasing practices and processes

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: 3. Modernize and clarify leasing practices and processes			
3.1 Clarify what uses of land require a lease or tenure instrument			
3.2 Engage in dialogue with Aboriginal governments and organizations about respectful and effective ways to manage rights-based cabins			
3.3 Clarify the process for applying for, assigning/transferring and amending a lease in all parts of the NWT			
3.4 Simplify and clarify the current lease classification system			
3.5 Clarify allowable uses of leased land			
3.6 Evaluate and update administrative and decision making processes regarding leases for cabins and recreational uses, including how external input is considered			
3.7 Update the fee structure and annual lease rent			
3.8 Explore opportunities to improve operational efficiency of public land administration and management practices and procedures			
3.9 Evaluate opportunities and challenges associated with different land tenure options for cabins, such as, but not limited to, fee simple sales			

4. Enhance public awareness and understanding

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: 4. Enhance public awareness and understanding			
4.1 Provide clear information about leasing practices and processes			
4.2 Provide clear information about the rules regarding the use of public lands adjacent to leases			
4.3 Provide clear information about public access and use of shorelines			
4.4 Develop and implement a public education campaign to clarify the GNWT's land management policies and procedures			

5. Address untenured and unauthorized occupancy

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Address untenured and unauthorized occupancy			
5.1: Develop a process for evaluating existing unauthorized occupants			
5.2 Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis			
5.3 Develop and implement an approach to prioritize the removal of new unauthorized occupants			
5.4 Conduct a legislative and policy review to seek opportunities to enhance efficiency or capacity to remove new unauthorized occupants			
5.5 Discourage unauthorized occupancy through enhanced communication efforts			

6. Encourage compliance and strengthen enforcement

Goals & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Encourage compliance and strengthen enforcement			
6.1 Encourage compliance with all regulations supporting the use of public land through enhanced communication efforts			
6.2 Support the development and implementation of new regulations and related legislative work to introduce immediate financial consequences for non-compliance			
6.3 Conduct a legislative and policy review to seek opportunities to increase the administrative efficiency of enforcement practices and procedures			

Development of the RECREATIONAL LAND MANAGEMENT FRAMEWORK



Appendix C

Workbook

Draft Recreational Land Management Framework

Feedback Booklet

Instructions

You can use this booklet to provide your feedback on the **draft** Recreational Land Management Framework vision, goals and priorities. This booklet can also be completed online at www.lands.gov.nt.ca.

Please mark the box that best represents your view on a topic. You can add comments in the space provided.

The Department of Lands will be summarizing the responses and comments in a “What we heard Report”, which will be made available on at www.lands.gov.nt.ca

Once you have completed the booklet, please submit it to a departmental representative or place it in the box provided.

Thank you for your feedback.

Mársi | Kinanāskomitin | Merci | Haj' | Quana | ᐃດጀጀ ᐃጀጀ | Quyanainni | Máhsı | Máhsı | Mahsı

Government of the Northwest Territories
Department of Lands
Attn: Land-use and Sustainability
P.O. Box 1320
Yellowknife NT
X1A 2L9

Email: RLMF@gov.nt.ca

<http://www.lands.gov.nt.ca>

The Proposed Vision

The Northwest Territories will continue to have a diversity of outdoor settings, opportunities and places that enable NWT residents to experience and enjoy northern lands and waters in the ways that are most meaningful to them.

Comments:

Goal 1: Recognize and respect uses of public lands

Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Recognize and respect uses of public lands			
1.1 Develop criteria for areas where leasing should be avoided.			
1.2 Provide allowances for public access to recreation settings and opportunities.			
1.3 Identify new areas and opportunities for recreational use and/or development.			
1.4 Mitigate environmental impacts of outdoor recreation.			
1.5 Review and enhance current methods for integrating input from Aboriginal governments (AGOs) and organizations into decision making			
1.6 Review and enhance current methods of integrating public and stakeholder feedback into decision making.			
1.7 Work with AGOs and land users to examine the benefits, challenges and level of interest in 3-5 year short term non-renewable leases for temporary structures or recreational uses.			
1.8 Evaluate opportunities for enhancing Consultation and public engagement processes.			

Goal 2: Support recreation management planning in priority areas

Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Support recreation management planning in priority areas			
2.1 Establish recreation management planning as the approach to identify and manage recreation opportunities within priority areas			
2.2 Conduct scoping exercises to define potential priority areas for recreation management planning.			
2.3 Complete recreation management plans in priority areas to: <ul style="list-style-type: none"> - Maintain a diversity of recreational opportunities - Identify opportunities and areas for recreational cabin leases - Consider all land uses and values - Develop appropriate management strategies for recreational use of lands in the area (Such as infrastructure needs, public education). 			

Goal 3: Modernize and clarify leasing practices and processes

Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Modernize and clarify leasing practices and processes.			
3.1 Clarify what uses of land require a lease or tenure instrument			
3.2 Engage in a dialogue with Aboriginal Governments and organizations about respectful and effective ways to manage rights-based cabins.			
3.3 Clarify the process for applying for, assigning/transferring and amending ¹ a lease in all parts of the NWT.			
3.4 Simplify and clarify the current lease classification system.			
3.5 Clarify allowable uses of leased land.			
3.6 Evaluate and update administrative and decision making processes regarding leases for cabins and recreational uses, including how external input is considered.			
3.7 Update the fee structure and annual lease rent.			
3.8 Explore opportunities to improve the operational efficiency of public land administration and management practices and procedures.			
3.9 Evaluate opportunities and challenges associated with different land tenure options for cabins, such as, but not limited to, fee simple sales.			

¹ The assignment of a lease is the process by which all rights that a lessee possesses over a recreational lease are transferred to another party.

Goal 4: Enhance public awareness and understanding			
Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Enhance public awareness and understanding.			
4.1 Provide clear information about leasing practices and processes.			
4.2 Provide clear information about the rules regarding the use of public lands adjacent to leases.			
4.3 Provide clear information about public access and use of shorelines.			
4.4 Develop and implement a public education campaign to clarify the GNWT's land management policies and procedures.			

Goal 5: Address Unauthorized Occupancy

Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Address Untenured and Unauthorized Occupancy.			
5.1 Develop a process for evaluating existing unauthorized occupants.			
5.2 Develop criteria for removal, and evaluate existing unauthorized occupants on a case by case basis.			
5.3 Develop and implement an approach to prioritize the removal of new unauthorized occupants.			
5.4 Conduct a legislative and policy review to seek opportunities to enhance efficiency or capacity to remove new unauthorized occupants.			
5.5 Discourage unauthorized occupancy through enhanced communication efforts.			

Goal 6: Encourage compliance and strengthen enforcement

Goal & priorities	Are we on the right track?		Comments
	Yes	No	
Goal: Encourage compliance and strengthen enforcement			
6.1 Encourage compliance with all regulations supporting the use of public land through enhanced communications efforts.			
6.2 Support the development and implementation of new regulations and related legislative work to introduce immediate financial consequences for non-compliance.			
6.3 Support the development and implementation of new regulations and related legislative work to introduce immediate financial consequences for non-compliance.			