



*Photo Credit: Taylor Roades – The Narwhal*

**GWAXLALA/NALAXLALA**  
**Indigenous Protected and Conserved Area**

**BUSINESS PLAN 2023-28**



## Foreword

On behalf of our elected Band Council, I am pleased to endorse this five-year Business Plan for the Gwaxdlala/Nalaxdlala Indigenous Protected and Conserved Area, or IPCA. We declared and designated this portion of our Territory as an IPCA in November of 2021. Our Declaration, along with management plans we have prepared, reflects our intent to collaboratively govern the IPCA with Crown governments and begin work to better protect and restore its critical habitats, fish, animals and plants, birds, and cultural features, in accordance with the requirements of our ancient law of Aweenak'ola, which means "I am one with the land, the sea and the sky and the Supernatural Ones."



This is an ambitious task. We know that, to succeed, we need to evaluate more specifically what must be done, and what resources we will need. We know that our current human and financial resource capacity is not adequate, and we cannot keep relying on "ad-hoc" or "one-off" grant applications to achieve our IPCA objectives. This Business Plan is intended to address our current situation and document our future requirements.

Gwaxdlala/Nalaxdlala is a significant place of origin of our people and was occupied and used for thousands of years. Today, we have no Mamalilikulla people there. Until this year, we have been largely disconnected from this place. While it's easy to point to factors like post-contact government policies, and large-scale resource extraction, our desire is to fix the problem, not to place blame. Our IPCA declaration and collaborative governance approach is the beginning of this journey of reconnection. The Business Plan is intended to help us get there.

We gratefully acknowledge the work of Kathy Chopik (Integrated Governance Solutions Inc.), John Bones (IPCA Advisor) and Barb Drennan (Mamalilikulla Consultant) in developing this document.

Gilakasla,

A handwritten signature in blue ink that reads "John Powell". The signature is written in a cursive style.

Chief Councillor John Powell (Winidi)  
January 10, 2023

# Table of Contents

FOREWORD .....	1
<b>LIST OF FIGURES</b> .....	III
<b>LIST OF TABLES</b> .....	III
<b>LIST OF PHOTOS</b> .....	III
<b>GLOSSARY</b> .....	IV
<b>BUSINESS PLAN SUMMARY</b> .....	1
1.0 <b>PLAN PURPOSE AND CONTEXT</b> .....	4
1.1 <b>BUSINESS PLAN INTENT</b> .....	4
1.2 <b>CONTEXT</b> .....	4
1.3 <b>COLLABORATIVE GOVERNANCE INTENT</b> .....	6
1.4 <b>NATION GOVERNANCE</b> .....	7
2.0 <b>GWAXDLALA/NALAXDLALA CURRENT STATE AND ASSESSMENT</b> .....	8
2.1 <b>GENERAL LOCATION</b> .....	8
2.2 <b>ECOLOGICAL AND PHYSIOGRAPHIC ASSESSMENT</b> .....	9
2.3 <b>CULTURAL AND ARCHAEOLOGICAL ASSESSMENT</b> .....	11
2.4 <b>LAND USE ASSESSMENT</b> .....	13
2.5 <b>INFRASTRUCTURE, FACILITIES AND ASSET ASSESSMENT</b> .....	15
3.0 <b>MFN EXISTING CAPACITY ASSESSMENT</b> .....	17
3.1 <b>GOVERNANCE AND FUNDING AGREEMENT ASSESSMENT</b> .....	17
3.2 <b>STAFF AND CONTRACT SUPPORT ASSESSMENT</b> .....	18
3.3 <b>ADMINISTRATIVE PROGRAM ASSESSMENT - REFERRALS, PERMITS, AND MANAGEMENT INFORMATION</b> .....	20
3.3.1 <i>Referrals</i> .....	20
3.3.2 <i>Nation IPCA Permits</i> .....	21
3.3.3 <i>Management Information System Assessment</i> .....	21
3.4 <b>ASSESSMENT OF CURRENT REVENUES FOR IPCA MANAGEMENT</b> .....	22
4.0 <b>BUDGET PLAN FOR FUTURE IPCA BUSINESS REQUIREMENTS</b> .....	25
4.1 <b>VISION</b> .....	25
4.2 <b>BUDGET PLAN</b> .....	25
4.2 <b>COLLABORATIVE GOVERNANCE</b> .....	26
4.3 <b>STEWARDSHIP AND MANAGEMENT</b> .....	27
4.4 <b>RESTORATION, INVENTORY AND RESEARCH</b> .....	28
4.5 <b>CULTURAL CONNECTION AND PROTECTION</b> .....	28
4.6 <b>INFRASTRUCTURE, FACILITIES AND MAJOR ASSETS</b> .....	29
4.7 <b>BUDGET PLAN SUMMARY</b> .....	31
5.0 <b>VISION TO FUTURE REALITY: FINANCIAL PLAN</b> .....	33
5.1 <b>FUNDING SOURCES</b> .....	33
6.0 <b>FINANCIAL PLAN IMPLEMENTATION</b> .....	37
6.1 <b>PRIORITY ACTIVITIES</b> .....	37
6.2 <b>FINANCING PLAN</b> .....	37
6.3 <b>FINANCING PLAN IMPLEMENTATION</b> .....	37
6.3.1 <i>Preparation of Fundraising Materials</i> .....	37
6.3.2 <i>Confirmation of Current Funds</i> .....	38
6.3.3 <i>Provincial and Federal Government Support</i> .....	38
6.3.4 <i>Third-Party Funder Engagement</i> .....	38

6.3.5 Identification of Options for Own-Source Funding.....	38
APPENDIX 1: FIVE YEAR IPCA BUDGET (EXPENDITURE) PLAN .....	39
APPENDIX 2: CHART OF ACCOUNTS.....	40
APPENDIX 3: BUDGET ASSUMPTIONS.....	41

## List of Figures

Figure 1. Map of IPCA Watershed and Marine Components. ....	5
Figure 2. IPCA Access Travel Routes. ....	8
Figure 3. Budget to Support IPCA Development and Stewardship 2023 – 2028. ....	31
Figure 4. Total Projected IPCA Budget Over Five Years by Category. ....	32

## List of Tables

Table 1. Travel Distances To IPCA.....	9
Table 2. Proposed Five Year Expenditures for Collaborative Governance .....	26
Table 3. Proposed Five Year Expenditures for Stewardship and Management.....	27
Table 4. Proposed Five Year Expenditures for Restoration, Inventory and Research .....	28
Table 5. Proposed Five Year Expenditures for Cultural Connection and Protection.....	29
Table 6. Proposed Five Year Expenditures for Infrastructure, Facilities and Major Assets.....	30
Table 7. Summary Five Year Budget Plan for IPCA, All Categories.....	31
Table 8. Potential Funders and Partnership Opportunities by Budget Category.....	35
Table 9. Detailed Five Year IPCA Budget (Expenditure) Plan. ....	39
Table 10. Five year budget 2023 – 2028 Proposed Chart of Accounts.....	40

## List of Photos

Photo 1. Elected and hereditary chiefs, elders and special guests at the IPCA Declaration (Credit: John Bones). ...	7
Photo 2. The IPCA marine area includes rare, shallow growing corals and sponges (Credit: Hakai Institute). ....	9
Photo 3. The Lull watershed and estuary at low tide show the effects of human activities while retaining significant evidence of cultural connection. (Credit: ECCC). ....	10
Photo 4. A view of Hoeya estuary and watershed shows an old shoreline village site and crab trap markers (Credit: John Bones). ....	11
Photo 5. Significant declines in salmon returns to Lull and Hoeya are a major concern (Credit: MFN). ....	12
Photo 6. An aerial view shows evidence of the effects of both human and natural events on the steep terrain of IPCA watersheds (Credit: Barb Drennan). ....	13
Photo 7. Prawn fishing vessels ready their traps near sensitive coral and sponge areas of Hoeya Sound (Credit: Taylor Rodes - The Narwhal). ....	14
Photo 8. Vessels moored at newly-installed Hoeya Sound dock (Credit: Taylor Rodes - The Narwhal). ....	15
Photo 9. Community members reflect on ceremonial singing, drumming and dancing held in this ancestral home for the first time in over a hundred years (Credit: Taylor Rodes - The Narwhal). ....	16
Photo 10. Maintaining a cultural connection for future generations is a key IPCA objective and part of the Business Plan vision (Credit: Taylor Rodes - The Narwhal). ....	36

## Glossary

BC	Province of British Columbia (or Province)
DFO	Department of Fisheries and Oceans, Canada
ECCC	Environment and Climate Change Canada
GIS	Geographic Information System
IPCA	Indigenous Protected and Conserved Area
IUCN	International Union for the Conservation of Nature
LOI	Letter of Intent
MaPP	Marine Plan Partnership for the Pacific North Coast
MFN	Mamalilikulla First Nation
MPA	Marine Protected Area
OPP	Oceans Protection Plan
PFP	Project Finance for Permanence
RFA	Reconciliation Framework Agreement
SDM	Statutory Decision-Maker
UNDRIP	United Nations Declaration on the Rights of Indigenous Peoples

# BUSINESS PLAN SUMMARY

## Purpose and Context

The Gwaxdlala/Nalaxdlala (Lull Bay/Hoeya Sound) Indigenous Protected and Conserved Area (IPCA) was [publicly declared](#) by the Mamalilikulla First Nation (MFN) on November 29, 2021 and followed up with a [Community Dedication](#) on May 5, 2022. The IPCA Declaration represents a new pathway towards restoration of rights and title, while also contributing to stated Crown government commitments to ecosystem conservation, protection, and restoration.

The expressed goals of the [IPCA Declaration](#) were for a collaborative governance approach to:

- a) Protect, restore, and maintain unique habitat and culturally significant species;
- b) Protect, restore, and maintain MFN cultural connection to the land, sea, and sky;
- c) Provide ecosystem management-based economic opportunities for community benefit;
- d) Protect and maintain MFN food security;
- e) Protect important archaeological and cultural sites; and
- f) Incorporate integrated, holistic approaches in IPCA planning and management.

The MFN model for collaborative governance is based on a structured decision-making process in which a joint Crown-MFN body makes consensus recommendations for planning, ongoing management, research, monitoring, enforcement, restoration, and funding activities. A Letter of Intent (LOI) signed in April 2022 by the provincial government and MFN for collaboration on “Aweenak’ola Integrated Management” has initiated work towards these goals. In addition, the marine portion of the IPCA is a proposed new site in a Marine Protected Area (MPA) Network Action Plan that is based on a collaborative governance commitment by the federal and provincial governments.

This Business Plan identifies the need for \$4.2Million over the next five years to advance the governance, stewardship/management, and restoration/inventory/research goals for the IPCA, and it proposes a strategy to secure the funds required. The governance and stewardship/management objectives have financial implications that exceed existing MFN funding agreements with government and non-governmental organizations.

## Area Attributes Assessment

The IPCA is a relatively remote area of 10,416ha within MFN core Territory, which is an important cost factor in the Business Plan. The natural attributes of the area are significant and include: a mix of old growth and second growth coniferous forests; two major stream corridors and estuaries; a 228km stream network, including many fish-bearing and spawning areas for salmon; habitat for several threatened or endangered birds and mammals, including Grizzly bear; and a marine area that includes a unique seabed “sill” supporting shallow-growing coral, sponges, and sunflower stars.

The health of the IPCA ecosystems has significantly deteriorated. A century of forest harvesting in the valley bottoms and lower slopes of the watersheds has reduced forest cover, contributed to landslides, and reduced habitat availability. Populations of salmon, bear and other species have declined or

almost disappeared. Numerous landslides have deposited trees, silt, and debris into Knight Inlet and in Lull and Hoeya streams, destroying salmon habitat. Recent dive surveys show ongoing damage to the Hoeya corals from commercial activities. There are provincial tenures in the IPCA for forestry, traplines, commercial recreation and there are federal Crown-regulated commercial and recreation fishing activities, including prawn, shrimp, and crab fisheries. Unregulated tourism and recreational activity also occur.

Infrastructure, facilities, and major assets are minimal in the IPCA and the lack of basic services, including accommodation, cellular coverage, electricity, and water are major limitations to effective management and community reconnection.

### **Current Situation**

Several pre-Declaration agreements are in place with the province and federal government departments that may have capacity implications for the IPCA, as well as implications for the delivery of the collaborative governance model. These may need to be revised or amended to reflect an IPCA collaborative governance process. Staffing and capacity are significant financial issues for IPCA future management, especially capacity requirements for additional Guardians and staff or contractors fully dedicated to IPCA development and work activities.

Existing projects currently providing revenue to MFN are short-term and tend to reflect existing priorities of government or third-party (non-governmental) funders.

### **Business Needs**

The Business Plan contains a vision statement reflecting the outcome of successful delivery of the Plan. Business Plan activities are based on objectives in the Declaration and in MFN management plans for the IPCA. A budget for delivering the activities is divided into five sections and totals approximately \$4.2Million over five years (**Section 4.0**).

**Collaborative Governance** is a fundamental component of IPCA management, which will require funds for participation in a joint Crown-MFN body, an IPCA Coordinator, communications tools, an information system to support analysis and decision recommendations, and development of an MFN permit and fee system for the IPCA.

**Stewardship and Management** activities and budget focus on onsite projects and presence: salaries for Guardians field activities, monitoring and enforcement patrols, support for inventory, research and restoration projects, transportation, accommodation, and improved communications access.

**Restoration, Inventory and Research** are the critical elements that support IPCA stewardship. The budget includes funds for initial restoration projects for critical habitat and culturally significant species, one research project each year, and the continuation of existing Guardian inventory programs.

**Cultural Protection and Connection** activities include renaming of IPCA places, signage and official designations, and additional archaeological assessment costs. The reconnection of community

members to this significant part of their Territory is a pivotal achievement and will require funds for educational and interpretive information for public and community awareness, and funding for one community member gathering each year.

Finally, the budget for **Infrastructure, Facilities and Major Assets** costs is significant but necessary, and includes accommodation, storage, fuel, transportation, and power. With increased visits, MFN will need to purchase a second patrol boat, and in the interim to rent a vessel.

### **Financing**

The IPCA will not have significant revenue generation opportunities, and the costs of managing in such a remote area are high. The budget is generally conservative and realistic in its presentation of the level of activity that can be undertaken to meet such a significant new management initiative. Funding for stewardship and management operations will most likely have to be provided through government and other third-party contributors.

Important financial and in-kind contributions for IPCA foundational work have been made through the Nanwaḱolas Council, and it is anticipated that these might continue into 2023 until supplemented or replaced with new financial agreements.

Under a collaborative governance model, provincial and federal funding will be required to support the governance activities as well as for restoration, research, and inventory. Third-party funding will also need to be pursued to meet many of these needs, as well as infrastructure, asset acquisition, and some stewardship elements.

Applications have been made for new and continued projects, and MFN will continue to contribute some of its discretionary funds and provide in-kind support to achieve the Business Plan vision. In addition, MFN intends to pursue partnerships with aligned and expert organizations that have shared interests in the IPCA's intended conservation outcomes.

# 1.0 Plan Purpose and Context

## 1.1 Business Plan Intent

This Business Plan is intended to identify financial requirements associated with the next five years of governance, management, and stewardship of the Gwaxdlala/Nalaxdlala<sup>1</sup> (Lull Bay/Hoeya Sound) Indigenous Protected and Conserved Area (IPCA), publicly [declared by the MFN](#) on November 29, 2021 (see **Figure 1**).

The Business Plan will assist in creating IPCA budgets, financing requirements and strategies for implementing the governance and stewardship objectives stated in the IPCA Declaration and the MFN’s IPCA marine and watershed management plans. These objectives have financial implications that exceed existing MFN funding agreements with government and non-governmental organizations.

The Business Plan may serve as a useful guide for other First Nations who are contemplating or have established their own Indigenous Protected and Conserved Areas, as well as government and non-governmental, third-party organizations considering IPCA funding partnerships with MFN.

## 1.2 Context

The [MFN IPCA Declaration](#) represents a new pathway towards restoration of rights and title, while also contributing to Crown government commitments on ecosystem conservation, protection, and restoration. Interest in IPCAs by Indigenous governments is also increasing across Canada because

IPCA’s present an opportunity to implement reconciliation and the UN Declaration on the Rights of Indigenous Peoples (UNDRIP). Much inspiration for the MFN IPCA Declaration was drawn from the 2018 Report of the Indigenous Circle of Experts, “*We Rise Together*.” Motivation included the development of a Marine Protected Area Network for the Northern Shelf Bioregion, and its commitments to advance protection using a collaborative governance approach.

*Partnering with the federal government, industry, and communities, and working with Indigenous Peoples, lead the work to achieve the Nature Agreement’s goals of 30% protection of BC’s land base by 2030, including Indigenous Protected and Conserved Areas.*

*Mandate Letter to the Minister of Water, Land and Resource Stewardship, December 7, 2022*

The MFN Declaration was established in accordance with the Nation’s inherent laws and stewardship responsibilities and documented MFN intent to take a primary role in planning, use, management, and restoration of Gwaxdlala/Nalaxdlala while contributing to Canada’s stated international conservation commitments. Its expressed goals were for a collaborative governance approach aiming to:

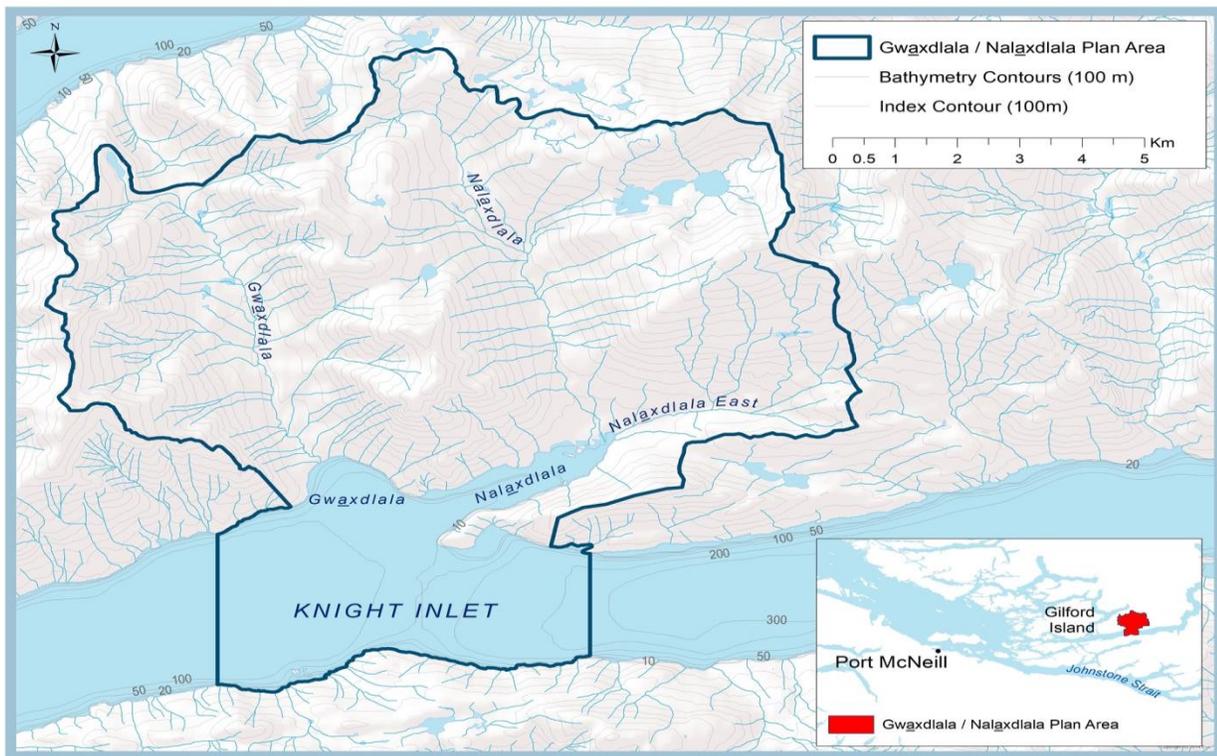
---

<sup>1</sup> Pronounced “Gwat-ch-dala-lah / Nah-latch-dala-lah”

- a) Protect, restore, and maintain unique habitat and culturally significant species;
- b) Protect, restore, and maintain MFN cultural connection to the land, sea, and sky;
- c) Provide ecosystem management-based economic opportunities for community benefit;
- d) Protect and maintain MFN food security;
- e) Protect important archaeological and cultural sites; and
- f) Incorporate integrated, holistic approaches in IPCA planning and management.

The MFN IPCA boundary reflects a holistic and integrated management approach by including the proposed MPA Network site as well as adjacent watersheds with inter-connected ecosystems.

Figure 1. Map of IPCA Watershed and Marine Components.



MFN has developed marine and watershed management plans that more specifically address what, where when and how IPCA lands and resources would be managed with Crown governments. The MFN approach is based on the ancient law of Aweenak’ola, which means we are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity. This ancient law is expressed through the long-term vision, goals, objectives, and strategies for stewardship in the marine and watershed plans, as well as in the management zones in these plans, outlining acceptable and non-acceptable uses.

The November 29, 2021, Declaration and a subsequent May 5, 2021, onsite [Community Dedication](#) event attracted considerable media coverage and interest in the Gwaxdlala/Nalaxdlala IPCA. In addition, the inclusion within its boundaries of a marine area proposed in a tri-government level Marine Protected Area (MPA) Network Action Plan has served to maintain a strong focus on the IPCA.

### 1.3 Collaborative Governance Intent

The MFN never ceded its inherent rights (including title) over its territory to Crown governments, including rights in the IPCA. The adoption of UNDRIP, and establishment of specific implementation legislation by federal and provincial Crown governments raised high expectations for a new collaborative governance approach between Crown agencies and First Nations. The MFN IPCA Declaration specifically challenged Canada and British Columbia to begin these discussions.

The MFN collaborative governance approach is based on the model emerging from recent marine protected area discussions and being advanced by other BC coast First Nations. It involves a “structured decision-making process” in which a joint Crown-MFN body makes consensus recommendations for planning, ongoing management, research, monitoring, enforcement, restoration, and funding activities.

Where a recommendation requires approval of a Crown statutory decision-maker (SDM), the SDM would be obliged to accept a consensus

*The LOI represents a logical extension of preceding agreements for the Great Bear Rainforest and the Marine Plan Partnership for the North Pacific Coast (MaPP).*

recommendation from the committee, or if not, to provide rationale to the committee for its rejection. This new level of accountability for certain decisions is one of the reasons for requiring a specific IPCA collaborative governance agreement with BC and Canada. The joint body would require support from a technical working group drawn from the governance partners.

The collaborative governance approach is also reflected in both past and recent agreements made between First Nations with Canada and with BC. These agreements include those associated with the Great Bear Rainforest, the collaborative management of BC Parks and Conservancies, the transition of fish farm aquaculture sites from the Broughton Archipelago, and the joint implementation of Canada’s Oceans Protection Plan. Application of the law of Aweenak’ola in IPCA collaborative governance decisions is intended to advance sustainable management of the land and water, help mitigate climate change-induced effects and loss of habitat, restore watersheds and stream habitat to maintain biodiversity, and protect unique and endangered, threatened and regionally significant species and ecosystems.

Discussions with BC government officials since IPCA Declaration resulted in a signed April 2022 Letter of Intent (LOI) with MFN to collaborate on “*Aweenak’ola Integrated Management of the Gwaxdlala/Nalaxdlala.*” The LOI included a work plan for 2022/23 and established a senior level Working Group to coordinate work plan activities, which reflects several MFN IPCA objectives, including establishment of a collaborative governance structure and process and a joint management plan.

## 1.4 Nation Governance

MFN is a recognized, independent First Nation. As such, it works directly with the various levels of government on many issues. MFN uses a leadership system based on an elected chief and council but also recognizes the responsibilities held by its hereditary chiefs, some of whom are also affiliated with different First Nations. The role of an elected band council is generally to administer programs on reserve lands, which generates significant funding. Since MFN does not have a habitable reserve for its members, its funding is much more limited in comparison with funding of other First Nations, and consequently it has low financial and human resource capacity to provide services to its 441 members<sup>2</sup>.

*Photo 1. Elected and hereditary chiefs, elders and special guests at the IPCA Declaration (Credit: John Bones).*



MFN has offset some of its capacity limitations through membership in the N̄nwaḱolas Council, which provides funded services that include coordination of referral responses to provincial government land and water applications (a legal and policy requirement), coordination of planning

activities and agreements with governments and forest companies, coordination of training and funding support for member Nation Guardian programs, geographic information system (GIS) and mapping services, and storage of information collected by MFN in N̄nwaḱolas-coordinated projects. As a member, MFN may choose the services, arrangements, and agreements best suited to its needs. Considerable revenue has been generated because of numerous agreements and funding awards negotiated on behalf of MFN and other member Nations by N̄nwaḱolas Council.

The MFN approach to collaborative governance of the IPCA has potential implications for existing service arrangements with N̄nwaḱolas Council. MFN intent for a joint collaborative body structure and the direct management of the IPCA may require reconfiguration of some existing N̄nwaḱolas funding allocations, decision-making processes, and agreements for that area.

---

<sup>2</sup> <https://www2.gov.bc.ca/gov/content/environment/natural-resource-stewardship/consulting-with-first-nations/first-nations-negotiations/first-nations-a-z-listing/mamalilikulla-qwe-qwa-sot-em-band>

## 2.0 Gwaxdlala/Nalaxdlala Current State and Assessment

### 2.1 General Location

The IPCA is shown in **Figure 1** above. It is a relatively remote area of 10,416ha within Mamalilikulla core territory. The land portion consists of the Lull and Hoeya watersheds, covering 8,293ha. The marine portion is 2,123ha and includes the Gwaxdlala (Lull Bay) and Nalaxdlala (Hoeya Sound) areas, as well as an adjacent portion of Knight Inlet.

**Figure 2** and **Table 1** provide context for IPCA access, which is an important cost factor in the Business Plan. The IPCA is located approximately 70 km east of Alder Bay/Telegraph Cove (south of Port McNeill), which is 200km by road from Campbell River (a 2.25-hour drive). From there, a boat trip directly to the IPCA is approximately 70km (a 1.5-hour trip in favourable weather conditions). The IPCA is 45km by boat (1.0-hour travel time) from the Village Island Indian Reserve (IR) where the Mamalilikulla Guardian float house/field office is located, and currently used as a basis for Guardian activities in the IPCA. A float plane charter from Campbell River usually takes about 30 minutes, and a charter float plane or helicopter trip from Port McNeill is some 15 minutes in duration. In summary, a visit to the IPCA from Campbell River, in favourable weather conditions, would require a minimum of 3.75 hours in road and boat travel, with associated fuel and boat launch costs.

Figure 2. IPCA Access Travel Routes.



Table 1. Travel Distances To IPCA.

START	END	DISTANCE (Km) By MODE	TRAVEL TIME (hrs)
Campbell River	Telegraph Cove/Alder Bay	200 (road)	2.25
Telegraph Cove/Alder Bay	Village Island	25 (water)	0.5
Village Island	IPCA	45 (water)	1.0

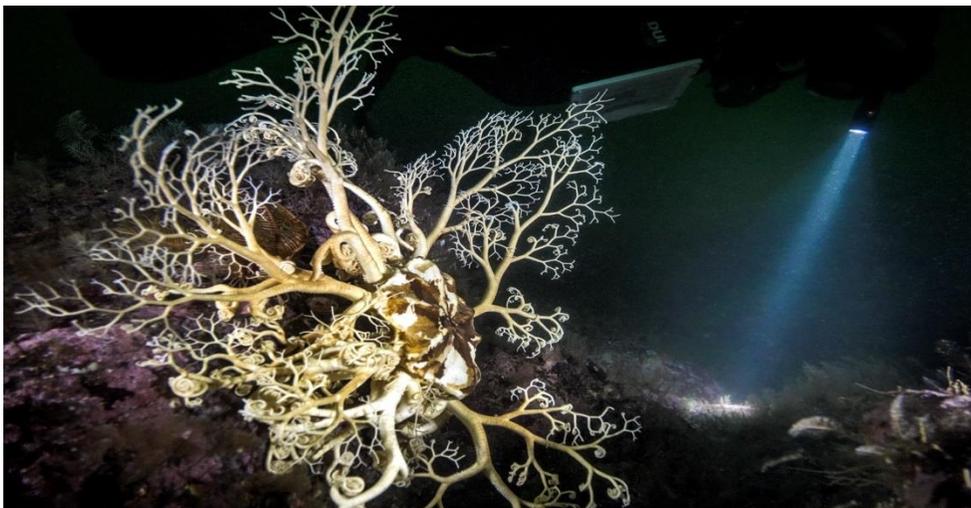
## 2.2 Ecological and Physiographic Assessment

The IPCA watersheds are steeply sloping, with elevations ranging from sea level to 1250m. They contain a mix of old growth and second growth coniferous forests, dominated by hemlock and cedar. They include 228km of streams, many of which are fish-bearing and provide habitat and spawning areas for chum, coho and pink salmon. The major stream corridors and their associated estuaries provide important habitat for fish, mammals, and birds, including Marbled Murrelet, Northern Goshawk (listed as a threatened species under the Federal *Species at Risk Act*), Grizzly and Black bear.

The Grizzly bear is an important keystone species in MFN culture and a species of special concern under the *Species at Risk Act*. The IPCA watersheds are rated as having high and moderately high capability for Grizzly bear habitat.

The Lull and Hoeya Creek estuaries were historically significant for coho, pink and chum salmon runs, and still retain some habitat suitable for salmon rearing and holding. Both estuaries are significant for food foraging by Grizzly bears, especially in years of low salmon returns. The estuaries are ranked high as biodiversity hotspots and for ecological conservation in technical and scientific work.

Photo 2. The IPCA marine area includes rare, shallow growing corals and sponges (Credit: Hakai Institute).



The marine area seabed depths reach 250m at the eastern and western boundaries in Knight Inlet, and 50m in Hoeya Sound. In Knight Inlet, a seabed “sill” of very high biodiversity supports shallow-growing Nudibranch and dwarf white gorgonian coral, and sponges, as well as large, healthy sunflower

stars, recently declared a rare and endangered species by the International Union for Conservation of

Nature (IUCN). The marine area supports prawn, crab and salmon fisheries in Hoeya Sound and Knight Inlet, which is also an important route segment of the annual Eulachon run to the head of the Inlet.

IPCA ecosystem health has significantly declined. A century of forest harvesting, concentrated in the valley bottoms and lower slopes of the watersheds has reduced forest cover, contributed to landslides, and reduced habitat availability. Populations of salmon, bear and other species have declined. Numerous landslides have deposited trees, silt, and debris into Knight Inlet and in Lull and Hoeya streams, reducing salmon habitat requirements for healthy growth, migration, and spawning. In the IPCA marine segment, regular and recent dive surveys indicate continued incremental damage to the Hoeya corals from commercial fisheries, particularly the prawn and crab fishery and other commercial activities, such as heli-log drops.

Restoration of fish habitat and populations is an urgent need in stream corridors and marine nearshore areas. This includes stream debris removal and decommissioning of the remaining abandoned roads and other remnants of industrial logging in the watersheds. In the marine area, eelgrass bed restoration and foreshore cleanup of former log handling sites are current priorities.

*Photo 3. The Lull watershed and estuary at low tide show the effects of human activities while retaining significant evidence of cultural connection. (Credit: ECCC).*



MFN is already involved in collection of stream temperature, water quality and levels, and environmental DNA (eDNA) information. MFN has conducted Grizzly bear monitoring programs and habitat inventories, as well as inventories of culturally important plants such as Large Cultural Cedar. It

has recently received Hakai Institute support to conduct an eDNA water sampling program to assist in tracking fish presence during the year, and Hakai has conducted marine dive surveys for the past two years to assess coral and sponge areas, incremental damage, and areal extent for marine protection zoning purposes. MFN believes it very important to continue these efforts. Protection and restoration regimes are most likely to be successfully advanced and established through collaborative governance of the IPCA, which requires MFN ongoing capacity funding. Similarly, restoration efforts require funding for baseline ecosystem assessments to confirm monitoring and restoration priorities, and for subsequent longer-term monitoring of recovery success. This encompasses further Grizzly bear, marine fisheries and habitat surveys and monitoring. Such information is critical for ongoing IPCA ecosystem-

based management, including planning and management decisions on existing and future watershed and marine activities.

### 2.3 Cultural and Archaeological Assessment

MFN origin stories, and more recent written records include many references to the area within the IPCA and its history of occupation and use. The Nalaxdlala is a place of origin of the Walas 'Namima, one of the clans that eventually came together as Mamalilikulla and occupied the Village Island area until the 1950s. Gwaxdlala (Lull Bay), was used as a fishing, trapping, and timber site, as recently as 1914. Igisbalis (Hoeya Head) was an old village and halibut station. Hoeya Sound (Nalaxdlala) was used for fishing, hunting, and timber activities. These areas were not included in the "Indian Reserves" allotted to MFN by the Crown in 1879. The 1914-18 McKenna-McBride Commission, established to resolve "once and for all" Indian Reserve lands in BC, rejected MFN claims over these areas because they had been licensed for forest harvesting. The Nation has been successful to date in legal actions to remedy these decisions and expects compensation, return of the lands, or a combination in the future.

*Photo 4. A view of Hoeya estuary and watershed shows an old shoreline village site and crab trap markers (Credit: John Bones).*



The IPCA marine shoreline and watershed areas contain significant, known cultural and archaeological features of importance to the Nation's cultural continuity. Nine archaeological sites have been documented along the shoreline, including village sites, fish traps

and weirs, canoe runs, middens, culturally modified trees, and a pictograph. Such evidence reinforces the cultural connection of MFN to this area, and attests to its historical abundance of salmon, shellfish, and other species. New sites are being discovered with increased inventory work. Potential for finding new archaeological sites is high to moderate along the shoreline and up the stream valleys. As an example, a recent eelgrass restoration project, designed to create juvenile salmon habitat at the Lull estuary, has been halted with the discovery of previously unknown cultural sites. Work cannot continue without an archaeological assessment and subsequent permit, which is currently anticipated to take up to one year to complete, jeopardizing the availability of restoration funding.

As reflected by its archaeological sites, the IPCA area was historically used for resource harvesting for food, social and ceremonial purposes by the Nation. However, it no longer contains the abundance of resources and MFN now supports its community food fish program through purchases from

*"We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity"*

commercial fishers. The potential to restore the IPCA as a source of food fish for Nation members is limited by degraded habitat conditions.

Cultural reconnection to this important MFN area is in part dependent on capturing and maintaining the knowledge of the area’s cultural significance and increasing opportunities for the holding of cultural events. Lack of adequate infrastructure and services, however, is a major limitation to restoring community connection. MFN has begun to address these limitations by installing a permanent dock for access adjacent to the Hoeya estuary, and posting temporary IPCA signage, but more needs to be done to accommodate Guardian visits, research and other activities which are otherwise staged from Village Island, over 45km away by boat.

*Photo 5. Significant declines in salmon returns to Lull and Hoeya are a major concern (Credit: MFN).*



The IPCA cultural and archaeological sites are at continual risk of disturbance by natural forces and human interference, which include commercial, bottom-contact fisheries in the inter-tidal areas of Hoeya Sound. BC Heritage Conservation Act enforcement by provincial authorities is

negligible due to remoteness of the site and staff capacity limits. MFN Guardians are more frequently onsite or in the vicinity and available to enforce protection if mandated.

MFN is committed to protecting its IPCA cultural sites, in compliance with provincial heritage legislation. It is committed to continuing surveys and documentation of sites with its Guardians, which will increase benefits including cultural tourism development, public education, and community reconnection through such tools as interpretive signage and site replication. The cultural importance and need for community connection to the IPCA requires financial resources that can be applied to document cultural site names and stories, as well as to improve and maintain site access and infrastructure (such as floating accommodation, storage, and a boat). All of these are now needed to implement plans that will support community and research events. The presence of existing sites and high site potential ratings highlights a need to obtain funding for continued

*The IPCA cultural and archaeological sites are at continual risk of disturbance by natural forces and human interference, which includes commercial bottom-contact fisheries in the inter-tidal areas of Hoeya Sound.*

and more comprehensive archaeological surveys, for such applications as planning of restoration projects, planning for any new access routes or infrastructure in the IPCA, and spatial zoning.

## 2.4 Land Use Assessment

The IPCA area has experienced over a century of timber harvesting, dating from the 1914-18 Commission period. The area is now managed under the 2007 Great Bear Rainforest Land Use Order, which has recently set aside 88% of the land from forest harvesting due to stream and shoreline buffers, ecological areas of decline and presence of habitat for targeted species that are at risk, threatened or endangered.

*Photo 6. An aerial view shows evidence of the effects of both human and natural events on the steep terrain of IPCA watersheds (Credit: Barb Drennan).*



Most of the timber harvesting rights in the IPCA are uncharted, i.e., not held by a specific forest tenure holder. Some small chart areas are held by BC Timber Sales and Interfor, and Western Forest Products currently holds licenses for the upland portions of two log handling and sorting areas, in Lull Bay and Hoeya Sound. MFN has recently acquired the foreshore portions of these log handling licences, and

once cleanup requirements are satisfied, will also apply to acquire the upland components for a variety of future potential uses, including research and accommodation uses. Heli-log drop tenures have been issued in the past within the IPCA marine area. An extensive forestry road network exists in the watersheds, based on primary access roads into the Lull and Hoeya watersheds. Most of the roads have been deactivated and culverts removed, and surfaces are naturally repopulating with alder. Some roads may have contributed to landslide events. Two are still tenured.

An 11,000ha commercial recreation tenure for guided hiking and wildlife viewing extends into the IPCA along Lull Creek and its tributaries, as well as in the upper Hoeya watershed. Similarly, a guide outfitting tenure covers the entire IPCA, including most of Knight Inlet and a substantial portion of east Vancouver Island.

A *Forest Act* Forest Recreation Site exists in the Hoeya Head area of the IPCA. Sites can be licenced, and fees can be charged for use of a recreation site, payable to the site license holder. Rules are enforced

*"We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity"*

by a recreation officer, and fees are set in the *Forest Recreation Regulation*. Registered trapline tenures have been issued over the watersheds and are part of larger traplines extending outside of the IPCA. Three are held by Mamalilikulla families and one by a non-Indigenous person. Registered traplines do not expire, but can be sold, transferred, inherited or re-registered to another party if approved by the Ministry of Forests.

*Photo 7. Prawn fishing vessels ready their traps near sensitive coral and sponge areas of Hoeya Sound (Credit: Taylor Rodes - The Narwhal).*



The IPCA marine area is utilized for federal *Fisheries Act* commercial and recreation fishing activities, including prawn, crab, and shrimp fisheries. There are many other users of the inlet and estuaries, but no monitoring or inventory of unregulated commercial tourism or recreational

activity. While forest harvesting opportunities are limited in the foreseeable future, MFN has pursued acquisition of existing log handling sites and has interest in limited, sustainable harvesting in uncharted areas for future economic benefit to the community. MFN is also interested in maintaining opportunities for selective harvest of cultural cedar for cultural purposes. In the marine IPCA, MFN is concerned about the effect of continued commercial prawn, crab and shrimp fisheries on corals, sponges and (in Hoeya Sound) on potential underwater archaeological features.

MFN has developed marine and watershed management plans that more specifically outline its management strategies and spatial zones with acceptable uses to reflect protection, conservation, and development goals.

Both the commercial recreation and guide outfitting tenures include considerable area outside of the IPCA. This situation has generated MFN concerns with the province about how it can achieve collaborative governance over its IPCA when tenures in the IPCA extend into the territories of other First Nations and thus must accommodate the interests of those Nations in IPCA management decisions. MFN is currently working with the province on options for remedying this

*These examples point to the need for a strong collaborative governance model to be used in decision-making processes affecting the IPCA, and to secure long-term funding for MFN participation in all facets of collaborative governance.*

type of situation, and especially given MFN longer-term strategies to create its own economic

*“We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity”*

opportunities. The existence of the Forest Service Recreation Site at HoeyaHead also introduces the potential for independent recreational operators to secure licences and begin to compete with or restrict MFN opportunities to plan and manage public recreation use of the IPCA. These examples point to the need for a strong collaborative governance model to be used in decision-making processes affecting the IPCA, and to secure long-term funding for MFN participation in all facets of collaborative governance, including planning, tenure management, monitoring, and

enforcement. They also point to the need to secure funds to conduct the necessary research and site assessments to assist in future resource allocation and management decisions, and to utilize Guardians in this work whenever possible.

## 2.5 Infrastructure, Facilities and Asset Assessment

Infrastructure, facilities, and major assets are minimal in the IPCA. An extensive road network and log handling facilities developed to service commercial forestry activities are naturally revegetating over time. The lack of basic infrastructure and services, including accommodation, cellular coverage, electricity, water and liquid and solid waste disposal, necessitates the daily return of Guardians and research crews to MFN facilities at Village Island, which incurs additional fuel costs and reduces available work time. In 2021, MFN purchased and affixed a permanent boat dock at a Hoeya log handling site for safe mooring of its Guardian vessels and has since added a “Sea Can” storage unit on the dock. A former floating accommodation was acquired by MFN and located at the Hoeya log handling site in 2020 but relocated to Village Island to support activities across the entire MFN territory.

*Photo 8. Vessels moored at newly-installed Hoeya Sound dock (Credit: Taylor Roades - The Narwhal).*



In 2020, MFN began discussions on possible connection to a fibre optic cable network intended for remote coastal communities, but the project was put on hold. Since the IPCA Declaration, MFN has posted signs outlining IPCA boundaries and fishing avoidance areas but has no permanent

signage identifying the area’s designation or identifying cultural features and names that will serve to reconnect community members with the area.

MFN is committed to increasing its presence and reconnection to the IPCA. This will entail development of access trails into watersheds, and acquisition of an all-terrain vehicle. It will require floating or land-based accommodation for longer term Guardian visits, signage, improved communications, electricity generation, and (eventually) water and waste services. Equipment, fuel and water storage facilities, onshore wind and solar power installations, satellite dishes, and other services need to be acquired. Increased visitor use will place demands on anchorage, which should be carefully managed using designated buoys to avoid archaeological site disturbance.

The anticipated increase in Guardians puts strain on available boats and will require short-term boat rental and eventually a new patrol vessel. These improvements will not only enhance MFN ability to monitor and manage activities within the IPCA, but will facilitate research and restoration projects, increase the potential for new ecotourism and indigenous tourism, and create ongoing opportunities for community cultural connection more effectively.

*Photo 9. Community members reflect on ceremonial singing, drumming and dancing held in this ancestral home for the first time in over a hundred years (Credit: Taylor Roades - The Narwhal).*



## 3.0 MFN Existing Capacity Assessment

### 3.1 Governance and Funding Agreement Assessment

Important agreements are currently in place with provincial and federal governments. These agreements are described below for their IPCA capacity implications as well as their collaborative governance implications.

**The Great Bear Rainforest Land Use Agreement and Land Use Order (2007)** have led to creation of the Coast Opportunities Fund, which provides some annual funding to MFN for sustainable activities within the Territory, including Guardian activities. Funding to represent MFN forestry interests has been used for N̓anw̓ak̓olas and MFN forestry staff participation in forest planning and management activities, including the recent Landscape Reserve Design planning for the IPCA watersheds. This annual funding provision is not intended to support longer-term IPCA management or project development. New arrangements may be required for forest planning work in the IPCA, and the GBR Landscape Reserve Design decision process will need to be reconciled with the decision-making mandate of a joint IPCA governance body.

**The BC/N̓anw̓ak̓olas Framework Agreement/Strategic Engagement Agreement (amended 2019)** has established a government-to-government strategic management system, including a “clearinghouse” to manage responses to provincial tenure applications referred to member Nations (including MFN). BC funding supports N̓anw̓ak̓olas staff in coordinating referrals affecting MFN territory, but costs to MFN of verifying and responding to N̓anw̓ak̓olas staff are not covered.

Collaborative governance of the IPCA requires capacity to fund MFN staff review of tenure referrals affecting the IPCA and work associated with formulation of responses for discussion at a joint governance body meeting. New or revised arrangements may be required to address MFN governance requirements for the IPCA.

**The BC/N̓anw̓ak̓olas Atmospheric Benefit Sharing Agreement (2016)** has provided funding from annually calculated Available South Coast Atmospheric Benefits. Funds are shared with member Nations who have established GBR protected areas and used for many different purposes in MFN territory when available (including the IPCA). This funding source could be used for IPCA restoration, governance, and infrastructure projects, but is dependent upon sales success, and generally considered sporadic or unreliable.

*The North Vancouver Island Marine Plan implementation projects have included and allocated funds to MFN Guardians for archaeological inventories in the Territory, including the IPCA marine area. However, original MaPP third-party funding is ending.*

**The BC/First Nations Marine Plan Partnership (2011)** currently provides philanthropic, provincial, and in-kind funds to jointly develop and implement marine plans. The North Vancouver Island Marine Plan implementation projects have included and allocated funds to MFN Guardians for archaeological

inventories in the Territory, including the IPCA marine area. However, original MaPP third-party funding is ending, and future implementation funding will continue to be based on annual work planning between BC and N̄nwaḱolas Council staff that addresses a wide range of topics.

**The BC/Kwikwasutinuxw Haxwa'mis, 'Namgis & Mamalilikulla Letter of Understanding on Finfish Aquaculture in the Broughton Area (2018)** provides for orderly removal of seventeen fish-farm sites from the Broughton Archipelago between 2019 and 2023. Term-limited funding was made available by BC to the participating Nations for natural salmon habitat restoration throughout their territories, but is an unlikely funding source for longer-term restoration projects in the IPCA. A recent project in the IPCA marine area was put on hold pending issuance of a BC archaeological assessment permit.

**The Canada/First Nations Reconciliation Framework Agreement (RFA) for the Northern Shelf Bio-Region (2018)** provides funding to N̄nwaḱolas Council for its member Nations to participate in implementation of Canada's Oceans Protection Plan with Transport Canada, and in the development of a Marine Protected Area Network with DFO. Some of the DFO funding awarded to N̄nwaḱolas Council has been distributed to MFN for guardian field work in the IPCA and other parts of the Territory, but there is uncertainty about whether any new agreement will continue beyond the point of establishing the IPCA marine area as a formal MPA Network site.

*MFN is committed to protecting the biodiversity and unique species found in the marine area and to monitoring, restoring, and managing watershed streams, forests and estuaries for their ecosystem service benefits.*

**The Letter of Intent with BC for Collaborative Implementation of Aweenak'ola (2022)** has resulted in one-year of funding support by BC to assist MFN in the collaborative work. Discussions with non-governmental organizations also led to limited funding support for “foundational” projects in 2022/23, including development of this Business Plan. In early September of 2022, meaningful dialogue began with DFO which holds potential for limited funding for MFN activities related to fisheries activities and scientific surveys in the IPCA. There is no guarantee of future funding from these sources.

## 3.2 Staff and Contract Support Assessment

At the end of December 2022, eight positions were in place to support Chief and Council in conducting MFN business activities throughout its traditional territory. These consisted of:

- a) One Band Administrator/Office Manager (full-time employee);
- b) One Receptionist (full-time employee);
- c) One Bookkeeper (full-time employee);
- d) One Administrative Assistant to Chief and Council (full-time employee);
- e) One Communications Coordinator (full-time employee);
- f) Two Guardians (full-time employees); and
- g) One Forestry Consultant (ongoing contractor).

In addition to these staff positions, five leadership positions (Chief and four Council members) are compensated for time and expenses associated with their council work. One has a portfolio that includes participation in IPCA work with the Chief Councillor.

The Nation also utilizes contractors to assist in workload and assignments associated with the IPCA, as required. These include:

- a) One Guardian (seasonal contract);
- b) One MFN forestry consultant/IPCA Team coordinator (part-time contract);
- c) Two planning consultants (supported through Nānwaḱolas Council contracts);
- d) Occasional support from Nānwaḱolas Council forestry advisor, guardian network coordinator, and contracted archaeologist.

At the end of November 2022, there were no staff or contractors fully dedicated to IPCA development or IPCA work activities. This reflects ongoing capacity challenges within MFN, and the demands of managing the entire Territory while advancing one part of it as a uniquely governed IPCA.

As a result, MFN has to date utilized a “team approach” with an IPCA team. The team is directed by the Chief and a Councillor, coordinated by the MFN

contract forestry consultant, and includes the two planning consultants currently funded by Nānwaḱolas Council. The Team has worked together to plan and conduct its Declaration and Dedication events, develop its marine and watershed plans, and participate in the work plan activities and Working Group associated with the Letter of Intent signed with provincial

*The longer-term IPCA requirements to support operation of a collaborative management body, assess tenure referrals, and coordinate Guardian activities, economic activities, and restoration and planning activities will necessitate a dedicated IPCA Coordinator position.*

government ministries. While provincial and third-party funding was received in fiscal year 2022/23 to support an IPCA Coordinator, the workload has far exceeded the allotted funds, necessitating use of the support offered by Nānwaḱolas Council and use of MFN staff and contractors for specific tasks.

The longer-term IPCA requirements to support operation of a collaborative management body, assess tenure referrals, and coordinate Guardian activities, economic activities, and restoration and planning activities will necessitate a dedicated IPCA Coordinator position. This position would continue to rely on MFN administrative support services but would lessen the reliance on outside support and contracts.

MFN currently operates its own Guardian Program, with a manager and one full-time position. This number is increased each field season, based on available funding and personnel. There is considerable turn-over of seasonal Guardian staff due to the inability to offer full-time employment. Establishing a stable MFN Guardian presence in the IPCA is an important governance requirement and provides a visual reminder of the MFN inherent stewardship role and its community connection. For these purposes alone, Guardians need to be present for a minimum of two days/week during the spring-to-

end of fall season, but are currently limited by funding, travel costs and other factors to one day/week, at best.

Virtually all field-related IPCA stewardship activities rely on Guardian participation, including transport, logistical support, activity observation and information collection/survey work. The existing Guardian complement of two full-time and one seasonal position is insufficient to address the needs of the IPCA as well as the entire Territory. The MFN Guardians are obliged to provide other services through the funding secured through N̄nwaḱolas Council efforts, which does not guarantee the necessary time to undertake IPCA specific work. The IPCA travel distance and lack of accommodation also impact the ability of the Guardians to increase their work activities and presence in the IPCA.

*Virtually all field related IPCA stewardship activities rely on Guardian participation, including transport, logistical support, activity observation and information collection/survey work.*

Establishing the Guardian IPCA presence and advancing MFN project priorities for the IPCA will require new and stable funding for another two positions (preferably permanent) as well as funding to address accommodation and other infrastructure limitations.

### 3.3 Administrative Program Assessment - Referrals, Permits, and Management Information

Most MFN administrative programs and functions are in place for effective utilization in ongoing IPCA governance. There are, however, three specific administrative program prerequisites for effective governance that need to be addressed.

#### 3.3.1 Referrals

The referral function involves the management of responses to provincial government and industry proposals for land and resource use (primarily through tenure authorizations or forestry-related planning approvals). Referrals to MFN of new, renewal or replacement provincial tenure applications are currently managed, at MFN request, through N̄nwaḱolas Council as part of the BC Framework Agreement/Strategic Engagement Agreement. N̄nwaḱolas also has agreements with forest companies that provide for pre-application review of planning and permit proposals to MFN for its Territory.

The centralized N̄nwaḱolas Referrals Office receives these referrals, notifies MFN, enters the referrals information into the N̄nwaḱolas central database, assesses the likely impact of the referral, undertakes research, and prepares response letters for MFN to approve for formal reply to the referring entity. It also arranges follow-up meetings, as needed. The Agreement commits the participating Nations to respond to referrals within “turnaround” times that vary according to the type of referred proposal. MFN does not receive funding for verifying or supplementing the proposed response letters, and capacity limitations make it difficult to review and respond to referrals within its Territory within required timelines and limits its ability to research and provide additional information.

Although valuable for addressing capacity limitations, this centralized referral process may require adjustment to reflect the intended MFN IPCA collaborative governance structure and process and funding that is currently not provided to MFN through the existing process. The MFN expectation is for IPCA referrals to be processed and evaluated directly by an IPCA Coordinator. The referral response is intended to be discussed at the IPCA collaborative governance body table and lead to a recommended decision that would be sent directly to the appropriate SDM or referral entity. Although the number of referrals specific to the IPCA is historically low (less than five annually), MFN research and engagement costs will be incurred and new funding required to support this role by an IPCA Coordinator as well as associated information management costs.

### 3.3.2 Nation IPCA Permits

An MFN IPCA permit and fee process would provide a powerful expression of a collaborative governance approach. The current referral system and decision process generally focuses on the question of MFN support for issuance of a Crown government tenure or approval. Missing from this approach is MFN follow-up to a successful governance body recommendation through the issuance of its own permit and collection of a fee or rent. This approach has

*An MFN permit system has Business Plan implications because it generates the need for funding for administration of a new program important to signal an MFN governance role.*

precedents, both in the Tlaouquiaht Tribal Park (declared over a National Park area on west Vancouver Island), and in the Kitasoo-Xai'xais IPCA on the BC Central Coast (declared over a BC Conservancy in Kitasu Bay). Both Nations require their own permit and fees for use of their areas, in addition to permits issued and user fees collected by provincial or federal governments. Nation representatives confirm that the users are generally supportive and collaborative when notified of this additional requirement, which is generally targeted towards support of Guardian monitoring and enforcement programs. MFN signalled its intent to pursue a similar approach with a symbolic issuance of its first IPCA permit for its onsite Dedication ceremony in June 2022.

An MFN permit system has Business Plan implications because it generates the need for funding for administration of a new program important to signal an MFN governance role. This program will require new capacity for notification of parties who have been successful in securing Crown government permits in the IPCA, for development of standard templates, for processing and tracking of MFN permits, and for the management of associated payments and revenues. These efforts will require additional funds for administrative work, as well as for its inclusion in a more robust management information system than currently exists within MFN.

### 3.3.3 Management Information System Assessment

MFN does not currently have a comprehensive information management system to address the requirements of the IPCA nor a corresponding budget. MFN has basic payroll and financial accounting systems in place, but is not now equipped to store, manipulate, or manage resource stewardship information that has been collected by its staff and contractors. Considerable information, such as

archaeological, forestry and mapping information, and referral requests and responses, is currently stored in electronic format on its behalf by Nanwakolas Council. Other information, such as resource plans, maps and reports associated with the IPCA are found in paper filing systems or on personal telephone memory systems. It relies on 3<sup>rd</sup> party organizations to deliver any spatial mapping or Geographic Information System (GIS) analysis products.

To move forward with IPCA governance, it is critical that existing information relevant to IPCA management be purposefully collected and aggregated. MFN has recently taken a first step to begin the migration of key IPCA management reports, plans and documents into its own Dropbox account and training of personnel in its use. However, ongoing IPCA collaborative governance will require funding for refinement of its current non-spatial information systems and the development of spatial systems that can produce, store, and analyze digital data files and generate reports (such as GIS mapping and analysis). Operation of an IPCA permit and fee structure, as well as control over its referral process, will require capacity to develop and maintain systems that can create, store, query, retrieve, and update MFN permits and referral requests from Crown governments and industry. MFN will require funds for ongoing data management expertise, software licences and associated hardware acquisition (such as map printers). Costs may also be incurred in migration of MFN management information from its existing locations and sources.

*To move forward with IPCA governance, it is critical that existing information relevant to IPCA management be purposefully collected and aggregate.*

Successful delivery of work plan items in the 2022 Letter of Intent will also generate a requirement for improved information management systems, such as the development of an IPCA cultural place name atlas and its associated GIS, video, and audio files.

### 3.4 Assessment of Current Revenues for IPCA Management

Since its IPCA Declaration, MFN has received \$232,000 from government and non-governmental funding sources to support initial activities and foundational work to the end of fiscal year 2022/23. Funds provided for general support have been used to defray costs for administration, professional services, IPCA coordination, community engagement on IPCA work, negotiation, community events, and infrastructure acquisition. The donor-directed funds have supported coordination efforts, agreement negotiation, development of a joint management plan with the Province, IPCA Business Plan development, and a baseline ecological conditions report.

Nanwakolas Council has supported the IPCA in 2022/23 with Gordon and Betty Moore Foundation grants and DFO funding agreements to cover the cost of assistance by two planning consultants on such activities as IPCA event planning and announcements, communications, project coordination, management planning, and GIS technical analysis and mapping. The Council has provided support from its forestry advisor, GIS analyst and Ha-may-yas Guardian Network Coordinator. An approximation of the dollar value of these support service is \$40,000/year over the last two years.

The N̄nwaḱolas Council has also provided portions of funds it has received which support management activities throughout MFN Territory. Funding agreements associated with MaPP, the MPA Network, the Oceans Protection Plan (OPP) and the Ha-ma-yas Guardian Network have provided MFN Guardian financial support approximating \$144,500 for projects that include archaeological surveys, kelp monitoring, and wildlife inventories. Guardians were also funded for involvement in forest-related management activities within the Territory and the IPCA. In the past two years these have included provincial government-funded Forestry Adaptive Management, Research Forest, Integrated Resource Management Plan Monitoring, and Large Cultural Cedar projects.

A \$43,000 proposal to DFO for 2022/23 dive survey support and fisheries monitoring has just recently been approved to enhance IPCA management activities. In addition, an approval has just been received for an MFN \$50,000 proposal to the First Peoples Cultural Council to develop an IPCA cultural place names inventory and atlas.

Since 2020, coast First Nations participating in the Marine Plan Partnership (MaPP) and the Marine Protected Area Network have been working together to develop a regional marine stewardship finance strategy or PFP (Project Finance for Permanence) that seeks to secure long-term future funding for First Nations marine conservation and co-governance activities. MFN is participating in this project.

*While the PFP holds promise to create a long-term, stable source of funding by the end of 2025, any future funding allocation to MFN would likely be small.*

While the PFP holds promise to create a long-term, stable source of funding by the end of 2025, any future funding allocation to MFN would likely be small, given the small marine area in the IPCA and the number of PFP-participating Nations. Funding for stewardship activities in the IPCA watersheds would require alternative funding sources.

MFN also benefited from work funded by Nature United, BC Capacity Initiative, New Relationship Trust, Coast Opportunity Fund, and the Real Estate Foundation. A portion of federal government funding to N̄nwaḱolas Council has also been made available to MFN (estimated at \$20,000) for incident response training and incident response exercises throughout the Territory.

With very few provincial tenures and federal fishery licences in the IPCA, there is minimal revenue accruing to Crown governments and very low potential for future resource revenue sharing by MFN from use of the IPCA watersheds or marine area.

Provincial sources of revenues available to the Nation for their own use in the Territory include the Forestry Resource Revenue Sharing funds (\$35,000 annually, increasing in 2023) and BC Lottery funds. Lottery funds are available for many of the areas important to the IPCA including Infrastructure, safety, transportation, and housing, language, culture, and training; and capacity-building, fiscal management, and governance.

In addition, funding, and personnel support for IPCA governance and management is dependent on continued MFN support by Nanwakolas Council. The funding system is generally opportunistic and application-based and requires

both diligence and expertise for success. There are few prospects for long-term, sustainable funding to support the IPCA other than marine area funding from the PFP. There are no financial benefits to MFN from existing tenures or permitting systems in the IPCA, which points to the value of establishing an MFN permit and fee system.

MFN is a qualified donee under the Canada Income Tax Act and can issue official donation receipts for gifts it receives from individuals and corporations. Registered charities can also make gifts to MFN.

*Most funding projects and opportunities currently providing revenue to MFN are short-term and dependent on existing government or third-party priorities.*

*Much of the funding is directed to priorities throughout MFN Territory, leaving little opportunity to address IPCA priorities.*

## 4.0 Budget Plan for Future IPCA Business Requirements

The budget (below) reflects the plan of activities and projects intended to achieve the long-term vision for the IPCA. The budget is a projection of how these should unfold, but uncertainties are acknowledged, including delays in project delivery, unforeseen costs, and changes over time for capacity and other needs. The Business Plan is considered conservative in its expectations of funding and realistic in its assessment of capacity and implementation realities.

### 4.1 Vision

The vision statement below describes the intended Business Plan outcome over the next five years and beyond. It reflects key goals and objective statements made by MFN in its IPCA Declaration and management plans.

*The Business Plan will result in securing of funds and generation of revenue streams for full MFN participation with BC and Canada in collaborative governance of the Gwaxdlala/Nalaxdlala IPCA. Capacity funding will have enabled MFN negotiation of an approved collaborative governance agreement with BC and Canada that provides for inclusion of Aweenak'ola in governance and stewardship decision-making processes.*

*It will have strengthened existing and created new capacity for MFN IPCA coordination, governance support and stewardship activities. It will have enabled a collaborative governance body to address and make recommendations on proposed new and renewed activities. It will have supported completion and implementation of collaborative management plans to guide IPCA economic, community and conservation activities. It will have enabled MFN capacity to pursue and implement Guardian monitoring and enforcement. It will have begun to address critical infrastructure and service requirements for improved Guardian presence, cultural connection, and economic opportunities.*

*The Business Plan will have supported initial habitat and species restoration projects and increased resource inventory and research programs. It will have played a role in restoring community connection through Indigenous place names, signage, and archaeological site mapping. It will have enabled creation and management of an MFN permit and fee system that provides a new revenue stream to support its Guardian programs.*

*The Business Plan will have provided the required rationale for potential funders to consider and make decisions on short and long-term funding support for MFN collaborative governance of the IPCA.*

### 4.2 Budget Plan

Funding and capacity requirements to achieve the Business Plan vision can be grouped into five budget categories (below), which are assessed in the subsequent sections.

1. Collaborative Governance;
2. Stewardship and Management;
3. Restoration, Inventory and Research;

*“We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity”*

4. Cultural Protection and Connection; and
5. Infrastructure, Facilities and Major Assets.

## 4.2 Collaborative Governance

Business requirements for a successful collaborative governance outcome are shown in **Table 2**. They focus on “in office” administrative activities that necessitate expenditures for fully supported MFN participation in collaborative governance structures, which include a collaborative governance body that oversees planning and management activities and makes consensus recommendations on proposed IPCA activities. The cost of completing a formal agreement to confirm roles and functions is included in Year 1. Expenditures also include supportive work of the IPCA Coordinator for collaborative governance issues as well as the costs required to maintain communications tools. The development and maintenance of an information system to support analysis and decision recommendations is included in the governance category along with the development and maintenance of an IPCA permit and fee system with accompanying development of permit documents and a fee schedule.

Collaborative governance expenditures increase over the five-year period from \$154,000 to \$179,000.

*Table 2. Proposed Five Year Expenditures for Collaborative Governance*

IPCA BUSINESS REQUIREMENT CATEGORY	2023	2024	2025	2026	2027
<b>COLLABORATIVE GOVERNANCE</b>					
Formal Agreement: Development and completion	\$10,000				
Joint Body Meetings: Salaries and honoraria	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
Joint Working Group Activities: Salaries, fees	\$8,000	\$6,000	\$5,000	\$5,000	\$5,000
IPCA Coordinator	\$50,000	\$75,000	\$100,000	\$100,000	\$100,000
Professional Support: As required	\$20,000	\$20,000	\$15,000	\$10,000	\$10,000
Management Information System	\$25,000	\$25,000	\$25,000	\$35,000	\$35,000
Permit and Fee System: Setup and maintenance	\$20,000	\$10,000	\$6,000	\$6,000	\$6,000
IPCA Communications	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Meeting Travel	\$5,000	\$6,000	\$6,000	\$7,000	\$7,000
<b>Total</b>	<b>\$154,000</b>	<b>\$157,000</b>	<b>\$173,000</b>	<b>\$179,000</b>	<b>\$179,000</b>

### 4.3 Stewardship and Management

A key objective stated in the in the Gwaxdlala/Nalaxdlala (Lull Bay/Hoeya Sound) IPCA Declaration is to protect, conserve, restore and maintain unique ecosystems and habitats. **Table 3** outlines expenditures required for MFN stewardship and management activities within the IPCA to incorporate its law of Aweenak’ola into management decisions. The expenditures are focused on the salaries and support for two Guardian positions. This will increase their IPCA onsite field activities to a minimum 2 days/week over the field season, to include monitoring and enforcement patrols as well as the ability to support IPCA inventory, research and restoration projects as required. Costs associated with accessing the area include provisions for moorage and maintenance of Guardian boats (the main mode of IPCA access), the anticipated costs of transport (primarily boat fuel, but potentially charter flight costs), and cost of accommodating Guardians in either a future facility at Hoeya Sound or in the existing facility at Village Island. Anticipated expenditures in this category also include the need to train and equip Guardians for safety and technological purposes, which include funding for communications equipment.

*This Declaration confirms the Nation’s commitment to restoring and maintaining the ecological health and natural balance of the lands, seas and skies and the natural resources within the IPCA for sustainable cultural, traditional, and economic uses for the benefit of the Mamalilikulla people and the communities with whom we have ongoing, respectful, and developing relationships.*

Stewardship and management also include development of operational plans, such as Grizzly bear and estuary management plans, which develop more detailed approaches to IPCA management than provided in the strategic-level marine and watershed plans. They may be used to develop more details associated with strategic plan provisions, establish operational priorities, budgets, and conditions, and establish safety conditions for research, recreation, and other activities. The anticipated budget over five years is consistently between \$193,000 and \$210,000.

*Table 3. Proposed Five Year Expenditures for Stewardship and Management*

IPCA BUSINESS REQUIREMENT CATEGORY	2023	2024	2025	2026	2027
<b>STEWARDSHIP AND MANAGEMENT</b>					
Guardian Salary: Two persons	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Boat Moorage & Maintenance	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Transportation: Fuel, charter aircraft	\$50,000	\$50,000	\$55,000	\$55,000	\$55,000
Guardian Accommodation	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Guardian Training and Personal Equipment	\$15,000	\$8,000	\$8,000	\$8,000	\$15,000
Operational Plan Development	\$40,000	\$30,000	\$25,000	\$25,000	\$25,000
<b>Total</b>	<b>\$210,000</b>	<b>\$193,000</b>	<b>\$193,000</b>	<b>\$193,000</b>	<b>\$200,000</b>

## 4.4 Restoration, Inventory and Research

Restoration, inventory, and research are important components of stewardship. The strategic watershed and marine management plan strategy statements identify several key activities of this type. Site restoration is a key MFN priority for critical habitat and culturally significant species, including salmon and Grizzly bear habitat improvements, as required by Aweenak’ola. MFN is already involved in several inventory initiatives and is supporting research projects such as annual marine dive surveys and eDNA sampling. MFN believes it very important to continue these efforts for a better understanding of ecological conditions and trends, and for development of appropriate management responses and restoration priorities.

Many research and restoration projects are proposed and funded through government, academic and third-party initiatives with stand-alone budgets, and so the anticipated Business Plan budget for these activities conservatively accommodates one significant restoration project each year in the marine or watershed areas, as well as one research project in those areas of the IPCA. Related costs, such as Guardian field support and research team transport and accommodation, are included. The category includes anticipated costs for continuation of existing Guardian inventory programs, and a possible expansion of inventories to include new measurables or locations for assessing ecosystem health, that will be determined in a baseline report currently being prepared. As shown in **Table 4**, the expenditures for this category are \$315,000 per year over five years.

*Site restoration is a key MFN priority for critical habitat and culturally significant species, including salmon and Grizzly bear habitat improvements, as required by Aweenak’ola.*

*Table 4. Proposed Five Year Expenditures for Restoration, Inventory and Research*

IPCA BUSINESS REQUIREMENT CATEGORY	2023	2024	2025	2026	2027
<b>RESTORATION, INVENTORY AND RESEARCH</b>					
Guardian Inventory & Survey Participation	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Inventory Programs: Equipment, Analysis, Reports	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
Research Projects in Watersheds & Marine Areas	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000
Restoration Projects in Watersheds & Marine Areas	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000
Total	\$315,000	\$315,000	\$315,000	\$315,000	\$315,000

## 4.5 Cultural Connection and Protection

Cultural connection and protection are key MFN objectives for its IPCA and are specifically identified in its Gwaxdlala/Nalaxdlala (Lull Bay/Hoeya Sound) marine and watershed management plans. They

*“We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity”*

represent a distinct category of expenditures and relate to renaming projects, resultant signage, and official designation, as well as to additional archaeological assessment costs. MFN has received funding to gather traditional knowledge for renaming of IPCA sites and features and development of a digital Atlas that associates names with legends and stories. Follow-up work will be required, however, for official renaming of sites on maps and charts, and signage placement in the IPCA. The known shoreline and inter-tidal sites warrant further research, and future educational and interpretive information. The sub-tidal area of Hoeya Sound and watershed stream corridors have high potential for discovery of additional archaeological sites, and there is a high probability that future IPCA restoration or development projects may have disturbance impacts and necessitate remedial costs. A provincially required archaeological assessment and follow-up inventory of Hoeya Sound represents a significant known cost for 2023 that has not to date been funded. These costs are reflected in **Table 5**.

*Cultural connection and protection are key MFN objectives for its IPCA and are specifically identified in its Gwaxdlala/Nalaxdlala (Lull Bay/Hoeya Sound) marine and watershed management plans.*

Also identified in the budget is the requirement to fund educational and interpretive information for public and community awareness, and funding for one community gathering each year. Year 1 has the highest anticipated cost of \$113,000 after which expenditures are expected to drop to the \$68,000 - \$57,000 range each year.

*Table 5. Proposed Five Year Expenditures for Cultural Connection and Protection*

IPCA BUSINESS REQUIREMENT CATEGORY	2023	2024	2025	2026	2027
<b>CULTURAL CONNECTION AND PROTECTION</b>					
Cultural Renaming Project Implementation	\$5,000	\$10,000	\$5,000	\$5,000	\$5,000
Archaeological Inventories	\$60,000	\$10,000	\$8,000	\$8,000	\$8,000
Site Interpretation & Restoration Projects	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Public Education and Communications	\$8,000	\$8,000	\$4,000	\$4,000	\$4,000
Community Reconnection Events	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000
Total	\$113,000	\$68,000	\$57,000	\$57,000	\$57,000

## 4.6 Infrastructure, Facilities and Major Assets

The anticipated expenditures for IPCA infrastructure, facilities and major assets are shown in **Table 6**. They are significant but necessary, given IPCA access demands and the absence of amenities to support Guardian activities, community member connections, research crews, inventory, and restoration activities. Accommodation and transportation represent the most pressing need for these activities. The most efficient means of providing onsite accommodation is through purchase and placement of floating accommodation, subject to marine water discharge requirements in the IPCA. Funding will be needed to provide electricity through solar panels and supplemented by gas-powered generators. The

*“We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity”*

intent to increase Guardian activities also means funding is required to purchase another patrol boat, and in the interim to rent a vessel. Storage unit purchase is also factored in to securely store the various types of equipment during times of absence and the off-season. Funding is anticipated to offset costs of circumventing the Hoeya corals and sponges, which has to date discouraged the connection of Hoeya Sound to coastal broadband systems.

*Table 6. Proposed Five Year Expenditures for Infrastructure, Facilities and Major Assets*

<b>IPCA BUSINESS REQUIREMENT CATEGORY</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>
<b>INFRASTRUCTURE, FACILITIES AND MAJOR ASSETS</b>					
Hoeya Accommodation: Acquisition, Maintenance	\$100,000	\$5,000	\$5,000	\$5,000	\$5,000
Quad/ATV Purchase & Maintenance		\$15,000	\$500	\$500	\$500
Environmental Hazard Response Equipment	\$2,000			\$2,000	
Connection to Broadband	\$10,000	\$10,000			
Electricity Generation: Solar panels, generators, fuel	\$8,000	\$1,000	\$1,000	\$1,000	\$1,000
Equipment Storage Units: Purchase, transport, setup	\$10,000	\$10,000			
Mooring Buoys: Purchase, installation, maintenance		\$8,000	\$1,000	\$1,000	\$1,000
IPCA Boundary Signage	\$5,000	\$1,000	\$1,000	\$1,000	\$1,000
Vessel Rental	\$5,000				
New Vessel Purchase & Maintenance		\$220,000	\$4,000	\$4,000	\$4,000
Trail Development & Maintenance	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
<b>Total</b>	<b>\$145,000</b>	<b>\$275,000</b>	<b>\$17,500</b>	<b>\$19,500</b>	<b>\$18,500</b>

The lack of access to watershed areas and the poor state of road networks dictates the need for funding to purchase an off-road vehicle as well as to provide for selected trail development and maintenance within the road system. In the marine area, the anticipated increase in visitors and divers will require the purchase and placement of mooring buoys in Hoeya Sound, as recommended in the strategic marine management plan. IPCA boundary signage and maintenance is also required. These improvements will enhance MFN ability to monitor and manage activities within the IPCA, will facilitate research and restoration projects, increase the potential for new ecotourism and indigenous tourism, and create ongoing opportunities for community cultural connection more effectively.

This expenditure group shows high costs in the first two years, due to the acquisition of major infrastructure and assets. The requirements generally decrease for subsequent years to address maintenance costs. Total costs per year therefore show \$145,000 for Year 1, \$275,000 for Year 2 and a subsequent decline to \$18,500 for Year 5.

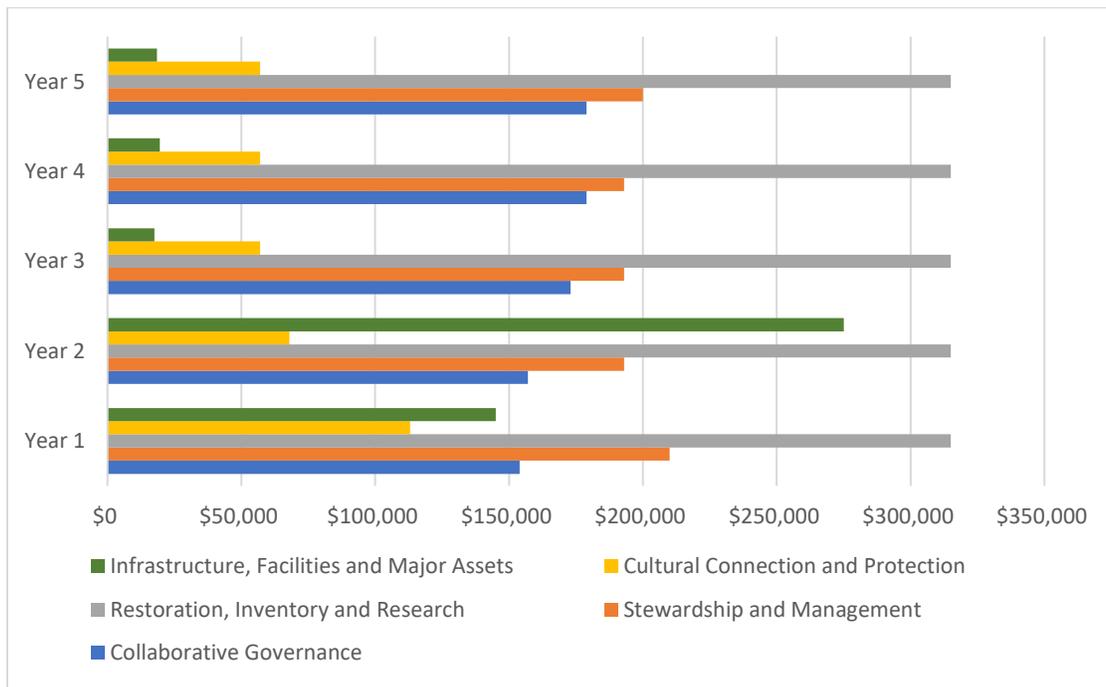
## 4.7 Budget Plan Summary

The requirements shown in sections 4.2 to 4.6 are combined in **Table 7** to provide a comparison of expenditure groups over the five years of this Business Plan, with an overall projected five-year cost of \$4.2Million. **Figure 3** provides a graphical comparison of these group costs for five years. The full combination of values by year with explanatory notes are included in **Appendix 1**.

*Table 7. Summary Five Year Budget Plan for IPCA, All Categories*

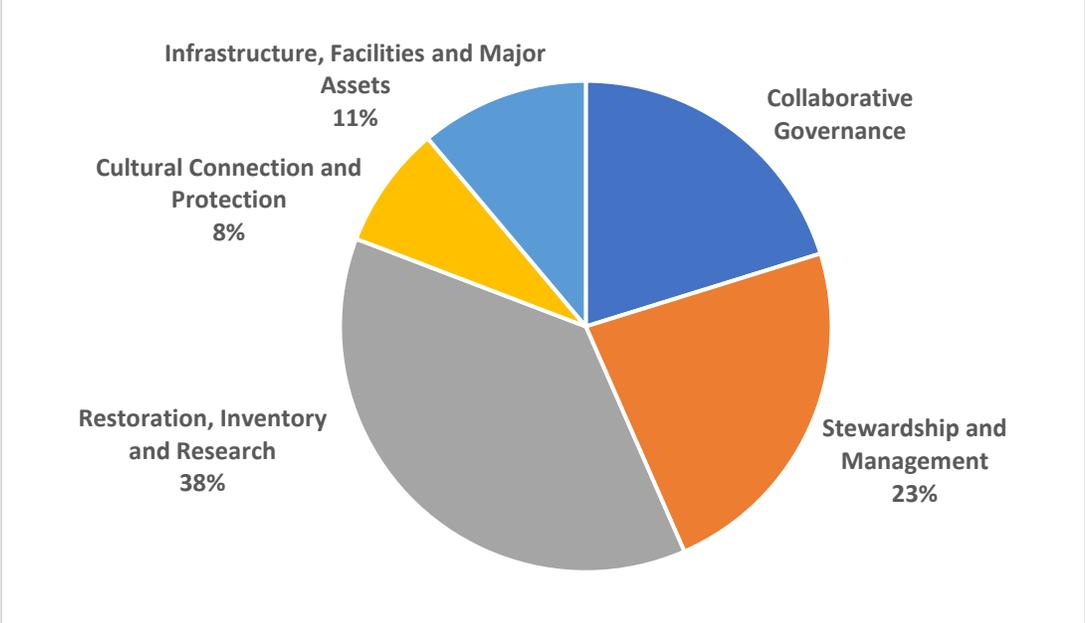
Category	Year 1	Year 2	Year 3	Year 4	Year 5
Collaborative Governance	\$154,000	\$157,000	\$173,000	\$179,000	\$179,000
Stewardship and Management	\$210,000	\$193,000	\$193,000	\$193,000	\$200,000
Restoration, Inventory and Research	\$315,000	\$315,000	\$315,000	\$315,000	\$315,000
Cultural Connection and Protection	\$113,000	\$68,000	\$57,000	\$57,000	\$57,000
Infrastructure, Facilities and Major Assets	\$145,000	\$275,000	\$17,500	\$19,500	\$18,500
<b>Total</b>	<b>\$937,000</b>	<b>\$1,008,000</b>	<b>\$755,500</b>	<b>\$763,500</b>	<b>\$769,500</b>

*Figure 3. Budget to Support IPCA Development and Stewardship 2023 – 2028.*



Cumulatively, over five years, restoration/ inventory/ research, and stewardship/management represent 61% of the proposed expenditures, as shown in **Figure 4**. Infrastructure, with a relatively high outlay in years one and two, accounts for only 15% of the cumulative budget over five years.

*Figure 4. Total Projected IPCA Budget Over Five Years by Category.*



## 5.0 Vision to Future Reality: Financial Plan

The Financial Plan lays out a course of action to attract the funding needed for activities identified in the five-year budget and beyond. It is the starting point for building a long-term strategy that will support achievement of the IPCA vision.

There are currently no commitments for the financing of activities for continued implementation of the IPCA in fiscal year 2023/24. It is challenging to establish a financial plan based on multiple sources, with unique funding time periods, criteria, and fund managers. For example, many of the funds that will be directed to the Guardian work in the IPCA are likely to continue being managed through the Ha-ma-yas Stewardship Network coordinated by N̓anwaḱolas Council. To fully fund the proposed budget, funding for multiple years will be required.

### 5.1 Funding Sources

There are no significant direct revenues projected in the future of the IPCA. Revenue sharing agreements for forest harvesting or other uses do not currently exist, and anticipated tenures in the area are likely too few to generate substantive revenues from an MFN permit and fee system.

MFN will continue to contribute some of its discretionary funds and provide in-kind support to achieve the goals of its Business Plan, where feasible. Current MFN own-source funds are allocated to existing programs, but potentially may be available for IPCA activities. Self-directed funds available to the MFN include Coast

*The financial plan for the IPCA is predominantly a strategy to attract funds from aligned government and third-party partners and their programs, and to develop some IPCA revenue and employment opportunities.*

Opportunity Fund endowment (\$37,000 annually), forestry resource revenue share (\$35,000 annually), BC Lottery Funds, annual allocation (value not known), and the Atmospheric Benefit Agreement (value unknown).

Funding for the IPCA on an ‘as and when available basis’ does not support a sustainable management strategy or the intentions of the IPCA as laid out in the Declaration and reflected in the 2022/23 Letter of Intent. It is likely that the three levels of government (provincial, federal and MFN) will be able to fund basic governance structure participation of MFN for the first five years, along with some specific projects that may be funded through future ministry and departmental budgets or programs.

There is also high potential to capitalize on a future Project Finance for Permanence (PFP) being pursued for marine conservation and First Nation governance. The PFP project could mobilize the resources, institutional commitments, and other conditions needed to establish a long-term endowment with federal, provincial, and third-party funding for marine conservation, potentially in 2025. In the interim, it could be beneficial for the MFN to evaluate the benefits of establishing an independent IPCA focused endowment fund, or donor-directed account, especially since any PFP funding would apply only to the smaller marine portion of the IPCA, and not its watersheds.

If and when a collaborative governance model is formalized, it is expected that the joint governance body would approach the provincial and federal governments for funding for restoration, inventory and research, and other outcomes consistent with a joint management plan and aligned with existing provincial and federal priorities and programs (e.g., carbon capture, habitat protection, marine protection, climate change mitigation). Until that time, however, MFN will be required to develop funding proposals to government and third-party funding programs to advance its own IPCA objectives, such as applications for funding to DFO for IPCA fisheries monitoring and research.

*Funding for the IPCA on an ‘as and when available basis’ does not support a sustainable management strategy or the intentions of the IPCA as laid out in the Declaration and reflected in the 2022/23 Letter of Intent.*

Each fiscal year provides opportunities to both Nānwakōlas Council (on behalf of its members) and MFN to make funding proposals when they become available. If successful, these proposals result in formal funding agreements. In the past, these funds supported MFN work on specific deliverables across the Territory and provided income to maintain Guardian positions and presence in the Territory, but until recently did not include the IPCA priorities. This “incremental” or random financing approach is important but would benefit from the disciplined development of longer-term and stable IPCA funding based on predictable budgets and financial strategies.

First Nations in other regions of the BC coast have benefited from coastal and watershed planning and stewardship funding from many government and third-party sources over the years, supporting governance, research, stewardship, and capacity building. Previous contributors and possible partnership opportunities for each of the budget categories are identified below in **Table 8**. This list is not exhaustive but reflects previous contributors to Nānwakōlas and MFN projects and potential projects that have occurred in other First Nation partnerships. Many of these contributors are currently providing funds indirectly for some work in MFN Territory, including Guardian activities, although the proportion assigned for IPCA work is low.

Table 8. Potential Funders and Partnership Opportunities by Budget Category.

Funding Contributors*	Partnership Opportunities
<b>Collaborative Governance: Five Year Funding Requirement \$842,000</b>	
<ul style="list-style-type: none"> <li>• Ministry of Water, Land &amp; Resource Stewardship</li> <li>• Ministry of Forests</li> <li>• Gordon &amp; Betty Moore Foundation</li> <li>• Oceans Collaborative</li> <li>• Coast Opportunity Fund Endowment</li> <li>• Nanwakolas Council (Ha-ma-yas Network)</li> <li>• Marine Conservation PFP Endowment</li> </ul>	<ul style="list-style-type: none"> <li>• Governance and management partnerships, including investments in capacity improvements, skills training and equipment, and delegation of responsibilities and authorities.</li> </ul>
<b>Stewardship and Management: Five Year Funding Requirement \$989,000</b>	
<ul style="list-style-type: none"> <li>• Ministry of Water, Land &amp; Resource Stewardship</li> <li>• Ministry of Forests</li> <li>• Canadian Coast Guard</li> <li>• Transport Canada</li> <li>• Fisheries and Oceans Canada</li> <li>• BC Timber Sales</li> <li>• Interfor</li> <li>• Project Finance for Permanence (Marine)</li> </ul>	<ul style="list-style-type: none"> <li>• Stewardship and management service partnerships including forestry activities, forest recreation areas, marine incident response, fisheries monitoring and compliance.</li> <li>• Operational planning for species, and habitats (e.g., estuaries).</li> <li>• MFN governance capacity support.</li> </ul>
<b>Restoration, Inventory and Research: Five Year Funding Requirement \$1,575,000</b>	
<ul style="list-style-type: none"> <li>• Ministry of Water, Land &amp; Resource Stewardship</li> <li>• Ministry of Forests</li> <li>• BC Timber Sales</li> <li>• Interfor</li> <li>• Research &amp; Academic institutions</li> <li>• Nature United</li> <li>• MaPP (inventories and Guardian participation in inventories)</li> </ul>	<ul style="list-style-type: none"> <li>• Data collection, sampling, and reporting partnerships.</li> <li>• Fish, wildlife, and stream management/restoration partnerships.</li> </ul>
<b>Cultural Connection and Protection Five Year Funding Requirement \$352,000</b>	
<ul style="list-style-type: none"> <li>• BC Capacity Initiative</li> <li>• New Relationship Trust</li> <li>• Real Estate Foundation</li> <li>• First Peoples Cultural Council</li> <li>• Vancouver Foundation</li> <li>• Heritage Canada</li> <li>• Ministry of Forests (Archaeology Branch)</li> <li>• Indigenous Tourism BC</li> <li>• Knight Inlet Lodge</li> </ul>	<ul style="list-style-type: none"> <li>• Cultural renaming, archaeological site management, aboriginal tourism, and event partnerships.</li> <li>• Guided cultural tour partnerships.</li> </ul>
<b>Infrastructure, Facilities and Major Assets Five Year Funding Requirement \$475,500</b>	
<ul style="list-style-type: none"> <li>• BC Lottery Funds</li> <li>• Fisheries and Oceans Canada</li> <li>• Private sector contributors</li> <li>• Research &amp; Academic institutions</li> </ul>	<ul style="list-style-type: none"> <li>• Facility development and management partnerships for stewardship, research, and cultural uses.</li> <li>• Infrastructure and equipment partnerships for operations and safety.</li> </ul>

Funding Contributors*	Partnership Opportunities
	<ul style="list-style-type: none"> <li>Private and public operator facility service partnerships</li> </ul>
<p>*Potential funding organizations has been selected from those who have previously or are currently providing funds for similar types of activities in the North Pacific Coast, as well as potential new funders with relevant mandates.</p>	

Partnerships with external organizations who have a direct interest in topics consistent with conservation and cultural connection goals of the IPCA can provide expertise, training, and visibility to IPCA work. Partnerships could involve stakeholders with expert level knowledge (universities, cultural organizations, research organizations, companies, governments) or immediate and direct financial interests (regional businesses, trust funds) to work with MFN to achieve IPCA outcomes of shared interest. N<sub>an</sub>w<sub>a</sub>k<sub>o</sub>las and MFN currently engage in many partnerships in their areas to further their shared resource management strategies.

Possible partnership opportunities are shown in **Table 8** above, although there are many other types of partnership opportunities that will develop over time.

*Photo 10. Maintaining a cultural connection for future generations is a key IPCA objective and part of the Business Plan vision (Credit: Taylor Roades - The Narwhal).*



## 6.0 Financial Plan Implementation

### 6.1 Priority Activities

The proposed budget provides a basis for annual IPCA spending over a five-year period. It supports many of the IPCA Declaration objectives and watershed and marine plan strategies, but is not intended to be the source of funds needed for full delivery of those plan objectives.

The budget reflects a thorough list of IPCA requirements, but at a minimum, participation in governance structures and processes, and stewardship/management capacity are critical for success. The following sections outline a financial strategy for the IPCA.

### 6.2 Financing Plan

The plan to attract the financial resources needed to deliver IPCA budget activities focuses on five requirements. The first is to ensure that IPCA fundraising materials make the best possible case for investment in the area, and that the appropriate funding organizations receive the information. Secondly it is critical to confirm that many of the funds that have been used in the IPCA development (along with some operational funding) can be continued until replacement funding is established. As previously stated, provincial and federal government support in this collaborative governance model includes funding, and the direct participation of the anticipated collaborative governance body members in the funding approach to participating governments is critical. Third-party funders will be core participants for many of the projects in the Business Plan and building new relationships, determining alignments, and creating shared projects will be a primary role for the IPCA coordinator and the MFN. Lastly, the MFN own-source funding, although limited, can be an important contributor to a consistent and secure funding stream.

*The budget reflects a thorough list of IPCA requirements, but at a minimum, participation in governance structures and processes, and stewardship/management capacity are critical for success.*

### 6.3 Financing Plan Implementation

The following steps are recommended for financial plan implementation.

#### 6.3.1 Preparation of Fundraising Materials

1. Seek and secure assistance in preparation of media materials to support funding requests, as necessary;
2. Prepare Business Plan for distribution to interested parties and prepare presentation for use in funding request meetings;
3. Identify and confirm potential funders based on project categories in the Business Plan.

### 6.3.2 Confirmation of Current Funds

1. Meet with organizations and agencies that have directly allocated IPCA support funds to MFN for IPCA activities in the past fiscal year for governance support to confirm interest in, or intent to consider new allocations;
2. Meet with organizations and agencies that receive funds for dispersal to recipients who include MFN, for governance, stewardship, and management support, to confirm allocations for IPCA activities over the next fiscal year or longer.

### 6.3.3 Provincial and Federal Government Support

1. Prepare budget presentation and financial request for discussion with the provincial (and potentially federal) government, stating full budget needs and financial priorities;
2. Request meeting with Ministers or Deputy Ministers, of appropriate ministries (including Water, Land and Resource Stewardship, Indigenous Relations and Reconciliation, and Forests), to share Business Plan and the need to secure longer term funding;
3. Finalize and implement the fundraising strategy identified in the existing Letter of Intent for the Gwaxdlala/Nalaxdlala Aweenak'ola;
4. Request meetings with regional representatives of appropriate federal ministries to share Business Plan and identify opportunities for financial support/next steps in securing longer term funding.
5. Continue to participate in the PFP initiative for potential long-term governance and conservation funds for the marine IPCA component.

### 6.3.4 Third-Party Funder Engagement

1. Identify and reach out to initial partners as identified in **Section 5.1** for interest in current and future project agreements.
2. Send introductory letters stating case for support and request for meetings, and conduct follow-up as required;
3. Arrange presentation formats and funding requests, personnel for third party funding meetings;
4. Take advantage of conferences or other gatherings of organizations with similar objectives to find partnership opportunities.

### 6.3.5 Identification of Options for Own-Source Funding

1. Review current and potential own-source fund opportunities for allocation to IPCA activities,
2. Identify options to increase funds from these sources with new applications specific to the IPCA.

# Appendix 1: Five Year IPCA Budget (Expenditure) Plan

Table 9. Detailed Five Year IPCA Budget (Expenditure) Plan.

CATEGORY	2023	2024	2025	2026	2027
<b>GOVERNANCE</b>					
Formal Agreement: Development and completion	\$10,000				
Joint Body Meetings: Salaries and honoraria	\$6,000	\$6,000	\$6,000	\$6,000	\$6,000
Joint Working Group Activities	\$8,000	\$6,000	\$5,000	\$5,000	\$5,000
IPCA Coordinator	\$50,000	\$75,000	\$100,000	\$100,000	\$100,000
Professional Support, as required	\$20,000	\$20,000	\$15,000	\$10,000	\$10,000
Management Information System	\$25,000	\$25,000	\$25,000	\$35,000	\$35,000
Permit and Fee System: Setup and maintenance	\$20,000	\$10,000	\$6,000	\$6,000	\$6,000
IPCA Communications	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Meeting Travel	\$5,000	\$5,000	\$6,000	\$7,000	\$7,000
Governance Total	\$154,000	\$157,000	\$173,000	\$179,000	\$179,000
<b>STEWARDSHIP AND MANAGEMENT</b>					
Guardian Salary: Two persons	\$90,000	\$90,000	\$90,000	\$90,000	\$90,000
Boat Moorage & Maintenance	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Transportation: Fuel, Charter Aircraft	\$50,000	\$50,000	\$55,000	\$55,000	\$55,000
Guardian Accommodation	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Guardian Training & Personal Equipment	\$15,000	\$8,000	\$8,000	\$8,000	\$15,000
Operational Plan Development	\$40,000	\$30,000	\$25,000	\$25,000	\$25,000
Stewardship/Management Total	\$210,000	\$193,000	\$193,000	\$193,000	\$200,000
<b>RESTORATION, INVENTORY AND RESEARCH</b>					
Guardian Inventory & Survey Participation	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Inventory Programs: Equipment, Analysis, Reports	\$15,000	\$15,000	\$15,000	\$15,000	\$15,000
Research Projects, Watersheds & Marine Areas	\$40,000	\$40,000	\$40,000	\$40,000	\$40,000
Restoration Projects, Watersheds & Marine Areas	\$250,000	\$250,000	\$250,000	\$250,000	\$250,000
Restoration, Inventory and Research Total	\$ 315,000	\$315,000	\$315,000	\$315,000	\$315,000
<b>CULTURAL CONNECTION AND PROTECTION</b>					
Cultural Renaming Project Implementation	\$5,000	\$10,000	\$5,000	\$5,000	\$5,000
Archaeological Inventories	\$60,000	\$10,000	\$8,000	\$8,000	\$8,000
Site Interpretation & Restoration Projects	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000
Public Education and Communications	\$8,000	\$8,000	\$4,000	\$4,000	\$4,000
Community Reconnection Events	\$30,000	\$30,000	\$30,000	\$30,000	\$30,000
Cultural Connection and Protection Total	\$113,000	\$68,000	\$57,000	\$57,000	\$57,000
<b>INFRASTRUCTURE, FACILITIES AND MAJOR ASSETS</b>					
Hoeya Accommodation: Acquisition, maintenance	\$100,00	\$5,000	\$5,000	\$5,000	\$5,000
Quad/ATV Purchase & Maintenance		\$15,000	\$500	\$500	\$500
Environmental Hazard Response Equipment	\$2,000			\$2,000	
Connection to Broadband	\$10,000	\$10,000			
Electricity Generation: Solar Panels, Generators, Fuel	\$8,000	\$1,000	\$1,000	\$1,000	\$1,000
Mooring Buoys: Purchase, Installation, Maintenance		\$8,000	\$1,000	\$1,000	\$2,000
IPCA Boundary Signage & Maintenance	\$5,000	\$1,000	\$1,000	\$1,000	\$1,000
Vessel Rental	\$5,000				
New Vessel Purchase & Maintenance		\$220,000	\$4,000	\$4,000	\$4,000
Equipment Storage Units, Purchase, Transport, Setup	\$10,000	\$10,000			
Trail Development & Maintenance	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Infrastructure, Facilities and Major Assets Total	\$145,000	\$275,000	\$17,500	\$19,500	\$18,500
<b>GRAND TOTAL</b>	<b>\$937,000</b>	<b>\$1,008,000</b>	<b>\$755,500</b>	<b>\$763,500</b>	<b>\$769,500</b>

*"We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity"*

## Appendix 2: Chart of Accounts

**Table 10** presents the overall budget into general categorizes that can support funding proposal budgets. This chart of accounts is organized by the functions used for recording transactions in a project general ledger, but the table is an example and can be changed to best suit future needs, including adding accounts as needed.

*Table 10. Five year budget 2023 – 2028 Proposed Chart of Accounts.*

<b>CATEGORY</b>	<b>2023</b>	<b>2024</b>	<b>2025</b>	<b>2026</b>	<b>2027</b>
Salaries and Benefits	\$96,000	\$96,000	\$96,000	\$96,000	\$96,000
Honoraria	\$8,000	\$6,000	\$5,000	\$5,000	\$5,000
Equipment	\$35,000	\$49,000	\$17,500	\$19,500	\$18,500
Operations	\$100,000	\$88,000	\$93,000	\$93,000	\$100,000
Professional Services, Coordination and Negotiation	\$80,000	\$95,000	\$115,000	\$110,000	\$110,000
Professional Services, projects, subject matter experts	\$468,000	\$403,000	\$383,000	\$393,000	\$393,000
infrastructure	\$115,000	\$236,000	\$10,000	\$10,000	\$10,000
Travel	\$35,000	\$35,000	\$36,000	\$37,000	\$37,000
<b>TOTAL</b>	<b>\$937,000</b>	<b>\$1,008,000</b>	<b>\$755,500</b>	<b>\$763,500</b>	<b>\$769,500</b>

## Appendix 3: Budget Assumptions

The following assumptions were made in budget calculations, and are presented for background information in review of projected budgets.

### **Governance**

The IPCA will be operating as a distinct management area in 2023. The governance budget is foundational to all other actions that will take place over the course of the business plan. Governance funding supports the administrative and decision-making structures required for subsequent budget management and spending.

Costs supporting the work of the governance body and the attendance of the potential board members include honoraria for one Elder, councillor (\$250/day) and subject matter expert (\$250/day). Chief attendance is paid from the Nation's budget. Subject matter expert is allocated two days per meeting to cover preparation costs. An average cost per meeting is approximately \$1,000. The budget assumes four meetings/year, and includes additional funds for possible two-day meetings, or one extra/extraordinary meeting.

There is \$5,000 annually in the budget for site visits for governance body members, trips to Victoria to meet Ministers/Deputy Ministers as needed. This includes funding for three site visits for gas and staff time at ~ \$1,000 per trip using Guardian boats. Site visits will increase as infrastructure and engagements increase, so budgets have increased to allow one additional trip in years four and five.

The budget includes \$8,000 in the first year for a Joint Working Group to provide technical support and advice to the governance body. The \$8,000 supports technical product development, salaries, honoraria, GIS and technical support, and payment for services. Joint Working Group costs are reduced to \$5,000 by year three. Assumes six -eight meetings per year.

The budget provides funding for a Coordinator or coordination work based on an annual cost of \$100,000; assumes 50% full time effort in year one, 75% in year two, and full-time in years three, four and five. The coordination role includes management of contracts and proposals, Board and technical team support/participation, annual budget development, operations coordination, permit management, reporting, and stakeholder liaison. Administrative support is managed within the coordination budget.

The budget includes an initial \$25,000 for management information systems capacity to develop the online forms, determine appropriate data management software, permit management, referral management and storage system. An additional \$20,000 is allocated for support for the permit system and referrals system setup.

IPCA communications are currently partially contracted, but the budget allows an additional \$10,000 annually to contract all communications work. Work includes website maintenance/updates, website host, online form management, printing of brochures, interpretive sign design, payment processing, communications advice, and assistance with news releases.

*"We are one with the land, sea, sky, and Supernatural Ones, and it is our responsibility to protect, defend, house and nourish them in perpetuity"*

Finally, there is \$20,000 projected to pay for any professional support for advice provided to the Joint Board on legal and other issues, and expert advice on engineering, biological, archaeological work and assessments as required. Forestry support is provided by MFN forester.

### ***Stewardship and Management***

Stewardship includes the salaries for two full time Guardians at \$90,000 annually. Also included is funding for training and personal equipment, budgeted for \$7,500 each in the first year (training, \$2,500; cel phones, \$1,000 purchase, \$1,200 year plan; tablets,\$1,000; uniforms, \$500/person). Additional start-up costs include firearms, chainsaw, and satellite phones (\$2,000).

Transportation costs are allocated \$50,000 in years one and two, with an expected cost increase of \$5,000 each year thereafter. This includes boat operation (500 hours), insurance, and fuel. An additional \$5,000 is allocated for boat moorage and maintenance. Accommodation costs are budgeted at \$10,000 annually.

A key function of the stewardship management will be the development of the operational plans for the area. This is budgeted \$40,000 in the first year, with reductions in subsequent years.

### ***Restoration, Inventory and Research***

Inventory and research project specifics will be identified in the joint plans, but initial budgets for the work have been developed. Guardian work on inventories and participation in new, unfunded surveys are allocated an initial \$10,000 annually. A corresponding \$15,000 is allocated annually for the equipment, analyses and reporting necessary to undertake and support the inventory work.

Research projects in watershed and marine areas area allocated annual funds of \$40,000 and restoration projects in watersheds and marine areas are allocated \$250,000 annually. Research costs include access, field assessments, mapping, baseline, contracting professionals and status assessments. Specific restoration projects will be determined in management plan implementation work, although restoration work in the watersheds has consistently represented a significant cost and the \$250,000 annually is a conservative estimate, including labour, equipment and other site activity costs.

### ***Cultural Connection and Protection***

The cultural renaming implementation will require maps, brochures, an interactive information system, website/mobile app, honorariums, and limited engagements. An initial \$50,000 has been received for a renaming project for 2023, but the implementation of results is allocated an initial \$5,000 in the first year for materials, increasing in the second year for production costs, and then \$5,000 annually for sign development, installation, maintenance, and replacement.

Archaeological surveys require \$60,000 in the first year for a known project and are allocated \$8,000 - \$10,000 annually as a base funding amount, and \$10,000 annually for restoration projects, which will may include restoring some sites for cultural tourism uses as appropriate.

Cultural connection is a key deliverable and \$8,000 is allocated in the first two years to communicate with MFN members and \$4,000 annually thereafter for public education and communications. An additional \$30,000 annually will support new community member connection events.

### ***Infrastructure, Facilities and Major Assets***

Infrastructure financial needs are the highest in the first two years of the budget, as the site currently has no major facilities, storage, or dedicated equipment. Installing accommodation in Hoeya is critical. The solution may be a float house (purchase, installation, maintenance) or a land facility (such as converted containers or trailers), and \$100,000 is allocated in the first year for the creation of accommodation and \$5,000 annually thereafter for maintenance. Equipment storage costs are allocated \$10,000 for the first two years (i.e., fuel Tidy Tank), and specialized environmental protection equipment purchases in the first year, at a cost of \$2,000. Equipment is replaced in the year 4 budget.

A quad/ATV vehicle purchase is assumed in year two (\$15,000) and replaced in year five (replacement value involves trade-in).

In the first year there are minimal funds for vessel rental, and in year two \$220,000 is allocated for a new boat, assuming IPCA workplans and scheduling will be fully functional in 2024.

Funding to assist with the extension of broadband access into Hoeya Sound is allocated \$10,000 in the first two years and assumes a partnership with Connected Coast. However, there may be new technologies that replace this requirement.

Increased visitor access in the area requires new mooring buoys purchase and installation, and \$8,000 for the first year has been allocated.