

Summary Report
***BC Water Funders & Leaders
Workshop: Collaboration to
Advance Freshwater
Protection***

Hotel Grand Pacific, Victoria, BC
October 23, 2017

DRAFT

Summary Report

BC Water Funders & Leaders Workshop: Collaboration to Advance Freshwater Protection

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Summary Report

BC Water Funders & Leaders Workshop: Collaboration to Advance Freshwater Protection

1. Introduction

This document summarizes the outcomes of a one-day workshop exploring opportunities for collaboration related to freshwater protection in BC. This workshop brought together representatives from the BC Water Funders Collaborative and BC Water Leaders to share information on past and current work, and consider potential priorities for the next 6-12 months. The workshop was held at the Hotel Grand Pacific, in Victoria, BC, on Monday, October 23rd, 2017.

This document has been prepared for the workshop Organizing Committee by the independent contractor who was retained to assist with workshop planning and facilitation.

This *Summary Report* is intended only for circulation among workshop participants and invitees, and colleagues within those same organizations.

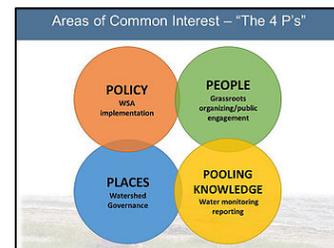
1.1 Background

The BC Water Funders & Leaders Workshop of October 23rd, 2017 was the second annual gathering of water funders and leaders working on issues related to freshwater protection in BC.

1.1.1 Profile of Water Funders Collaborative

The BC [Water Funders Collaborative](#), a project on Tides Canada's shared platform, is a group of funding organizations working together to facilitate the strategic use of collective resources to advance freshwater protection in British Columbia. Guided by a four-member Steering Committee and two paid Coordinators, the Collaborative is currently comprised of 36 funders from 20 funding organizations, including private foundations, government, quasi-governmental agencies and corporate funders (see Appendix A). The collaborative was formed in 2014, partly in response to emerging opportunities for freshwater protection under the *Water Act* modernization process. Members of the Collaborative meet at least twice per year to share information and to participate in knowledge building seminars on topics of shared interest. The collaborative currently has four specific areas of focus (the '4 P's'), as follows:

- *People / Public Engagement*: Strengthening the capacity of grassroots organizations & local communities to increase public awareness & engagement in water issues.
- *Pooling Knowledge*: Supporting efforts to improve water data availability, accessibility and integration, including western science & traditional knowledge.
- *Place-based Governance*: Advancing innovative approaches to collaborative watershed governance, co-governance & sustainable funding models.
- *Policy Innovation*: Supporting implementation of the B.C. Water Sustainability Act & Indigenous water rights, governance & laws.



1.1.2 Profile of Water Leaders

The Water Leaders is an informal group made up of senior representatives from non-profit advocacy groups and a selection of academics and researchers, whose focus includes freshwater protection in BC and who work on provincial-level issues (see Appendix B). The Water Leaders first came together as a group roughly eight years

ago. Members of this group identified water as a common concern and saw *Living Water Smart* and updating the *Water Act* as key opportunities/vehicles to advance goals for freshwater protection. The Water Leaders group generally meets twice a year, often including opportunities for structured engagement with representatives from provincial agencies.

Support for BC Water Leaders & Funders Workshop was provided by:



1.2 Workshop Scope and Objectives

1.2.1 Workshop Objectives

The objectives for the workshop were as follows:

1. Provide all participants with a conceptual framework for long-term, social movements and set past and future efforts related to freshwater protection in BC in this broader context.
2. Ensure all participants have an up-to-date understanding of the evolving context for freshwater protection in BC, including:
 - a. implementation of the *Water Sustainability Act*; and,
 - b. progress achieved since the Nov 2016 gathering in key topic areas.
3. Identify opportunities to advance freshwater protection in BC through collaboration or other strategies, in key thematic areas:
 - a. Place-Based Watershed Governance;
 - b. Pooling Water Knowledge;
 - c. People: Keeping Water on the Agenda; and,
 - d. Policy Innovation.
4. Identify potential, strategic opportunities for action in the short, medium and long term, to inform further discussions and decision-making following this event.

1.2.2 Scope and Format of Discussion

To encourage frank dialogue and discussion, the October 23, 2017 workshop was conducted under a modified '[Chatham House](#)' rule. Under this rule, participants are at liberty to share the participants list with others and may use the information they have received at the workshop, but may not attribute any particular comment or viewpoint to any individual or organization.

Recognizing that the dynamics between funders and potential grantees can be challenging in workshop settings, this workshop was a 'no-pitch' event. In addition, to encourage a rich discussion:

- Funders were encouraged to 'stretch' rather than hold back, engaging actively and sharing their perspectives and insights; and,
- Grantees were encouraged to share their experience and knowledge as individuals, with the knowledge that funders will not be evaluating the merits of the entire organization to which that individual belongs on the basis of those comments.

The workshop was not intended as a forum to:

- Assess the performance of any group or individual;
- Conduct a formal evaluation of any particular campaign related to freshwater protection in BC;
- Determine funding allocations for future activities; or,
- Arrive at final decisions with regard to strategic priorities, without opportunities for participants to reflect on workshop outcomes and consult with their respective Boards or colleagues.

1.3 Workshop Organizing Committee

- Alex Etchell (BC Water Funders Collaborative)
- Jennifer Archer (BC Water Funders Collaborative)
- Oliver Brandes (POLIS)
- Rosie Simms (POLIS)
- Tim Morris (BC Water Funders Collaborative)

Consultant and Workshop Facilitator: Julian Griggs (Julian Griggs & Associates Ltd. | Dovetail Consulting Group)

2. Workshop Outcomes

In keeping with the modified Chatham House rule adopted for the workshop, the following sections provide an overview of discussions at the event without attributing comments to any individual or organization.

2.1 Presentation and Discussion: Where have we come from? Where are we going?

2.1.1 Timeline

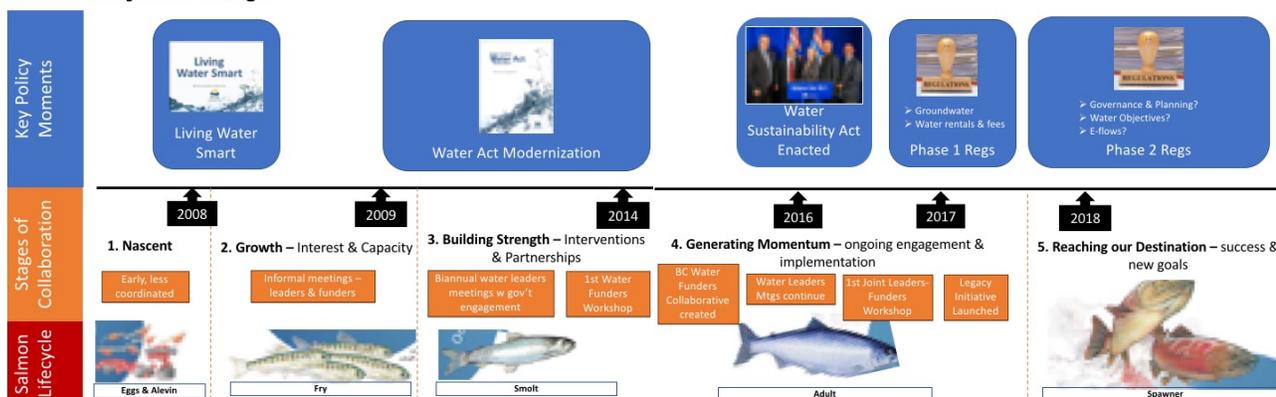
An overview of the last decade of work in BC related to freshwater protection was presented at the outset of the workshop. This overview provided context for the discussion and enabled participants to reflect on the progress achieved since the first Water Funders and Leaders workshop, held in November 2016.

The timeline diagram (see below) highlighted various milestones that have reshaped the context for discussions of water issues, such as several public controversies related to Nestlé's use of water, the release of key policy documents (e.g., Living Water Smart), the commitment to *Water Act* modernization, and the recent passing of the *Water Sustainability Act*. The gradual evolution of the community of groups engaged on water issues was also portrayed, and likened to the life stages of salmon:

- **Stage 1: Nascent:** During this phase (prior to 2008), there were only a handful of individuals involved, and work was coordinated informally.
- **Stage 2: Growth:** During this phase (2008-2009), informal meetings were held between funders and leaders working on water issues in BC. The Stanley park windstorm brought concerns over climate change to public attention, and links to water also became more explicit. With the completion of *Living Water Smart*, specific goals and a timeline for water reform were established.
- **Stage 3: Building Strength:** This stage included biannual water leader meetings (with opportunities afforded for government updates and discussion) and the first BC Water Funders workshop (2014). Watershed governance became a core idea within the *Water Act* modernization discussion. Controversies related to Nestlé's extraction of water also raised the profile of water issues.
- **Stage 4: Generating Momentum:** During this stage of work, the BC Water Funders Collaborative was formally created with twice annual meetings. The first joint meeting between funders and leaders was held in 2016. The BC Freshwater Legacy Initiative was also launched. The Tsilhqot'in decision created a new set of legal and political expectations. With the passing of the *Water Sustainability Act* (2016), the initial focus was groundwater regulation, with phase II looking at environmental flows, objectives and governance and planning. There has also been a deepening and broadening of those involved among both water leaders and funders. The May 2017 election also changed the political climate in BC.
- **Stage 5: Reaching Our Destination:** In this current stage, new goals are being set, particularly related to water-centric land use planning and new governance arrangements.

With this perspective on recent history in mind, it was noted that efforts to advocate for freshwater protection in BC may well be required over the long term, likely with multiple cycles of activity. It was also noted that the recent provincial election clearly signals a shift in approach, and offers new options and possibilities.

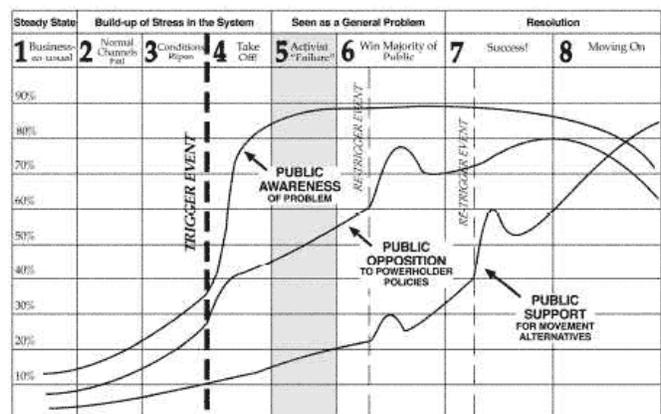
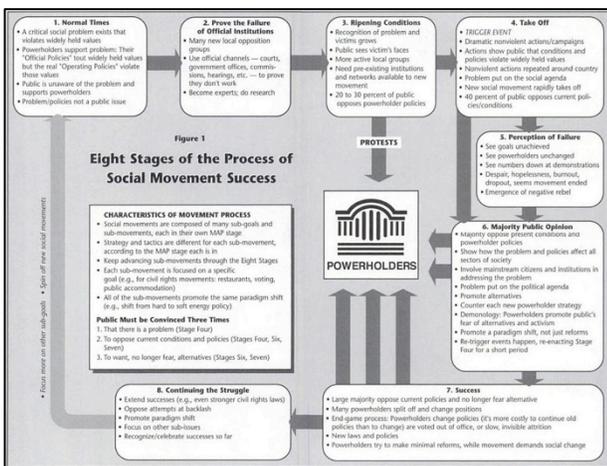
TIMELINE: Cycles of Change



2.1.2 Perspectives from Social Movement Mapping

Workshop participants were invited to reflect on the last decade of work related to freshwater protection—which was acknowledged to be significant and impressive. They were also asked to consider what progress has been achieved on the ground, and to reflect how the work completed to date compares to the typical evolutionary stages of campaigns and social movements.

As a first step, each workshop participant was challenged to clarify the central problem they are trying to solve related to freshwater protection, and to rate progress achieved to date in terms of (i) level of awareness or engagement of British Columbians on this issue, (ii) the sense of priority among bureaucrats to deal with the issue, and (iii) progress that has been made in reaching a solution. With that in mind, the work of veteran US organizer Bill Moyer was introduced, whose '[social movement mapping](#)' offers insights into the long arc of campaigns, the diversity of activist roles needed (e.g., Rebel, Reformer, Change Agent, Citizen), and the essential need to mobilize citizens in demanding change (see illustrations below). It was noted that altering the status quo fundamentally means shifting power and is often precipitated by a crisis, or one or more high profile conflicts or events.



With the insights from social movement mapping in mind, funders were reminded that providing support for some aspects of effective social movements—particularly providing support for the disruptive work of 'rebels'—is not always comfortable but is critical to success.

Finally, it was also suggested that while considerable progress has been achieved over the past decade, the work of protecting freshwater in BC has not been completed with the passage of the *Water Sustainability Act*—but is in fact just beginning and only becomes real when it hits the ground. It was also suggested that further efforts would be needed to engage the citizenry of BC, and to create the space for political leaders to take bold action.

In the discussion that followed, several additional comments were offered:

- Bringing about fundamental change in the way natural resources are managed is always challenging, and can be overwhelming. It will be essential for groups involved to support one another and to collaborate, whatever their respective roles might be.
- Political support for water reform at the highest levels within the provincial government reached a high point with Premier Gordon Campbell, but has declined somewhat since. The level of attention given to water issues will continue to wax and wane over time.
- Compared to some areas of natural resource policy in BC, such as mining, considerable change has already been achieved in the water arena.
- Several other provincial jurisdictions have also been making progress on water management (e.g., Alberta, Saskatchewan). Reform is also underway at the federal level.
- Engaging citizens in calling for change is key, and it demands effective communications.

2.2 Presentations and Discussion: The Evolving Context for Freshwater Protection in BC

Several different presentations offered updates on the evolving context within which efforts to protect freshwater in BC are set:

- Indigenous-led approaches;
- Federal and provincial engagement;
- BC Freshwater Legacy Initiative; and,
- Collaborative consent.

2.2.1 Indigenous-led Approaches

Workshop participants were offered an overview of Indigenous-led initiatives across BC related to freshwater protection. It was noted that while more than 50% of First Nations have written statements to protect fresh water (many of which reflect Indigenous knowledge and values), none allocate more than \$30K/year to work on water. In fact, the majority of BC First Nations allocate less than \$10K/year to water issues (other than drinking water protection and stormwater), and no First Nation in BC has a staff person dedicated to water management. Many First Nations find themselves working in relative isolation. Despite this, many First Nations have expressed an interest in engaging on water planning and governance, but will require capacity support to do so.

Three potential approaches for engagement by First Nations on water issues were identified, with examples of each provided from across BC:

- Within Crown frameworks, for example, EFNs and WSA (e.g., Okanagan Nation Alliance, Secwepemc Fisheries Commission), G2G Agreements (e.g., Carrier Sekani Tribal Council), participation in watershed boards (e.g., Cowichan Tribes), Water Sustainability Plans (e.g., Nicola Tribal Association), and EA processes;
- Within Indigenous frameworks such as:
 - Water declarations (e.g., Simpcw Water Declaration (2010), Draft BC First Nations Water Rights Strategy (2013), Syilx Water Declaration (2014));
 - Water policies (e.g., Yinka Dene 'Uza'hne Surface Water Management Policy (2016)); or,
 - Water strategies (e.g., Champagne & Aishihik water strategy (forthcoming)).
- Combined/hybrid approaches (such as the Fort Nelson First Nation Water Policy, or the Gitanyow Hereditary Chiefs Land Use Plan, both of which incorporate Indigenous laws).

It was also noted that the scope and nature of engagement by a given First Nation will depend on the relevant priorities at the local scale, for example water quality and quantity, industrial and development threats and/or impacts, degraded fish habitat, or a broader desire to make decisions rooted in Indigenous values and rights.

Recent roundtables hosted by the First Nations Fisheries Council have highlighted the need to use Section 35 as both a 'sword and shield,' the value of collaboration among First Nations at the regional scale, the need for revenue sharing, and the critical importance of capacity building (see illustration below).

In summary it was noted that:

- there is strong interest of BC First Nations in watershed governance;
- there is a need for sustainable funding to support the strengthening of capacity;
- structures that support collaboration between Nations on freshwater (e.g., monitoring, roundtables) are valuable and needed; and,
- BC's recent commitment to UNDRIP provides a potential source of leverage.



2.2.2 Federal and Provincial Governments

With regard to the evolving legal and policy context, it was noted that there are multiple, potential sources of authority available to support water governance arrangements—provincial/federal, Indigenous, and local (see illustration).

Federal Level

At the federal level, water is higher in priority than it has been for some time, in part because of regulatory reviews underway of the *Navigable Waters Act*, the *EA Act*, and the *Fisheries Act*.

Green infrastructure investment is also a high priority.

Provincial Level

At the provincial level, multiple commitments have been made that align with efforts to protect water, including:

- modernization of land-use planning (outlined in the FLNRORD mandate letter);
- efforts to ensure that high volume water users are paying for access fairly, and that drinking water sources are protected (included in the NDP Platform); and,
- fully adopting and implementing UNDRIP (included in all mandate letters).

Significant progress has been made in recent years at the provincial scale. Since November 2016, for example, the following steps have been taken:

- BC's Ministry of Environment has been supporting FLNRORD on groundwater licensing (20,000 licences), but uptake has been relatively slow and disappointing. The approach to licensing is currently under reconsideration.
- Various amendments to regulations and operational policies are underway (e.g. eFlows and groundwater, water use for placer mining and mineral exploration, drainage from mine sites, etc).
- Engagement with First Nations and stakeholder groups on livestock watering is forthcoming.
- Work is continuing on issues related to monitoring and reporting.

Current priorities also include further work on water objectives (including the identification of policy options, public engagement, and efforts to achieve alignment with cumulative effects frameworks), and efforts to initiate Water Sustainability Plan pilots.

Despite what has been achieved, the following issues still need to be recognized and addressed:

- Limited attention was given to water issues in the NDP Party platform, although support from the Green Party is promising and provides a clear champion on water issues.
- The Minister is reportedly treating platform commitments around drinking water source protection seriously. The Minister is also personally connected/committed to Hullcar Aquifer, which offers a good entry point, although collaboration among Cabinet colleagues will be needed if significant progress is to be made.
- There has been a shift of senior executive staff within the Ministry of Environment, some of who are not fully informed about WSA, pilots or a broader more integrated water focused model.
- The need for a broader water agenda is reportedly registering with Minister(s) interests, across multiple agencies.
- While responsibilities for water management are shared provincially, many natural resource agencies continue to operate in siloes, and have very different organizational cultures that influence how they operate (i.e., MOE is generally more collaborative, while the 'dirt ministries' are more 'top down' and may be more reluctant to be proactive).
- Government is also getting past a period of initial overload following the May 2017 election.

Discussion

In the discussion that followed, several additional points were offered:

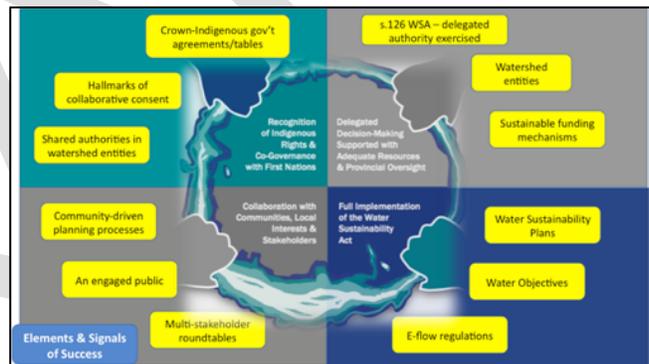


- Water may not yet be reflected as a priority within the provincial budget, which is under preparation as we speak. By the end of November 2017, the budget will be more or less 'locked in.' In light of this, prompt efforts may be needed in the next few weeks to raise the profile of water issues.
- Land use plans may be an essential component of an effective management regime for water, but management objectives need to be legally enforceable to be effective. Plans have to have 'teeth.' Moreover, provincial agencies often lack the resources to support effective implementation, which needs to be addressed.
- The complexity of management arrangements can also be an issue—for the Columbia River wetlands for example, it has been suggested that there may be as many as 80 management plans already in place.
- Communications need to be targeted appropriately for different audiences, each of whom may have very differing levels of knowledge and different core interests. For example, framing and messaging needs to be adapted for audiences such as:
 - General public;
 - Agency staff, who understand the issues well but who are required to operate within the current policy framework; and,
 - Members of community watershed groups, who may already be engaged on water management issues.
- Successfully advancing freshwater protection in BC will require a diversity of approaches, and the involvement of many different organizations.

2.2.3 BC Freshwater Legacy Initiative

Some of the essential elements of watershed governance in BC were identified in [Illumination: Insights and Perspectives for Building Effective Watershed Governance in B.C.](#) (POLIS, 2016).

Indicators or metrics can be determined for each of these elements (see illustration). Putting these elements in place is not likely to be a linear process, however, and a 'stepping stone' approach is likely to be needed, beginning with project-based collaboration, moving through visioning and collaborative planning, and ultimately arriving at co-governance. There are also multiple pathways to arrive at the goal of improved watershed governance, drawing on various different authorities and jurisdictions (i.e., federal/provincial, Indigenous, regional/local), and creating various products or agreements along the way.



Despite this complexity, a number of 'enabling conditions' are now present in BC—for example, a new government, growing interest in local control, Indigenous governments articulating their own laws and policies, and the passage of the WSA—all of which offer new possibilities.

Responding to these new options and possibilities, the BC Freshwater Legacy Initiative emerged as a strategic partnership of the BC Water Funders Collaborative in 2016, to enable funders to combine their resources to support pilots/models, prove feasibility, and demonstrate some of the key elements of success. Current priorities include:

- Investing in watershed governance projects that test and implement innovative watershed planning and governance approaches and tools.
- Supporting and learning from Indigenous capacity and leadership in watershed governance.

BC Freshwater Legacy Initiative

Vision

By 2030, all freshwater ecosystems in British Columbia will be in good health as a result of world-class leadership in watershed governance

5 Year Goal

Through partnerships with governments and local communities, watershed governance leadership has been catalyzed, including a series of place-based governance projects. These governance pilots have successfully tested new and innovative approaches to watershed governance, and the learnings are being scaled up and applied across British Columbia

- Amplifying leading edge community-driven initiatives seeking to advance freshwater protection through collaborative watershed governance.
- Creating a lasting legacy for British Columbia by enabling the scaling up of new and innovative watershed governance approaches, through (i) sustainable funding mechanisms, (ii) peer-to-peer learning between leaders and regions, and (iii) the sharing of best practices.

Initial investments from the BC Freshwater Legacy Initiative include the following:

- Cowichan Tribes and Cowichan Watershed Board—strengthening local governance and building readiness;
- Coquitlam River Watershed Roundtable—implementing key elements of watershed plan and increasing influence with local decision-makers;
- Nadleh Whut'en First Nation—supporting implementation of Indigenous water policy and strengthening traditional decision-making processes;
- Watershed Governance Pilot Project with the Province; and
- Capacity Building, including:
 - Sustainable Funding for Watershed Governance Initiative; and
 - First Nations Watershed Governance Roundtable (FNFC/CIER/POLIS).

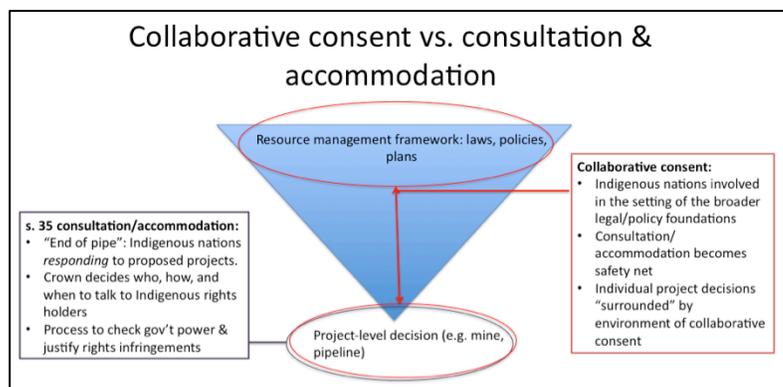
2.2.4 Collaborative Consent

Workshop participants were introduced to a new approach for decision-making between Indigenous and non-Indigenous governments, which involves ongoing process of committed engagement to secure mutual consent. The collaborative consent approach should not be understood simply in terms of which party has a veto; consent is obtained not through a single decision/agreement, but continually through collaboration and an ongoing relationship. Furthermore, collaborative consent does not mean that all parties are involved in all decisions; instead, it means that they decide how they are going to work together—in other words, where collaboration is necessary, and where it is not ('tiering'). Collaborative consent also requires that both parties are willing to adjust their approach ('bending of the beams').

Some of the hallmarks of collaborative consent are as follows:

- Collaborative consent is fundamentally based on respect, trust, and the art of diplomacy between governments.
- All governments recognize each other as legitimate authorities.
- Collaborative consent tables are decision-making tables.
- The scope of issues considered can be extensive and ultimately must be satisfactory to all parties.
- Collaborative consent starts at the front-end and all governments commit to remaining at the table for the long haul.
- Each government's interests must be dealt with in a satisfactory manner from their own point of view.
- The process generates real outcomes.

Consultation and accommodation approaches are often 'end of pipe,' and involve Indigenous nations reacting/responding to proposed projects. In contrast, collaborative consent engages Indigenous nations in the setting of broader legal/policy foundations, with consultation/accommodation acting as a 'safety net,' and individual project decisions 'surrounded' by an environment of collaborative consent.



2.2.5 Plenary Discussion

In the plenary discussion that followed the morning presentations, the following points were offered:

- **Local Government:** It was noted that further work is needed to support and enable local governments who are interested in collaborating with First Nations on water governance issues.
- **Legal Precedents for G2G Agreements:** Several recent court rulings have demonstrated the potential importance of G2G Agreements in constraining the discretion of statutory decision-makers. This suggests that G2G agreements might be a crucial element of effective watershed governance arrangements going forward. Moreover, it was suggested that within the upcoming provincial budget, there is likely to be considerable support for engagement with First Nations. Several other concerns were raised however:
 - In the past, the provincial government has framed many G2G Agreements as ‘strategic engagement agreements.’ Some have argued that G2G Agreements therefore have a relatively narrow, more transactional focus, which may limit their appeal for some First Nations. Others suggest that G2G Agreements may also enable strategic level discussions and in practice can support an evolving relationship over time. Nonetheless, questions remain over the framing of G2G agreements and the conditions under which they are likely to be established.
 - Some communities are not aware of the existence of G2G agreements that have been negotiated between senior governments and First Nations, or do not fully appreciate their significance. Furthermore, some local residents see First Nations rights issues as a ‘zero sum game,’ and are concerned that recognizing First Nations rights takes away from settler rights, or that the interests of settler Canadians and local communities might be overlooked under new G2G arrangements. This in turn suggests that public education may be needed to bring residents up to speed on evolving legal and political realities, and to encourage a deeper understanding of the Province’s commitment to reconciliation.
- **Land Use Planning:** The renewed commitment to land use planning by the newly-elected provincial government is promising, but it is not yet clear what this commitment might mean in practice. It is also unclear whether there are opportunities to reframe the scope and approach for land use planning to include a more water-centric focus.
- **Scale for Collaborative Consent:** It is not yet clear at which scale collaborative consent might be most effective. It was suggested, however, that this might depend in part on the nature of the issues that the First Nation and other government partners are attempting to solve.
- **Citizen Engagement:** Effective communications are an essential requirement for engaging citizens actively in efforts to protect freshwater. Experience from places like the Cowichan Watershed suggest that making management issues ‘real’ for local residents is key, for example by translating obscure management objectives (which are often framed in technical language) into clear targets that are more colloquial and easily understood (e.g., “We want to be able to eat shellfish from the bay”). Involving local citizens in community based monitoring has also been demonstrated to be an effective strategy in areas such as the Columbia Basin.
- **Alignment with Provincial Priorities:** It was suggested that the effectiveness of efforts to engage the Province on water issues would depend in part on demonstrating alignment with current political priorities. For example, given the emphasis on the rural economy for the NDP, water governance initiatives that include following three ingredients are likely to have a higher probability of gaining traction: (i) a natural resource development opportunity, (ii) available economic partners, and (iii) a willing First Nation. Source water protection has also been identified as a matter of high concern. At the same time, one participant flagged a concern that the emphasis on stimulating the rural economy through resource based industrial development overlooks the fact this approach may actually result in the extraction of local assets, with little or no benefit flowing to the local community.
- **Capacity Building:** Despite frequent calls for capacity building support, it is often challenging to determine how such support should be delivered, what pathway or approach the work will take, and how success in developing capacity can be assessed.

2.2.6 Additional Questions for Discussion

Workshop participants also identified several additional questions and issues that need to be addressed, relative to each of the four thematic areas, as summarized in Table 1, below. (Some of these questions and issues were tackled in the small group discussions that followed during the afternoon session; others have yet to be discussed).

Table 1: Additional Issues and Questions for Consideration				
Place Based Watershed Governance	Pooling Water Knowledge	People: Keeping Water On The Agenda	Policy Innovation	General
<ul style="list-style-type: none"> ▪ How to shape a conversation that enables government to meet its LUP commitment through the lens of water and indigenous rights? ▪ What needs to be done to affect change (other than government leadership)? ▪ Breaking down silos between place based governance and pooling water knowledge ▪ How do we collectively catalyze and support projects that bring together all 4 levels of government under the principles of collaborative consent? ▪ Capacity support to engage in watershed governance 	<ul style="list-style-type: none"> ▪ What other funding opportunities are out there? ▪ Improve hydrothermal (longitudinal) data collection and application 	<ul style="list-style-type: none"> ▪ How to better build engaged constituency ▪ Who do we engage to get outside our "bubble"? ▪ What creative ways/stories can we use to motivate citizens to take action? ▪ Connecting people to water (ethics) ▪ Bringing high level policy to the local level for mobilization ▪ How do we collectively create a leverage point (another Nestle) to jettison us to the next level? 	<ul style="list-style-type: none"> ▪ Steps to get revitalized water agenda off the ground ▪ Framework to apply and enforce plans for on ground application ▪ What are the key mandatory levers to change decision making? (i.e. eflows regulation, g2g agreements) 	<ul style="list-style-type: none"> ▪ Where are leverage points to affect social change? ▪ What can funders do to help achieve healthy water outcomes? ▪ How do we make water cool? Celebrate water in BC?

2.3 Small Group Discussions

Workshop participants were invited to participate in more focused small group discussions on the three remaining topic areas:

- Pooling Water Knowledge;
- People: Keeping Water on the Agenda; and,
- Policy Innovation.

2.3.1 Key Thematic Area: Pooling Water Knowledge

Introduction/Updates

- In addition to collaboration on recent national reports on Community Based Monitoring, Living Lakes Canada is working in collaboration with the Gordon Foundation and WWF-Canada on a National Draft Policy Paper for Community Based Monitoring. The recommendations are intended to provide direction for future federal policy related to CBM.

- Living Lakes has also entered into a partnership with Okanagan Nation Alliance and Ktunaxa on a Sensitive Habitat Inventory Mapping initiative to ascertain habitat values for assessing opportunities for salmon reintroduction for the Canadian Columbia River Intertribal Fisheries Council.
- Fort Nelson First Nation joined the Gordon Foundation's Mackenzie Datastream initiative and became the first contributor of data outside the Northwest Territories.
- POLIS has convened two webinars on Water Monitoring this past year—one in December 2016 and one in October 2017—which featured initiatives by WWF-Canada, Pacific Salmon Foundation, the BC Water Funders Collaborative and the Gordon Foundation.
- Living Lakes Canada—together with the Columbia Basin Watershed Network, Columbia Basin Trust, and Selkirk College—is hosting an Open Source Water Data Hubs Dialogue in Invermere on November 29-30th. The workshop will build upon the Columbia Basin Trust's recent report on Water Monitoring in the Upper Columbia Basin and will look at best practices from Canada and the US.
- The Real Estate Foundation of BC also has an upcoming BC Snapshots Report on Freshwater, which is exploring indicators for freshwater health and highlights data gaps and opportunities for stronger data collection.
- BC Water Funders Collaborative activities:
 - The Collaborative launched a Working Group on Water Monitoring to help catalyze a provincial conversation around a shared vision for water monitoring in BC. Over the summer, the Working Group initiated a Provincial Inventory Landscape Scan of Water Monitoring & Reporting Activities in BC. The scan is compiling metadata about who is collecting data in BC, the types of data being collected and those groups that are acting as data hubs with a goal of better understanding the current gaps in monitoring and opportunities for collaboration. The project is not only pooling knowledge about the state of water monitoring in BC but has also brought together several organizations to collaborate on this project. The Scan Steering Committee is comprised of representatives from OBWB, CBT, REFBC, Environment Canada, Pacific Salmon Foundation, First Nations Fisheries Council, Living Lakes Canada and Ministry of Environment. A research report, database and map will be used as the basis for future discussions to develop recommendations regarding future work.
 - The BC Water Funders Collaborative is also hosting an upcoming webinar on November 14th featuring recent regional initiatives in the Peace River and the Upper Columbia.
 - The BC Water Funders Collaborative is convening a Roundtable on Water Monitoring in December, bringing together thought leaders across sectors to discuss the results of the Inventory Scan and begin to explore a shared vision for water monitoring. MOE will have at least two staff members attending the Roundtable and have also contributed funding towards the event.
 - We anticipate that the result of the Inventory Scan and the Roundtable will lead to a set of recommendations for future opportunities which will be shared with you all in early 2018.
- Key issues for the pooling knowledge topic area include:
 - Community based monitoring;
 - Identifying the full spectrum of water sources and the state of water monitoring in BC;
 - Open source data hubs; and
 - Engagement across multiple sectors.

Priorities

- *Hydrometric monitoring (stream flow/supply)*: Funding is needed to build out the network, to inform planning. (Aquarius is the standard software for water quantity).
- *Data sharing*: Need to break down silos between different organizations and sources of data, and gain access to meta data, noting that some data is private/proprietary.
- *Building case to communities*: There is need to provide rationale for collecting data—both to public and to the local governments that make funding decisions. There is also a need to report out, constantly (a) the need for data and (b) what the data is telling us about a given watershed.
- *Filling data gaps (both quality and quantity)*: Priorities need to be set (by whom?), to determine which gaps to fill first. This represents an opportunity for collective decision-making/governance.

- *Data storage infrastructure*: The coordination and storage of data is a key concern and there are a number of challenges related to the quality and credibility of data ('garbage in / garbage out' or 'paralysis by analysis'). Data hubs need to find the 'sweet spot' between collaboration and accountability.
- *Developing Metrics*: This needs to be undertaken in a manner that is relevant to decision-making—identifying the functions of data. This also relates to addressing the credibility gap.
- *Funding sustainability*: This is key in terms of ensuring continuity of water monitoring initiatives (need data over time) and data storage.
- *Standardization of protocols*: Standard protocols are needed to compare watershed health. For water quality in particular, multiple parameters need to be measured, which in turn require multiple monitoring protocols and technology solutions (many of which exist).

Conditions for Success

- *Standards*: The Canadian Drinking Water Standard is the 'gold standard' for water quality. However, First Nations' place-based diet leads to higher consumption of fish and local food sources; as a result, different standards may be needed in different communities.
- *Getting agreements in advance*: Agreement is needed in advance on methods and data sets, in order to avoid the 'he said, she said' adversarial problem. In this context, it would be helpful for the Province of BC to play a role in setting water objectives. (There is also a good precedent with the Coast Information Team, used to provide analysis to support planning and decision making for the Great Bear Rainforest planning process. The CIT was jointly funded by multiple partners, which increased commitment and buy in to use results).
- *Open source data sets*: Everyone needs to have access to the same data. Different groups will interpret the data differently but can be held accountable.
- *Identify what questions we are trying to answer*: It is important to secure an agreement regarding how data will be collected and who interprets the data (e.g., senior governments, or community driven groups, or is there a collaborative model?). Furthermore, the responsibility for monitoring should not be downloaded to communities.
- *Resourcing*: At the moment, the burden is being placed on local governments to gather information (e.g., in the Cowichan watershed, federal gas tax funding is being used to pay the Province of BC to do aquifer mapping). Funding needs to be acknowledged as an environmental justice issue, particularly for rural communities.
- *Political will for evidence based decision-making*: Political will is critical, and yet data can be contrary to decisions that government wants to make (e.g., the lack of flood plain mapping may be because such data it will conflict with building decisions).
- *Centralization vs Decentralization of water monitoring*: There needs to be a shared vision with regard to which approach makes sense, as there are pros and cons to both. Different approaches may also be needed, depending on whether the issue is (a) water quality (for which there is a national CABIN protocol, and which may therefore be more conducive to decentralization and more collaboration) or (b) water quantity (because the collection of hydrometric data may be cheaper if it is centralized).

2.3.2 Key Thematic Area: People: Keeping Water on the Agenda

Introduction

- Prior to the May 2017 provincial election, a range of non-partisan activities were organized to raise the profile of environmental issues in BC, including water, and to encourage citizens to vote. These activities included town halls, all candidate debates, vote pledges, and letter writing campaigns. A total of 5 dialogues were hosted that focused on water, and a total of 42 MLAs were contacted. More than 12,000 calls were made to community members to vote for water commitments.
- The newly elected NDP Government has a strong focus on affordability and jobs, and has made significant commitments to implement UNDRIP, address source protection for water, ensure a fair price for water access, and to reengage in land use planning. Rural development is also a key priority. Salmon is a key value for British Columbians that resonates strongly with elected officials. To be effective in communications

with the provincial government, messaging needs to be framed in a way that speaks to these priorities and commitments.

- Work is needed to create the ‘political space’ and the demand for government officials to do something new and different related to water. Given the diversity of water issues, creating that demand means connecting with issues that have traction at the local level, using framing and messages that appeal to the public, and that catch the attention of decision-makers.

Priorities/Needs

- Constituency building (a.k.a. ‘engagement organizing’)—already starting.
- Local stories—underway, but such stories need to be elevated/amplified, using different messengers/unusual allies. There is also a need to reach new audiences with novel messaging/framing (e.g., Rock FM using sexually-suggestive messaging re zebra mussels).
- Provincial narrative—currently missing. Linkages also need to be made between local stories and the provincial narrative.

Inside/outside strategies

- ‘Outsider’ efforts are needed to create public demand for solutions (a role for ‘rebels’/agitators), using consistent messaging. Where possible, messaging should connect/link to existing provincial priorities.
- At the same time, ‘policy insiders’ need to advise politicians on what can help them advance solutions. There is also a role for ‘influencers,’ such as industry associations, and for the building of new alliances.

Priority Actions

- *Constituency building / organizing*: Double down in key regions, focusing on swing ridings.
- *Strategic communications*:
 - Coordination of communications among multiple groups is needed, building on previous experience from groups such as SMAC (Strategic Media Action Committee). Capitalize on crisis.
 - Build communications capacity (to elevate local stories, shape the provincial narrative) and ensure communications of messaging.
 - Identify/confirm key areas to amplify, such as water pricing, water objectives, planning and the need for economic development in rural areas (the majority of UBCM are rural governments), and Indigenous water stories.

2.3.3 Key Thematic Areas: Policy Innovation

Introduction

A workers toolbelt was used to highlight some of the core elements of a new [revitalized water agenda for B.C.](#), as follows:

- Toolbelt = Water Sustainability Act
- Screwdriver = Locking it in to place
- Caulking gun = Eflows gun
- Flashlight = Shining the light on Indigenous rights and interests
- Glasses = Seeing the new reality of UNDRIP
- Stud locator = Review of water rentals
- Plumbing wrench = incentives for blue infrastructure
- Level/ruler = Monitoring and measuring
- Hammer = The ‘hammer of planning,’ particularly water-centric land use planning
- Clamps = Professional reliance and liability
- Extension cord = Capacity building



Priorities

- *An overarching reconciliation approach:* The federal and provincial governments need to demonstrate a real commitment to implementing UNDRIP. There also needs to be clear support for implementing Indigenous-led approaches to watershed governance. Effective implementation will require meaningful capacity support for First Nations water governance. First Nations also need to continue doing their own internal work on water objectives/goals/standards (these then provide the basis for engagement with the Province).
- *Effective development of the next phase of regulations under the Water Sustainability Act:*
 - The Province needs to improve consultation on this next phase.
 - Province-wide mechanisms are also needed that set an appropriate bar for provincial discretion, or effectively constrain the scope of such discretion (e.g. overarching environmental flows regulations). Such regulations need to be developed so as to allow for integration with Nation-led plans and objectives.
 - Delegated authority entities (through s. 126 of the WSA) cannot be standalone, or the automatic point of entry. Such entities must emerge from G2G agreements between the Province and First Nations or other plans.
 - A full planning approach is needed, including the legislative authority, the regulation to direct the process, and the capacity needed to implement plans properly. Plans should be tested through pilots.
 - Province-wide environmental flow regulations need to be developed, and used to set appropriate constraints for more localized variations.
 - Water rental rents (pricing) need to be put in place as a means of providing a sustainable source of funds to support other necessary work.

2.4 Rapporteurs Summary

At the end of the day, two rapporteurs offered the following summary of the workshop:

- It is clear that there are many groups working toward freshwater protection in BC, all of whom share a deep sense of commitment and a shared purpose. At the outset, more than a decade ago, there was just a small group of individuals who were passionate about water. Today, things have evolved, and there is a recognizable community of watershed groups across the province.
- Efforts to modernize law and policy have provided a focal point around which to organize our efforts. The challenge in the years ahead will be to move beyond just law and policy, find ways to collaborate, and find overarching solutions that address these issues collectively.
- Our discussion of social movements has challenged us to recognize the diversity of roles that will be needed. We will need 'bridge builders.' We also need to 'expand the tent.' The work to protect BC's water resources is likely to take decades not just years.
- It is also possible that one or more water-related crises are needed, to act as external drivers and to push water policy forward. Many crises have already occurred of course, affecting biodiversity and climate change for example. Many of these crises affect some groups more than others, and have impacted First Nations in particular. Nonetheless, further efforts are needed to overcome inertia, and move beyond the status quo. We need to 'cut through the noise and keep water on the agenda.'
- Planning approaches are also needed—for example, water-centric land use planning—but the products of these planning efforts must have 'teeth' if they are to be effective. The reality is that even in those places where plans have already been completed, problems still occur. The operating silos within government also need to be broken down, so that agencies can coordinate their efforts more effectively.
- Further work is needed to give life to collaborative consent, and to ensure that UNDRIP is implemented. Government-to-Government agreements may be a key ingredient in the work that lies ahead. Mechanisms may also be needed to enable local governments to collaborate with First Nations more effectively. At the same time, we need to help citizens understand that advancing Indigenous rights and interests is not a zero-sum game.
- Significant progress has been made over the last decade to lay the foundation for new approaches, with only modest funding and resources. Some years have certainly been easier than others, but all of this work has required dedication and commitment. With the election of a new provincial government, there is a clear

'moment of political opportunity.' Efforts are needed to capitalize on all the work that has been completed so far, and to translate the foundation that has been created into action on the ground.

2.5 Next Steps

In closing, representatives of the Workshop Organizing Committee outlined next steps:

- The Organizing Committee will prepare a Workshop Summary Report shortly after this workshop. While the report is not intended to be strictly confidential, it is primarily intended for circulation among workshop participants and their colleagues.
- Participants will be invited to provide feedback on the workshop, via a hard-copy feedback form and an online survey. The results will inform the design and delivery of future events of this kind.
- Discussion at the workshop may prompt a number of continuing dialogues among sub-sets of participants related to emerging issues, campaign strategy, and priorities.
- It is anticipated that both funders and individual groups participating in the workshop may need some weeks to review and reflect on workshop outcomes before any formal decisions can be made on campaign priorities or funding strategy.
- Both Water Funders and Water Leaders will be meeting on October 24 to reflect on outcomes and to determine their own next steps.

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Appendices

Participant list

Water leaders

Jeff Anderson, WWF-Canada
Hannah Askew, West Coast Environmental Law
Deborah Curran, UVic Faculty of Law and Environmental Law Centre
Tanis Gower, Watershed Watch Salmon Society
Kat Hartwig, Living Lakes Canada
Nelson Jatel, Okanagan Basin Water Board
Steve Litke, Fraser Basin Council
Deana Machin, First Nations Fisheries Council
Al Martin, BC Wildlife Federation
Lisa Matthaus, Organizing for Change
Jon O'Riordan, POLIS
Natasha Overduin, POLIS/Centre for Indigenous Environmental Resources
Susi Porter-Bopp, First Nations Fisheries Council
Coree Tull, Canadian Freshwater Alliance

Water funders

Carolynn Beatty, Sitka Foundation
Katrina Connors, Pacific Salmon Foundation
Kim Hardy, Tides Canada
Brant Felker, Union of BC Municipalities
Deena Guffei, LUSH Cosmetics
David Hendrickson, Real Estate Foundation of BC
Terra Kaethler, Vancouver Foundation
James Littley, Okanagan Basin Water Board
Madelaine Martin, Ministry of Municipal Affairs & Housing
Michael Meneer, Pacific Salmon Foundation
Ian Rogalski, Environment Canada
Leanne Sexsmith, Real Estate Foundation of BC
Ivan Thompson, Tides Canada
Anna Warwick Sears, Okanagan Basin Water Board

Organizing Committee

Oliver Brandes (POLIS)
Rosie Simms (POLIS)
Jennifer Archer (BC Water Funders Collaborative)
Alex Etchell (BC Water Funders Collaborative)
Tim Morris (BC Water Funders Collaborative)

Notetakers: Roleen Sevillaena & Thomas Cinnamon (POLIS)

Appendix C: Summary of Workshop Evaluation Forms

1. Overall, how would you rate this workshop?

Circle one:	1 (poor)	2	3	4	5 (excellent)
Responses:	0	0	1	8	7
Average:	4.38/5 (87.6%)				

Comments:

- Really good mix of presentations, plenary discussion and small group discussion.
- Well formatted, covered a lot.

2. In your opinion, to what extent did we achieve the objectives for this workshop?

Comments:

- Explored complex elements of governance in a meaningful way.
- Fairly well, although not much on identifying opportunities.
- Very well. Nice work.
- Objectives pretty much achieved.
- Very well.
- We focused more on priorities than opportunities - similar but not exactly the same.
- I think the objectives listed in the agenda were achieved.
- Really well.
- It was a packed agenda and well facilitated. Good for sharing knowledge of what's happening and common priorities of water sector.

3. What aspects of this workshop were the most useful or productive, and why?

Comments:

- Excellent opportunity to mine water governance expertise and translate it into better understanding and hopefully action.
- Timeline was useful.
- Honing priority areas in the four themes with enough time allocated for useful discussions.
- The rapid fire panels followed by the working groups moved the objectives forward quickly and concisely. Overall brief summaries of key areas were more effective than long, drawn-out presentations.
- Networking time.
- Networking. Facilitating that wasn't tedious and got us moving around.
- Updates. Keeping water on the agenda.
- Breakouts - great dialogue and conversation.
- All of it. We are in a building stage with our work plan so all three themes were excellent.
- Breakouts in afternoon.
- Small groups discussion and hearing what other groups are thinking. Allowed enough time to address one theme without having to discuss all three. Reporting out on the three areas was good.
- Conversations on bigger picture, reconciliation, UNDRIP, change in government receptiveness to change.
- Small group discussions.

4. What aspects of this workshop were the least useful or productive, and why?

Comments:

- Do not feel there was a least.
- Breakouts - didn't get to opportunities.
- Not as many personal action items as I'd like.

- Not sure the data section is very relevant currently.
- I think during the working groups there should be a point where all people have a chance to share final thoughts. This can help address folks who take up more space in conversations and ensure all voices are heard in our limited time together.
- As a broad-based funder, the smaller conversations were less useful to me, but productive to the overall group.
- Might have preferred a different small group (but not a big deal).

5. How would you rate the facilitation for this workshop?

Julian Griggs	1 (poor)	2	3	4	5 (excellent)
Responses:	0	0	0	2	11
Average: 4.85/5 (97%)					

6. Other comments or feedback?

Comments:

- Keep doing what you do!
- Good workshop. Well organized.
- Great.
- Liked the approach to learning from the various small groups.
- Thank you!
- Thanks for all the work and care that went into making this possible.

