

BOUNDARY THINKING TRANSFORMED

MIKE WALTON, GUEST EDITOR

Moving transboundary conservation from Indigenous engagement to Indigenous leadership: Working across borders for a resilient Cascadia

Meade Krosby, Gwen Bridge, Erica T. Asinas, and Sonia A. Hall

ABSTRACT

As the number of transboundary conservation initiatives continues to grow in response to the twin threats of climate change and biodiversity loss, so too have calls for Indigenous-led conservation that recognizes Indigenous rights and supports Indigenous land and wildlife stewardship. And yet, because many transboundary initiatives have historically been settler-led, such efforts are now contending with how best to pivot toward models of more meaningful Indigenous engagement and leadership. Here, we describe the Cascadia Partner Forum's recently completed *Blueprint for a Resilient Cascadia*, a collaborative strategy for supporting large-landscape resilience in the transboundary region of Washington and British Columbia. We reflect on the history of the Cascadia Partner Forum, the collaborative process employed in its development of the *Blueprint for a Resilient Cascadia*, and its commitment and ongoing effort to ethically and effectively engage with Tribes and First Nations. We pay particular attention to a transformational shift that occurred during *Blueprint* development: a move from an initial goal of "Indigenous engagement" toward one of "centering Indigenous leadership," and describe the resulting effort to provide a space for leadership by Tribes and First Nations while supporting the capacity such leadership requires. We hope our reflections can help inform other transboundary conservation initiatives working to move away from what has been a predominantly colonizing model of conservation to one promoting Indigenous-led governance.

INTRODUCTION

The accelerating pace and scale of the entwined crises of climate change and biodiversity loss have led to increasing recognition of the need to work across boundaries to promote climate-informed conservation at landscape scales (Liu et al. 2020). This urgency is reflected in the growing number of transboundary conservation initiatives (Erg et al. 2015), as well as recent national and international policy initiatives promoting conservation of large landscapes, including America the Beautiful (USDOJ 2021), Pathway to Canada Target 1 (Canadian Parks Council 2016) and, most recently, the Kunming-Montreal Global Biodiversity Framework (UNEP-CBD 2022). At the same time, calls for Indigenous-led conservation have also been growing (IPBES 2019; IPCC 2019; White House 2021), both as a response to the need for reconciliation—including respecting treaty rights and Indigenous sovereignty—and due to a recognition of the importance of Indigenous stewardship in protecting biodiversity (Garnett et al.

POSITIONALITY

We acknowledge that our positionality through our identities, experiences, and occupations influenced the reflections offered in this commentary. **Meade Krosby** is a white, American-born conservation scientist who works closely with policymakers, resource managers and communities to support equitable climate adaptation for people and nature. **Gwen Bridge** is Cree and English, raised in British Columbia; she practices Indigenous land management and facilitates Ethical Space-based discourse and advises governments, and others, on the implementation of the United Nations Declaration on the Rights of Indigenous Peoples in policy and practice. **Erica Asinas** is a first-generation Filipina immigrant in the United States; she works on developing participatory, evidence-based and healing-centered climate policy that supports the just transition and collective liberation of communities. **Sonia Hall** is white and Argentine-born and -raised; she facilitates communication and collaboration among scientists and practitioners working on complex issues related to conservation, sustainability, and climate adaptation. While all authors were members of the core team that led development of the *Blueprint for a Resilient Cascadia*, the reflections below are our own, based on our experiences with *Blueprint* development and Bridge's additional expertise and experience with Indigenous land management. These reflections do not necessarily represent those of the members of the Cascadia Partner Forum nor the *Blueprint for a Resilient Cascadia*.

MEADE KROSBY, Climate Impacts Group, University of Washington, mkrosby@uw.edu; GWEN BRIDGE, Gwen Bridge Consulting; ERICA T. ASINAS, Climate Impacts Group, University of Washington; SONIA A. HALL, SAH Ecologia LLC

2018; IPBES 2019). And yet, to date many transboundary conservation initiatives have been settler-led, resulting in many such efforts now contending with how best to pivot toward models of more meaningful Indigenous engagement and leadership.

Such is the challenge facing the Cascadia Partner Forum, a collaborative effort to support landscape resilience to climate change along the Cascade Range in the transboundary region of Washington and British Columbia. The Cascades and surrounding lowlands are an area of high ecological importance for climate resilience: the north-south orientation and elevational relief of the Cascades—much of which is in relatively good ecological condition due to extensive lands not in private ownership—are expected to provide important latitudinal and elevational corridors for climate-driven

shifts in species ranges (Carroll et al. 2018), while also offering refugia from warming (Michalak et al. 2018). The forests of Cascadia support climate mitigation goals by sequestering and storing globally significant amounts of carbon (Buotte et al. 2020; Harris et al. 2021). However, intensifying human land use and accelerating climate impacts—including increasing wildfire, declining snowpack, and extreme heat events—are challenging the resilience of the landscape’s natural and human communities (May et al. 2018; Gifford et al. 2022).

In Cascadia, conservation and adaptation proceed as a patchwork of plans and actions within individual jurisdictions that act as islands in a sea of rapid landscape change.

A landscape-scale approach to conservation and climate adaptation in Cascadia is further challenged by the region’s subdivision among varied land ownerships, uses, tenures and jurisdictions. In addition to the international border between the US and Canada, the region is managed by a broad suite of federal, state, provincial, First Nation and Tribal governments as well as private and other entities (Figure 1). Conservation and adaptation proceed as a patchwork of plans and actions within individual jurisdictions that act as islands in a sea of rapid landscape change. This can lead to missed opportunities to connect and leverage actions to meet larger-scale goals, which is necessary for achieving climate resilience across the whole landscape.

The differing jurisdictional mandates and agendas across Cascadia also present a challenge to the recognized need for Indigenous-led conservation. In Canada, the federal government passed Bill C-15 and British Columbia passed the Declaration on the Rights of Indigenous Peoples Act (DRIPA). Both these efforts put into law the requirement to make legislation consistent with the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP; UN General Assembly 2017), commitments that are rapidly advancing Indigenous rights-based conservation. In British Columbia, the recent Declaration Act Action Plan further committed to creating a legally plural society (Government of British Columbia 2022). In the US, UNDRIP was endorsed in 2010, yet no binding legal commitments have been forthcoming. However, policy direction has recently been provided by the federal government, including the 2021 Memorandum on Indigenous Traditional Ecological Knowledge and Federal Decision Making (White House 2021) and the Joint Secretarial Order on Fulfilling the Trust Responsibility to Indian Tribes in the Stewardship of Federal Lands and Waters (USDOJ and USDA 2021). Various agencies have been following up with policy directives to guide implementation, such as the US National Park Service’s Policy Memorandum 22-03 (NPS 2022). There is thus a need to explore how the range of differing laws and policies across the Cascadia landscape could support and enable conservation governance structures centered around Indigenous Knowledge and leadership.

Blueprint for a Resilient Cascadia is a suite of strategies aimed at addressing the broad range of sociopolitical barriers to achieving ecological resilience at the landscape scale in Cascadia.

Here, we describe the Cascadia Partner Forum’s recently completed *Blueprint for a Resilient Cascadia*, a suite of strategies aimed at addressing the broad range of sociopolitical barriers to achieving ecological resilience at the landscape scale in Cascadia. We reflect on the collaborative process employed in its development, sharing the history of the effort and highlighting key challenges and lessons learned. We pay particular attention to the emergence of Indigenous leadership as an overarching goal of this initiative—and the challenges encountered in attempting to

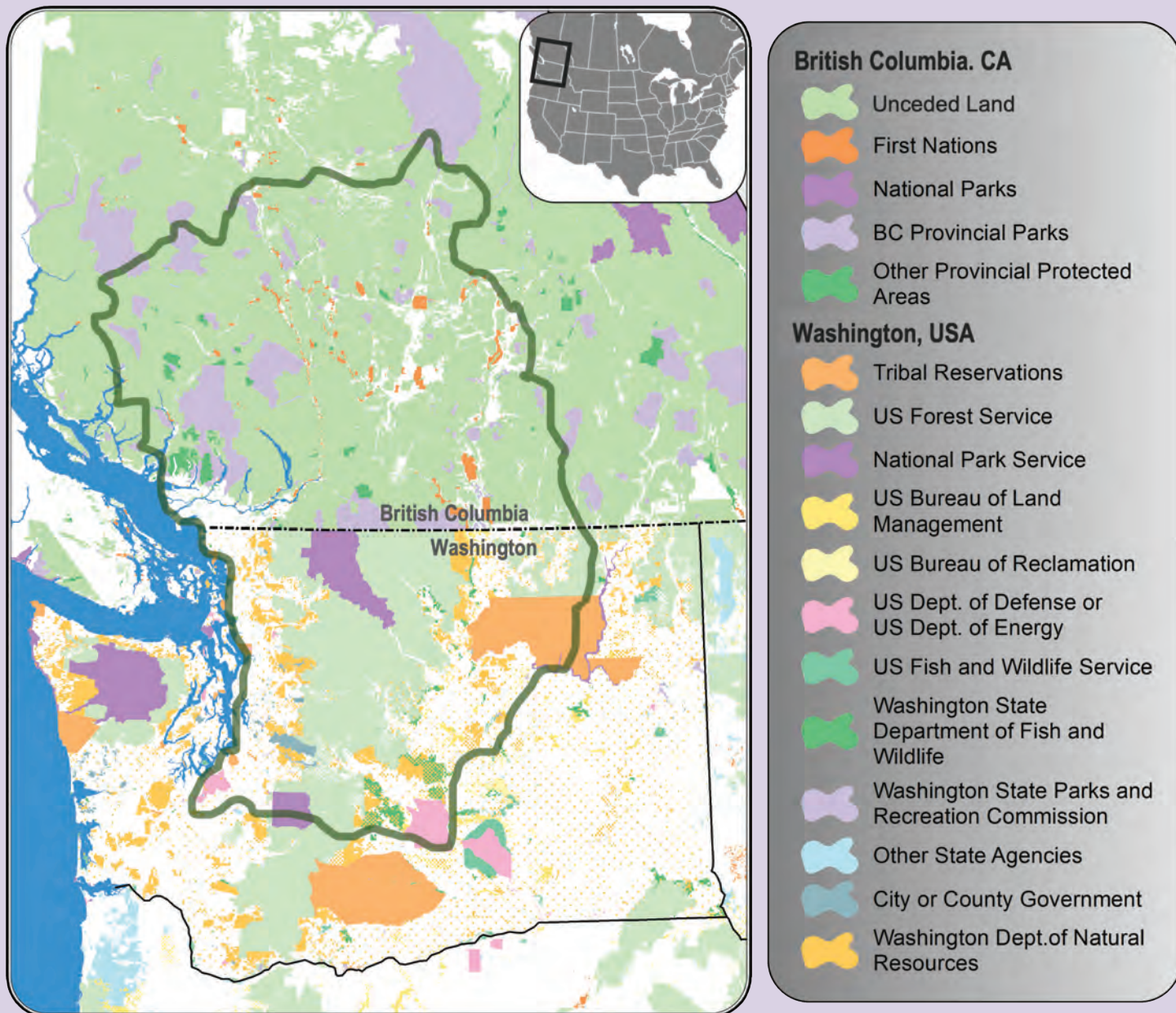


FIGURE 1. The Cascadia Region (outlined in green), defined by the Cascadia Partner Forum as a north-south corridor spanning the northern Cascade and southern Coast Ranges and surrounding lowlands on either side of the border of Washington state, United States, and British Columbia, Canada.

turn that intention into reality—in hopes that our experience can help inform similar efforts to elevate Indigenous leadership in transboundary conservation and adaptation.

CASCADIA AND THE CASCADIA PARTNER FORUM

The geography of “Cascadia” has been defined in multiple ways (e.g., Cold-Ravnkilde et al. 2004). The Cascadia Partner Forum defines it to include the Cascade Range in Washington state, United States, and the Coast Range in the province of British Columbia, Canada, from Mount Rainier in the south to the Squamish-Lillooet and western Thompson-Nicola Regional Districts in the north. It also extends into the lowlands both to the west (to the coast of Puget Sound and the Strait of Georgia) and to the east (including the portions of the Columbia Plateau in Washington and the Inland Plateau in British Columbia) (Figure 1).

The Cascadia Partner Forum (CPF) was established in 2012 by a group of scientists and practitioners participating in ongoing dialogue and assessment of the need and opportunities for conserving wildlife habitat connectivity across

jurisdictions (WWHCWG 2010). Recognizing the need for action at a scale that can address the impacts of climate change, the CPF “fosters a network of natural resource practitioners working with partner entities to build the adaptive capacity of the landscape and species living within it.” CPF has defined a shared vision for this landscape, focused attention on a set of shared conservation priority issues, and recognized that effective coordination at the scale necessary to address the challenges posed by climate change and its associated impacts in the region required the development of a climate adaptation strategy (<https://www.cascadiapartnerforum.org/what-we-do>).

In 2018, a core team within CPF (Figure 2) developed a theory of change that became the foundation for the climate adaptation strategy. The core team first articulated what ecological conditions are needed to achieve their shared vision of a Cascadia whose natural systems are resilient to the impacts of a changing climate. Achieving those ecological conditions at scale, however, requires that decision-makers across Cascadia plan, implement, monitor, and evaluate conservation actions in ways and at a scale sufficient to confer landscape-scale resilience to climate change. The team’s focus then shifted from ecological characteristics to the sociopolitical enabling conditions—capacity, authority, motivation, coordination, and funding—that would allow decision-makers to scale up and leverage their efforts to achieve impact at the scale of the whole region (Figure 3).

The core team also recognized that, in order to fully implement a climate adaptation strategy, the *process* of developing the strategy focused around sociopolitical enabling conditions would be as important as the product.

FIGURE 2. The strategy core team. An early meeting of members of the core team that led development of the *Blueprint for a Resilient Cascadia*. Held at Peace Arch Park, at the US-Canada border, the location allowed team members from both Washington and British Columbia to meet without having to cross the border. The core team included representatives from federal, state and provincial governments; inter-Tribal organizations; universities; and non-governmental organizations (NGOs).



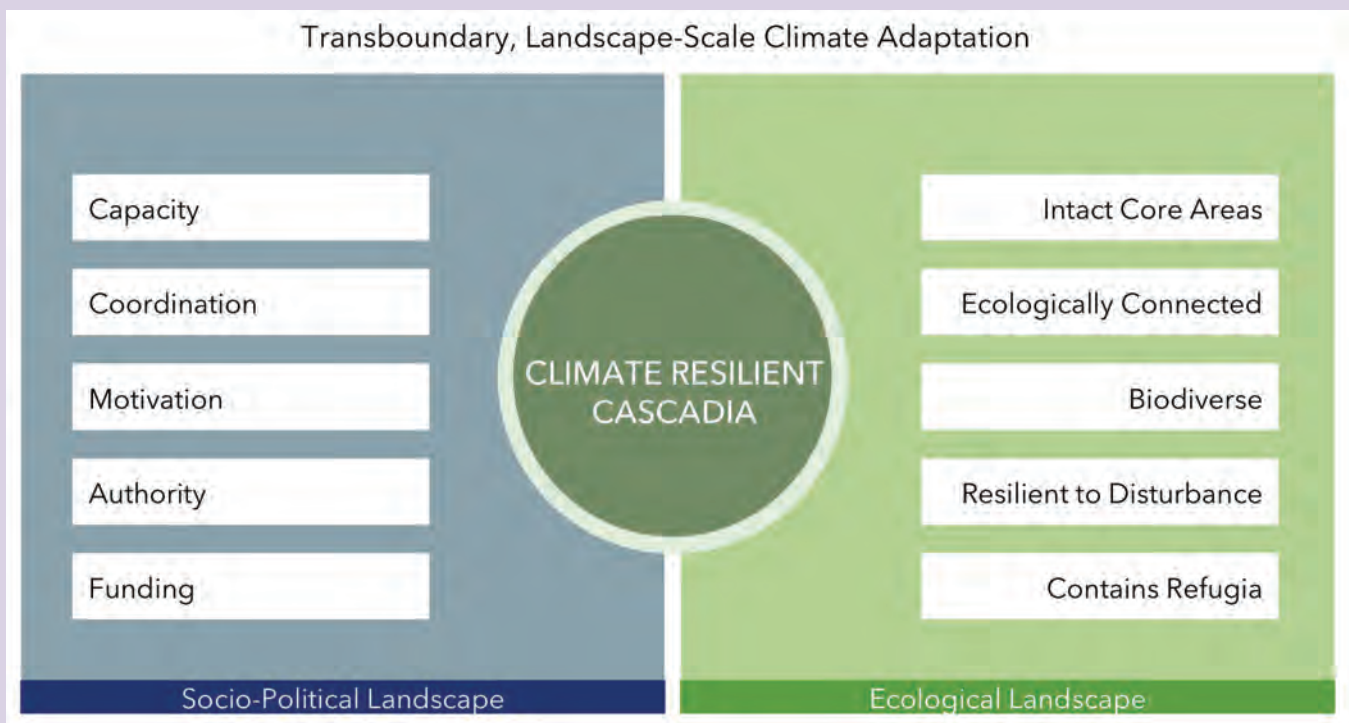


FIGURE 3. Conditions required for a resilient Cascadia. Climate resilience is often defined in terms of ecological conditions of the landscape (right). Yet achieving transboundary, large-landscape resilience across Cascadia depends on a suite of socio-political enabling conditions (left). The *Blueprint for a Resilient Cascadia* is meant to support and empower the many regional partners working to achieve ecological resilience by addressing the sociopolitical barriers that so often prevent effective management toward ecological resilience.

In 2019, CPF hosted a series of workshops around the region to engage with a wide array of local, state, provincial, federal, Tribal, and First Nation government entities; non-profit organizations; and others around the idea of a shared, regional climate adaptation strategy for Cascadia’s ecosystems. Seventy-five people participated in the workshops (four in-person and one virtual), sharing their perspectives on priorities, challenges, and opportunities for conserving and improving resilience to a changing climate across the region.

The input received during these workshops suggested strong potential for collaborative conservation across Cascadia. In addition, a series of relevant considerations emerged, including the need to:

- Connect to potential partners via shared conservation priorities;
- Address policy and governance;
- Articulate clearly the focus on resilience of natural systems;
- Establish clear expectations and options for participation; and
- Obtain resources and guidance to effectively engage with Tribes and First Nations and support their time and capacity for engagement.

To help realize this potential for collaborative conservation, the core team convened regional conservation stakeholders to co-produce a climate adaptation strategy for addressing key sociopolitical barriers to landscape resilience at the scale of Cascadia.

CO-PRODUCING THE BLUEPRINT FOR A RESILIENT CASCADIA

CPF’s core team designed a co-production process that ultimately engaged approximately 48 individuals in the collaborative development of its adaptation strategy (Nel et al. 2016), which was released in 2022 as the *Blueprint for a Resilient Cascadia* (hereafter, “Blueprint”; CPF 2022). Partners represented a wide range of federal, state, and provincial government agencies and ministries; Tribes and First Nations; non-governmental organizations; and other entities involved in conservation and adaptation decision-making (for a full list of participants and affiliations,

see CPF 2022). Through a series of interactive workshops guided by a neutral, third-party facilitator, participants collaboratively identified key strategies and supporting actions for promoting the sociopolitical enabling conditions for supporting the resilience of Cascadia’s natural systems. Throughout, updates on *Blueprint* progress and opportunities for input were provided to a larger audience of CPF members through interactive, quarterly webinars.

Three working groups approached development of the *Blueprint* from complementary angles. One group considered the sociopolitical enabling conditions as structural factors affecting the whole landscape, while the other two groups viewed them through the needs of two priority conservation targets: salmonids and carnivores (Figure 4).

INDIGENOUS ENGAGEMENT

Indigenous Peoples are increasingly recognized as required partners for successful conservation, their leadership critical to reaching conservation goals as well as for jurisdictional, legal, and moral reasons. Within the Cascadia geography, conservation initiatives must therefore recognize Tribes and First Nations as important partners and jurisdictional players, recognizing Treaty obligations in the US and Indigenous rights protection in Canada. In addition, new federal and provincial initiatives to improve recognition and implementation of Indigenous rights on Usual and Accustomed Areas in the US and Traditional Territories in Canada (defined more clearly through the legislative requirements of Bill C-15 in Canada (Bill C-15 2021) and DRIPA in British Columbia), help to define obligations to recognize Indigenous Rights as part of conservation initiatives.

The importance of Indigenous inclusion extends from a question of social justice to an understanding that Indigenous Ecological Knowledge and the rights of Indigenous Peoples are critically important to achieving climate and biodiversity goals (IPBES 2019). Indigenous Peoples manage or have rights over a quarter of the world’s land surface, overlapping with 40% of terrestrial protected areas and at least 36% of intact forest landscapes (Garnett et al. 2018; Fa et al. 2020). Recognizing this, the 2021 Marseille Manifesto of the International Union for Conservation of Nature’s World Conservation Congress declares that “the rights of Indigenous peoples and local communities

FIGURE 4. The core team convened three working groups as part of a combined top-down and bottom-up approach to developing the *Blueprint*. One group considered the sociopolitical enabling conditions as structural conditions affecting the whole landscape (i.e., “top-down”; center photo). The other two groups viewed them through the needs of two example priority conservation targets: carnivores and salmonids (i.e., “bottom-up”; left and right photos, respectively).



DV.CAM.GUY, CREATIVE COMMONS ATTRIBUTION 3.0

JEFF HOLLETT, PUBLIC DOMAIN MARK 1.0

KATRINA LIEBICH/USFWS, CC BY 2.0

underpin their central role in conservation, as leaders and custodians of biodiversity,” and calls upon the recognition of Indigenous governance and leadership as a critical mechanism required to achieve conservation goals (IUCN 2021).

Since its establishment, CPF has to varying degrees sought engagement with Indigenous Peoples in Canada and the US, but earlier levels of engagement had been insufficient for ensuring comprehensive consideration of Indigenous perspectives in development of the *Blueprint*. As the core team established foundational principles to guide the *Blueprint* co-development process, Indigenous engagement became an important focus. The core team engaged an Indigenous consultant familiar with Indigenous perspectives on both sides of the border to join the core team and develop specific principles to guide the team’s work, drawing from the efforts of other Indigenous practitioners and scholars (e.g., Kirkness and Barnhardt 1991; Montgomery and Blanchard 2021). These deepening relationships have been critical in defining the purpose and approach to developing the *Blueprint* and its implementation. This consolidated set of experiences, knowledge, and relationships helped fuel a commitment to find ways to improve equity and justice for Indigenous Peoples, respect Indigenous Knowledge, and form respectful, responsive relationships built through collaborative teams (Trisos et al. 2021).

Deepening relationships have been critical in defining the purpose and approach to developing the *Blueprint* and its implementation.

The core team adopted the following foundational principles, modified from Kirkness and Barhhardt (1991) and Montgomery and Blanchard (2021), for its engagement with Indigenous governments, organizations, and community members:

- **Responsibility** We are responsible for the content and character of our relationships and we honor and meet our commitments.
- **Reciprocity** We ensure that we are always bringing value to Indigenous Peoples.
- **Relevance** We continuously work on building collective relevance. Our work will be considered in relation to Indigenous priorities as well as our own.
- **Relationality** We commit long term to the development of mutually beneficial relationships.
- **Resources** We recognize and support that funding may be required to engage with Indigenous Peoples from Tribes and First Nations.

The consultant continued to guide the core team’s efforts to engage Indigenous people throughout the co-production of the *Blueprint*, overseeing the process and continuing to reach out to Indigenous Peoples and refine approaches to the nuances of building these relationships. This work has been approached through an Ethical Space framework (Ermine 2007; Alberta Energy Regulator 2017), which describes the responsibilities of both Indigenous and non-Indigenous partners to bring forward that which is important to be understood in order to resolve conflict. These elements include considerations of both Western and Indigenous components of agreements: the process of coming to agreement, the structure of the agreement, and the content of the agreement.

KEY STRATEGIES FOR A RESILIENT CASCADIA

The *Blueprint* describes six strategies identified by the working groups to address the primary sociopolitical barriers to transboundary, large-landscape resilience for Cascadia’s natural systems (CPF 2022).

STRATEGY 1: Establish a formal governance structure to facilitate strategic and coordinated large-landscape resilience across political boundaries. Achieving at-scale climate resilience will require a formal governance structure to ensure equitable and effective decision-making, resource-sharing and cooperative management across the Cascadia region.

STRATEGY 2: Center Indigenous leadership, sovereignty and values in all aspects of transboundary, large-landscape climate resilience efforts to promote reconciliation and long-term success. Efforts to implement all the other

strategies in the *Blueprint* must honor the rights of Tribes and First Nations to self-govern, both within and outside of treaty frameworks, by supporting the removal of restrictive processes for engagement and promoting Indigenous land use management.

STRATEGY 3: Mainstream transboundary connectivity conservation and climate adaptation into existing decision-making structures to ensure implementation. Achieving resilience at scale will also require that the full range of decision-making entities within Cascadia adopt shared climate resilience goals and operationalize these within their own management and planning processes.

STRATEGY 4: Conduct joint assessment, monitoring and evaluation of transboundary large-landscape climate resilience to support coordinated adaptive management towards socio-ecological goals. Transboundary assessments would enable joint actions and a consensus-based approach to understanding landscape-level climate risks and shifting ecological conditions.

STRATEGY 5: Invest in the relationship-building required to build the social capital, political commitment and public support for transboundary large-landscape climate resilience. Concerted, collaborative action will be a critical component of building an equitable and inclusive approach to resilience at multiple scales. Strong relationships and trust among collaborators is therefore foundational to all other strategies.

STRATEGY 6: Establish a sustainable funding model to support the strategic coordination, planning, implementation and monitoring of timely transboundary climate resilience efforts at scale. A sustainable funding model will require a diverse combination of public and private funding streams, strategically managed towards streamlined, multi-benefit investments and equitable outcomes, and must support both on-the-ground activities and continued adaptive planning, implementation and monitoring.

The working groups also identified a broad suite of actions to support implementation of these strategies, by refining a list of potential actions compiled through a literature review of large-landscape and transboundary conservation and climate adaptation efforts, complemented by interviews with key informants (CPF 2022). In addition, the *Blueprint* details barriers to large-landscape resilience that could be addressed by successful implementation of each strategy, and describes the relevance of each strategy to salmonids and carnivores, along with additional supporting actions specific to each. The *Blueprint* is complemented by a searchable online library of supporting actions and considerations (see <https://www.cascadiapartnerforum.org/searchable-tool>).

A key outcome of the *Blueprint's* co-development was identification of the need to center Indigenous leadership, sovereignty, and values.

With the completion, publication, and dissemination of the *Blueprint* (shared via a report (CPF 2022), website, online adaptation action tool, and webinar), the commitment of the working group participants was complete and the role of the core team came to an end. It was replaced by a new steering committee made up of several participants who expressed an interest in seeing the *Blueprint* through to implementation, along with a few additional representatives from the CPF.

MOVING TOWARD INDIGENOUS LEADERSHIP

A key outcome of the *Blueprint's* co-development was identification of the need to center Indigenous leadership, sovereignty, and values in Cascadia resilience efforts (Strategy 2). This represented a transformational shift from “Indigenous engagement” to “Indigenous leadership,” and with this shift came recognition that all other *Blueprint* strategies must orient to support and take guidance from this umbrella strategy. To facilitate this shift toward Indigenous leadership, Indigenous consultants in British Columbia, as well as members of the Affiliated Tribes of Northwest Indians’ (ATNI’s) Climate Resilience Program in Washington state, were invited to join the *Blueprint* steering committee—with an offer of funding. This has resulted in Indigenous representatives comprising one-third of the steering committee, providing initial capacity to chart a path forward for identifying and articulating alignment

with Indigenous Peoples' priorities. Boosting Indigenous representation is also helping create the relationships needed to let Tribes and First Nations take the lead in grant writing, provision of information, and communication with the broader consortium of Tribes and First Nations. All of this begins to meet the commitment to center Indigenous leadership.

The move toward Indigenous leadership has been challenged by the omnipresent reality of limited capacity for participation—capacity that has been spread ever thinner with increasing requests from governments and other organizations across both the US and Canada seeking to be better informed and more considerate of Indigenous perspectives. Indeed, Indigenous leadership of conservation and climate initiatives remains sorely underfunded, with Indigenous-led projects receiving only 17% of funding to support conservation of Indigenous lands and less than 1% of climate funding intended to limit deforestation (Rainforest Foundation Norway 2021, 2022). The *Blueprint* implementation steering committee is working to shift financial control of project funding toward its Indigenous partners by supporting Indigenous-led grant proposals, partnering with Indigenous organizations with the capacity to co-design and lead such work, and expanding its commitment to Indigenous consultants engaged in facilitating and coordinating Indigenous conservation work. Initial steps have included providing funding to support the participation of representatives from ATNI's Climate Resilience Program on the implementation steering committee and supporting an ATNI-led America the Beautiful Challenge proposal to fund *Blueprint* actions that address the needs of salmon—a priority for ATNI member Tribes—and to hire staff within ATNI to build relationships and engage member Tribes directly in the *Blueprint* implementation process.

There is an ongoing need to develop deeper understanding of Indigenous perspectives, laws, obligations, and responsibilities, and how these could and should influence transboundary conservation and adaptation. This includes a need for deeper understanding of and respect for Indigenous Knowledge.

Even as CPF works to advance Indigenous leadership, there remains an ongoing need of its non-Indigenous partners to develop deeper understanding of Indigenous perspectives, laws, obligations, and responsibilities (Littlechild and Sutherland 2021), and how these could and should influence transboundary conservation and adaptation. This includes a need for deeper understanding of and respect for Indigenous Knowledge (Berkes et al. 2000), with considerations of its ecological, legal, and governance components (Hibbard et al. 2008; Porter et al. 2017; Asch et al. 2018). Another need for understanding revolves around jurisdictional boundaries and legal pluralism that recognizes Indigenous rights and authorities over lands and waters. For example, the government of British Columbia has recently recognized that multiple legal orders exist within the province, including Indigenous laws and legal orders with distinct roles, responsibilities, and authorities (Government of British Columbia 2022). And yet, many government agencies and ministries remain far from being practically beholden to Indigenous law and legal pluralism, and still contend mainly with decisions within their boundaries (e.g., Nadeau 2022). CPF must continue to reflect on the limitations inherent in Western decision-making structures that prevent full consideration of Indigenous Knowledge and laws in transboundary conservation and adaptation, and the ramifications for *Blueprint* implementation.

This critical work can benefit from the growing number of models and resources available for those seeking to unsettle conservation (e.g., Hessami et al. 2020; Buschman 2022; Jacobs et al. 2022) and climate adaptation (Whyte 2013; Irlbacher-Fox and MacNeill 2020) as well as from the direct guidance and leadership of CPF's own Indigenous partners. The shift to centering Indigenous leadership is predicated on an acknowledgment that Indigenous partner organizations must lead with developing their own approaches to how the steering committee and other CPF partners can support Indigenous priorities. Yet we recognize that much still remains to be done to develop the necessary relationships and to identify and catalyze opportunities to have Indigenous organizations define how transboundary conservation and climate adaptation can be mutually beneficial. CPF must therefore continue investing in its Indigenous partners—including ATNI, consultants, and other Indigenous *Blueprint* participants—to better support Tribal and First Nations' priorities in promoting the resilience of Cascadia's shared natural systems.

CONCLUSION

The *Blueprint for a Resilient Cascadia* is part of a growing number of transboundary conservation initiatives focused on promoting the resilience of natural and human communities in a time of rapid change. Though its co-development process resulted in a transformational shift from a goal of “Indigenous engagement” to one of “centering Indigenous leadership,” the latter remains aspirational as the *Blueprint* moves from planning to implementation. While no readily available blueprint exists to guide this vital transformation, a commitment among Indigenous and non-Indigenous partners to work together in ethical space offers a foundation for moving forward. The Cascadia Partner Forum is thus working to provide a space for leadership by Tribes and First Nations so that their priorities, values, and relationships—including Indigenous approaches to inter-nation protocols and collaborative governance—guide implementation, while concurrently working to support the capacity required. It is likely that other emerging transboundary conservation initiatives striving to center Indigenous leadership are facing similar challenges. We hope our reflections on the *Blueprint’s* process, outcomes, and current move toward implementation can help inform similar efforts.

ACKNOWLEDGMENTS

We extend our deepest appreciation to all participants who contributed to the development of the *Blueprint for a Resilient Cascadia* (a full list of participants is provided in the *Blueprint*; CPF 2022), and the members of the core team who designed and oversaw the *Blueprint* development process.

REFERENCES

- Alberta Energy Regulator. 2017. *Voices of Understanding—Looking through the Window*. Second printing. Calgary: Alberta Energy Regulator. https://static.aer.ca/prd/documents/about-us/VoiceOfUnderstanding_Report.pdf
- Asch, J., K. Broadhead, G. Lloyd-Smith, and S. Owen. 2018. *Secwepemc Lands and Resources Law Research Project*. Victoria: Indigenous Law Research Unit.
- Bill C-15. 2021. United Nations Declaration on the Rights of Indigenous Peoples Act. <https://parl.ca/DocumentViewer/en/43-2/bill/C-15/royal-assent>
- Berkes, F., J. Colding, and C. Folke. 2000. Rediscovery of traditional ecological knowledge as adaptive management. *Ecological Applications* 10(5): 1251–1262.
- Buotte, P.C., B.E. Law, W.J. Ripple, and L.T. Berner. 2020. Carbon sequestration and biodiversity co-benefits of preserving forests in the western United States. *Ecological Applications* 30(2): e02039.
- Buschman, V.Q. 2022. Framing co-productive conservation in partnership with Arctic Indigenous peoples. *Conservation Biology* 36(6): e13972.
- Canadian Parks Council. 2016. Pathway to Canada Target 1 [online]. <https://www.conservation2020canada.ca/home/>
- Carroll, C., S.A. Parks, S.Z. Dobrowski, and D.R. Roberts. 2018. Climatic, topographic, and anthropogenic factors determine connectivity between current and future climate analogs in North America. *Global Change Biology* 24(11): 5318–5331.
- CPF [Cascadia Partner Forum]. 2022. *Blueprint for a Resilient Cascadia: A Transboundary Adaptation Plan for Our Shared Natural Systems*. A Product of the Cascadia Partner Forum and Its Collaborators across the Transboundary Region of Washington and British Columbia. Cascadia Partner Forum. <https://www.cascadiapartnerforum.org/blueprint-for-a-resilient-cascadia>
- Cold-Ravnskilde, S.M., J. Singh, and R.G. Lee. 2004. Cascadia: The (Re)construction of a bi-national space and its residents. *Journal of Borderlands Studies* 19(1): 59–77. <https://doi.org/10.1080/08865655.2004.9695617>

DRIPA [Declaration on the Rights of Indigenous Peoples Act]. 2019. SBC 2019, c 44.
<https://www.bclaws.gov.bc.ca/civix/document/id/complete/statreg/19044>

Erg, B., C. Groves, M. McKinney, T.R. Michel, A. Phillips, M.L. Schoon, M. Vasilijevic, and K. Zunckel. 2015. *Transboundary Conservation: A Systematic and Integrated Approach*. Best Practice Protected Area Guidelines Series no. 23. Gland, Switzerland: International Union for Conservation of Nature.

Ermine, W. 2007. The ethical space of engagement. *Indigenous Law Journal* 6(1): 193–204.

Fa, J.E., J.E. Watson, I. Leiper, P. Potapov, T.D. Evans, N.D. Burgess, Z. Molnár, Á. Fernández-Llamazares, T. Duncan, S. Wang, and B.J. Austin. 2020. Importance of Indigenous Peoples' lands for the conservation of intact forest landscapes. *Frontiers in Ecology and the Environment* 18(3): 135–140.

Garnett, S.T., N.D. Burgess, J.E. Fa, Á. Fernández-Llamazares, Z. Molnár, C.J. Robinson, J.E. Watson, K.K. Zander, B. Austin, E.S. Brondizio, and N.F. Collier. 2018. A spatial overview of the global importance of Indigenous lands for conservation. *Nature Sustainability* 1(7): 369–374.

Gifford, R., C. Brown, C. Baron, D. Clement, N. Melnychuk, H. Nelson, L. Sales, and D. Spittlehouse. 2022. *British Columbia Chapter in Canada in a Changing Climate: Regional Perspectives Report*. F.J. Warren, N. Lulham and D.S. Lemmen, eds. Ottawa: Government of Canada, Ottawa.

Government of British Columbia. 2022. *Declaration on the Rights of Indigenous Peoples Act Action Plan, 2022–2027*.
<https://www2.gov.bc.ca/assets/gov/government/ministries-organizations/ministries/indigenous-rel>

Harris, N.L., D.A. Gibbs, A. Baccini, R.A. Birdsey, S. De Bruin, M. Farina, L. Fatoyinbo, M.C. Hansen, M. Herold, R.A. Houghton, and P.V. Potapov. 2021. Global maps of twenty-first century forest carbon fluxes. *Nature Climate Change* 11(3): 234–240.

Hessami, M.A., E. Bowles, J.N. Popp, and A.T. Ford. 2020. Indigenizing the North American model of wildlife conservation. *FACETS*. 6(1): 1285–1306. <https://doi.org/10.1139/facets-2020-0088>

Hibbard, M., M.B. Lane, and K. Rasmussen. 2008. The split personality of planning: Indigenous Peoples and planning for land and resource management. *Journal of Planning Literature* 23(2): 136–151.

IPBES [Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services]. 2019. *Summary for Policymakers of the Global Assessment Report on Biodiversity and Ecosystem Services*. S. Díaz, J. Settele, E.S. Brondizio, H.T. Ngo, M. Guèze, J. Agard, A. Arneth, P. Balvanera, K.A. Brauman, S.H.M. Butchart, K.M.A. Chan, L.A. Garibaldi, K. Ichii, J. Liu, S.M. Subramanian, G.F. Midgley, P. Miloslavich, Z. Molnár, D. Obura, A. Pfaff, S. Polasky, A. Purvis, J. Razzaque, B. Reyers, R. Roy Chowdhury, Y.J. Shin, I.J. Visseren-Hamakers, K.J. Willis, and C.N. Zayas, eds. Bonn: IPBES Secretariat. <https://ipbes.net/global-assessment>

IPCC [Intergovernmental Panel on Climate Change]. 2019. *Climate Change and Land: An IPCC Special Report on Climate Change, Desertification, Land Degradation, Sustainable Land Management, Food Security, and Greenhouse Gas Fluxes in Terrestrial Ecosystems*. P.R. Shukla, J. Skea, E. Calvo Buendia, V. Masson-Delmotte, H.-O. Pörtner, D.C. Roberts, P. Zhai, R. Slade, S. Connors, R. van Diemen, M. Ferrat, E. Haughey, S. Luz, S. Neogi, M. Pathak, J. Petzold, J. Portugal Pereira, P. Vyas, E. Huntley, K. Kissick, M. Belkacemi, J. Malley, eds. Geneva: IPCC. <https://www.ipcc.ch/srcl/>

Irlbacher-Fox, S., and R. MacNeill. 2020. Indigenous governance is an adaptive climate change strategy. *The Northern Review* 49: 271–275.

IUCN [International Union for Conservation of Nature]. 2021. *The Marseille Manifesto*. Product of the IUCN World Conservation Congress, Marseille, France. <https://www.iucncongress2020.org/programme/marseille-manifesto>

- Jacobs, L.A., C.B. Avery, R. Salonen, R. and K.D. Champagne. 2022. Unsettling marine conservation: Disrupting manifest destiny-based conservation practices through the operationalization of Indigenous value systems. *Parks Stewardship Forum* 38(2): <https://doi.org/10.5070/P538257522>
- Kirkness, V.J., and R. Barnhardt. 1991. First Nations and higher education: The Four R's—Respect, Relevance, Reciprocity, Responsibility. *Journal of American Indian Education* 30(3): 1–15.
- Littlechild, D., and C. Sutherland. 2021. *Enacting and Operationalizing Ethical Space and Two-Eyed Seeing in Indigenous Protected and Conserved Areas and Crown Protected and Conserved Areas*. Guelph, ON: Conservation through Reconciliation Partnership. <https://conservation-reconciliation.ca/ethical-space-resources/enacting-and-operationalizing-ethical-space-in-ipc-as-and-crown-protected-and-conserved-areas>
- Liu, J., D.L. Yong, C.Y. Choi, C.Y. and L. Gibson. 2020. Transboundary frontiers: An emerging priority for biodiversity conservation. *Trends in Ecology & Evolution* 35(8): 679–690.
- May, C., C. Luce, J. Casola, M. Chang, J. Cuhacyan, M. Dalton, S. Lowe, G. Morishima, P. Mote, A. Petersen, G. Roesch-McNally, and E. York. 2018. Northwest. In *Impacts, Risks, and Adaptation in the United States: Fourth National Climate Assessment*, Volume II. D.R. Reidmiller, C.W. Avery, D.R. Easterling, K.E. Kunkel, K.L.M. Lewis, T.K. Maycock, and B.C. Stewart, eds. Washington, DC: US Global Change Research Program, 1036–1100. <https://doi.org/10.7930/NCA4.2018.CH24>
- Michalak, J.L., J.J. Lawler, D.R. Roberts, and C. Carroll. 2018. Distribution and protection of climatic refugia in North America. *Conservation Biology* 32(6): 1414–1425.
- Montgomery, M., and P. Blanchard. 2021. Testing justice: New ways to address environmental inequalities. *The Solutions Journal* (blog). March 1. <https://thesolutionsjournal.com/2021/03/01/testing-justice-new-ways-to-address-environmental-inequalities/>
- Nadeau, M. 2022. Exploring Ethical Space for land use planning the Upper Columbia region of British Columbia. MRM Thesis, Simon Fraser University. <https://summit.sfu.ca/item/35117>
- Nel, J.L., D.J. Roux, A. Driver, L. Hill, A.C. Maherry, K. Snaddon, C.R. Petersen, L.B. Smith-Adao, H. Van Deventer, and B. Reyers. 2016. Knowledge co-production and boundary work to promote implementation of conservation plans. *Conservation Biology* 30(1): 176–188.
- NPS [US National Park Service]. 2022. *Fulfilling the National Park Service Trust Responsibility to Indian Tribes, Alaska Natives, and Native Hawaiians in the Stewardship of Federal Lands and Waters*. Washington, DC: NPS. https://www.nps.gov/subjects/policy/upload/PM_22-03.pdf
- Porter, L., H. Matunga, L. Viswanathan, L. Patrick, R. Walker, L. Sandercock, D. Moraes, J. Frantz, M. Thompson-Fawcett, R. Callum, and T. Jojola. 2017. Indigenous Planning: from Principles to Practice/A Revolutionary Pedagogy of/for Indigenous Planning/Settler-Indigenous Relationships as Liminal Spaces in Planning Education and Practice/Indigenist Planning/What is the Work of Non-Indigenous People in the Service of a Decolonizing Agenda?/Supporting Indigenous Planning in the City/Film as a Catalyst for Indigenous Community Development/Being Ourselves and Seeing Ourselves in the City: Enabling the Conceptual Space for Indigenous Urban Planning/Universities Can Empower the Next Generation of Architects, Planners, and Landscape Architects in Indigenous Design and Planning. *Planning Theory and Practice* 18(4): 639–666. <https://doi.org/10.1080/14649357.2017.1380961>
- Rainforest Foundation Norway. 2021. *Falling Short: Donor Funding for Indigenous Peoples and Local Communities to Secure Tenure Rights and Manage Forests in Tropical Countries (2011–2020)*. Oslo: Rainforest Foundation Norway. <https://www.regnskog.no/en/news/falling-short>

Rainforest Foundation Norway. 2022. *Funding with Purpose: A Study to Inform Donor Support for Indigenous and Local Community Rights, Climate, and Conservation*. Oslo: Rainforest Foundation Norway.
<https://rightsandresources.org/publication/funding-with-purpose/>

Trisos, C.H., J. Auerbach, and M. Katti. 2021. Decoloniality and anti-oppressive practices for a more ethical ecology. *Nature Ecology & Evolution* 5(9): 1205–1112. <https://doi.org/10.1038/s41559-021-01460-w>

UN [United Nations] General Assembly. 2007. United Nations Declaration on the Rights of Indigenous Peoples. <https://www.un.org/development/desa/indigenouspeoples/declaration-on-the-rights-of-indigenous-peoples.html>

UNEP-CBD [United Nations Environment Programme Conference of the Parties to the UN Convention on Biological Diversity]. 2022. CBD/COP/15/L.25/DEC/18. Kunming-Montreal Global Biodiversity Framework: Draft decision submitted by the President. <https://www.cbd.int/doc/c/e6d3/cd1d/daf663719a03902a9b116c34/cop-15-l-25-en.pdf> (accessed 23 December 2022)

USDO I [United States Department of Interior]. 2021. *Conserving and Restoring America the Beautiful. Preliminary Report to the National Climate Task Force*. Washington, DC: USDO I.
<https://www.doi.gov/sites/doi.gov/files/report-conserving-and-restoring-america-the-beautiful-2021.pdf>

USDO I and USDA [United States Department of the Interior and United States Department of Agriculture]. 2021. Joint Secretarial Order on Fulfilling the Trust Responsibility to Indian Tribes in the Stewardship of Federal Lands and Waters. <https://www.usda.gov/sites/default/files/documents/joint-so-3403-stewardship-tribal-nations.pdf>

White House. 2021. Memorandum on Indigenous Traditional Ecological Knowledge and Federal Decision Making. <https://www.whitehouse.gov/wp-content/uploads/2021/11/111521-OSTP-CEQ-ITEK-Memo.pdf>

Whyte, K.P. 2013. Justice forward: Tribes, climate adaptation and responsibility. *Climatic Change*, 120: 517–530.
<https://doi.org/10.1007/s10584-013-0743-2>

WWHCWG [Washington Wildlife Habitat Connectivity Working Group]. 2010. *Washington Connected Landscapes Project: Statewide Analysis*. Prepared by the WWHCWG. Olympia, WA: Washington Departments of Fish and Wildlife, and Transportation. <https://waconnected.org/statewide-analysis/>



This article is published in Volume 39, Number 1 of *Parks Stewardship Forum*, 2023.

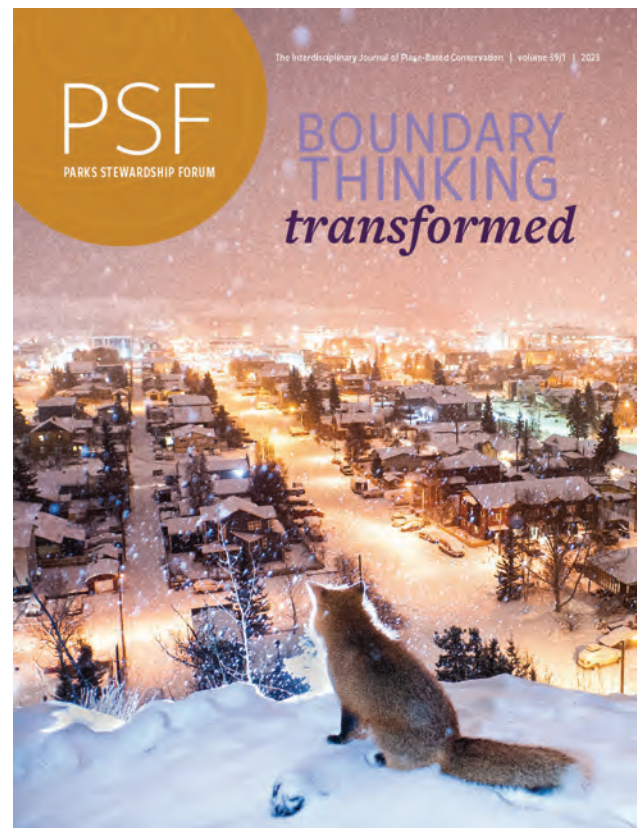
Parks Stewardship Forum explores innovative thinking and offers enduring perspectives on critical issues of place-based heritage management and stewardship. Interdisciplinary in nature, the journal gathers insights from all fields related to parks, protected/conserved areas, cultural sites, and other place-based forms of conservation. The scope of the journal is international. It is dedicated to the legacy of **George Meléndez Wright**, a graduate of the University of California, Berkeley, and pioneer in conservation of national parks.

Parks Stewardship Forum is published online at <https://escholarship.org/uc/psf> through **eScholarship**, an open-access publishing platform subsidized by the University of California and managed by the California Digital Library. Open-access publishing serves the missions of the Institute and GWS to share, freely and broadly, research and knowledge produced by and for those who manage parks, protected areas, and cultural sites throughout the world. A version of *Parks Stewardship Forum* designed for online reading is also available at <https://parks.berkeley.edu/psf>. For information about publishing in PSF, write to psf@georgewright.org.

Parks Stewardship Forum is distributed under a Creative Commons Attribution-NonCommercial 4.0 International License (CC BY-NC 4.0).

The journal continues *The George Wright Forum*, published 1981–2018 by the George Wright Society.

PSF is designed by Laurie Frasier • lauriefrasier.com



On the cover of this issue

A red fox on the clay cliffs above the city of Whitehorse, Yukon Territory.
PETER MATHER