

Cultural Plan an integral part of Master Plan for Cates Park/Whey-Ah-Wichen **2**



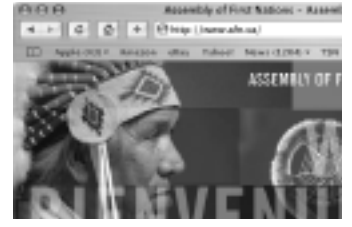
When development disturbed a significant shell midden located on Powell River's waterfront in 2002, it started a process that has led to an innovative OCP **4**



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Co-published by the First Nations Summit and the Union of BC Municipalities, C2C Connect features stories on First Nations and local governments working together.

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C2C connect

COMMUNITY to COMMUNITY



This digital rendering gives a glimpse of the cruise ship facility dream as a breathtaking reality

» Building a 30-Year Dream: The Campbell River Cruise Ship Port

Slated for use in the fall of 2007, a long-awaited cruise ship facility off the east coast of Vancouver Island has brought the City of Campbell River and the Campbell River Indian Band together to achieve a 30-year dream.

In 1999 the Band's Economic Development Officer approached the City to conduct a joint feasibility study to investigate bringing cruise ships and the accompanying tourism revenue into Campbell River. The partners developed a joint application for

federal funding from Human Resources and Social Development Canada and identified short- and long-term opportunities. The City and the Band continued to pursue the concept through the City of Campbell River's tourism arm to initially investigate pocket cruise ships. By 2001 pocket cruise ships were successfully docking at and utilizing existing dock facilities.

With this demonstrated success, a series of studies took place in an attempt to obtain provincial and federal funding for the

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“The development of a cruise ship port-of-call has been a dream of the community and First Nation for over 30 years...”

- City Manager, Doug Raines

Cruise Ship Terminal, cont'd from Page 1

reconstruction of existing docks and the construction of a brand new facility. According to City Manager, Doug Raines, a major challenge for the project has been convincing the governments to commit the millions required for the project. Raines adds, “The plan originally was to go forward using an existing ore dock, but negotiations with the mining company fell through, quadrupling the cost of the project.”

The project benefited from the Mayor’s knowledge of Western Economic Diversification (WED), a federal government department that works to promote the development and diversification of the economy of Western Canada primarily through the delivery of grant and contribution programs. It also benefited from former Chief Aubrey Roberts and current Chief Robert Pollard’s political and government contacts. As a result, the project received support and funding from WED, Indian and Northern Affairs Canada and the provincial government.

Advice to other communities interested in partnering on a joint venture like this one would be to understand the potential opportunities created by the project and to know the key players at the senior levels of government and industry. It is also essential to have as much political support as possible.

“The development of a cruise ship port-of-call has been a dream of the community and First Nation for over 30 years,” states Raines.

Concerns regarding currents and docking conditions in Seymour Narrows resulted in testing to provide cruise lines with assurance for navigating the water. “The Band conducted current modeling and in-water testing to verify that the currents would not be an issue,” states Jodee Dick, Campbell River Indian Band Economic Development Officer. “We invited all the cruise lines up to Campbell River.... The meeting went very well and we are very positive we will have bookings for 2007.”

Raines agrees. “Once it is constructed, it will be fully operational and safe for cruise ship use. As the expression from the movies goes, ‘Build it and they will come.’”

connect : campbellriver.ca

Unanimous Support

Opportunity was disguised as conflict when development disturbed a significant archaeological area in Cates Park/Whey-Ah-Wichen. As a result, discussions began between the District of North Vancouver (DNV) and the Tsleil-Waututh First Nation (TWN), prompting the two Councils to sign a Cultural Protocol Agreement in 2001. The Agreement outlined a Master Plan for Cates Park/Whey-Ah-Wichen, naming its implementation as a joint action item.

“The Cultural Protocol Agreement being signed off... created a huge intention and goodwill between the two Councils,” states Susan Rogers, DNV Section Manager of Parks Planning, Construction and Environment. “This really gave the TWN a voice at the municipal level.”

A Steering Committee comprised of an equal number of DNV staff and Council, and TWN planners, elders and Council members incorporated a cultural plan into the Master Plan. “It is important to realize that TWN interests are in the land,” says TWN Chief Leah George-Wilson. “We have been here since time immemorial and have strong connections to this land and water... it was important for the DNV to realize this, and they did.”

The Steering Committee jointly hired consultants, reviewed all materials, and used consensus building to sort out priorities. “In the beginning, we all had our own ways of working,” states Rogers. “We really had to understand each other’s interests. Ours are operational and the TWN’s are to ensure sensitive sites are respected.” Both Parties showed a great deal of goodwill to set past hurts aside and move forward into a new paradigm. “The TWN story is important to tell and must be told by the TWN,” expresses Chief George-Wilson.

The team diligently worked through issues resulting in the Cates Park/Whey-Ah-Wichen Master Plan and Cultural Resource Interpretive Management Plan within one year. “Meetings alternated in each other’s territory,” states Rogers. “We made an effort to ensure that all groups were involved and spread the meetings around.” The DNV staff and the TWN co-presented the final Master Plan to DNV Council on June 12th, 2006.

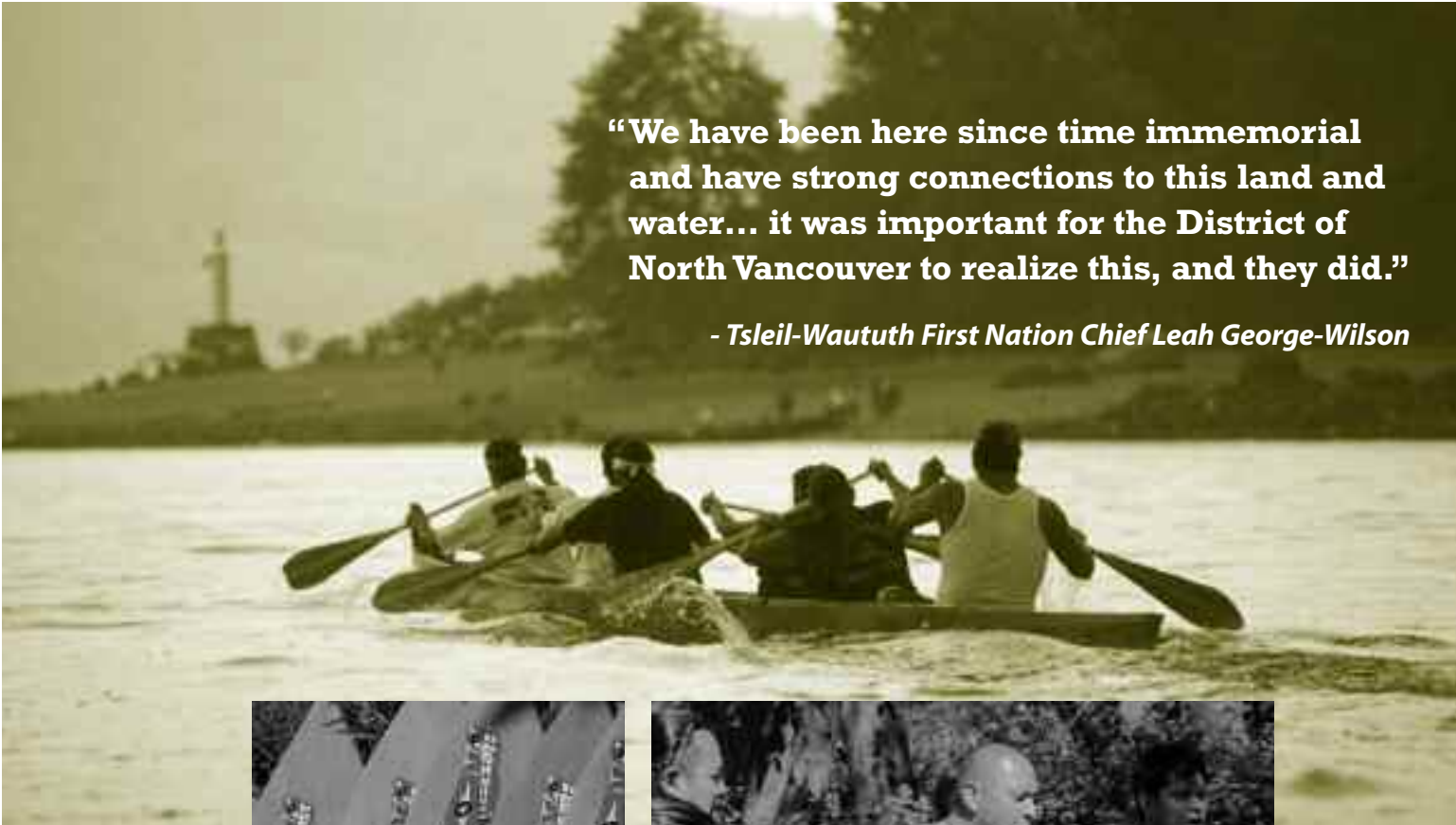
Success came with some challenges. “Timeline expectations aren’t always the same, not everyone has e-mail, and documents needed to be reviewed with TWN elders...,” says Evan Stewart of the TWN Treaty, Lands and Resource Department. “We worked with it, learned to take the time. As a result, the quality of work done was exceptional.” He later added, “the Council supported the plan unanimously, which is unheard of.”

Since the Protocol Agreement, TWN member Michael George comments, “People feel more at home in the territory, feeling

for Cates Park/Whey-Ah-Wichen Master Plan

“We have been here since time immemorial and have strong connections to this land and water... it was important for the District of North Vancouver to realize this, and they did.”

- Tsleil-Waututh First Nation Chief Leah George-Wilson



more responsible for what is happening and willing to report on things they observe happening in the environment.”

This partnership will guide the restoration of the park, which will include a First Nation feast house, new waterfront trails, a playground and other renovated facilities. The TWN and DNV continue to have joint Council meetings whenever possible and the Steering Committee transitioned to an Implementation Committee, working to raise funds for the traditional feast house structure within the park.

“When you have political will and support, things will happen,” states Stewart. “Once the relationship and expertise is around the table, it makes the reality successful.”

“Whey-Ah-Wichen/Cates Park is an example of what can be done... an example of what can happen when enough time



Whey-Ah-Wichen is the Tsleil-Waututh name for Cates Park meaning ‘faces the wind’. It is an important ancestral site for food gathering and hunting for the Tsleil-Waututh people. Paddles made by Tsleil-Waututh artisans whisk visitors away for stunning cultural journey through the ancestral home of the Tsleil-Waututh people.

and planning is given to a situation that will benefit both communities appreciation and interpretation of beauty, and respect to really bring out the history,” concluded District of North Vancouver Mayor Richard Walton.

**connect : burrardband.com
: www.district.north-van.bc.ca**

City of Powell River and Sliammon F

When development disturbed a significant shell midden located on Powell River's waterfront in 2002, the relationship between the Sliammon First Nation and the City demanded innovation. Acting as the catalyst for successful agreements between the two Parties, the discovery also welcomed a new decade of cooperation.

"[We needed to] begin by talking and being willing to discuss and listen to the other side," states City Councillor Sandi Tremblay, "...to be sincere in wanting a relationship and respectful in difference and values and culture."

This desire to work together resulted in the successful rewriting of the Powell River Official Community Plan (OCP), which combines Sliammon First Nation's values with more conventional community planning concepts. The Community Accord, signed in May of 2003, and a subsequent Protocol Agreement on Culture, Heritage

and Economic Development, signed in June of 2004, are the foundation for the productive relationship that led to success in the drafting of this innovative OCP.



Goodwill and mutual respect are key, but there is also vision in the mutual planning for a post-treaty environment. With Sliammon treaty settlement lands (TSL) lying within the Municipality, "it seemed natural when rewriting the OCP to harmonize the values of the Sliammon with that of the City of Powell River and the entire District," said Tremblay.



"If treaty is realized," says Steven Gallagher, the Intergovernmental Relations Coordinator for the Sliammon Treaty Society, "Sliammon will have ownership of TSL within the municipal boundaries with full jurisdiction. The OCP promotes coordinated land use planning and infrastructure development that will lead to service agreements for the identified TSL."

Community Profiles: City of Powell River and Sliammon First Nation

	City of Powell River	Sliammon First Nation
Legislative Authority	Local Government Act & Community Charter (provincial legislation)	Inherent right to Self Government as per the Constitution (1982) & Indian Act (federal legislation)
Elected Officials	7 Councillors and 1 Mayor	9 Councillors and 1 Chief
Elections	Every 3 years (Last election 2005) All local governments in BC hold elections on same day	Every 2 years (Last election September 2006) On-reserve polling/voting stations Off-reserve vote via mail in ballots
Total Land Area	41.3 square km	20 square km (reserve land)
Annual Budget	\$26 Million	\$4 Million (General Administration)
Number of Staff	207 (including part time)	80 full time staff (includes forestry operations, treaty office & Band administration)
Departments	Administration Building & Licencing Bylaw Enforcement Engineering Financial Services Fire & Emergency Services Human Resources Parks, Recreation & Culture Planning Public Works Transportation	Administration Fire Department Crown Land Referrals Fisheries & Salmon Enhancement Culture and Language Forestry Development Corporation GIS Education • Daycare • Preschool • K-12 • Post Secondary Elders Organization Taxation and Lands Treaty Society Village Maintenance Finance

First Nation Develop Innovative OCP

The City of Powell River initiated the OCP review in the spring of 2004. The Steering Committee was comprised of three members of Council and the Intergovernmental Coordinator for Sliammon First Nation, Steven Gallagher. This kind of close working relationship was key for Sliammon to provide the level of detail they desired in the OCP with regards to their culture, history and interests.

One way the OCP uniquely harmonizes Sliammon First Nation's cultural history and values is by providing, "...a snapshot for Sliammon place names within the territory...The Sliammon and municipal relations chapter in the OCP sets out a process for citizens and developers to understand how the City of Powell River and Sliammon will ensure that archaeological sites are protected," states Gallagher.

This kind of relationship provides a transparency for working together and moving forward. The Sliammon First Nation and City of Powell River are committed to meeting at least six times per year. According to both, meetings are key to information sharing and good communication.

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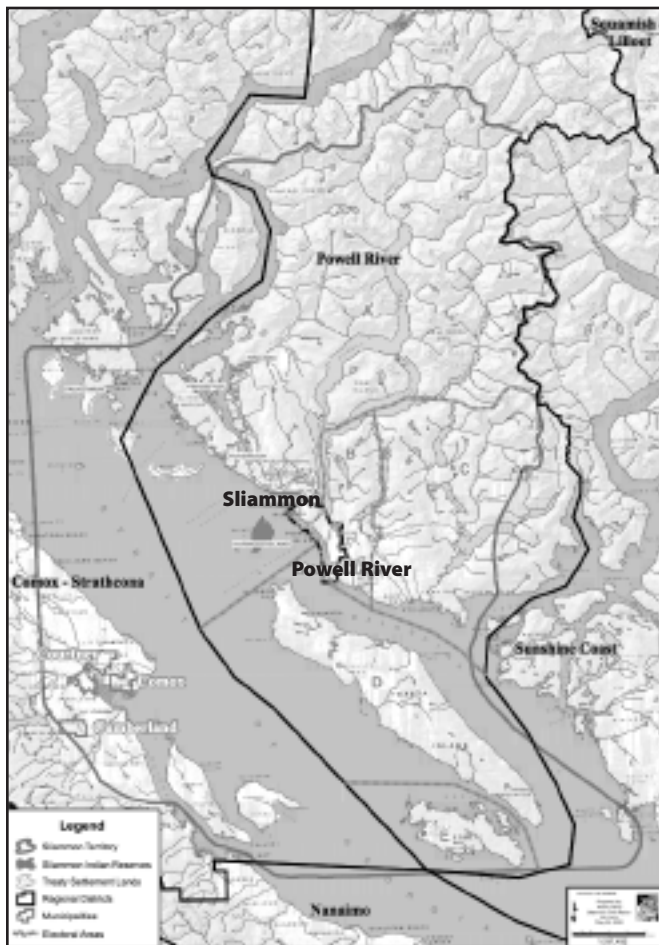
City Councillor Sandi Tremblay

"Relationships make protocols," stresses Gallagher. "Protocols do not make relationships. I do not believe there is a cookie cutter approach that First Nations and local governments can [use to] shape their vision for the future. It is difficult for First Nations to welcome local governments into the neighborhood if local governments don't recognize the traditional territory they are camped in."

Although coordination of different planning processes and timelines for the two communities could have presented a major challenge, the learning processes that took place in the overhaul of the OCP served to prepare Sliammon to move forward with their own planning. Sliammon is now undertaking their community planning process under the BC Treaty Commission's Intergovernmental Community Planning Pilot Project funded by the Real Estate Foundation and Indian and Northern Affairs Canada.

The project builds on the strong intergovernmental relationships developed between the Sliammon, the City, and the Regional District of Powell River. It is intended to facilitate the implementation of an eventual Sliammon treaty and coordination of First Nation, municipal and regional planning efforts.

Through this project, Sliammon has taken an innovative approach to planning by including the City of Powell River in various meetings and stages of their planning process thereby giving opportunities to coordinate their planning and to continue building their relationship. This experience will hopefully serve as a model and inspiration for establishing similar intergovernmental planning processes elsewhere in British Columbia.



connect : sliammontreaty.com
: powellriver.ca

First Nation and Local Government Resources

Regional First Nations Organizations

First Nations Summit (FNS)

» www.fns.bc.ca

Representing the interests of the majority of First Nations and Tribal Councils in BC, FNS provides crucial support and resources for treaty negotiation in an inclusive forum for sharing ideas and strategies that address treaty related issues and other issues of common concern.

Union of BC Indian Chiefs (UBCIC)

» www.ubcic.bc.ca

UBCIC supports the work of First Nations people at a community, national and international level in advocating for recognition of Aboriginal rights. UBCIC has been central in the creation of the Institute of Indigenous Government to train future indigenous leaders.

National First Nations Organizations

Assembly of First Nations (AFN)

» www.afn.ca

The AFN is an organization of First Nations government representatives of the status and treaty First Nations people in Canada. It provides advocacy in areas from aboriginal and treaty rights, to health, housing, social development, and other issues of common concern.

BC Assembly of First Nations (BCAFN)

» www.bcafn.ca

The BCAFN is the regional office for the AFN. It works to protect the interests of First Nations in BC, ensuring Aboriginal rights and title are recognized, accommodated and reconciled through government-to-government relationships.

BC First Nations Leadership Council

Comprised of the political executives of the First Nations Summit, Union of BC Indian Chiefs and the BC Assembly of First Nations, the Council works to develop strategies and actions to bring about changes to government policy that will benefit all First Nations in British Columbia.



Regional Municipal Government Organizations

Union of BC Municipalities (UBCM)

» www.civicnet.bc.ca

UBCM represents the interests of all municipalities and regional districts in BC. Through its Executive, which is composed of mayors, councillors and regional district directors from communities throughout the province, it develops policy on various issues, and works with both provincial and federal governments in an effort to improve upon current legislation, regulations and funding arrangements.

The Municipal Finance Authority of BC (MFA)

» www.mfa.bc.ca

The MFA is an independent organization directed by its membership of elected officials representing every regional district in BC. It is the central borrowing agency for the financing of capital requirements of regional districts and their member municipalities, regional hospital districts and other municipal bodies.

Municipal Insurance Association of BC (MIA)

» www.mia.bc.org

MIA is a non-profit insurance co-operative which pools the common risks of its membership for their mutual advantage. This self-insurance pool was formed in 1987 by UBCM and its membership is comprised of 144 local governments in BC.

Local Government Management Association (LGMA)

» www.lgma.ca

The Local Government Management Association of BC is a professional organization representing municipal and regional district managers, administrators, clerks, treasurers and other local government officials in BC. It is dedicated to promoting professional management and leadership excellence.

Planning Institute of BC (PIBC)

» www.pibc.bc.ca

PIBC is an association of professional planners in BC and the Yukon affiliated with the Canadian Institute of Planners (CIP).

Government/Other

Indian and Northern Affairs Canada (INAC)

» www.ainc-inac.gc.ca

INAC has primary responsibility for meeting the federal government's constitutional, treaty, political and legal responsibilities to First Nations, Inuit and Northerners. In partnership with First Nations, INAC is responsible for delivering services such as education, housing and social support programs on-reserve. First Nations administer 85 per cent of INAC program funds. INAC also negotiates and oversees implementation of land claims and self-government agreements on behalf of the federal government.

Ministry of Aboriginal Relations and Reconciliation (MARR)

» www.gov.bc.ca

The Ministry has the primary responsibility of developing new relationships with Aboriginal people founded upon reconciliation, recognition and respect. It negotiates treaties and other agreements with First Nations to create economic certainty over Crown land and resources, and to improve the lives of Aboriginal people.

BC Treaty Commission (BCTC)

» www.bctreaty.net

BCTC is an independent neutral body responsible for facilitating treaty negotiations amongst Canada, BC and First Nations. Its primary role is to oversee the negotiation process to ensure the parties are working effectively and to provide facilitation, funding, public information and education.

Ministry of Community Services (MCS)

» www.gov.bc.ca

The Ministry oversees the main legislative framework for municipal and regional local governments in British Columbia. It partners with agencies such as UBCM to develop the legislative framework for local governments, provide advice, deliver services and resolve issues of mutual interest to the province and local governments. The Ministry strives to facilitate constructive and harmonious relationships between the provincial government and local governments. It oversees the fiscal health of the local government system and provides both general purpose and targeted financial support for local governments.

Technical Organizations

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Your comments and story ideas are critical to our success.

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National Centre for First Nations Governance

» www.fngovernance.org

The National Centre for First Nations Governance develops programs and services that are culturally enriched and empowered by First Nations traditions, customs, laws and inherent governing powers. The Centre has a two-pronged mandate. First, it supports First Nations as they seek to implement their inherent rights of self-government and second, it assists First Nations in the further development of their day-to-day government operations.

First Nations Alliance 4 Land Management (FNA4LM)

» www.FNa4lm.ca

A member of the National Aboriginal Land Managers Association (NALMA), FNA4LM provides professional development services provincially

through workshops, newsletters, and other resources on land-use planning and land management to their members.

First Nations Finance Authority (FNFA)

» www.fnfa.ca

The FNFA is a non-profit finance authority that serves First Nations governments in an aim to establish a new fiscal relationship with Canada. It raises capital through bonds on behalf of its member First Nations to be used to build community infrastructure. This enables First Nations to finance their own community infrastructure by offering opportunities to outside investors.

First Nations Financial Management Board (FMB)

» www.fnfmb.com

The primary function of the FMB is to ensure that First Nations people, investors, the public, and governments can have confidence in the financial management of First Nation governments and ultimately in their broader systems of comptrollership.

Aboriginal Financial Officers Association of BC (AFOABC)

» www.afoabc.org

The Aboriginal Financial Officers of BC (AFOA BC) was established to represent the interests of those that work in the area of First Nation financial management and administration. Their mission is "to provide a united organization to represent Financial Officers, providing for the advancement of education, and the sharing of knowledge and information to assist our members in ensuring their communities sound financial management."