

Indigenous Relations Final Report

Prepared For: City of Port Moody

Prepared for: City of Port Moody
Prepared by: Four Our Future Indigenous Economics Ltd.
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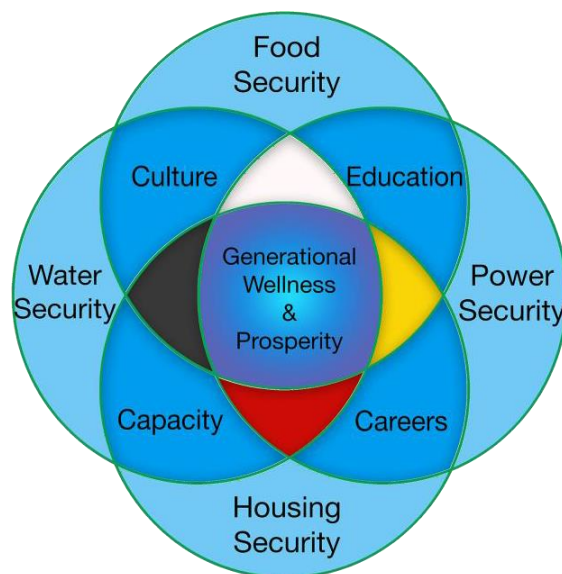




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Introduction

Four Our Future Indigenous Economics Ltd. (FOF) was retained by the City of Port Moody to provide strategic input to assist the City's multiple departments to facilitate a mutually-beneficial relationship with the First Nations communities of the area.

The relationship between the City of Port Moody, and the First Nations has the potential to become a leading example of how to incorporate Indigenous business, community and culture in a modern context contributing to health and wellness through connection with self, Indigenous communities, and the land.

The project holds the potential to identify meaningful programs, projects and collaborations with Indigenous Peoples, First Nations communities and small business. This relationship stands to show how working collaboratively with Indigenous communities, businesses, and people is a win-win for all parties. The City of Port Moody will strongly increase its goals of leadership in working effectively with Indigenous communities through creating a strong and collaborative relationship with the First Nations of the area.

To do this, clarification and departmental planning are recommended. Some key questions so far are as follows:

- 1) Is the City of Port Moody looking to work with the First Nations to access lands for infrastructure?
- 2) What is the City of Port Moody's strategy and goals in working with the First Nations in the area?

It is important to have a strategy in place to properly frame the shared vision and opportunities that the Nations would like to develop with the City. For example, if there are opportunities for Nation community members to work or contract with the City of Port Moody, or to provide products or services, this would be an opportunity that should involve the appropriate Nations. Clarity on this approach should be sought through a transparent process with Nation involvement.



About Four Our Future

Four Our Future Indigenous Economics Ltd. (“Four Our Future”) is an Indigenous-owned corporation founded by Indigenous leaders in Canada. Four Our Future specializes in developing and implementing sustainably focused projects, strategic plans, work-plans, and organizational development models.

Our team identifies and addresses the dichotomy between western corporate business models and more holistic Indigenous community development models. We draw from our collective experiences living, working, and learning from over 300 of Canada’s 630+ Indigenous governments, organizations and corporations including Indigenous Tourism BC.

From these experiences and extensive input from Indigenous Elders, leaders, and organizations, we developed the Four Our Future Indigenous Economic Lens. This lens honours Indigenous knowledge, values and planning processes yet recognizes the diversity of our communities. Governments, corporations, entrepreneurs, industries, and Nations can apply this lens as a scalable model in their work to plan, implement, manage, and communicate about projects of any size.

The Project

City of Port Moody engaged Four Our Future Indigenous Economics Ltd. to assist with developing the process of effectively establishing their relationship with First Nations in the area. This report provides a list of the relevant First Nations whose traditional lands Port Moody is now on. Further, it outlines recommended first steps towards engagement which may lead to a **Partnership** or **Relationship Agreement** with the identified First Nations. A complete list of recommendations from Phase I of this project are attached to this report (see **Attachment A – Phase I Recommendations**). These recommendations are designed to assist in the fulfillment of the core activities outlined in the *short-term engagement strategy* detailed below.

The *short-term* strategy is designed to develop a *long-term* strategy, which would take several years to complete. Each strategy would be implemented and issued to the First Nations for review and distribution, who would then invite other heads of departments and Nation businesses to contact the City of Port Moody for further collaboration. Recommendations on timing for engagement are included in the **Indigenous Relations Strategy Development Engagement Plan** document.

This report also includes a suggested work plan for developing policies and strategies to build relationships with First Nations of the area. Some of the items to be prioritized include:

- development of Indigenous Procurement Policy
 - The procurement policy should be received by prime contractors to discuss opportunities openly and transparently. Formal procurement and hiring policies create a safe place for local market development and community engagement.
- development of Indigenous Hiring Policy
- schedule of Indigenous relations planning for each department
- creation of an Indigenous relations lead-role

This report outlines the recommended phases for the City of Port Moody to establish a relationship and strategy with the support, partnership, collaboration and/or participation of the First Nations. The lens applied to these phases ensures simplicity in all presentations, strategy creation, reporting, and ongoing communications. It has been our experience that addressing any projects with clear themes assists multiple groups to make decisions faster and with greater consensus. This lens, with key themes, allows communications between businesses and governments and between governments, business, and community members.

Key Theme: Heightened Awareness of Indigenous People, Culture & Rights

Due to numerous public interest stories on the history of Indigenous Peoples in Canada there is an enthusiasm for many to embrace working with Indigenous peoples 'in a good way'. This enthusiasm has led some with little experience to reach out freely, with good intentions but without the full background of First Nations precarious history or legal landscape.

Indigenous Relations is a highly complex and specialized area of expertise that takes many years to learn. This is for many reasons, one being that there are over 200 Indigenous communities in BC and over 600 in Canada. The landscape of BC is significantly different from the rest of Canada as many of the territories remain unceded. The legal landscape of Indigenous relations is rapidly evolving based on the plethora of precedent-setting legal wins of First Nations in Canada. Further class-action wins and movements such as the Residential School class action, The Truth & Reconciliation Commission, Day Scholar Survivors class action, Sixties Scoop class action and Missing and Murdered Indigenous Women Inquiry have set the stage for ongoing negotiations to increase socio-economic supports, increase environmental care and ensure fair economic benefits.

It is of key importance that Indigenous relations strategies be well planned and communicated.

Speaking with One Voice

Components:

- understanding Indigenous relations, legal landscape, protocols, and negotiations,
- understanding Indigenous culture and worldview, and
- forming trustful relationships with Indigenous peoples.

Speaking with one voice is an Indigenous core cultural value and an important component of common law for Indigenous peoples. Careful planning for communications is key to ensuring that engagement and negotiations have good optics and are accepted as transparent and thereby trust-worthy. The consequences of not having these good optics are project delays and potential legal action costing millions. In British Columbia, over the past 10 years alone at least \$80 Billion in major projects has been cancelled or significantly delayed due directly to lack of transparency leading to legal action and injunctions initiated by First Nations.



Key Theme: Changing Ways of Business

Developers, governments, and industry across Canada are changing development plans to include First Nations' governments who are asserting their rights for co-planning and decision-making on their territories. Current development plans include interactions with permitting agencies, governments, and governing agencies. These types of plans require thoughtful and permanent adjustment to ensure First Nations are equal decision-makers in areas related to environment, species at risk, water quality, economic opportunity, archeological preservation, crown land purchasing and leasing, etc.

Indigenous relations and inclusion have been moving forward at a rapid pace based on numerous Supreme Court rulings over the past 40 years. The UN Declaration on the Rights of Indigenous Peoples was adopted into BC legislation in 2019 and it is expected that other provinces will follow in the future as part of Reconciliation Commission Canada's mandate. Other similar corporations such as BC Hydro have Indigenous relations staff of 60+ to service one province.

First Nations title and rights is arguably the one of the most important variables to understand when considering the future of Canada's economy. This is a complex field that is best served by having ongoing access to knowledge keepers such as Chief Gibby Jacob, Squamish Nation. These elders have memorised the timeline of First Nations' building back their legal position within their unceded territories or holding the government accountable to fulfill treaty rights.

Project Approach – Short Term IR Strategy

Four Our Future designed a three-phase approach to explore and then recommend relationship building strategies between the City of Port Moody and First Nations. The City of Port Moody includes numerous departments, each with various mandates ranging from parks to policing. To ensure short and long-term success, a custom **Indigenous Relations Strategy** is recommended that considers:

- 1) Departmental cooperation in fulfilling an Indigenous engagement process; it is recommended that Indigenous Relations Strategies are imbued with local First Nations input, and
- 2) Completion of a formal Indigenous Relations Strategic Planning Road-map with timeline, departmental objectives, benchmarks, outcomes/deliverables, and budget.

Prior to identifying new policies, initiatives, and programs, a relationship needs to be established that ensures ongoing co-planning and participation from local First Nations and the Urban Indigenous Population.

To provide sound advice to the City of Port Moody on this project, Four Our Future recommends a **short-term engagement strategy** be produced as a foundation to the creation of a **3-to-5-year Indigenous Relations Strategy**. The short-term strategy will engage the identified Nation(s) to participate with the City of Port Moody towards building a positive relationship with the Indigenous community.

For this project, the short-term engagement strategy includes:

- Phase I: Identification of Key First Nations - *Completed*
List of First Nations whose land Port Moody is now on completed. Requires confirmation and feedback from local First Nations
- Phase II: Identification of First Nations Stakeholders - *Initiated*
Development of stakeholder questions to guide engagement - *Completed*
Perform one-on-one interviews coupled with at least 6 focus group sessions
- Phase III: Initial Engagement Activities with First Nations
Identification of further Engagement Activities with First Nation(s) according to feedback received from Phases I & II

Phase I: Identification of Key First Nations – *Completed*

Four Our Future has produced a list of the primary First Nations in the area (see **Attachment B: First Nations in the Consultative Area**). During Phase II, the First Nations communities will be given the opportunity to have input into whether they have an interest in the territory. This list will be expanded upon to include the relevant contacts which may include, but are not limited to:

- Elected Chief and Council
- Hereditary Chiefs
- Key Personnel as identified by the First Nation(s)
- Key representatives from partnerships

A list of all relevant First Nations contacts and stakeholders is attached with names, titles, organization, contact number, and email. This list will also explore the Urban Indigenous population in the City.

Phase II: Identification of First Nations Stakeholders – *Initiated*

Four Our Future has developed a list of up to ten questions to guide the engagements. These questions were developed from initial engagement with the Project Management Team (see **Attachment C: Summary of Staff Visioning Session**). A document will be prepared outlining the intent of the contact and the need for input from the First Nation. This document will also need to be reviewed by the Project Management Team prior to distribution.

There is the possibility the First Nation will have a business component to their administration that should be identified as a stakeholder. This business may also have formal partnerships with non-Indigenous businesses so the First Nation may request attendance of these business partners at meetings with the City of Port Moody.

Phase III: Initial Engagement Activities with First Nations

The engagement process will need to take on a different format due to the current situation with COVID-19 and the restrictions on travel along with the recommendations for physical distancing protocols. For the safety of the staff at the City of Port Moody and the First Nations, video conferencing technology is the safest method of meeting. A hard copy of an initial presentation developed for the engagement process will be provided by email to the contacts at the First Nations and stakeholders to provide time to develop their ideas. The presentation will be built from the information derived from Phase II outlining the intent of the contact and the desire to receive input from the First Nations. The next step would be to share potential dates for a video conference call for introductions and to review the presentation.



Initial contact with the relevant stakeholders and First Nations is crucial to the success of the relationship. Protocols must be identified and adhered to. This is another aspect of where Four Our Future would be in a position to assist with making initial contact. The final report also outlines the nuances and protocols required when initially contacting a First Nations community.

Proposed Short Term IR Project Budget and Timing

The following is an estimated budget and projected timeframe for consulting services for the proposed short-term Indigenous Relations Strategy. This is an estimate only.

Key Phases	Activities	Proposed	Proposed Time
Phase One	Project Management and Literature Review	\$4,500	4 weeks
Phase Two	Finalization of Outreach Topics, Stakeholders, Contacts, and Agenda	\$3,500	2 weeks
Phase Three	Engagement (Interviews, Strategic Planning Sessions, Focus Groups)	\$8,250	4 weeks
Phase Four	Develop Two Drafts of Strategic Plan, Reporting Templates and Graphics	\$5,800	4 weeks
	Graphic PowerPoint and Executive Summary	\$2,300	
	Present of Draft Plans and Final Strategic Plan	\$2,300	4 weeks
	Honoraria for Expert Advisor Contributions	\$1,000	On-going

Total***		\$27,650	18 weeks
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***Travel costs & GST have not been included in this proposal.



Attachment A – Phase I Recommendations

Recommendation
Appoint and set up an internal Indigenous Strategies Committee to oversee development of all Indigenous related activities. Look at deliverables with timelines that should be outlined in the framework of the Committee.
Develop an Indigenous Relations Strategy (detailed in report) and Indigenous Hiring Policy.
Develop an Indigenous Contracting and Procurement Policy.
Provide (in partnership with area First Nations) training for staff and Council to obtain a deep understanding on how various Nations are structured and governed as well as the history of Indigenous Peoples in Canada.
All members of Council and staff read Truth and Reconciliation Commission of Canada: Calls to Action (emphasis on Call 92).
Have a consistent representative within the City of Port Moody. <ul style="list-style-type: none">• Develop an Indigenous Relations Department, or Indigenous Liaison (a recent graduate would be highly recommended).• Provide ongoing training for the incumbent.
Complete an Indigenous tour operated out on the traditional lands to learn about the territory.

Attachment B – First Nations in the Consultation Area

First Nation	Address	Phone	Email
Tsleil-Waututh Nation Chief and Council	3075 Takaya Drive North Vancouver, BC V7H 3A8	6049293454 6049294714	
Squamish Nation Squamish Nation Council Rights and Title	415 West Esplanade North Vancouver, BC V7M 1A6	6049820510 6049820515	Peter_Baker@squamish.net consultation_rightandtitle@squamish.net
Kwkwetlem First Nation Referrals, Lands and Resources Department	2 - 65 Colony Farm Road Coquitlam, BC V3C 5X9	6045400680 6045250772	referrals@kwkwetlem.com
Qayqayt First Nation (New Westminster Indian Band) Chief and Council	105-3680 Rae Ave Vancouver, BC V5R 2P5	604451053 6044519231	
Musqueam Indian Band Chief and Council	6735 Salish Dr Vancouver, BC V6N 4C4	6042633261 6042634212	
Katzie First Nation	10946 Katzie Road Pitt Meadows, BC V3Y 2G6	6044658961 6044655949	katzie@direct.ca
Kwantlen First Nation Chief and Council	23690 Gabriel Lane Langley, BC V1M 2R4	6048882488 6048882442	
Stó:l? Nation Council (Tribal Council – see members list below)	Building 10 - 7201 Vedder Rd. Chilliwack, BC V2R 4G5	6048583366 6048245129	referrals@peopleoftheriver.com
Stó:l? Tribal Council (Tribal Council – see members list below)	P.O. Box 440 2855 Chowat Road Agassiz, BC V0M1A0	6047960627 6047960643	referrals@peopleoftheriver.com
Stó:l? Nation Council Member Bands Aitchletz First Nation Tzeachten First Nation Leq'a:mel First Nation Yakweakwioose First Nation Matsqui First Nation Skawahlook First Nation Skowkale First Nation Popkum First Nation Shxwhá:y Village Squiala First Nation Sumas First Nation		Stó:l? Tribal Council Member Bands Cheam Chawathil Shx'ow'hamel Kwantlen Kwaw'Kwaw'Apilt Soowahlie Scowlitz Seabird Island	



Attachment C – Summary of Staff Visioning Session

Agenda

Anticipated outcomes:

Project Clarification and Action Plan
Relationship-building

DATE: January 05, 2021 Location: Zoom video Conference

Four Our Future looks forward to meeting with key representatives from the City of Port Moody as we begin our project to build out an effective Indigenous Relations Strategy. During this first meeting, our team proposes that discussions be based on ethnographic principles allowing a free-flow discussion to identify key themes, pillars, and pathways forward.

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- 5 Minutes: Introduction: Tim Savoie, City Manager
- 15 Minutes: Round Table Introductions: What you hope to get out of today
- 10 Minutes: About Four Our Future, Past Projects
- 10 Minutes: Historical and Modern overview of traditional Indigenous territories of Port Moody
- 20 Minutes: Dialogue: Historic experiences from Port Moody in working with First Nations:
- Tell us your stories
 - One experience that was challenging
 - One experience that was inspiring
- 30 Minutes: In your own words: How will improving FN' relationships support the City of Port Moody?
What are your concerns about having or building FN's relationships?
What motivates you to build these relationships?
- 20 Minutes: Let's talk about the vision:
What is it? Do you think that engaging First Nations in building the vision is important?
- 10 Minutes: Questions and Logistics

In Attendance

Tim Savoie (City Manager), Darcy O'Riordan (Fire Chief), Robby Nall (Superintendent of Parks), Devin Jain (Manager of Cultural Services), Kim Law (Manager of Project Delivery), Ron Higo (Acting GM of Community Services), Sophie Thomas (Research Assistant), Marc Saunders (Library Director), Dave Fleugel (Police Chief), Angie Parnell (GM of People, Communications, and Engagement), Kate Zanon (GM of Community Development), Jeff Moi (GM of Engineering and Operations), Rosemary Lodge (Manager of Communications and Engagement), Paul Rockwood (Chief Finance Office and Manager of Finance and Technology), Tamara Goddard (CEO of Four our Future), Vanessa Mountain (CFO of Four our Future)

Discussion Summary

Overview of which Territorial Nations are in and around Port Moody

There are no reserves in the boundary of the City, this viewpoint is not shared with First Nations as those boundaries are colonial, government imposed boundaries that First Nations do not recognize. There were traditional territories where they traded, hunted, fished, lived off the land, and performed ceremonies. Musqueam, Squamish, Kwikwetlum, Tsleil-Waututh, Qayqayt (kuh-kite), and Katzie First Nations, and some of the western Sto:lo communities.

Land Acknowledgements and Plan Approach

A government body having an approved land acknowledgements is a great way to start. You should understand why it is important to acknowledge the land. You should have a few options approved so you are confident when using them.

It is discouraged, at this time, to plan a program with the City of Port Moody's current relationship with First Nations. It is recommended to establish a relationship prior to any projects. Using this non-prescriptive lens, we have seen higher success rates in building diverse relationships that are meaningful and last. After, you can move on to projects that help evolve the relationship.

Comments and Past Experiences with Working with First Nation Communities

The Shoreline House Post Project. This project involves work with and input from Indigenous communities

First Nations are requesting to be brought on earlier in the design or birth process of projects.

Based on past experiences, it would be nice if there was a cross service level that was a corporate standard, separate from the political drive. Political leadership has to guide project partnerships.

Corporate change management strategy has to include Safety. There needs to be a commitment from leadership.

Must ensure that this will be at the foundation of the organization despite who is elected in and how office changes.

There is already buy-in from the top, now to complete the work to allow it to trickle down



throughout the organization. This will make the strategy easier to execute throughout the organization.

From a Parks perspective, Robby would be interested in the partnership piece and how to make the parks more welcoming, and how to have culturally appropriate signage. How would the different languages be incorporated to make the parks more welcoming.

There is value to having better representation as a community, and staff feel it is one sided right now. It seems that there is a lack for shared First Nations history but the City understands the importance that the information is accurate and how to do this respectfully.

Moderator Response to Staff Comments on Past Experiences

It is important to keep in mind that we don't really know what we don't know. Think on how we can implement Council's desire to have this engagement and how to start building these relationships with local First Nations. Remember that engagement protocol or protocol strategies are needed to start the relationship building process.

- The City needs to obtain a high-level understanding on how various Nations are structured and governed including proper terminology and definitions (eg. Hereditary Chiefs, Elected Chiefs, Council and their roles in that nation). There will be portfolios at each Nation, they will have this knowledge on their operations.
- Need to draft protocol letters as first step that will need to be distributed to the First Nations.
- Protocol strategies should include goals and make sure that our structure and resources support this and how does these grow and evolve with the City. City staff suggest having a timeline of deliverables and KPI's mapped out to ensure that we are achieving what we want to achieve.
- Consider what other municipalities are doing, how long it took, and how much it cost.
- There are many funding opportunities for language revitalization. Consider youth programming as well.
- Having a set of values written out that can be distributed to staff would be very helpful when working with teams internally and externally.
- This project will help your organization have those conversations that perhaps may have been difficult to have in the past in such a way that the words and protocols are properly articulated.
- It will be important to have a strategy and timeline in place and be aware of financials during this time and see where you can allot resources to help this cause. To see what makes sense to do what specific activities at the best time.
- A common big mistake in the past is that there hasn't been relationship building throughout time within all departments of the organization. To have this in place will make moving forward with projects more efficient.



Other Questions to Consider

1. In your own words, how will improving First Nations relationships support the city of Port Moody?
2. What are your questions or concerns about having or building these relationships?
3. What motivates you to build these relationships?

It would be great to have feedback on some of these questions from the City of Port Moody so that Four our Future can better execute this project.

END OF SESSION