First Nations Stories:
Building Sustainable
Communities in British Columbia
Summary of Proceedings





Canada

This Sustainable Development Report is dedicated to First Nations communities who are defining sustainable development in British Columbia.

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Purpose of the Report

This report was prepared as a resource for First Nations who are implementing or who wish to implement sustainable development practices in their communities. It is based on the experiences of 11 First Nations and First Nation's organizations in British Columbia (BC) who are demonstrating success in building sustainable communities.

The objective of this report is to showcase First Nations sustainable development success stories. It is intended to raise awareness of the value of sustainable development, not only for communities today, but also for future generations.

It is hoped that the First Nations stories told serve as a helpful resource of strategies and processes which might assist other First Nations communities in generating or enhancing their own sustainable development approaches. The document also outlines information on government relations and supports for sustainable development.

The report summarizes presentations of First Nations from across BC who participated in a Sustainable Development Focus Group held in Vancouver in 2003.

The Sustainable Development Focus Group

First Nations communities across Canada have strong cultural ties to the land. Many of their cultural traditions and technologies stress sustainability as a fundamental virtue. Although First Nation peoples are faced with expanding populations and dwindling resources, they continue to be concerned about the sustainability of their communities. Many First Nations communities are implementing long range approaches to develop their communities in a future smart way.

Indian and Northern Affairs Canada (INAC) BC Region invited representatives from 11 interested First Nations communities in BC to come together and participate in a two day Sustainable Development Focus Group. The purpose was to provide an opportunity for different representatives to listen and learn from one another's development stories. The participants reflected a cross-section of First Nations communities and organizations in BC working on various aspects of sustainable development such as governance, education, training, and resource management.

The Focus Group was a two day event which focussed on sharing stories and successes, challenges and lessons learned. The following communities and organizations participated:

- Ktunaxa/Kinbasket Tribal Council
- lisaak Forest Resources
- Tsleil-Waututh First Nation
- Kitsela and Kitsumkalum First Nation
- Gitksan Nation
- Fraser Basin Council

- St. Mary's First Nation
- West Bank First Nation
- Lheidli-T'enneh First Nation
- Hupacasath First Nation
- Skidegate First Nation

Defining Sustainable Development

The first Earth Summit was held in Rio de Janeiro in 1992. As a signatory of Agenda 21, the Rio Declaration on Environment and Development, Canada committed to the principles of sustainable development. In 1987, the Brundtland Commission published a report on global environment conditions and development. The Commission recommended a new approach which popularized the term "sustainable development". Their proposed definition was:

... development that meets the needs of the present without compromising the ability of future generations to meet their own needs.



However, many organizations and governments, including First Nations, have more clearly defined what sustainable development means to them. For example, the Council of the Yukon First Nations describes sustainable development as beneficial socio-economic change that does not undermine the ecological and social systems upon which communities and societies are dependent.

The focus group clearly demonstrated that First Nations in British Columbia are defining sustainable development — based on their history, values, cultures, and relationship with the earth. They are developing new relationships with other levels



of governments. They are also re-designing their legal frameworks to facilitate self-government, participate in joint decision making on matters affecting them both on-reserve and within their traditional territory. They are looking at community development holistically, considering the social, economic, culture, governance, and environment elements in decision-making processes.

Some Lessons Learned in British Columbia

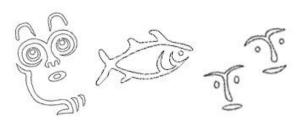
The discussions at the Focus Group highlighted some elements that have led to success in development and implementation of sustainability practices. Some consistent elements identified by the participants that are leading to success include:

- Designing their own solutions
- Strong leadership and effective management practices
- Developing plans and setting them in motion
- Developing First Nations driven legal frameworks
- Respectful consultations and joint decision-making
- Incorporating traditional structures
- Engagement of bureaucracies
- Establishing/maintaining practical approaches
- Ensuring relevance to the community

- Incorporating capacity building/training into plans and activities
- Working through mutually beneficial partnerships (ie: private sector, NGOs and government)
- Incorporating planning tools
- Being flexible
- Fostering community support
- Taking risks
- Advanced capacity

Some consistent challenges and barriers identified include:

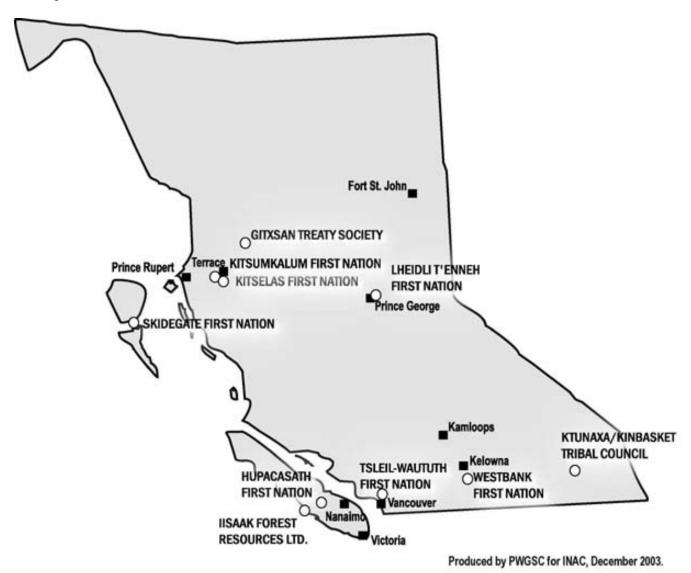
- Dealing with existing legislation, policies and regulations of other parties
- Ensuring the separation of business from politics within the community
- Ensuring persistence exists to proceed with change





First Nations Sustainable Development Success Stories

The following pages detail First Nations stories of sustainable development initiatives in British Columbia. The summaries provide an overview of the presentations that were shared at the Sustainable Development Focus Group meeting held in 2003.





Gitxsan Nation

Gitxsan Sustainable Watershed Planning

Keys to Success

- Incorporate traditional and contemporary systems
- Consultation

Summary

The Gitxsan people and territory are located in northwestern BC along the Skeena, Bulkley and Kispiox Rivers. There are 47 Huwilp (house groups) that form the Gitxsan Nation located within the nine watersheds of the Gitxsan traditional territory. The Gitxsan Nation has a population of 10,000.

The goal of the Gitxsan approach is to apply sustainable development principles to the management of the nine watershed areas within their traditional territory. The approach is grounded in Gitxsan culture, traditions and values as well as the Supreme Court of Canada's 1997 Delgamuukw ruling.

The Gitxsan have created a three prong approach to the management of each watershed which includes:

- Full cost accounting The environmental and social costs are reported, in addition to the economic costs of a
 given project. Full cost accounting values the environmental and social factors as considerations regardless of
 where money is spent.
- 2. Environmental assessments The potential environmental effects of a proposed project are assessed and approaches to address these effects are developed.
- 3. Ecosystem management Sustaining all wildlife and the environmental systems within a given area is a key objective of ecosystem management.

The Gitxsan sustainability approach focuses on community development by utilizing Gitxsan decision-making. The Gitxsan view it as critical to take an integrated approach to planning and decision-making in order to ensure progress on the social, economic and environmental dimensions of sustainable development.

The process also serves as an opportunity for the community to build its capacity around watershed management and provides members with various training opportunities throughout the sustainable watershed planning process. The Gitxsan see maintaining Gitxsan culture and expanding Gitxsan knowledge as another opportunity arising out of the management process.

The Watershed Management Process

Each Gitxsan Wilp (house group) has an important stewardship responsibility over their Laxyip (traditional lands). To determine specific activities to maintain the environmental integrity of their lands, a profile of each Wilp is first completed through an issue scan. The scan identifies the environmental impacts of a development as well as the opportunities and challenges relating to sustainable development. Consultations with community members, neighbours and other stakeholders are done. Goals and priorities are then developed for the house group. Benchmarks are developed for the goals and priorities. Each Wilp has autonomy, but a level of societal interdependence is integral to sustainable watershed planning and the nation's success.

Three Gitxsan watersheds have embarked on the process to date. They are Lower Skeena, Gitsegukla and the Suskwa. The intention is to embark on three new watershed strategies per year. It is expected to take 10 years to finish sustainability plans for the remaining traditional watersheds. The benefits are greatest for the Huwilp and those that live amongst the Gitxsan.





The Gitxsan process is allowing for capacity building for Huwilp members and is creating a greater understanding of the territories of the Gitxsan.

Challenges

Some of the challenges facing the Gitxsan in the watershed management process include integrating the collective activities of the independent house groups. Also, community members' trust and faith can present obstacles at times. Re-establishing Gitxsan presence on the land is a priority. Another obstacle is building the capacity of the non-Aboriginal community to increase understanding of Gitxsan people and culture. Another major challenge facing Gitxsan in the process is reconciling their societal structures with the INAC band structures.

Lessons Learned

The Gitxsan process allows for community development and control of resource decision-making, planning and sustainability. Through an extensive exercise such as this sustainable watershed planning approach to community development, the Gitxsan believe that there is a greater need for capacity building for members which must be supported by all levels of government. As well, Gitxsan have determined that strengthening of Gitxsan knowledge and culture in the process is of vital importance.

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Website: www.gitxsan.com/html/who.htm



Hupacasath First Nation

Hupacasath strategy for sustainable development

Summary

The Hupacasath First Nation, located in central Vancouver Island, is a member of the Nuu-chah-nulth tribal group. The small community of

Keys to Success

- Long term vision
- Development of a Plan
- Build on small success
- Hupacasath people working together

approximately 229 members is centrally located in Port Alberni, BC and is geographically well positioned to capture some of the economic opportunities that are dominant to the area. The traditional territory is rich in forestry, fisheries and tourism. Over the years the area has suffered economically as a result of declining fish stocks and timber. These economic challenges and the opportunities derived from negotiating a treaty have been the impetus for Hupacasath to implement their sustainable development action plan.

In 1999, the First Nation undertook a community planning process to provide for progressive development of the community. The resulting community-driven plan identifies numerous development opportunities with applicable funding sources. One element in the plan is an economic development strategy. The strategy is based on guiding principles that ensure all business must be sustainable and enterprises should be profitable to withstand the cyclical nature of the resource industry as well as minimize impacts on the environment.

The community has established an Economic Development Corporation to oversee their various businesses and to protect financial assets. The community supports individually owned businesses and is monitoring the tourism and value-added wood industries for opportunities.

One of the recent successes of Hupacasath First Nation has been the introduction of a micro-hydro project that was jointly developed with the City of Port Alberni. In 2002, preliminary research was undertaken to identify potential energy generation from China Creek. The research revealed that the potential was high, the fisheries and environmental impacts were low and the economic returns were acceptable. This potential project could result in the creation of a micro-hydro project resulting in energy sales to BC Hydro and increased Hupacasath own-source revenues.

Hupacasath First Nation has found that working from a Community Development Plan has benefited their community.



Challenges

The Hupacasath First Nation are sharing their experiences and wisdom gained with governments and other First Nations. In order to ensure success, one challenge facing the Hupacasath First Nation is the necessity of linking their economic development strategy to the present and future needs and skills of the Hupacasath community and its people. As well, there is a strong need to clarify the roles and responsibilities of all participants working within Hupacasath First Nation administration, companies and projects. Another challenge the community has faced is dealing with a lengthy funding approval processes which can result in the loss of business opportunities.



Lessons Learned

The Hupacasath First Nation has created successes through perseverance in many areas of its community's development. The First Nation recommends that governments address funding approval process issues in order to better support First Nations self-sufficiency and sustainability. As well, support for a First Nation lending and venture capital committee composed of representatives from chartered banks and First Nations entrepreneurs would be beneficial to economic development projects.

The Hupacasath Community Development Plan is helping to ensure increased accountability by politicians and administrators and increased awareness of members regarding the direction of their community.

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lisaak Forest Resources Ltd.

An Aboriginal forest service company based on Aboriginal values

Keys to Success

- Common vision and commitment to partnership
- Strong First Nations

Summary

lisaak Forest Resources Ltd., is an innovative ecologically sensitive forest services company built on traditional values and respect for the environment. Iisaak has a tree farm license within the Clayoquot Sound area where it harvests timber in an ecologically sustainable manner.

The company is a joint venture between the Central Region Nuu-chah-nulth First Nations (51 percent owned) and Weyerhaeuser Inc. (capped at 49 percent ownership). The company is based in the west coast of Vancouver Island, within five Nuu-chah-nulth First Nations traditional territories and British Columbia's first UNESCO Biosphere Reserve. Iisaak was created to provide a new model of forest management in Clayoquot Sound. Iisaak management principles are based on an ecosystem-based forestry and sustainable management practices.

In the Nuu-chah-nulth language, iisaak (pronounced E-sock) means "respect". The guiding principles of respect and the interconnectedness of all things provide the foundation for creating an economically viable, ecologically sensitive, socially responsible and culturally relevant approach to sustainable resource management in Clayoquot Sound. Iisaak's approach has been certified by the Forest Stewardship Council.

lisaak's Commitment to Sustainable Development

In support of its commitments, lisaak is initiating a comprehensive monitoring and evaluation project. The purpose of the project is to define and test sustainable resource management strategies for its forest land tenure in Clayoquot Sound. Iisaak's partner organization for the sustainable forestry project is the Clayoquot Biosphere Trust of the Clayoquot Biosphere Reserve.

The lisaak Sustainable Forestry Project has two central objectives: 1) iterative analysis of criteria-based indicators to define and test sustainable forest management practices on the ground; and 2) long term building of First Nations capacity in resource management.

Criteria-based assessments of environmental, social, economic, and cultural indicators (quantitative and qualitative) are used by lisaak to evaluate the effects and outcomes of innovative forest planning and practice. lisaak, the Central Region First Nations, the Clayoquot Biosphere Trust, and regional stakeholders all gain increased quantity and quality of ecological and social data which is used to support management and policy decisions, learning and adapting to changing conditions, and to facilitate overall efforts toward sustainability in the region. The Central Region First Nations maintain control over cultural work and intellectual property.

The lisaak Sustainable Forestry Project seeks to put a process in place for continued monitoring of lisaak's tenure and ongoing capacity building work with the Central Region First Nations. The program supports and builds from existing efforts in First Nations forestry and sustainable development, and provides new opportunities for collaboration and leadership.

Central Region Board

A Central Region Board was created as an advisory body comprised equally of First Nations and non-First Nations members. The board, which acts on the Clayoquot Sound Scientific Panel, is responsible for reviewing and making recommendations regarding all of lisaak's proposed operational development plans relating to Clayoquot Sound.



Of the ten Board members, five are appointees from the Nuu-chah-nulth First Nations, and five from provincial appointees, including community representatives from Tofino, Ucluelet, and the Alberni-Clayoquot Regional District.

Challenges

A key challenge lisaak has encountered is restrictive provincial forest policies which do not support the lisaak approach as well as a insufficient investment to expand their forest resource services.

Lessons Learned

Throughout lisaak's growth, the company has learned from its partnership arrangements with both Weyerhauser and the Central Region Board. Iisaak views it as critical for governments, INAC in particular, to facilitate relationship building with other government agencies, First Nations, stakeholders and the business community.

For more information, contact:

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Kitselas and Kitsumkalum First Nations

Sustainable Development Integrated Approach

Keys to Success

- Comprehensive approach to development
- Partnerships

Summary

The Kitselas and Kitsumkalum First Nations are located within the Tsimshian territory, near Terrace, BC. Kitselas and Kitsumkalum are jointly working on a comprehensive approach to developing strong sustainable communities for their people. These two First Nations are utilizing a strategic development approach by undertaking an assessment of where they are, where they want to go and how they want to get there. Their focus has been on developing an integrated approach that uses the partnership potential in their territory to achieve their goal of socio-economic sustainability.

The two communities developed an Integrated Development Plan to ensure their goals would be met. The planning process included undertaking an assessment of available resources (such as capital, renewable assets, skills and training, and potential partners) and documenting their uses within their traditional territories. This base information was analysed and resulted in a list of areas for development such as: a governance and institutions plan which would incorporate traditional approaches; wellness indicators to measure health progress in the community; and partnership opportunities which leverage capacity from public, private and non-governmental organizations.

These development activities require alternative sources of revenue as the First Nations goal is to replace their reliance on government grants. They have negotiated a forest tenure and revenue sharing agreement with the provincial government. Over the next year they will establish a market logging business and use the tenure to leverage other forest related opportunities. The First Nations have cultural tourism projects under development and are exploring opportunities in service and supply sectors.

Challenges

Both the Kitselas and Kitsumkalum First Nation have identified three challenges to their sustainability work: restrictive land management regulations on reserve; difficulty in attracting investment; and the shifting attitudes and perceptions of residents of the City of Terrace. As well, on a broader scale within their territories, the provincial government needs encouragement to jointly participate in managing the territories based on sustainable development principles. And finally, Kitselas and Kitsumkalum feel that government should support the development and use of First Nations driven socio-economic indicators as the basis for measuring the performance of their working relationships.

Lessons Learned

The two Tsimshian communities, through their sustainable development work, have learned that partnerships, flexible governments and First Nations developed indicators are critical for community development success. Their comprehensive and collaborative approach to development is reaping benefits. Further, they recommend that both the federal and provincial governments structure their organizations in a similar fashion to the way First Nations are organized to ensure better communication and service delivery.

For more information, contact:

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Fax: 250-635-5335 Website: www.kitselas.bc.ca

For more information, contact:

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Tel: 250-635-6177 Fax: 250-635-4622

Website: www.kitsumkalum.bc.



Ktunaxa/Kinbasket Tribal Council

Developing own-source revenues to support sustainable development

Keys to Success

- Partnerships
- Strong leadership
- Willingness to learn

Summary

The Ktunaxa/Kinbasket Tribal Council (KKTC) vision of sustainable development is to create a viable economy that will support future community aspirations, people and governments, while ensuring full and equal KKTC participation within their traditional territory. The KKTC established the St. Eugene Mission Resort and Casino of the Rockies in 2001-2002 to support this vision.

The Ktunaxa Nation and the Kinbasket people are located in the Kootenay region of southeastern BC. There are five First Nations members, Lower Kootenay, Shuswap, Columbia Lake, St. Mary's, and Tobacco Plains. KKTC member nations have a total combined reserve land base of 50,000 acres and a population of approximately 1300.

The KKTC have outlined an action plan for implementing sustainable development. Leadership and administrators worked on negotiating partnerships and identified roles for all levels of governments, funding organizations, and other First Nations to assist in implementation of what is known as the St. Eugene Mission Resort and Casino of the Rockies project. The KKTC undertook an inventory of skills, infrastructure, resources, community values and political will and support at the outset.

Based on this information, direction was established with strategies identified to support their community-driven goals. One of the first business development activities identified in the KKTC action plan for sustainable development was to convert St. Eugene Mission residential school into a viable tourism venture.

Project Overview

Established in 2001/2002, St. Eugene Mission Resort and Casino of the Rockies is a premier four season destination resort along the St. Mary river. The development includes a 125-room hotel with dining rooms, a lounge, banquet facilities and conference centre. The recreational facilities include an award winning 18 hole championship golf course with a restaurant, pro-shop, aquatic centre, fitness centre, playground and daycare centre. The Ktunaxa Teepee campground, Ktunaxa Interpretive Centre, and an arts and crafts gallery and gift shop were also recently opened. The project also involves ownership of Casino of the Rockies in association with BC Lottery Corporation.

Challenges

The KKTC had great success establishing their tourism venture, yet experienced numerous challenges and barriers in completing the development.

One of the greatest challenges faced by KKTC was to obtain loan guarantees from INAC in order to court and maintain investors and banks during the lengthy on-reserve land development process. The length of time taken to address the complex regulations, policies and lease requirements of INAC was found to be longer than off-reserve developments. Further, INAC land management regulations required the approval of First Nation members, conducted through a voting process. The voting process was found to lengthen the development time given that if a first vote fails, a second vote is required.



Development on-reserve was also prolonged by lack of knowledge by consultants of the on-reserve land management regime and a lack of technical knowledge of complex commercial developments by approving government agencies.

A further unique characteristic to reserve lands is the gaps between jurisdiction and authorities. There are instances where a federal authority does not exist or is in conflict with the provincial authority. It will be advantageous for the two levels of government to resolve such conflicts in order to reduce uncertainty for on-reserve developments.



The KKTC was effective in obtaining financing for the commercial development through private investors. They were challenged in the process of obtaining funding from government agencies. Their experiences were consistent with both federal and provincial government; proposal approval processes were lengthy, proposal submissions were cumbersome and many institutions had restrictive lending criteria.

Lessons Learned

The KKTC are committed to supporting other First Nations in developing successful economic ventures by sharing their knowledge of business development.

The five Ktunaxa/Kinbasket First Nations were successful in their approach as a result of numerous key activities. At the outset, they developed a long term strategy to deal with present and future challenges. The majority of the KKTC population is under 15 years of age with very few members employed on reserve. The strategy identified the need to link capacity building to community and commercial development. The KKTC also found the Canadian Executive Services Overseas (CESO) mentorship program to be very beneficial for development of Aboriginal entrepreneurs.

The KKTC was aware that obtaining funding was critical for the development of the resort. They were successful in pursuing and obtaining firm support from government agencies in particular, Aboriginal Business Canada, Western Economic Diversification and INAC. KKTC also researched and determined ways to attract private investment on reserve.

These successful steps combined with a willingness to learn provided the right chemistry in developing a successful and growing commercial tourism venture.

For more information, contact:

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Lheidli-T'enneh First Nation

Successful partnerships through developing good neighbour relations

Keys to Success

- Partnerships
- Patience
- Acknowledgement of realities
- Having a vision

Summary

The Lheidli-T'enneh First Nation, located in and around Prince George, BC has 306 members and four reserves within the city boundaries. Their governance structures include an elected Chief and Council as well as a Lands Board which oversees the management and application of their land code developed under First Nation Land Management Act. Lheidli-T'enneh is pursuing sustainable development by establishing a legal framework that will allow them to direct, control and manage their community with laws that better reflect who they are and where they want to go as Lheidli-T'enneh people. As well, the community is negotiating a treaty which will encompass a governance structure, increase their land base to support economic opportunities and ensure the protection of Aboriginal rights to renewable and non-renewable resources.

The impetus for their recent approaches has been based on the community asking itself one fundamental question: "At the end of the treaty process, once the negotiators from senior government are gone.... who is left?". With this question in mind, Lheidli-T'enneh set about developing partnerships with their neighbours – the City of Prince George and the Regional District of Fraser Fort George.

The objective of these partnerships was to allow the Lheidli-T'enneh First Nation to better position themselves to fully and equally engage in activities and opportunities within their traditional territory while improving relations with the neighbouring municipality and Regional District. Three agreements were developed to facilitate partnership relations: a Protocol on Cooperation and Open Communications with the Regional District; a Memorandum of Understanding with the Regional District; and a Protocol on Cooperation and Open Communication with the City of Prince George. These agreements are the foundation of consequent relationship building and continue to facilitate ongoing dialogues in areas of common interest.

Lheidli-T'enneh focussed on good neighbour relations principles when enhancing their partnership relationships. They identified the need to ensure recognition of Aboriginal governments and organizations is considered in interactions. As well, the community identified the importance of understanding and acceptance or recognition of different styles of approaches for work and relationships. The parties identified common building blocks from the beginning.

The partnership approach has resulted in immediate benefits such as official representation of treaty settlement land within the City of Prince George's Official Community Plan as well as board representation on the Prince George Nechako Aboriginal Employment and Training Association. It is anticipated that further benefits will ensue as a result of increased understanding of Lheidli-T'enneh people and culture by the non-Aboriginal community.

The Lheidli-T'enneh leadership and people have envisioned effective and respectful partnerships to facilitate their long term survival and sustainable development within the northern part of BC. These partnerships won the prestigious Fraser Basin Council's Sustainability Award in 2003 under the category of Strengthening Communities.

Lesson Learned

Through interactions with their neighbours, Lheidli-T'enneh has learned the importance of recognizing different styles of doing things – that communities and partners need to adapt to each other's styles when working together.



The community has recognized that establishing building blocks is critical. They have learned that there are no magic formulas for success. The Lheidli-T'enneh First Nation feels that it is important to start slowly and let First Nations set the pace of development. As well, determining common interests, building trust and respecting one another's history were also found to be critical in the process of relationship building toward long term sustainable neighbour relations.

For more information, contact:

Lheidli-T'enneh First Nation 1041 Whenun Road Prince George, BC V2K 5X8

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Skidegate First Nation

First Nations education as a foundation for sustainable communities

Keys to Success

- Strong education plan
- Effective relationships

Summary

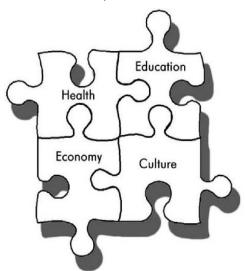
The Skidegate First Nation is a member of the Council of the Haida Nations and is located on Haida Gwaii in northwest BC. The community has a total population of 1292 with 733 people living on reserve.

The Haida communities and leaders are committed to strengthening their sustainability through various mechanisms. One key approach is through improving the quality of education for their community members. Education in Haida society is viewed within a holistic community development framework – encompassing education, health, culture and the economy. Haida children are considered the future Haida nation. The Skidegate First Nation is working to improve the social and academic educational success of Haida children, half of which attend public schools.

Skidegate hopes that by working closer with the Haida Gwaii/Queen Charlotte School District and the Haida Education Council, significant progress will be made toward accomplishing their goal of a stronger, sustainable community built on a solid education foundation.

The Haida communities are presently faced with a critical situation as a result of the education performance of students, both Aboriginal and non-Aboriginal. The Dogwood completion rate in the Haida Gwaii / Queen Charlotte School District is 53% overall and 35% for Aboriginal students, placing the school district 57th out of 60 school districts in the province, in terms of performance.

To address these education challenges, a plan for Haida education is in action. The newly strengthened Haida commitment to education includes plans for improving the education system and hence, students success rates. A variety of new education infrastructure has been implemented, including hiring a Director of Education for Skidegate, a school liaison officer, a curriculum director and counsellor, a youth activity worker as well as early childhood personnel. All staff are working to plan, prepare and coordinate increased Haida participation in the education system.



Education in Haida Society

The two Haida nations, Skidegate and Old Masett Village Council are working closely together on education with strong support from the Council of the Haida Nation. Draft Enhancement Agreements, baseline date and Local Education Agreements are in progress.

Skidegate is presently focussing its energies on early childhood education as a foundation for improving education results for Haida students. A series of programs and activities have been initiated that are augmenting developmental opportunities for Haida students. Current programs include: homework sessions providing children with additional scholastic instruction; an English Skills Development Program to enhance the verbal capacity of children; a Roots of Empathy program to reduce aggression through fostering empathy and emotional literacy; and Headstart and Daycare programs – both of which have seen steady support and growth in the last two years.

As results are achieved in early childhood education, Skidegate plans to then focus targeted attention on children in kindergarten through



grade 12. A key strategy for this ongoing work is to improve working relationships with neighbours and the local school district. Over the next five years, Skidegate plans to work in partnership with the school district to increase Haida presence in the education system. The First Nation is working toward equal representation on the school board, administration, teaching staff and hiring committees. It is anticipated that by working closer together, all parties will be able to address common educational issues.

Challenges

A challenge facing Skidegate in its education efforts is ensuring accountability from the provincial government for the school system. The Skidegate community views increased support from INAC in these endeavours as helpful. As well, building progressive working relationships with the local school district has been a challenge, but progress is being made. Skidegate would also like to see more flexibility in Canada – First Nations Financial Agreements in order to address some of the key educational challenges communities are facing.

Lessons Learned

Skidegate has been successful in obtaining commitment from politicians and its neighbouring community to improve the quality of education and make education more accessible for Haida youth. The First Nation has also gained increased authority over schools and education through the approach they are taking. Effective and ongoing relationships with other education stakeholders are proving critical to success. The Skidegate First Nations remains committed to emphasizing the importance of quality education for their children in developing a sustainable future for their community.

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Tsleil-Waututh First Nation

Tsleil-Waututh planning approach to sustainability

Keys to Success

- Strong and consistent leadership
- Effective planning processes
- Build on success

Summary

The Tsleil-Waututh are Coast Salish people who live in a community located between Maplewood Flats and Deep Cove on the north shore of Burrard Inlet. The traditional territory of the Tsleil-Waututh First Nation encompasses a much larger area of 720 square miles that reaches from the Fraser River in the south to Mamquam Lake (near Whistler) in the north. The Tsleil-Waututh has three reserves and approximately 380 members (211 living on reserve).

In the early 1990s, the leadership began a revitalization process to mark their presence within Tsleil-Waututh traditional territory and to ensure their community's survival within a growing urban environment. Three critical steps were undertaken to ensure their success. First, a vision for the community, land and people was developed. Second, Tsleil-Waututh enrolled in the treaty process and engaged with numerous partners who operated within their traditional territory and share common goals. Finally, Tsleil-Waututh developed and utilized a planning process to facilitate the achievement of their goals. The six stage process reflects four key principles: a community driven process; incorporating traditional and contemporary practices; focussing on sovereignty and community management; and respect for the natural environment.

The six stage Tsleil-Waututh planning process

The first planning stage involved developing a community vision. In 1995, Tsleil-Waututh began an extensive visioning process, looking at what an indigenous government should be and how the community can function within a sovereign model. A series of principles were also developed based on their vision.

In the second stage, the community reformed the internal governance process and developed a constitution. The restructured government process consists of a four part circular system. In the centre there are four administrative functions: economic development, administration, treaty land and resources and social. Of note, there is no band manager position in the restructured model. The second circle includes five elected people who liaise directly on a day-to-day basis with the technical staff. The third outer circle consists of representatives from the nine traditional families who work together on a consensus basis. At the outer limit of the circular model is the community which oversees the whole governance process. Four annual community meetings are held with community members providing issues and recommendations for the both the leadership and administration.

In the third stage, an inventory of existing community resources was undertaken. Historical development of the territory over last 140 years was researched and maps were developed showing biophysical and cultural territory features. Once the inventory was in place, the community began developing plans.

The fourth stage consisted of the design of the plans. The community identified two types of plans: Planning Big and Planning Small. Planning Big is a big picture or conceptual plan and is based on the principles of seven generations, covering a 100 year period. Planning Small is an operational plan for 13 eco-cultural units and small watersheds. This operational plan identifies a series of development strategies for the geographic area.

Once the plan design was completed, the community embarked upon the fifth stage, implementation of plans. The Tsleil-Waututh First Nation began by facilitating a conference of stakeholders with interests within their traditional territory. Protocol agreements and Memoranda of Understanding were developed with a range of government and non-government organizations. Tsleil-Waututh is working with Interfor, the primary forest company operating in Indian Arm watershed, on forest related activities. Private forest land totalling 800 hectares has been purchased to be sustainably managed based on the Forest Stewardship Council guidelines. A tourism opportunities plan has also been completed and Tsleil-Waututh has established an ecotourism company called Takaya Tours.



The sixth and final stage of the planning process is the self-reflective part of process. The community, administrators and leadership conduct ongoing reviews of the goals and strategies and revise accordingly.

Lessons Learned

The Tsleil-Waututh have provided recommendations for governments and other stakeholders to support their full participation within their traditional territory.

In order for the Tsleil-Waututh to achieve their sustainability goals, they recommend that governments should act as facilitators for their community's growth. All levels of government should support the development of best practices and increase information sharing with First Nations. In particular, they are recommending that INAC expand the scope of Physical Development Plans to become more comprehensive Community Plans and Bio-regional Plans.

For more information, contact:

Tsleil-Waututh First Nation 3075 Takaya Drive North Vancouver, BC V7H 2V6

Tel: 604-929-3454 Fax: 604-929-4714



Westbank First Nation

Self-Government = Sustainable Development

Keys to Success

- Commitment and tenacity
- Community driven and supported development approaches
- Strategic partnerships

Summary

The Westbank First Nation, located in the heart of the Okanagan Valley, is home to 600 members and 8000 non-Aboriginals living on-reserve. The community has five reserves located on the westside of Okanagan Lake adjacent to the City of Kelowna, within one of the fastest growing regions in Canada.

The Westbank First Nation is approaching implementation of sustainable development in their community through the creation of a new legal framework in which to self-govern. As well, Westbank has adopted an approach of working in partnership with the City of Kelowna and Regional District of Central Okanagan on common issues. These two elements — self-government and partnership — are helping Westbank to better address their community's physical, spiritual and traditional needs, while minimizing shared concerns with their neighbouring municipalities. A key shared issue has been water quality in Lake Okanagan.

Strategic Partnerships Addressing Common Concerns

In the late 1990's, the Westbank First Nation and the Regional District of Central Okanagan were faced with a common concern regarding water quality in Lake Okanagan as a result of wastewater systems failure. This joint concern formed the basis for the establishment of a partnership amongst the Westbank First Nation, the Regional District of Central Okanagan and the City of Kelowna to work cooperatively to resolve issues regarding water quality. Together, the three parties jointly developed a proposal and plan to install a waterworks system on reserve and adopt the Regional District practices for all on-reserve infrastructure, sewer and other related projects.

This partnership and the jointly developed wastewater system has not only strengthened neighbourly relations, but also resolved a potentially large environmental and health concern.

The Self-Government Agreement

In addition to working on a specific common concern with neighbours, Westbank has developed a Self-Government Agreement. The Agreement removes the Westbank First Nation from certain provisions of the *Indian Act* and establishes a new governing structure. The Agreement deals exclusively with reserve lands and forms the basis of the Westbank constitution. Specifically, it provides for governing powers to create greater political accountability to the members of Westbank First Nation and other persons who reside on Westbank lands. The Westbank First Nation established a community board to oversee the development of the Self-Government Agreement, the constitution, and associated vision and principles for community development.



The impetus for the Self-Government Agreement was the result of a federal government inquiry into fiscal accountability structures and land management operations within the Westbank First Nation in the 1980s. The inquiry recommended that Westbank increase control of the land management regime on reserve.

The community has since taken steps to increase their legal rights and responsibilities regarding the land. A Land Code was developed and ratified in May, 2003. The Self-Government Agreement and the Land Code are two examples of these steps. A subsequently developed Land Use Plan for Westbank was designed to regularize



activity and development on-reserve and provide direction from community members.

In 2003, the community also ratified the Self-Government Agreement and Land Code. The success of the Self Government Agreement can be attributed to two key factors. First, a community driven process was used, rather than a legal or political process. Second, an accountability mechanism was included within the agreement for the Council to uphold the constitution.

Challenges

One of the greatest challenges that Westbank First Nation felt they were faced with was the land management regime under



the *Indian Act*. The *Indian Act* requires that most commercial development on reserve be undertaken based on the requirements of an INAC lease or permit. Westbank has two main concerns with this approach. First, the lease based development process is a reactive approach as it provides for forward looking planning at the tail end of project development as opposed to at the earliest stage of community development. Second, the lease based approach is not based on community values but rather on the legal requirements of INAC.

Lessons Learned

The Westbank First Nation is committed to sharing their knowledge and lessons learned with other First Nations. The community has achieved success within their traditional territory through partnerships with the City of Kelowna and the Regional District of Central Okanagan.

Westbank views it critical for the federal government to provide support for First Nations to participate in the decision-making, design and development of traditional territory land use in order for First Nations to have greater involvement in their traditional lands. The model of partnership used by Westbank has helped to facilitate this involvement in decision-making and resulted in outcomes that have benefited not only the First Nation, but also its neighbouring municipalities.

As well, Westbank recommends that all federal Sustainable Development Strategies be designed to support and facilitate First Nations sustainable development within their traditional territories. Many of the environmental concerns and regulatory barriers facing First Nations occur within their traditional territories and are controlled by the provincial government. First Nations in BC require federal government assistance to negotiate with the province of BC to address potential conflicts and challenges.

For more information, contact:

Westbank First Nation 301-515 Highway 97 South Kelowna, BC V1Z 3J2

Tel: 250-769-4999 Fax: 250-769-4377 Website: www.wfn.ca



Fraser Basin Council

Key Note Presentation

Sustainability Indicators: What are they and how were they developed?

The Fraser Basin Council was invited to make a presentation at the Sustainable Development Focus Group to discuss their approach to sustainability indicators.

Summary

The Fraser Basin Council is a not-for-profit, charitable organization established in 1997 to ensure the sustainability of the Fraser Basin, the area drained by the Fraser River and its tributaries. The Council works to facilitate problem solving by bringing together the people necessary to make decisions that balance social, economic and environmental values. The Council's 36 member Board of Directors, reflecting government (including First Nations) and non-government interests, undertakes on-the-ground projects that advance the vision and principles of the Council.

A vital part of the Fraser Basin Council's mandate includes measuring progress towards sustainability in the Basin. The Council's definition of sustainability is:

Living and managing our activities in a way that balances social, economic, environmental and institutional considerations to meet our needs and those of future generations.

To this end, the Council has worked for two years in partnership with government, non-government and private sector and community groups to develop a series of "sustainability indicators" to provide insight on how well the region is achieving sustainability in the Fraser Basin.

Indicators are not decisive measurements or solutions in and of themselves. Rather, they are tools to measure trends and help identify areas where progress is being made, or where more change is required toward sustainability. The Fraser Basin Council's development of indicators is the first step in an ongoing and evolving process to track sustainability trends over time in the Fraser Basin region in BC.

Purpose of Indicators

The sustainability indicators provide a fourfold purpose: 1) they can inform and/or influence the development of policies or programs to address sustainability issues; 2) they identify critical issues and priority responses to improve progress towards sustainability; 3) they raise public awareness and understanding about sustainability issues; and 4) they identify information gaps and research priorities to develop improved knowledge about sustainability over time.

The Fraser Basin Council established 16 categories of sustainability indicators:

- Population
- Health
- Education
- Housing
- Community engagement
- Water quality

- Aboriginal and non-Aboriginal relationships
- Air quality
- Fish and wildlife
- Income and employment
- Economic diversification
- Corporal social responsibility
- Forests and forestry
- Agriculture
- Energy
- Fraser River Flooding



The process for developing sustainability indicators for the Fraser Basin started in 2001. Initially, the Council developed a primer workbook which included an introduction to indicators. The workbook assisted in a consultation process to identify priority issues that need measuring and publicly preferred indicators. Next, a technical review and analysis was conducted. A sustainability report was produced which included an analysis of trends for several indicators pertaining to 16 sustainability issues. The Council's first report was released in January 2003 with an anticipated two year schedule for reporting on updates. This process can be employed as a model for others wishing to develop and use sustainability indicators.

Lessons Learned

The Fraser Basin Council learned numerous lessons while developing sustainability indicators. First is the importance of setting realistic expectations for an indicator initiative and distinguishing between short term versus long term goals. Second, it is crucial to design an appropriate process that accommodates diverse participation and consultation as well as technical expertise throughout the process. There is also a need for long term commitment to the development and use of indicators. As well, it is important to find the right balance between a report that is sufficiently comprehensive in scope, while publishing a concise, readable report.

The Council also learned that the indicators must be based on technical merit as well as public interest and acceptance. Throughout the process, it was clear that indicators should be developed to reflect the different priorities, responses, resources and information needs of a particular geographic area or community. Finally, the Council experienced difficulties and challenges developing indicators regarding Aboriginal and non-Aboriginal relationships. This was primarily due to a lack of available meaningful information about such relations.

For more information, contact:

The Fraser Basin Council 1st Floor, 470 Granville St Vancouver, BC V6C 1V5

Tel: 604-488-5350 Fax: 604-488-5351

Website: www.fraserbasin.ca





INAC and Sustainable Development

Background

The first Earth Summit was held in Rio de Janeiro in 1992. As a signatory of Agenda 21, the Rio Declaration on Environment and Development, Canada committed itself to the principles of sustainable development. In 1995, an amendment to the *Auditor General Act* created a legal obligation for all federal departments and agencies to prepare Sustainable Development Strategies.

A Sustainable Development Strategy is a strategic document that sets out guiding principles and specific commitments on how a federal department proposes to integrate the principles of sustainable development into its programming, operations, planning, and decision-making. There is a legal obligation for federal departments to develop strategies and renew them every three years. INAC is presently developing its third Sustainable Development Strategy for 2004-2006.

INAC BC Region hosted a sustainable development focus group in March 2003 to further its knowledge of First Nations experiences in BC and to provide practitioners an opportunity to learn from each other. The meeting provided the opportunity to:

- Showcase approaches that are leading to success in sustainability
- Identify barriers to sustainability, including government obstacles
- Provide direction on areas for modification of INAC policies and programs
- Identify capacity needs related to sustainable development

Sustainable Development Recommendations for INAC

At the SDS Focus group session, presentations and discussions provided numerous recommendations regarding First Nations sustainable development goals for INAC and other government agencies to consider. The following is a summary of the key recommendations provided by participants in the session:

Government harmonization of services for First Nations

- All federal and provincial agencies working with Aboriginal people and communities should increase discussions to address common issues and harmonize programs
- INAC and Human Resource Development Canada should improve working relations to address First Nations capacity building and training issues

Support business development

- Devise shortened reporting templates
- INAC should work with banks to encourage flexible language in loan guarantee agreements
- Festablish sustainable economic development innovation centres for First Nations near large urban areas
- Publish an on-reserve business development guidelines or handbook series
- Share ideas, best practices and lessons learned with First Nations
- Assist in raising awareness of non-Aboriginal business community about on-reserve opportunities
- Ensure INAC land management policies (specifically, market rent policies) are flexible to accommodate a range of commercial activities
- Decrease barriers for establishing businesses
- Increase funding for capital projects
- Support First Nations to obtain Aboriginal exemption under the Softwood Lumber Agreement
- Reduce constrictive land management policies under the Indian Act



- Streamline funding approval processes
- Assist in the establishment of a First Nation lending and venture capital committee composed of representatives from chartered banks and First Nations entrepreneurs to expedite economic development project funding

Facilitate Partnerships

- Government should support and facilitate partnership development opportunities
- Government should facilitate self-government models
- Assist in improving perceptions and attitudes of non-Aboriginals about opportunities to partner with Aboriginals and organizations
- Federal and provincial governments should structure their organizations in a similar fashion to the way First Nations are organized to ensure better communication and service delivery

Shared decision-making and policy development

- Consult First Nations prior to future policy changes affecting them
- Government should provide support for First Nations to participate in the decision-making, design and management of traditional territory land use
- Encourage other levels of governments and stakeholders to support First Nations participation within traditional territories

Planning

- INAC should expand the scope of the Physical Development Plans to incorporate Comprehensive Community Plans and Bioregional plans
- Government should support the development and use of First Nations driven socio-economic indicators

Capacity Building

Provide for capacity building and training for staff and members



Sustainable Development Resources:

Indian and Northern Affairs Canada

INAC Supports Toward Sustainable Development

Above and beyond core funding provided to First Nations under the *Indian Act*, there are various additional supports that also foster sustainable community development for First Nations communities in BC. The following summary provides an overview (although not exclusive) of some key supports available to First Nations in BC.

INAC Sustainable Development Strategy

The Sustainable Development Strategy is a directional document that sets guiding principles and specific commitments on how INAC proposes to integrate the principles of sustainable development into its policies, planning, programs, operations and decision-making. There is a legal obligation for all federal departments to produce and renew a strategy every three years. The first INAC Sustainable Development Strategy (1997-2000) included eight guiding principles which were developed in consultation with First Nations. The second strategy (2001-2003) focussed on integrating the principles of sustainable development into departmental programs, initiatives and planning processes. A third strategy (2004-2006) is in development at present. For more information on INAC's Sustainable Development Strategies, visit: www.ainc-inac.gc.ca/sd/index_e.html

Tribal Councils

Funding is provided to Tribal Councils to provide advisory services to member First Nations in five areas: community planning, governance, financial administration, economic development, and technical services.

Economic Development

INAC offers a range of economic development programs to First Nations in areas such as funding for partnership development, negotiations, feasibility studies, opportunity studies, and aboriginal workforce placement. For a complete economic development information kit, visit: www.inac.gc.ca/ps/ecd/index_e.html

Capital

Capital supports include services and funding for community infrastructure, housing and facilities. This can include support for improvements to water and sewer systems, fuel storage tank removals, flood and erosion, infrastructure development and the development of Capital Plans. A new on-reserve housing approach program also exists allowing communities to access funds to design and develop sustainable housing subdivisions. For more information on capital resources in BC, visit: **www.inac.gc.ca/bc** and click onto the Capital Resources button. For more information on capital within the national INAC framework, visit:

http://www.ainc-inac.gc.ca/ps/hsg/cih/index e.html

Social Development

Ongoing social development supports are available to First Nations. For more information on social development policies, visit: www.inac.gc.ca/bc and click on the Social Development button. Also, a Social Development Resource Centre was recently established in response to the historical demand for ongoing capacity development for First Nations social development workers in BC. The Centre provides training and resources for First Nations communities to increase the delivery of their own social programs. For more information on the Centre, contact: 604-929-4714 or visit: www.resourcecentre.org



Education

The objective of INAC's New Paths for Education is to continue to work in partnership with First Nations to improve education programming and to strengthen the governance structure of First Nations educational systems. New Paths for Education supports regional First Nations education reform initiatives consistent with broad priorities agreed to with the Assembly of First Nations Chiefs Committee on Education. In BC, this funding is administered by the First Nations Education Steering Committee (FNESC). For more information, contact FNESC at: 604-925-6087.

Governance

The Indian Management Development (IMD) program is provided under government support to aid First Nations in capacity development. The focus on IMD resources in BC Region is to assist in strengthening financial capacity and internal controls. Funds are targeted towards the training and capacity development portions of remedial management plans identified during the annual audit cycle.

As well, various governance training workshops and tools are available to First Nations. Examples include: 1) policy development workshops; 2) one-on-one training for new Band Managers on INAC programs and reporting requirements; 3) introduction to strategic planning presentations for Chief and Councils and First Nations; and 4) community planning and strategic toolkits for First Nations (forthcoming).

- □ First Nations Governance Handbook: A Resource Guide for Effective Councils

 This handbook deals with how a First Nation Council can be more effective. It is intended to be a useful resource for councillors who would like to build a strong, stable organization in their community.
- □ First Nations Self-Evaluation of Community Programs: A Guidebook on Performance Measurement
 This is a guidebook on performance measurement developed by the First Nations Working Group on
 Performance Measurement. It can be used to develop approaches to evaluating how well community
 programs are achieving community goals.

Land Management

INAC provides a range of courses and funding for First Nations involved in land management for reserve land. This includes land holdings and transfers, additions to reserves, designations (zoning), and leasing and permitting. Also, the First Nation Land Management Initiative provides a means for community management of on-reserve lands and resources. For more information, please contact

http://www.fafnlm.com/LAB.NSF/vSysAboutDoc/English

INAC also provides courses for First Nations in land management, leasing, appraisals, surveys and environmental and natural resource management.

BC Capacity Initiative

The objective of the BC Capacity Initiative is to enhance the capacity and expertise of First Nations who have asserted Aboriginal title to prepare to negotiate and implement land and resource components of their Aboriginal claims settlements. Funding can be provided for strategic plans, consultation practices, traditional use studies, Geographic Information Systems applications, Land Stewardship and other First Nations initiatives.

Treaty Related Measures

Treaty Related Measures (TRMs) are designed to accelerate treaty negotiations. They are temporary arrangements negotiated within the context of the treaty process and may be formalized when a treaty takes effect. TRMs are cost-shared between Canada and BC, and can be used in a variety of ways to move specific issues forward at treaty tables, such as: studies to generate information that will expedite treaty negotiations; protection of Crown land for treaty settlement; land acquisition for treaty settlement; First Nation participation in land, resource, park planning and management, and economic and cultural opportunities.



Environmental Capacity Development Initiative

The Environmental Capacity Development Initiative is a funding source available to First Nations designed to support First Nations people in their efforts to build capacity in environmental stewardship.

Capacity Building Compendium

The Capacity Building Compendium is an information resource containing a list of various capacity building initiatives and efforts in BC provided by INAC and other agencies. It includes information on funding, processes such as joint committees, training modules, and tools and resources. For more information, visit: www.inac.gc.ca/bc/index_e.html

Allocation, Reporting and Coding Handbook (ARCH)

The ARCH document is INAC BC Region's listing of program profiles and the resourcing and reporting process; budget summaries for each program; and financial coding to be used in funding agreements. For a copy, visit: **www.inac.gc.ca/bc** and click on Allocation, Reporting and Coding Handbook.

Sustainable Communities

INAC BC Region undertook a communication campaign in the fall of 2003 to promote Sustainable Communities, a special feature on First Nations in BC who are committed to sustainable development. A series of stories appeared on television and in the print media showcasing sustainable communities in action. The stories covered education, economic development, governance, agriculture, the Olympics, partnerships, alternative energies and self-government. To view the campaign, visit: www.inac.gc.ca

For more information or copies of the publications and initiatives noted above, contact:

Communications and Public Inquiries Officer

Toll-Free: 1 800 665-9320 Fax: 604-666-1210

Website: http://www.inac.gc.ca/bc





Appendix Related Resources

PARTNERING OPPORTUNITIES

Participants of the focus group were provided information on the following potential sources of funding for First Nations sustainable development activities:

Canada

Vancouver Foundation	www.vancouverfoundation.bc.ca
Mclean Foundation	www.mcleanfoundation.on.ca
David Suzuki Foundation (Turning Point Initiative)	www.davidsuzuki.org
Ecotrust Canada	www.ecotrustcan.org
Van City Credit Union	www.vancity.com
Centre for Indigenous Environmental Resources Inc	www.cier.mb.ca
Margaret Laurence Fund	www.e-p-r-f.org

International

Rockefeller Foundation	www.rockfound.org
Ford Foundation	www.fordfound.org
Lannan Foundation	www.lannan.org
North American Commission for Environmental Cooperation	www.cec.org/grants
Henry P. Kendall Foundation	www.kendall.org
Environmental Finance Group	www.ifc.org/enviro/
Indigenous Environmental Networks	www.ienearth.org
Seventh Generation Fund	www.7genfund.org
Hewlett Foundation	www.hewlett.org
Shell Foundation (Sustainable Energy)	www.shellfoundation.org
Greenville Foundation	www.fdncenter.org/grantmaker/grnville
Environmental Leadership Program Fellowship	http://ehpnet1.niehs.nih.gov
Mitchell Kapor Foundation	www.mkf.org
Rivers Foundation of the Americas	www.riversfoundation.org
Compton Foundation	www.comptonfoundation.org
Indigenous Peoples	www.undp.org/csopp/CSO

Weblinks to Grants and Education Programs

www.garivers.org/grants www.col-ed.org/echo2002 www.civilsoc.org www.ecouncil.ac.cr/rio www.aoa.gov/AIN/resources www.bloorstreet.com/300block/abointl.htm



Notes	



First Nations Stories: Building Sustainable Communities in British Columbia Summary of Proceedings

Available from: Strategic Planning and Communications

Indian and Northern Affairs Canada, BC Region

600 - 1138 Melville St. Vancouver, BC V6E 4S3

Contact: Communications and Public Inquiries Officer

Tel: 604-666-8695 1 800 665-9320 Fax: 604-666-1210

Website: www.inac.gc.ca/bc

Sponsored by: Indian and Northern Affairs Canada, BC Region