



# MUSQUEAM FIRST NATION

A Comprehensive Sustainable Community Development Plan  
Update

OCTOBER 2018



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## hay ce:p qə kʷə ʔəθ m̓i čewətaɫxʷ **ACKNOWLEDGMENTS**

Thank you to all those who were involved in the careful development and crafting of this plan. Its creation was truly a collective effort.

This updated plan was created by and for our community. From family meetings to open houses, from Elders' teas to youth scavenger hunts, our community was deeply involved throughout this plan's development process. The level of engagement from our community was truly humbling and inspiring. This process would not have been made possible without you.

The creation of this plan also involved considerable input from Musqueam leadership, program administrators and staff. Countless hours were involved in this plan's production, and the strong participation and support this plan received is evident in the outcome.

Special thanks to those individuals who were directly involved on a more day-to-day basis. The Musqueam Community planning team members included Jessica Carson, Sasha Willey-Shaw, and Oliver Dann who worked together to oversee this important project from its inception to its completion. Thanks to Jazmin Feschuck who assisted with community engagements in the summer of 2017 and contributed valuable input to the plan. Thanks to Michelle Cuomo and Tanja Oswald, 2018 summer community planning assistants, for their design skills and thoughtful contributions to this updated CCP. Thank you to Dena Klashinsky for providing guidance in the final months of this project.

We would also like to thank all the planners in the community and Administration who came before us and helped build the foundation on which we were able to create this plan, especially Leona Sparrow, Dianne Sparrow, Larissa Grant, and Mary Point.

Project funding was generously provided by a variety of sources, including New Relationship Trust Direct Support, Indigenous and Northern Affairs Canada's First Nations Infrastructure Fund, Employment and Social Development Canada's Canada Summer Jobs program, and our own Musqueam Administration. hay ce:p qə.





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# 1.0

## INTRODUCTION

Welcome to our 2018 CCP update! We have arrived here after a lengthy update process. Our community has a long history of community planning, with many strengths to draw on and challenges to overcome as we work to achieve our community vision.

- 1.1 Executive Summary
- 1.2 Introduction to Document
- 1.3 Musqueam Declaration
- 1.4 What is the CCP?
- 1.5 How to Use This Plan



## 1.1 EXECUTIVE SUMMARY

This 2018 CCP Update builds on our existing Comprehensive Community Plan (CCP) and vision, called *náćəmat tə šxʷqʷeləwən ct* which means “We are of one heart and mind.” *náćəmat tə šxʷqʷeləwən ct* draws inspiration from the traditional Musqueam spindle whorl, which represents a unifying power, bringing individual fibres together to create a single strand of wool. Much like the spindle whorl weaves together fibres, this plan weaves together different elements of our community to set out a strong, unified vision that connects us all.

The CCP is a high level holistic plan that encompasses key planning areas identified by our community and establishes important values and recommendations that guide other plans our community may develop. It is also community driven, meaning that the vision, objectives, and actions in this plan directly reflect our community’s input.

This document summarizes the CCP update process that took place between spring 2017 and spring 2018. Our community has changed a lot since the first CCP was approved by Council in 2011, and this update is a way to account for those changes and adapt our plan accordingly. This update addresses the need for new actions to help meet community objectives that have been defined by our membership.

Many of the actions from the 2011 CCP have been completed or are well on their way to being accomplished, resulting in a need to generate new actions to keep up with our shifting priorities. Our new actions were generated through extensive community engagement, which involved family meetings, open houses, special Elder and youth engagements, and several surveys such as the 2016 Musqueam Community Census. The input gathered from these consultations was analyzed by our Administration’s planning team and turned into actions through multiple rounds of assessment and prioritization. These actions, created by the community and approved by Council, will inform the direction of our Administration and government.





## 1.2 INTRODUCTION TO DOCUMENT

Musqueam has a rich history of planning that dates back as long as we have inhabited our ancestral territory – over 9,000 years. Our traditional planning dictated how we governed ourselves, managed our natural resources, and took care of our community members. In more recent years, Musqueam’s planning approach has taken a different form. Over the past several decades, we have engaged in a variety of planning activities both big and small. From 1993 to 2005, our community developed three major planning projects that in many ways laid the ground work for the development of the CCP: the Community Development Plan (1993), the Physical Development Plan (1999), and the Strategic Infrastructure Management Plan (2005). These plans generated important policies that were carefully reviewed and carried over to the 2011 CCP where it was appropriate and feasible to do so. These plans dealt with the ways our community was progressing, how we were using our lands, and what sorts of infrastructure would be required to meet our needs.

What differentiates CCPs from other planning documents is the scope of their content and the extensive levels of community involvement in their creation. The CCP is a living document that addresses all key planning areas and is community-driven, meaning that the community decides what the plan includes and collectively figures out ways to make the changes they want to see.

The process of developing Musqueam’s first CCP document began in 2007 and was completed and approved by Council in 2011. It has proven to be a very valuable resource for our community, helping to guide us in a direction that is supported by our shared community vision and objectives. In early spring 2017, the planning team began preparations to update our CCP, which is an important part of the plan’s life cycle. Updating keeps the CCP relevant to our community’s needs by adapting it to where we are now. The CCP consists of a central vision, objectives, and actions that represent what we want as a community and how we are going to get there.



*View from inside our Cultural Education and Resource Centre*

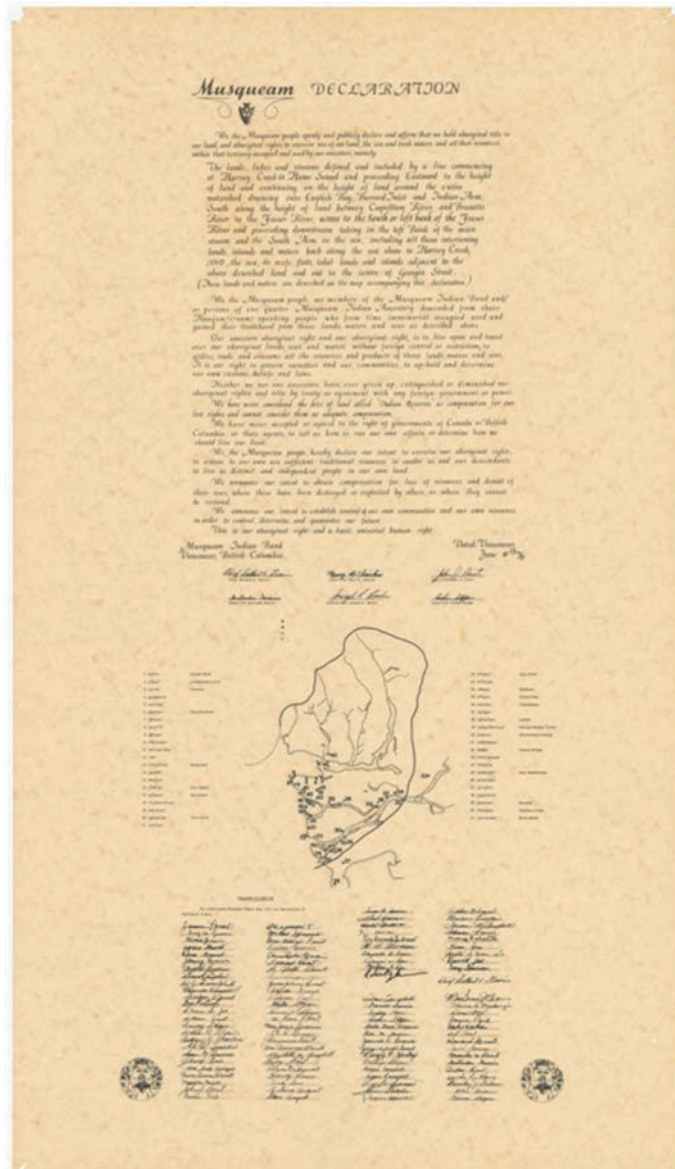
## 1.3 MUSQUEAM DECLARATION

Vancouver

June 10, 1976

We, the Musqueam people, openly and publicly declare and affirm that we hold aboriginal title to our land, and aboriginal rights to exercise use of our land, the sea and fresh waters, and all their resources within that territory occupied and used by our ancestors, namely:

- The lands, lakes and streams defined and included by a line commencing at Harvey Creek in Howe Sound and proceeding Eastward to the height of land and continuing on the height of land around the entire watershed draining into English Bay, Burrard Inlet and Indian Arm;
- South along the height of land between Coquitlam River and Brunette River to the Fraser River, across to the South or left bank of the Fraser River and proceeding downstream taking in the left bank of the main stream and the South Arm to the sea, including all those intervening lands, islands and waters back along the sea shore to Harvey Creek;
- AND the sea, its reefs, flats, tidal lands and islands adjacent to the above described land and out to the centre of Georgia Strait.



We, the Musqueam people, are members of the Musqueam Indian Band and/or persons of one quarter Musqueam Indian Ancestry descended from those *hənq̓əmíḥəm* speaking people who from time immemorial occupied, used and gained their livelihood from those lands, waters and seas described above.



## 1.4 WHAT IS THE CCP?

Comprehensive community planning is a high level, holistic planning process that helps communities build a road map to success through increased self-sufficiency, sustainability, and governance capacity. It is a community-led approach to planning that puts the power of decision making into the hands of the community.

Having a plan that is holistic in nature is a way to show interconnections between different community objectives which were not formally acknowledged in past plans. This plan considers the relationship between key planning areas such as governance, economic development, wellbeing, and environmental protection, among others. Recognizing the interrelatedness of different parts of our community allows for a planning perspective that is informed by our lived experiences while acknowledging and building on the interlinkages that tie together different aspects of our lives and community.

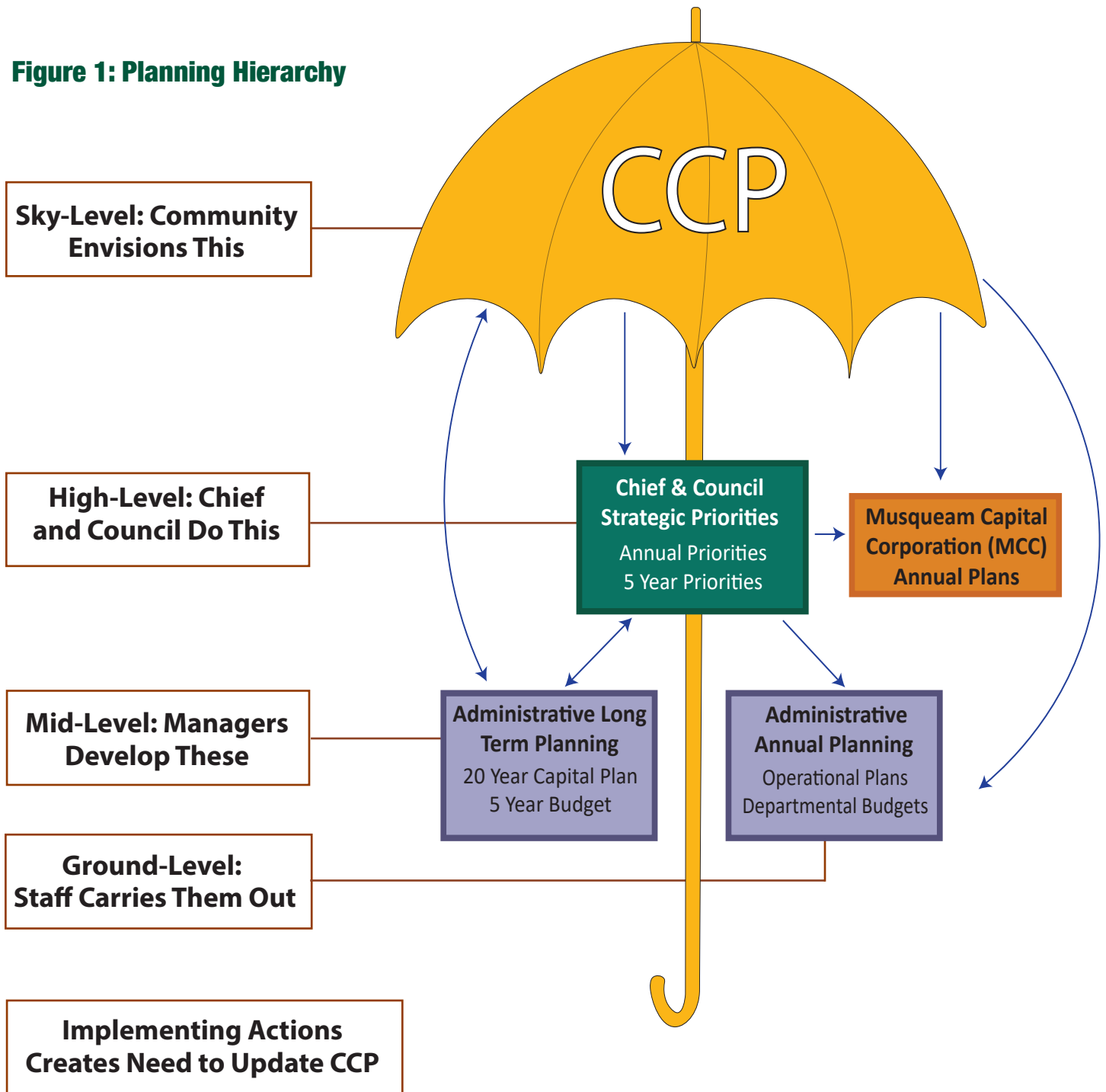
The CCP is a living document. It needs to evolve as our community continues to develop. There is a need to reevaluate what is in the plan to keep it relevant and useful to us, so with this update, we will continue to follow the planning cycle: implementing actions, monitoring and evaluating our progress, and then updating our CCP based on what has changed, how we have grown, and what we need.

The CCP is the overarching plan that lays out the guiding ideals and principles for ways that our community's growth can unfold. Its purpose is to establish clear guidelines for our community's development and be a point of reference for decisions that are made by Council and the Administration. Strategic Council plans, land use plans, departmental work plans, and other plans our community creates should all fall under the umbrella of the CCP in terms of the values and visions that guide them. The CCP will also inform some new features of our Administration and governance structure including: the development of Council's long term strategic vision; our community's annual and multi-year budgets; and our 25 year capital asset plan. These are important linkages to acknowledge because they help our budget and work planning activities fall into alignment with the wants and needs of our community laid out in the CCP.



*Receiving cedar log for canoe carving project*

**Figure 1: Planning Hierarchy**





## 1.5 HOW TO USE THIS PLAN

This document is a summary of the CCP update. It is arranged in 5 sections that mirror the strategic planning cycle, illustrated below, that helped shape the CCP. By engaging with these key areas, we ground ourselves in the history of our community and take ourselves on a journey through the current planning process. Each of these sections tells a different part of our planning story:

**Where have we been (since 2011)?** This section shows where we have been since the CCP was first approved by Council and we began implementing its actions. It outlines some of the biggest achievements of implementation and gives an outline of the original CCP process.

**Where are we now?** This section provides an overview of demographic and geographic information about our community as well as a snapshot of our community's strengths and challenges.

**Where do we want to go?** This section represents our community's central vision and objectives as defined by our community.

**How do we get there?** This is the focal point of the update process. It outlines the new actions our community has called for and the important steps we are taking to develop and implement them. These actions have been conceived to align with our central vision and help meet our 11 community objectives and 2 core objectives. This section also outlines the implementation of our new actions which will be carried out by our Administration.

**Have we arrived?** This section outlines the strategies we are going to use to understand whether we have accomplished our community objectives and how we will begin the next steps of our planning cycle. The development of performance measures for each objective will help keep us on track and ensure we are meeting the goals we set for ourselves.



# 2.0

## WHERE HAVE WE BEEN?

This section outlines our community's developmental journey since the approval of the original CCP in 2011. It provides an overview of the CCP process and presents some of what has been accomplished in our community since this time.

- 2.1 Where Have We Been Since 2011?
- 2.2 Overview of Original CCP Process
- 2.3 Achievements of Implementation



## 2.1 WHERE HAVE WE BEEN SINCE 2011?

Our community has undergone many changes since the completion of our first CCP in 2011. Musqueam's community development has been an ongoing journey made possible by overwhelming support and participation from our membership every step of the way. Community members and Administration have worked hard to help accomplish a wide range of actions in order to move towards achieving the overarching objectives outlined in the CCP. While many actions have been accomplished, we still have a ways to go with others. Our collective efforts have resulted in tremendous growth and new opportunities for the community. We have seen changes in the way our Administration works, the addition of new programs and services to help our members, and new community facilities that showcase our pride in Musqueam culture. However, our journey is far from over. We still have a lot of work to do as we continue to meet the goals we set for ourselves.



*Aerial view of Musqueam community prior to the completion of the Cultural Education and Resource Centre, and Community Centre*

## 2.2 OVERVIEW OF THE ORIGINAL CCP PROCESS

Many of us played a role in the creation of the CCP – a process that began over ten years ago, in 2007, and was completed in 2011. This truly was a community effort, as members helped work towards the completion of this plan in a variety of ways. A four year community-based planning process involved a variety of events and engagements such as open houses and family dinners. Members also provided input at meetings, helped set up and clean up events, talked with family members about the changes they want to see in the community, and shared their visions for our future. Specific events were organized to reach special groups such as Elders and youth, as well as difficult to reach members such as those who live off reserve. The result was a plan that captured the hearts and minds of the community and reflected these elements in the form of a vision, objectives, and actions used to help us grow and develop according to our Musqueam values. Our community's involvement continues to be key to the plan's success. After all, this plan is about us and the changes we want for our community.



*Community & staff getting excited about planning during the creation of the original CCP*



## 2.3 ACHIEVEMENTS OF IMPLEMENTATION

Our community has undergone many changes in the past seven years, much to do with the community goals we set for ourselves in the CCP. Many of the actions that have been accomplished are visible in the community whereas other changes happen behind the scenes and are less obvious. By design, many of the actions were created to help respond to several objectives. For example, the construction of the community centre helped to meet objectives such as improving our health and well being, while also addressing the community's recreation needs. Below is a short summary of a sample of completed 2011 CCP actions:

**Community Centre:** This key facility opened its doors in 2012, providing space for recreation opportunities as well as social and health-related programming. The building contains a gymnasium, café, fitness centre, yoga room, commercial kitchen, changing rooms, classrooms, and Youth Centre, as well as offices for the Health, Employment & Training, Recreation, Safety & Security, and Facilities Departments. According to the 2016 Musqueam Census, the number of families and youth using recreation programming increased nearly 50% between 2012 and 2016.



*Musqueam Community Centre*

**xʷnačθət (Place of Change) – Musqueam Safe Home:** The Safe Home acts as a Musqueam child and family service hub for on and off-reserve community members. We are able to provide intensive parenting and wellness support for children and families in crisis and with Ministry of Children and Family Development (MCFD) provincial involvement through our 6 bed, fully staffed out of care placement facility in the community. This ensures our children do not have to enter the care of MCFD, and that they are protected and can remain connected to their Musqueam families, community, land and culture.

**Improved Health Care:** We have expanded our health care services in our community, including hiring an on-site nurse practitioner and doctor. The Musqueam Census results show that the number of community members in preventative healthcare programs has increased by nearly 50% and that the number of healthcare programs has also expanded. This has been a huge step towards improving the health and wellbeing of our community members.

**Protecting Key Archaeological Sites Along The Fraser River:** Musqueam's involvement in the gateway project for the South Fraser Perimeter Road in Delta contributed to the enhanced protection of our ancestral burials and cultural belongings, and has restored habitat adjacent to the Fraser River. Archaeological surveys and environmental assessments of reserve lands and other sites, such as leləm (formerly referred to as Block F) and čəsnaʔəm, are regularly conducted and are ongoing.

**Restoration and Protection of Cutthroat & Musqueam Creeks:**

The Aquatic Habitat Restoration project has made significant progress towards further protecting and restoring Musqueam Creek, Cutthroat Creek, and IR 2 foreshore and nearshore areas. Both creeks now have salmon returning.



*Woody Sparrow sharing aquatic habitat restoration knowledge*

**Environmental Stewardship Department:** This department was created in April 2017 to increase Musqueam's stewardship over our ancestral and traditional lands. The department works on several initiatives including creating environmental stewardship plans, recording and sharing traditional land use knowledge and biophysical and historical information about our lands and waters, identifying areas for protection from development, identifying economic opportunities, working to implement the Fraser River Transition Areas Collaborative Management Agreement, and training Musqueam members to practice land and resource management and protection.

**Increased Social & Recreational Programming:** Programs that encourage education, employment, self-sufficiency, cultural connection, and healing, have been developed and have been gaining traction since the implementation of the 2011 CCP. These include programs such as employment counselling, education related to accessing services and housing, cedar weaving, and drug and alcohol referrals. According the Musqueam Census, the number of people served by social development and cultural programs grew from 130 to 840 between 2012 and 2016.

**Musqueam Cultural Education and Resource Centre:** Musqueam won the bid for the Aboriginal Pavilion after the 2010 Olympics, which was largely due to the community engagement we had done for the CCP that identified a need for a space to share our history and culture. The gallery space now houses many of our belongings that help teach our community and the public about our history and culture. Our Musqueam Archives contain our library, oral history recordings and transcripts, photos, and other important materials that help preserve our history. This pavilion's architecture is inspired by the traditional woven cedar hat used by Indigenous peoples across the region.



*Musqueam Cultural Education & Resource Centre*



**Development of Musqueam Land Code:** Our Land Code came into effect in the summer of 2017. This means we now have extended authority over our land management, including the ability to approve land transactions and make bylaws in relation to reserve lands, resources, and the environment. By developing the Land Code, Musqueam land management is no longer under the jurisdiction of the Indian Act. This is one more important step in taking back control of our traditional lands.

**Improved Organizational Development of Administration:** Our previous committee structure was replaced by our current divisional structure. This transition has improved efficiency and effectiveness of the Administration by bringing high level decision-making to the divisional committees and increasing interdepartmental collaboration by having departments report to a shared committee.

**Transitioning to the First Nations Elections Act:** We have adopted a new process for electing our leadership. Musqueam has transitioned from the election framework under the Indian Act to one set out by the First Nations Election Act. This change extends the term of office from 2 to 4 years, enlists penalties for misconduct during election campaigns, and implements new policies for advanced polling and ballot recounts.

**Sports Complex:** This state-of-the-art facility was completed in 2015 and consists of two full sized soccer fields and a club house, complete with changing rooms and multimedia capability. The complex is a symbol of Musqueam pride and sportsmanship. It provides space for young Musqueam athletes to develop their abilities while promoting fitness in the community.



*Musqueam all-weather sports field*

**Improved Administrative Capacity:** Following up on the actions suggested in the CCP requires action at the administrative and governance levels. The delivery of new programs and services requires a strategic allocation of resources and often the development of new positions. It can be frustrating for our community members to witness the growth of the Administration when so many community needs have not yet been met. However, this is a necessary step to build administrative capacity and support the development of other initiatives designed to meet community needs. By evaluating and addressing inefficiencies and weaknesses within our Administration, we are developing an organization that facilitates and supports increasingly transparent and inclusive processes.

**Pursuit of Self-Governance:** Supporting the organizational development of our Administration is especially important in the context of our shift towards self-governance, which means moving beyond existing governance structures and frameworks that remain embedded within the Indian Act, resulting in more control over our lands, resources, and ourselves. As a unique Nation we have the right to move beyond the Indian Act and govern ourselves in a way that respects and honours our contemporary context and our traditional teachings. On January 17th, 2017 Musqueam signed a Letter of Understanding with the Government of Canada. By signing this letter, Musqueam and Canada committed to working towards reconciliation in core governance. We are now in the negotiating process for a Self-Government Agreement.



*Michael Paul enjoying the view by the river*



# 3.0

## WHERE ARE WE NOW?

In this section, we provide an overview of Musqueam's community characteristics, including our community's demographics, Administration and governance, and current lands. This information helps to give us a clear understanding of our community's strengths, as well as some of the challenges we face. By keeping track of these areas, we can continue to strengthen our understanding and use this information as a foundation from which to move forward as a community and a people.

- 3.1 Community Profile
- 3.2 Situational Assessment

## 3.1 COMMUNITY PROFILE

Outlining Musqueam’s demographic and geographical information provides an important baseline from which to create policy, plans, and make the changes we want to see in our community. By better understanding where we are as a community, it becomes easier to make informed decisions that can help us produce changes. The following information is based on the results of the 2016 Musqueam Community Census, an initiative of the Administration. As Musqueam continues to grow over time, it is very important that we track these changes in an accurate and concise way.

### DEMOGRAPHIC INFORMATION

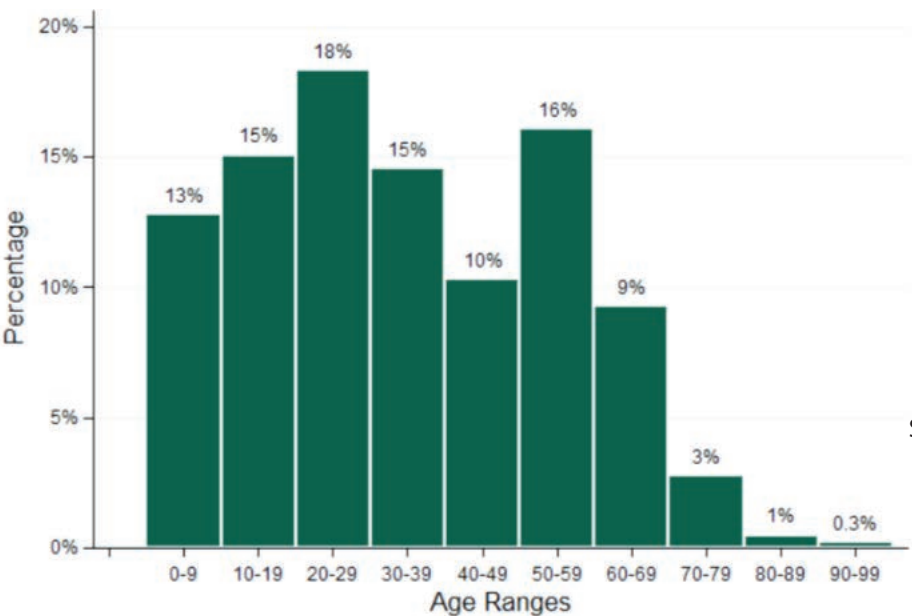
Over half of our membership lives on reserve and about three of every four people in our community are Musqueam members. Our community is young and growing, with more men in the younger age ranges, and more women in the older ranges. In the Musqueam Community Member Age Distribution graph on the following page, you can see that the younger generations of Musqueam people are growing. While the current largest age group is 20-29 years, we can expect that the current 0-9 age group will soon be even larger, since those in the 20-29 and 30-39 age groups are having children.

**Figure 2: Community Demographic Information**

DEMOGRAPHICS - POPULATION ESTIMATE	
Total number of people in Musqueam households	~1637 (range 1579-1682)
Musqueam Membership (as of December 31, 2016)	1284
Proportion of Musqueam household members who are Musqueam Members	72.48%
Proportion of Musqueam household members who are not Musqueam Members	27.51% (~17% non-status, ~10% Members of other First Nations)
Total number of people in Musqueam households on reserve	~949 (range 884-1015)
Total number of people in Musqueam households off reserve	~688 (range 622-753)

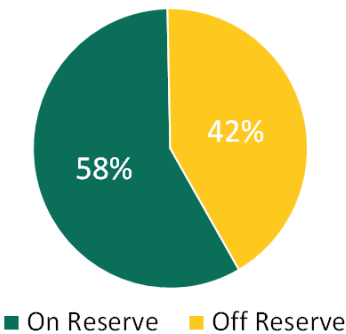
Source: Musqueam Household Census (2016)

**Figure 3: Community Member Age Distribution**



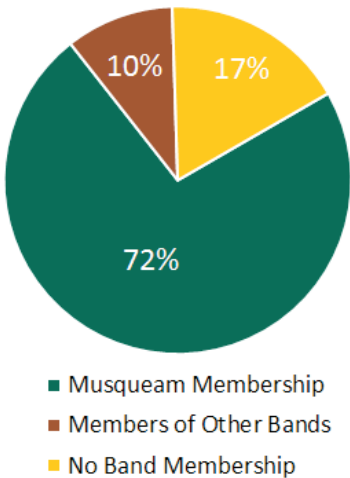
Source: Musqueam Household Census (2016)

**Figure 4: Where Community Members Live**



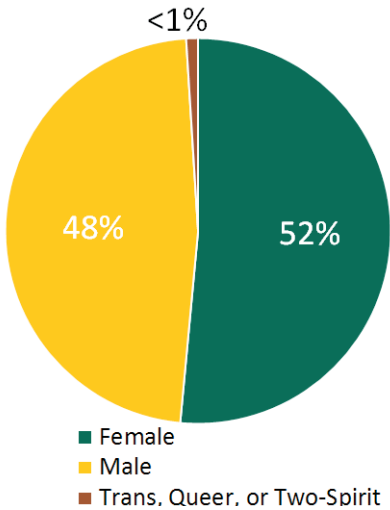
Source: Musqueam Household Census (2016)

**Figure 5: Who Lives in Our Community**



Source: Musqueam Household Census (2016)

**Figure 6: Community Member Self-Identified Gender Breakdown**



Source: Musqueam Household Census (2016)

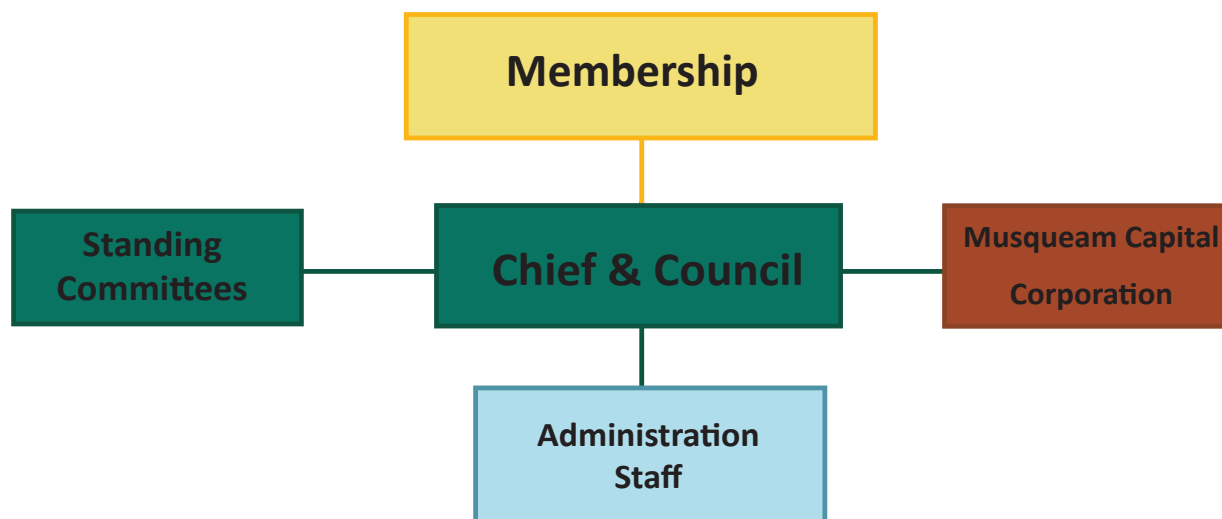


## OUR GOVERNANCE AND Administration

Traditionally, we made our decisions collectively and by consensus. Family groups first discussed the issue, and then family heads met to make decisions for the larger community. While we still honour these traditions, our political decision-making changed when Indian Affairs imposed the Chief and Council system on all First Nations over 50 years ago.

Today's Musqueam government is based on an elected Band Council system. The role of Council is to manage our community's affairs as designated by the Indian Act and in accordance with the objectives of the Musqueam community. Council is entrusted by members to represent their political views and aspirations at the reserve, and at the provincial and federal levels. Our Administration is responsible for day-to-day operations of our Band, program planning, and plan/program implementation as directed by Chief and Council who are guided by our community.

**Figure 7: Musqueam Organizational Structure**



## OUR LANDS

We, the xʷməθkʷəy̓əm people, have been stewards of our environment since time immemorial. The name xʷməθkʷəy̓əm means place of məθkwəy̓ and relates to the məθkwəy̓, a flowering plant, which grows in the Fraser River estuary in the tidal flats and marsh lands. We have an everlasting connection to our home and we have always understood the interconnectivity of the land, water, and our people. Our territory was once rich in natural resources and offered our ancestors a life of abundance. We have always known the great value of our ecosystem and we understand the importance of caring for the lands and waters that make up our territory.

Our traditional territory (see Figure 8) encompasses much of the Salish Sea and approximately 144,888 hectares (358,026 acres) of land and waters, which includes most of present-day Metro Vancouver, extending northwest up Howe Sound and east up the Fraser Valley. Historically, we traveled far and wide and traded and intermarried with Nations up and down the coast of present day B.C., Vancouver Island, and Washington State.

Today, full use of our aquatic resources is heavily restricted and we only have control of 352 hectares of land, which is only 0.2% of our traditional land base. This land includes three small reserves and several parcels of fee simple land that have been acquired through recent settlements, negotiations, and purchases (see page 25 & 26). Musqueam also currently holds lands jointly with the Squamish and Tsleil-Waututh Nations and other partners (see page 27). We have successfully added the triangle lands (Parcel K) on the northwest side of IR#2 to the reserve and can now use these lands for our benefit.



*View of Musqueam Creek flowing through the golf course*





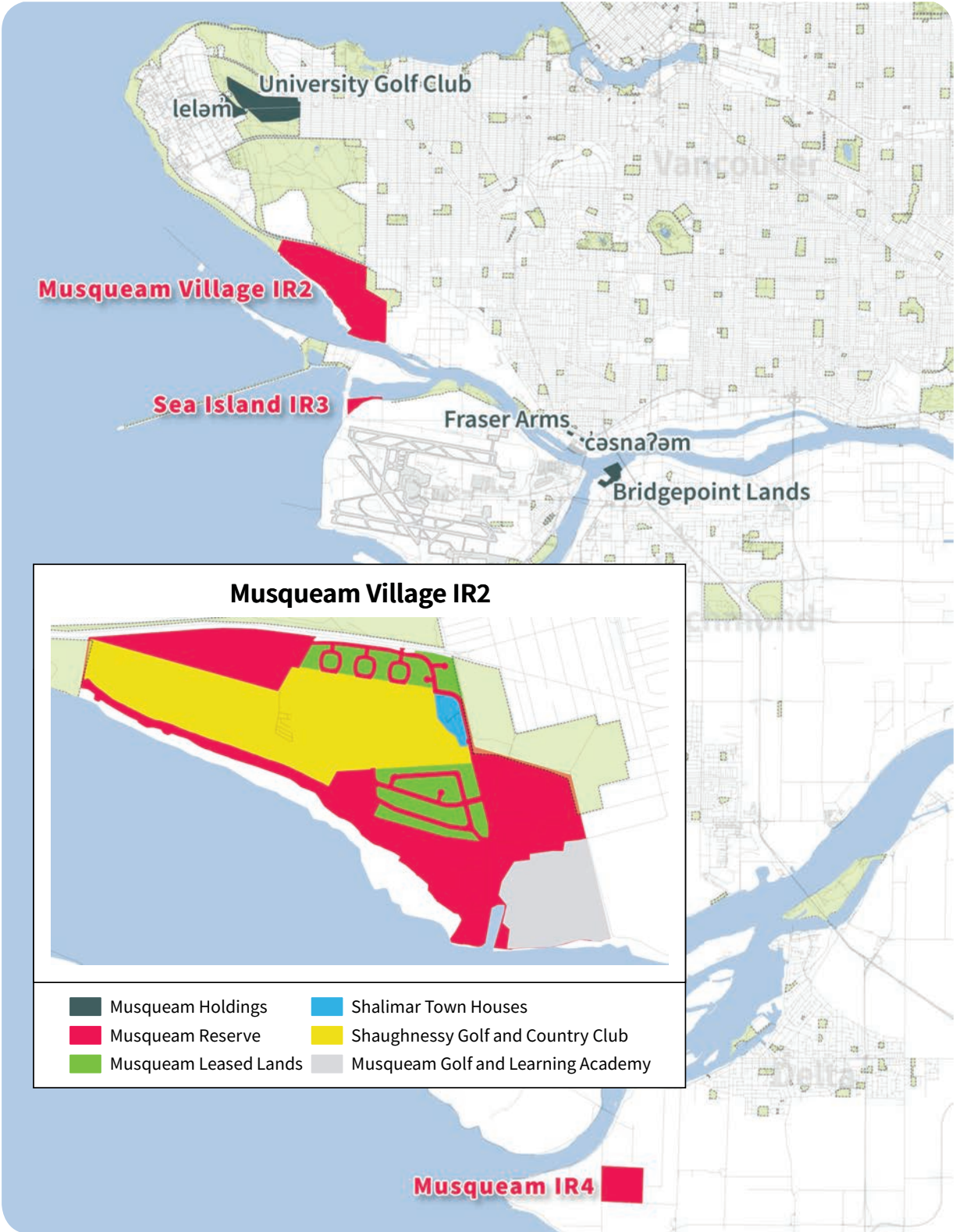
**Figure 8: Musqueam Traditional Territory & Current Reserves**



**Figure 9: Musqueam Land Holdings**

<b>MUSQUEAM RESERVES</b>		
<b>Land</b>	<b>Size</b>	<b>Description</b>
Musqueam IR2	204 ha	Our main winter village for over 3,500 years and now our main reserve and population centre. Most of the 125 hectares of reserve is leased out under five long-term leases negotiated in the 1950s and 1960s. The leases are for housing projects (Shalimar townhouses, Salish subdivision and Musqueam Park subdivision) and two golf courses (Musqueam and Shaughnessy). The leases for these properties are set to expire between 2032 and 2073.
Sea Island IR3	6.5 ha	IR3 fronts the southeast side of MacDonald Slough, adjacent to the City of Richmond. The land is currently vacant and subject to development restrictions due to its proximity to YVR and because it is unprotected by dikes and therefore vulnerable to flooding.
Musqueam IR4	57.2 ha	We received these lands in exchange for a major portion of IR3 that was required for airport development. Surrounded by the District of Delta, the site is in the provincial Agricultural Land Reserve. It includes two unserviced homes, while the farmland is currently leased out to a private farmer.
<b>OTHER MUSQUEAM LAND HOLDINGS</b>		
<b>Land</b>	<b>Size</b>	<b>Description</b>
čəsnaʔəm	1.8 ha	Six parcels of land were purchased by the Band after we discovered a 108 unit residential condo development was being planned for the site without prior consultation with the Band. čəsnaʔəm (commonly known as the Eburne Site, Marpole Midden or Great Fraser Midden), located in the heart of Musqueam's traditional and unceded territory, is an ancient village and burial site of the Musqueam people, dating back at least 4,000 years.
Fraser Arms	.48 ha	We purchased this property in 1993 to help preserve and protect a portion of čəsnaʔəm, an ancient Musqueam village and burial site.
lələm	8 ha	This parcel of land near UBC and University Hill High School is a portion of our Reconciliation Agreement with the Province. We are currently developing it into a multi-use residential and commercial space.
UBC Golf Course	59 ha	The 18-hole golf course includes a driving range and clubhouse. According to our Reconciliation Agreement with the Province, we are obliged to maintain a golf course use until 2083.
Bridgepoint Lands	3 ha	These lands were returned to us through our Reconciliation Agreement with the Province. The property includes a marina, hotel, casino and parkade. The casino's lease is prepaid to 2041. Musqueam does not share in revenues generated from these facilities.

**Figure 10: Musqueam Reserves & Fee Simple Holdings**



## MANAGING OUR ASSETS

Musqueam has several capital assets as well as parcels of land that have been acquired through various agreements, purchases, and negotiations. The Musqueam Capital Corporation (MCC) is the economic development arm of the Musqueam Indian Band. MCC was created in 2012 to replace the Musqueam Economic Development Department. MCC is responsible for supporting the development of Musqueam's lands, acts as asset manager for Musqueam's real estate holdings, and facilitates partnerships for numerous business opportunities. Business decisions are first made by MCC with recommendations to Chief and Council, in order to separate business decisions from the day to day operations of Musqueam.

MCC's mission is to contribute to building a vibrant community in Musqueam through successful economic development endeavours that will reap benefits today and for many years into the future. MCC aims to generate a profit, but not at the expense of Musqueam's values.

In 2014, Musqueam, Squamish, and Tsleil-Waututh (MST) signed a protocol agreement allowing the Nations to work together when negotiating with the Crown regarding land dispositions within the shared territory. Through this agreement, the MST Nations have successfully acquired several fee simple holdings within the territory, some of which are owned jointly with development corporations. The MST Development Corporation was established in 2016 to oversee properties owned by the MST Partnership and aims to be a key driver of growth, opportunity, and well-being for our Nation's members and the region.



*Musqueam Capital Corporation offices*



## 3.2 SITUATIONAL ASSESSMENT

The situational assessment is an overview of what is currently going on in our community and is informed by the data collected from our 2016 Musqueam Census, recent community consultations, and interviews with staff. While the community profile section shows some of what makes up our community, this assessment paints a picture of how it all fits together. It showcases the community's strengths and identifies the challenges we face. By building an understanding of the specific issues in our community, we can build better strategies to overcome them. Our community is resilient and has a long history of overcoming obstacles. This is a direct result of collectively identifying our strengths and drawing on them as part of our adaptive approach to building a healthy, self-sufficient Musqueam community.

### STRENGTHS

**Cultural Pride:** Keeping our culture alive has always been at the core of Musqueam's resilience as a community. We have faced and continue to face many challenges and hardships as a result of colonial policies and actions, but our values have always guided us forward. We have been a leading force in changing the relationship between the federal government and First Nations. In 1984 (*Guerin*) and 1990 (*Sparrow*), we won two landmark Supreme Court of Canada legal cases that helped recognize and provide legal protection for Indigenous rights.

According to the 2016 Musqueam Census, over half (53.4%) of Musqueam community members can understand, speak, or read some *hən̓q̓əmiṇəm*. This is a significant increase when compared to the results of the 2012 Census. Members are also actively participating in cultural events, with two thirds of the community reporting that they participate on a regular basis. This level of involvement in cultural activities is an indicator of the enduring importance of culture and tradition in our community.



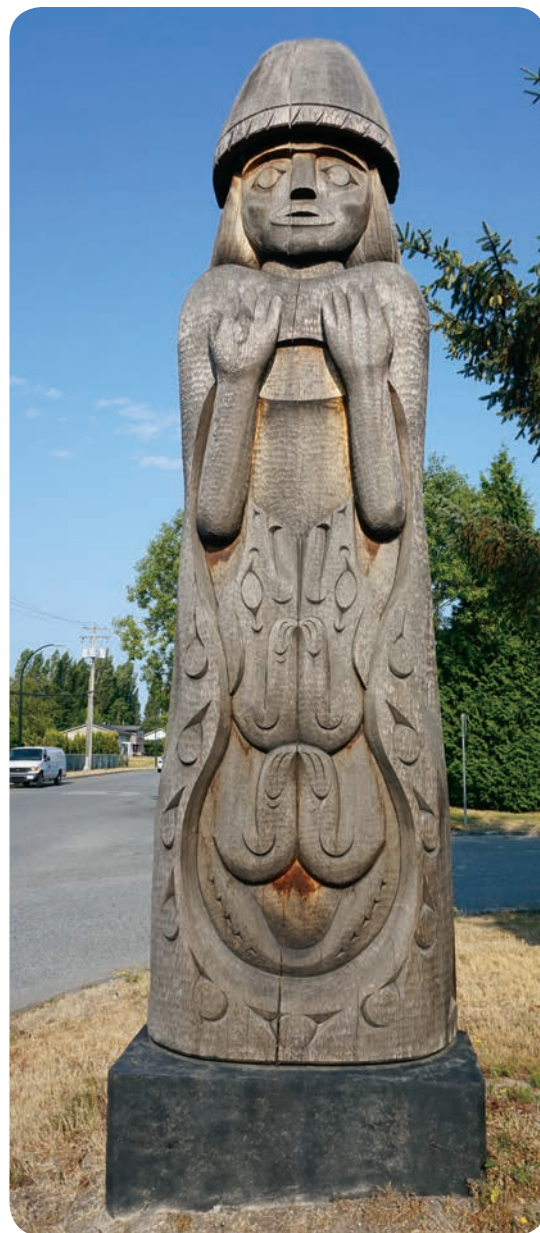
**Our culture is at the core of who we are - bringing it back is how we'll fix our community**  
-Musqueam Elder

*Canoe carving in progress outside the Cultural Centre*

**Economic Development:** Musqueam is dedicated to becoming financially self-sufficient. The Musqueam Capital Corporation was created to develop Musqueam lands and manage our assets. Our community owns several income generating businesses, such as the Shalimar townhouse development and the Musqueam golf course. Our land holdings like the UBC Golf Course present opportunities for future development. Our current development project, Ieləṁ, is located near the UBC Golf Course and will feature a mixture of residential and commercial space that will provide income and employment opportunities for our Band for decades to come. Musqueam has entered into an historic partnership with the Squamish and Tsleil-Waututh Nations for new lands within the shared territories of the three Nations. The MST Development Corporation was established to oversee properties owned by this MST Partnership. In addition, our Intergovernmental Affairs division has successfully negotiated benefit agreements with various organizations, including YVR, whose activities impact our traditional territories and our access to resources.

**Facilities:** Over the past decade we have developed new community amenities: the community centre, cultural centre, and sports complex. These additions enable us to showcase our cultural pride and help develop a sense of place in the community. Both centres have built-in office space, which has increased our ability to deliver programming and meet community needs related to health, recreation, employment and our archives. Each facility also has new operations and management regimes. This facilitates the development of policies and procedures to maximize the benefit of each of these facilities and their programming to further meet the needs of our community.

**Community programming:** Our community has invested a lot of resources in developing programming that our members have asked for. The programming developed by Recreation, Health, Social Development, Employment & Training, Language & Culture, and other Community Services departments has increased in terms of the number of available programs and the levels of community member participation. Many existing programs have expanded to meet the changing needs of the community. For example, the Health Department has increased their number of full-time staff in addition to expanding their health care programs.

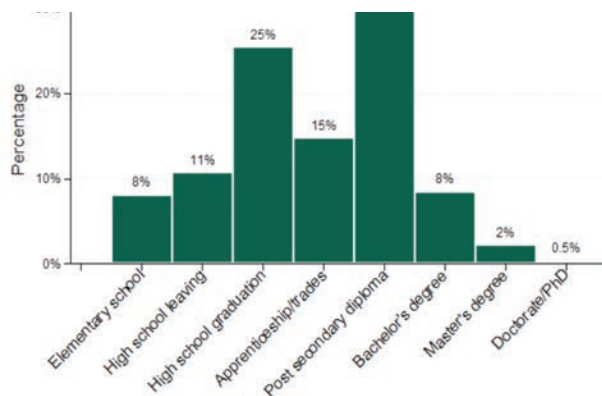


*Female Musqueam Welcome Figure*

## CHALLENGES

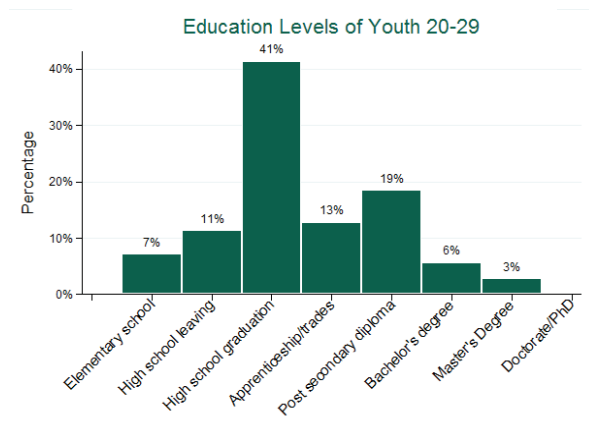
**Education:** Education remains one of the biggest challenges our community faces. While the rate of secondary school graduation in the community (80%) is well above the provincial average for Indigenous people (63%), it is slightly lower than the B.C. average (84%). A similar trend exists with post-secondary education where our community's rate of post-secondary attendance is 56%. This is better than the provincial average for Indigenous people which is 48%, but lower than the total B.C. average which is 76%, and declining somewhat among our younger members. This problem is made worse by a growing waitlist for post-secondary education funding as a result of the many limitations attached to INAC education funding.

**Figure 11: Community Education Levels**



Source: Musqueam Household Census (2016)

**Figure 12: Youth (Age 20-29) Education Levels**



Source: Musqueam Household Census (2016)

**Housing:** It is no secret that our community faces a severe housing shortage. The housing waitlist has been frozen for some time due to a lack of funding and appropriate land to build on. This shortage forces many of our community members to live off-reserve away from their families and culture, where they must contend with the regional housing crisis. Our housing problem is made worse by the deterioration of some of our aging housing stock, some of which is over 50 years old. Unfortunately, securing funds for renovations and home maintenance on-reserve is a difficult process which forces some of our members to live in homes that have been undermaintained.



**Governance:** The relationship between a government and the people it represents can often be difficult to manage. Community feedback from the CCP update consultations and the Census surveys shows that members do not always feel that their voices are being heard and many people feel detached from the Council's processes. There is a desire to improve the frequency and depth of communication from the government to the rest of the community in order to improve relationships and to better represent the interests of Musqueam.

**Administration:** Our Administration has an enormous job to do and is spread too thin in many departments. A lot of feedback from both the community and Administration calls for increased administrative capacity in the form of more staff to support the departments and more available training for existing staff to update their skills. The community also feels there is a disconnect between the Administration and the community and calls for better and more frequent communication between these two groups.



*Oliver Dann (UBC Student Planner) receives a quick history lesson from Larissa Grant*

# 4.0

## WHERE DO WE WANT TO GO?

This section presents our vision and community objectives. Through an exploration of these key planning areas, we affirm our community's interests and lay a clear pathway to a sustainable and enriching future.

- 4.1 Our Vision
- 4.2 Our Community Objectives
- 4.3 Our Process

## 4.1 OUR VISION

A vision statement captures what we collectively want to achieve as a community and serves as a guide for choosing actions that will help us accomplish our goals. A vision statement is our inspiration for creating a framework for all of our planning strategies.

Musqueam's vision statement, *nə́cəmat tə šxʷqʷeləwən ct* (we are of one heart and mind), is the name of the CCP and the overarching vision that guides it. The logo represents a traditional Musqueam spindle whorl. This image reminds us that this plan will be used to weave together different strands of our lives and community to create a strong, cohesive thread. The finished product will capture who we are as a community – our values, our knowledge, the adversity we face, and the strength we hold.

This vision has guided the CCP's creation and it continues to guide how the plan is revised. This vision reflects the objectives and actions in the following pages of this plan.





## CORE OBJECTIVES

Where we want to go as a community stems from our community's central vision. When we look closely at what it means to say *nóćəmat tə šxʷqʷeləwən ct*, which means "we are of one heart and mind," we see that there are two key elements of this statement: the head and heart. The head represents how we manage ourselves as a people, and the heart represents how we connect to one another and to ourselves. This sentiment is captured in the two core objectives from which all of our community objectives flow.

- **Become a self-sufficient, self-governing Musqueam Nation**
- **Become a complete, healthy Musqueam community**

## 4.2 OUR COMMUNITY OBJECTIVES

Our community objectives relate back to our community's vision and core objectives. Musqueam's eleven community objectives and two core objectives were created through extensive community engagement during the development of the original CCP. They are broad in nature and designed to include all relevant and actionable aspects of community development. Once these objectives were established, they were prioritized through the use of community surveys and additional community engagement. Naturally, the priorities of the community have shifted since the original CCP was created and the planning team has reassessed the prioritization of these community objectives through extensive community surveying.

**Figure 13: 2011 Community Priorities**

WEIGHTED RANKING OF COMMUNITY PRIORITIES	
Rank	Objective
1	Address our housing needs
2	Address our community's educational needs
3	Achieve financial self-sufficiency
4	Support our Elders
5	Protect our environment & conserve natural resources
6	Improve our health and well-being
7	Advance better governance of our nation
8	Take pride in our culture
9	Support youth involvement
10	Help members get the jobs they want
11	Address our community's recreation needs

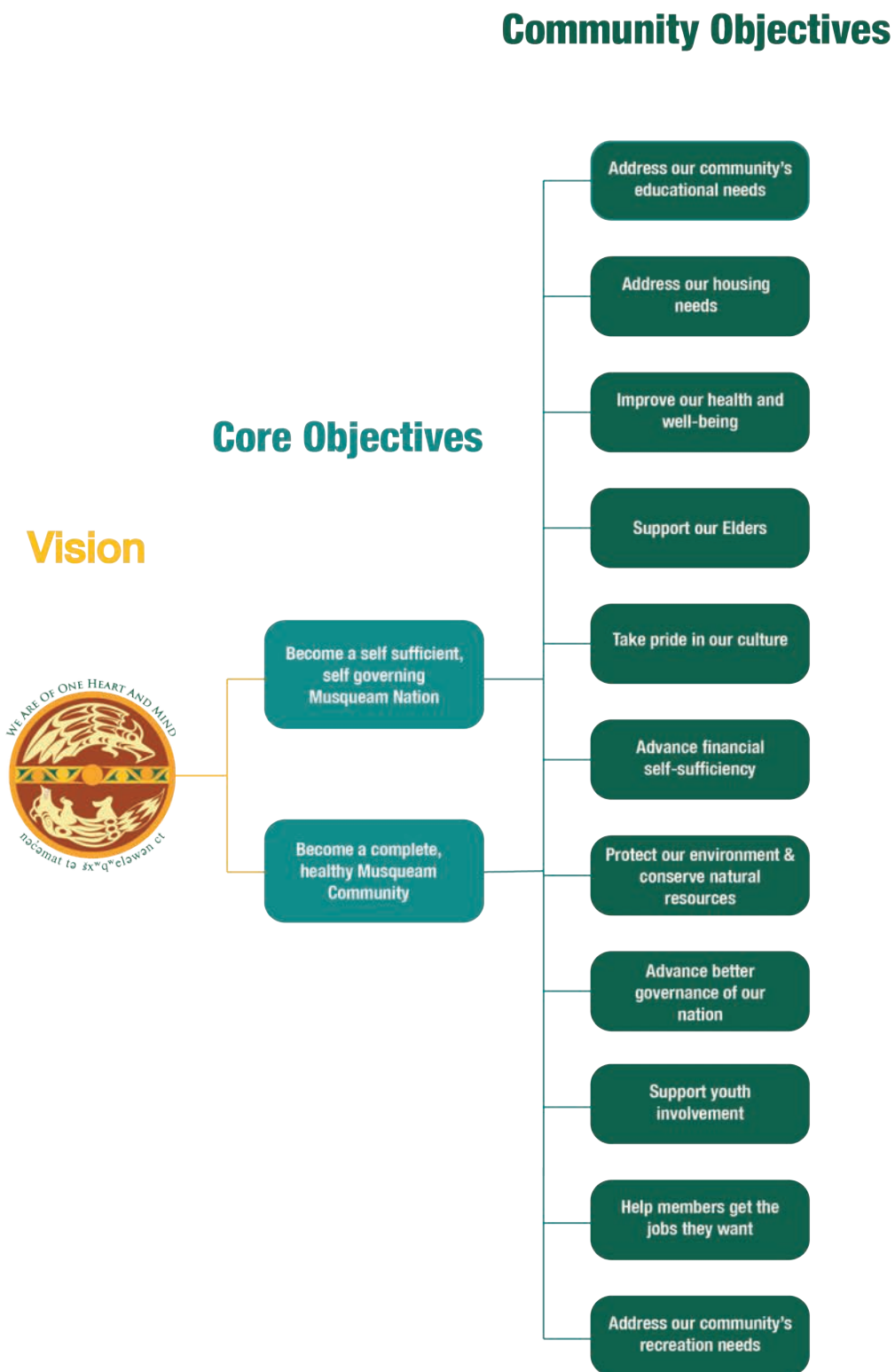
Source: Musqueam Community Census (2012)

**Figure 14: 2016 Community Priorities**

WEIGHTED RANKING OF COMMUNITY PRIORITIES <small>Source: Personal Census</small>	
Rank	Objective (Weighted Score)
1	Address our community's educational needs (1654)
2	Address our housing needs (1554)
3	Improve our health and well-being (1402)
4	Support our Elders (1363)
5	Take pride in our culture (1327)
6	Achieve financial self-sufficiency (1220)
7	Protect our environment & conserve natural resources (1203)
8	Advance better governance of our nation (1120)
9	Support youth involvement (1090)
10	Help members get the jobs they want (868)
11	Address our community's recreation needs (861)

Source: Musqueam Personal Census (2016)

**Figure 15: Our Vision, Core Objectives & Community Objectives**



## COMMUNITY OBJECTIVES

**Address our community's educational needs:** Education is fundamental to individual and community success, as well as nation-building. During the CCP update process, members particularly emphasized post-secondary access and support, as well as supports to help our early childhood learners and K-12 students achieve academic graduation at higher rates. Members recognized the personal development components of education, including emotional, spiritual, physical, cultural, artistic, and social aspects. Our people recognize that learning needs are unique for each individual, and success in education requires participation from parents, Elders, guardians, caregivers and community members. Finally, we recognize that most Musqueam people do better when we are "learning by doing" and have access to more traditional learning approaches.

**Address our housing needs:** With over 200 members on our growing housing waitlist, a limited land base with competing possible land uses, and many of our homes requiring major repairs and upgrades, it is not surprising that community members ranked addressing our housing needs as our second most important community objective. Members indicated that they want to see more member housing provided and in particular, on IR2. In addition, they are calling for exploration of what lands may be available or acquirable for housing and for member housing provisions in future developments. Finally, members want efficient and effective land use that includes multi-family dwellings and maintenance programs to prolong the usability of existing housing stock.

**Improve our health and well-being:** From addressing wellness and cultural support services to mental health, addictions, and access to healthy foods, our members recognize health and wellbeing as a critical area to focus on. Members are calling for further increases to counselling and social work services, on top of recent expansions in these areas. As well, there are calls for action related to establishing a wellness centre and addressing harm reduction, abuse, and bullying.

**Support our Elders:** Respecting and supporting our Elders is a part of who we are and is central to our culture. Our Elders were engaged throughout the *nócm̓at tə šx̣w̓q̓eləwən* ct process, and their wisdom and insight was considered at each step. Members have identified that our growing Elder population will require service expansions and resources to address challenges such as transportation and programming for an increasingly diverse group of Elders.



**Take pride in our culture:** Culture is an integral aspect of Musqueam identity and reflects the unique perspectives and traditions of our people. Our culture has endured for millennia and despite the post-colonial realities of our contemporary lives, traditional Musqueam perspectives remain strong and central to guiding us forward. We work diligently to build relationships and create greater awareness of our culture with the many communities of people who have settled within our territory. We continue to offer language learning - with the ultimate goal of fluency - to a variety of stakeholders such as youth, adults, Administration and to non-members through a variety of methods such as language classes, study sessions, pronunciation coaching, books, signage and games. Most importantly, our culture must remain present and vital, and used in our everyday lives. We need to encourage our people to live our culture every day, through traditional teachings, practices, skills and values that reflect our traditional cultural beliefs.

**Achieve financial self-sufficiency:** We know financial self-sufficiency is essential if we are to become a self-reliant Nation. With the development of the Musqueam Capital Corporation, we are better able to manage our business assets, and we are beginning to see returns on some of our development investments. This has enabled more financial support for key community programs, which includes the ability to fund the implementation of actions in this plan. In addition, revenues associated with agreements like the MIB-YVR Airport Sustainability & Friendship Agreement are helping to increase the proportion of our budget funded from our own revenues, setting us closer to complete self-sufficiency and enhancing the scope of our services for members. We understand that economic development will continue to be one of the major drivers for a more sustainable future.

**Protect our environment and conserve our natural resources for Musqueam use:** Most of our land and its resources have been taken and transformed beyond recognition. The rivers and oceans are suffering. The air is polluted. Important plants, animals, salmon and other creatures are shrinking in number or have already disappeared. We need to take the lead on the management of our own land and continue to work with others, including other First Nations, to conserve what remains to ensure we have resources for future generations.

**Advance better governance of our Nation:** Governance is really about how things get done, and members recognize that to successfully pursue our vision we need better governance. Current governance systems and structures are not responsive enough to the increasingly sophisticated demands facing our community. Musqueam Council and Administration have listened to the community and are responding to the need for improved governance.

**Support youth involvement:** With such a large portion of our population under the age of 20, we recognize the critical importance of engaging and supporting our youth. The actions in this update call for expanded programming, support services, and educational opportunities, particularly related to wellbeing, socio-political education, and cultural learning. There continues to be a strong call for Elders and youth to come together for the future of our Nation.

**Support members to get the jobs they want:** The place we live, now known as Vancouver, is a hub of economic activity. While our location gives us access to some of that activity, systemic factors continue to cause higher unemployment rates in our community than the ones around us. However, despite the many challenges, we have also made significant progress. In particular, recent agreements have increased our ability to access internships for members in our Administration and place members into jobs with our partner organizations. In combination with increasing employment related to development projects, we expect this will lead to a decreased unemployment rate in the future.

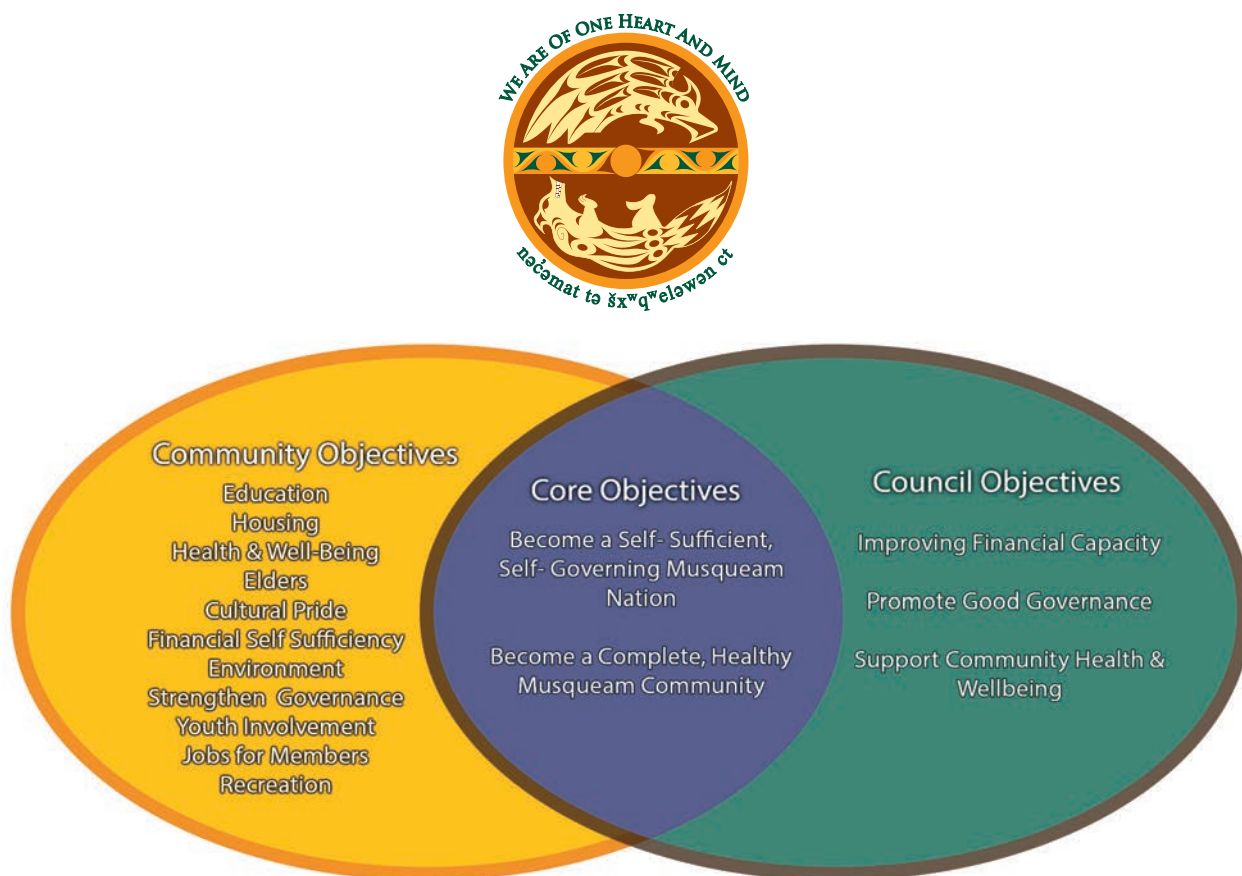
**Address our community's recreational needs:** Recreation emerged as a significant community objective when the *nóčəmat tə šxʷqʷeləwən* ct process was first developed. With our community centre and sports complex now up and running, members are seeking increased programming, largely related to health and fitness. This is a great sign of increasing awareness around healthy lifestyles and preventative approaches. Recreation, and sports in particular, remain important for promoting relations with other First Nations, community organizations and sports groups, and provide a way to help bring our community together (on and off reserve) to promote healthier lifestyles.



## COUNCIL OBJECTIVES

Council and Administration use the CCP to guide their work. Therefore, in addition to the community's objectives, it was important to undergo a similar planning process with Council to determine their objectives to help guide Administration in planning for the short, medium, and long-term. This process was similarly carried out with Council for the creation of the 2011 CCP, to examine what they wanted to focus on with the health, wellbeing and prosperity of Musqueam in mind. While this document is intended for the purpose of centering voices of the community, the connection between the community's challenges and desired changes should be met with communication and response from Administration so that they can enhance understandings, bridge supports, and work together for the long term benefit of Musqueam. What emerged from the planning process with Council was a set of three objectives. Although Council objectives were developed separately, the graphic below illustrates how the community's objectives overlap with Council's objectives, which are working and growing together to contribute to and realize the shared community vision - *nóčəmat tə šxʷqʷeləwən ct.*

**Figure 16: Council & Community Objectives**





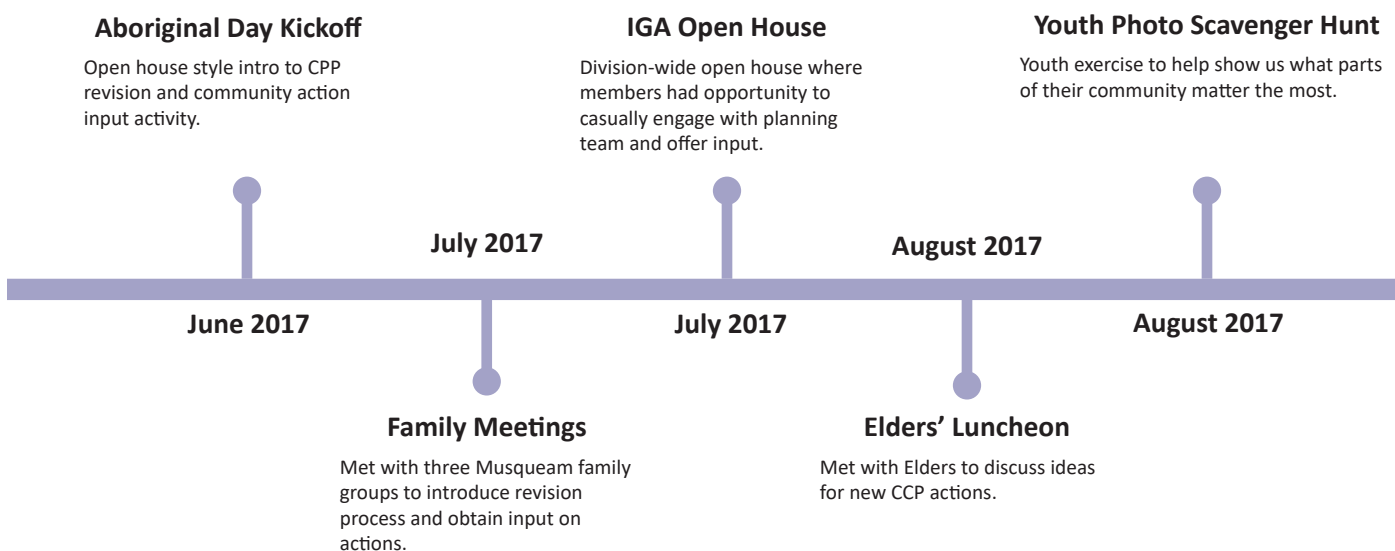
## 4.3 OUR PROCESS

The methods we used to consult with the community and analyze their input were built on the participatory, community-driven approach carried over from our original CCP process. This approach ensured the inclusion of on and off reserve members, youth, Elders, and members of the Musqueam Administration within the planning process. We used a variety of methods when engaging with the community and collecting our data, which provided different options for our members when choosing how they wanted to engage with the planning process. Members were able to attend formal meetings, talk with the planning team in more relaxed open house settings, meet for one on one interviews, provide input in writing and drawings, or provide input anonymously online. This engagement style ensured an inclusive process where the diverse preferences and needs of our members were met. Our online surveys and the 17 in-person engagement events reached approximately 360 participants. In addition to our 214 Personal Census respondents, these community engagement methods provided over 1600 pieces of feedback.

## CONSULTING THE COMMUNITY

Community consultations consisted of family meetings, engagement booths at our Aboriginal Day celebration and the Intergovernmental Affairs open house, engagements with specific community groups such as youth, Elders, and staff, and individual meetings with community members. We also engaged with the community online and through newsletters and surveys. The feedback obtained through the 2016 Musqueam Census included comments sourced from open ended questions relating to different elements of community development. Engagements were designed to gather feedback on how the community can best accomplish the 11 CCP objectives.

**Figure 17: Engagement Timeline**

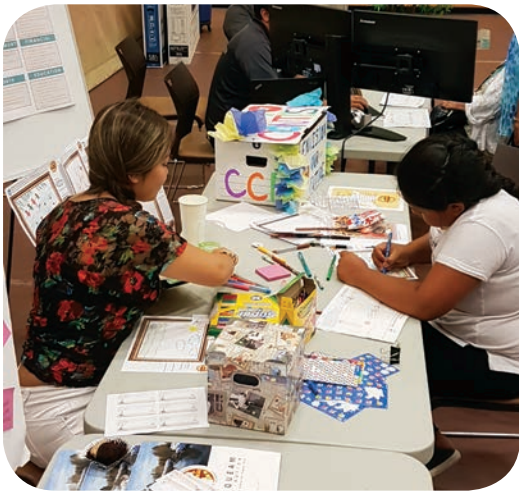




Youth engagement



Summer Interns Jazmin Feschuck & Oliver Dann collect community input



IGA Open House



Larissa Grant presenting during a family meeting

### Elders' Tea

Met with Elders to discuss CCP action ideas.

### Engagement With Musqueam Administration

Hosted engagement sessions with all departments. Obtained administrative input relating to feasibility, importance and scope of new actions.

### CCP Kickoff

Celebrate the completed plan with a community-wide celebration.

October 2017

October 2017

### Youth Prioritization Event

Met with youth and led them in an objectives prioritization exercise.

January/February 2018

### Engagement With Community

Brought new list of actions to community for affirmation.

March 2018

October 2018

## OUR ANALYSIS

Our analytical process was a large part of this plan's development. The process consisted of two main steps— creating actions by sorting and analyzing community ideas and prioritizing these actions according to what is most important to the community.

## TURNING INPUT INTO ACTIONS

Our community consultations produced approximately 1600 pieces of community feedback. Turning this feedback into actions involved multiple rounds of analysis, which was carried out through content analysis. This involved grouping the comments according to the community objectives that they most related to, and then finding the similarities within each of these groupings that could be turned into actions. We followed a qualitative inductive methodology, which means we let the trends in the data emerge and present themselves to us throughout the process, instead of starting the analysis with preconceived ideas about actions to be taken.

After sorting and grouping, we ended up with a preliminary list of 96 actions. From this list, actions that were similar, complementary, or not well supported were then grouped together, and either turned into recommendations on how to achieve the task, or eliminated altogether. This process refined the list down to the set of 21 actions that you can see in Section 5.



*Aviva Finkelstein, Andrew Phillips, and Faith Sparrow show their approval for the new community actions*



## PRIORITIZATION

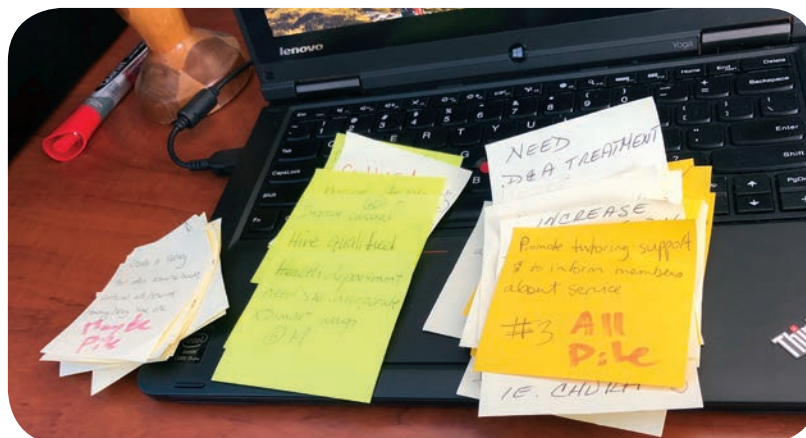
Once we had our initial list of 96 actions and recommendations, we needed a way to figure out which ones were most important to address. To do this, we assessed these actions through four different perspectives that align with the methodologies that were used to collect the community data. The perspectives were based on community objective rankings, community consultation feedback, existing community needs that are outlined in the 2016 Census report, and expert input from Administration staff. These different perspectives were used to assess and determine the actions and recommendations that are prioritized in this CCP update.

### A. OBJECTIVE RANKING PRIORITIZATION

The preliminary list of actions was analyzed using the community objective priority rankings that were collected through the 2016 Musqueam Census and CCP engagement surveys. These surveys asked members to consider the 11 community objectives and rank them from most important to least important. These objective rankings are considerably different from those that were established many years ago in the first CCP. Essentially, the new actions that will help accomplish the high-ranking community objectives were given priority over the actions that support lower ranking objectives. For example, an action relating to education was prioritized over an action relating to health, all else being equal, because education was the top-ranked priority.

### B. CONSULTATION FEEDBACK

Community consultation was a major influence over the prioritization of actions in the CCP update. Our decision process involved using a combination of the feedback from the community engagement sessions, the corresponding online survey, and the community Census comments to help determine the prioritization of actions. Weights were assigned to each of these actions and associated recommendations based on the number of comments that were made in support of each of these items. The weight of an action and recommendation had a major influence on whether the item was carried forward into the final plan.



Community feedback on new actions

## C. COMMUNITY NEEDS

The 2016 Musqueam Census was carried out to establish an in-depth understanding of community trends and assess community needs going forward. The Musqueam Census consisted of both a household census survey and a personal census survey. Whereas the household survey was designed to collect information relating to each home and the people living there, the personal census collected information from individuals about their interests, opinions about the community, Administration, and Council, and aspects of their life, such as health, culture, employment, and demographic information. The results from these surveys were presented in the 2016 Monitoring and Evaluation (Census) report.

Our process of analyzing community needs was structured to determine which actions from the new list of actions align with the community needs outlined in the Census report. This report breaks down the community needs according to community objectives and presents the most predominant concerns that are evident in the data collected. Actions that address these concerns were given weight to determine prioritization in the updated Plan.

## D. ADMINISTRATIVE INPUT

Once our preliminary list of community identified actions was created, it was time to engage the Administration to discuss our results. We met with each division (Community Services, Intergovernmental Affairs, Finance & Administration, and Lands, Capital, & Housing) and asked them to provide feedback regarding the actions that were related to each of their administrative areas. Unlike the previous community engagement sessions, the Administration was not asked to provide additional action ideas, but rather assess the ones the community had already identified. It was important to moderate the scope of the Administration's involvement in the creation of actions so as not to undermine the community-driven quality of this plan. After all, our CCP is designed to elevate the voices of our community members. Considering that the successful implementation of our newly conceived actions relies on administrative capacity and budget, it is important that they are able to have input if any actions seem unfeasible, unclear, or incomplete.



*Staff engagement session*

# 5.0

## HOW DO WE GET THERE?

This section outlines our community's pathway to accomplishing our objectives. It contains descriptions of the updated actions and recommendations that will be used to steer our community's development.

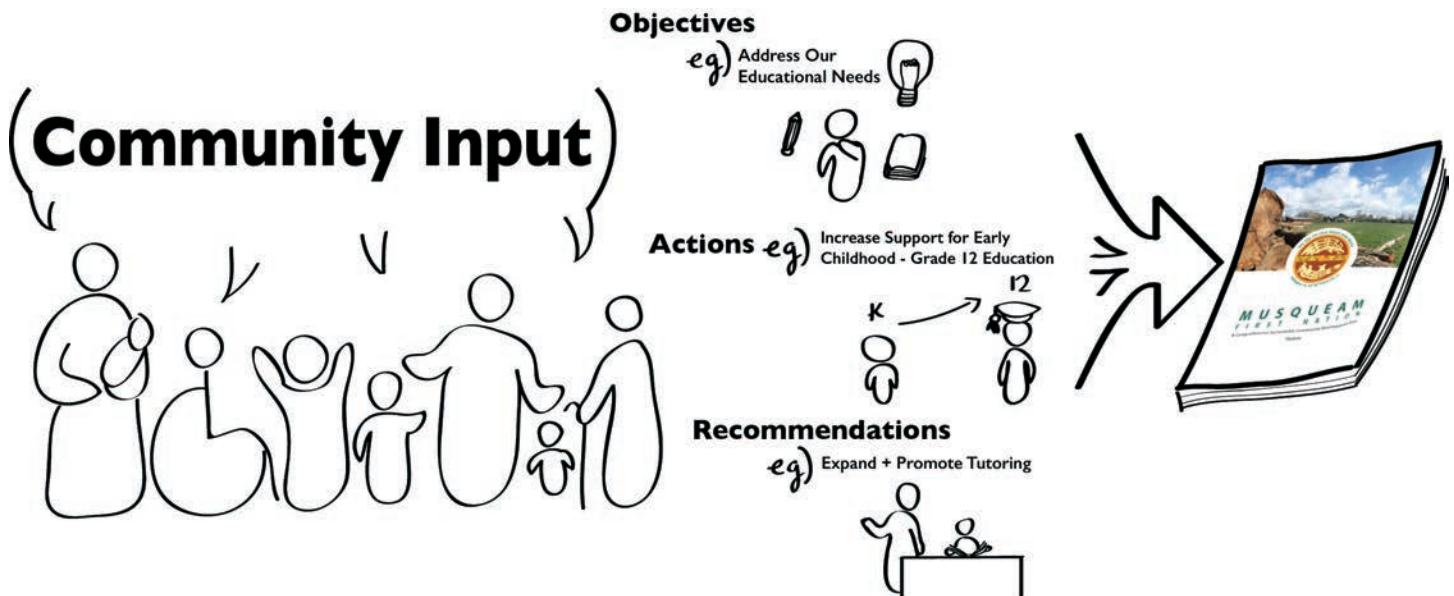
- 5.1 Plan Actions
- 5.2 Implementing Our Plan



## 5.1 PLAN ACTIONS

For the 2011 CCP, we created 11 community objectives and two core objectives. For this update, the objectives have stayed the same but have been reprioritized to meet Musqueam community's current needs. Through our engagements with the community, we have created new actions to accomplish the community objectives. If objectives represent what we want to do, actions are how we are going to accomplish them. Many of the actions outlined in the 2011 CCP have been achieved and, as a result, many priorities have shifted in the community. New prioritized actions were developed using the same participatory, value-based planning process that was used to create the previous community plan. Each action has an associated description summarizing the thoughts and concerns we heard during our engagements and outreach with community members. Community ideas for achieving the actions are included as recommendations. Each recommendation will inform the Administration of the steps, programming, and changes the community would like to see to achieve the stated action. The illustration below describes how community input was broken into new priority actions and recommendations. Once the plan enters its implementation stage, the actions will be pursued to achieve the community's objectives.

**Figure 18: Community Input in Planning Process**



## Action 1: Fund More Post-Secondary Students Per Year

The number of Musqueam youth attending and graduating from post-secondary institutions has increased substantially over the past few generations. While this is positive in many ways, it also puts a strain on our waitlist of Band members who are seeking education funding. Federal education funding is very limited and has not been able to keep up with the growing demands of our community.



### Recommendations

- a. **Band Funding for Education:** Increase and re-allocate Band funds towards education and related educational needs with fewer conditions, such as funding for in-demand disciplines/careers, providing funding after time away from school, and offering living allowances to part-time students
- b. **Funding Alternatives:** Find alternative ways to contribute funding to education, such as seeking out external funding sources and partnerships to support post-secondary students

## Action 2: Support Programs for Post-Secondary Students

Musqueam's post-secondary attendance and graduation rates have been increasing; however, they are still considerably lower than the provincial average. Members have pointed to this being the result of a lack of support for students. There is a need to provide support to students to help deal with the social, financial, cultural and academic challenges that come along with attending a post-secondary institution.



### Recommendations

- a. **Bursaries & Scholarships:** Increase ease of information about bursaries and scholarships to support post-secondary students in finding alternative funding sources for education
- b. **Cultural & Career Path Supports:** Build more capacity support services by hiring a post-secondary counsellor or advisor to provide both cultural support and career planning guidance

### Action 3: Increase Supports for Early Childhood to Grade 12 Education

Success in life starts in the early days of development. Members have voiced that our youth can use more support throughout their preschool to Grade 12 education. Supporting all of our youth in achieving academic success is an essential step in fostering a generation that is able to meet and overcome life's challenges. Increased programming supports and services can help prepare youth to be confident and resilient throughout their life's journey.



#### Recommendations

- a. **Support for Academic Graduation:** Strengthen current supports for students of all ages from early childhood to Grade 12 education, so that they can achieve a Dogwood (academic graduation)
- b. **Tutoring & Special Needs:** Expand and increase promotion of tutoring and support programs for people at different learning stages and learning abilities
- c. **Musqueam Schooling:** Explore long term options for a Musqueam school and Musqueam schooling system, including adult basic education
- d. **Delivery of Education Services:** Facilitate more collaboration between various departments within the Administration who deliver education services (i.e. Employment & Training, Education, and Social Development)

### Action 4: Build Member Housing

With a housing waitlist that has been growing for decades, it is no surprise that members have called for a solution to our housing crisis. The lack of usable land, the looming threat of climate change impacts, and funding issues are all obstacles that have inhibited the development of new housing in our community. This is a complex problem that requires innovative and multi-faceted solutions. We will work to inform members about housing processes and options, and will address housing in an upcoming review and revision of the Land Use Plan for IR #2.



#### Recommendations

- a. **Housing On & Off Reserve:** Increase available housing options for members on and off-reserve, such as by negotiating and securing member housing in development projects
- b. **Regain Land for Housing:** Explore new and different ways to regain land for housing, such as through negotiations over leased lands, crown land dispositions, and examining suitability of lands on-reserve
- c. **Environmental & Archaeological Assessments:** Prepare for new housing developments by continuing to assess and mitigate flood risks, archeological, and environmental factors
- d. **Housing Maintenance:** Increase housing maintenance supports for existing housing and continue to inform members about housing processes and options, including Elders-specific support



## Action 5: Build Higher Density Housing

Members calling for denser housing options reflects the community-wide realization that our housing crisis will not be addressed by building more single family homes. Land is limited and at an absolute premium and its optimization is a requirement of all planning relating to innovative housing solutions. In consideration of the ongoing effects of climate change, all buildings designs will need to be adapted and made to follow best practices in sustainability and risk mitigation.

### Recommendations

- a. **Housing Options:** Provide more housing options such as mid-density housing/ townhomes, apartment buildings, housing that suits various household sizes, in addition to creative building options such as secondary suites in existing homes (e.g. basement suites, garden suites)
- b. **Low Income Housing:** Provide housing options that can support the needs of the community
- c. **Building Design:** Develop designs and layouts that reflect Musqueam culture, values, and best practices (e.g. extended families in longhouses)

## Action 6: Establish Holistic Healing and Wellness Services with Cultural Supports

Our community recognizes that wellness is holistic and intertwined with many elements of our lives, including culture. Addressing the interconnected biological, psychological, social, and cultural aspects of health and wellness by establishing a healing and wellness centre will help us develop approaches that are truly Musqueam. Additionally, grief and trauma impact us at the individual, family, and community levels. Our community has voiced a need for an expansion and restructuring of counselling and family support services that will increase the scope of care and depth of engagement.

### Recommendations

- a. **Holistic Healing & Wellness:** Create a Holistic Healing & Wellness Centre that provides programming, education, and holistic health and wellness services based in Musqueam culture and teachings
- b. **Trauma & Intergenerational Effects:** Provide more programming and community wellness and prevention supports for community members that have experienced trauma and its intergenerational effects
- c. **Family & Counselling Services:** Expand breadth of outreach and grief counselling services and focus on prevention and wellness programming

## Action 7: Address Abuse and Mental Health Issues

In order to address abuse and mental health issues in our community, we must first destigmatize them. Members have voiced the desire for our community to move towards a holistic understanding of treatment and wellness. This means having difficult conversations about taboo subjects and adapting holistic treatment frameworks for abuse, mental health, and addictions.



### Recommendations

- a. **Abuse & Bullying:** Raise awareness and create supportive programming to bring to light and address abuse and bullying
- b. **Psychological & Mental Illness:** Develop more programming supports, combat stigma surrounding mental health and wellbeing, and explore alternative/traditional forms of counselling
- c. **The Four Pillar Drug & Alcohol Approach:** Continue to focus on destigmatization, harm reduction, prevention, treatment, and enforcement with emphasis on preventative drug and alcohol programming and post-treatment support

## Action 8: Increase Access to Traditional and Healthy Foods

Access to healthy, nourishing food is an issue for many of our members. There has been a call for new partnerships in and outside of our community to facilitate linkages between suppliers and those in need. Central to this issue is access to traditional foods and education around proper nutrition and cooking techniques. Harvesting and consuming our traditional resources gives our community members a way to establish connections with our culture and improves health and wellbeing.



### Recommendations

- a. **Access to Traditional Resource Harvesting & Use:** Provide traditional foods to community and increase access to traditional resources through habitat restoration, negotiation of territorial management plans, asserting rights, and reducing barriers for harvesting
- b. **Food Donations:** Organize scheduled food donations (e.g. bread donation style) and new partnerships to improve food access (e.g. UBC farm) while exploring self-sustainable options such as food banks and community gardens
- c. **Education:** Provide ongoing support for access to healthy foods/nutritional education (e.g. traditional food preparation)

## Action 9: More Resources and Services for Elders

Elders are our knowledge-holders and the backbone of our community. While many services already exist, there has been a call to better understand Elders' needs, both on and off-reserve, and evaluate if existing services adequately address them.



### Recommendations

- a. **Elders Review:** Perform an Elders-guided review of the current Elders program, services and facilities to assess how improvements can be made, how more funding can be accessed, and how programming can be made more diverse and accessible
- b. **Health & Social Services:** Address social services, such as providing transportation, intergenerational programming, and exercise programming, and make improvements to Elders healthcare services
- c. **Support Caregivers:** Offer increased supports to those who care for Elders and people with disabilities/chronic illnesses

## Action 10: Provide Essential Transportation

While we already have a community bus, there are gaps in the transportation programming and services that are available to Musqueam members. The closest public transit stop is nearly a 30 minute walk from the heart of our village. In effect, our members have called for these areas to be evaluated to increase transportation services for Musqueam.



### Recommendations

- a. **Access & Mobility:** Increase availability and accessibility of transportation for Elders, people with mobility issues, and those with limited access to transportation
- b. **Bus Licensing & Operation:** Increase opportunities for licensing community members to operate Band-owned vans and buses
- c. **Community Transportation:** Explore providing transportation for community health and recreation activities, medical needs, and events



## Action 11: Expand Community and Youth Oriented Language and Cultural Programming

Members have identified a desire to develop more permanent and regular programming that helps re-establish our collective connection to our culture. Revitalizing our culture is central to maintaining a vibrant, healthy community. Sharing cultural and language teachings, especially with our youth, is a way to engrain our values in the next generation. It will be important for our Administration to support this action by increasing its capacity to expand language and cultural programming.

### Recommendations

- a. **Children's Language & Cultural Education Programming:** Develop, integrate, and explore technologies (e.g. apps, social media) and programming for children of all ages including cultural, oral history, and language teachings, songs, drumming, dancing, arts and crafts, etc.
- b. **Individual & Family Cultural Support:** Provide supports so that individuals and families feel empowered and encouraged to impart cultural knowledge and teachings, such as family lineages and traditions
- c. **Language & Cultural Teachings:** Daily traditional arts, language, and cultural activities (e.g. cultural get-togethers, oral/conversational language classes, songs, drumming, dancing, weaving, carving, art, sl̓əhəl') should continue to be promoted and supported

## Action 12: Foster Cultural and Community Pride

Part of connecting with our culture is celebrating who we are as a people. Fostering community and cultural pride is a way for our community to showcase what it truly means to be Musqueam. Facilitating this connection can help build understanding with other communities and also reaffirm the values and teachings we hold dear within the community.

### Recommendations

- a. **Cultural Resources:** Foster cultural pride and share our history (e.g. using cultural resources and records, exhibits, and teaching kits) and make cultural resources more accessible to community members and others, as appropriate
- b. **Practice Musqueam Traditions:** Support the practice of traditional celebrations and ceremonies, and take steps towards continuing to capture, preserve and promote stories, knowledge, and teachings of knowledge-holders and leaders

## Action 13: Increase Protection of Traditional Rights and Territory

Protecting our traditional territory is about so much more than just land, it is about preserving who we are as a people. So much has been taken from us over time and asserting our presence on the land and waters protects our existing rights and allows for the continuous protection and revitalization of existing habitat, heritage, and traditional resources. Protecting our inherent rights can also create opportunities in the form of benefit and partnership agreements.



### Recommendations

- a. **Assert Presence:** Assert our presence on our territory, such as by ensuring proper protocol is used by external governments, creating tools to increase external knowledge of Musqueam, and tracking and communicating initiatives
- b. **Rights & Title:** Continue to assert Musqueam title to protect our rights and generate revenues
- c. **Protection of Environmental, Natural & Cultural Resources:** Support initiatives that promote protection and revitalization of habitat, indigenous flora and fauna, and heritage resources and minimize impacts from heavy industrial/port developments

## Action 14: Exercise Land Management Jurisdiction

A big part of our shift towards self-governance involves increasing our capacity to exercise land management jurisdiction. In the past, we have not had the jurisdiction to create policies and bylaws for our reserve lands. Now that we have enacted our Land Code, we have the power to make those changes; the remaining challenge involves determining the best ways to do so.



### Recommendations

- a. **Land Management:** Develop a land management regime under the Land Code which will address land use issues and regulations (e.g. building codes, environmental standards, permitting)
- b. **Bylaws:** Increase our capacity to enforce bylaws
- c. **Lands Department Capacity:** Improve staff capacity to oversee and manage Musqueam's land management regime

## Action 15: Improve and Maintain Our Grounds and Infrastructure

Physical and environmental conditions impact how members feel and form connections with their community. Improvements to our sustainability commitments, and the condition and quality of our community grounds and infrastructure will help promote pride among our membership. With the future development and health of our community in mind, Musqueam has set aside an infrastructure reserve fund for future building and growth. Renewing and repairing our infrastructure, and improving the extent and availability of facilities and amenities will positively impact members for generations to come.



### Recommendations

- a. **Property & Grounds Management:** Provide support for keeping premises tidy, clean, and safe
- b. **Invasive Species:** Increase capacity to manage and combat invasive species within our community while promoting the return of indigenous species
- c. **Infrastructure Development & Maintenance:** Maintain, improve, and expand current infrastructure such as our cemetery, sidewalks, and street lighting
- d. **Sustainability:** Explore alternative energy sources, waste management and disposal practices (e.g. recycling and composting in Band facilities and dump site)

## Action 16: Improve Accountability of Government

A core component of the relationship between our members and elected officials is trust. Over time, a sense of trust has eroded between our community members and government officials. Members have voiced concerns about a lack of governmental transparency and adherence to governance policies. Rebuilding trust will take time, and our Administration and Council will continue to take steps to improve community relations.



### Recommendations

- a. **Adherence to Existing Policy:** Ensure separation of Administration and elected officials per Chief and Council governance policy, clarify delineation between staff and Councillor roles when councillors work for Administration, and create mechanisms for reporting, including anonymously, to address violations and breaches of bylaws and policy
- b. **Government Transparency:** Make reports and policy documents, Chief & Council and committee meeting schedules, agendas, and minutes more accessible to community members
- c. **Reflective Governance:** Increase application of Musqueam-developed governance standards and expectations and ensure community needs are reflected in government priorities and decision-making (e.g. increase community access to committees and Chief & Council)



## Action 17: Increase Communication and Community Participation in Administrative Decision Making

While our government and Administration exists exclusively to serve our community members, there is a perception that these bodies operate without adequately involving our membership and integrating their perspectives into decisions. A key component to facilitating accountability is the transfer and sharing of information. Members want more opportunities for engagement and understanding in regards to how the Administration sets its budgets and makes decisions that affect the community at every level. Inclusive leadership means providing a space for all voices to be heard.

### Recommendations

- a. **Inclusive Decision Making:** Create more opportunities for community involvement in engagements and Band/Budget meetings by providing more advanced notice and information as well as follow-up communication about how input impacted decisions
- b. **Distribution of Information:** More consistent administrative reporting and communications with members on and off-reserve (e.g. more newsletter/ meeting notice distribution, online communication and engagement opportunities, MIB services guides)
- c. **CCP Priorities:** Demonstrate, communicate, and report on how community planning priorities are being implemented and aligned with departmental, Council, and budget priorities



*Members listening intently at a family meeting*

## Action 18: Manage Growth and Capacity of Administration

Our Administration deals with a multitude of internal and external issues on an ongoing basis. This requires substantial human resources to get the job done. Unfortunately rapid and significant growth can lead to inefficiencies and capacity gaps. In order to make our Administration function as well as possible, we must invest in ourselves and provide the training necessary to give our staff the necessary skill sets to perform their tasks effectively and in culturally appropriate ways.

### Recommendations

- a. **Community Member Employment:** Continue to provide mentorship and internship opportunities for members, hire and train staff who are community members, and reduce the need to hire outside consultants and contractors
- b. **Workplace Environment:** Improve casual worker conditions, increase inter-staff communication, and decrease lateral violence in the workplace to contribute to a vibrant, healthy, and safe workplace
- c. **Offer Competitive Wages:** Address issues with required expertise and existing salary grid, and ensure consistent review of salary scales and market wages
- d. **Musqueam-ize Administration:** Provide cultural and language training opportunities to new and existing staff and incorporate Musqueam language and culture into programs and services
- e. **Administrative Capacity:** Support capacity and skill development of existing staff while planning for future leadership and staffing needs
- f. **Confidentiality & Sharing Information:** Provide ongoing staff training on confidentiality and information sharing

## Action 19: Increase Youth Programming

The community understands that youth are the key to our future. Our membership has called for investment in more programming to serve youth interests and make our community a desirable, positive place to be. By providing youth a safe space to grow, we can put them in the best possible position to access services, programs, and supports and feel connected to our community.

### Recommendations

- a. **Services:** Continue growth and expansion of youth-oriented recreation services including evening and weekend programming, expanded youth centre hours/services, outings for children and youth, and increasing capacity of youth workers
- b. **Programs:** Expanded programming, such as mentorship programs, life skills (e.g. home and self-care, cooking/ grocery shopping, banking/budgeting), socio-political education (e.g. sovereignty and Aboriginal title), and youth fitness and wellness
- c. **Supports:** Improve outreach to at-risk youth and enhance volunteer/community service opportunities

## Action 20: Increase Investment in Economic Development

Economic development is one of the central components of our community's shift towards self-sufficiency. Members have identified the importance of creating conditions where we can leverage our traditional rights and title, and foster entrepreneurial interests as a means of generating income and other benefits.

### Recommendations

- a. **Musqueam-Run Businesses:** Reduce barriers and provide support for member-run enterprises, and exercise business licensing jurisdiction with the goal of strengthening and increasing the number of Musqueam-run businesses
- b. **MCC-Administration Collaboration:** Increase collaboration between Administration and Musqueam Capital Corporation (MCC) as a means of maximizing revenue generation for the community, and ensuring MCC projects reflect Musqueam values and interests
- c. **Revenue & Job Creation:** Pursue sustainable economic opportunities for the community, such as by asserting Aboriginal title for revenue generation and job creation

## Action 21: Increase Structured Community Centre Programs

Our community centre is a great resource, but some of our members have suggested improvements, such as expansions of existing programming. Gaps in programming could be filled with initiatives that relate to wellness, recreation, and culture.

### Recommendations

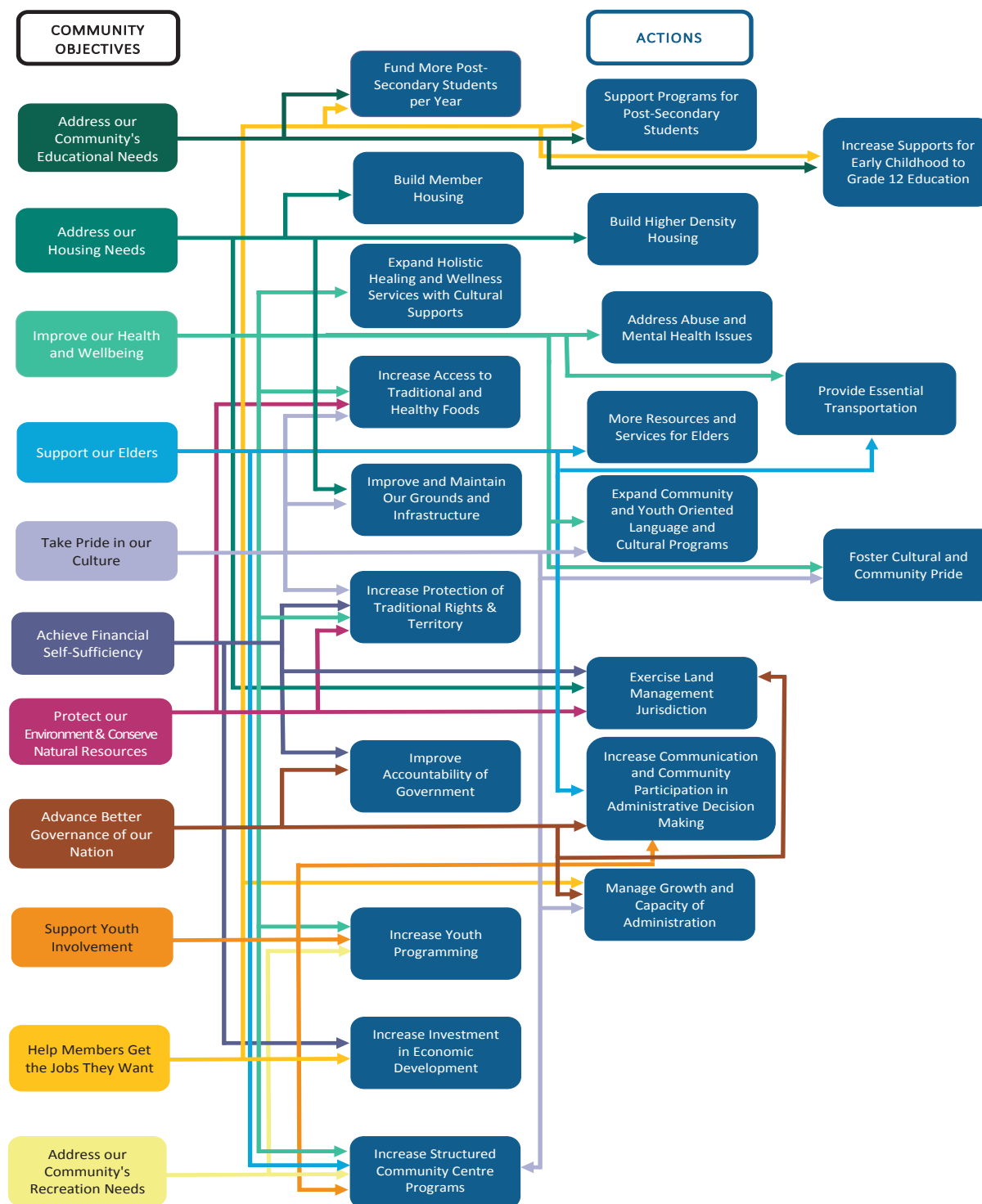
- a. **Staffing & Training:** Increase staffing and training to enable programing expansion and increased staff capacity
- b. **Recreation & Community Programming:** Increase programing, such as cultural, wellness, instructor-led, family, and other specific recreation and fitness programing (e.g. canoe, lacrosse, Elders, and youth)
- c. **Facilities Partnerships:** Create partnerships with other facilities to support community participation in recreational activities that are currently unavailable in the community (e.g. swimming, ice skating)



# FITTING IT ALL TOGETHER

All of our actions are designed to meet one or more of our community objectives. The graphic below shows us the interconnections between actions and objectives.

**Figure 19: Connecting Actions with Objectives**











Dickie Louis working on a canoe



## 5.2 IMPLEMENTING OUR PLAN

Organization & Implementation is the next stage in the *náćəmat tə šxʷqʷeləwən* ct planning process, where plan actions are turned from ideas into reality. To align department and service group activities with CCP objectives, departments will be supported in creating annual operational plans, associated budgets and indicators of outcomes, as well as CCP special initiative work plans. The Administration will also look at longer time horizons by creating 20 year capital plans and 5 year budgets. MCC follows a similar process through the development of their 5 year strategic plans. MCC also regularly reports to Chief and Council on how their work aligns with Musqueam community visions and values. Developing work plans is an essential step in the implementation process, which ensures that Council is equipped to make objective, financially-based, cost/benefit and trade-off decisions that can look across generations and consider a broad range of community objectives.

The implementation process must recognize that different CCP actions require varying amounts of time and resources to fulfil them. 'Quick start' actions, which may take less than a year to complete, are relatively simple and straightforward. These actions are easy to implement right away, are cost-effective, have high levels of community support, and would result in visible, momentum-building, "on-the-ground" results (e.g. community gardens, a new Elders' bus).

Slightly longer actions may take between 1-5 years, and can be thought of as short-term actions. These actions are high priority, community-supported actions that tend to be pre-requisites for other actions and/or are important for the community to undertake as soon as possible (e.g. a particular health and wellness program, expanded cultural programming).

Other actions may fall into the medium to long-term completion time frame. These actions may take over 5 years to complete, have lower community priority and/or tend to be more transformational, and often require a solid foundation of other short-term actions to be efficiently and successfully implemented. Some of these actions require substantial, long-term funding (e.g. a holistic healing centre, more housing options).

To fund the CCP actions, Musqueam Band members voted at a general band meeting in September 2017 to set aside a portion of band revenues to achieve CCP priorities. Fair and equitable processes and procedures are being developed to allocate these funds to departments that require additional resources to carry out CCP actions.

Implementation processes will be transparent and will involve the community, elected leadership, and staff. Implementation updates will be shared regularly with the community to communicate actions, achievements, and ongoing work. Musqueam members can also stay engaged with planning processes by attending and/or participating in Standing Committee and Chief & Council meetings, any of the four annual community meetings, and other community engagements. These increased efforts are answering the call of CCP action #17: *Increase Communication and Community Participation in Administrative Decision Making*.

# 6.0

## HAVE WE ARRIVED?

This is the final section of the plan which illustrates how we are going to monitor and track our progress going forward. The CCP is a living document, meaning it needs to grow and adapt to meet our community's evolving needs.

### 6.1 Monitoring and Evaluation

## 6.1 MONITORING AND EVALUATION

néćəmat tə šx<sup>w</sup>q<sup>w</sup>eləwən ct is a living document. We will actively track our progress in fulfilling our vision and achieving our community's development objectives. We will evaluate this Plan with leadership and members and continue to modify this Plan, our policies, and our actions as required over the short, medium and long-term.

Our monitoring and evaluation system provides a framework for re-examining and renewing the Plan over time. This will help ensure accountability and act as a management tool for improving the programs and projects we will be implementing. Our primary monitoring and evaluation tool is our Musqueam Census. The current census model was built on the 2012 Musqueam Census and has been redesigned to be more relevant and accessible to the community. The new version of the Census was first rolled out in 2016 and generated tremendously successful results. We hope to build on these results in the future as the Musqueam Census will continue to be administered every 4 years. A review and update of the Comprehensive Community Plan will follow the release of the Census results.

The Census is designed to track our progress in meeting our community's vision and objectives. By obtaining community information through the Musqueam Census, our community will be better able to improve projects, programs, policies, and initiatives. Perhaps most importantly, our Musqueam Census helps us base decisions on well-established priorities and real data that we own and can continuously analyze.

The Census is split into two surveys: household and personal. The household survey gives us basic demographic information about our community by examining our households - that is all of the people who live together in a home with a Musqueam person. This tells us roughly how many people are in our community and gives us basic information on health, education, housing, and culture. Through monitoring results in these areas over time, we can measure the progress we make. By better understanding issues that relate to these areas of our lives, we can improve our Council and Administration's ability to make decisions that positively impact our community.

The personal survey asks questions about individual opinions, preferences, and experiences. It provides us with information about what people are thinking and are concerned about, such as how people are managing safety and community issues, harvesting traditional resources, and finding and maintaining employment. Much like the household survey, understanding these trends helps us to monitor progress and enables our Administration and Council to serve the community better.



Our Administration is developing indicators within each department that can show if what we are doing is helping to achieve our community objectives. Departmental indicators are numbers, percentages, and other types of information provided by each department that measure how they are doing at meeting the community and departmental objectives. It is important to track this data so that we know what each department has been working on each fiscal year and how their work and outcomes may be changing over time. This ultimately helps us develop policies and programs that can best meet the needs of the community. Indicators will be built into the work plan and operation planning processes for each department, which will be updated and reviewed annually.

**Figure 20: Departmental Indicators Sample**

HEALTH INDICATORS				
Operational Objective	Indicators	Benchmark Data (fiscal year ending Mar 2012)	Fiscal Year ending Mar 2016	Comments
Support preventative health	# of members with diabetes; type I and II	46	48	Individuals who disclose health status to Health Department
	# of women with maternal health-related issues	14	14	
	# of preventative health programs and activities	17	19	6 health promotion programs; 10 Health Initiatives; 3 chronic disease programs
	# of participants in preventative health programs	115	183	NNADAP; Maternal health; Chronic Disease; Youth Centre; Breakfast Club; Gathering Our Voices; Men's Health group; Breast Cancer Awareness and mobile mammography clinic
	# of staff in preventative health program roles	15	19 staff, 6 casual staff	Chronic Disease; Drinking Water program; Brighter Futures; Injury Prevention; Breakfast Club; Girls Club (suicide prevention); Youth Outreach
Promote Healing	# of mental health programs	2	3	Art & Play Therapy (SAIP); Girls Club (suicide prevention); Men's Health group
	# of participants in mental health programs	14	26	
Provide support to members in need	# of members who received home care		27	
	# of elders participating in programs	45	46	Elders' luncheons; Elders' Ladies craft; Elders participating in Chronic Disease Program; 1 Elder in Kidz Cooking
	# of youth participating in programs		61	Breakfast Club; Youth Centre; Gathering Our Voices
	# of people with disabilities participating in programs	3	8	Participants in the Chronic Disease program
	# of community forums and info sessions		12	Flu clinics; wellness clinics

Source: Musqueam Census 2016

## hay ce:p qə

This updated version of nəcəmat tə šx<sup>w</sup>q<sup>w</sup>eləwən ct represents the ideas, aspirations, needs, and priorities of the Musqueam community. The CCP would not be able to guide our community forward in a good way without your contributions. Thank you. hay ce:p qə.





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