

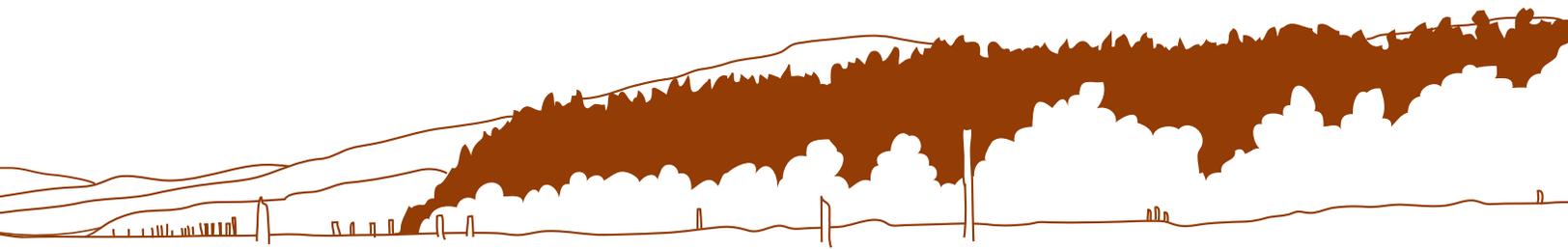


M U S Q U E A M F I R S T N A T I O N

A Comprehensive Sustainable Community Development Plan



J U L Y 2 0 1 1



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ACKNOWLEDGEMENTS

This plan was created by and for Musqueam. From family group meetings to open houses, and from Elders luncheons to youth workshops, our community was deeply involved in its development over the past three years. This is our plan. Thank you.

The creation of this plan also involved considerable input from Musqueam leadership, program administrators and staff. Countless hours were involved, and the level of support and engagement shows. Thank you.

Special thanks to those individuals who were directly involved on a more day-to-day basis. The Musqueam Community Planning Team members included Dianne Sparrow and Larissa Grant who worked together to oversee this important project for Musqueam from its inception to its completion. Mary Point was instrumental in working to complete the plan and lay the groundwork for putting it into action.

A project support team was formed that was open to all program administrators. We would like to thank the team members, including Leona M. Sparrow, Ken McGregor, Karl Dhillon, Norman Point, Cindy Louis, Mary Charles, Delbert Guerin, Fran Guerin, James Easton, Doug Leung, Johnna Sparrow-Crawford, Gavin Buchanan and Priscilla Phillips.

We conducted a highly successful community survey that would not have been possible without the support of our survey team, which included Terry Sparrow Jr., Richard Sparrow, Marianne Sparrow and Jim Kew.

Project funding was generously provided by a variety of sources, including Indian and Northern Affairs Canada, the Province of BC, Vancity Savings Credit Union, the Real Estate Foundation of BC and the New Relationship Trust (NRT).

EcoPlan (EPI) provided technical planning support for the project. Contexture Design did the document layout.

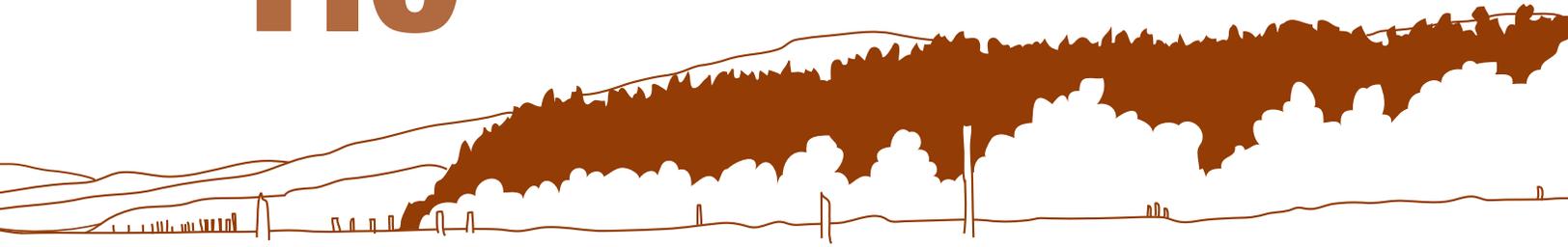




Musqueam woman
səliseyə
RBCM



1.0



INTRODUCTION

This section introduces and summarizes our Comprehensive Sustainable Community Development Plan - nəcəmat tə şx^wq^weləwən ct in our language. It tells the story of why we undertook it, how it was developed with our members and how to use it.

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1.1 SUMMARY

nə́cəmat tə ʃx^wq^weləwən ct

It means, “We are of one heart and mind” in our language. It is both the name of our comprehensive community plan and the vision that guides it.

Our vision is central to our plan and it is captured in the symbol for nə́cəmat tə ʃx^wq^weləwən ct, which is based on a traditional Musqueam spindle whorl. We chose the spindle whorl because we have long been recognized for our great weaving traditions, and because this plan will function like a spindle whorl for our community. Just as a spindle whorl helps gather and collect fibres to make a single strand of wool, our plan and the process we went through to create it pulled together the fibres of our community and of our lives into one thread - the things that make us who we are, our values and ideas, our resources, the challenges we face. This plan is about our community coming together as a strong and united people.

Our Elders have told us the images and patterns on our traditional spindle whorls helped inspire what the thread that was pulled through it would create and become. So, just as the spindle whorl was said to inspire the patterns on our traditional blankets and shawls, so will our vision - nə́cəmat tə ʃx^wq^weləwən ct – guide and inspire the actions that result from this plan. Just as the spindle whorl is a tool in the process of weaving that allowed our people to create things of great beauty and essential need, this document is but one of many that now exist and many more that will come in the future.

This summary document of nə́cəmat tə ʃx^wq^weləwən ct tells the story of our community’s past, its present, and our future path. We have been developing nə́cəmat tə ʃx^wq^weləwən ct over the past three years, making sure that our community was not only aware of it, but also actively engaged in creating it. It was built on our values and we incorporated our traditional ways in making it. As our comprehensive, sustainable, community development plan, it will provide current and future leadership, administration and all of our members with direction and guidance on how our community develops.

As our community’s guiding plan, nə́cəmat tə ʃx^wq^weləwən ct shows how we will become a self sufficient, self-governing Musqueam Nation and a complete and healthy community. Into the future, as we update and revise this document, Musqueam community planning will continue to weave and pull together our many plans, programs and projects in pursuit of our singular vision - nə́cəmat tə ʃx^wq^weləwən ct.

nə́cəmat tə ʃx^wq^weləwən ct

When we first started this project, our community members told us that *Comprehensive Sustainable Community Development Plan* was a bit of a mouthful to say and it was not a very ‘Musqueam name’.

We asked the community for help. Our Musqueam youth creative writing class was up to the challenge and created a name and a design that not only captured the spirit of the planning process, but also embraced the long-term guiding vision for our community.

The logo the youth created represents a traditional Musqueam spindle whorl – we are well-known weavers – and is meant to show how this plan will weave together different parts of our community in one comprehensive plan. The wolf represents family and the thunderbird represents strength, honour and integrity. The name, *We are of one heart and mind*, or nə́cəmat tə ʃx^wq^weləwən ct in our language, is a traditional Musqueam expression that underscores the essence of our planning process. Artist Debbie Sparrow worked with youth to finish the logo, while Elder Larry Grant helped with the hən̓q̓əm̓iṇ̓əm̓ translation.



1.2 PLANNING APPROACH

As stewards of our territory and caregivers for generations yet to be born, we understand the importance of planning wisely for our lands and our community. Our planning approach for nəcəmat tə šx^wq^weləwəɲ ct reflected this and incorporated the following principles.

Participatory: The development of nəcəmat tə šx^wq^weləwəɲ ct used a community-based and member-driven approach that involved on- and off-reserve members, Elders, youth and staff, leadership, Musqueam committees, including a special Community Committee assembled for the project. Planning work included interactive workshops with youth, Elders’ luncheons, community open houses, family meetings, outreach on Aboriginal Day, and a special Community Planning Day. Over 100 project meetings and workshops took place during the development of this plan. This type and level of citizen engagement reflects our new approach to governance and will continue as we implement this plan.

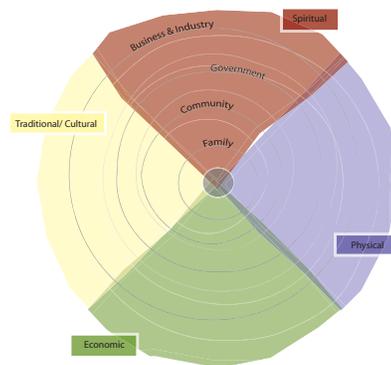
The graphic to the right illustrates how the planning information was filtered through the different project planning groups. After reaching Council, we were careful to report back to members through newsletters and other methods, so they could see how the information and feedback they provided was used. This kind of transparency has been another hallmark of this plan.



Strategic: While our plan is rooted in our community, we ensured it was also based on a proven strategic planning process. As illustrated below, the work plan was organized around a five phase, strategic planning process. Each phase asked one of the following guiding questions: *Where have we been? Where are we now? Where do we want to go? How do we get there? Have we arrived?* Under each of the questions, there were a number of corresponding tasks. For some of the tasks, we used structured decision-making tools to make more transparent decisions that considered both our traditional and community values (i.e., what’s most important to us) and technical facts (e.g., development costs, community capacity, etc.).



Musqueam: Wherever possible, we incorporated traditional knowledge and governance approaches in our planning work. From family meetings to more consensus-based decision-making, we worked hard to have our plan reflect our values. The graphic to the right was originally created by Elder Rose Point who was a member of the project’s Community Committee. Based on a traditional Musqueam spindle whorl, it is meant to illustrate the areas that *nə́cəmat tə ʃxʷqʷeləwəɲ ct* touches on – physical, spiritual, traditional/cultural, economic. It also shows how plan actions flow outward from the individual – we are all important players in this plan – out to the family, our community, and finally the non-Musqueam stakeholders who will be involved in implementing some components of our plan (e.g., City of Vancouver, UBC, INAC, etc.).



Musqueam spheres of planning and development



Land Use Plan family meeting

Thoughtful: Over the past two decades, we have carried out a considerable amount of community planning work. From the development of a Physical Development Plan in 2002 to our ongoing Treaty and aboriginal title rights negotiations, this work has generated relevant and important policies and information considered and incorporated into this plan. These past planning processes were extremely important not only for the policies they created, but because of the extensive member engagement that was part of them, including the active involvement of many Elders who are no longer with us. These initiatives also required considerable staff time and leadership input. This plan carefully built upon, confirmed and incorporated this community feedback.

Entrepreneurial: We broke out of conventional INAC funding models and involved external stakeholders in our project, including Vancity Credit Union and the Real Estate Foundation of BC. We also engaged provincial funders through the New Relationship Trust and federal funding through the First Nations Infrastructure Fund. While we provided start-up funding for the project, Musqueam ultimately funded less than 10% of the entire project budget from our own source revenues and created important partnerships along the way.



Matthew Thompson listens to Bob Guerin before preparing an 'ideas sketch'



“A well-balanced community takes care of its own environment”

Photo left to right: Larissa Grant, William Trousdale, Terry Point

Practical: The nə́cəmat tə šx̣ẉq̣ẉeləwə́n ct planning process did more than simply provide direction and a laundry list of actions for us to choose between. It prioritized objectives, linked these with actions, tied them to department work plans, resources and budgets, provided immediate– short term 1-3 year– medium term 3-10 year – and long term 10+ year actions and sought to break down the department ‘silos’ that can limit performance and service delivery.

Educational: The entire project provided an ongoing educational and capacity building opportunity. Through the project we helped train and increase the capacity of our mapping department and provided ‘hands on’ learning experiences to the Project Support Team in strategic planning, community engagement, facilitation, and structured decision-making. We also included specific sessions with Departments and Council in these areas, as well as specific training (i.e., GIS programming for planning). Finally, we were also able to create a new Community Planner position and secure funding for it for three years. A comprehensive training and capacity building program was included for the new planner that included one-on-one training with the nə́cəmat tə šx̣ẉq̣ẉeləwə́n ct Planning Team and formal classroom training at Langara College in Vancouver.

Learning and Sharing: Throughout this process, we sought the knowledge and experience of others and shared our experiences with other First Nations, project partners and governments through government-to-government sessions, at INAC-sponsored events. First Nations presentations included Tsleil-Waututh, the Cowichan Nations and the Chippewas of the Thames. Partner presentations included BC Hydro, the Real Estate Foundation, Vancity, and the New Relationship Trust.



“When you have a sense of who you are and where you come from – there’s no getting lost”

Photo: Chief Ernest Campbell
courtesy of Tara Felix

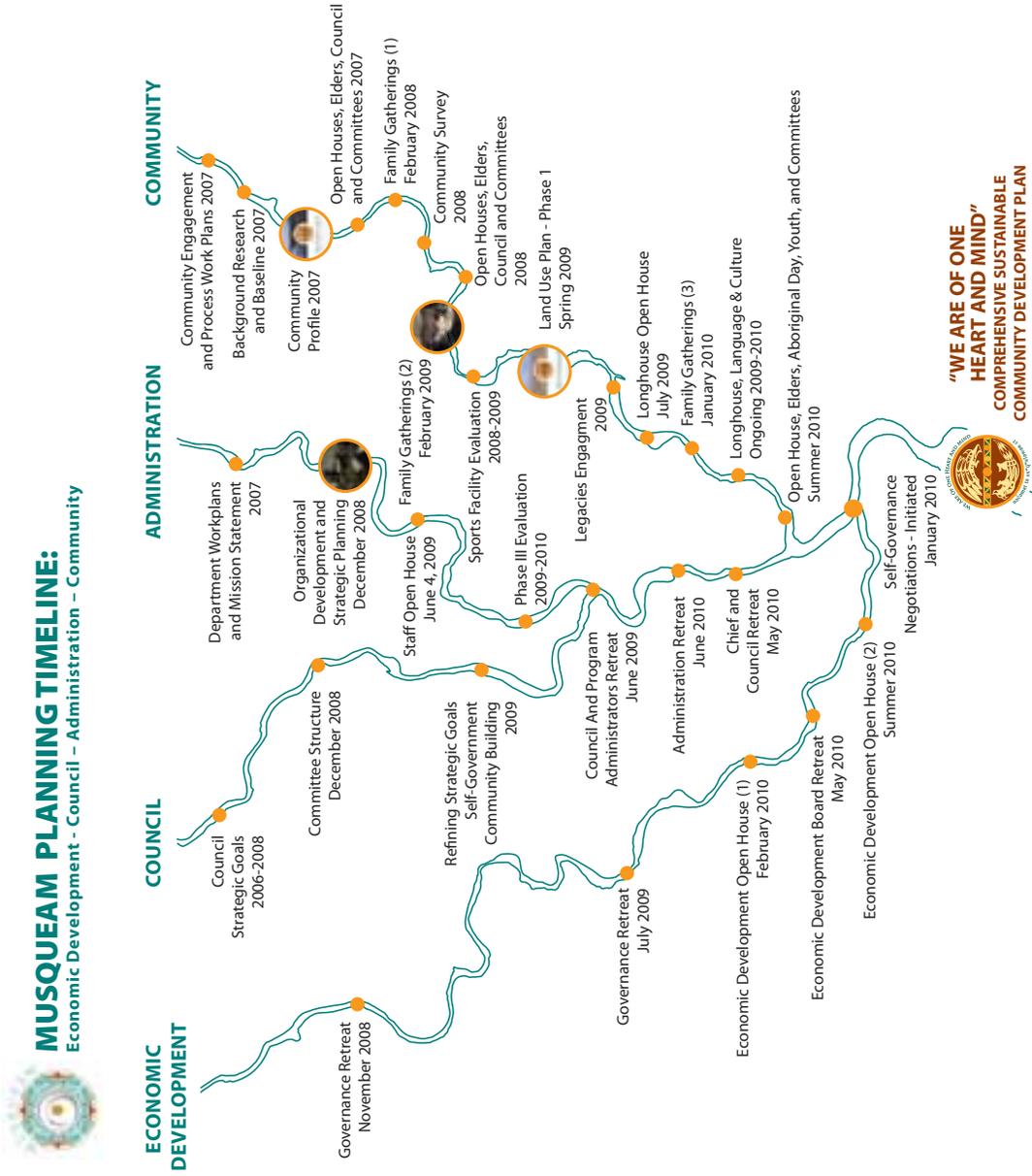
1.3 PLANNING PROCESS

Musqueam are people of the rivergrass and this is reflected in our approach to planning. *nə́cəmat tə ʃxʷqʷeləwən ct* represents a coming together of four primary Musqueam planning “streams” – our community planning; our administration’s ongoing organizational development and strategic planning; Council’s strategic planning; and, finally, our economic development planning.

In bringing these four streams together, we are working to link and coordinate our community’s short-term planning with our long-term community vision. This approach improves our community’s collective decision-making, minimizes ad-hoc or reactionary decision-making, and helps us move forward with common purpose.



Fraser River foreshore or 'stewardship lands' adjacent to the reserve



Elders Luncheon, May 2007



Longhouse Meeting, July 2009



Legacy Agreement General Band Meeting, November 2009

1.4 PAST PLANS

While *nə́cəmat tə ʃx̣ẉq̣ẉeləwən* is the most comprehensive planning project we have undertaken, it is not our first. Its development was informed by, and builds on, previous planning and capacity building projects and initiatives. Three past planning projects in particular generated a number of important and relevant policies and community input, which we were careful to review and carry over into this plan where appropriate and feasible.

The first project was a broader, community development plan that we undertook in 1993. Unfortunately, this project never proceeded past the first phase. The project did, however, produce a valuable community survey whose results helped validate the results of this project's community survey (i.e., some of issues appeared in both 1993 and 2008, 15-years later). The survey also provided important feedback and input from Elders who are no longer with us.

The second plan was prepared in 1999 and called the *Physical Development Plan*. This plan was primarily a land use development plan. Many aspects of it were incorporated into our new Draft Land Use Plan.

The third plan is our *Strategic Infrastructure Management Plan*. In 2005, our Capital Works Department conducted an analysis that looked at our short and long term facility and infrastructure needs, upgrade and repairs and community services (solid waste management, sewage, water, energy, etc.). Through agreements with Indian and Northern Affairs and the City of Vancouver, Musqueam is responsible for the management and maintenance of a substantial amount of on-Reserve civil infrastructure. This plan identifies and prioritizes our critical infrastructure maintenance needs.

Many other plans also contributed to this process including: *Community Skills Inventory*, *Musqueam Cultural Projection Plan*; *Musqueam Cultural Scan*; *Tourism Opportunities for Aboriginal Youth in the GVRD*; and the *Musqueam Holdings Report*, among others.

1.5 PLANNING PROCESS DOCUMENTS

The planning process we journeyed on in the creation of *nə́cəmat tə ʃx̣ẉq̣ẉeləwən ct* is actually one of this plan's most important products. The journey we took has been captured and articulated in a number of related plans and documents. Together, these documents form a project “memory” and can be referred to and built upon by current and future generations.

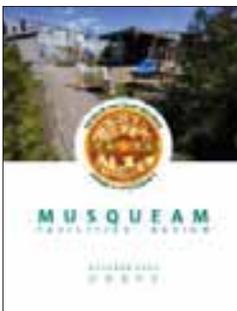
We have summarized some of the documents, plans, and briefs that were created through the larger *nə́cəmat tə ʃx̣ẉq̣ẉeləwən ct* planning process. Please note that some of the highlighted documents remain in draft form.



Phase 1 Planning Gap Analysis: This 2007 document briefly outlines some of the planning areas where additional work may be required in future phases of the Comprehensive Sustainable Community Development Plan (CSCDP). It was developed after reviewing Musqueam planning and research work (i.e., pending, completed and/or work in progress that is in addition to the CSCDP), interviewing Musqueam Program Administrators and a research and literature review.



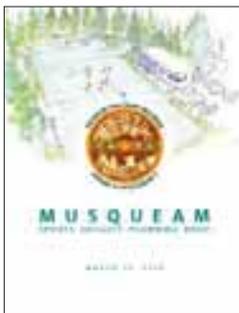
Community Profile: Called, “*Knowing our Past, Exploring our Future,*” this document provided a ‘snap shot’ of conditions in our community in 2007. In addition to looking at what was happening in our community, it identified some trends and provided some direction on areas for us to pay special attention to in our planning work.



Community Facility Analysis: Musqueam provides a broad array of services and programs for members. A number of these programs operate in inadequate spaces or are anticipating increased demands as the on-reserve population grows over the next several years. With the immediate need to review the Phase 3 Community Recreation Centre design, a facility needs assessment was prepared to assist Musqueam staff with overall facility planning and with developing a program for the Phase 3 facility. This report provides a summary of that feedback and outlines a draft plan for allocating facility spaces in the community core area.



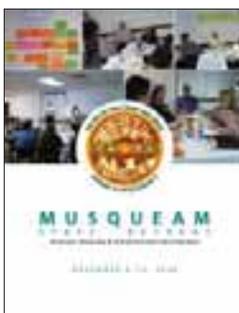
Community Survey Report: We conducted a comprehensive door-to-door survey of members and a telephone survey of off-reserve members in 2008. The survey had a very high response rate (40% on-reserve; 25% overall) and helped establish and prioritize the community development objectives for this plan.



Sports Facility Plan: In winter of 2008/2009 we carried out a planning project to select a location and program for a new Musqueam sports field and sports facility. The project involved input from community members, staff and leadership and incorporated a strategic planning process that allowed us to pilot the rigorous decision support methods that were used for *nə́cəmat tə šx^wq^weləwəŋ ct*.



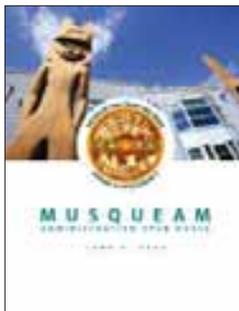
Musqueam Chief & Council Governance Policy and Procedures Manual: The Musqueam Chief and Council completed a series of Nation Building sessions in 2007 – 2008, focused on governance training and policy development. An important output of this work was this policy and procedure manual.



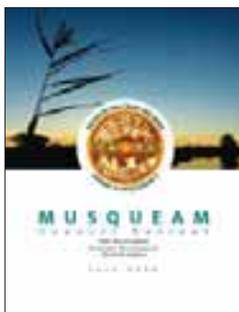
Musqueam Staff Retreat Reports: To help involve our administrative and managerial staff more directly in the project, we included special *nə́cəmat tə šx^wq^weləwəŋ ct* planning sessions as part of our annual staff retreats. By doing this, we made sure project actions are directly linked to and coordinated with annual departmental plans.



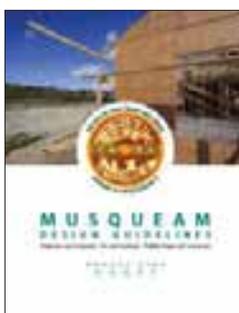
Land Use Plan: We developed a Land Use Plan to help manage our reserve lands and provide guidance on management of our settlement lands. The plan establishes a direction for future land development on our reserves, guidelines for managing development on our settlement lands, and provides a process and framework for making more specific development decisions for all of our lands that will apply to all members, leadership and external development partners.



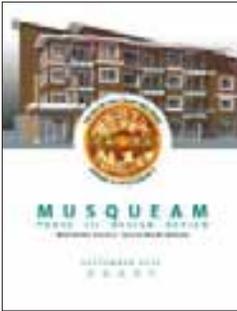
Administration Open House: In June 2009, we organized an Administration Open House at our Gym that provided members with an opportunity to learn more about what Musqueam’s 18 different departments do, identified department opportunities and challenges, reviewed each department’s top-three ‘quick start’ and longer-term projects and gave members an opportunity to provide input and feedback directly to department staff. The event was a huge success and will be carried out annually.



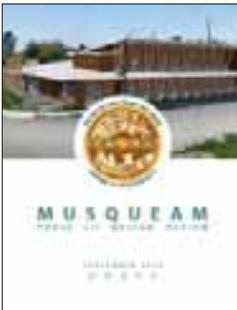
2009 Council and Economic Development Retreat: The three day retreat was used to integrate community planning with Council and economic development planning, as well as setting in motion a long-term governance strategy for economic development that included a transitional model for governance of economic development.



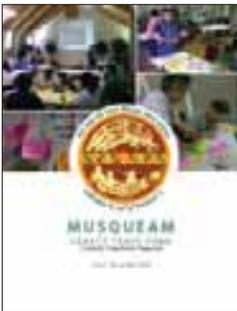
Design Guidelines: In August 2009, we developed design guidelines to be used in conjunction with our Land Use Plan. They set out additional guidelines and protocols for all of our development partners to ensure all new construction and development meets the highest environmental and cultural standards. The guidelines are organized into three scales -- subdivision and community; site and landscape; and, building design and construction – and provide recommendations in five general categories – environment; transportation and mobility; consumption, waste and energy; health and safety; and, culture. They were incorporated in our Land Use Plan.



Design Review – Multi-Family Housing: We carried out a design review of a proposed multi-family housing development to be constructed in the ‘Heart of the Community’. The project will provide housing options for single parents and, potentially, assisted living options for Elders. The project will be our first non-single-family housing development in the community.



Design Review – Community Centre: This September 2009 report assessed the design and facility program for the Community/ Recreation Centre development now under construction next to our Administration Building. The report assessed the development using *Musqueam’s Design Guidelines* and made recommendations on building programming.



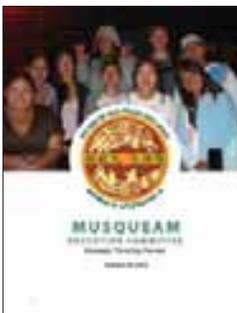
2010 Legacy Trust Community Priors Project: As one of the Four Host Nations of the 2010 Winter Olympic Games we signed onto a Legacies Agreement that created a special \$17 million Legacy Trust Fund established for the benefit of present and future members. This project involved rigorous evaluation methods and considerable community engagement that prioritized over 500 projects with an estimated cost of over \$150 million. The final “Top 10” lists select a group of projects directly linked to, and integrated with, *nəcəmət tə šxwq’eləwəñ ct*. We used our community plan’s guiding objectives to help select, evaluate and prioritize the final package of Legacy projects. Our members approved the Legacy Plan by a two-to-one margin at a Special Purpose General Band Meeting.



2010 Council and Economic Development Retreat: The main focus of the retreat was to work on key issues of Governance and Economic Development, building on the 2009 Retreat. Progress was monitored and evaluated with a new action plan put in place. Another key agenda item was to review responsiveness of Council to community priorities. Using the Legacy Priority list, Council learned that they have taken action on an impressive 70% of the large-scale projects and 80% of the small-scale projects in the prior seven months. Detailed Economic Development and Administration work plans that integrated community planning were also reviewed, modified and approved.



Annual General Assembly Report: On October 14, 2010 with the direction of Council Musqueam held a General Assembly to provide information to all members. Each department revised their information posters presented to the community during the 2009 staff open house. In addition, each department provided a strategic plan that outlined their department’s objectives, how these objectives relate to the *nəcəmat tə ʃxʷqʷeləwən* ct vision and what actions are to be taken to achieve this vision. The actions included ideas from Council, staff and community. The strategic plans are tied to five-year work plans and budgets that promote cross-department coordination and multi-year budgeting.



Education Committee Retreat: On October 29, 2010 the Education Committee became the first department to begin the integration of the *nəcəmat tə ʃxʷqʷeləwən* ct planning process with strategic level planning in the area of education, linking with department work plans and budgets. The focus of this retreat was for Musqueam’s Education Committee to identify priorities and strategic actions to recommend to Council for approval for staff to implement. A value-based structured planning process was used to help prioritize the community’s education objectives, and then to identify actions that would make the biggest impact on these objectives. There were almost 100 specific actions brought forward!



**“Build confidence and strength within
each Musqueam band member”**

Photo: Elder Mary Charles

1.6 PROJECT CAPACITY BUILDING AND TOOLS

Our planning process involved the identification and assessment of a number of complex, inter-related issues that required the attention of the entire community. We developed and used several decision-making, communication, assessment, and monitoring and evaluation tools to help our members, staff, and leaders understand the planning process, the issues it tackled, and the decisions that needed to be made.

Communication Tools

Upgrading and improving communications with and between departments and the broader community was an important component of our work that will continue as we implement this plan.

- **Project Newsletters:** Newsletters were the central component of our on-going communication with the community. Over the course of the project we produced regular project newsletters which were delivered to all households on-reserve and mailed to off-reserve members. Copies were also posted on our website. Engaging and informative, these newsletters continue to be the main tool for reaching out to the broader Musqueam membership.
- **Websites:** The Musqueam Band website has been a constant point of access for news and information about *nə́cəmát tə ʃxˈqˈeləwən ct*. We also developed a project website (www.1heart1mind.ca) that was linked to Musqueam's larger website. It provided news updates, a calendar of events, relevant documents and reports, and feedback opportunities, such as online surveys, polls and spaces for comments on posted materials. We are maintaining this site for our ongoing project communication and news about project implementation.
- **Social media:** Social media tools such as Facebook as a communication tool, especially for the younger generations, was pioneered as part of the process and is being expanded today (<http://www.facebook.com/group.php?gid=19718977973>).
- **Visual Support:** Our community requested the use of visual tools to support the community engagement and planning. These included renderings of buildings and places, illustrated plans, "fly through" visualizations of Musqueam in the future (using GIS, Google sketch-up and Google Earth), and fun interactive posters.

- **Video:** We used video to support proposals and communicate the process to a broad audience. For example, video was used as part of our effort to secure the 2010 aboriginal pavilion for use as our cultural and education facility.

Analytical Land Use Tools

With the help of our project consultants, we developed sophisticated computer modeling tools to help us better visualize data and explore the potential trade-offs involved in some of our land use decisions. Together, these tools have helped develop our technical capacity and skills, and we will continue to use them in the future.

- **GIS Models:** Spatial land use models were developed to investigate the impacts and benefits of various land use scenarios. Various measures and indicators were used to evaluate these impacts, such as housing capacity, revenue capacity, and development costs. Our GIS staff was trained to conduct similar analysis in the future.



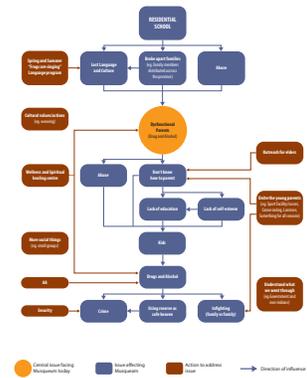
- **Interactive Land Use Models:** Data from the GIS models were used to develop an easy-to-use land use modeling tool. This Excel-based tool used accessible data to better understand the potential impacts of land use choices.

Integrated Public Engagement and Decision Support Tools

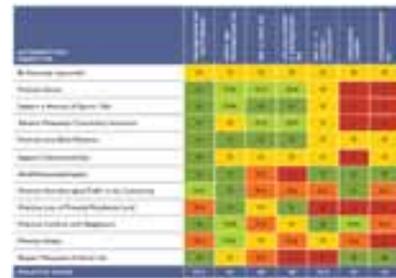
Clear, transparent and community-based decision-making was not only one of this project's hallmarks, but also one its great legacies. We will continue using these tools and methods as we continue on our journey towards our plan's vision.

- **Prioritization Survey:** One of our innovations in this process was to move beyond the opinion survey and develop a more structured community prioritization survey. The survey was tested with members and drew on experience and knowledge from the field of decision science. It allowed us to prioritize our main goals, identify priorities, and provide feedback on a variety of issues. A comprehensive survey was mailed out to all of our members, and a team of surveyors followed up with door-to-door interviews and phone calls.

- Influence Diagrams:** Influence diagrams illustrate the structure of a problem by diagramming the relationships between its causes and effects. By analyzing the structure, it can be easier to perceive solutions or choices. During specially convened family meetings, we worked with members to identify issues and diagram their relationships, helping everyone to better understand our options for moving forward.



- Project evaluation tools:** Addressing tradeoffs and identifying priorities is the foundation of decision-making. The tools we used allowed us to separate facts from values, weigh our values, and identify the projects and programs that would have the highest and most beneficial positive impacts on our community. We used multiple methods to add rigor and create learning moments to support deliberative analysis. We used these tools at numerous times throughout the planning process.



- Facility site selection tool:** A central element to the land use planning component of the project was the location of a sports facility. Several location options were possible, each with their own set of benefits and consequences. Staff and community representatives developed an evaluation matrix to understand the tradeoffs and communicate the options to the general membership.
- Web-based survey tools:** This tool was essential for quick deployment and member feedback regarding the 2010 Legacy Trust Fund project ideas. The survey was fully integrated into the CCP website, allowing members to suggest ideas for the Trust Fund as well as vote on existing ideas.
- Open house tools:** Several creative, interactive “low-tech” tools were developed to support the process. These context understanding tools included interactive quiz board games to share community profile information and visioning tools such as “write your own headline” where participants wrote an article in a future-

dated newspaper to describe Musqueam’s successes in the year 2030. Community mapping tools allowed participants to locate facilities in their community using small, scaled game pieces (e.g., schools, multi-family housing, recreation facility, etc.). We also used ‘dot-mocracy’ posters where members were offered a direct choice between several options (i.e., the location of a sports facility, or the most important objective) and ‘voted’ for their choices by placing a sticky-dot on a poster showing the options.

Monitoring and Evaluation Tools

As a “living plan,” it is critical we monitor the implementation of *nə́cəmat tə ʃx̣wq̣ẉeləwə́n ct* over the long-term. Is it having the impact we expected? Are departments and agencies doing what they agreed to do? Are we missing anything? These are questions we will continue to ask, and with the help of our monitoring and evaluation tools, answer.

- **Compliance Monitoring Tool:** The compliance monitoring tool tracks progress on implementation of the actions identified in *nə́cəmat tə ʃx̣wq̣ẉeləwə́n ct* and related plans and strategies. The monitoring tool will be integrated with Band Administration procedures and Council reporting to ensure we are not only making progress, but also that plan responsibilities are being met.
- **Impact Monitoring and Data Management Tool:** The impact monitoring tool will provide a picture of the progress we are making towards our vision. It will help us understand how our actions are impacting our core objectives and the issues we originally identified through the *nə́cəmat tə ʃx̣wq̣ẉeləwə́n ct* planning process. It includes participatory monitoring tools, such as an indicator-based community survey (paper based, phone survey, and SMS cell), a staff internal survey tool, and a potential automated online data mining tool to collect relevant statistical data.
- **Evaluation Tool:** The evaluation tool is designed to help us look at the results of our monitoring and decide how we should adjust our strategy to achieve better results. We can see where we are making our biggest gains and also the areas where we can still improve.

1.7 WORKING WITH OUR COMMUNITY

The development of this plan was community-based and member-driven. It included community input at each step. It involved on- and off-reserve members, Elders, youth and Musqueam staff, leadership and various community committees. It also included more traditional decision-making approaches (e.g., Elder sessions, family meetings) wherever possible. As a large, multi-year, comprehensive undertaking, the planning process was -- and continues to be -- an important product of the project.

New ways of governance were instituted as we moved through the planning process. Dozens of community engagement events -- from community surveys to open houses, from general band meetings to special family gatherings, and from Musqueam committee sessions to staff retreats -- all worked together to help define a new way of planning and governing at Musqueam.

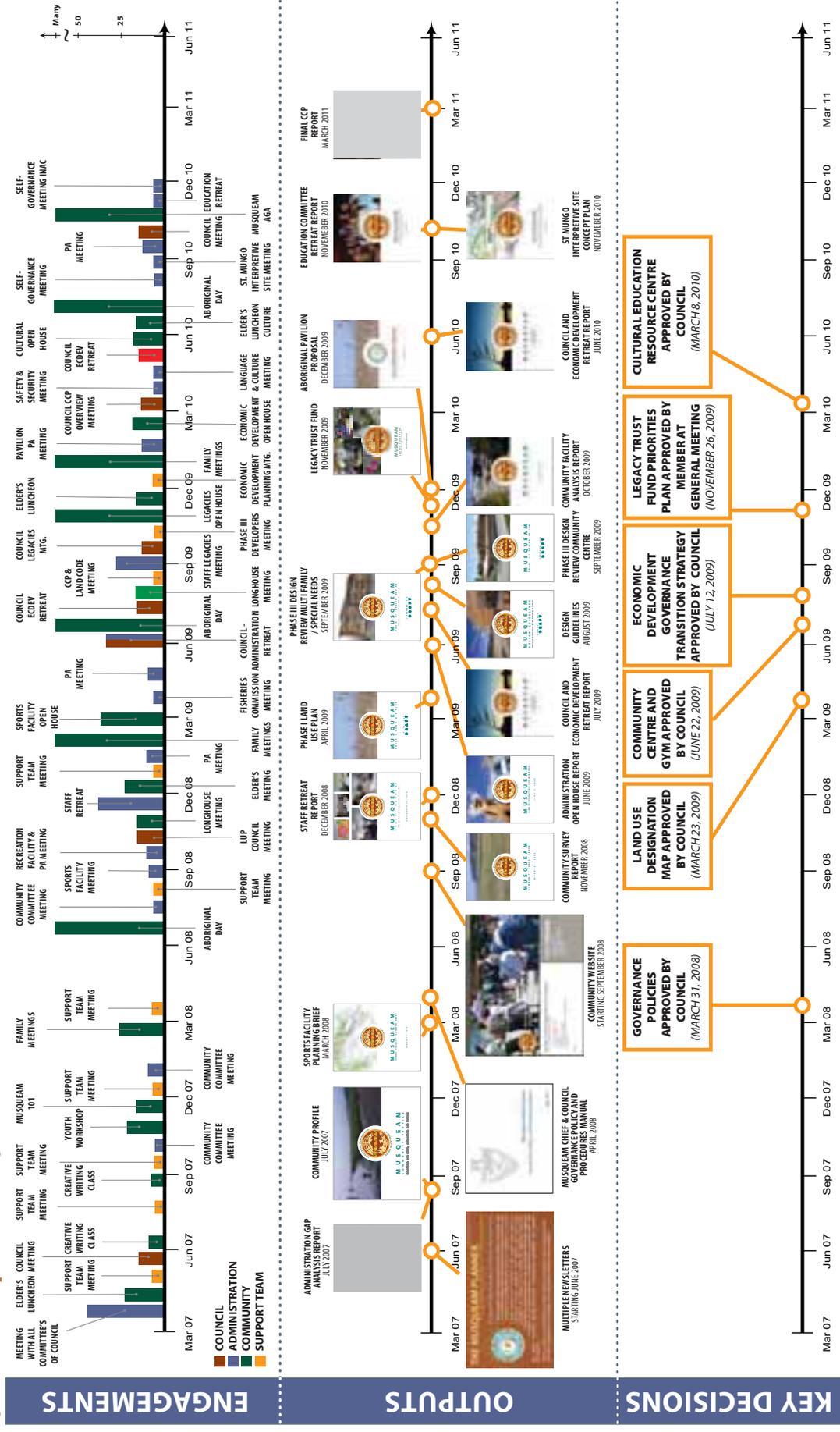
The plan's guiding objectives were also generated entirely by Musqueam. We used our guiding objectives to help evaluate, assess and prioritize the many community actions and development ideas -- all of which were also co-generated with our community. A summary of our community outreach efforts is outlined in the next section. The plan's guiding objectives are outlined in Section 2, *Where Do We Want to Go?*

The foldout process graphic on the next page provides a summary of our overall planning process. It illustrates the planning project's major community engagement activities (community engagement is discussed in the next sub-section), key Council decisions, and major project outputs.

This process was documented on an on-going basis with reports, meeting notes, newsletters, websites, social media, memos to Council, new proposals (physical development, governance, planning, etc.) and several 'quick start' projects.

These so-called quick start projects occurred as conditions warranted or short-term funding became available. They were initiated to build overall project momentum, provide a "learning by doing opportunity" and to put planning outcomes "on the ground" where the community members could see them. Quick start projects included a sports facility/field siting and development project; design review and programming for our new Community Recreation Facility, and; a facility siting, planning and programming project for our new Musqueam Cultural Facility (the former Four Host Nations Aboriginal Pavilion from the 2010 Winter Games).

Figure: na'acamat ta s'x'w'q'elawən ct Planning Timeline



The development of this plan was community-based and member-driven. It involved on- and off-reserve members, Elders, youth and Musqueam staff, leadership and various community committees. It also included more traditional decision-making approaches (e.g., family meetings) wherever possible. Some of our engagement activities are summarized below.

- **Project Support Team:** A steering committee of senior staff from our Treaty, Lands and Capital Works Departments was assembled and met regularly to help guide the project and to work with our consultant team.
- **Community Committee:** We set up an advisory group made up of youth, Elders and members-at-large. The committee was particularly active during the early stages of the project, and provided important input for our community survey and helped provide direction on how best to reach the broader community when developing this plan.
- **Youth workshops:** As the future of our community, we placed a special emphasis on youth engagement. We held special youth workshops through the Musqueam Youth Centre and met regularly with the Musqueam Youth Creative Writing Class who helped create the project logo and name.
- **Elders' luncheons:** We began each new phase of the project with a presentation to the Elders at the Elders' Centre and sought their feedback and input at important junctions.
- **Chief and Council:** We actively worked to involve leadership in this project. Chief and Council participated through Committee of Council workshops, family meetings, the Project Support Team, a special Council retreat, and at regular Council presentations.
- **Family meetings:** We held a series of family group meetings that focused specifically on land use planning on our main reserve. Almost 70 members participated, representing all our family groups.
- **Aboriginal Day:** From 2007 to 2010, we set up information tables at Aboriginal Day celebrations in Musqueam. Hundreds of members visited these tables and took part in activities.

- **Planning Day:** In 2008, we organized a special event that focused specifically on our community plan. Despite the rain, almost 50 members attended.
- **Community Survey:** We conducted a comprehensive door-to-door survey of members and a telephone survey of off-reserve members. The survey had a very high response rate and helped establish the community development objectives for this plan.
- **Musqueam Program Administrators:** We held individual interviews with Musqueam Program Managers throughout the planning process and presented at regular Program Administrator meetings.
- **Committee workshops:** We met regularly with Musqueam standing committees, including Longhouse, Fisheries, Recreation and Treaty.
- **Community Open Houses:** information and feedback sessions were held for specific issues, including the sports field siting; the community centre/gym facility; multi-family and special needs housing; the land use plan; and, economic development.



Left to right: Sue Rowley, Leona Sparrow (seated), Larissa Grant and others provide input at a Family Gathering

“Staying positive, educating on all objectives so we can have a better future for all the generations to come”





“Building a community is hard work and requires teamwork”

Photo left to right: Elder Mary Charles, Julian Gonzalez, Gordon W. Grant

1.8 HOW TO USE THIS REPORT

This report is a summary of the *nə́cəmat tə ʃx^wq^weləwəɲ* ct process and its main outputs. It is intended as a companion piece to the roughly twenty planning documents that were developed as part of this project, and the future planning documents that will be created because of it. Where appropriate, we direct readers to these documents, but we have tried not to simply reiterate them here.

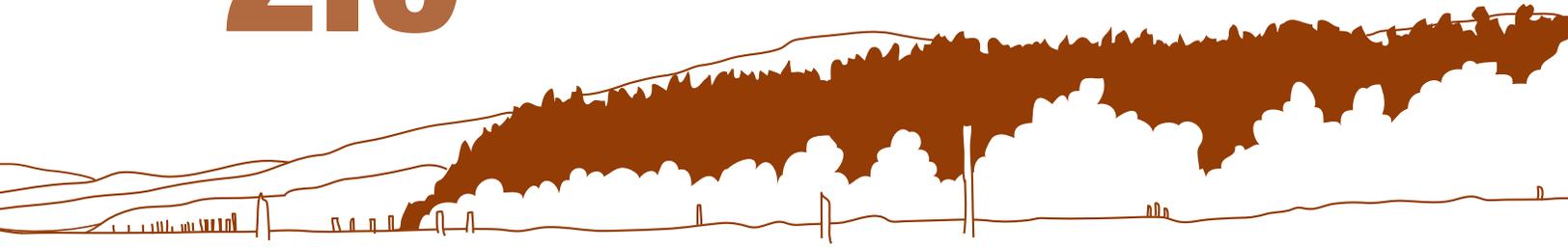
This main body of this document is organized around the same five phase strategic planning questions we used to organize the *nə́cəmat tə ʃx^wq^weləwəɲ* ct planning process.

- ***Where have we been?*** A timeline of key events that have shaped who we are and provided the context in which we must develop.
- ***Where are we now?*** A summary of some of the relevant Musqueam statistics collected by outside observers and key issues identified by our own members.
- ***Where do we want to go?*** A summary of our community's vision and the priorities we identified with our community.
- ***How do we get there?*** An overview of the process and specific actions required in continuing our journey towards our vision. In outlining the actions we will be carrying out going forward, this section also identifies the departments and groups responsible for specific actions and a general timeline for implementing them. This section provides both higher level actions and examples of specific one-to-three year project action plans and department work plans linked to *nə́cəmat tə ʃx^wq^weləwəɲ* ct, coordinated with Council decisions, and organized with short-, medium- and long-term budgets.
- ***Have we arrived?*** Knowing whether progress is being made as we journey towards achieving our vision requires an integrated monitoring and evaluation framework. This section provides an example of a monitoring and evaluation framework we will use in assessing the success of *nə́cəmat tə ʃx^wq^weləwəɲ* ct as we carry it with us into the future.



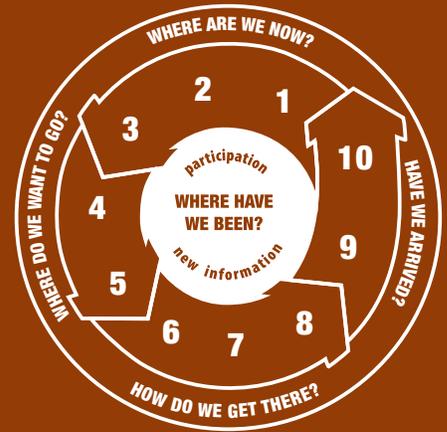
Left to right: Roberta Louis, Basil Point, Harvey Louis
courtesy of VPL

2.0



WHERE HAVE WE BEEN?

This section begins the story of *nəcəmat tə šx^wq^weləwən ct.* It provides a brief overview of our history, the traditional territory around which we formerly lived and worked, and the small reserves and Musqueam fee simple properties this plan applies to. It provides a brief history of our time on the land the plan applies to and summarizes some of the past planning work we carried out that provided the foundation of this plan.



2.1 PEOPLE AND HISTORY

We have been present in our traditional territory since time immemorial. Musqueam artifacts over 9,000 years old have been found in our territory, which is 144,888 hectares (358,026 acres) and includes all of present day Vancouver, extending north-west up Howe Sound and east up the Fraser Valley. Historically, we traveled far and wide and traded and inter-married with Nations up and down the coast of present day B.C., Vancouver Island and in Washington State.

$\chi^w\text{ən}\theta\text{ət}$ – our first ancestors – are said to have descended from the sky, wrapped in clouds, before there was anything else here. These supernatural beings populated the land until $\chi\text{e}:\text{Ís}$, the transformer, changed them into their present form as rocks, animals and features of the landscape that remain to this day.

Then as now, we are a fishing people whose rhythms, stories and culture are closely aligned with the Fraser River along whose banks we still live today. Our name, Musqueam ($\chi^w\text{m}\theta\text{k}^w\text{əy}\text{əm}$) means People of the River Grass and relates back to the grass ($\text{m}\theta\text{k}^w\text{əy}$) that grows in the Fraser River estuary in the tidal flats and marsh lands.



Musqueam Village

Our territory, once rich in natural resources, offered our ancestors a life of abundance. In return, our people were and still are the keepers of the lands and waters that sustain us. Our ancestors were also strong, independent people, as we are today. We governed ourselves according to specific social, cultural and moral codes. All members had a specific role and a responsibility.

As with First Nations communities throughout BC, contact with outside cultures had a profound impact on Musqueam people's lives. Diseases like small pox and measles devastated our community and reduced our population -- once estimated to be 30,000 -- to as low as 100 members.

First recorded contact with non-native visitors occurred in 1791 and 1792 and settlement was well established by the mid-1800s. Choice land was pre-empted by settlers and lands were surveyed with no regard to Musqueam title or interests. Eventually, we were relegated to three small parcels of reserve land – a fraction of our traditional territory.



The past 50 years have seen an incredible show of strength by the Musqueam people and a revival of our community and our culture. Our modern day history is a proud one. Through all the challenges of post-colonial life, we have achieved many notable successes and “firsts” for Aboriginal communities in B.C. and in Canada. Some of these include electing the youngest Chief and Council ever in Canada in 1952. A Musqueam woman was also the first woman in Canada to be elected to the office of Regional Chief (BC) for the Assembly of First Nations.

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 aboriginal rights.



The Musqueam Declaration

In the Guerin case, Musqueam was the first aboriginal community in Canada to successfully sue the federal government. The Supreme Court of Canada decision ruled the federal government must protect the interests of the aboriginal people and also recognized aboriginal rights were pre-existing before Canada became a country. The Sparrow case ruled that Canada’s Constitution provides a “strong measure of protection” for aboriginal rights. It also ruled that Aboriginal and treaty rights are capable of evolving over time, and must be interpreted in a generous and liberal manner. This was the first legal test of Section 35 of the Constitution of Canada.

THE MUSQUEAM DECLARATION

Vancouver

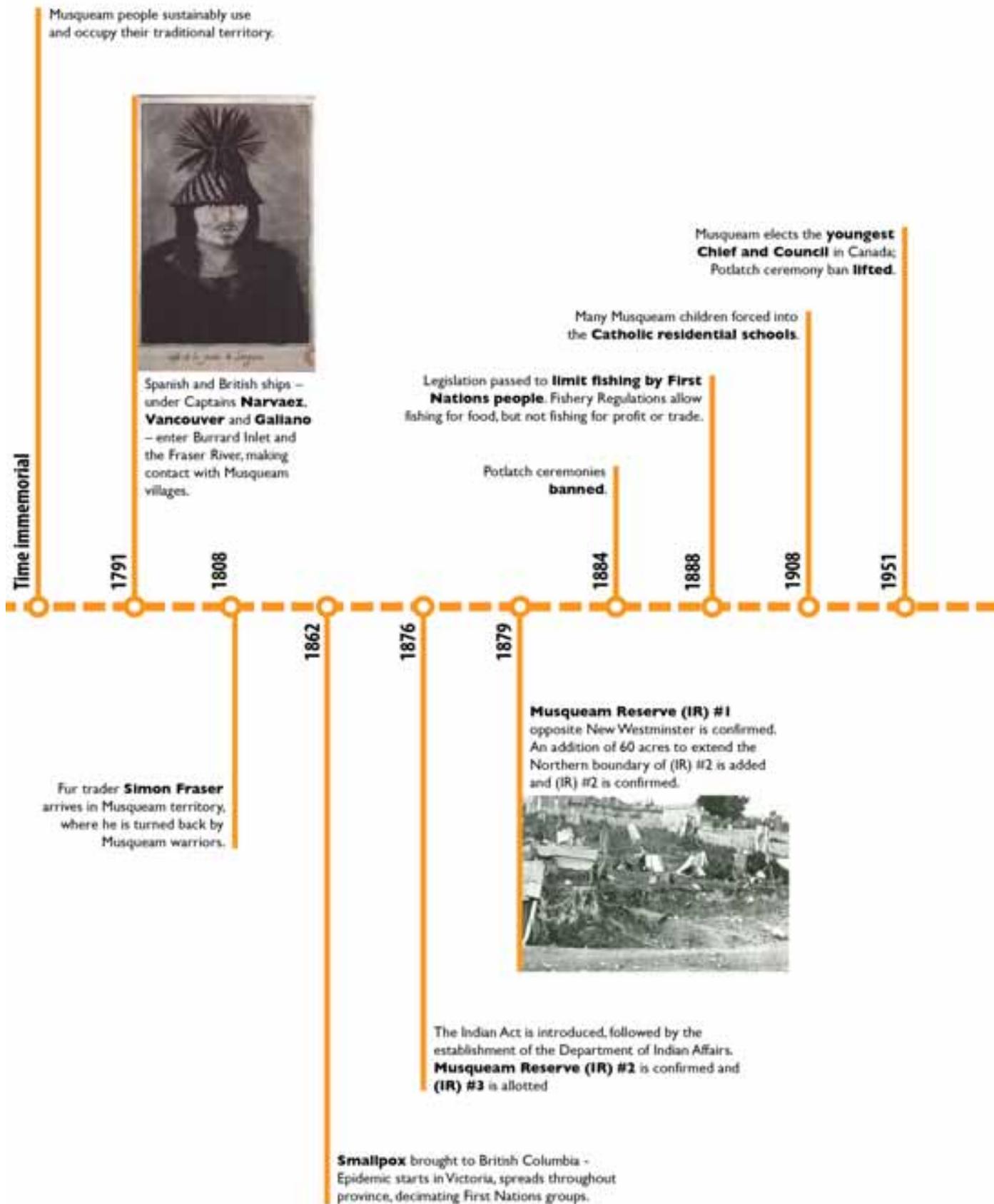
June 10, 1976

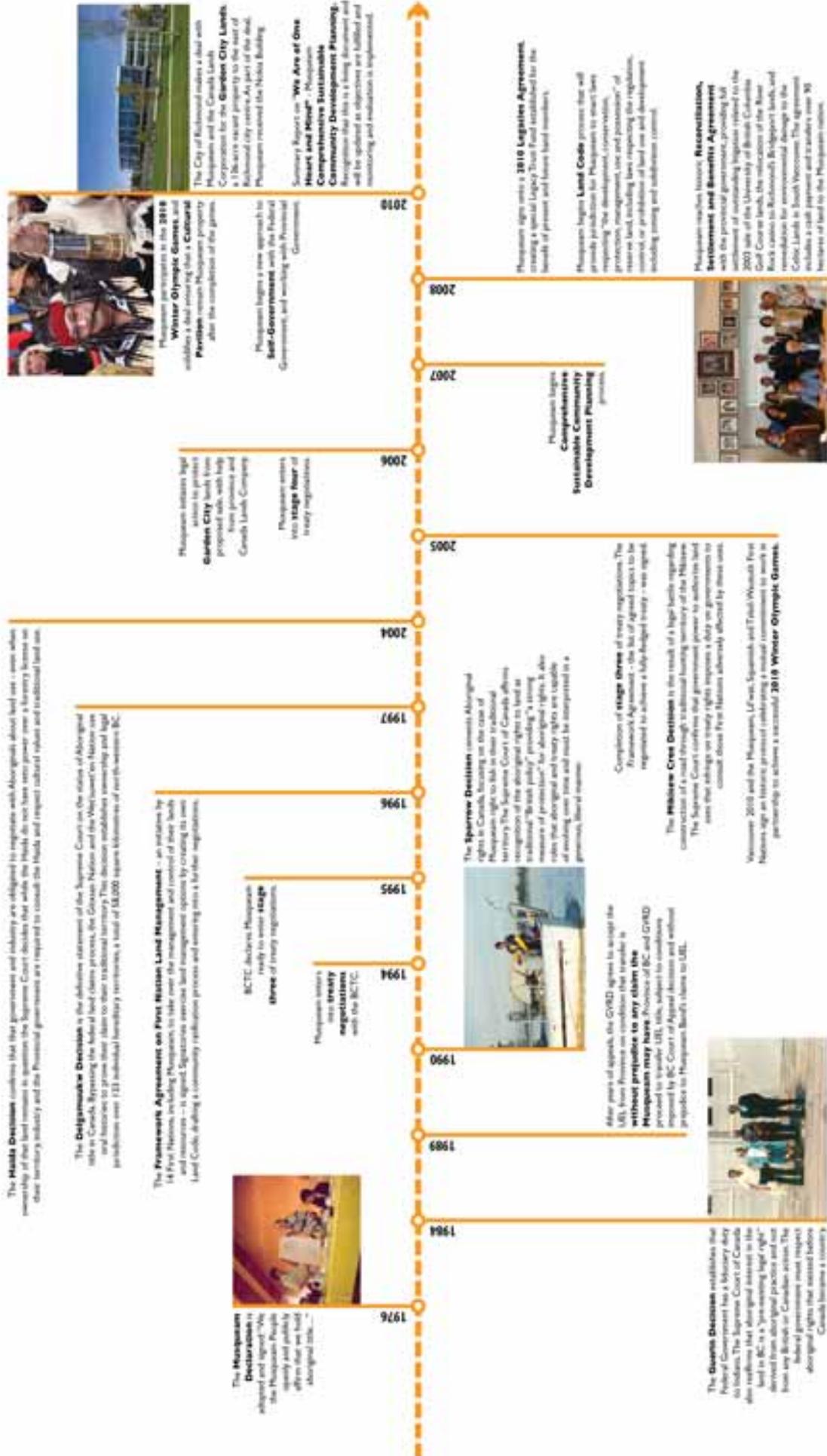
We, the Musqueam people, openly and publicly declare and affirm that we hold aboriginal title to our land, and aboriginal rights to exercise use of our land, the sea and fresh waters, and all their resources within that territory occupied and used by our ancestors, namely:

- 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 *hən̓q̓əm̓iṇ̓əm̓* speaking people who from time immemorial occupied used and gained their livelihood from those lands, waters and seas described above.

Figure: Musqueam Timeline





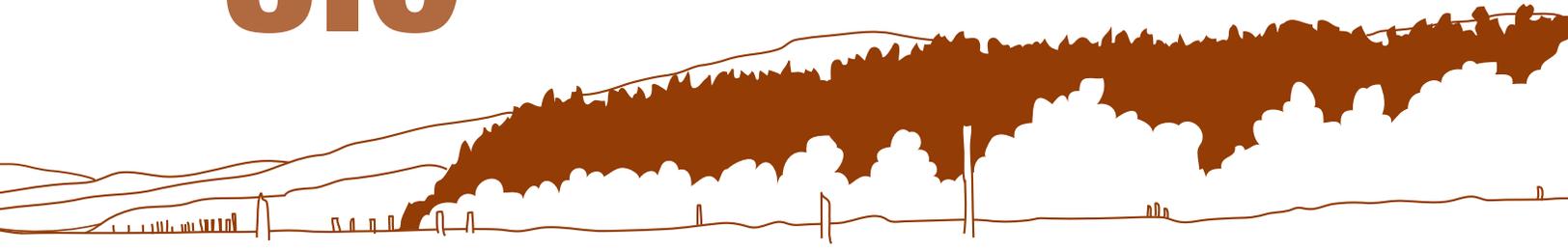


**“Don’t forget who you are,
don’t forget who we are”**

Photo: qiyəpələnəx™ house post
courtesy of RBCM



3.0



WHERE ARE WE NOW?

This section provides an overview of Musqueam -- our people and community, and our current land base and facilities. It summarizes our community's demographics, highlights how we are currently using our lands, and talks about the opportunities and constraints we considered while developing *nəcəmat tə šx^wq^weləwən ct.*



3.1	Our Community	48
3.2	Our Lands	54

3.1 OUR COMMUNITY

For more information on our community, see the *Musqueam Community Profile: Knowing our Past, Exploring our Future*.

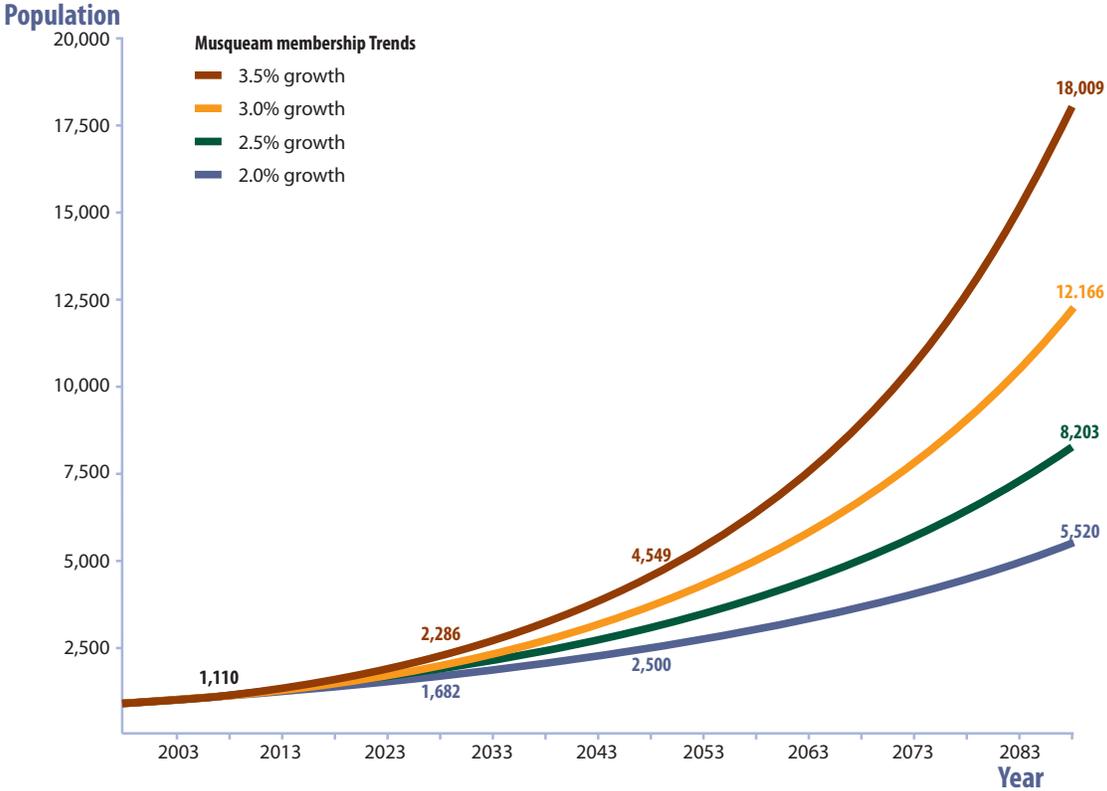
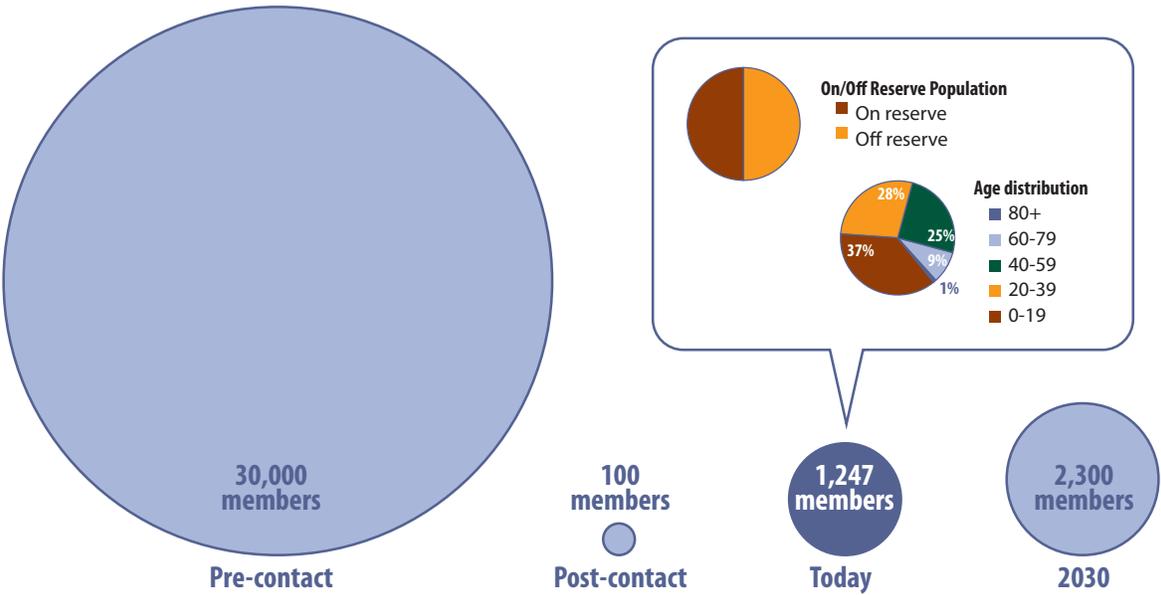


We are a strong people

- We know who we are. We are an intelligent and wise people with generations and generations of knowledge and wisdom we must continue to pass down to our youth and children.
- We are willing to stand up for ourselves, for what is right. The Sparrow and Guerin Decisions and more recent settlements (e.g. UBC golf course and Gateway) are a testament to this.
- We have a strong culture and traditions we can use to help guide us and carry us forward.
- We know how to support each other as individuals, as families, and as a community.
- We are open and inclusive, willing to work with our neighbours.
- We are willing to share what we know, and to learn from others.

We are growing and changing

- Our growing population and its changing demographics are one of this plan's main considerations when thinking about our community's future needs.
- Our population has been growing by between 2% and 5% a year. It will continue to grow between 2% and 3.5% annually, due to the number of young members starting families.
- Over the next 20 years we expect our membership to almost double, possibly reaching 2,300 members by 2030.
- Musqueam is a young and growing community. While many of our Elders can remember a time not so long ago when only several families lived on our main reserve, today over 700 members live on-reserve, while an equal number live off-reserve.
- Currently, young people under the age of 20 represent almost 40% of our population. This is a much higher percentage than our neighbours in Vancouver where only 23% of the population is under 20.
- We anticipate the number of our Elders (over 60 years) to double over the next 10 years to 180 members. Where and how our Elders meet, live, and share their knowledge are issues we addressed in this planning process.



We understand our challenges: Root Causes and Foundational Change

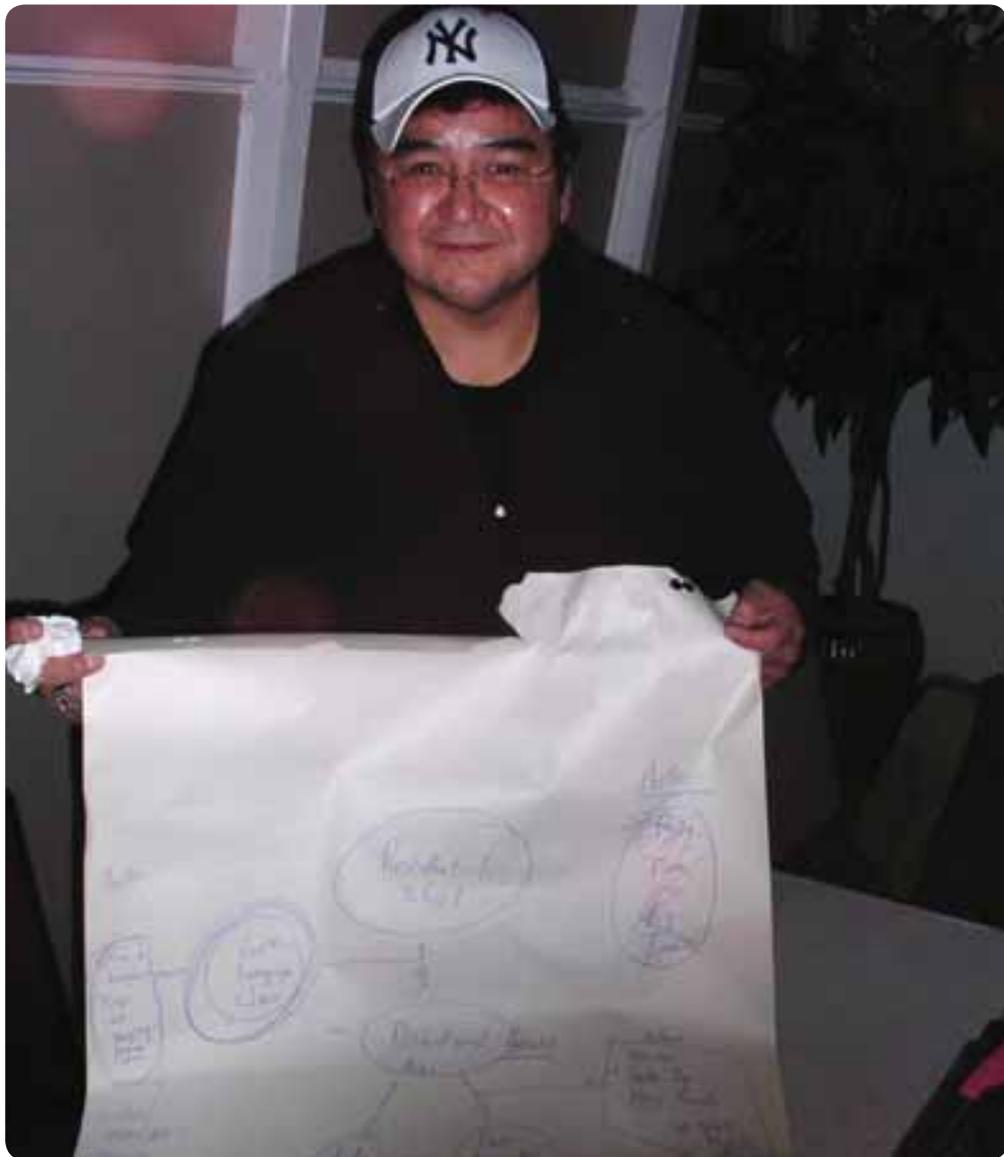
At family meetings, informal gatherings and retreats, our members have analyzed our situation to make sure fundamental issues are addressed that will have lasting change. Issue identification, cause and effect analysis helped us to identify the following key challenges, which we collectively need to address as our community moves forward.

- **We need to address the issues rooted in colonization and living under the Indian Act.** The Indian Act of 1876 provided the federal government exclusive authority to legislate in relation to “Indians and Lands Reserved for Indians” and has had a profound and lasting impact on our nation. For example, it has negatively impacted how we govern ourselves by dictating how reserves and bands can operate, and severely impacted our culture, such as in 1885 when it was amended to prohibit traditional religious ceremonies and dances. While the Act was later amended to allow our traditional cultural practices, the Act had a profound affect on how we relate to each other as families and contributed to the ongoing prejudice and racism we face on a daily basis on the other side of Southwest Marine Drive (the main road separating our reserve from the City of Vancouver).
- **Our Governance system is failing us – it must change.** The imposed system of governance is not working, and strains to support the increasingly sophisticated needs of our nation. While we are working to improve our internal operations, we know that the basic Indian Act influenced structures must change through self-governance.
- **The loss of our land and resources poses significant challenges we must face.** The loss of our resource base and the land of our traditional territory have made it difficult for us to prosper as a nation. As we watch our land disappear, the salmon stocks decline, and our air become polluted, we are affected physically, emotionally, spiritually and culturally. We care deeply about our territory and understand that its health is inexorably linked with that of our people. As an urban First Nation, we know that we must adapt and work with our neighbours in addressing these important issues.



“The question is how to sustain ourselves”

- **We must break the cycle of the “Residential School” syndrome.** Again and again, members have linked the negative impacts of the residential school to numerous issues plaguing the community – from family breakdown to substance abuse to poor educational attainment. While not all members who attended residential school had a negative or lasting adverse impact, many did. Their experience had a profound effect on them, their immediate families, and has generated ripple effects throughout the community. As one member put it, “We need to address the elephant in the closet – the impacts of the residential schools on our community.” See the facing page for an influence diagram from Musqueam family meetings analyzing “root cause”. The hand drawn example is shown in the photo below.



Henry Charles holding an influence diagram from family meeting.

Figure: Influence Diagram - Residential School



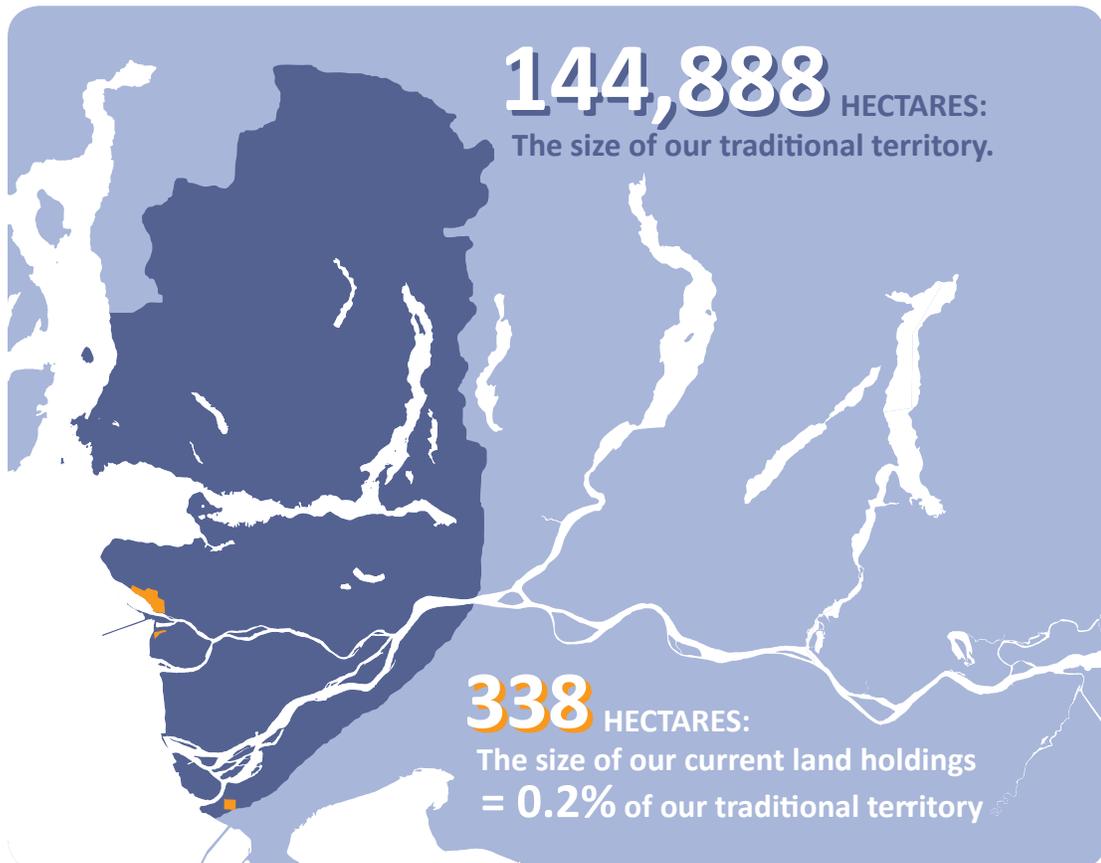
The above influence diagram is one of a many that was developed by the community at family meetings.

3.2 OUR LANDS

We are connected to this place. We have always known the great value of our environment and we understand the importance of caring for the lands and waters that make up our territory. We consider ourselves to be stewards of the lands, waters and living creatures within and around our territory, and we deeply understand the importance of planning wisely for our lands.

Our traditional territory is 144,888 hectares (358,026 acres) and includes all of present day Vancouver, extending northwest up Howe Sound and east up the Fraser Valley. Historically, we traveled far and wide and traded and inter-married with Nations up and down the coast of present day B.C., Vancouver Island and in Washington State.

Today, we have control over only a very small portion of our traditional territory. Currently, we have only three small reserves and several parcels of land we own, many of which were acquired through recent settlements.



Location of Traditional Territory and current reserves in current day Lower Mainland of BC

Figure: Musqueam Traditional Territory and Current Reserves



Howe Sound

Burrard Inlet

City of Vancouver

IR#2

IR#3 (Sea Island)

IR#4 (Delta)

Richmond

Delta

Salish Sea (Strait of Georgia)

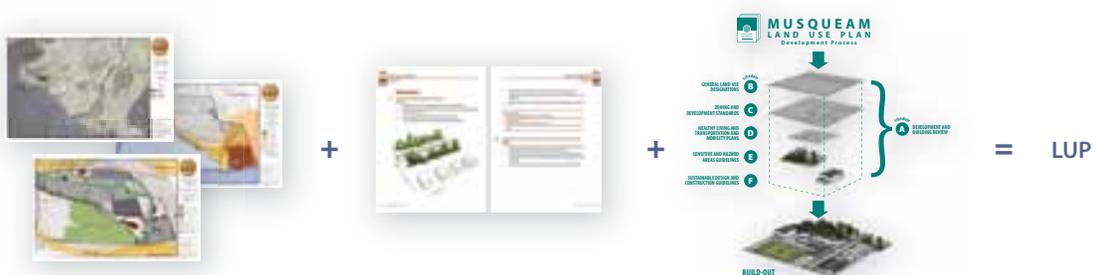


To help manage our reserve lands and provide guidance on management of our settlement lands, we developed a Musqueam Land Use Plan as a component of nəcəmat tə šx^wq^weləwəŋ ct. The Land Use Plan establishes a direction for future land development on our reserves and guidelines for managing development on our settlement lands. Specifically, our Land Use Plan:

- Provides long-term, general land use designations for our three reserves;
- Includes guidelines to help us plan, design, and build healthy neighbourhoods and buildings;
- Identifies what kinds of uses (e.g., homes, businesses, etc.) are permitted, and where, on our reserves and settlement lands;
- Guides how to construct new buildings and facilities so they meet the highest environmental, safety and health standards;
- Provides a clear, transparent and consistent decision-making procedure to review and assess all new building and development projects; and,
- Ensures the protection of environmentally and culturally sensitive areas

As illustrated below, our Land Use Plan is effectively a collection of maps with corresponding policies organized around a clear and effective development review process.

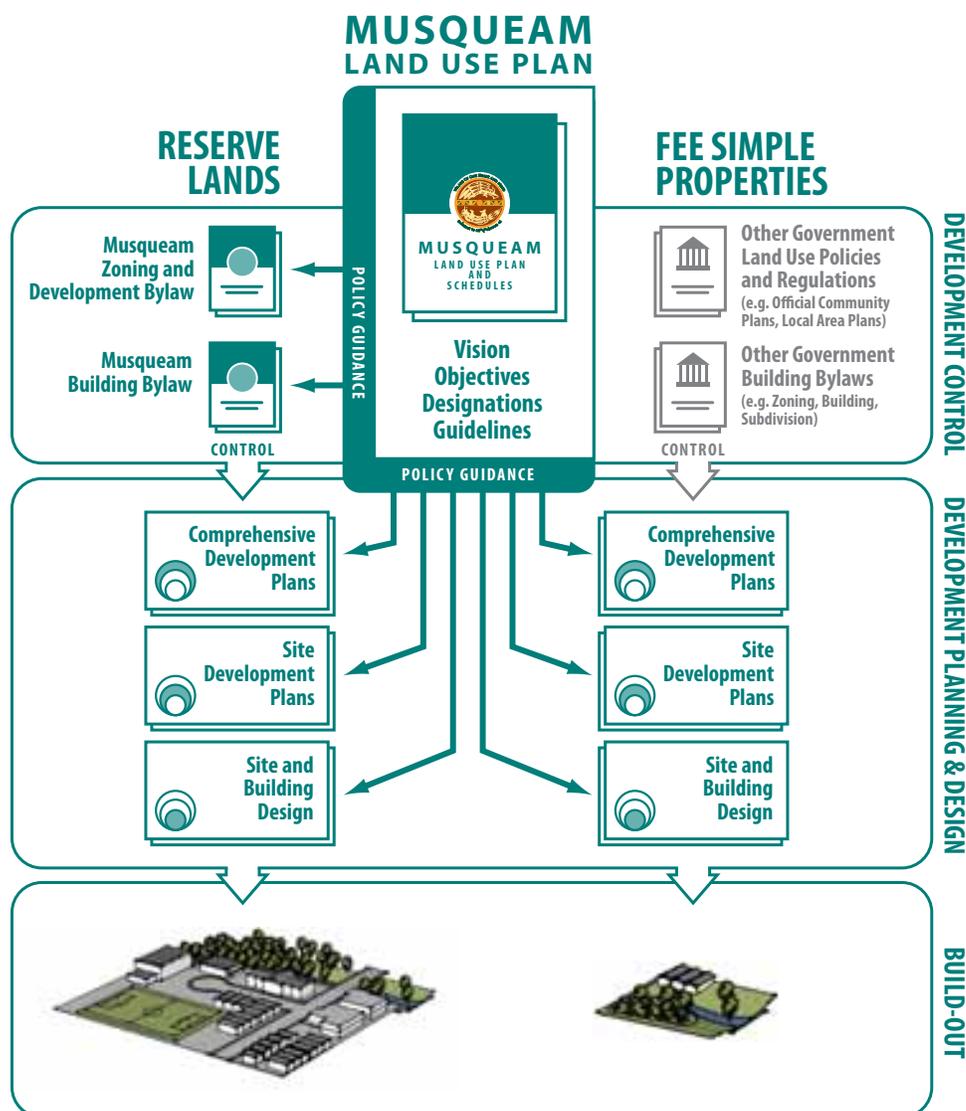
Figure: Maps + Policies + Procedures = Land Use Plan



Our Land Use Plan is not a regulatory plan. It is a strategic plan that applies to all Musqueam lands, including our reserves and fee simple properties. It is to be consulted to ensure that short-term, current planning supports our long-term plans and guiding vision -- nəcəmat tə šx^wq^weləwəŋ ct.

The community development framework that is described in the plan is enacted and regulated on Musqueam reserve lands through the Musqueam Building By-Law and the Musqueam Zoning and Development By-Law. On Musqueam-owned lands where regulatory controls are outside of our jurisdiction, the Land Use Plan provides direction and decision-making support regarding land use and development planning on these parcels. The graphic below illustrates how this Land Use Plan works with, and gives clear direction to, development on our reserves and provides additional guidance for development on our fee simple properties.

Figure: “How it all Fits Together” – Musqueam Land Use Planning



Based on our community needs, which include a housing wait list of over 200, and considering our limited land base on which to meet them, both *nəcəmat tə šx^wq^weləwən ct* and our Land Use Plan determined that we will have to:

- Use our remaining undeveloped land with careful efficiency in the near term;
- Consider new uses for our leased and revenue generating lands that are more effective and efficient in the mid- to long-term; and
- Plan any new development to effectively and efficiently meet our community needs.

Most members want to live at home, on IR2. Unfortunately, we have very little unencumbered land for development on our home reserve of IR2. In the next 10 to 20 years, there are about 100 acres of buildable land that we could develop. These lands are mostly held by Certificates of Possession or by non-residential uses that may be redeveloped. Almost half of this land is now the Musqueam Golf Course, which faces its own development challenges (e.g., flood risk). Over the longer-term, as leases expire, we will have many more opportunities. We have planned for both current and future opportunities and documented them in our Land Use Plan. The map and table on the following pages summarize our current land holdings.



One of three golf courses in Musqueam's economic development portfolio



“We really own all of this”



Map of Musqueam Enterprises



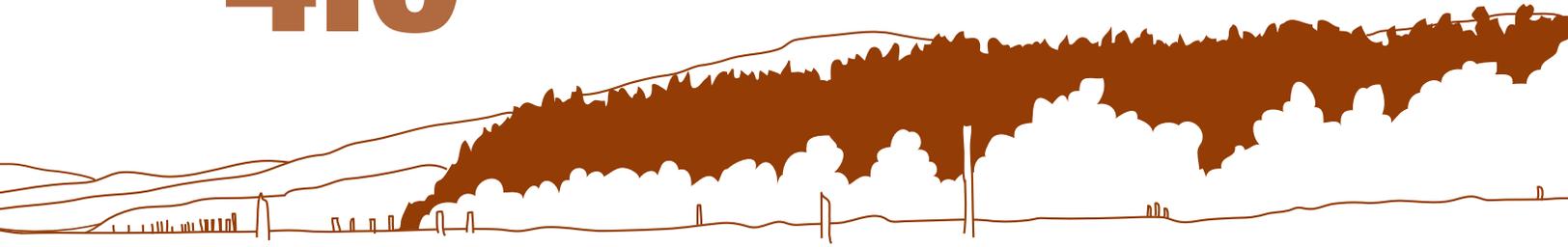
Table: Musqueam Land Holdings

MUSQUEAM RESERVES		
Land	Size	Description
Musqueam IR2	190 ha	Our main winter village for over 3,500 years and now our main reserve and population centre. Most of the 125 hectares 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 subject to flooding.
Musqueam IR4	57.2 ha	We received these lands in exchange for the 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 un-serviced homes, while the farmland is leased out to a private farmer.
OTHER MUSQUEAM LAND HOLDINGS		
Land	Size	Description
Fraser Arms Hotel	.48 ha	We purchased this property in 1993 to help preserve and protect an important Musqueam archaeological site. The 48-room hotel is built on one of BC's largest and, potentially, oldest middens. A third-party operator runs the hotel.
UBC Golf Course	59 ha	The 18-hole golf course includes a driving range and clubhouse. The current operator has a lease until 2015. According to our Reconciliation Agreement with the Province, we are obliged to maintain a golf course use until 2083.
Block F – UBC	8 ha	This parcel of land near UBC and University Hill High School is a portion of our Reconciliation Agreement with the Province. Currently undeveloped, it will be zoned to permit medium density development (multi-family, 4-storey).
Bridgepoint Lands	3 ha	These lands were also 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.
Triangle Lands – Pacific Spirit Park	14 ha	This small triangle of parkland lies between Southwest Marine Drive and the northwest top of our reserve. As a portion of our Reconciliation Agreement lands, we are in the process of adding these lands to our reserve.
Nokia Building	2.42 ha	A large, modern 94,325 square foot commercial building in Glenlyon Business Park in Burnaby that was acquired through our Garden City Lands Settlement.



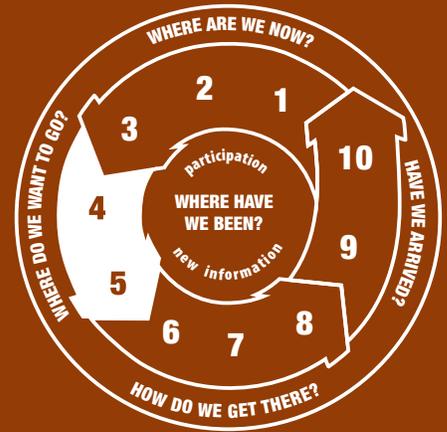
Bridge over Musqueam Creek

4.0



WHERE DO WE WANT TO GO?

This section looks at our community's vision and the larger community development objectives we used to guide the development of this plan.



4.1	Our Vision	64
4.2	Our Community Objectives	66

4.1 OUR VISION

Our community's vision statement takes the name of this plan and is simply, *We are of one heart and mind* - *nə́cəmat tə ʃxʷqʷeləwən ct*.

Our vision is central to our plan and it is captured in the symbol for *nə́cəmat tə ʃxʷqʷeləwən ct*, which is based on a traditional Musqueam spindle whorl. We chose the spindle whorl because we have long been recognized for our great weaving traditions, and because this plan will function like a spindle whorl for our community. Just as a spindle whorl helps gather and collect fibres to make a single strand of wool, our plan and the process we went through to create it pulled together the fibres our community and of our lives into one coherent thread - the things that make us who we are, our values and ideas, our resources, the challenges we face. This plan is about our community coming together as a strong and united people.



Our Elders have told us that the images and patterns on our traditional spindle whorls helped inspire what the thread pulled through it would create and become. So, just as the spindle whorl was said to inspire the patterns on our traditional blankets and shawls, so will our vision - *nə́cəmat tə ʃxʷqʷeləwən ct* – guide and inspire the actions that result from this plan. Just as the spindle whorl is a tool in the process of weaving that allowed our people to create things of great beauty and essential need, this document is but one of many that now exist and many more that will come in the future.

We believe that *nə́cəmat tə ʃxʷqʷeləwən ct* embraces the more in-depth vision statement our Council adopted in 2007. The council vision was first crafted in English, translated into *hə́nqəmíhəm*, and back into English to give the words more authenticity and meaning.



**We the Musqueam people are united and strong.
We have good hearts and work together to do the right thing.
We will use our teachings, so the Musqueam people will be alright.
We will care about our elders, the little ones and everything on this earth.
This way we will be looking after the ones that come after us.
Then the Musqueam will continue to be strong.**

Musqueam Council Vision Statement

Photo: courtesy of RBCM

4.2 OUR COMMUNITY OBJECTIVES

We created a series of broad community development objectives through the community planning process. These objectives were developed with community input and prioritized through our community survey and other outreach and engagement.

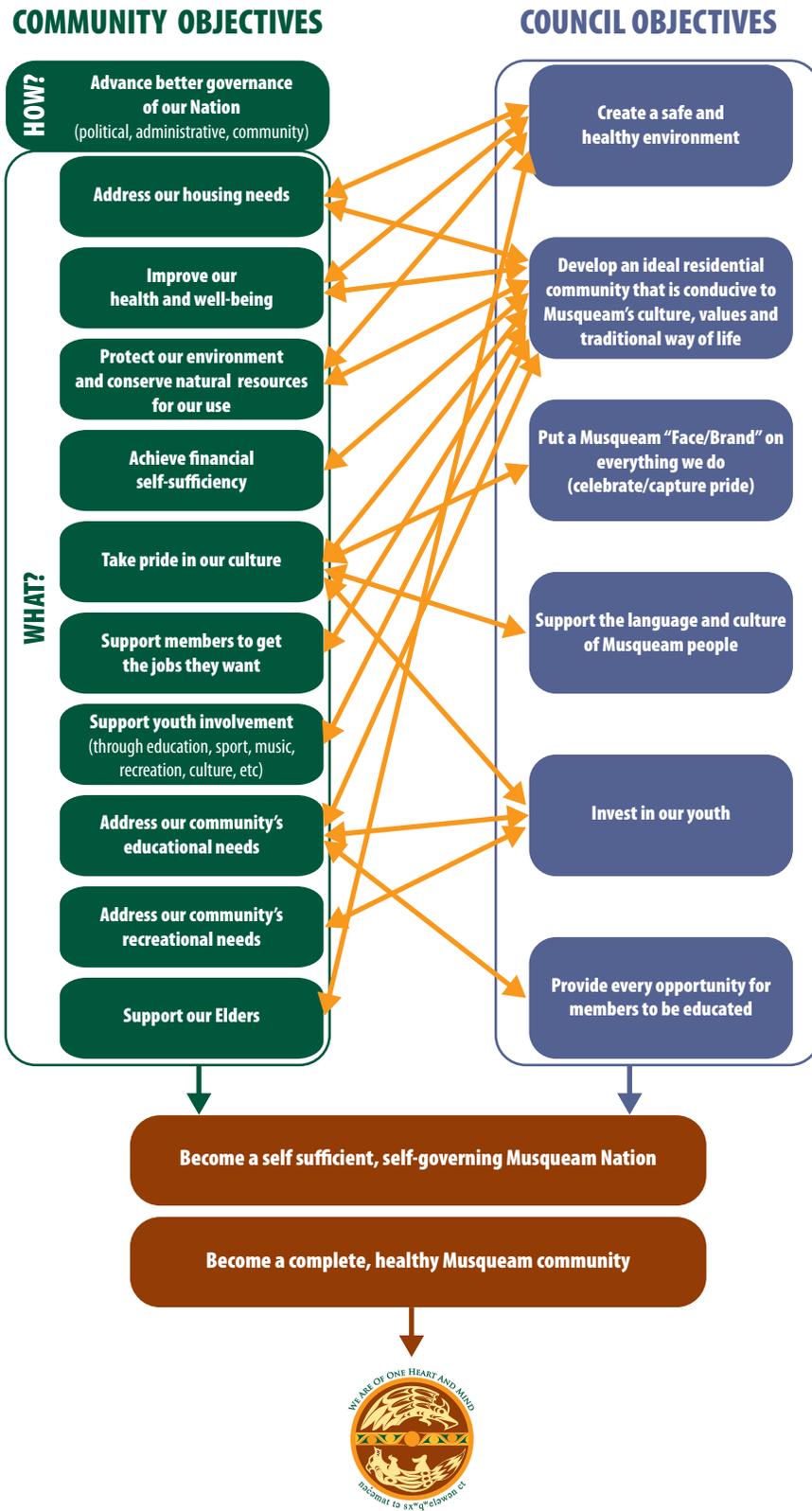
At the same time we were undergoing our community planning process, our Council was undertaking a similar strategic planning process. What emerged from both of these planning processes was a set of core, or fundamental, objectives. What was both comforting and exciting was that, when analyzed, these two sets of objectives lined up with and supported one another. Our Council's objectives were more descriptive and often incorporated several objectives in one objective statement. Our community objectives were more numerous and specific. In the end, we understood that our community and Council were trying to achieve the same thing and came together through these separate, unifying exercises. What both are focusing on, is summarized in this plan's two core objectives:

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

The graphic on the facing page illustrates how our community development objectives relate to our Council's objectives in an effort to move us toward both our Council's vision and our community's vision - *nəcəmat tə ʃxʷqʷeləwən ct.*



Left to right: Jill Campbell, Karen Campbell, Tara Felix, Terry Point



Our community Objectives and Council Objectives were created in separate processes but, as illustrated, there are strong connections between them.

The following list summarizes the community development objectives our members identified through our 2008 community survey. They are organized in order of community priority and followed by two additional objectives we identified after we completed our survey.

It is important to note that as Musqueam makes progress in achieving these objectives, the priority will change. For example, members currently recognize housing as our most pressing concern. If, in the future, we achieve our objective of “meeting our housing needs,” this community objective will obviously no longer be recognized as our most important community development objective. On the other hand, other community objectives may become more important as conditions change and warrant over time.

- **Address our housing needs:** With over 200 members on our growing housing list, a highly constrained and limited land base with competing land uses required, and the majority of our homes (60%) requiring major repairs and upgrades, it is not surprising community members ranked addressing our housing needs as our most important community objective. Members indicated they want to see efficient use of land, increase housing choice (type and location), improve housing quality, improve member knowledge of, and skills in, home maintenance, and improve Band housing services to members.
- **Advance better governance of our Nation:** Community members ranked improving governance as the second most important objective for Musqueam to pursue. 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 to the increasingly sophisticated demands facing Musqueam. Musqueam council and administration have listened to the community and are responding to the need for improved governance. We are working with Federal and Provincial agencies to address this urgent need. Musqueam’s economic development is now transitioning to a new governance model that clearly separates politics from business with clear policies, principles and procedures that also manage business risk. We are responding to the members demand for good communication and transparency and are establishing a positive business image and reputation.

- Improve our health and well-being:** Improving our physical, mental, spiritual and emotional health was ranked third by members in our community survey. From safety and security, to air pollution, to drugs and alcohol, to healthy eating, our members recognize health and safety as a critical area to focus on. We identified preventative health care, promoting healing, and improving support to members in need as objectives to focus on. Many members also identified the importance of recreation for all ages (e.g., new playgrounds, better recreational opportunities). Improving recreation facilities and services was later identified as its own, separate community objective.
- Address our community's educational needs:** Education is a fundamental to individual and community success, as well as Nation building. Between 60% and 75% of Musqueam youth graduate from high school. While this is better than the provincial 50% aboriginal graduation rate, it is below the 85% rate for non-aboriginal students in Vancouver. Members want to see more personal academic success starting from pre-school and on into post-secondary education. Members recognized the personal development components of education, including emotional, spiritual, physical, cultural, artistic and social development and learning. Our people also 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 do better when we are “learning by doing” and undertake more traditional learning approaches.



Larissa Grant celebrating the 2010 Winter Olympic torch relay at Musqueam. Photo courtesy Nordica Photography

- **Achieve financial self-sufficiency:** We know financial self-sufficiency is essential if we are to become a self-reliant Nation. Over the past year we have taken a hard look at our businesses, our economic assets, and how they are both being managed. We know we have many opportunities and that we have to make the most of them. We are making necessary and positive changes. We have gained new assets, like the UBC Golf Course, Block F lands near UBC, and the Glenlyon Office Building in Burnaby. We are also turning around existing enterprises to make them more profitable. Our financial goals are to promote sustainable revenue generation for the Band, to provide dividends to shareholders (i.e., our members) and generate funds required to pay for community services and facilities. We understand that economic development will be one of the major drivers of a more sustainable future.
- **Support youth involvement :** With over 40% of our population under the age of 20, we recognize the critical importance of engaging and supporting our youth. Education, recreation and culture are areas we are currently focusing on. However, we see opportunities to engage our youth more actively in leadership, economic development and the environment. Our youth were major stakeholders in developing our Land Use Plan, helping designate important recreational areas and setting aside land whose use would only be decided by future generations. Finally, we also see the need for Elders and youth to come together for the future of our Nation.



Musqueam youth from the Youth Centre taking part in a visioning workshop



“Feeling like you matter makes you want to be involved and be a good person”

Photo: Some ideas from Musqueam youth about what they would like to see at Musqueam in the future.

- **Protect our environment and conserve our natural resources for Musqueam use:** Most of our land and its resources have been taken and modified 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 make sure we have resources for future generations.
- **Take pride in our culture:** We recognize that our culture is still strong. We never lost it despite the attempt by others to make it disappear. Our culture will carry us into the future. We know we need to build more awareness of our culture and history throughout our traditional territory, both among our people and with non-members. We must also continue to promote fluency of our language among our people, our Administration and even non-members. Most importantly, our culture must remain present and vital, and used in our every day lives. We need to encourage our people to live our culture every day, through traditional teachings, practices, skills and values.



Left to right: Keegan Grant, Lynden Mayers, Tanner Price. Photo courtesy Nordica Photography

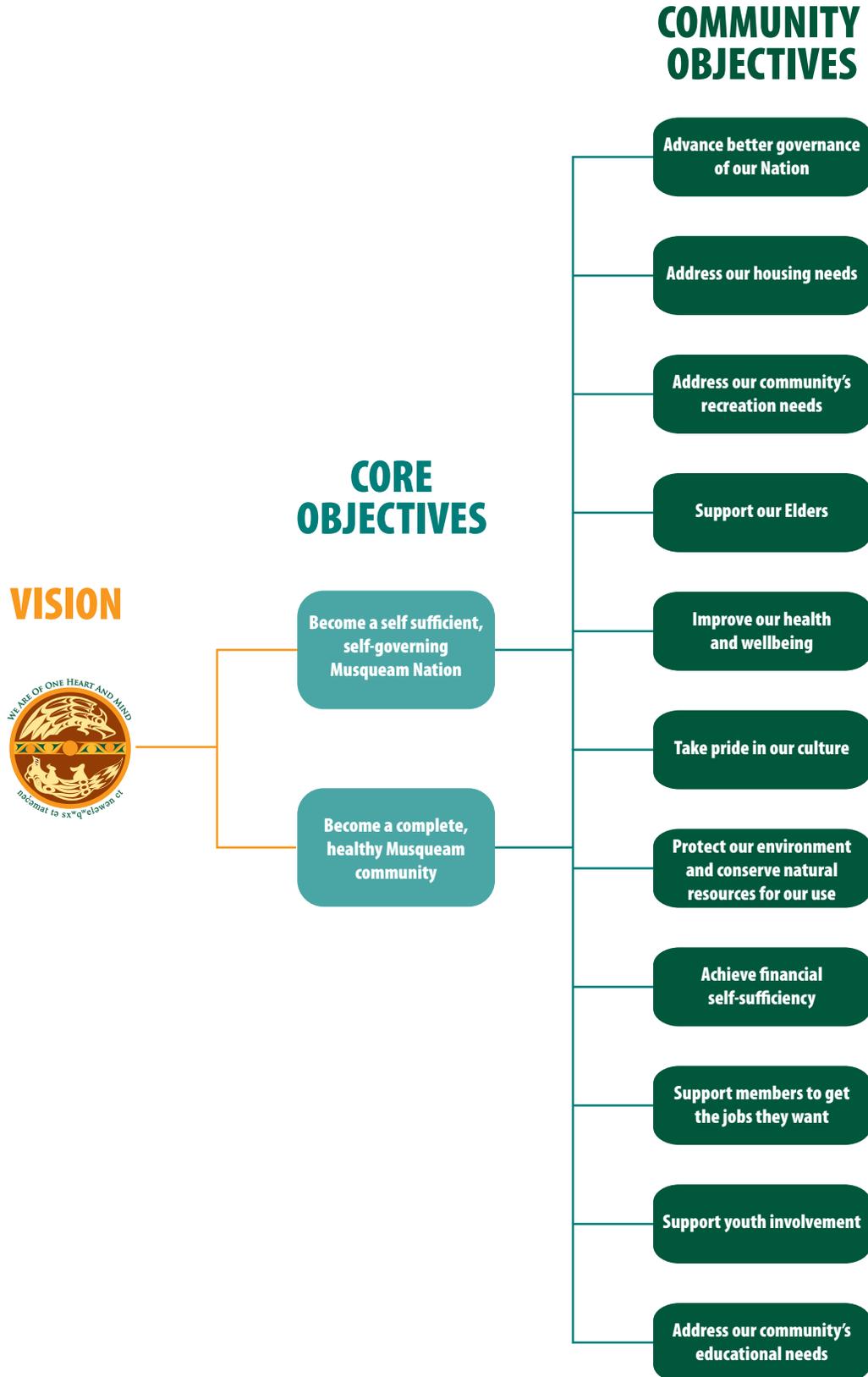
“A strong, educated, involved, proud community will be able to achieve goals and make good decisions and not waste our opportunities”

Photo: Cole Crawford showing one of his favourite places - the old gym

- **Support members to get the jobs they want:** We live in what is now known as Vancouver, a hub of economic activity. Our location allows us to access the many opportunities that abound in this urban setting. Despite the challenges we must often contend with to access these opportunities, we are making progress. Our current efforts have helped reduce social assistance amongst employable members from over 30% in 1998 to 12% today. There is still significant room for improvement, especially considering our non-aboriginal neighbours have a less than 1% social assistance rate (amongst employable people aged 24 to 60). Our members want more effective employment support for (re)entry into the labour force and culturally appropriate skill development and training programs.
- **Support our Elders:** Respect and support for our Elders is a part of who we are and is central to our culture. Our Elders were engaged throughout the *nə́cəmat tə ʃx̣ʷq̣ẉeləwə́n* ct process, and their wisdom and insight was considered at each step. Later in the planning process, it was decided this support for our Elders should be given a place in the plan to ensure that our Elders continue to play their traditional role in helping guide our way into the future.
- **Address our community's recreational needs:** Recreation emerged as a significant community objective as the *nə́cəmat tə ʃx̣ʷq̣ẉeləwə́n* ct process evolved. Members identified the need for supporting recreation opportunities for all age groups and needs. We also identified recreation as a way to promote relations with other First Nations, community organizations and sports groups, and as a way to help bring our community together (on & off reserve) in the promotion of healthier lifestyles.

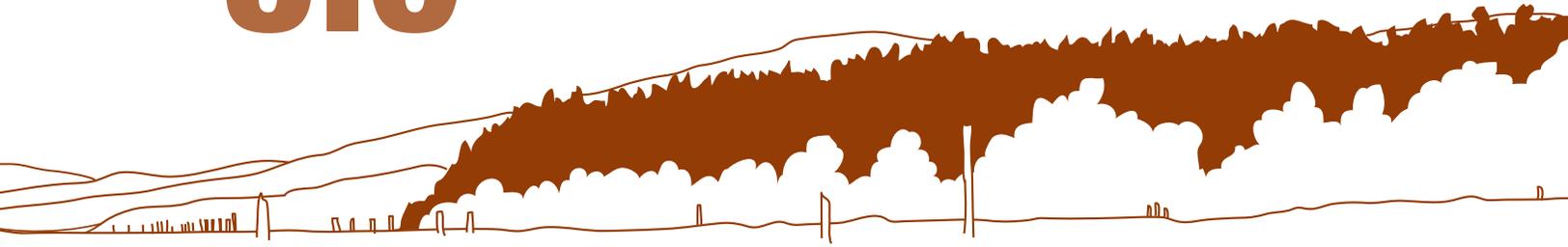
All of these objectives are fundamental and were used to help guide our planning decisions and priorities. Collectively, they were used to help us better understand and evaluate our community development choices, provided a basis for prioritizing which actions to undertake first, and to make the necessary tradeoffs between them, all while building real consensus for the final decisions. We will continue to use these objectives to help guide our future community development. The figure on the facing page illustrates how these community objectives are linked to our core objectives and to our vision – we will always keep a strong focus on our vision.

Our Vision, Strategic Objectives and Our Community Objectives



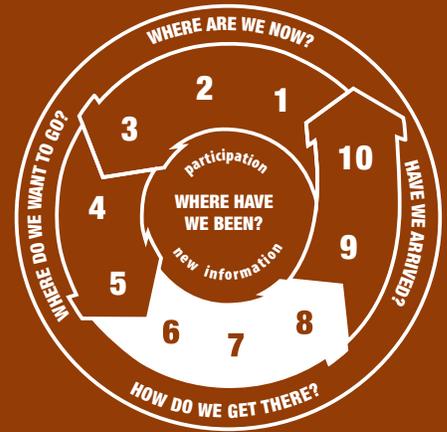


5.0



HOW DO WE GET THERE?

This section summarizes the prioritized actions (projects, policies, programs) we identified as a Nation to help us reach our vision. It reviews actions to be undertaken by our Band Council and Administration, but also describes some of the actions our members plan to take as individuals and families.



5.1	Plan Actions	78
5.2	Implementing Our Plan	99

5.1 PLAN ACTIONS

This section outlines the actions we are taking, or plan to take, to help us realize our planning objectives (community-level and core objectives) and our vision. The actions were identified, evaluated and prioritized using the same value-based, participatory planning process we used to create *nə́cəmat tə ʃx̣wq̣ẉeləwə́n ct.* It is the same approach we will use to identify new actions as our plan is implemented over time.

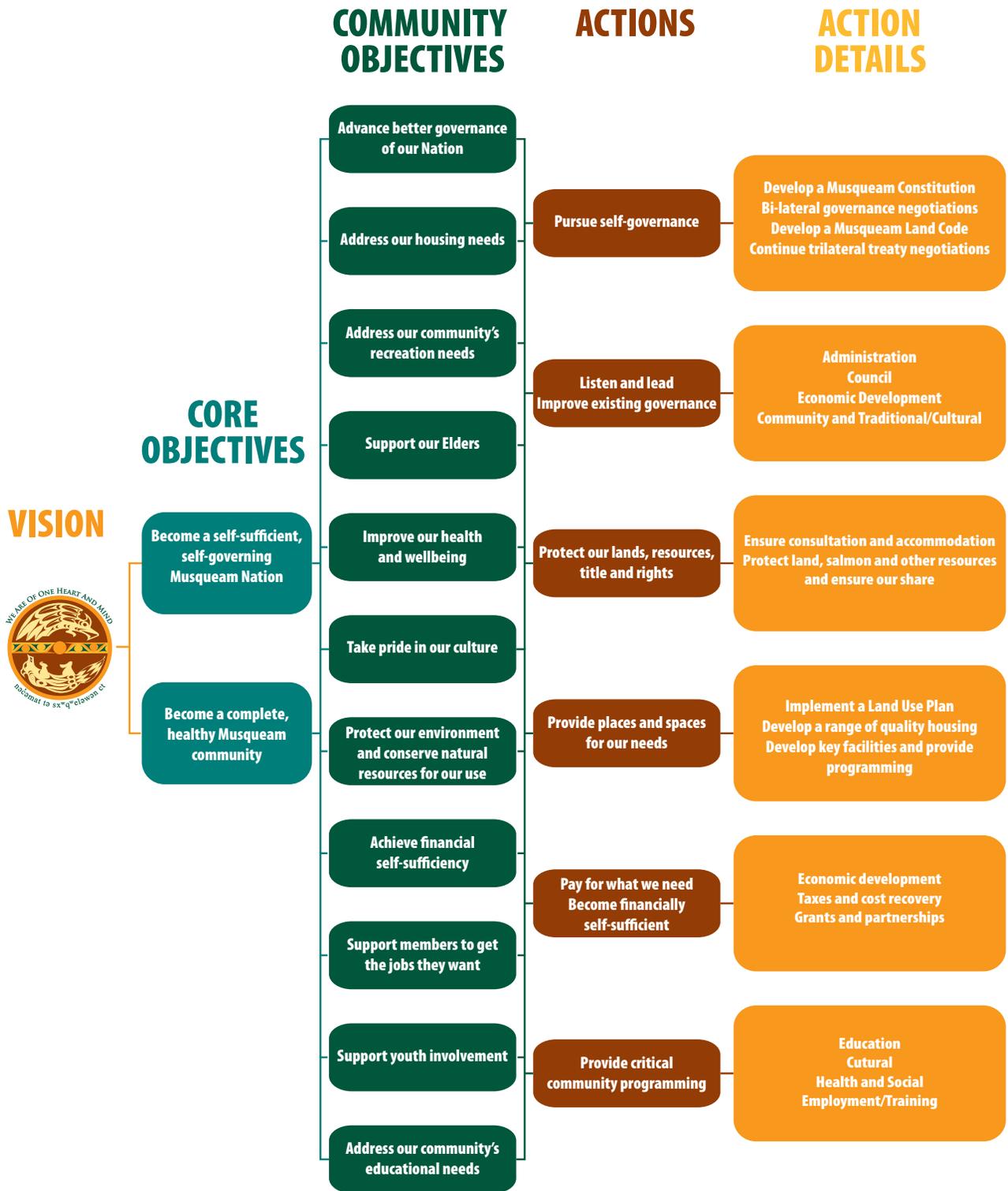
Actions are activities, plans, programs and policies that when implemented will help us reach particular community objectives, either in combination with other actions or, sometimes, by themselves. If our objectives represent the “what” (i.e., what we want to achieve), the actions represent the “how” (i.e., “how” we will achieve the objectives).

How did we identify Actions? During the course of the community planning process, we used three primary avenues to identify and prioritize planning actions.

- First, we identified on-going actions in areas clearly identified and already in progress at the start of the project, such as governance.
- Second, we took advantage of opportunities to generate action ideas, such as the Legacy Trust decision process that resulted from our involvement in the 2010 Winter Olympics as one of four Host Nations. This project asked our community how we should spend \$16 million from a special Legacy Trust Fund created as a condition of our involvement in the Games.
- Third, we asked our Committees of Council and Administrative Departments to review the community objectives and community action ideas generated through the Legacy Trust process and then contribute their own action ideas.

The result of this process is something we have called our Comprehensive Planning Overview. As illustrated by the figure on the facing page, our Comprehensive Planning Overview shows how the Actions relate back to our Community Objectives and ultimately our overall community Vision - *nə́cəmat tə ʃx̣wq̣ẉeləwə́n ct.* As most of the actions actually represent a series of inter-related actions, the right hand column provides some additional details on the larger Actions. These Actions are discussed in greater detail below.

nəcəmat tə šx^wq^weləwən ct **Comprehensive Planning Overview**



Some of the actions we are pursuing are well under way, while others have recently been initiated and still others have not yet begun. We have organized this section by the six key Actions and provided a brief progress report of the related actions (i.e., the Action Details) we are taking under each larger Action. For each of the Action Details, we have also provided a visual indicator of their progress. There are five general levels the indicator shows:



Musqueam Administration Building

ACTION #1: PURSUE SELF-GOVERNANCE

Develop a Musqueam Constitution

GETTING STARTED

We recognize the importance of a constitution as an essential component in our efforts towards self-governance. Our constitution will have the force of law and will be relied upon daily by Chief and Council, staff and anyone subject to Musqueam law – Members and non-Members. We currently have completed basic research on our constitution and have outlined a plan to engage our community in its development. We plan to conduct this work in parallel with self-governance negotiations.

Action Areas:

- Identify essential components of constitution
- Conduct research and evaluation of precedents

Committees Involved:

- Treaty/Governance Committee

Departments Involved:

- Treaty (Lead)
- All Departments

Negotiate self-governance

GETTING STARTED

We have initiated dialogue with the Federal Government of Canada and communicated with the Provincial government regarding our interest in pursuing self-governance. We have submitted a proposal and put a plan in place for making the transition to self-government. We are currently addressing outstanding issues that will allow for negotiations to begin and are seeking funding support to facilitate this process.

Action Areas:

- Conduct community consultations and information sharing
- Negotiate with Canadian government

Committees Involved:

- Treaty/Governance Committee

Departments Involved:

- Treaty (Lead)
- All Departments

Develop a Musqueam Land Code

UNDERWAY

In April 2009, Musqueam embarked on a two-year Land Code development project. As one of the 14 original signatories to the 1996 Framework Agreement on First Nations Land Management, the Land Code project will give Musqueam the authority to make laws in relation to reserve lands, resources and the environment and move Musqueam from under the Indian Act. A Lands Committee has been appointed to work on the project. When completed, final approval of the Musqueam Land Code will be made through Band referendum.

Action Areas:

- Develop Musqueam Land Code
- Implement Musqueam Land Code

Committees Involved:

- Land Code Committee

Departments Involved:

- Lands (Lead)
- Treaty/Governance Committee, Public Works, Housing, Taxation and Justice, Fisheries, other

Continue treaty and aboriginal title rights negotiations:

UNDERWAY

For years Musqueam has attempted to have outstanding issues resolved with the federal and provincial governments. Musqueam was among the first to submit a Statement of Intent to Negotiate a Treaty to the BC Treaty Commission in December of 1993. We are currently in Stage 4 (Negotiation of a Framework Agreement) of the six-stage BC Treaty process. The parties at the Musqueam table (Musqueam, Province of BC, Canada) signed a Framework Agreement in April 2005. Due to Musqueam litigation around the protection of our interests, our negotiations have stalled; the government will not negotiate while involved in litigation. Due to this delay and Canada's position, Musqueam continues to focus on protecting our rights and interests outside of the treaty process.

Action Areas:

- Meet with governments and stakeholders
- Extract and map information from existing sources

Committees Involved:

- Treaty/Governance Committee

Departments Involved:

- Treaty (Lead)
- All Departments

ACTION #2: LISTEN AND LEAD - IMPROVE EXISTING GOVERNANCE

Improve Administration

UNDERWAY

Our Administration went on several planning retreats where they developed strategic plans and work plans that we are now implementing. Significant changes have been undertaken to enhance organizational efficiency and effectiveness, including increasing responsiveness to our community and to Council, breaking down the “silos” our departments historically operated in, and improving department networking and collaboration. Our Community Open House and Annual General Assembly were significant events for information sharing and community engagement we will continue to build on.

Action Areas:

- Policy procedure and by-law development (ISO 9000, departmental policies, document and data management)
- Performance program development and monitoring, and technology upgrading
- Organizational development (including inclusion of traditional governance)
- Communications/Public Relations (develop and implement internal and external communications strategies)

Note: see example of our Administration Overview in Section 6.0

Committees Involved:

- Administration Committee
- Governance Committee

Departments Involved:

- Administration (Lead)
- All Departments

Improve Council Governance

UNDERWAY

Significant progress has been made in Council Governance. We have completed our strategic planning process, developed policies and procedures and revised our organizational structure with our Committees of Council. We have been responsive to the community by acting quickly to implement the priorities identified in our Community-based Legacy Trust prioritization process.

Action Areas:

- Improve communications between Council and the Community
- Improve communications between Council and our Administration
- Integrate our traditional governance into day-to-day Council planning and decision making

Committees Involved:

- Administration Committee
- Treaty/Governance Committee

Departments Involved:

- All Departments

Improve Economic Development:

NEAR COMPLETION



We determined that an effective path to prosperity begins with better governance of our economic enterprises and opportunities. We currently have in place a transitional economic development governance model that is on track to establish a clear separation of business and politics. Ultimate control will remain with the Band and the benefits will flow to our community.

Action Areas:

- Manage enterprises
- Conduct research and advocacy (partnering protocol, media protocol, business organization strategy)
- Develop internal and external communication strategy
- Implement decision support tools
- Develop business plans for all enterprises and Musqueam Enterprises, our new economic development corporation

Committees Involved:

- Economic Development Committee

Departments Involved:

- Musqueam Enterprises (coordinate through the Administration Department on relevant matters)



Musqueam creek - Vancouver's last wild salmon bearing stream

ACTION #3: PROTECT OUR LANDS, RESOURCES TITLE AND RIGHTS

Ensure consultation and accommodation of Musqueam interests

UNDERWAY

We have been active in protecting our title and rights and must continue to be diligent and alert in ensuring ongoing consultation and accommodation.

We made important progress with the Guerin Case in 1984, the Sparrow case in 1990 and the Musqueam case over Garden City, Bridgepoint and the University Golf Course in 2005. We were active in the Canada Line SkyTrain extension project and continue to participate in the province's Gateway Project and the Department of Fisheries and Ocean's Aboriginal Fish Strategy. We will continue to be active protecting our rights and the responsibility of others to consult and accommodate us.

Action Areas:

- Update/develop policy, procedures and Protocol Agreements (publish guidelines as brochure and include costs, coordinate regarding Pacific Spirit Park, pursue legal action)
- Improve support of referral review process
- Protect important cultural sites (Marpole Midden Management Plan, St. Mongo Site, Glenrose Cannery Site, Locarno Beach)

Committees Involved:

- Treaty/Governance Committee

Departments Involved:

- Treaty (Lead)
- All Departments

Protect land, salmon and other resources and ensure our share

UNDERWAY

We have always depended on the resources in our traditional territory. Above all, we are a fishing people. We have fished the Fraser River and Salish Sea for salmon, oolichan and other fish and harvested shellfish from time immemorial. Our rhythms, stories and culture are closely aligned with the river. Through partnership and dialogue we work to restore habitat and protect our resources throughout the traditional territory and on our own reserve.

Action Areas:

- Restore habitat and protect our resources with the Gateway project
- Protect Musqueam and Cutthroat Creek
- Conduct legal land surveys and environmental assessments of reserve lands and addition of lands to reserve
- Manage permitting, monitoring and implementation of bylaw compliance

Committees Involved:

- Fisheries Committee
- Treaty/Governance Committee

Departments Involved:

- Fisheries Commission (Lead)
- Lands
- Treaty
- All Departments

ACTION #4: PROVIDE PLACES AND SPACES FOR OUR NEEDS

Implement our Land Use Plan

NEAR COMPLETION

We have developed a land use plan that is in its final stages of staff and council review. Linked to this land use plan are recently developed draft building and zoning by-laws that must also be vetted and approved. We have hired a community planner (in training) to oversee and facilitate the plan implementation process.

Action Areas:

- Approve Land Use Plan
- Approve Musqueam Building By-Law and the Musqueam Zoning and Development By-Law

Committees Involved:

- Council and All Committees

Departments Involved:

- Treaty (Lead)
- Lands
- All Departments

Develop a range of quality housing

GETTING STARTED

Over the last two years, we were able to complete the development of a new sub-division and build 40 new single-family homes. Unfortunately, over 200 members are still waiting for a home. We have responded to the need for more housing choice by: identifying sites to develop new multi-family, Elder and special needs housing; actively seeking funding to build these facilities; and having designs completed for these facilities. We have also developed our own guidelines for quality housing that meet the needs of both our culture and our west coast environment.

Action Areas:

- Increase housing options through diverse housing types, innovative tenure options, and development opportunities
- Increase our housing quantity by developing guidelines and building new infill and assisted living units
- Increase the quality of our housing by completing major repairs, retrofits, and improving member capacity in housing maintenance
- Support sound land use by complying with our land use plan and maximizing our limited land base (explore redevelopment, higher densities, and off-reserve housing options)

Committees Involved:

- Housing Committee

Departments Involved:

- Housing (Lead)
- Public Works
- Other

Develop key facilities

UNDERWAY

We have identified many priority facilities through our planning process. For example, using a member vote in November 2009, our Legacy Trust Fund prioritization process identified our top ten large-scale projects (over \$1 million) and top ten small scale projects (under \$1 million). Of the ten large-scale projects, eight were facilities. We are now in the construction phase of three of these priority projects: a Community building and gym; a culture, arts and education facility, and: sports/soccer fields and adjacent clubhouse. The remainder have been acted upon and are in the early stages of implementation. Of the small-scale priority projects, four of the top ten were facilities or facility related. One is now complete (new children's playground) and the other two are well on their way to completion (reserve beautification, Longhouse renovations, housing renovations). We are also continuing with the renovations and maintenance of facilities. While we have more facilities identified, we have made great achievements in this area.

Note: See 2010 Legacy Trust Community Priorities Project Report for more information

Action Areas:

- Complete Community building and gym,
- Complete culture, arts and education facility
- Complete sports/soccer fields and adjacent club house
- Review, prioritize and build proposed outdoor facilities (walking trails/boardwalk, lacrosse box, baseball diamond, skateboard park, outdoor track) and proposed beachfront park facilities.

Committees Involved:

- Public Works Committee

Departments Involved:

- Public Works
- All Departments



Musqueam's new Cultural Education Resource Centre (formerly the 2010 Olympic Aboriginal Pavilion)

ACTION #5: PAY FOR WHAT WE NEED – BECOME FINANCIALLY SELF-SUFFICIENT

Pursue Economic development

GETTING STARTED

We have identified over five hundred actions that collectively cost over \$150 million. We know that to implement just the top priorities that have come out of the *nācōmat tō šx^wq^welōwən* ct process we will need to generate our own revenue. Our numerous enterprises are becoming increasingly successful as we pursue our economic development strategy. We are re-investing capital in our economic portfolio to ensure long-term sustainability, while at the same time we are contributing to the development of our community and to our members directly. While we have been actively involved in economic development, we feel we are just getting started with our new direction.

Action Areas:

- Pursue real estate opportunities (see Administration Handbook for listing)
- Develop enterprises (e.g., from the Gateway Project) and spin-off enterprises (property management, landscaping)

Committees Involved:

- Economic Development Committee / Fisheries Committee / Employment and Training Committee

Departments Involved:

- Musqueam Enterprises (Corp)

Collect taxes and recover costs

GETTING STARTED

We continually review our tax structure and collection efforts, as well as investigate new ways to generate revenue to operate and maintain our facilities and reserve. We are currently in the process of developing policies that will allow us to lease fields/space, or apply user fees to guests who would like to use our facilities.

Action Areas:

- Ensure department budgets are balanced
- Collect delinquent property taxes
- Finalize City Services agreement
- Settle outstanding litigation and assessment appeals
- Improve internal and external relationships

Committees Involved:

- Taxation and Justice Committee

Departments Involved:

- Taxation
- Lands
- Other

Pursue grants and partnerships

UNDERWAY

Grants and partnerships are one of the cornerstones of paying for our transition to becoming a self-sufficient nation. We have been successful at identifying our priorities as a community and translating these into proposals, as well as seeking partnerships. Through our planning process, we are now in a position to be proactive in the pursuit of external funding and partnerships, rather than reacting to the priorities of external agencies. We know what is needed for our community to succeed and this is detailed in the work plans of each of our departments. Now our departments take the lead in finding funding and partners to implement these plans.

Action Areas:

- Pursue appropriate foundation/government/private sector grants where feasible and realistic
- Pursue partnerships to further our interests
- Hire grant writer

Committees Involved:

- All Committees

Departments Involved:

- All Departments



ACTION #6: PROVIDE CRITICAL COMMUNITY PROGRAMMING

Provide education programs

GETTING STARTED

One of the top priorities our community identified is education. Our Committee of Council took community input, talked with experts and developed a strategic plan to address this fundamental challenge (See Showcases Appendix). We take a broad view of what education programming is required, from preschool to post-secondary to adult education, and are developing programs that support the whole person -- emotionally, physiologically, spiritually, and culturally. We are also addressing some of the root causes of the problem, like the residential school syndrome, and asking parents and the community as a whole to be part of the answer.

Action Areas:

- Identify academic and personal educational needs in the community
- Provide quality academic and personal counseling, mentoring and support services
- Improve access to internal and external funding
- Improve extra-curricular opportunities by collaborating with the Recreation Department
- Integrate culture into teaching style and curriculum through traditional teaching and cultural awareness programs
- Develop resource support networks for all learners through community outreach and family programs
- Develop facilities for learning including a learning centre, and an on-reserve school with an on-site day care centre
- Provide programs to get parents, families and guardians more involved

Committees Involved:

- Education Committee

Departments Involved:

- Education Department (Lead)
 - Recreation
 - Employment and Training
 - Social
 - Culture/Language
 - Treaty
 - Other
-

Provide cultural programming

UNDERWAY

We know that culture is one of our great strengths. To continue our traditions and culture, we need programs and support. We have our Longhouse, our new cultural centre and places to practice our language and culture, but this is only the beginning. We are finalizing our cultural plan and developing programming for our new centre and are looking for new, more natural ways to learn our language. We are looking inward to members and outward to continue to share our traditions and culture.

Action Areas:

- Program Cultural Centre
- Continue to expand the language programs offered
- Develop programs such as community arts, youth mentorship, and cultural exchanges
- Continue to develop cultural outreach programs for schools, universities, businesses, government, and the community on- and off-reserve
- Continue to do research and archival work (collections, genealogy, partnerships)
- Encourage traditional learning and living in the home with smaller longhouses, remembering who we are with storytelling and photos, and encouraging traditional and cultural protocols)
- Continue to 'Musqueamize' our Traditional Territory with art, signs, symbols, information, and Musqueam names

Committees Involved:

- Longhouse/Culture/Language

Departments Involved:

- Language (Lead)
- Elders
- Treaty
- Others



Making drums. Left to right: Zoe Craig, Laura Sparrow.

Provide social programs

UNDERWAY

Social programming is an important part of supporting our community. We work with the Education Department, Employment and Training and others to provide programs to encourage education and training, and are continually improving our drug and alcohol programs. We are also enhancing programs to encourage self-sufficiency, prevent dependency, and help members access services. We work with the Housing Department to secure housing for off-reserve members and with the Health Department on health issues. We are making progress on developing a safe home. We still need to do more to help children, families, and community members with criminal and family legal issues.

Action Areas:

- Provide programs to encourage education and employment (home based education, support for parents)
- Provide programs to encourage self-sufficiency and healing (independence, basic standard of living, respite, securing housing, access to services, support and referrals for drug and alcohol treatment)
- Provide programs for members in crisis (safe home, support for children at risk, keep children on-reserve, provide legal support)

Committees Involved:

- Health-Social-Safe Home Committee

Departments Involved:

- Social (Lead)
- Education, Health, Employment and Training, Housing, other



Brett Sparrow

Provide health and wellness programs

GETTING STARTED

We are very active in improving the health and wellness of our community. We are improving our efforts to provide preventative health programs and are working to achieve wellness in our community by expanding mental health programs and drug and alcohol addiction programs. We also help members access non-insured health benefits and are developing a range of support groups for members. Our Elders are always a priority and we aim to expand their programming. New programs are also in our plans: we would like to provide an on-site therapist, develop an on-reserve Health Centre, implement doctor and nurse clinic days on reserve, and increase outreach to members in need. Finally, we are also working to improve coordination with all levels of health care provision.

Action Areas:

- Provide preventative health programs (expand existing programs including community nursing, nutrition, diabetes, community kitchen, water quality, emergency preparedness, and implement new programs such as in-home training for new mothers and dental care for members)
- Provide programs to encourage healing and health (expand programs for mental health issues and drug and alcohol addictions, provide on-reserve health centre including doctors, nurses, therapists, and group support, continue to support elders centre and programs)
- Coordinate with all levels of health care provision (Coastal Health, MSP, Health Canada, Emergency preparedness)

Committees Involved:

- Health-Social-Safe Home Committee

Departments Involved:

- Health (Lead)
- Education, Social, Employment and Training, Housing, other

Employment/Training

UNDERWAY

Employment and training is important to us and we have identified many actions we need to take and are taking. We are developing a client intake and tracking system for our clients, improving our many partnerships, developing a comprehensive evaluation and reporting mechanism, providing career training and support services such as strategic career planning training and skills development, workplace liaison services, and job coaching services. We are also implementing the ASETS program, a demand-driven training program.

Action Areas:

- Develop a client intake and tracking system with progress assessments, monitoring, data management, and post-employment support programs for members
- Improve partnerships internally, with all levels of government, with employers, and with community outreach
- Improve career training and support services by identifying member interests, improving job coaching and career planning, offering training and skills development, and workplace liaison services
- Implement the ASETS program with demand-driven training programs, culturally sensitive training sessions, and increasing partnerships internally and externally

Committees Involved:

- Employment and Training Committee / Education Committee

Departments Involved:

- Employment and Training (Lead)
- Education, Social, Health, Housing, other



Recreational Programming

UNDERWAY

With the development of our new community centre and gym, we will have a great deal of work to do for recreational programming. We have skilled volunteers in our community who can assist with developing many programs, but first we need to identify the recreation needs of specific user groups in our community. We are evaluating current and proposed extra-curricular recreation and sports programs and coordinating them with existing programs. We will improve our extra-curricular outdoor education programs/summer camps for traditional arts/knowledge, and develop new strategies and programs for special needs recreation. Our sports teams, leagues and events are also a big part of our plans for recreation programming and we have plans to expand these and tap into the existing resources and programs available on- and off-reserve.

Action Areas:

- Identify the community's recreational needs
- Develop programs for youth such as healthy lifestyles and leadership camps, outdoor education programs and camps, "bridge through sport" programs, entrepreneurial activities, and activities for at-risk youth
- Develop cultural programs
- Develop programs for members with special needs
- Develop programs for children and families
- Coordinate existing formal sports leagues and support tournaments
- Improve and expand sports leagues and events
- Develop new extra-curricular recreation events (sla-hal/bone games)
- Enhance relationships to support recreation activities with other bands and organizations
- Develop an information centre and provide funding/transportation to access external recreation programs
- Extend advertising and services across Marine drive

Committees Involved:

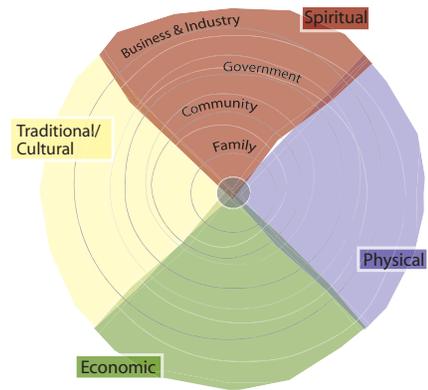
- Recreation Committee

Departments Involved:

- Recreation (Lead)
- Education, Health, other

Community Actions: the role of individual members and families

The graphic was originally created by Elder Rose Point who was a member of the project’s Community Committee. Based on a traditional Musqueam spindle whorl, it illustrates the general action areas outlined in this section. It also shows how plan actions flow outward from the individual to the family, to our community, and finally to the non-Musqueam stakeholders who will be involved in some of the actions described in this section.



As we went through our planning process and developing plan actions, it became clearer and clearer that successfully implementing our community plan is going to require us to come together as a community and for everyone to pitch in. As part of the community survey in 2008, we asked our members if they felt they could have a positive influence on their community. A resounding 81% of members said they believed they could.

At our family meetings in 2010, we asked members to describe some of the ways they felt they could contribute to making positive change for Musqueam. The ideas shared demonstrate that our members are ready to take on the challenge and understand how important small actions at the individual level are in making our plan succeed. These are some of the ideas that were shared:

“Get out and participate whenever something is going on, to have fun, to learn more, to help”

“Keep our community clean”

“Do more volunteer work!!! (e.g., time at the gym, support moms to be able to join exercise classes by looking after young ones, buy books for the reading club on aboriginal history)”

“More personal contact – walking and talking to others”

“Be a role model – talking about and promoting healthy lifestyles”

“Join Musqueam soccer league to play in the new community centre”

“See my ideas through to the end”

“Get out of the band office and visit with community members”

“Help neighbours – especially when you know someone needs help”



“Be a role model – talking about and promoting healthy lifestyles”





“Get out and participate whenever something is going on, to have fun, to learn more, to help”

Photo: Providing input at Aboriginal Day Event. Left to right: Sheila Fox, Grace Mearns, Mike Fox

These quotes underscore the spirit of truly comprehensive, community-driven planning. They also help illustrate how many members want to move beyond Band- or Administration/Council-driven planning and get past the dependency attitude of “the band should” do this or that. This is the type of thinking that emerged as part of colonization and the subsequent Indian Act, and is not representative of our culture and who we are. Our members said that individuals and families should take more initiative and responsibility in improving our community and this plan creates many opportunities for this.

5.2 IMPLEMENTING OUR PLAN

Turning ideas into actions at the Band office, and the community-level actions into day-to-day operational activities and procedures will continue to be a back-and-forth process between the community as a whole, elected leadership and staff. Through the *nə́cəmat tə ʃxʷqʷeləwən* ct planning process, our administration has committed themselves to not only working more closely with other departments and the larger community in carrying out new activities, but also to regularly report to the community on how well the actions are being implemented and whether they are achieving their expected results (this is talked about in Section 6).

As part of the larger *nə́cəmat tə ʃxʷqʷeləwən* ct planning process, each Department in our Administration went through several joint and department-level planning sessions where they developed specific work plans to implement the Community Objectives and Actions their departments were either responsible for, or particularly well-suited to carry out.

While some of these plans are still being fine-tuned, many others are being implemented. All of the department-level plans are consistent with, and designed to operationalize, *nə́cəmat tə ʃxʷqʷeləwən* ct. While the actions the work plans contain are all unique to each department, all of them present three types of actions:

1. **Quick starts** are relatively simple, straightforward actions that are easy to implement right away, cost-effective, have high level of community support, and would result in visible, momentum-building, “on-the-ground” results (e.g., a new playground).

2. **Short-term actions** (1-5 years) 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, etc.).
3. **Medium- to long-term actions** (over 5 years) have a lower community priority and/or tend to be more transformational and often require a solid foundation of other, short-term actions in order for them to be efficiently and successfully implemented. Some of them also require additional, long-term funding to realize.

For each of the department work plans and strategies, we developed associated budgets so Council is equipped to make objective, financially-based cost/benefit and trade-off decisions that can look across years and generations and/or consider a broad range of community objectives (see Section 6.0 for example of department work plans). Our Annual General Assembly Handbook provides an overview of each and every Musqueam Band Department and its strategic work plan to help support the implementation of *nə́cəmat tə ʃx^wq^weləwən ct.*

The following pages illustrate a sample departmental strategic work plan. Called a Department Strategic Plan Overview, each department's plan is colour-coded with (blue) community objectives on the left side of the sheet. New (maroon) operational objectives were developed by each department to support the community objectives and to drive the development and evaluation of actions at the department, or operational level (i.e., the day-to-day, Band administrative level). Actions have been organized under strategic actions (green) and detailed with current actions (orange) and proposed actions (yellow). The objectives that are least relevant to the department are a lighter shade.

The complete Department Strategic Plan Overview for Musqueam's Administration Department is shown on the following page, with its component parts briefly discussed and illustrated on subsequent pages. As the department responsible for overall Band administration and inter-departmental oversight, the Administration Department provides a good review example. Other department work plans are available in Musqueam's annually produced Annual General Assembly Handbook.



Department Plan - Review Checklist

Although our process is not linear and may go through a couple of iterations, we have developed a simple checklist of important steps we use as a way to indicate where we are in the planning process and to promote a clear input and review process. A checklist is included for each department's strategic action plan to help Program Administrator's and others see how far their department has proceeded in its planning cycle and quickly see what remains to be done.

- ✓ Community Input –community provides input on department objectives and work
- ✓ Draft Plan –Program Administrator and department staff develops draft work plans and budget for their departments based on their expertise and the community input
- ✓ Plan Review - Program Administrators review the work plans to look for areas of inter-departmental and cross-community cooperation and collaboration, and update action plans with a multi-year (1-3+ years) time horizon
- ✓ Band manager reviews action plans
- ✓ Committee of Council conduct a strategic review and the department action plans are updated, with budgets and priorities
- ✓ Council Review – Council reviews actions plans as part of the overall Band budget in order to make short- and long-term decisions

COMMUNITY OBJECTIVES

OPERATIONAL OBJECTIVES

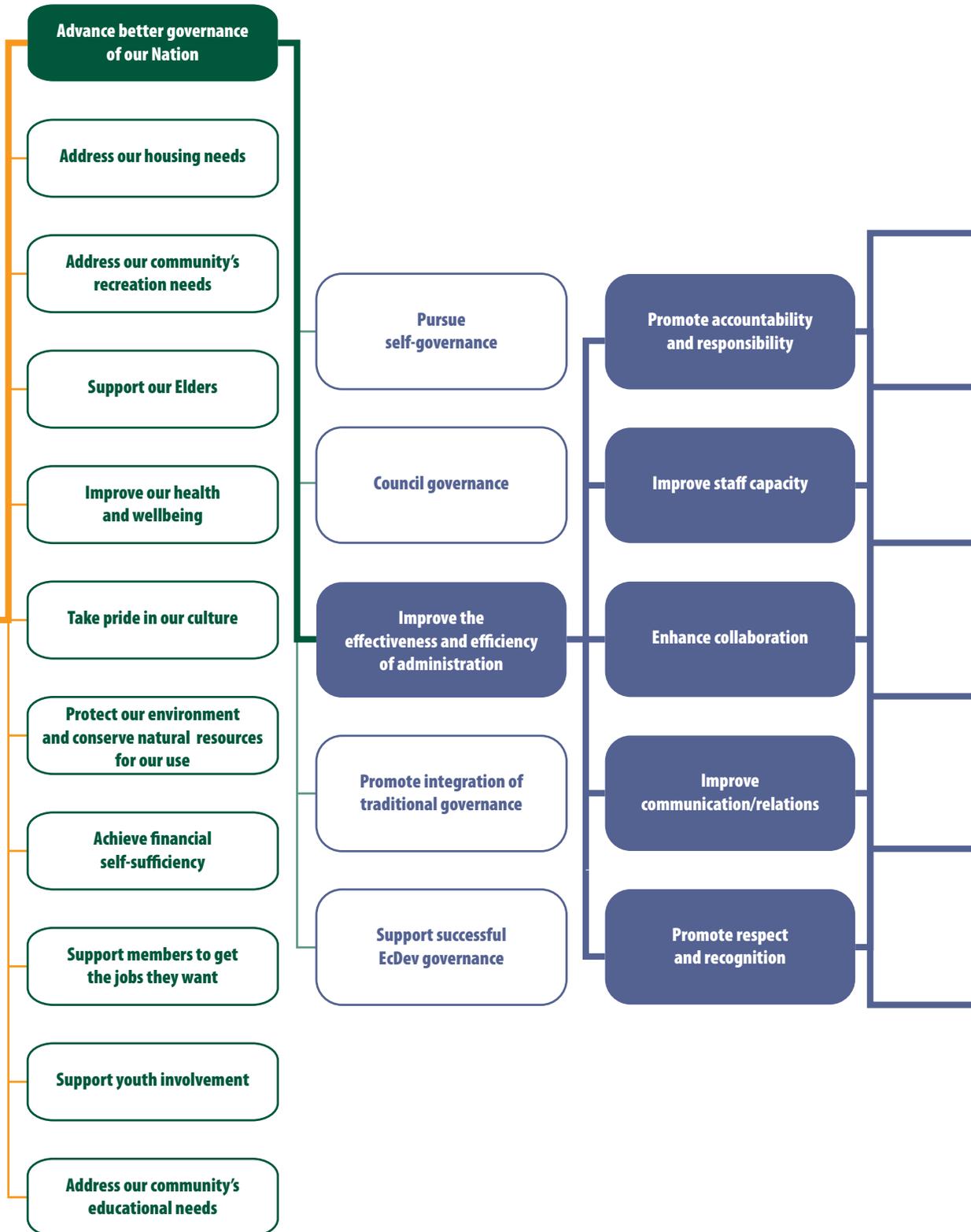
MISSION:

Administration is responsible for the day-to-day operations of the Band as directed by Chief and Council.



Checklist:

- Community input
- PA work Plans
- PA review
- Band manager review
- Committee of council
- Council



STRATEGIC ACTIONS

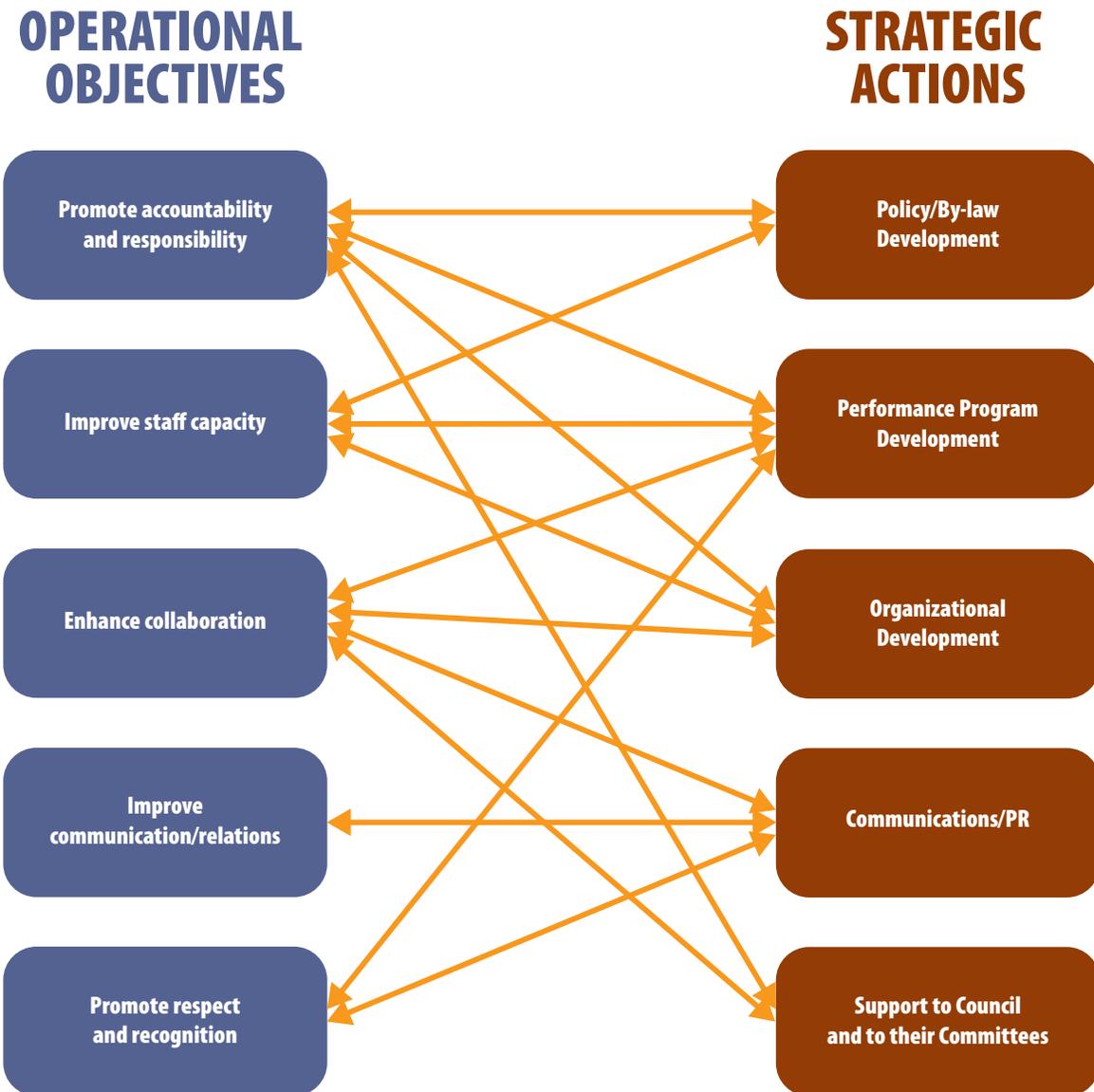
CURRENT ACTION AREAS / PROPOSED ACTION AREAS



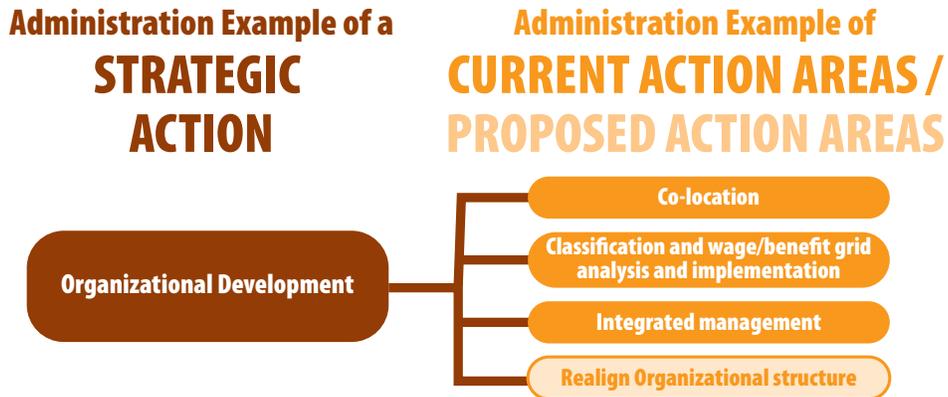
To support the realization of the community objectives outlined in *nə́cəmat tə ʃx^wq^weləwəɪ ət*, each Musqueam department developed specific operational objectives to guide them and provide their staff with additional direction for day-to-day operations. The operational objectives related to administration are outlined in blue below.



From these operational objectives, each department developed their own Strategic Actions that addressed one or more of the operational objectives. This process not only helped to design better actions, it also helped staff quickly see if any operational objectives were not being addressed by the actions. Strategic Actions were prioritized and sequenced based on how well they satisfied the operational objectives. This link between the Administration Department’s operational objectives and strategic actions is illustrated here.



Each of the high-level, departmental strategic actions was then further broken down into current and proposed action areas and colour-coded as illustrated.



The Department Strategic Plan Overviews are helpful in organizing and communicating each department’s plan. However, the ‘heavy lifting’ takes place with the department work plans and budgets. Here, each proposed and current action is identified and fleshed out with more details that answer such important implementation considerations as:

- *Is there a Council Motion / Directive required? Has one been passed?*
- *Who is the responsible Committee / Working Group / Department(s)*
- *How will the action be phased or rolled out?*
- *What is the current budget (Baseline)?*
- *Are new staff required for the action?*
- *What is the budget for Year 1, Year 2 and Year 3+?*

Answering these questions for each action, for every department strategic work plan allows for better integration of Band-wide planning with budgeting. It also helps support action monitoring and evaluation, as discussed in greater detail in the next section. A sample work plan is provided on the following page.



**“We should be able to drive through
our reserve and feel proud”**

Photo: Children’s House Childcare

5.0 HOW DO WE GET THERE?

WORKPLAN OVERVIEW							Assumes Budget Approved		
PROJECT	Council Motion / Directive	Committee / Working Group	Department(s)	Phasing	Current Budget (Baseline)	New Staff Required? (Y/N)	Year 1	Year 2	Year 3+
							\$502,000	\$790,000	\$553,000
CURRENT OPERATIONS									
Coordination and management of Administration	Yes	Admin	All	Phase I		No			
POLICY / BY-LAW DEVELOPMENT									
Implement ISO 9000 project	Yes	Admin		Phase I		Yes	\$130,000	\$130,000	\$65,000
Complete Department Policies / Procedures (ISO format)	Yes	Admin		Phase I		Yes	\$75,000	\$75,000	\$75,000
Document and data management (Share Point)	Yes	Admin		Phase I		Yes	\$10,000	\$100,000	TBA
PERFORMANCE PROGRAM DEVELOPMENT									
Recruitment, Retention & Succession planning	No	Admin	HR	Phase I		Yes	\$30,000	\$30,000	\$30,000
<i>MSP coverage for non-aboriginal staff</i>		Admin	HR						
Health and Safety; Labour Code and Human Rights Legislation	No	Admin/ OH & S Committee	HR	Phase 2			\$20,000		
Employee orientation booklet	No	Admin	HR	Quick Start		Yes	\$5,000	\$1,000	\$1,000
Cultural Awareness	No	Admin	HR	Quick Start		Yes	\$12,000	\$12,000	\$12,000
Develop a "Celebrate Success" program	No	Admin	HR	Quick Start		No	\$10,000		
Staff Survey	No	Admin	HR	Phase I		No	\$5,000	\$5,000	\$5,000
Management Skills Development	No	Admin	HR	Phase 2				\$40,000	
Performance Monitoring (track success indicators)	Yes	Admin	HR	Phase 2		No		\$12,000	
<i>Annual staff performance reviews and performance plans</i>			HR						
Technology upgrades		Tech working group		Phase 2		No		\$50,000	\$50,000
ORGANIZATIONAL DEVELOPMENT									
Co-location (e.g. Counselling Services)	Yes	Admin		Quick Start		No	\$25,000		
Classification and wage/benefits grid analysis and implementation	Yes	Admin		Phase I		No	\$50,000		
Integrated management	No	Admin		Phase 2		Yes		\$250,000	\$250,000
Realign organizational structure	Yes	Admin		Phase I		No	\$0		
COMMUNICATIONS / PR									
Develop Communication Strategy	No	Admin		Phase I		Yes	\$10,000		
Create consistent administration voice/image (website, newsletters, etc)		Admin		Quick Start		No	\$15,000		
Implement Internal (Member/Community) strategy		Admin		Phase I			\$10,000		
Implement External Strategy / PR		Admin		Phase I			\$30,000		
SUPPORT TO COUNCIL AND TO THEIR COMMITTEES									
Secretariat		Admin		Phase I		Yes	\$65,000	\$65,000	\$65,000
Financial audit services	Yes	Admin		Phase I		Yes	TBD	TBD	TBD

Complete	In Progress	Proposed	Brief progress update and Comments
	100%		
	30%		Get all procedures/transactions documented. Need to synchronize with document management project. One full time project manager, plus ISO consultant
	10%		One new staff position, application for funding in the works. Policy and procedure writing and program evaluation.
	15%		\$10k for software
		Yes	1/4 time of new HR staff. Recruitment program: Forecast recruitment needs, merit based-hiring procedures, maintain Musqueam nation work force, conduct turnover analysis, review employment contracts. Will require additional funds based on number of non-aboriginal staff
		Yes	Inspections, training, compliance
		Yes	Start up task for new HR person
		Yes	First Friday of Every Month feature and learning around Musqueam Culture, other.
		Yes	\$5k for awards/gifts
		Yes	To be conducted annually May 1 using survey software. Communicate results to employees and used to support work plan development.
		Yes	For outside trainers to come in and train/implement. Linked to performance evaluations and budget cycles
	30%		data collection done by new Planner position, monitoring plan now being developed under CCP Develop more relevant and current performance plan for all staff
	70%		Most core technology implemented, on-going reviews required
		Yes	Funds to clean up and equip 51st Hall
		Yes	Requires retention of consultant
		Yes	7 directors requires w wage increases, 2 require additional funding: Director of Community Services, Director of Public Works and Housing
	80%		Requires Council approval
	50%		PR consultant hired (shared w Ecddev), Communication Protocol staff hired, newsletter strategy underway w EPI
	10%		Underway, CCP learning being incorporated with new PR consultant
	30%		Newsletter strategy, website, letterhead
	10%		New PR consultant
		Yes	One full time staff and part time to support work of committees
		Yes	Develop/publicize Request for Proposals (RFP)

Using the Organizational Development action example, it is clear there are four specific actions, three of which have received a Council Motion or Directive. The one that has not yet received Council notification, Integrated Management, is listed as a Phase 2 action and slated to be implemented in Years 2-3 at a cost of \$25,000 each year.

ORGANIZATIONAL DEVELOPMENT												
	Council Motion / Directive	Committee / Working Group	Department	Phase	Current Budget (Baseline)	New Staff	Year 1	Year 2	Year 3+	Complete	In Progress	Proposed
Co-location	Y	Admin	Admin	Quick Start		N	\$25 K					Y
Classification and wage/benefits grid analysis and implementation	Y	Admin	Admin	Phase 1		N	\$50 K					Y
Integrated management	N	Admin	Admin	Phase 2		Y		\$25 K	\$25 K			Y
Realign organizational structure	Y	Admin	Admin	Phase 1		N	\$0				80%	

A final tool to support advancement of *nəcəmat tə šxʷqʷeləwən ct* at the operational, or Band department level, is a more detailed action planning tool. First developed and used at our 2009 Musqueam Administration Retreat, the matrix is used for important actions that require an additional level of thought and organization to make happen. The example action refers to Realigning the Organizational Structure, or the Organizational Chart – a priority action required to implement *nəcəmat tə šxʷqʷeləwən ct*. Along with the individual responsible for the activity gaps, preconditions, and risks are also identified along with roles and responsibilities, timing, resource needs, performance measures and monitoring.

Figure: Sample Strategic Action Organization Chart

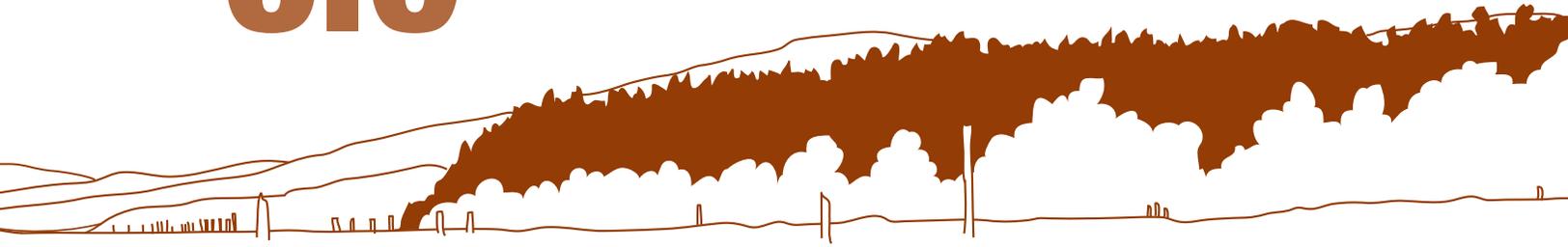
STRATEGIC ACTION: REVIEW OPTIONS FOR ORGANIZATION CHART													
Short Description: Redo and implement new/revised organization charts to increase effectiveness and efficiency of administration. Subject to review and coordination with Administration Committee and Council Motion.													
Project Manager: Ken McGregor, Band Manager													
Department Linkages: All departments													
Org. Dev. Objective Impacted:	Discussion: Gaps - Risks & Assumptions - Preconditions												
<table border="1"> <thead> <tr> <th>LEVEL</th> <th>H/M/L</th> </tr> </thead> <tbody> <tr> <td>Accountability</td> <td>M</td> </tr> <tr> <td>Capacity</td> <td>M</td> </tr> <tr> <td>Communication</td> <td>H</td> </tr> <tr> <td>Coordination</td> <td>H</td> </tr> <tr> <td>Respect/Recog.</td> <td>L</td> </tr> </tbody> </table>	LEVEL	H/M/L	Accountability	M	Capacity	M	Communication	H	Coordination	H	Respect/Recog.	L	Comments: In House Community Planning Chief & Council Secretariat Policy Analyst Co-location Council Committee Structure Associate Band Manager (succession planning)
LEVEL	H/M/L												
Accountability	M												
Capacity	M												
Communication	H												
Coordination	H												
Respect/Recog.	L												
	Gaps: Too many direct reports to Band Manager No planning function No flow chart Council support is poor Administration function gaps Program function and reporting clarity												
	Preconditions: Willingness to change Budget and resources												
	Risks and Mitigation: Breakdown of communication Increased anxiety and chaos Blocked by key stakeholders who do not understand Fear of losing status in position (clearly define roles of Band Manager and Associate Band Manager)												

IMPLEMENTATION PLAN					
Specific Actions	Roles and Responsibilities	Timing	Resources: \$/staff	Performance measure	Monitoring
Action 1	Re-establish Transition Team	1st Quarter June 30, 2009	Internal Resources	Two meetings by June 30, 2009	
Action 2	Develop Org Chart	June 30, 2009	Internal Resources	Completed by June 30, 2009	
Action 3	Implement New Org Chart	December 2009	Internal Resources	Implemented	



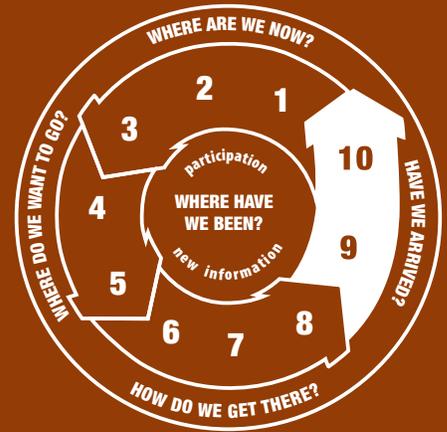
Our name, Musqueam (x̣ʷməθḳʷəỵəm) means People of the River Grass and relates back to the grass (məθḳʷəy) that grows in the Fraser River estuary in the tidal flats and marsh lands.

6.0



HAVE WE ARRIVED?

The final step in our planning process asks the question “Have we arrived?” It involves the monitoring and evaluation of this plan to make sure it is working as we anticipated, and helping us meet our vision and our broader community objectives. This section briefly summarizes how we will monitor and evaluate the progress of *nəcəmat tə šx^wq^weləwən ct.*



6.1 MONITORING AND EVALUATION

nə́cəmat tə sʰwqʷeləwən is a living document. We will actively track progress in meeting our vision and achieving our community development objectives. We will evaluate this plan with leadership and members, and modify plan policies and actions as required over the short-, medium- and long-term.

Our monitoring and evaluation system provides the framework for re-examining and renewing the plan over time. This will act as a vehicle for accountability and a management tool for improving the programs and projects we will be implementing. Using the final set of actions we identified, we developed a monitoring framework that answers the three essential questions we need to be able to answer:

Are we doing what we said we would do?

- To answer this question we will conduct Compliance Monitoring. This is a way to ensure the actions we said we would undertake are actually getting done (i.e. Are we providing tutoring support to Musqueam youth?).

Are we having the impact we want on what we care about?

- To answer this question, we will conduct Impact Monitoring. This allows us to see if the actions we are taking are having the effects we are looking for (i.e. are more Musqueam youth graduating from high school / entering post secondary / proceeding with skills training?)

What can we do better?

- To answer this we need to conduct Evaluation. Evaluations use the information from our monitoring programs to analyze our progress and to determine if there are opportunities for changes and improvements.

We will use three tools to guide our monitoring and evaluation process. These have been built on the process we used to develop nə́cəmat tə sʰwqʷeləwən ct. They take into account the key issues we expressed throughout the process and they help us understand whether or not we are making progress towards our vision.

This suite of monitoring and evaluation tools are presented below, using the Administration Department as an example, which is guided by the Administration Department Strategic Plan overview as illustrated in the previous section.

Compliance Monitoring Tool

Are we doing what we said we would do? As discussed in Section 5, compliance monitoring is actually part of our planning and budgeting tool and helps to track and link progress on implementation of the actions we identified in *nəcəmat tə šx^wq^weləwəx ct.* The final four columns track the progress of each action from inception to completion. This helps managers and leadership with on-going decision-making about allocation of resources. The table is designed to be reviewed and completed regularly, possibly coinciding with Council meetings or on a quarterly basis. Parts of the table will be used in our communications with the community, to provide updates on our progress, and will help to maintain support for and momentum for ongoing implementation of *nəcəmat tə šx^wq^weləwəx ct.*

Figure: Compliance Monitoring Tool – Administration Department (sample, see pages 104-105 for full table)

WORKPLAN OVERVIEW										
PROJECT	Council Motion / Directive	Committee / Working Group	Department(s)	Phase	Current Budget (Baseline)	New Staff Required (Y/N)	Assumes Budget Approved			Brief progress update and Comments
							Year 1	Year 2	Year 3+	
							\$102,000	\$790,000	\$533,000	
CURRENT OPERATIONS										
Coordination and management of Administration	No	Admin	All	Phase 1	No					100%
POLICY / BY-LAW DEVELOPMENT										
Implement ISO 9000 project	No	Admin	All	Phase 2	No	\$10,000	\$10,000	\$10,000		30%
Complete Department Policies / Procedures (ISO format)	No	Admin	All	Phase 2	Yes	\$75,000	\$75,000	\$75,000		10%
Document and data management (Share Point)	No	Admin	All	Phase 2	No	\$10,000	\$100,000	TBA		10%
PERFORMANCE PROGRAM DEVELOPMENT										
Recruitment, Retention & Succession planning	No	Admin	HR	Phase 2	No	\$10,000	\$10,000	\$10,000		10%
HR coverage for non-eligible staff		Admin	HR							10%
Health and Safety, Labour Code and Human Rights Legislation	No	Admin / OH & S	HR	Phase 2		\$30,000				10%
Employee orientation booklet	No	Admin	HR	Quick Start	No	\$1,000	\$1,000	\$1,000		10%
Cultural Awareness	No	Admin	HR	Quick Start	No	\$11,000	\$11,000	\$11,000		10%

Impact Monitoring

Are we having the impact we want on what we care about? The impact monitoring tool helps us understand how our actions are impacting our main community objectives and the operational objectives each department developed for them. Using this tool, we can see how progress is being made over multi-year periods and compare with past years as we go on. As we satisfy our core objectives and priorities, we can develop new actions in the future where and when required. For example, we were opportunistic with funding and interest during the Olympics and made great strides in satisfying our recreation objectives with the development of our community centre and gym, our playground and our sports field. While these actions were designed to also promote other objectives (e.g., Health), it does allow us to focus in the future on other priority objectives (e.g., Education).

The following sample tool shows an impact monitoring tool designed for the Administration Department. The indicators selected to measure progress towards objectives include a mix of direct and quantifiable data and more qualitative measures. These qualitative indicators will be assessed through staff and member surveys. Both the impact monitoring tool and the sample survey tools are shown here.

Figure: Impact Monitoring Tool – Administration Department (sample)

OPERATIONAL OBJECTIVE	INDICATOR	DATA SOURCE	UNIT	BASELINE (2011)										RESPONSIBILITY	COMMUNICATION		
				2015		2019		2023		2027							
				Actual	Target	Actual	Target	Actual	Target	Actual	Target						
IMPROVE THE EFFECTIVENESS AND EFFICIENCY OF ADMINISTRATION	Promote accountability and responsibility	Department budget balanced	Department head	Y/N	N											Annual Report	
	Improve staff capacity	Staff has adequate skills/training to complete workday projects	Department head	Y/N	N											Annual Report	
	Enhance collaboration	Department undertakes projects in partnership with other departments	Department head	Y/N	N											Annual Report	
	Improve communication/relations	Member perception of Administration Department Communication	Member Survey	Not at all	80%												Annual Report
				Not well	10%												
				Well	5%												
Promote respect and recognition	Number of staff recognition initiatives	Department head	#	0											Annual Report		
* Culture and Language Dept. Objective: "Promote fluency in Administration"	Levels of administrator/ staff fluency in Huk'um'um'	Staff Survey	Not at all	80%												Annual Report	
			Not well														

Figure: Staff and member survey tools – Administration Department

STAFF SURVEY TOOL - MONITORING & EVALUATION					
How well do you speak Hun'q'umin'um'?					
	2011	2015	2019	2023	2027
Not at all					
Not well					
Well					
Very Well					

MEMBER SURVEY TOOL - MONITORING & EVALUATION					
How well does the administration department communicate with the community?					
	2011	2015	2019	2023	2027
Not at all					
Not well					
Well					
Very Well					

Evaluation Tool

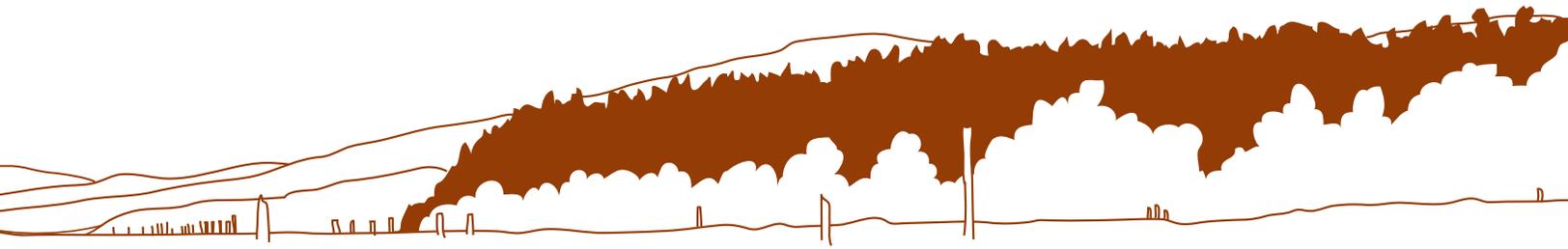
What can we do better? The evaluation tool is designed to help us look at the results of our monitoring and decide how we should adjust our strategy to achieve better results. We can see where we are making our biggest gains and also identify those areas where we can still improve. This lets us compare changes illustrated through the indicators over monitoring periods and then assess what actions or approaches should be adjusted to be more effective, and ultimately, to better achieve our objectives.

Figure: Evaluation Tool – Administration Department (sample)

OPERATIONAL OBJECTIVE	INDICATOR	DATA SOURCE	UNITY	BASELINE (2011)						COMMENTS	LESSONS LEARNED / BEST PRACTICES	SUGGESTED CHANGES TO PROGRAMS / ACTIONS		
				2015		2019		2023					2027	
				Actual	Target	Actual	Target	Actual	Target				Actual	Target
THE EFFECTIVENESS AND EFFICIENCY OF ADMINISTRATION	Produce accountability and responsibility	Department budget balance	Y/N	N										
	Improve staff capacity	Staff has adequate skills/training to complete workplan projects	Department head	Y/N	N									
	Enhance collaboration	Department undertakes projects in partnership with other departments	Department head	Y/N	N									
	Improve communication relations	Member perception of Administration Department Communication	Member Survey	Not at all	80%									
				Not well	10%									
Well				5%										
Improve respect	Number of staff received requests	Department head	N											



səw Өeytəm ct tə x^wəlməx^w k^wsəw ʔəwəs k^wə wet ʔal k^ws csetalx^ws
“...we can build a community where no one will tell us what to do.”



APPENDIX: Showcase Illustrations

Throughout this document, we have indicated places where readers can learn more about some of the “quick start” projects we undertook during the development of *nə́cəmat tə šx^wq^weləwəŋ ct* how they fed into the larger planning process, and how they incorporated the same value-based, community-driven, strategic planning process we used throughout the development of *nə́cəmat tə šx^wq^weləwəŋ ct*. This Appendix provides four showcase examples:

- *The 2010 Legacies Project: A community prioritization project*
- *The Heart of the Community: A neighborhood physical-design planning project*
- *Sport Facility Site Selection and Planning*
- *The Education Strategic Plan: A strategic planning process*

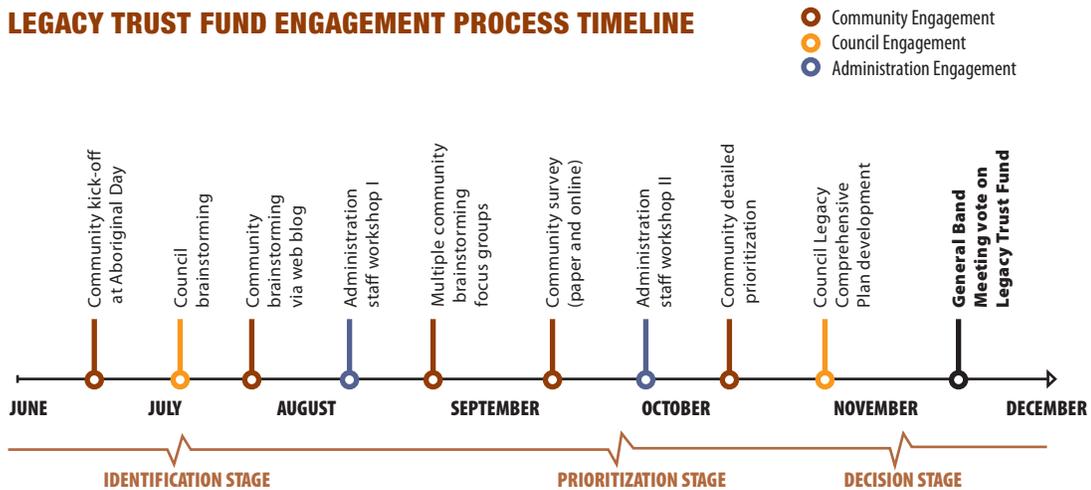
The showcase illustrations are organized around the same strategic planning questions we used to organize this document and the *nə́cəmat tə šx^wq^weləwəŋ ct* plan itself.

LEGACY PROJECT SHOWCASE

Where Have We Been?

As one of the Four Host Nations for the 2010 Winter Olympic Games, in 2008 we signed onto a 2010 Legacies Agreement that created a special \$17 million Legacy Trust Fund established for the benefit of present and future members. One million dollars was allocated to enable the Band to participate in activities related to the Games leaving \$16 million for other legacies.

LEGACY TRUST FUND ENGAGEMENT PROCESS TIMELINE



Under the Agreement, these funds cannot be used for normal operations or for distribution to members. Council also wanted to ensure that Trust Fund money does not displace existing funding opportunities. As one of several requirements to release the funds, we had to demonstrate that spending matched up with community priorities based on community engagement.

Where Are We Now?

The Legacy funds came with very few constraints; the money was available to be used for five different types of activities:

- Acquisition of land for Musqueam;
- Capacity building;
- Enhancement of skills and training;
- Preservation and strengthening of Musqueam culture and ceremonies; and,
- Economic opportunities for Musqueam.

Because of this, we were able to consider the big picture of “Where are we now” and draw on the work we had already completed through the *nə́cəmat tə šxʷqʷeləwə́n ct* planning process. We also used this opportunity to ‘drill down’ a bit more and gain a deeper understanding of our current situation. Activities such as root cause analyses helped us understand some of the factors most influencing our current situation today and those issues that are most fundamental to our well-being.

Where Do We Want to Go?

In order to understand “Where do we want to go?” we utilized multiple engagement methods and communication strategies to give ample opportunities for all members to participate in the development of the Legacy Comprehensive Plan. This began June 21, 2009 at Aboriginal Day and continued throughout the summer to November 26.

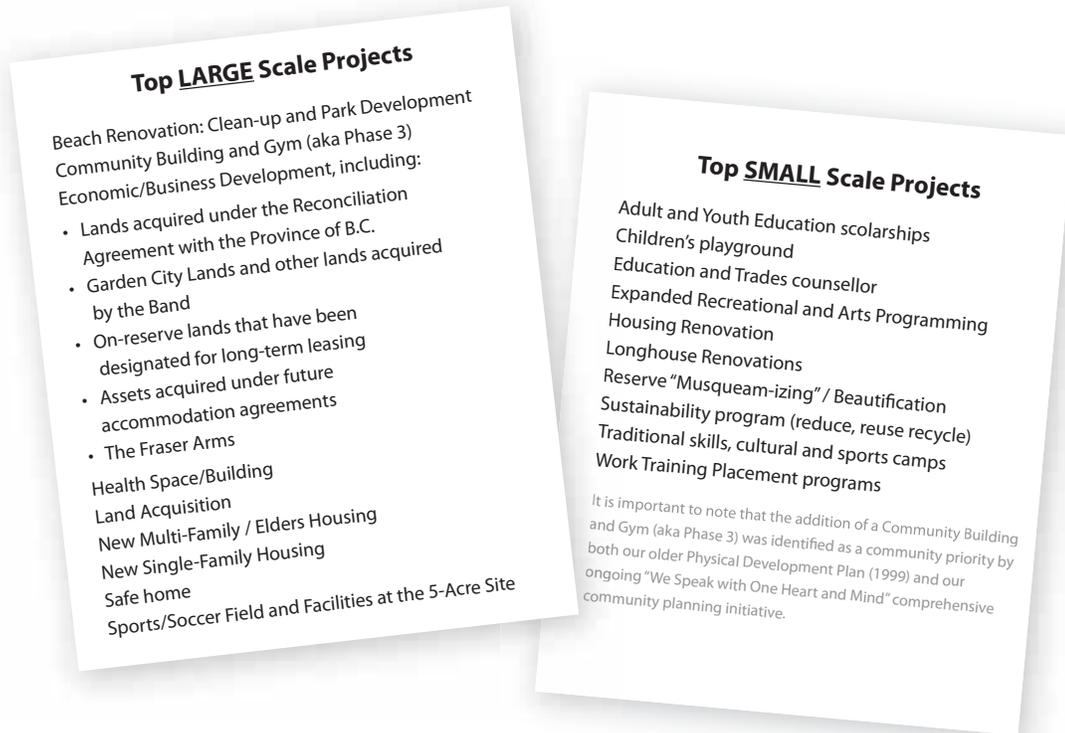
Over 500 ideas were generated – this included input we had received over two years of community planning as well as dialogues specific to the Legacy Trust process that occurred over the summer. Engagement activities included a kick-off event at Aboriginal Day, focus groups and interviews, community online brainstorming, council and administration staff workshops, and more. All the ideas were then organized into a number of ‘Legacies Strategies’ and presented back to the community via surveys so they could prioritize which ones they thought would bring the biggest benefits to the community. The results of the survey were analyzed and presented to Council for them to develop a comprehensive Legacy Plan for members to vote on in the General Band Meeting at the end of November 2009.

The 11 objectives developed in our *nə́cəmat tə šxʷqʷeləwə́n ct* process were used to help us evaluate ideas. The best ideas were those that would best help us meet our community needs as expressed in the objectives and vision of our comprehensive plan, *nə́cəmat tə šxʷqʷeləwə́n ct*.

A final priority model was developed that incorporated the input from three following models. Combining these three models allowed us to understand the community’s priorities on how to better allocate the Legacy Funds. The technical prioritization focused on the more analytical train, basically answering the question “what does my head tell me is best?” The value-based prioritization focused on the values train, basically answering the question “what does my heart tell me is best?” Finally, the direct preference prioritization focused on the more instinctual train, basically answering the question “what does my gut tell me is best?” We also estimated costs for each of the opportunities.

How Do We Get There?

All of our community brainstorming and prioritization work resulted in a list of top large scale and small-scale projects. These priorities are listed below:



Musqueam members approved the Legacy Plan by over a 2:1 ratio (126 (69%)= YES to 57 (31%) = NO) at a Special Purpose General Band Meeting.

Have We Arrived?

Our Legacy Trust plan has already been put to use. Checked items in the table below indicate those projects, identified through the legacies project, which have already been acted on by Council. It should be noted that not all of these are being funded specifically through the Legacy Trust Fund.

GETTING RESULTS - COMMUNITY PRIORITY PROJECTS**TOP TEN LARGE SCALE PROJECTS**

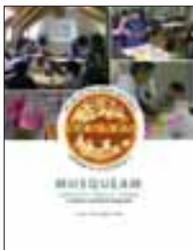
✓	1	Community Building and Gym (aka Phase 3)
✓	2	Culture, Arts and Education Facility (aka Signature Building)
✓*	3	Beach Renovation: Clean-up and Park Development
✓*	4	Economic / Business Development
✓	5	Sports/Soccer Field and Facilities at the 5-Acre Site
	6	On-Reserve Land Acquisition
✓*	7	New Multi-Family / Elders Housing
	8	Health Space/Building
✓*	9	New Single-Family Housing
✓*	10	Safe home

TOP TEN SMALL SCALE PROJECTS

✓*	1	Reserve “Musqueam-izing” / Beautification
✓	2	Children’s playground
✓	3	Education and Trades counsellor
✓*	4	Longhouse Renovations
	5	Adult Education Scholarships, Youth Education/Athletic Scholarships
✓*	6	Traditional skills, cultural and sports camps
✓*	7	Expanded Recreational and Arts Programming
✓*	8	Housing Renovation
✓*	9	Work Training Placement programs
✓*	10	Sustainability program (reduce, reuse recycle)

✓ = Action is being completed

✓* = Action is being initiated but more work is required



For more information on this project see the 2010 Legacy Trust Community Priorities Project Report.

EDUCATION SHOWCASE

Where Have We Been?

As Musqueam, we have been educating our own people since time immemorial – on our traditions and culture and on the everyday skills needed to survive and prosper. The residential school system drastically impacted how our people were educated and continues to influence how we address our own wellbeing today.

Where Are We Now?

Today, we receive funding from Indian and Northern Affairs Canada to support education for our elementary, secondary and post-secondary learners. Most of our students attend public schools managed by the Vancouver School Board (VSB), while a smaller number attend local private schools.

As reported by VSB, recent aboriginal graduation rates are a cause for concern. In 2003/2004, the aboriginal graduation rate was just 14%, compared with 86% among non-aboriginal students. About 37% of Musqueam learners are identified as having some kind of learning disability.

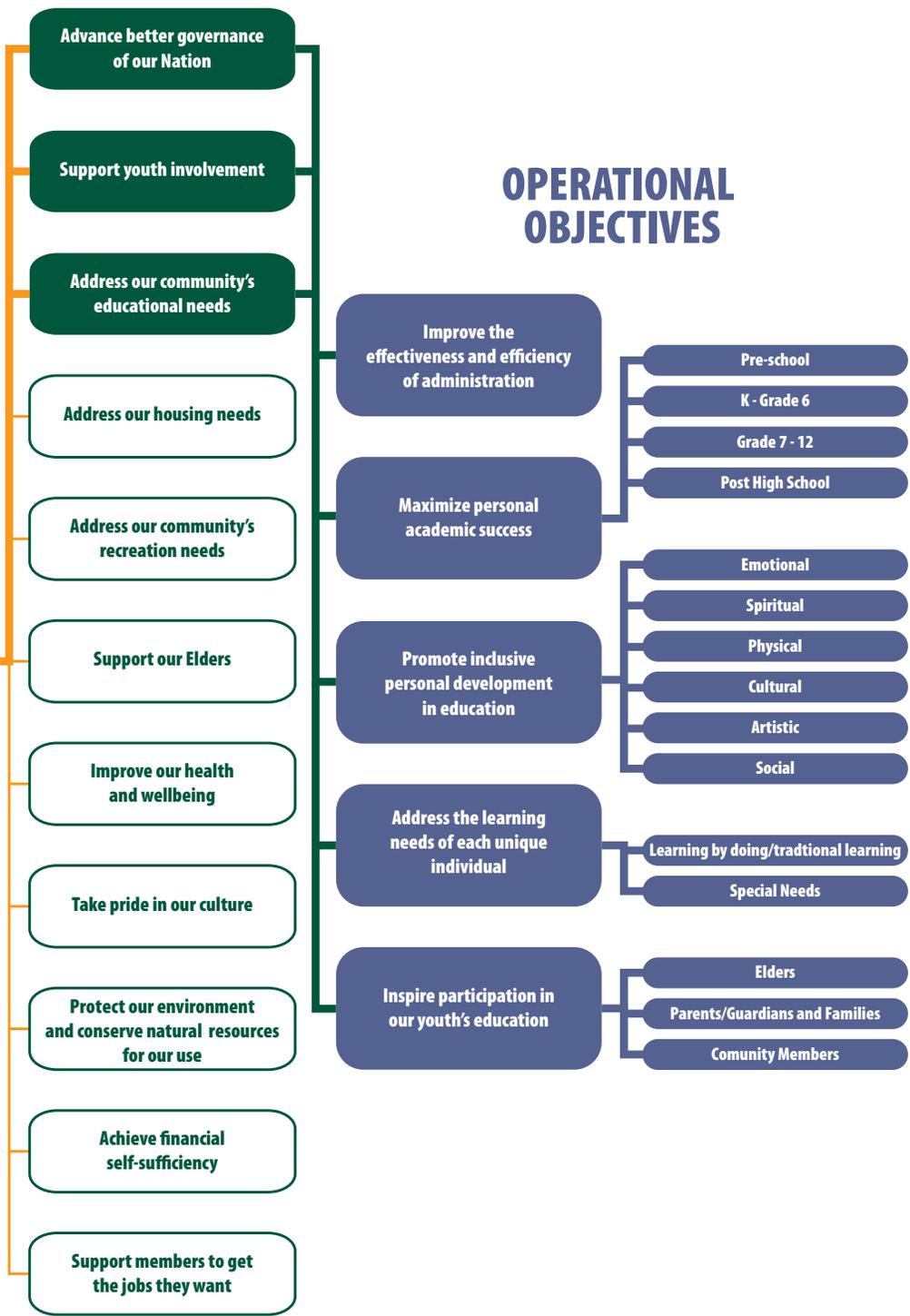
Despite these statistics, there is much to be optimistic about. Once our learners reach the upper grades, their likelihood of academic success increases dramatically. We have also made progress in incorporating cultural teaching in the school system and in the informal learning that happens at the community and family level.

Where Do We Want to Go?

In developing a framework for understanding “where do we want to go”, we began by identifying how to link to it to *nə́cəmat tə ʃxʷqʷeləwən ct*. To do this, we identified those Community Objectives that were most relevant to our work and then developed a set of education specific ‘operational objectives’. Ultimately, these all link back to the overall community vision, which gives us ‘big picture’ guidance for our decisions. The education specific operational objectives were derived by analyzing community input gathered over the course of the community planning engagement activities including family meetings, the community survey, the legacy project, etc.

COMMUNITY OBJECTIVES

OPERATIONAL OBJECTIVES



How Do We Get There?

In October 2010, our Musqueam Education Committee organized a retreat to identify priorities and strategic actions to put forward to Council for approval and staff implementation. The retreat consisted of one full day workshop supported by several preparatory meetings to develop the evaluation framework. Ten members of the Education Committee attended, including the head of the Education Department, department staff, two Councilors, and members of the community.

During the one-day workshop, the committee reviewed the 70 potential education actions which were identified through community input collected as part of *nəcəmat tə šx^wq^weləwən ct.* These potential actions were grouped into 13, high-level, strategic action categories that could be evaluated against the operational objectives.

Using the project evaluation and prioritization tools profiled in Section 1.4 of this document, committee members worked in groups of two to evaluate each of the potential actions against a single objective. This provided an assessment of which strategic actions would have the largest impact overall. Committee members then completed an exercise to weight and rank each of the objectives to indicate which they felt were most important from a values perspective. Finally, each committee member completed a direct ranking activity where they ranked each of the strategic actions based on their individual knowledge, experience and 'gut feeling'. The adjacent figure shows the results of this multi-method approach.

The results of these exercises demonstrated significant agreement on priorities within the committee. With a list of priority strategic actions in place, the committee considered each in turn to identify next steps for moving them forward. This included first step actions, such as presenting the results to the community for feedback, as well as 'Quick Start' actions that could be implemented right away to advance the priorities.

Overall, the process revealed that those actions that would have the greatest impact on supporting Musqueam learners and education for the community-at-large are those actions that also facilitate broad family-based engagement in learning and support the personal needs of learners in the community.

Draft Value-Weighted Consequence Table - Evaluation of Actions, Top 13 shown

RANK	STRATEGIC ACTION	SCORE	OBJECTIVES			
			Maximize personal academic success	Promote inclusive personal dev. in education	Address the learning needs of each unique individual	Inspire participation in our youth's education
1	Elders/ families/ parents/ guardians programs	1.3	M	H	H	H
2	Personal support	1.7	H	H	H	M
3	Traditional teaching methods and content	2.0	H	M	H	H
4	Personal needs (emotional, social, etc)	4.7	M	M	H	H
5	Cultural awareness program to address discrimination in local schools	5.0	H	M	H	M
6	Academic support	5.3	H	M	M	M
7	External support (Government/ Institutional Funding)	8.0	M	H	M	L
8	Support Recreation Department	8.0	H	M	M	L
9	Academic Needs Planning	8.3	L	L	H	M
10	Develop learning centres	9.0	M	H	L	M
11	Internal support (scholarships/ bursaries)	11.7	M	L	M	M
12	Develop New Musqueam School/ daycare	11.7	M	M	M	L
13	Community outreach programs	12.3	L	L	L	H

Consequence table showing technical evaluation and score of strategic actions for improving education.

Have We Arrived?

As we move forward in implementing priority and quick start actions, we will be monitoring how well they are implemented (i.e., are people and/or departments doing what they agreed to do?) and how well they are meeting their objectives (i.e., are the actions having their desired community impacts. We will also be ensuring that we change and modify actions as new conditions or opportunities warrant.



For more information on this project see the Education Committee Retreat Report.

SPORTS FACILITY SHOWCASE

Where Have We Been?

Sports and recreation have been an important aspect of our community for many years. We started to plan for a new community recreation centre and a sports field almost ten years ago, when we completed a Physical Development Plan for our main reserve. This plan included many other facilities, and since it had been several years since it was written, we decided to reconsider our needs and reconsider the best location for new sports facilities.



Where Are We Now?

After a thorough review, with input from staff and members of the community, Council has approved a facility plan for a new Community Recreation Centre next to the Band Administration Buildings and a Sports Field on the 5-Acre Site. Both facilities are under construction and expected to be completed in 2011.

Where Do We Want to Go?

To decide “Where Do We Want To Go?” we used the project evaluation and site selection tools profiled in Section 1.4 of this document. A project committee made up of staff, community members, and program administrators was formed to consider which sports facilities were needed, and to evaluate which locations would be best for them. The committee met several times to discuss options and evaluate siting scenarios. Using input gathered from open houses and a community survey, the committee developed project objectives and ideas. Community members reviewed these ideas and identified potential concerns at various meetings, including Aboriginal Day, at Elder’s lunches, at family group meetings, and with the Longhouse Committee among other groups.

ALTERNATIVES OBJECTIVE	MUSQUEAM GC - DISTURBED	ONLY ON MUSQUEAM GC	MA LI MUS GC	SALISH POINT & MUSQUEAM GC	MA LI - 5 ACRES - SALISH PT	TRIANGLE LANDS	SHAUGHNESSY GC
Be financially responsible	M	M	M	M	M	M	M
Promote Soccer	H	M-H	M-H	M-H	M	L	L
Support a diversity of Sports / Rec	H	M-H	H	H	M	L	L
Advance Musqueam Community Interaction	H	M	M-H	M-H	M	L	L
Promote Inter-Band Relations	H	H	H	H	M	M	M
Support Cultural Activities	M	M	M	M	M	L	M
Avoid Environmental Impacts	H	H	M-L	L	H	H	H
Minimize Non-Aboriginal Traffic in the Community	M-H	H	M-L	M-L	M-L	H	M-L
Minimize Loss of Potential Residential Land	M-L	H	M	H	L	L	L
Minimize Conflicts with Neighbours	H	M-H	M-L	M	H	M-H	M-L
Minimize Delays	M-L	M-H	M	M-L	M	M-L	L
Respect Musqueam Cultural Use	H	M	M-L	L	L	H	H
RELATIVE SCORE	87.5	85	60	60	52.5	45	35

Many options were considered for the location of a sports field and a recreation centre, including locations on our main reserve and on our new settlement lands, such as the ‘Triangle’ lands. All of the options were evaluated based on the following criteria, which our members developed:

- Be Financially Responsible
- Promote Soccer
- Support a Diversity of Sports/ Recreation
- Advance Musqueam Community Interaction
- Promote Inter-Band Relations
- Support Cultural Activities
- Minimize Environmental Impacts
- Minimize Non-Aboriginal Traffic in the Community
- Minimize Loss of Potential Residential Land
- Minimize Conflicts with Neighbours
- Minimize Delays
- Respect Culture
- Anticipate Future Growth

We narrowed down the list of potential locations to two possible options for both the sports field and the recreation centre. These choices were presented to the community at an open house, and the final decision was based on the feedback gathered from it.

How Do We Get There?

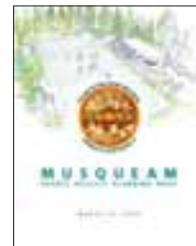
Council approved the new plans for the Community Recreation Centre and the Sports Field. With their locations settled, we could move forward with Land Use planning for the rest of our main reserve. Since determining their final locations, we completed detailed construction plans and funding strategies for both projects.

Have We Arrived?

Making these decisions and taking steps towards making them happen will help make our main reserve a more 'complete' community and help us realize the broader objectives of *nə́cəmat tə ʂxʷqʷeləwən ct.* We will continue to review and evaluate our community's needs and plan for additional facilities as necessary.



For more information on this project see the Sports Facility Plan Report.



HEART OF THE COMMUNITY SHOWCASE

Where Have We Been?

The Heart of the Community is the area of our main reserve that includes the Longhouse, Band Administration, 51st Avenue Hall, the 'Beach', the new housing subdivision, and the Musqueam Golf Course west of Musqueam Creek. This area has been a physical and cultural centre of our community for many, many years. We created a physical development plan that included this area about ten years ago. Since then, we have refined and modified that plan as part of *nə́cəmat tə ʃxʷqʷeləwən ct* and implemented significant portions of our revised vision this area.

Where Are We Now?

Council approved that this area be designated 'Heart of the Community' as a part of our new Land Use Plan. This designation affirms the importance and community-focus of this core location, and encourages the development of cultural and administrative facilities, recreational facilities, and member housing. We have also reviewed our facility needs and created a revised, more detailed physical development plan concept for this area – large portions of which are either already under construction or have already been built. We are in the process of completing 40 houses in the new housing subdivision, building a new Community and Recreation Centre and a Cultural Centre, and planning the construction of a waterfront park.

Where Do We Want to Go?

While planning for the Community Recreation Centre building, we recognized that there was a need to review our community's needs and to weigh possible alternatives for the location and programming of the building, as well as the location of other possible facilities. We knew that we needed to hear from our members and our staff about new ideas and possible concerns related to development in the 'Heart of the Community' area.

To decide "Where Do We Want To Go?" we first reviewed the feedback we had heard from members through *nə́cəmat tə ʃxʷqʷeləwən ct*. This included feedback from Aboriginal Day, open houses, a community survey, family meetings, and meetings with Elders, and with the Longhouse Committee among other groups and committees.

We also interviewed staff about their program needs and staffing needs. Program administrators were interviewed, and staff provided feedback at staff meetings. Our Community Planning Team heard all this feedback, reviewed potential options for

developing facilities, and determined a scenario that would best respond to the concerns and needs that were put forward. This scenario was presented at several family meetings and was broadly accepted by members at those meetings. The plan was also presented at a community open house.



How Do We Get There?

The Heart of the Community area plan will be implemented in phases over a number of years. The plan includes housing, a community recreation centre, a cultural centre, and a waterfront park. The park includes an open area for cultural events and celebrations, an area for more private cultural activities, a small boat storage facility and ramp, a picnic area for families, the return of native vegetation, and a riparian buffer along Musqueam Creek. The community recreation centre, cultural centre and waterfront park described in the plan are already in development thanks to the efforts of our staff and leadership.

In some cases, our project planning was coordinated to take advantage of new opportunities. For example, this plan came into place just as the Winter 2010 Olympics concluded and the Host Nations Pavilion building became available by competitive bid. The building was awarded to Musqueam when we proposed that it could be used as our cultural centre.

Have We Arrived?

This work and the resulting projects on the ground will help us realize the broader objectives of *náçəmat tə šx^wq^weləwəŋ ct*. We will continue implementing our Heart of the Community Plan as we are able and evaluate its success in meeting our members' needs.



For more information on this project see the Land Use Plan Report.

