

DATE OF MEETING: February 17, 2017

TO: Saturna Island Local Trust Committee

FROM: Gary Richardson, Island Planner, and  
Fiona XETXÁTTEN Macraild, Senior Intergovernmental Policy Advisor  
Victoria Office

SUBJECT: Project Charter for First Nations Reconciliation Activities

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## RECOMMENDATION

1. That the Saturna Island Local Trust Committee endorse the attached project charter to amend the Saturna Official Community Plan by integrating a First Nations narrative and place names within the OCP.
2. That the Saturna Island Local Trust Committee request through the Electoral Director that the Local Parks and Recreation Commission of the Capital Regional District consider a site on Saturna Island for signage that reflects a place-based shared narrative of both the local First Nations and the settler history of the island

## REPORT SUMMARY

Over the next 12-18 months, it is recommended that the Saturna Island LTC follow the pattern of successful relationship building with local First Nations found in Australian local governments. Starting with activities that focus on Indigenous place names and the development of a shared narrative of the island, this can take on a real aspect of commitment with the investment of signage that demonstrates this at a popular place on Saturna. From this example, the LTC can encourage voluntary participation across the many sectors and interest groups on the island to participate in researching and developing a shared narrative of place in their own way.

Although formally changing the name of a place requires some complex processes, the LTC can amend their Official Community Plan as a long-lasting demonstration to building a mutually respectful relationship with local First Nations. It is recommended that this be done in two stages. The first stage would be an introductory section of the OCP, approved by First Nations, sharing their history and perspective of the island and an inclusion of maps of Indigenous place names on Saturna Island – one in SENCOTEN and one in Hul'quimi'num, the two Indigenous languages of the region. The second phase, after a time of developing a voluntary uptake of a shared narrative of place, can involve looking at local planning tools to better identify and protected places of significant historical value to First Nations, and incorporating those policies into the OCP.

## BACKGROUND

### *Best Practice Guidelines*

Both New Zealand and Australia adopted the United Nations Declaration of the Rights of Indigenous Peoples (UNDRIP) in 2009 and have been developing a national cultural of reconciliation for about eight years (compared to Canada who only adopted UNDRIP in 2016). Australia in particular has encouraged local government authorities to develop Reconciliation Action Plans (RAPs). Over 590 Australian organisations currently have RAPs and in 2011, a *Reconciliation in Local Government Project: Action Research Report* was published to share key issues, challenges and opportunities local governments have with their RAPs.

Islands Trust, and in particular Saturna Island Local Trust Committee (SILTC) can glean some insights into what activities have been proven to be successful from this Report and have it guide a Project Charter for First Nations Reconciliation Activities.

### *Recent First Nations Events on Saturna Island*

The Saturna Island Local Trust Committee passed the following resolution at its September 16, 2016 LTC meeting:

*That the Saturna Island Local Trust Committee directs staff to prepare a report outlining options with respect to pursuing a long term program that reflects a thriving and sustainable relationship with local First Nations who have interests in Saturna Island*

On November 21, 2016 the Local Trust Committee hosted a community event “A SENĆOŦEN History of Saturna Island”. The event was attended by approximately 100 people. Feedback forms and subsequent descriptions of the event in local media by residents who attended reflect an extremely positive step forward in relationship-building and knowledge-sharing.

On November 28, 2016 a group of five representatives of Tsawout and Tseycum First Nations met with the Saturna Community Club and the Saturna Rate Payers Association to discuss issues surrounding the logging plans for Indian Reserve 7 expected to begin in May/June 2017.

On December 23, 2016 trustees sent a letter to elected representatives of both Tsawout and Tseycum First Nations to thank them for recent events and to offer a gift of erecting a sign in honour of the two Nations. Response from this invitation indicates that they were not currently interested in this gesture.

### **ANALYSIS**

The real advantages of a RAP, from the Australian experience, were found to be the changes within the community for non-Indigenous people. Awareness-building and working with local Indigenous communities about the priorities of a RAP were the real and long-lasting benefits. The same is applicable at an island-community level. Given the injustices and tragedies that local First Nations have survived and the general Canadian culture that has taught its citizens to minimize or ignore this history, it is not the First Nations communities that need to change – it is our non-Indigenous communities that need greater awareness of their history and sensitivity to the long-term effects of that history for both themselves and in First Nation communities.

Local governments in Australia have found that introducing a shared narrative of place through initiatives that involve signs, street names, landmarks, waterways and memorials have had good success at establishing a foundation of mutual respect. The emphasis should be on the process of this work as this is what really builds

the relationships between the LTC and the Nations, not necessarily the quantity or quality of the work. The relationships- real friendships – are the most enduring outcome of this work.

Another aspect of RAPs were found to be successful at building relationships in Australia; taking a pro-active role in facilitating the documentation and promotion of local Aboriginal and shared histories. In order to redefine the narrative of place on Saturna Island, a broad range of stakeholder groups in the community need to be encouraged to distribute and promote that shared narrative of place through the involvement of local libraries, museums, community halls, historical societies, etc.

At the same time, demonstrating commitment to this for the longer term involves amending the Official Community Plan. An introductory paragraph of First Nations' connections to the lands and waters around Saturna Island – coupled with two maps already published of Indigenous place names on the island – shows leadership from the LTC to the residents of the islands. Raising awareness of the history of First Nations in the region takes time but as that grows on the island community, there will develop more courage to consider amending the OCP in a more meaningful way with policies and tools of identification and protection of places of historical value to First Nations.

There are 13 First Nations with asserted claim to Saturna Island. Two of these Nations share management of Indian Reserve #7 on Saturna and should be given preference in relationship-building considerations. However the other 11 First Nations need to be communicated with during this initial period of reconciliatory activities. Some Nations will be very keen to engage and others may be more reticent. The Project Charter assumes willingness from First Nations but may have to be amended as needed.

### **Policy/Regulatory:**

2014-2018 Strategic Plan. Goal D: Effective, Efficient and Collaborative Governance

- Priority 6.1: Improve engagement with first Nations
- Priority 6.2: Improve protection of archaeological and First Nations cultural resources

### **Issues and Opportunities:**

#### ***Phase 1: Integrating First Nations Place Names and Historical Narrative on Saturna Island (February – August 2017)***

Officially changing the name of a place is a complex process. For example, when the Queen Charlotte Islands were changed to their original name “Haida Gwaii”, it involved considerable resources to change official maps, addresses, etc. However, integrating local Indigenous place names and histories at an informal level is relatively easy. As this narrative of shared history gains momentum over time, a more official demonstration may be considered in the future.

Project #1: Amending the Official Community Plan to incorporate an Introduction section that contextualizes the island in a much longer history than just the non-Indigenous settlers, and the inclusion of two additional maps – one of SENĆOŦEN place names and another of Hul'quimi'num place names on Saturna Island.

Project #2: Approaching the Saturna Island Parks and Recreation Commission to choose an initial site to demonstrate this shared narrative through signage ensures the first project of this kind avoids bigger

complexities that come with provincial or federal agencies. A locally managed site, such as Thomson Beach (or another site) will also give residents more sense of ownership of this initiative. The signage can be planned, designed and installed in partnership with local First Nations, as well as other community groups.

Working with representatives of local First Nations who know not just the Indigenous place names on Saturna Island, but also how to pronounce them and perhaps some background history about them. This will allow Saturna residents and visitors to pronounce the names phonetically, thus showing further respect for the notion of a shared narrative in a more meaningful way in spoken word.

**Phase 2:**

Project #1: Having shown leadership in establishing a shared narrative of place through amending the OCP and encouraging a sign that demonstrates this intent, the LTC can encourage and support other community groups to voluntarily follow suit and reach out to First Nations to develop a shared narrative of the island in their own way.

The following list is only provided as a suggestion and to inspire ideas. It may inadvertently omit a group or an idea for reconciliation but its intent in this Report is to demonstrate the broad range of reconciliatory activities that can start to shift the culture on Saturna Island towards an improved and mutually respectful one to First Nations.

|   |  |
|---|--|
| Saturna Community Club                                | <ul style="list-style-type: none"> <li>• The annual Lamb BBQ is an ideal occasion to send invitations to local First Nations members. It would also be a meaningful gesture to invite a well-respected elder to an opening event to welcome participants to their territory through song or a prayer.</li> <li>• Also, through its managing of the Heritage Hall, this group could invite First Nation members with specific skills or knowledge to hold a series of educational seminars in the Hall.</li> <li>• The Heritage Hall is also a good place to consider displaying First Nations art or historical artifacts as part of Saturna’s history.</li> </ul> |
| Saturna Island Residents and Rate Payers Organization | <ul style="list-style-type: none"> <li>• With 200 members, this group can use their broad outreach as a positive distribution of First Nations current news and happenings.</li> </ul>   |
| Recreation Centre                                     | <ul style="list-style-type: none"> <li>• Sports and events are a great opportunity to invite First Nations to the island. Many of the 13 First Nations have floor hockey teams and other members who may enjoy events at the Centre.</li> <li>• Perhaps some pickle ball or badminton players could offer to teach their games in exchange of First Nations teaching them to play a very popular game on reserves – Lacrosse.</li> </ul>   |
| Saturna Community Facebook                            | <ul style="list-style-type: none"> <li>• A Facebook page is perfect venue for sharing not only events going happening on Saturna, but also advertising public events that First Nations put on such a totem pole raisings, seafood festivals, etc.</li> </ul>  |
| Saturna Elementary School                             | <ul style="list-style-type: none"> <li>• The four First Nations on Saanich Peninsula have LAU WELNEW Tribal School for 185 First Nations students</li> </ul>   |

|                                     |   |
|-------------------------------------|---|
|                                     | from Preschool to Grade 9, as well as an Adult Education Centre. The ways in which these schools could work together are only limited by teachers' imaginations (sports, projects, shared field trips, student mentors in SENCOTEN language, etc.)  |
| Saturna Ecological Education Centre | <ul style="list-style-type: none"> <li>Integrating Traditional Knowledge and long-term stewardship practices are now recognized as a key aspects to ecological education. There are many knowledgeable elders in local First Nations who understand ethnobotanical values of local seeds, berries, barks, etc. and would be willing to share this knowledge.</li> </ul>   |
| Saturna Community Library           | <ul style="list-style-type: none"> <li>One the trustees of Gabriola Island, along with the help of CBC's Shelagh Rogers, has compiled a First Nations-themed reading list of Fiction, poetry and non-fiction, which could be shared broadly with users of the community library.</li> <li>A First Nations-themed reading club or talking circle could be initiated with the help of an interested local First Nation member or two</li> </ul>   |
| Parks and Recreation Commission     | <ul style="list-style-type: none"> <li>Starting with locally managed park spaces, the Parks and Rec Commission can share lessons learned and successes with other agencies who manage parks and protected areas (Parks Canada, Province, Conservation agencies, etc.)</li> <li>The Commission could start a goal that all Park signs on Saturna could start consistently with phrases such as "Ten thousand years ago this place..."</li> </ul> |
| Women's Service Club                | <ul style="list-style-type: none"> <li>Depending on interest, many connections could happen between with the women of local First Nations in shared knowledge on things like traditional cedar baskets, tanning of hides, sharing of seafood recipes, etc.</li> </ul>   |
| Lions Club                          | <ul style="list-style-type: none"> <li>The quiet good work of the Lions Club could extend to local First Nations very easily – both extending help to those in need on First Nation reservations and also asking First Nations to help the Lions Club extend help to those in need on Saturna. Giving to those in need in a very normal part of First Nation community culture.</li> </ul>  |

Project #2: Once of culture of awareness of First Nations history and connections to Saturna is underway, the OCP can be examined again for possible further amendments to improve the identification and protection of significant historical places for First Nations through the suite of tools available through the *Local Government Act*.

**Consultation:**

Consultation with 13 First Nations and CRD is inherent throughout the Staff Report.

**Rationale for Recommendation:**

- Amending the Saturna OCP to acknowledge First Nations history, including place name mapping would be an important addition to the community plan and a logical place to start a meaningful and long-lasting relationship building process with local First Nations.
- Understanding Indigenous place names will allow Saturna residents and visitors to pronounce place names phonetically, which shows respect for the notion of a shared narrative.
- Working with First Nations on a shared narrative will allow for an increased relationship which can lead to future First Nation relationship building initiatives.

## ALTERNATIVES

1. Instruct staff to further develop the Project Charter for First Nations relationship building activities, to be considered at the next LTC meeting.
2. Receive for information only
3. Approve but with certain aspects of the Project Charter amended.

## NEXT STEPS

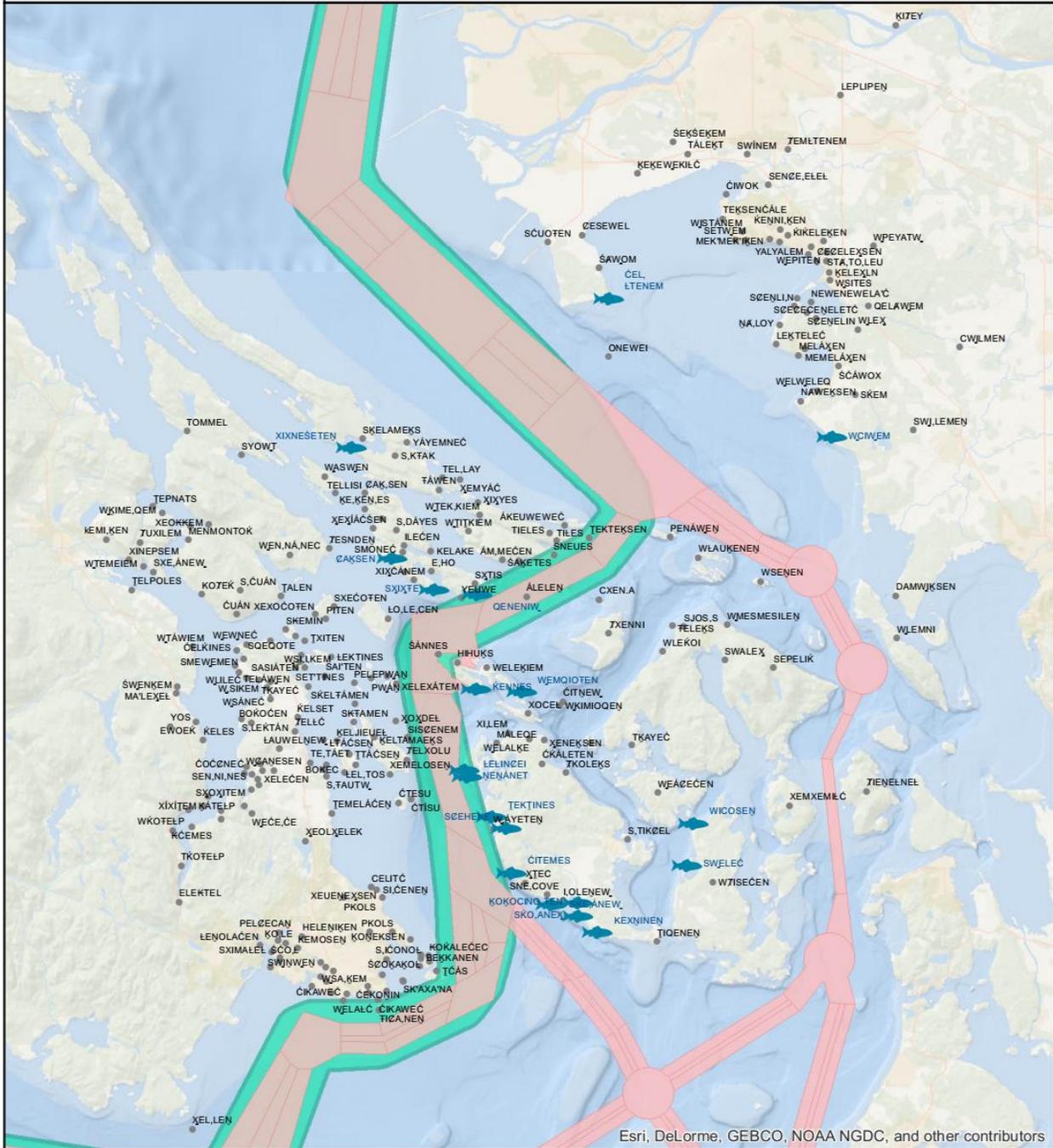
If the LTC endorses the project charter as drafted the next steps will be as listed in the Charter starting with researching local First Nations history on Saturna Island which will include place names and verbal and written history. A staff report will be prepared for the April 20, 2017 recommending changes to the OCP.

|               |   |                  |
|---------------|---|------------------|
| Submitted By: | Gary Richardson, Island Planner<br>Fiona XETXÁTTEN MacRaid, Senior Intergovernmental Policy Advisor | February 9, 2017 |
| Concurrence:  | Robert Kojima, Manager, Regional Planning Manager, Southern Team                                    | February 9, 2017 |

## ATTACHMENTS

1. McKinnon, Erin, *Reconciliation in Local Government Project: Action Research Report*, November 2011, Reconciliation Victoria (Australia) <http://www.reconciliationvic.org.au/pages/local-government.php>
2. Project Charter

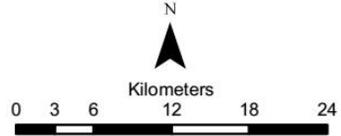
# Map 2: SENĆOTEN Place Names and Reef Net Sites in LSA



Esri, DeLorme, GEBCO, NOAA NGDC, and other contributors

Produced By: CloverPoint Cartographics  
 For: Evernorth  
 Authors: Dr. Earl Claxton, Ray Sam,  
 Gabe Pelkey, Philip Pelkey, Lou Claxton,  
 and numerous Tsawout Elders and  
 members of the WSANEC Nation

-  Reef Net Sites
-  Place Names
-  Shipping Routes
-  LSA



1:500,000  
 Projection: NAD 83 UTM Zone 10N  
 Printing Date: Nov 25 2014

Document Path: P:\Projects\Traditional Use Studies (TUS)\13029\_TUS\_Other\_Support\06\_EverNorth\03\_MXD\PlacenamesMap2.mxd

# First Nations Relationship Building - Charter v1

Saturna Island Local Trust Committee

Date: February 7, 2017

**Purpose:** To continue to build meaningful relationships with First Nations with an interest in Saturna Island.

**Background:** The Saturna Local Trust Committee (LTC) initiated a project as one of their top priorities on October 20, 2016 to allow for a project that facilitates a long term First Nations relationship building program that reflects a thriving and sustainable relationship with First Nations.

## Objectives

- Amend Saturna OCP to reflect First Nations history on Saturna Island
- Encourage CRD to identify appropriate locations for on-island signage or monument(s) identifying First Nations place names and/or history.

## In Scope

- Research First Nations History on Saturna Island
- Prepare text amendments to the OCP explaining First Nations history on Saturna Island
- Prepare OCP map Schedule identifying First Nations place names
- Initiate a process with CRD to discuss on-island signage

## Out of Scope

- Research and comment on First Nations heritage designations
- Extraordinary research
- Land Use Bylaw amendments

## Workplan Overview

| Deliverable/Milestone  | Date1)                        |
|--|-------------------------------|
| 1) Research First Nations history on Saturna Island prepare initial report         | For April 20, 2017 LTC Mtg.   |
| 2) Discuss locations with CRD for First Nations signs/monuments                    | May-September 2017            |
| 3) Prepare report and recommended OCP amendments                                   | For June 15, 2017 LTC Mtg.    |
| 4) Schedule a CIM  | July/August 2017              |
| 5) Prepare draft OCP amendment bylaw and final staff report for LTCs consideration | For October 19, 2017 LTC Mtg. |
| 6) Public hearing for OCP amendment bylaw  | January 2018                  |

## Project Team

|                                 |                       |
|---------------------------------|-----------------------|
| Gary Richardson, Island Planner | Project Manager       |
| Fiona MacRaidl                  | Senior Policy Advisor |
| Sharon Lloyd-deRosario          | Admin Support         |
| Regina Robinson                 | Admin Support         |

### RPM Approval:

Name of RPM

Date:

### LTC Endorsement:

Resolution #:

Date:

## Budget

Budget Source:

| Fiscal    | Item   | Cost    |
|-----------|--|---------|
| 2017/2018 | CIM  | 500.00  |
| 2017/2018 | Research assistance  | 1000.00 |
| 2017/2018 | Advertising  | 500.00  |
| 2017/2018 | Meeting(s) with CRD (from technical budget )   | 500.00  |
| 2018      | Public Hearing to be combined and funded from public hearing budget for LUB amendments |         |
|           | <b>Total</b>   | 2500.00 |