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First Nations



Strong relationships with First Nations based on trust and mutual respect, partnerships and working together on shared goals

01 Strategy

STRATEGIES & PLANS

- › [Special Task Force on First Nations Relations](#)
- › [Statement of Reconciliation](#)
- › [Climate Action Strategy](#)
- › [Regional Food & Agricultural Strategy](#)
- › [Regional Growth Strategy](#)
- › [Regional Housing Affordability Strategy](#)
- › [Regional Parks & Trails Strategic Plan](#)
- › [Regional Water Supply Strategic Plan](#)
- › [Corporate Asset Management Strategy](#)

CORPORATE PLAN GOALS

- 15a Government-to-government relationships
- 15b Indigenous leadership & traditional knowledge
- 15c Shared prosperity

02 Contacts

Caitlyn Vernon, Manager, First Nations Relations

@ [email](#)

T. 250.360.3156

03 Operating Context

ACHIEVEMENTS IN 2024

1. Signed a Government-to-Government Memorandum of Understanding (MOU) with Pacheedaht First Nation.
2. Supported an affordable housing initiative of the Songhees Nation.
3. Held leadership-level meetings with multiple First Nations to strengthen the government-to-government relationship, and produced a summary 'what we heard' report regarding the priorities of the Nations.
4. MOU negotiations underway with multiple Nations.
5. Worked with Indigenous Elders and knowledge holders on heritage management and ecological restoration initiatives.
6. Responded to First Nations requests regarding CRD operations and planning; collaborated with CRD divisions and First Nations to determine how to respond to requests and implement new approaches where possible.
7. Hosted a gathering on Pender Island in late 2023 for Directors and Commissioners to meet and learn from WSA NEC Elders, knowledge keepers, and staff.
8. Collaborated with First Nations on archaeological and cultural heritage studies to inform project planning and maintenance.
9. Offered Cultural Perspectives and archaeological trainings to staff.
10. Hosted a Lunch & Learn for staff to increase staff cultural awareness of the ongoing legacy of residential schools.
11. Negotiated updated water servicing agreements with First Nations.
12. Undertook conversations with First Nations regarding inclusive regional governance, through the provincial study grant.
13. Supported Regional Parks and Watershed to notify First Nations in advance of land acquisitions.
14. Supported all CRD divisions to engage with First Nations on a project-by-project basis.
15. Produced a First Nations Relations Implications Guidance Document to support staff in writing staff reports.

FACTORS THAT WILL AFFECT OUR OPERATIONS IN 2025 AND BEYOND

- Increasing requests from First Nations for direct government-to-government meetings with CRD decision-makers, to have a say in all decisions that impact their traditional territories, and that CRD provide compensation for loss of access and loss of use within First Nations' territories.
- Heightened interest from First Nations regarding CRD land acquisition, with an emphasis on 'land back'.
- First Nations are requesting the development of Memorandums of Understanding, partnership agreements, and protocol frameworks to guide how we work together. Often with funding requests to support this engagement.
- First Nations are developing heritage management and consultation policies that could influence CRD project planning, timelines and budgets.

- Increasing requests from First Nations for quarterly staff-level meetings and detailed project information, with CRD providing administrative support.
- Scope and scale of engagement is creating the need for a new organization-wide systematized approach to tracking action items, communications and information sharing with Nations.
- For projects requiring provincial or federal approvals, formal consultation of First Nations is required, involving detailed tracking, sharing of technical information and incorporating feedback.
- Increasing interest from CRD divisions to involve First Nations in collaborative process on plans and projects, yet without a corporate strategic engagement framework to guide culturally safe and respectful mechanisms, timelines and capacity funding for engagement. There is a risk of harming relationships where there is an abundance of requests without adequate timelines or mechanisms to incorporate First Nations input.
- High priority from the province to finalize treaties in the region, with items that intersect with CRD services/interests still to be negotiated. Added request for the CRD to also participate in Recognition of Indigenous Rights and Self-Determination negotiations between First Nations and the provincial and federal government.
- As corporate and region-wide efforts to support reconciliation with First Nations continue, and as the number of requests from First Nations increase, additional capacity within the CRD and within First Nations will be required to support continued efforts.
- Interest from non-Indigenous community members in restoration of Indigenous place names, signage and other symbols of reconciliation. This needs to be approached carefully in areas of shared territory amongst multiple Nations, so that the CRD is not arbitrating territorial boundaries.
- Many CRD staff have taken cultural competency trainings and are working towards adapting their workflow to accommodate new ways of collaborating with First Nations, however require support from First Nations Relations to do so.
- Heightened scrutiny from First Nations regarding heritage site protection in the context of land-altering works. High interest in field participation of First Nations' staff during project work (cultural monitors, Guardians, field technicians). High interest from local governments across BC trying to collaborate on approaches to heritage management.
- Integration of archaeological and heritage management review has implications to building and development permit approval and inspection processes.
- Implementation of the Declaration on the Rights of Indigenous Peoples Act Action Plan is anticipated to impact the delivery of regional, sub-regional and local services by the CRD, with details still to be determined.
- Provincially-funded initiative to explore inclusion of First Nations on regional district boards.
- Heightened scrutiny on how CRD Board and staff are translating reconciliation commitments into meaningful action, in the context of societal shifts towards increasing diversity, equity and inclusion.
- Increasing expectation of cultural safety for Indigenous employees and contractors, for approaches to First Nations' relations, and for Indigenous peoples interacting with CRD staff and services, pose reputational and relationship risks. For example around Indigenous cultural use and traditional practices in parks.

04 Services

The services listed below rely on the support of several corporate and support divisions to operate effectively on a daily basis. More information about these services is available in the Corporate Services and Government Relations Community Need Summaries.

SERVICE BUDGET REFERENCES¹

- › 1.027 First Nations Relations

STAFFING COMPLEMENT

First Nations Relations Division: **5.0 FTE (including 2 Managers, 1 Advisor, and 1 Administrative Support, plus 1 additional Manager starting Q4 2024)**

1. LEADERSHIP VISION

Description

Support the Board Priority through facilitating opportunities to build government-to-government relationships between Board Directors and First Nations' elected leadership.

What you can expect from us

- ▶ Advance inclusive governance across CRD
- ▶ Identify opportunities for gatherings or events
- ▶ Provide updates to committee on the progress of various items related to Board Priority
- ▶ Provide cultural perspectives training and coaching for Board Directors

2. EMERGENT ISSUES & OPPORTUNITIES

Description

Explore, develop, and action areas of common interest with First Nations through seeking Board direction while working closely with First Nations and affected CRD Divisions.

What you can expect from us

- ▶ Respond to and work to help coordinate activities related to requests from First Nations
- ▶ Participate in Treaty and Recognition of Indigenous Rights & Self-Determination processes
- ▶ Liaise with provincial and/or federal staff to discuss items and areas of opportunity

¹ Service budget(s) listed may fund other services

3. INTERNAL DEPARTMENTAL SUPPORT

Description

Support, advise and train CRD planning & operations across all service areas to explore and improve internal approaches, processes and protocols for working with First Nations.

What you can expect from us

- ▶ Provide training and support to CRD divisions to ensure implementation of the Protection and Conservation of Heritage Sites Policy
- ▶ Provide support to CRD divisions looking to engage First Nations on planning, activities, initiatives, field visits and regulatory referrals
- ▶ Respond to requests from CRD divisions and offer advice on clear, concise intergovernmental communication.
- ▶ Deliver a Cultural Perspectives training program to new staff and identify opportunities for ongoing education for all staff
- ▶ Collaborate with Human Resources & Corporate Safety to develop and implement an Indigenous Employment Strategy
- ▶ Support CRD divisions in their meetings with First Nations
- ▶ Participate in and/or negotiate agreements with First Nations
- ▶ Collaborate with CRD divisions to develop and implement a Reconciliation Action Plan

4. EXTERNAL FIRST NATIONS SUPPORT

Description

Directly engage First Nations on a range of projects, initiatives, and activities to build and maintain relationships with First Nations.

What you can expect from us

- ▶ Participate in First Nations' community events and gatherings
- ▶ Support First Nations to access information on CRD activities and processes
- ▶ Listen to and work to understand the interests and activities of First Nations and share this information with CRD divisions
- ▶ Identify opportunities to support and participate in First Nations' initiatives and events
- ▶ Participate in Te'mexw Treaty main table discussions and implementation of treaty related projects at the request of First Nations

05 Initiatives

Below are the initiatives listed in the [Capital Regional District 2023-2026 Corporate Plan](#) and the related initiative business cases (IBCs), including financial and staffing impacts, proposed for 2025. The financial impacts reflect full program costs, including cost of staffing.

Initiative	Implementation year(s)
<p>15a-1 Seek First Nations’ guidance on understanding, developing, and implementing new mechanisms to support ongoing government-to-government relations at the leadership and operational levels</p> <ul style="list-style-type: none"> ▶ 15a-1.1 Government-to-Government relationships building ▶ 15a-1.2 First Nations Relations Staffing 	<p>Ongoing</p> <p>2024-2028</p> <p>2024-2025</p>
<p>15a-2 Collaborate with First Nations and the province to support inclusive governance by advancing First Nations participation in regional district boards</p>	<p>Ongoing</p>
<p>15a-3 Partner with First Nations to develop, monitor and report out on an organization-wide Reconciliation Action Plan</p>	<p>2025</p>
<p>15b-1 Offer ongoing learning opportunities for staff and Board Directors to build awareness and understanding of Indigenous perspectives, law, and systems of governance</p>	<p>Ongoing</p>
<p>15b-2 Seek out and invite opportunities for Indigenous leadership and knowledge to inform and transform approaches to taking care of land and water, across CRD service delivery areas</p>	<p>Ongoing</p>
<p>15b-3 Engage First Nations to collaboratively develop inclusive approaches to land acquisition that respects Indigenous rights and strengthens government-to-government relationships</p>	<p>Ongoing</p>
<p>15c-1 Increase the number of economic partnerships with First Nations, across CRD service delivery areas</p>	<p>Ongoing</p>

06 Performance

GOAL 15A: GOVERNMENT-TO-GOVERNMENT RELATIONSHIPS

Targets & Benchmarks

First Nations are requesting direct government-to-government relationships with CRD decision-makers, with associated mechanisms such as Memoranda of Understanding (MOU), capacity funding and inclusion on the regional district board.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
1	Government-to-government meetings involving CRD and First Nations leadership ¹	Quantity	10	11	12	↗
2	CRD governance tables open to First Nations as voting participants ²	Quantity	13	14	14	↗
3	Government-to-governments agreements between the CRD and First Nations ³	Quantity	2	5	7	↗

¹ Number of government-to-government meetings between CRD Directors and First Nations elected leadership. Information collected by First Nations Relations.

² Number of Standing Committees and other governance tables where First Nations have the opportunity to attend as voting participants, whether or not they are currently attending. Information collected by First Nations Relations, with input from other divisions.

³ Number of active government-to-government agreements such as MOUs. Information collected by First Nations Relations.

Discussion

As a result of the Government-to-Government Relationship Building Initiative, MOU negotiations are underway with a number of First Nations and it is anticipated that more agreements will be signed. As MOUs set out a schedule for regular leadership-level meetings, it is anticipated that the number of meetings between CRD Directors and First Nations’ leadership will continue to increase.

First Nations have seats available on the Core Area Liquid Waste Management Committee, the Saanich Peninsula Water Commission, Port Renfrew Utility Services Committee, and the East Sooke Fire Protection and Emergency Response Service Commission. In 2024 seats were offered on the Saanich Peninsula Liquid Waste Management Plan Technical Advisory Committee. In 2021 the CRD Board amended its bylaws to create spaces for each Nation to appoint an elected representative to site as a First nation Member on CRD Standing Committees, including Environmental Services, First Nations Relations, Planning and Protective Services, Regional Parks, Governance, Finance, Transportation, Hospitals and Housing, and Electoral Areas. There has been very limited uptake from the Nations at least in part due to a preference to be in a decision-making capacity on the regional district Board instead. The provincial government is currently exploring opportunities for more inclusive governance on regional district boards.

GOAL 15B: INDIGENOUS LEADERSHIP & TRADITIONAL KNOWLEDGE

Targets & Benchmarks

Inviting, respecting and incorporating Indigenous leadership and traditional knowledge through engagement and ongoing learning opportunities will enhance CRD initiatives and strategies by informing and transforming approaches to taking care of land and water.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
4	Agreements with First Nations related to taking care of land and water ⁴	Quantity	2	3	4	↗
5	Planning and operations initiatives actively engaging First Nations ⁵	Quantity	35	38	40	→
6	Learning opportunities: Indigenous perspectives ⁶	Quantity	7	4	6	↗

⁴ Number of agreements with First Nations related to taking care of land and water, such as Access Agreements and Traditional Use Agreements. Information collected by First Nations Relations with input from other divisions.

⁵ Number of planning & operations initiatives actively engaging First Nations (each initiative may involve multiple Nations). Does not include regulatory referrals. Information collected by First Nations Relations with input from other divisions.

⁶ Number of opportunities for CRD staff and/or Board to learn directly from First Nations, e.g. through trainings, gatherings, or presentations. Does not include site visits. Information collected by First Nations Relations.

Discussion

Agreements refer to Traditional Use Agreements, Access Agreements, or other formal arrangements with First Nations related to access to, and stewardship of, land and water. Engagement with First Nations for any given planning or operations initiative may include a variety of meetings, review of documents, site visits, and in-field collaborations between CRD staff and First Nations’ staff (including lands managers, cultural workers, Guardians, field technicians, referral officers, administrators). These initiatives include such things as land altering works associated with all CRD divisions, community park planning, updating the Regional Parks Land Acquisition Strategy, Regional Parks management plans, Juan de Fuca land use planning, ecological restoration initiatives, Long-Term Biosolids Management Plan, climate initiatives, Liquid Waste Management Plans, Emergency Management Plans and invasive species removal. The number will depend on the scope of active CRD initiatives and the number of requests from First Nations and as such may fluctuate each year. Accuracy will be enhanced as First Nations engagement tracking is implemented across the organization.

Ongoing learning opportunities for staff and Board Directors will build awareness and understanding of Indigenous perspectives, laws, and systems of governance. These opportunities include formal trainings, coaching, lunch & learns, and the Forum of All Councils. Much ongoing learning also occurs that is more difficult to quantify, including on-the-land learning when working in the field with First Nations staff, elders and leadership, and learning through discussions with Indigenous colleagues and in staff-level meetings with First Nations.

GOAL 15C: SHARED PROSPERITY

Targets & Benchmarks

Economic reconciliation has been identified as a critical interest of First Nations and an area of opportunity within CRD services. These relationships are often detailed through services agreements. Metrics around procurement from Indigenous businesses could be considered in future.

Measuring Progress

Ref	Performance Measure(s)	Type	2023 Actual	2024 Forecast	2025 Target	Desired trend
7	Service agreements with First Nations ⁷	Quantity	11	13	14	↗
8	Economic initiatives involving First Nations ⁸	Quantity	4	7	8	↗

⁷ Total number of active or honoured service agreements with First Nations. Information collected by First Nations Relations, with input from other divisions.

⁸ Number of active initiatives geared to enhancing economic opportunities for First Nations, not including procurement. Includes planning & operations initiatives that include economic opportunities. Information collected by First Nations Relations, with input from other divisions.

Discussion

Water and wastewater service agreements are being negotiated with First Nations. Economic initiatives refer to the ongoing refinement and expansion of the South Island Indigenous Business Directory, the housing development with Songhees Nation announced in 2024, negotiating of water rates, sharing of natural resources such as wood and gravel, and the hiring of a Manager of Equity, Diversity, Inclusion and Accessibility in the People, Safety, Culture division, who can support employment conversations with First Nations and the development of a CRD Indigenous Employment Strategy.

Measuring the number of contracts awarded to First Nations and Indigenous businesses would be a valuable indicator of increasing support for First Nations’ economic opportunities over time. Currently the CRD does award a number of contracts to First Nations, including contracts for cultural workers as part of land altering works and archaeological investigations, and a Regional Parks contract with T’Sou-ke to operate the Sooke Potholes Campground. Corporate-wide Indigenous procurement is not tracked at this time; doing so would be a good indicator of progress towards this priority however would require more centralized procurement support.

Offering capacity funding to First Nations can be seen as both an operational statistic, reflecting new ways of doing business and supporting government-to-government relationship building, and a performance metric, as it uplifts the capacity of First Nations to engage with CRD service delivery in meaningful ways. Staff are working towards a way to measure capacity funding organization-wide.

07 Business Model

PARTICIPANTS	All 13 municipalities and three electoral areas
FUNDING SOURCES	Requisition
GOVERNANCE	<u>First Nations Relations Committee</u>