

## MANAGEMENT REPORT

Date: June 20, 2024  
Author: Christina de Castell, Chief Librarian & CEO  
VanDocs#: DOC/2024/168235  
Meeting Date: June 26, 2024  
TO: Library Board  
FROM: Christina de Castell  
**SUBJECT: City of Vancouver UNDRIP Action Plan**

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### **SUMMARY**

Pending Vancouver City Council's anticipated endorsement of the UNDRIP Action Plan on June 25, 2024, and referral of the Action Plan to the VPL Board, this report recommends that VPL adopt the City of Vancouver UNDRIP Action Plan and collaborate on co-implementation of the relevant Actions within.

### **PURPOSE**

This report is for decision.

### **RECOMMENDATION**

That the Board adopt the UNDRIP Action Plan and collaborate on co-implementation of relevant Actions within.

That the Board direct staff to incorporate the Actions into the implementation of the VPL Indigenous Rights and Reconciliation Strategy.

### **POLICY**

Following the City of Vancouver's endorsement of the UNDRIP Strategy on October 25, 2022, the Board endorsed the VPL Indigenous Rights and Reconciliation Strategy on November 23, 2022. The VPL Indigenous Rights and Reconciliation Strategy is intended to align with and support the UNDRIP implementation strategies at both the City of Vancouver and the Province of British Columbia, while also continuing to address the Calls to Action of the TRC (Truth and Reconciliation Commission of Canada) and Calls to Justice of the Inquiry into MMIWG (Missing and Murdered Indigenous Women and Girls) and Red Women Rising Reports.

## **STRATEGIC IMPLICATIONS**

The VPL 2020-2023 Strategic Plan, developed prior to the City of Vancouver's adoption of UNDRIP, included two specific goals related to Truth & Reconciliation: *Reflect and celebrate Indigenous cultures and history* (Shared Spaces & Experiences priority) and *Enhance understanding and appreciation of Indigenous ways of knowing, being and doing* (Belonging & Connection priority), in addition to seeking opportunities to act on the Calls to Action of the Truth & Reconciliation Commission across all goals. The Strategic Plan did not include specific reference to UNDRIP, however, VPL's endorsement of the UNDRIP Strategy and Action Plan aligns with prior strategic goals and has expanded the work of VPL related to Indigenous rights.

## **INDIGENOUS CONSIDERATIONS**

The attached Council Report and UNDRIP Action Plan provide a robust analysis of Indigenous Considerations related to this work.

## **BACKGROUND**

In February 2022, the Chief Librarian & CEO presented a report summarizing current, planned and potential activities that supported the implementation of UNDRIP at VPL ([link to report](#)). She also noted that the Library had been invited to participate in processes for the UNDRIP Task Force. Subsequently, VPL's Indigenous Planner participated as a member of the task force technical committee, providing support to the UNDRIP Task Force as they developed the strategy and action plan. In addition to these efforts, VPL staff participated in the City of Vancouver processes to consider the Calls to Justice of the Inquiry into MMIWG (Missing and Murdered Indigenous Women and Girls) ([link to report](#)) and Red Women Rising Reports ([link to report](#)).

On November 23, 2022, the VPL Board endorsed the *VPL Indigenous Rights and Reconciliation Strategy*. To reflect alignment with the UNDRIP implementation strategies at both the City of Vancouver and Province of British Columbia, while also addressing the TRC Calls to Action, VPL's Indigenous Rights and Reconciliation Strategy is organized under the four major themes identified in the DRIPA Implementation Plan:

1. Social, Cultural and Economic Well-being
2. Ending Indigenous-Specific Racism and Discrimination
3. Self-Determination and Inherent Right of Self-Government
4. Rights and title of Indigenous Peoples

## **DISCUSSION**

VPL staff, including Dawn Ibey, Director, Central Library & Public Service; and Rick Ouellet, Indigenous Planner, have participated in the development of the UNDRIP Action Plan with City of Vancouver staff and staff from the Musqueam, Squamish and Tsleil-Waututh Nations, and considered how VPL can contribute to the priorities. As the Council report attached as **Appendix A** notes, many of the actions in the Action Plan relate to work underway, are able to be integrated into existing workplans, or relate to work that can be adapted. This is accurate for the work identified as related to VPL in the attached Action Plan, and staff recommend endorsement by the Board.

There are three actions that specifically name VPL in the deliverables:

**Action Group 4: Implementation Governance (Appendix A, page 10):** Deliverables include establishing a coordinated approach between all City departments and partners implementing this Strategy, and establishing a method to dovetail ongoing work with City partners (e.g. VPL, VPB, VPD, VSB) and existing intergovernmental bodies or advisory committees (e.g. Stanley Park Working Group, Urban Indigenous Peoples Advisory Committee).

**Action Group 9: Public Realm (Appendix A, page 17):** Deliverables include supporting greater visibility and prioritizing Musqueam, Squamish and Tsleil-Waututh cultural expression, art, language and naming in public facilities, including recommending guidelines for asset naming or renaming to VPL and other partner organizations (Early Action 1, deliverable 10)

**Action Group 12: Institutional Representation (page 23):** Deliverables include co-developing guidelines outlining how and when MST should be represented on boards that govern cultural institutions and major non-profits supported by the City. Specifically, deliverable 4 is “Conduct a review and environmental scan of the Library Act, VPL governance practices and other relevant legislation. Develop recommendations for changes to VPL governance and relevant legislation to ensure governance practices are align to Musqueam, Squamish, and Tseil-Waututh priorities for representation.” This deliverable corresponds to work on inclusive governance underway at VPL at the direction of the Board, which has received funding from the Provincial Government.

Numerous actions in the UNDRIP Action Plan will affect how VPL does its work with Musqueam, Squamish and Tsleil-Waututh Nations, and Indigenous individuals living in Vancouver. As the work unfolds, VPL staff look forward to reporting to the Board on its progress, and building new and stronger relationships.

## **FINANCIAL IMPLICATIONS**

Staff identified financial implications of the Action Plan as part of the City process. Planning work and activities for Action Group 4 are being undertaken by staff within the operating budget, and VPL has received a grant from the Provincial Government to undertake the work on inclusive governance identified in Action Group 12.

As individual projects are initiated related to Action Group 9, VPL will identify appropriate sources of funding. For public art projects currently underway, this has included grants from the VPL Foundation and transfers from VPL Financial Reserves. Capital projects will be funded through the City of Vancouver Capital Plan.

## APPENDIX A



## COUNCIL REPORT

Report Date: May 31, 2024  
Contact: Michelle Bryant-Gravelle  
Contact No.: 604-871-6956  
RTS No.: 16120  
VanRIMS No.: 08-2000-20  
Meeting Date: June 25, 2024  
[Submit comments to Council](#)

TO: Vancouver City Council  
FROM: Armin Amrolia, Deputy City Manager  
SUBJECT: City of Vancouver UNDRIP Action Plan

### Recommendations

- A. THAT Council endorse the UNDRIP Action Plan, direct staff to begin implementation of the UNDRIP Action Plan deliverables over the next five years, and report back on progress with an annual public report to Council and a mid-point public update.
- B. THAT Council direct staff to report back for Council decision where implementation of an UNDRIP Action Plan deliverable would have legal implications for the City;  
  
FURTHER THAT Council direct staff to integrate the financial and resource requirements for implementation of the 2024-2028 UNDRIP Action Plan into the City's annual budgeting processes for Council decision.
- C. THAT Council direct staff to continue the inter-governmental process for carrying out this next phase of work, to facilitate Musqueam, Squamish and Tsleil-Waututh's review of shared workplans, work prioritization and ongoing engagement.
- D. THAT Council refer the City of Vancouver's UNDRIP Action Plan to the Board of Parks and Recreation, Vancouver Police Board, Vancouver Public Library Board, and Vancouver School Board, and encourage them to adopt the Action Plan and collaborate on co-implementation of relevant Actions within.

### Purpose and Executive Summary

The purpose of this report is to recommend Council endorse the 5-year City of Vancouver UNDRIP Action Plan (2024-2028). The Action Plan has been co-developed with the Musqueam

Indian Band, Squamish Nation, and Tsleil-Waututh Nation over 2023-24, and is based on the 2022 City of Vancouver UNDRIP Strategy.

Many of the actions in the Action Plan relate to work underway, are able to be integrated into existing workplans, or relate to work that can be adapted. This report recommends Council direct staff to implement the Action Plan and report back with an annual public report to Council and a mid-point public update.

### **Council Authority/Previous Decisions**

February 26, 2013 – Vancouver City Council passes a motion to endorse UNDRIP.

March 9, 2021 – Vancouver City Council passes a motion to create an UNDRIP Task Force comprised of members of Council, Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation.

June 7, 2022 – Vancouver City Council receives an update on the UNDRIP Strategy development and approves six Early Actions.

October 25, 2022 – Vancouver City Council endorses the UNDRIP Strategy and directs staff to continue the intergovernmental process to develop an Action Plan.

### **City Manager's Comments**

The City Manager concurs with the foregoing recommendations.

### **Context and Background**

The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), adopted by the United Nations in 2007, outlines collective and individual rights of Indigenous peoples around the world and provides a framework for their protection, well-being, and dignity. Both Canada and British Columbia have enacted legislation and developed action plans to implement UNDRIP. In 2021, in collaboration with the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation, the City of Vancouver established the UNDRIP Task Force.

From 2021 to 2022, the Task Force developed a ground-breaking strategy for the City of Vancouver's UNDRIP implementation, comprising 79 recommendations. (The City's UNDRIP Strategy can be found [here](#)). This marks the first intergovernmental partnership to endorse a strategy for municipal-level UNDRIP implementation, both in Canada and globally. This represents a significant new phase in realizing Vancouver's commitment to reconciliation, crafted in partnership with Indigenous rightsholders.

Following Vancouver City Council's adoption of the UNDRIP strategy, each government agreed to continue the collaborative, government-to-government process to develop an Action Plan for implementation of the City's UNDRIP Strategy.

Since June 2023, staff from all four governments have been collaboratively working together to define the vision for each Action, achievable milestones, and how to track progress for each Action. The result of the process is the attached Action Plan (Appendix A), presented here for Council's review with a recommendation to endorse and direct staff to implement.

## Discussion

### Pulling Together – A Collaborative Effort

The Action Plan was developed through a unique intergovernmental partnership which involved collaboration at each step of the development process and at all levels of each partner's organization. At the elected level, council representatives from all four governments sat at an intergovernmental table to oversee and provide direction to the work. Senior staff from all four governments made up a steering committee which implemented this direction and structured the work of technical and operational staff working collaboratively in each of the 18 Action Areas.

Internal to the City, a table of UNDRIP Champions was convened with senior staff leaders and Indigenous subject matter experts from all departments of the City, in addition to representatives from Vancouver Public Library and Vancouver Park Board. These staff were instrumental in ensuring their respective organizations and departments were represented and connected throughout the Action Plan development process. Through the process, the UNDRIP program team, led by the Indigenous Relations Department, also facilitated multiple checkpoints with both the City Leadership Team and City Council.

This structure of collaboration, communication and oversight supported the Task Force to work through the following steps in the development of the Action Plan:

### Sequencing

Through spring of 2023, staff at all four intergovernmental partners (MSTV) undertook a sequencing exercise as a first step in developing a list of UNDRIP Strategy Actions to initiate in the 2024-2028 UNDRIP Action Plan. Staff teams from all the partners worked through the complete list of 79 Actions from the UNDRIP strategy and weighted each action on a series of dimensions including "priority", "strategic fit", "value", "readiness", "effort", and "complexity". After initial scoring of the raw data, the staff teams were invited to alter or rearrange the scores based on additional subjective factors and their own judgement.

Through this process, an enormous amount of information (~9000 data points) was compiled from all partners. It was obvious that there was a high degree of alignment across the intergovernmental partners in most areas of evaluation. Data points from all partners were then compiled and weighted equally (1:1:1:1) to develop a harmonized MSTV sequenced list.

The harmonized (MSTV) list of sequenced actions were then shared back to the MSTV Steering Committee and Intergovernmental Table. From the initial sequenced cut, elected representatives engaged in a further sequence ranking exercise, based on additional qualitative and subjective considerations, including the priorities of the four Councils.

The UNDRIP Steering Committee took the results of these exercises to produce a draft list of actions to be started in the initial 5-year timeframe. This list was subsequently approved by the Intergovernmental Table and referred back to the Steering Committee and staff Action Groups to begin more detailed action planning.



## Action Planning

Once the sequenced list of actions for the 2024-2028 Action Plan were approved by the Intergovernmental Table, the actions identified were grouped into 18 thematic areas or “Action Groups”. Relevant technical staff from each intergovernmental partner were then appointed to each Action Group. It is worth noting that, despite capacity funding and organizational support, the disparity in staff and resources between the City and Musqueam, Squamish, and Tsleil-Waututh became very apparent at this juncture. The intergovernmental partners worked to deliver some additional orientation and support to Musqueam, Squamish, and Tsleil-Waututh teams, however the capacity discrepancy will continue to require thoughtful measures to address and ameliorate through collaborative implementation of the 2024-2028 Action Plan. This will include the coordination of ongoing capacity funding, flexible and generous timelines, as well as effective mechanisms through implementation governance to ensure Musqueam, Squamish, and Tsleil-Waututh remain equal partners.

## Action Plan Preparation and Approvals

The UNDRIP Action Plan was compiled from “snapshots” of goals and actions developed by each intergovernmental Action Group. The work was condensed and clarified for a more general audience and introductory content and appendices were added. A first draft was reviewed by staff from all four governments, external experts selected by the Task Force, the Steering Committee and the Intergovernmental Table. The first draft was also shared with Vancouver City Council.

The second draft was reviewed by staff from all four governments, external experts selected by the Task Force, the Steering Committee and the Intergovernmental Table. It was also reviewed by all four Councils before being presented for endorsement.

## Urban Indigenous Engagement

In the development of the City of Vancouver UNDRIP Strategy, primary focus has been on the foundational work of the government-to-government relationships with Musqueam, Squamish, and Tsleil-Waututh and the City of Vancouver.

An important step in the development of this UNDRIP Action Plan has been to initiate engagement with diverse urban Indigenous residents in the city. As directed by the MSTV Intergovernmental Table, urban Indigenous engagement is a City-led process, running parallel to the intergovernmental process, and reporting back on major findings to the MSTV Intergovernmental Table.

Engagements began in November of 2023, and continued through the winter and spring. In total, this has included four urban Indigenous dialogues, led by Indigenous staff and facilitators, as well as a large urban Indigenous Summit to report back on findings and next steps.

In keeping with the themes of the City of Vancouver UNDRIP Strategy, key themes for initial engagement include:

- Right Relations (among the City, local Nations, diverse urban Indigenous residents, non-Indigenous residents, and visitors)

- Urban Indigenous Representation at the City of Vancouver
- Social, Cultural and Economic Wellbeing for urban Indigenous communities
- Addressing anti-Indigenous Racism and Discrimination

Findings of the initial urban Indigenous engagement were reported back to the MSTV Intergovernmental Table. City staff are now working to develop a fulsome framework for ongoing engagement with the diverse Indigenous people living in the City.

### Overview of the UNDRIP Action Plan

The Action Plan (see Appendix A) is attached for Council's review and with a staff recommendation to endorse.

The Action Plan is structured around five themes:

1. Relationship Foundations
2. Redress, Housing and Land
3. Cultural Presence
4. Stewardship and Addressing Environmental Racism
5. Communication and Accountability

Within the five themes are 18 action groups, each containing multiple deliverables for 2024-2028, for a total of 88 deliverables to start within the next 5 years. Many of the actions are transformational, and may span more than one 5 year action plan. All the actions in the 2024-2028 Action Plan will be started and have incremental progress which will be tracked and reported regularly, though not all will be complete by 2028.

### Implementation of the UNDRIP Action Plan

The implementation of the Action Plan will continue to be a collaborative process between the City of Vancouver, Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation. The partners have committed to continuing to refine the collaboration and communication structures detailed above and reconvene staff at the Steering Committee and Action Group level to ensure the implementation of the Action Plan remains true to our shared goals and vision. In addition, the City of Vancouver will continue to provide supports and flexible mechanisms to address the resource and staff capacity disparity of our partners at Musqueam, Squamish, and Tsleil-Waututh.

Once endorsed by Vancouver Council, the Action Plan directs the City to develop multiple means for public education and engagement through implementation. This includes regular reporting to Council, MST, partners, and the public and holding public reporting events twice annually.

The governance structure for implementation oversight will include continued intergovernmental collaboration, with staff from the four governments working together, reporting collectively into an intergovernmental table of elected representatives from each government, and individually to the four Councils.

### Moving at the Speed of Trust

City staff are laying a strong foundation for change, emphasizing incremental progress and collaborative trust-building with Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation. The ability to maintain flexibility and trust, as we build a new process together, will be critical to thoughtfully and impactfully move the work forward.

### A Distinctions-based Approach

At the foundation of Vancouver's work to implement UNDRIP is the recognition that Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation hold unique title and rights as the original stewards and governments of these lands. These land-based rights are distinct from the rights of the large and diverse populations of Indigenous people from other territories who have come to live on these lands. With approval from the Intergovernmental Table, the City has adopted the definition of a distinctions-based approach outlined in the Province of British Columbia's [Distinctions-Based Approach Primer](#).

### **Financial Implications**

The implementation of the actions will have financial and other implications which will be clarified through the implementation process. These include budget and resource considerations as well as strategic benefits toward further streamlining and improving engagement processes and intergovernmental relationships. The Action Plan anticipates a new approach to capacity funding. Financial implications will be considered as part of the City's annual budget process.

### **Legal Implications**

The implementation of the Action Plan will have legal implications for the City where the actions implemented result in changes to the *Vancouver Charter* or other legislation and regulatory instruments under which the City operates. The implementation of the Action Plan may have other legal implications and obligations for the City, depending on the actual development and implementation of the UNDRIP Action Plan deliverables over the five-year timeframe. This will be further analysed during the implementation process.

\* \* \* \* \*

# City of Vancouver UNDRIP Action Plan 2024-2028

Submitted by the UNDRIP Task Force Intergovernmental Table  
to the City of Vancouver Mayor & Council

June 3<sup>rd</sup>, 2024



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## Context: Local Indigenous Peoples

### x<sup>w</sup>məθk<sup>w</sup>əyám Musqueam

We are traditional hə́nqəmiń ə́m speaking people. Today, we are a strong, growing community of over 1,300 members. Many of our members live on a small portion of our traditional territory, known as the Musqueam Indian Band, located on Indian Reserve #2 south of Marine Drive near the mouth of the Fraser River. We have always moved throughout our territory using the resources it provides for fishing, hunting, trapping and gathering. We remain distinct and our cultural practices are strong, despite the devastating impacts of residential schools, colonial laws banning our ceremonies, and other attempts to assimilate our people. Our lands and waters continue to support our cultural and economic practices while serving as a source of knowledge and memory, encoded with our teachings and laws. Although a metropolitan city has developed in the heart of Musqueam territory, our community maintains strong cultural and traditional beliefs.

### Sḵwḵwú7mesh Úxwumixw Squamish Nation

The Squamish Nation, also known as the Sḵwḵwú7mesh Úxwumixw in their language, is a unity of the Squamish Peoples with an uplifting culture, rich history, and exciting future. The Squamish Nation, as a government, has existed since 1923. Prior to 1923, the Squamish People were socially, economically, and politically organized into several physical communities called an úxwumixw (“village; people”) in the territory of the Squamish People. The territory of the Squamish People includes the Burrard Inlet, English Bay, False Creek, and Howe Sound watersheds. While historically the Squamish People had a tradition of dual residencies between the Howe Sound Watershed and the English Bay or Burrard Inlet watershed, the Squamish People live all throughout their territory including on the North Shore of Vancouver and in communities along the Squamish River in Squamish, British Columbia

### səlilwətał Tsleil-Waututh Nation

The Tsleil-Waututh Nation are the “People of the Inlet” and a distinct Coast Salish Nation whose territory includes Burrard Inlet, the Indian Arm watershed and the Greater Vancouver region. Tsleil-Waututh holds a sacred trust, a legal obligation to past, current and future generations to protect, defend, and steward the water, land, air and resources of our territory. We understand that the health of our people is interconnected with the environment we inhabit. Our aim now is to put the Tsleil-Waututh face once again on our territory, to be active participants in all social, economic, cultural, and political activities that take place on our lands by building strong relationships based on trust and mutual respect. Through this approach we sustain and enhance our own culture and contribute the wealth of knowledge we have to the broader community.

## Context: Urban Indigenous People

The City of Vancouver is home to a large and diverse population of urban Indigenous people, who come from many territories and Nations. Urban Indigenous residents make their home in Vancouver for a variety of reasons and contribute greatly to the unique culture, vibrancy and wellbeing of Vancouver. The rights of urban Indigenous residents are not the same collective land-based rights as the local Indigenous Peoples acknowledged above, however- as individuals- urban Indigenous community members enjoy universal human rights to practice their diverse cultures and spiritualities, access culturally relevant supports and services, and see themselves represented in local democratic institutions like City Hall. The City of Vancouver also acknowledges that many urban Indigenous people find themselves in Vancouver as a result or legacy of colonial displacement, dispossession, and cultural genocide – deliberate and systematic actions of all levels of Canadian government. Therefore, our relations with urban Indigenous community members must reflect our commitments to meaningful reconciliation in a way that is distinct from both our relations with the local Nations as unique local Indigenous rights-holders as well as our relations with the many other diverse communities that make their homes in Vancouver.

## Acknowledgements

The City of Vancouver is encompassed by the unceded territories of the x<sup>w</sup>məθk<sup>w</sup>əyəm, Skwxwú7mesh, and səliwətaʔ Peoples. These lands have been stewarded by Musqueam, Squamish, and Tsleil-Waututh Peoples since time immemorial, and their unique relations, Title and rights in these territories remain intact. Acting to appropriately reflect and uphold the **unique** collective rights of the local Nations is a central goal of the UNDRIP (United Nations Declaration on the Rights of Indigenous Peoples) Strategy and this five-year action plan. We are humbled by- and grateful for- the leadership and partnership of Musqueam, Squamish, and Tsleil-Waututh in the development of this action plan. While this work is long overdue, it is our hope that it will set us on the path to establishing right relations<sup>1</sup>.

Through the development of this action plan the City has begun to engage with urban Indigenous community members through a series of initial dialogues and gatherings. We are grateful to those urban Indigenous leaders and emerging leaders who have begun to inform the work of the UNDRIP Task Force, and look forward to continuing and strengthening our relationships with urban Indigenous community members through the implementation of this action plan, including thoughtful outreach to include those who are faced with the most barriers to participating in City processes.

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<sup>1</sup> Throughout this document we use the term right relations to describe an approach that grounds the work in recognition and respect for the unique rights of Musqueam, Squamish, and Tsleil-Waututh in these territories and sets the foundation for good relations between Musqueam, Squamish, and Tsleil-Waututh and the City of Vancouver, urban Indigenous residents, non-Indigenous residents, and visitors to the city.



As noted in the 2021 Vancouver UNDRIP Strategy, the City acknowledges that the growth and prosperity of Vancouver has been founded on dispossession and genocide. Given this context, it is unacceptable to fail to take concrete and deliberate action towards redress, reconciliation, and the full implementation of Indigenous rights. We are grateful to our colleagues at Musqueam, Squamish, and Tsleil-Waututh for their collaboration in developing this plan for right relations. Through the creation and carrying out of this Action Plan, we intend to demonstrate our appreciation and commitment.

## About the UNDRIP Task Force

### Background

The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) was adopted by the UN General Assembly on September 13, 2007. What emerged as UNDRIP was the result of longstanding, dedicated Indigenous activism in BC and around the world. Many Indigenous leaders were involved in the creation and adoption of UNDRIP despite ongoing opposition and delay. Initially, Canada was among the United Nation member states in opposition to UNDRIP, only changing stance in 2016. Today, UNDRIP is the most comprehensive international instrument on the rights of Indigenous Peoples. It establishes a universal framework of minimum standards for the survival, dignity and well-being of the Indigenous Peoples of the world and it elaborates on existing human rights standards and fundamental freedoms as they apply to the specific situation of Indigenous Peoples. The Truth and Reconciliation Commission (TRC) Calls to Action as well as the Inquiry into Missing and Murdered Indigenous Women (MMIWG) Calls to Justice specifically call upon all levels of government in Canada to implement UNDRIP as the framework for reconciliation. The government of Canada and the Province of British Columbia have now both passed legislation to implement UNDRIP and have developed national and provincial level UNDRIP action plans.

In March 2021, the Council of the City of Vancouver unanimously passed a motion to create a Task Force for the implementation of UNDRIP in the City of Vancouver (The UNDRIP Task Force also referenced as the Task Force throughout). The Task Force was convened in partnership with the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation. The Task Force met regularly from July 2021 to October 2022 to develop recommendations to Mayor and Council on how the City of Vancouver can implement UNDRIP as an integral aspect of its work on Indigenous relations and reconciliation. In October of 2022 Musqueam, Squamish, Tsleil-Waututh and the City of Vancouver became the first intergovernmental partners to collectively approve a strategy to implement UNDRIP at the municipal level - in Canada and the world. The [co-developed strategy](#) includes 79 Calls to Action for implementation over time.

This five-year Action Plan is the first action plan to implement the long-term Vancouver UNDRIP Strategy. This plan was entirely co-developed by the intergovernmental UNDRIP Task Force together with colleagues at the staff and Council level from Musqueam, Squamish, Tsleil-Waututh and the City of Vancouver. This plan has also been informed by initial engagements with diverse urban Indigenous community members. We hope to build on this engagement with urban Indigenous communities through the implementation of this plan to ensure their priorities are reflected through implementation, as well as continue to develop strong connections grounded in right relations with local rightsholders at Musqueam, Squamish, and Tsleil-Waututh.

## 2024-2028 Actions

Each UNDRIP Strategy Call to Action that was sequenced by the UNDRIP Task Force for this initial action plan has been grouped by subject and broader thematic area. Below you will find five thematic areas and 18 Action Groups containing 1 or more Call to Action to begin implementation over the next 5 years. These calls to Action were selected for this initial Action Plan through a collaborative process with Musqueam, Squamish, Tsleil-Waututh and City of Vancouver staff and elected representatives. Find more information about the development of this Action Plan in the [appendix](#) of this document.

For each Action Group we have provided:

1. A summary of the goal of each Action Group
2. The UNDRIP Strategy Action being implemented (numbered recommendations in the leftmost column)
3. The City departments responsible (named departments in the central column)
4. Descriptions of specific deliverables the Action Group will report out on through implementation (numbered actions in the rightmost column)

Relationship Foundations

Action Group 1: Capacity Funding

Summary of Goal: The City develops effective frameworks and mechanisms to ensure Musqueam, Squamish, and Tsleil-Waututh are adequately funded for participation in city work that is a priority for their respective governments. Partnership and funding frameworks are inventoried for continuous improvement and total capacity funding volumes are tracked over time.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
Foundational Action 2: Provide ongoing capacity funding for Musqueam, Squamish, and Tsleil-Waututh to help facilitate relationship-building and their roles in decision-making and the implementation of UNDRIP into City policies, procedures, and operations.	Indigenous Relations	1. Develop a capacity funding framework that provides for a minimum, predictable amount of capacity funding per Nation per year based on an annual list of major projects for referral <sup>2</sup> . Include a minimum predictable level of funding for a dedicated City liaison role at each Nation.
3.5: Ensure the City funds Musqueam, Squamish, and Tsleil-Waututh with capacity funding for any process the City wishes the Nations to participate in. Ensure the diverse Indigenous individuals living in the City are also funded for their engagement time and effort.	Indigenous Relations, Finance, Risk and Supply Chain Management	2. Share an overview of past agreements and funding processes for discussion. Musqueam, Squamish, and Tsleil-Waututh to share examples of preferred aspects of past funding agreements.  3. Develop a central portfolio of past, current and upcoming capacity funding volumes the City has with the Nations and urban Indigenous communities (inclusive of referrals).

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<sup>2</sup> The City uses the term “referral” to apply to projects, strategies, programs or initiatives that are shared with Musqueam, Squamish and Tsleil-Waututh with opportunities to engage, review, assess, advise, collaborate or partner (e.g. inform the planning of City facilities, review potential environmental impact of City engineering work, etc.)

Action Group 2: Urban Indigenous Engagement

Summary of Goal: The City develops a coordinated urban Indigenous engagement process and protocols grounded in right relations with the local Nations and respect for the priorities of urban Indigenous community members. The City develops effective mechanisms for urban Indigenous residents to access opportunities and resources to engage and lead in Vancouver.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>Foundational 6: In consultation with Musqueam, Squamish, and Tsleil-Waututh, develop processes to continue to build relationships with the diverse Indigenous populations living in the city and support their rights as Indigenous persons. Include capacity funding for this community-engaged work.</p>	<p>Indigenous Relations, Arts, Culture and Community Services, City Clerks, Civic Engagement and Communications, Vancouver Public Library, Vancouver Board of Parks and Recreation</p>	<p>1. Work with urban Indigenous community members and organizations and Musqueam, Squamish and Tsleil-Waututh to develop and implement an Urban Indigenous Engagement Framework that includes best practices, protocols and principles to measure engagement effectiveness.</p> <ul style="list-style-type: none"> <li>• Include agreed-upon criteria and desired outcomes for different levels of urban Indigenous engagement.</li> <li>• Include and pilot a model for an urban Indigenous advisory table that engages the existing Urban Indigenous Peoples Advisory Committee and external urban Indigenous leaders and organizations to discuss and inform City work at regular, agreed-upon intervals.</li> </ul> <p>2. Develop a central source of information on resources and opportunities for Urban Indigenous individuals living in Vancouver to engage with the City on decisions which impact their lives and communities.</p>
<p>4.13: In consultation with Musqueam, Squamish, and Tsleil-Waututh, create processes for the diverse Indigenous populations living in the city to be represented in decisions which impact their lives, including access to services, quality of life and reflection in the City.</p>		

Action Group 3: Training

Summary of Goal: The City develops a spectrum of training opportunities for City staff and partners that is reviewed by Musqueam, Squamish, and Tsleil-Waututh. Staff learning pathways lead to an understanding of Indigenous rights and the corresponding responsibilities of the City of Vancouver.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>3.10B: Identify training options for City staff to understand UNDRIP and support free, prior and informed consent.</p>	<p>Indigenous Relations, Human Resources</p>	<ol style="list-style-type: none"> <li>1. Develop a roadmap for a training working group that outlines desired learning outcomes and pathways for CoV staff, Council, advisory bodies, service delivery providers and partner organizations.</li> <li>2. Work with Musqueam, Squamish, and Tsleil-Waututh to complete a gap assessment of CoV training catalogue, with identified priorities for recommended changes.</li> <li>3. Require all City staff and relevant service delivery partners have foundational knowledge of UNDRIP and the City’s role in and commitments to reconciliation through approved training and learning opportunities.</li> <li>4. Offer a spectrum of training courses and learning opportunities for City staff that educate on Musqueam, Squamish, and Tsleil-Waututh rights and culture, UNDRIP, Reconciliation and decolonization.                             <ul style="list-style-type: none"> <li>• Focus on the application of knowledge by role types and delivery methods by audience.</li> <li>• Develop mechanisms to track how training is implemented, for example in updates to standard operating procedures.</li> </ul> </li> </ol>
<p>Early Action 6: Provide a spectrum of mandatory anti-racism and Indigenous cultural safety training for employees (including temporary and auxiliary) of the City of Vancouver to build foundational understanding of the rights of Indigenous Peoples, Indigenous history, Indigenous-specific racism, and the dynamics of proper respectful relations. Training should be adapted for, and relevant to, the nuances of different roles and their levels of responsibility. For senior leaders, curriculum should also include the UNDRIP the Declaration Act, treaties, and meaningful reconciliation. Training will be developed and/or led by knowledge holders and approved by the Nations. For vendors/suppliers, relevant training opportunities will be recommended as appropriate.</p>		

		<ul style="list-style-type: none"> <li>• Include cultural safety aspects such as cultural support services and training opportunities.</li> </ul>
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Action Group 4: Implementation Governance

Summary of Goal: The UNDRIP Task Force continues with the same governance model through implementation, and works collaboratively to develop a coordinated communication approach among partners through implementation and outcomes measurement.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
Moving Forward 5.1: Create an UNDRIP Intergovernmental body co-governed by MSTV <sup>3</sup> to facilitate the action items in this Strategy and report back	Indigenous Relations	<ol style="list-style-type: none"> <li>1. Discuss and review the <a href="#">current governance model of the UNDRIP Task Force</a>: MSTV Intergovernmental Table, Steering Committee and Working Groups. Ensure implementation is staffed and resourced.</li> <li>2. Establish a coordinated communication approach between all City departments and partners implementing this Strategy. Establish a method to dovetail ongoing work with City partners (e.g. VPL, VPB, VPD, VSB) and existing intergovernmental bodies or advisory committees (e.g. Stanley Park Working Group, Urban Indigenous Peoples Advisory Committee).</li> </ol>

Action Group 5: Relationship Framework

Summary of Goal: Musqueam, Squamish, Tsleil-Waututh and the City of Vancouver work together to collaboratively develop and define shared understandings of relationships, goals, priorities, and protocols which convey clear accountabilities and roles in intergovernmental partnership.

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<sup>3</sup> MSTV: Musqueam, Squamish, Tsleil-Waututh and the City of Vancouver

UNDRIP Strategy Action	City Departments Responsible	Deliverables
<p>Foundational 3: Develop stronger intergovernmental coordination and communication processes and explore opportunities to develop, renew, expand or strengthen relationship protocol agreements with Musqueam, Squamish, and Tsleil-Waututh which involve clarification of jurisdiction<sup>4</sup>.</p>	<p>Indigenous Relations</p>	<ol style="list-style-type: none"> <li>1. Develop renewed relationship protocols<sup>5</sup> between City of Vancouver and Musqueam and City of Vancouver and Tsleil-Waututh<sup>6</sup>.</li> <li>2. Work with Musqueam, Squamish, and Tsleil-Waututh to develop a collaborative approach for the UNDRIP Action Plan implementation process and define how it relates to the existing referrals process.</li> </ol>
<p>4.6A: Clarify the City's own policies and definitions of reconciliation and consultation.</p>	<p>Indigenous Relations</p>	<ol style="list-style-type: none"> <li>3. Develop and jointly communicate a shared vision/definition of “reconciliation” among all intergovernmental partners, and develop communications and interpretive materials for public education.</li> <li>4. Include definitions of engagement/consultation within the City’s engagement framework (see Action Group 5, Action 5, below), and include information on these definitions in public education materials.</li> </ol>
<p>3.10A: Musqueam, Squamish, and Tsleil-Waututh need to be at the table at the earliest</p>	<p>Indigenous Relations, Engineering</p>	<ol style="list-style-type: none"> <li>5. Clarify negotiating directives for City staff developing agreements with</li> </ol>

<sup>4</sup> In this case “clarification of jurisdiction” is taken to mean federal, provincial, and municipal. Where agreeable among all intergovernmental partners, propose ways to use municipal influence to advance federal and provincial reconciliation efforts in areas outside municipal jurisdiction.

<sup>5</sup> Relationship protocols are high-level understandings establishing principles for the relationship between the City and Musqueam, Squamish, and Tsleil-Waututh. In general, they affirm the City and Nations commitments on how they will work together as intergovernmental partners. See, for example the [WA İY İM TA SKWXWÚ7MESH \(Squamish Strong\) Protocol](#) adopted by the City of Vancouver and Squamish Nation in 2023.

<sup>6</sup> Note that a renewed relationship protocol between City of Vancouver and Squamish Nation was endorsed by both partners in 2023.

<p>strategic opportunity, working in collaboration with the City, which includes talking to community and working together through all the issues.</p>		<p>Musqueam, Squamish and Tsleil-Waututh.</p> <ul style="list-style-type: none"> <li>• Ensure directives are sensitive to distinctions between work undertaken by the Nations towards economic development and work to support Nation members (see UNDRIP Strategy Action 2.7 referenced below).</li> <li>• Include dispute resolution and mediation protocols.</li> </ul> <p>6. Co-Develop and implement an engagement framework with Musqueam, Squamish, and Tsleil-Waututh that outlines the agreed-upon involvement of the Nations in City planning processes &amp; projects, broken out by project type and scope.</p> <ul style="list-style-type: none"> <li>• Include specific criteria and outcomes for different levels of engagement broken out by project type and scope.</li> <li>• Include “early engagement threshold points” whereby Musqueam, Squamish, and Tsleil-Waututh are engaged during the early planning phase of projects in a way that aligns to their capacity.</li> <li>• Include protocols for emergency or expedited engagement timelines based on agreed upon criteria.</li> <li>• Include protocols to reflect Musqueam, Squamish, and Tsleil-Waututh Administration &amp; Government are the respective representatives of their communities and will determine how and when to formally engage their members .</li> </ul>
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Redress, Housing and Land

Action Group 6: Redress and Economic Reconciliation<sup>7</sup>

Summary of Goal: The City works with Musqueam, Squamish and Tsleil-Waututh to identify and develop opportunities for economic redress and reconciliation. All partners work collaboratively to develop targets and measures of success for economic partnerships.

<b>UNDRIP Strategy Action</b>	<b>City departments responsible</b>	<b>Deliverables</b>
<p>3.3: Identify other options for revenue sharing, including but not limited to levies, fees and taxes raised by the City. Funds should be distributed to Musqueam, Squamish, and Tsleil-Waututh in a fair and equitable manner.</p>	<p>Finance, Risk and Supply Chain Management, Vancouver Board of Parks and Recreation, Indigenous Relations</p>	<ol style="list-style-type: none"> <li>1. Complete a jurisdictional scan for known economic reconciliation and revenue-sharing frameworks that have been implemented between Indigenous Peoples and the Crown and/or Indigenous Peoples and municipalities or other governments around the world.</li> <li>2. Work to identify economic opportunities with potential for sharing or partnership between the City, Musqueam, Squamish and Tsleil-Waututh</li> <li>3. Inventory potential City mechanisms to identify and create incentives for revenue and benefits sharing or other economic partnerships between private industry/ businesses and Musqueam, Squamish, and Tsleil-Waututh.</li> </ol>
<p>1.13: Identify ways to amplify and solidify meaningful Musqueam, Squamish, and Tsleil-Waututh participation in building and sharing Vancouver's economic partnerships; revenue-sharing</p>	<p>Finance, Risk and Supply Chain Management, Indigenous Relations, Vancouver</p>	<ol style="list-style-type: none"> <li>4. Identify desired volume and types of joint ventures (projects, economic partnerships) with CoV &amp; Musqueam, Squamish, and Tsleil-Waututh and measure economic outcomes being realized.</li> </ol>

<sup>7</sup> Economic Reconciliation can include any activities intended to support economic development with Musqueam, Squamish, and Tsleil-Waututh.

<p>arrangements; ongoing funding agreements; redress agreements; allocation of property and other taxes to Nations and City fee and tax waivers.</p>	<p>Board of Parks and Recreation</p>	<ul style="list-style-type: none"> <li>• Report to Musqueam, Squamish, and Tsleil-Waututh on agreed measures of revenue sharing and economic opportunities. Include target growth year over year.</li> <li>• Conduct a feasibility review on the development of an intergovernmental table dedicated to Indigenous rights on economic development, economic opportunities, and benefit-sharing.</li> </ul> <p>5. Establish communication and engagement protocols between the City and MSTDC (MST Development Corporation), as well as the respective economic development arms of the Musqueam, Squamish, and Tsleil-Waututh Nations.</p>
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Action Group 7: Housing

Summary of Goal: Musqueam, Squamish, and Tsleil-Waututh and the City become strong partners in providing affordable housing in vibrant and healthy communities for both Nation members and non-members. The City approach to Musqueam, Squamish, and Tsleil-Waututh – led developments and member housing needs reflects the unique rights of Musqueam, Squamish, and Tsleil-Waututh on these lands.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
<p>2.7: Identify policy options to support Musqueam, Squamish, and Tsleil-Waututh led housing affordability projects that occur on reserves. This should include undisputed access to municipal services for reduced/minimal fees</p>	<p>Indigenous Relations, Planning, Urban Design and Sustainability, Engineering Services, Arts, Culture and Community</p>	<p>1. Actively work with municipal, provincial, federal and other government-led parties through established forums to advocate for the legislative changes required to address barriers to developing affordable housing on reserves.</p>

	<p>Services, Vancouver Board of Parks and Recreation, Development, Buildings and Licensing, Finance, Risk and Supply Chain Management</p>	<p>2. Include Musqueam, Squamish, and Tsleil-Waututh representation in the CoV Housing Needs Report and explicitly acknowledge the unique housing needs of Musqueam, Squamish, and Tsleil-Waututh members and legislative constraints (e.g. market value on reserve).</p>
<p>2.8: Prioritize housing for Musqueam, Squamish, and Tsleil-Waututh members in the City (beyond reserve lands) with a range of housing options, with the Nations defining the terms of what is 'affordable.'</p>	<p>Indigenous Relations, Planning, Urban Design and Sustainability, Arts, Culture and Community Services, Engineering Services, Finance, Risk and Supply Chain Management</p>	<p>3. Convene intergovernmental dialogues and/or ongoing working groups between the City and Musqueam, Squamish, and Tsleil-Waututh to begin to develop a holistic housing approach that fulfills the needs of Nation members living on and off reserve lands, with special consideration to amenities (e.g. greenspace, daycares, cultural spaces)- and particular attention to high density developments and opportunities for senior government (provincial, federal) partnerships.</p> <ul style="list-style-type: none"> <li>• Inventory opportunities for the City to encourage or incentivize the dedication of affordable housing to Nation members</li> <li>• Identify how Nations members' housing and amenity needs are measured and how this information can be appropriately shared with the City.</li> </ul>
<p>1.2B: Facilitate Musqueam, Squamish, and Tsleil-Waututh projects and prioritize or fast-track Nation-led affordable housing developments.</p>	<p>Planning, Urban Design and Sustainability, Development, Buildings and Licensing</p>	<p>4. Begin to develop criteria and guidelines to prioritize or fast track projects (e.g. Nation-led, Nations partnering with private sector, Nations benefitting from the projects), and identify fast-tracking</p>

		<p>options for Nation-led developments.</p> <p>5. Collaboratively review lessons learned, promising practices and areas for further refinement from work on large Nation-led projects currently underway (e.g. Jericho Lands, Heather Lands) with attention to identifying and formalizing the City’s approach to Nation-led development projects as a regulator.</p>
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Action Group 8: Procurement

Summary of Goal: The City of Vancouver actively prioritizes Musqueam, Squamish, and Tsleil-Waututh businesses and professionals through its procurement policy, and sets measurable targets to support their economic development through the City’s procurement activities.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>1.17: Create actionable steps to prioritize a review, revision, and update of City procurement policies to ensure contract opportunities are reserved for businesses owned or partnered with Musqueam, Squamish, and Tsleil-Waututh or local Indigenous professionals, including through co-development of an Indigenous procurement policy with demonstrated outcomes.</p>	<p>Finance, Risk Management &amp; Supply Chain Management, Vancouver Board of Parks and Recreation</p>	<ol style="list-style-type: none"> <li>1. Complete Procurement prioritization &amp; policy planning sessions with Musqueam, Squamish, and Tsleil-Waututh.</li> <li>2. Complete benchmarking and a jurisdictional scan on Indigenous procurement and share with Musqueam, Squamish, and Tsleil-Waututh for review.</li> <li>3. Collaboratively draft an Indigenous Procurement Policy with Musqueam, Squamish, and Tsleil-Waututh, complete with information sharing protocols and target outcomes.</li> </ol>
<p>Early Action 3: Build upon the City's social procurement framework and expand procurement policy to prioritize Indigenous participation for all</p>	<p>Finance, Risk Management &amp; Supply Chain Management, Vancouver</p>	

<p>projects (including large and small infrastructure, art and culture, environmental and resource management, etc.)</p>	<p>Board of Parks and Recreation</p>	<ol style="list-style-type: none"> <li>4. Develop a framework for identifying and pre-qualifying Indigenous vendors, as well as mechanisms to streamline and improve the experience of doing business with the City.</li> <li>5. Begin work to add a specific Indigenous Procurement category within the City’s Supply Chain Operational Business Plan.</li> </ol>
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Cultural Presence

Action Group 9: Public Realm

Summary of Goal: The City will develop a coordinated, resourced approach at the outset of major City projects and projects significant to the Nations, to ensure Musqueam, Squamish, and Tsleil-Waututh priorities for cultural visibility shape the use, naming, design, cultural expression, and commemorative aspects of public realm (i.e. new area plan projects, the implementation of the Vancouver Plan, new public realm capital projects, parks, public facilities such as community centres, and public art.)

<p><b>UNDRIP Strategy Action</b></p>	<p><b>City Departments Responsible</b></p>	<p><b>Deliverables</b></p>
<p>1.8B: Support greater visibility for Musqueam, Squamish, and Tsleil-Waututh. Prioritize Musqueam, Squamish, and Tsleil-Waututh cultural expression, art, and language of the local Nations. Ensure selection processes have Musqueam, Squamish, and Tsleil-Waututh representation.</p>	<p>Arts, Culture and Community Services, Vancouver Board of Parks and Recreation, Engineering Services, Finance, Risk and Supply Chain Management, Real Estate, Environment and Facilities Management, Indigenous Relations, Planning, Urban Design and Sustainability</p>	<ol style="list-style-type: none"> <li>1. Co-develop a shared definition of “cultural visibility in the public realm” in collaboration with Musqueam, Squamish, and Tsleil-Waututh.</li> <li>2. Co-develop new artist commissioning City standards and protocols in collaboration with Musqueam, Squamish, and Tsleil-Waututh, including: <ul style="list-style-type: none"> <li>• Criteria for artist commissioning and art call selection processes including with City contractors who administer art calls</li> </ul> </li> </ol>

		<ul style="list-style-type: none"> <li>• Include supports for Musqueam, Squamish, and Tseil-Waututh artists to respond to art calls (e.g. through supporting work digitization).</li> <li>• An Indigenous commissioning guidebook on best practices and protocols related to artist procurement, to share internally and externally.</li> <li>• Internal and external learning opportunities on Indigenous public art commissioning practices, such as an Indigenous Arts Symposium.</li> </ul> <ol style="list-style-type: none"> <li>3. Continue the Vancouver Park Board colonial audit[1] and initiate a citywide comprehensive review of colonial narratives in public art, plaques, names, and other expressions of history and culture.</li> <li>4. Clarify Musqueam’s, Squamish’s, and Tseil-Waututh's priorities related to locations and types of opportunities that would best express their cultural visibility and inform ongoing engagement with the Nations on City projects.</li> <li>5. Create a central inventory of City projects that relate to this call to action, including volume and cumulative value of projects awarded to Nations.</li> <li>6. Investigate and propose mechanisms for public education on Musqueam, Squamish and Tseil-Waututh cultural expression, art and language for review by</li> </ol>
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		Musqueam, Squamish, and Tsleil-Waututh.
4.11: Prioritize Musqueam, Squamish, and Tsleil-Waututh public art and other cultural programming within cultural recognition, in ways that allow for self-determination over cultural expression on the land and public realm.	Arts, Culture and Community Services, Vancouver Board of Parks and Recreation, Engineering Services, Finance, Risk and Supply Chain Management, Real Estate, Environment and Facilities Management, Indigenous Relations, Planning, Urban Design and Sustainability	<p>7. Identify existing practices/agreements that support Musqueam, Squamish, and Tsleil-Waututh self-determination in public realm and arts, culture expression. Develop new mechanisms for Musqueam, Squamish, and Tsleil-Waututh to lead and initiate public realm projects with City support (e.g. grant funding, liaison staff support).</p> <p>8. Identify options to integrate dedicated Indigenous cultural practice space in the development of new city facilities.</p>
Early Action 4: Build on existing CoV work underway to refine procurement policies/regulations with regards to art, structures, planning/architecture, etc. to ensure Musqueam, Squamish, and Tsleil-Waututh maintain a presence and the public realm is representative of Musqueam, Squamish, and Tsleil-Waututh artistic and cultural traditions.	Arts, Culture and Community Services, Engineering Services, Vancouver Board of Parks and Recreation, Real Estate, Environment and Facilities Management, Indigenous Relations, Planning, Urban Design and Sustainability, Finance, Risk Management and Supply Chain Management	<p>9. Prioritize the review of City policies and processes that relate to the self-determination of Musqueam, Squamish, and Tsleil-Waututh in shaping public realm initiatives to support the Nations’ cultural visibility and the creation of new economic, social or cultural opportunities for Musqueam, Squamish, and Tsleil-Waututh:</p> <ul style="list-style-type: none"> <li>• Integrate the Nations in new area plans and the ongoing implementation of the Vancouver Plan.</li> <li>• Evaluate opportunities to engage the urban design panel and other review bodies.</li> <li>• Explore City permitting processes and make recommendations for new permitting conditions.</li> </ul>

		<ul style="list-style-type: none"> <li>Review Vancouver Heritage Register and wider Heritage Program work with Musqueam, Squamish, and Tsleil-Waututh to make recommendations to co-develop new tools to recognize and reflect Musqueam, Squamish, and Tsleil-Waututh heritage and ongoing presence. Begin an audit / inventory of all assets that hold heritage status.</li> </ul>
<p>Early Action 1: Assert presence of the Musqueam Indian Band, Squamish Nation, and Tsleil-Waututh Nation via asset naming, re-naming, and commemoration, including measures to share stories and histories on the land.</p> <p>a. Coordinated Approach: Explore options to co-develop a naming policy framework including appropriate cultural protocols, and/or intergovernmental table.</p> <p>b. Public Education on Naming: Develop standards for audio/visual/tactile signage and public education on (re)introduced names, including cultural programming</p>	<p>Arts, Culture and Community Services, Engineering Services, Vancouver Board of Parks and Recreation, Real Estate, Environment and Facilities Management, Indigenous Relations, Planning, Urban Design and Sustainability, Finance, Risk Management and Supply Chain Management</p>	<p>10. Work with Musqueam, Squamish, and Tsleil-Waututh to begin developing guidelines for asset naming or renaming, including requirements that commit organizations to ongoing reconciliation work to avoid “token gesture” naming. Recommend these protocols to external partner organizations (e.g. VSB, VPL).</p> <ul style="list-style-type: none"> <li>Inventory all existing City naming and commemoration policies that relate to these recommendations.</li> <li>Include criteria on the type and scope of naming processes that determine whether they are convened at the staff or senior staff/elected official level between Musqueam, Squamish, Tsleil-Waututh and the City of Vancouver</li> </ul>



Action Group 10: Major Events

Summary of Goal: The City will work with Musqueam, Squamish, and Tsleil-Waututh to develop clear protocols for participation, engagement and partnership with Musqueam, Squamish and Tsleil-Waututh when major permitted events are hosted in Vancouver. The City will support Musqueam, Squamish, and Tsleil-Waututh to both host their own events and share in the economic, social, and cultural benefits of major events hosted in Vancouver.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
<p>1.4: Develop and formalize agreements and protocols between the City and Musqueam, Squamish, and Tsleil-Waututh concerning major events to be hosted in Vancouver (e.g., FIFA, Formula E).</p>	<p>City Manager’s Office, Engineering Services, Vancouver Board of Parks and Recreation, Arts, Culture and Community Services</p>	<ol style="list-style-type: none"> <li>1. Develop shared definitions of event types (minor, major, mega events) collaboratively with Musqueam, Squamish, and Tsleil-Waututh. Share available overview of existing event types by category, scale, location, organizers, etc.</li> <li>2. Review existing City event hosting policies for alignment with Musqueam, Squamish, and Tsleil-Waututh priorities and rights.</li> <li>3. Work with Musqueam, Squamish, and Tsleil-Waututh to understand priorities for event involvement and begin developing recommended protocols for organizers &amp; promoters hosting public and private events in Vancouver.                         <ul style="list-style-type: none"> <li>• Include criteria for events where Musqueam, Squamish, and Tsleil-Waututh partnership and/or participation is required and occasions where there is a joint or individual approach to engagement.</li> <li>• Include recommended mechanisms to share benefits with Musqueam, Squamish, and Tsleil-Waututh businesses and members- including</li> </ul> </li> </ol>

		<p>recommendations specific to recurring events.</p> <ul style="list-style-type: none"> <li>• Update existing City event handbooks to align with co-developed protocols.</li> </ul> <p>4. Identify opportunities for the City to support education on Musqueam, Squamish, and Tsleil-Waututh rights, histories, and cultures for partner organizations that host major events in Vancouver and leverage partnerships to encourage adherence to recommended event hosting protocols (e.g. work with Destination Vancouver conferences, City grant recipients, BIAs).</p>
<p>Early Action 5: Develop process and requirements for (1) event organizers to engage and partner with Musqueam, Squamish, and Tsleil-Waututh in permitted events/festivals; (2) City staff to engage and partner with Musqueam, Squamish, and Tsleil-Waututh in City-organized events; and (3) City staff to support and facilitate Musqueam, Squamish, and Tsleil-Waututh hosting their own events/festivals (e.g., in parks and other areas of significance).</p>	<p>Engineering Services, Vancouver Parks Board, Arts, Culture and Community Services, City Manager’s Office, Development and Business Licensing</p>	<p>5. Develop an expedited and simplified process to provide City support to Musqueam, Squamish, and Tsleil-Waututh hosting their own events within Vancouver.</p> <p>6. Present an overview to Musqueam, Squamish, and Tsleil-Waututh on the major event bidding process. Identify event types of interest where Musqueam, Squamish, and Tsleil-Waututh and the City could bid as hosting partners.</p>

Action Group 11: Historical Atlas

Summary of Goal: The City and Musqueam, Squamish, and Tsleil-Waututh will form a Historical Atlas Working Group to scope and develop a historical atlas.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
Early Action 2: Support the development of a Host Nations historical atlas book created by the local Nations with educational resources.	Arts, Culture and Community Services, Indigenous Relations	<ol style="list-style-type: none"> <li>1. Continue the MSTV Historical Atlas Working Group, and complete scoping of the historical atlas project.</li> <li>2. Finalize historical atlas capacity funding agreements and disperse capacity funding.</li> </ol>

Action Group 12: Institutional Representation

Summary of Goal: The City and Musqueam, Squamish, and Tsleil-Waututh will co-develop policies that clearly outline how Musqueam, Squamish, and Tsleil-Waututh are represented, involved, and supported by major arts and culture institutions and organizations within the City. The City will work with Musqueam, Squamish, and Tsleil-Waututh, urban Indigenous communities and major arts and cultural institutions to ensure programs and services are reflective of Indigenous community members’ needs and cultures, and align to the protocols of Musqueam, Squamish, and Tsleil-Waututh.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
1.9: Promote meaningful involvement of Musqueam, Squamish, and Tsleil-Waututh within major arts and culture organizations/institutions, especially where the City provides land grants, funding, etc. Set a policy to require that Musqueam, Squamish, and Tsleil-Waututh are represented and engaged in these spaces.	Arts, Culture and Community Services, Vancouver Public Library, Vancouver Board of Parks and Recreation	<ol style="list-style-type: none"> <li>1. Co-develop guidelines outlining how and when Musqueam, Squamish, and Tsleil-Waututh should be represented on boards that govern cultural institutions and major non-profits supported by the City.               <ol style="list-style-type: none"> <li>a. Provide an overview of City-supported major cultural institutions. Include grants, revenues and other funding provided to these institutions/organizations for Indigenous programming, services, care, repatriation activities, staffing.</li> <li>b. Provide an overview of the current level of Musqueam, Squamish, and Tsleil-Waututh involvement/representation in the</li> </ol> </li> </ol>

		<p>boards of City-supported major cultural institutions.</p> <ol style="list-style-type: none"> <li>2. Work with Musqueam, Squamish, and Tsleil-Waututh to begin to identify gaps, opportunities and recommendations to reflect their priorities for representation.</li> <li>3. Explore options for a central Musqueam, Squamish, and Tsleil-Waututh oversight governance body for arts and culture institutions.</li> <li>4. Conduct a review and environmental scan of the Library Act, Vancouver Public Libraries (VPL) governance practices and other relevant legislation. Develop recommendations for changes to VPL governance and relevant legislation to ensure governance practices align to Musqueam, Squamish, and Tsleil-Waututh priorities for representation</li> <li>5. Explore options to increase mentorship, employment, and training for Musqueam, Squamish, and Tsleil-Waututh community members in major arts and culture institutions and other major non-profits.</li> <li>6. Explore programs to increase Musqueam, Squamish, and Tsleil-Waututh participation in arts and culture spaces, with a focus on offerings for all ages.</li> <li>7. Work with Urban Indigenous communities to explore opportunities for programs to increase Urban Indigenous access to arts and culture with a focus on offerings for all ages.</li> </ol>
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Action Group 13: Cultural Access

Summary of Goal: The City works with Musqueam, Squamish, and Tsleil-Waututh to support the right of cultural access, review existing policies and legislation that are barriers to this right, and recommend necessary changes.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
<p>4.7: Identify ways for Musqueam, Squamish, and Tsleil-Waututh to practice their traditions on the lands</p>	<p>Indigenous Relations, Vancouver Board of Parks and Recreation</p>	<ol style="list-style-type: none"> <li>1. Perform an initial review of City departments / processes affecting Musqueam, Squamish, and Tsleil-Waututh access to practice cultural traditions on the land.                             <ul style="list-style-type: none"> <li>• Consider street right of way and water access as a component of cultural access.</li> <li>• Include considerations for engaging additional partners who may be required to facilitate access (e.g. Vancouver Coastal Health, Canadian Coast Guard).</li> </ul> </li> <li>2. Incorporate Musqueam, Squamish, and Tsleil-Waututh cultural access as a dimension of the CoV Equity Bylaw Review to determine existing bylaws or policies that affect ability to practice culture on the lands.</li> <li>3. Determine simple and streamlined ‘one call’ processes for Musqueam, Squamish, and Tsleil-Waututh staff to inform City staff of cultural practices/events and required supports or accommodations.</li> <li>4. Work with Musqueam, Squamish, and Tsleil-Waututh to define services and supports the City can provide to facilitate cultural practice and support privacy.</li> <li>5. Develop a cultural access implementation plan and identify channels to educate City staff and the public on the rights of Musqueam, Squamish, and Tsleil-Waututh to cultural access and appropriate protocols around privacy and sensitivity.</li> </ol>

		<ul style="list-style-type: none"> <li>• Include an inventory of important spaces for cultural access – conversely, determine which cultural events currently occur in those spaces that are not appropriate</li> </ul> <p>6. Work with Musqueam, Squamish, and Tsleil-Waututh to begin a review of existing City processes and practices and relevant policies regarding archaeological protection and repatriating remains (e.g. sites where remains of ancestors have been unearthed or are resting in museums, such as Jericho, UBC). Author recommendations to align City processes and policies to Musqueam, Squamish, and Tsleil-Waututh protocols and practices for repatriating remains.</p> <p>7. Review of relevant legislation such as Heritage Conservation Act and Land Title Survey Authority to identify existing barriers to cultural access</p>
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Stewardship and Addressing Environmental Racism

Action Group 14: Addressing Environmental Racism

Summary of Goal: The City will work with Musqueam, Squamish, and Tsleil-Waututh to jointly define environmental racism<sup>8</sup> and collaboratively identify and address past and current examples. The City and Musqueam, Squamish, and Tsleil-Waututh will collaboratively identify priorities and practices to avoid perpetuating environmental racism.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
2.4: Ensure Musqueam,	Engineering Services, Real Estate,	1. Work with Musqueam, Squamish, and Tsleil-Waututh to begin developing a

<sup>8</sup> As a preliminary definition, the partners describe “environmental racism” as the set of systemic practices, policies, procedures, and legislation that have the effect of concentrating adverse environmental impacts on marginalized communities (e.g. industrial pollution, pollutant runoff, deforestation). In this case our understanding of environmental racism focuses specifically on the negative environmental effects impacting Musqueam, Squamish, and Tsleil-Waututh communities in violation of their inherent rights, laws, and longstanding practices of stewardship in these territories.

<p>Squamish, and Tsleil-Waututh are engaged in the City's environmental initiatives to ensure they address environmental racism.</p>	<p>Environment and Facilities Management, Planning, Urban Design and Sustainability, Vancouver Board of Parks and Recreation</p>	<p>shared definition of environmental racism and cataloguing historic and ongoing examples with the goals to acknowledge truths, prevent future harms and acknowledge past harms. Share with City partners and relevant public and private organizations.</p> <ol style="list-style-type: none"> <li>2. Work with Musqueam, Squamish, and Tsleil-Waututh to begin identifying environmental areas of priority as well as priority actions to address and/or prevent harms.</li> <li>3. Identify options to optimize engagement on City initiatives with potential environmental implications, aiming to streamline and prioritize engagement efforts based on areas of priority. Begin work with Musqueam, Squamish, and Tsleil-Waututh to develop policies and standards for environmental stewardship.</li> <li>4. Begin the process to engage Musqueam, Squamish, and Tsleil-Waututh staff and Knowledge Holders in developing environmental assessments that reflect Musqueam, Squamish, and Tsleil-Waututh values, rights, laws, and long-held knowledge.</li> <li>5. Begin development of a framework process where the City and Musqueam, Squamish, and Tsleil-Waututh can identify shared goals and opportunities on environmental initiatives.</li> </ol>
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Action Group 15: Infrastructure and Environment

Summary of Goal: The City acknowledges and addresses past and ongoing harms and actively engages with Musqueam, Squamish, and Tsleil-Waututh early in the planning stages of

infrastructure initiatives with potential environmental impacts. The City adopts a comprehensive approach in planning, designing, building, and maintaining infrastructure to achieve outcomes that support Musqueam, Squamish, and Tsleil-Waututh priorities, rights, and laws.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>2.5: Complete a review of the City's infrastructure (e.g., stormwater system and sewage outflows) to identify issues and make repairs to avoid further environmental harms. Provide updates to Musqueam, Squamish, and Tsleil-Waututh on progress.</p>	<p>Engineering Services, Real Estate, Environment and Facilities Management, Vancouver Board of Parks and Recreation</p>	<ol style="list-style-type: none"> <li>1. Work with Musqueam, Squamish, and Tsleil-Waututh to develop a list of a) priority issues to address, b) key opportunities and c) goals – to enable the City to proactively identify where and how infrastructure initiatives will align. Review on an annual basis (or other regular interval) for accuracy and to reflect emerging priorities.</li> <li>2. Work to draft baseline criteria/priorities for infrastructure initiatives where Musqueam, Squamish, and Tsleil-Waututh should be engaged on City initiatives, and where City staff can support Nation-led initiatives.</li> <li>3. Begin alignment of the City's long-range strategies with Burrard Inlet Action Plan and other critical strategies, policies, and plans developed by Musqueam, Squamish, and Tsleil-Waututh.</li> <li>4. Develop options to increase employment opportunities for Musqueam, Squamish and, Tsleil-Waututh in infrastructure and environmental initiatives led or supported by the City.</li> <li>5. Pilot new programs to increase professional development opportunities for Musqueam, Squamish, and Tsleil-Waututh operational staff and members through training and knowledge transfer with City staff in environmental fields; with the additional goal of creating ongoing opportunities for staff to build</li> </ol>



		relationships through learning and sharing.
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Communication and Accountability

Action Group 16: Public Accountability

Summary of Goal: The City will work with Musqueam, Squamish, and Tsleil-Waututh to scope, plan and deliver a variety of public reporting mechanisms and events to share progress on the implementation of this action plan and Indigenous rights and reconciliation in general.

UNDRIP Strategy Action	City Departments Responsible	Deliverables
5.3: Create a dashboard for the public to learn more about the City's UNDRIP Strategy and keep people informed.	Finance, Risk and Supply Chain Management, Technology Services	1. Develop a process with Musqueam, Squamish, and Tsleil-Waututh for co-creation/approval of content regarding the implementation of the City's UNDRIP Strategy.  2. Develop multiple mediums for public education and community engagement on the UNDRIP Strategy.
5.4: Hold regular (twice annually) public events to share progress of the City's UNDRIP Strategy and keep people informed.	Indigenous Relations, Civic Engagement & Communications	3. Develop a process with Musqueam, Squamish, and Tsleil-Waututh for data reporting on Strategy implementation that aligns to principles of Indigenous data sovereignty.  4. Work with Musqueam, Squamish, and Tsleil-Waututh to define the scope and goals of public reporting events. Offer UNDRIP Strategy Public Events twice annually, potentially to include annual City Council report on implementation.

Action Group 17: Work with Partners

Summary of Goal: The City supports and recommends partners at the Vancouver Police Department engage Musqueam, Squamish, and Tsleil-Waututh and urban Indigenous

populations in their operational planning and refers UNDRIP and the UNDRIP Strategy and Action Plan to the Vancouver Police Board for adoption. The City works with and supports Musqueam, Squamish, and Tsleil-Waututh and VPD to co-develop processes, practices and programs to build strong relationships.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>Action 2.17E: Include Musqueam, Squamish, and Tsleil-Waututh and urban Indigenous populations in the development of the Vancouver Police Board Annual Police Business and Strategy Plans to ensure the priorities are upholding UNDRIP and that the relevant UNDRIP articles are embedded within all police business.</p>	<p>Indigenous Relations, Vancouver Police Department</p>	<ol style="list-style-type: none"> <li>1. The City recommends the initiation of a working group for Musqueam, Squamish, and Tsleil-Waututh, the City and VPD to work together to identify and jointly recommend changes in legislation, policy, and practices that support the full implementation of UNDRIP- including those of partner organizations and other levels of government that regulate or impact police business. In particular, the partners work to identify options for Musqueam, Squamish, and Tsleil-Waututh involvement in the Vancouver Police Board.</li> <li>2. The City supports the VPD to work with Musqueam, Squamish, and Tsleil-Waututh to review existing VPD Business Plan, Capital Plan etc. and produce recommendations to align strategies and procedures to UNDRIP and Police Reform Act.</li> <li>3. The City recommends that VPD present a summary of the VPD Capital Plan Process to Musqueam, Squamish, and Tsleil-Waututh for information and an opportunity to engage</li> <li>4. The City refers UNDRIP and the MSTV UNDRIP Strategy and Action Plan to the VPD Board for consideration.</li> <li>5. The City supports the VPD to explore options to create Indigenous safe spaces at VPD locations.</li> </ol>

		<p>6. The City supports VPD and Musqueam, Squamish, and Tsleil-Waututh to explore options to expand the Liaison Officer Program and develop or expand other programs which support positive relationship development.</p>
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Action Group 18: Legislation

Summary of Goal: Musqueam, Squamish, and Tsleil-Waututh and the City co-develop a process to review existing City policies and bylaws with impacts to the implementation of UNDRIP and this Action Plan and jointly author and recommend necessary changes. Through the same process, the City works with Musqueam, Squamish and Tsleil-Waututh to identify barriers to implementation resulting from policy and legislation of the federal and provincial governments, and jointly make recommendations for necessary changes.

<b>UNDRIP Strategy Action</b>	<b>City Departments Responsible</b>	<b>Deliverables</b>
<p>Foundational 5: Review local government legislation (e.g., Vancouver Charter), as well as federal and provincial legislation to understand what changes are needed to implement UNDRIP and this report's Calls to Action. Work with Musqueam, Squamish, and Tsleil-Waututh and urban Indigenous populations to advocate for the Provincial and Federal governments to make those changes.</p>	<p>Legal Services, Indigenous Relations, Intergovernmental Relations, Equity Office</p>	<ol style="list-style-type: none"> <li>1. Examine the calls to action for the 2024-2028 Action Plan for potential Charter changes or other required legislative changes.</li> <li>2. Harmonize with the ongoing Bylaw equity Review to review relevant City policies for alignment to UNDRIP, the MSTV UNDRIP Strategy and Action Plan. Work with Musqueam, Squamish, and Tsleil-Waututh to identify alignment with values and priorities.</li> <li>3. Review and recommend changes to the Charter that recognize:               <ol style="list-style-type: none"> <li>a. Musqueam, Squamish, and Tsleil-Waututh as self-determining and self-governing Nations.</li> <li>b. Musqueam, Squamish, and Tsleil-Waututh place names and definitions.</li> <li>c. The City’s commitment to The UN Declaration on the Rights of Indigenous Peoples.</li> </ol> </li> </ol>

		<p>4. Co-develop a framework or model for an MSTV legislative working group that would recommend legislative changes.</p>
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## Next Steps

### Implementing the Action Plan

The 2024-2028 Action Plan will begin implementation upon approval by the Councils of all intergovernmental partners. As identified in Action Group 4, Action 1 (AG 4.1), the Task Force will continue in its current governance structure.

Through the implementation process, urban Indigenous engagement will continue with every effort made to incorporate urban Indigenous priorities, perspectives, and goals as directed by the MSTV Intergovernmental Table.

Implementation of the Action Plan will be guided by the following principles:

- Truth-telling and recognition of past and ongoing harms
- Genuinely collaborative decision making and co-development
- Equitable engagement and providing fulsome capacity supports, timeframes, and communication
- Relationship development, and the importance of integrity and “moving at the speed of trust”
- Accountability to the public and all partners

### Continuing the UNDRIP Task Force

The Task Force Intergovernmental Table will reconvene for implementation on the approval of this Action Plan by all four intergovernmental partners.

- The Task Force Intergovernmental Table will reconvene within 6 months of the Action Plan’s adoption and on a quarterly basis for the 5 year duration
- The Steering Committee will reconvene within 3 months of the Action Plan’s adoption and on a monthly basis for the 5 year duration
- The Action Groups will reconvene within 6 months of the Action Plan’s adoption at which point each Action Group will individually determine a meeting cadence or timeline for the 5 year duration in accordance with the nature of the actions they are delegated

## Thanks and Appreciation

### Task Force Leaders

We share our gratitude to the many people who have helped bring this important work to life.

### UNDRIP TASK FORCE Intergovernmental Table Members

#### *Musqueam Indian Band:*

Councillor Howard E. Grant

Councillor Allyson Fraser

#### *Squamish Nation:*

Council Chairperson Khelsilem (Co-Chair)

Councillor Kristen Rivers - Tiyáltelut

#### *Tsleil-Waututh Nation:*

Councillor Dennis Thomas - Whonoak

Councillor Charlene Aleck

#### *City of Vancouver:*

Councillor Rebecca Bligh

Councillor Christine Boyle (Co-Chair)

Councillor Adriane Carr

Councillor Sarah Kirby Yung

### Steering Committee Members

#### *Musqueam Indian Band:*

Grace Ulu, Housing Manager

#### *Squamish Nation:*

Arthur Macapagal, Senior Manager, Governance and Council Operations

#### *Tsleil-Waututh Nation:*

Amanda King, Relationship Manager

Kevin O'Neill, Senior Relationship Specialist

#### *City of Vancouver:*

Michelle Bryant-Gravelle, Senior Director of Indigenous Relations

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The following staff supported through collaboration in the 18 working groups and general process support:

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### Squamish

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### Tsleil-Waututh

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### Vancouver and City Partners

Alexander Ralph, Alex Barone, Aman Sidhu, Andrea Gillman, Andrea Jung, Andrew Phillips, Angela MacKenzie, April Sumter-Freitag, Beverly Ma, Brad Badelt, Chad McRae (VPD), Chalys Joseph, Cherryl Masters, Claire Johnson, Clarice Celeste, Colin Knight, Dan Garrison, Darryl Lagerquist, David Autiero, Dawn Ibey (VPL), Diana Day (VPB), Dionne Paul, Doug Shearer, Eleena Marley, Fabian Contreras, Francisca Olaya Nieto, Grace Cheng, Grant Murray, Helen Ma, Ian Stewart (VPB), Jeff Greenberg, Jeff Mackey-Murdock, Jesse Bierman, Jessica Carson (VPB), Jimmy Zammar, Karima Mulji, Kim Buksa, Lesley Matthews, Lindsay Grant, Lisa Brideau, Lisa Lang, Lisa Parker, Lorin Gaertner, Margot Davis, Matthew Bourke, Megan Fitzgerald, Metha Brown, Michael Marousek (VPB), Michelle Au, Michelle Collens, Michelle Schouls, Natasha Qereshniku, Nathan Grandjambe, Navida Nuraney, Neesha Pooni, Neil Hrushowy, Nicole Bird, Octavio Silva (VPB), Paige Thomson, Rachel Wuttunee, Rehana Nanjijuma, Rick Ouellet (VPL), Sandra Korpan, Sarah Kapoor, Simon Goldsmith, Stephanie Petsinis, Sue Goddard, Susan Horne, Sze Kong, Terry Yung (VPD), Tim Douglas, Tonia Welch

[External Reviewers](#)

We share our sincere gratitude, admiration and appreciation for the Following experts who provided review and commentary on drafts of this Action Plan:

Aaron Bruce, Lawyer/Principal Aaron Bruce Law Firm

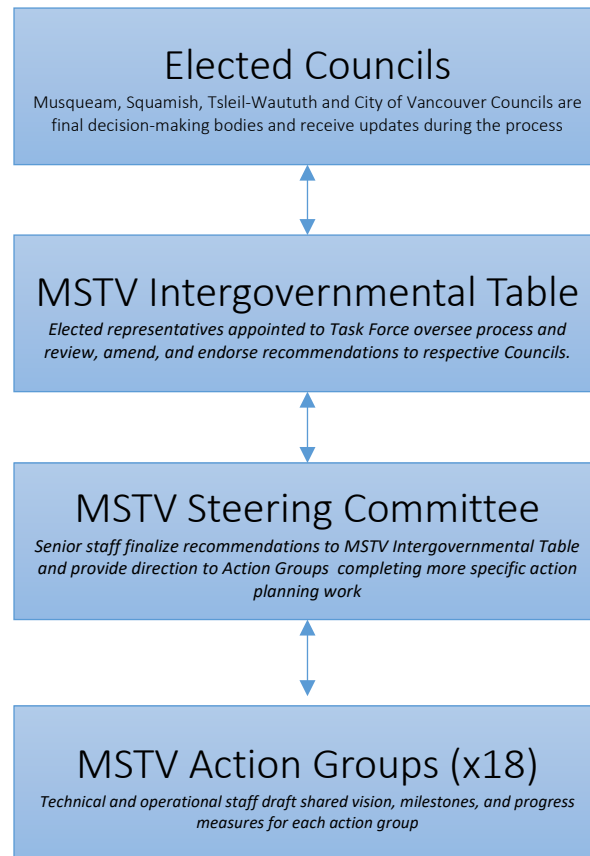
Dr Alexandra Flynn, Associate Professor, Peter A Allard School of Law

Dr Sheryl Lightfoot, Vice Chair and North American Member on the United Nations Expert Mechanism on the Rights of Indigenous Peoples (EMRIP)

Kamala Todd, MA, Director Indigenous City Media

## Appendix

### UNDRIP Action Plan Task Force Structure



When the UNDRIP Task Force reconvened to develop the first 5-year Action Plan in February of 2023, they adopted a very similar structure to the one implemented during the development of the overarching UNDRIP Strategy.

#### Elected Councils

Councils at all four intergovernmental partners are the final decision-making bodies for their respective jurisdictions. They have the unique authority to adopt the final Action Plan and direct their staff to work towards implementation. Councils received updates during the process and had opportunities to review the draft Action Plan in advance of receiving the final Action Plan for endorsement.

#### Intergovernmental Table

Each intergovernmental partner appointed elected representatives (2 from each Nation and 4 City Councillors) to an Intergovernmental Table which was tasked with:

- Overseeing the Action Plan process



- Participating in initial action sequencing and approving final short list
- Reviewing and amending draft Action Plan
- Endorsing draft Action Plans to their respective Councils for review
- Endorsing Final Action Plan to their respective Councils for adoption

#### Steering Committee

Senior staff from each intergovernmental partner were appointed to the MSTV Steering Committee to provide recommendations and deliverables to the Intergovernmental Table as well as direction to technical staff on the MSTV Action Groups and their respective staff teams. The Steering Committee was tasked with:

- Developing recommendations on Action Plan process and structure for review by the Intergovernmental Table
- Participating in action sequencing, leading sequencing processes on respective staff teams, and preparing final short list for review by the Intergovernmental Table
- Appointing technical staff to MSTV Action Groups, directing Action Group work, and reviewing deliverables for inclusion in draft Action Plan
- Reviewing draft Action Plan and leading staff review process on their respective staff teams
- Finalizing draft Action Plan for receipt of the Intergovernmental Table
- Supporting implementation of the final Action Plan as endorsed by Councils of all four intergovernmental partners

#### Action Groups

Technical staff working in the areas identified in the 18 Action Areas sequenced for the 2024-2028 Action Plan were appointed to 18 dedicated Action Working Groups. The 18 Action Groups were tasked with:

- Collaborating with technical staff from all intergovernmental partners to clarify shortlisted Calls to Action
- Collaborating with technical staff from all intergovernmental partners to draft a shared vision, actions, and progress measures under each 2024-2028 Action Area for review by the Steering Committee
- Collaborating with technical staff from all intergovernmental partners to determine how partnership will continue through implementation
- Reviewing the draft Action Plan and supporting review on their respective staff teams
- Supporting implementation of final Action Plan as approved by all four intergovernmental partners

## Process

### Sequencing

Through spring of 2023, staff at all four intergovernmental partners (MSTV) undertook a sequencing exercise as a first step in developing a list of UNDRIP Strategy Actions to initiate in the 2024-2028 UNDRIP Action Plan. Staff teams from all the partners worked through the complete list of 79 Actions from the UNDRIP strategy and evaluated each action on a series of dimensions including “priority”<sup>9</sup>, “strategic fit”<sup>10</sup>, “value”<sup>11</sup>, “readiness”<sup>12</sup>, “effort”<sup>13</sup>, and “complexity”<sup>14</sup> (the suggested interpretations provided in the exercise are provided in footnotes below). After initial scoring of the raw data, the staff teams were invited to alter or rearrange the scores based on additional subjective factors and their own judgement.

Through this process, an enormous amount of information (~9000 data points) was compiled from all partners. It was obvious that there was a high degree of alignment across the intergovernmental partners in most areas of evaluation. Data points from all partners were then compiled and weighted equally (1:1:1:1) to develop a harmonized MSTV sequenced list.

The harmonized (MSTV) list of sequenced actions was then shared back to the MSTV Steering Committee and Intergovernmental Table. From the initial sequenced cut, elected representatives engaged in a further sequence ranking exercise, based on additional qualitative and subjective considerations, including the priorities of the four Councils.

The UNDRIP Steering Committee took the results of both exercises to produce a draft list of actions to be *started* in the 5 year timeframe. This list was subsequently approved by the Intergovernmental Table and referred back to the Steering Committee and staff Action Groups to begin more detailed action planning.

### Action Planning

Once the sequenced list of actions for the 2024-2028 Action Plan was approved by the intergovernmental table, the actions identified were grouped into 18 thematic areas or “Action Groups”. Relevant technical staff from each intergovernmental partner were then appointed to each Action Group. It is worth noting that, despite capacity funding and organizational support,

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<sup>9</sup> “priority”: What impact does this action have to your team's and organization's priorities? Does it align to existing plans?

<sup>10</sup> “strategic fit”: What impact will this action have on advancing the UNDRIP Strategy and Indigenous rights in Vancouver?

<sup>11</sup> “value”: What is the potential revenue, savings or value your that could be gained from the action?

<sup>12</sup> “readiness”: What is the level of organizational readiness for this action? Is this action already planned for or underway?

<sup>13</sup> “effort”: What is the level of effort required to successfully complete this action? Will it require new dedicated budget and resources? Will it require multi-year implementation efforts?

<sup>14</sup> “complexity”: How complex is the action? Does it impact multiple teams or multiple jurisdictions? Does it involve major policy or legislative changes?

the disparity in staff and resources between the City and Musqueam, Squamish, and Tsleil-Waututh became very apparent at this juncture. The intergovernmental partners worked to deliver some additional orientation and support to Musqueam, Squamish, and Tsleil-Waututh teams, however the capacity discrepancy will continue to require thoughtful measures to address and ameliorate through collaborative implementation of the 2024-2028 Action Plan. This will include the coordination of ongoing capacity funding, flexible and generous timelines, as well as effective mechanisms through implementation governance to ensure Musqueam, Squamish, and Tsleil-Waututh remain equal partners.

The 18 Action Groups were assigned as follows:

Group 1: <b>Capacity Funding</b>	Group 10: <b>Major Events</b>
Group 2: <b>Urban Indigenous Engagement</b>	Group 11: <b>Historical Atlas</b>
Group 3: <b>Training</b>	Group 12: <b>Institutional Representation</b>
Group 4: <b>Implementation Governance</b>	Group 13: <b>Cultural Access</b>
Group 5: <b>Relationship Framework</b>	Group 14: <b>Environmental Racism</b>
Group 6: <b>Redress/ Revenue Sharing</b>	Group 15: <b>Infrastructure &amp; Environment</b>
Group 7: <b>Housing</b>	Group 16: <b>Public Accountability</b>
Group 8: <b>Procurement</b>	Group 17: <b>Working with Partners</b>
Group 9: <b>Public Realm</b>	Group 18: <b>Legislation</b>

Report Preparation and Approvals

The report was compiled in large part from “snapshots” of goals and actions developed by each intergovernmental Action Group. The work was condensed and clarified for a more general audience and introductory content and appendices were added. A first draft was reviewed by

staff from all four governments, external experts selected by the Task Force, the Steering Committee and the Intergovernmental Table. The first draft was also shared with Vancouver City Council.

The second draft was reviewed by staff from all four governments, external experts selected by the Task Force, the Steering Committee and the Intergovernmental Table. It was also reviewed by all four Councils before being presented for endorsement.

#### Urban Indigenous Engagement

In the development of the City of Vancouver UNDRIP Strategy and the initial Action Plan, focus has been on the foundational work of the government-to-government relationships with Musqueam, Squamish, and Tsleil-Waututh and the City of Vancouver.

An important step in the development of this UNDRIP Action Plan has been to initiate engagement with diverse urban Indigenous residents in the city. As directed by the MSTV Intergovernmental Table, urban Indigenous engagement is a City-led process, running parallel to the intergovernmental process, and reporting back on major findings to the MSTV Intergovernmental Table.

Engagements began in November of 2023, and continued through the winter and spring. In total, this has included four urban Indigenous dialogues, led by Indigenous staff and facilitators, as well as a large urban Indigenous Summit to report back on findings and next steps.

In keeping with the themes of the City of Vancouver UNDRIP Strategy, key themes for initial engagement include:

- Right Relations (among the City, local Nations, diverse urban Indigenous communities and non-Indigenous residents)
- Urban Indigenous Representation at the City of Vancouver
- Social, Cultural and Economic Wellbeing for urban Indigenous communities
- Addressing anti-Indigenous Racism and Discrimination

Findings of initial urban Indigenous engagement were reported back to the MSTV Intergovernmental Table, which provided direction on how to continue inviting urban Indigenous priorities and perspectives through Action Plan implementation. Through engagement with urban Indigenous community, City staff are also directed to develop a fulsome framework for ongoing urban Indigenous representation in the Action Plan implementation and at City Hall more broadly (see [Action Group 2](#)).

## Glossary of Terms

### **Aboriginal rights and title (n.)**

The inherent, collective rights of Indigenous Peoples to own, manage and use traditional lands and resources. Aboriginal title and rights are based on continuous, non-stop occupation and use. These rights are inherent, which means nobody can take them away. The right to fish and the right to hunt in traditional territories are examples of Aboriginal rights.

### **Assimilate (v.), assimilation (n.)**

Assimilation describes a process whereby a person or group of people become part of another (often dominant) group by adopting its culture, and often by losing their own. Residential schools are an example of an attempt at assimilation of Indigenous Peoples by the Canadian government and have also been recognized as an act of genocide.

### **Band or Indian Band (n.)**

A politically defined group of status First Nations people defined by the Indian Act. A band does not always include an entire First Nation. Each band has a political representative structure and administrative functions.

### **Chief (n.)**

Common term used to describe the leader of a First Nation or band. A Chief may be an elected official under the Indian Act, or a hereditary or recognized leader in a traditional system in a community. In their political structure, the Squamish Nation has a Chair and Spokespeople fulfilling the roles often fulfilled by Chiefs in other Indigenous Band or Nation Councils.

### **Colonial Audit**

A colonial audit seeks to identify the ways in which colonial processes of displacement, dispossession, cultural erasure, and anti-Indigenous racism continue to show up through City institutions, services, programs, and policies. See for example the [Vancouver Park Board Colonial Audit](#).

### **Colonize (v.), Colonization (n.)**

The encroachment upon, and marginalization or displacement of the laws, authority, and/or population of group by another group by various means. This generally involves the appropriation of land and/or resources. The term colonization describes the treatment of Indigenous Peoples by the Canadian government.

### **Constitution (n.)**

In Canada, it is the highest law, first written in 1867. Section 35 of the Constitution affirms the unique Indigenous rights of First Nations, Metis, and Inuit.

**Distinctions-Based Approach (n.)**

An approach to Indigenous rights recognition and reconciliation that recognizes the unique and distinct rights and priorities of First Nations, Metis and Inuit. The City follows the distinctions-based approach outlined by the Province. See the [Province of British Columbia Distinctions-based Approach Primer](#).

**Elder (n.)**

An older person who is very knowledgeable about the history, laws, values and teachings of their own culture. They are a role model and teacher to all members of the community.

**Environmental Racism (n.)**

As a preliminary definition, the partners describe “environmental racism” as the set of systemic practices, policies, procedures, and legislation that have the effect of concentrating adverse environmental impacts on marginalized communities (e.g. industrial pollution, pollutant runoff, deforestation). In this case our understanding of environmental racism focuses specifically on the negative environmental effects impacting Musqueam, Squamish, and Tsleil-Waututh communities in violation of their inherent rights, laws, and longstanding practices of stewardship in these territories.

**First Nation (n.)**

A group of First Peoples in what is now Canada who are united by language and culture. There are over 614 First Nations across Canada with a vast diversity in languages and cultures. First Nations people are Indigenous people who do not identify as Inuit or Métis.

“First Nation” can refer to a band, a reserve-based community, or a larger tribal grouping and the members comprise them.

**Indian (n.), Indian status (n.)**

A First Nations person as described under the Indian Act. This word should not be used except as a legal term.

**Indian Act (n.)**

Major federal legislation that governs First Nations people with “Indian status”, the political organization of First Nations and Indian Bands, and various aspects of the authority and administration of First Nations and Indian Bands.

**Indigenous (adj.)**

A term that refers to First peoples who are the original inhabitants of a place, used particularly to distinguish First Peoples from later settlers in colonial settings. In this document the term “Indigenous” is used throughout. Canada recognizes three distinct groups of Indigenous people: First Nations, Métis, and Inuit.

**Land claim (n.)**

A First Nation’s legal demand for control over their traditional territory. The Federal Government calls modern treaties “Comprehensive Land Claims.”

**Local First Nation (n.)**

A First Nation on whose traditional territory you are living or visiting. The local First Nations in Vancouver are Musqueam, Squamish and Tsleil-Waututh; they have unique rights and title in these territories.

**Protocol (n.)**

A system of rules and directions about the correct ways to behave in various contexts and various occasions. In this document “protocol” refers specifically to the laws, rules, and practices of Indigenous Peoples.

**Right Relations (n./v.)**

The term right relations is used in this document to describe a state and approach that grounds relationships in recognition and respect for the unique rights of Musqueam, Squamish, and Tsleil-Waututh in these territories. This approach sets the foundation for good relations between Musqueam, Squamish, and Tsleil-Waututh and the City of Vancouver, urban Indigenous residents, non-Indigenous residents, and visitors to the city.

**Reserve (n.)**

Lands held by the Crown that have been set aside for “the use and benefit” of Indian Bands or First Nations. Musqueam Indian Reserve 2 and Senakw (formerly Kitsilano Indian Reserve) are reserve lands within the city of Vancouver.

**Referral (n.) referral process (n.)**

The City uses the term “referral” to apply to projects, strategies, programs or initiatives that are shared with Musqueam, Squamish and Tsleil-Waututh with opportunities to engage, review, assess, advise, collaborate or partner (e.g. inform the planning of City facilities, review potential environmental impact of City engineering work, etc.). The City has worked with staff at Musqueam, Squamish, and Tsleil-Waututh to develop and continually streamline a process to communicate referrals in a timely and organized way.

**Self-determination (n.)**

The right of a People or Nation to govern themselves and determine their own political, economic and cultural futures independent of external interference.

**Time immemorial/ time out of mind (n.)**

A term frequently used to describe an origin point or the earliest threads of oral history.

**Tradition (n.), traditional (adj.)**

A longstanding manner of doing things, especially when it is passed down within families, communities and Nations.

**Traditional territory (n.)**

Land that a First Nation has a longstanding and ongoing relationship to. First Nations have unique rights and title within their traditional territories.

**Unceded land (n.)**

Land that Aboriginal people have not given up or signed away through a treaty, defeat, trade or any other means recognized in colonial or Indigenous law.

**Urban Indigenous people (n.)**

First Nations, Inuit, and Métis peoples from all across the continent who live in urban settings. This is most frequently used to describe people who reside in cities outside of their traditional territories. The city of Vancouver has a large and diverse urban Indigenous population.

**Urban Indigenous Peoples Advisory Committee (UIPAC) (n.)**

An advisory committee to Vancouver City Council made up of urban Indigenous community members. Find more information [here](#).