

**Tsleil-Waututh Nation**

**Law No. 34**

**A Law to adopt a Land Use Plan for the Tsleil-Waututh Nation**

**PREAMBLE**

**WHEREAS** pursuant to the provisions of section 5.7 of the *Tsleil-Waututh Nation Land Code*, Council instructed staff to prepare a Land Use Plan for the Tsleil-Waututh reserve lands;

**AND WHEREAS** pursuant to the provisions of section 29.7 of the *Tsleil-Waututh Nation Land Code*, development and consideration of this Law shall be in accordance with procedures set out in Part 3 of the *Tsleil-Waututh Nation Land Code*;

**AND WHEREAS** the Chief and Council directed staff to prepare a Land Use Plan for the cultural, social, environmental and economic sustainability of Tsleil-Waututh Reserve Lands.

**AND WHEREAS** the Land Use Plan was prepared with input from the Tsleil-Waututh community through a community-led process that included Community Meetings and Events, Working Group Meetings, Surveys, and Open Houses;

**AND WHEREAS** in preparing the Land Use Plan, staff have given consideration to the *Tsleil-Waututh Nation Land Code*, *Tsleil-Waututh Nation Comprehensive Community Plan*, *Tsleil-Waututh Nation Stewardship Policy* and the *Burrard Inlet Action Plan* to ensure consistency between them and the Land Use Plan;

**AND WHEREAS** the Tsleil-Waututh values the need to respect, protect and promote its heritage, culture and traditions as the driving force of its success and destiny while understanding that these practices may change and require contemporary expression;

**NOW THEREFORE** the Council of the Tsleil-Waututh Nation enacts as follows:

1. The document entitled “Tsleil-Waututh Nation Land Use Plan 2019”, a copy of which is attached hereto as Schedule A and forms part of this Law, is hereby designated as the official Land Use Plan of the Tsleil-Waututh Nation and applies to all areas of Tsleil-Waututh Reserve Lands.

**PART 1 - INTRODUCTION**

**Short Title**

2. This Law may be cited as the *Tsleil-Waututh Nation Land Use Plan Law 2019*.

## **Interpretation**

3. In this Law, unless the context otherwise requires,

**“Band Council Resolution”** means a formal motion moved by a Council member, seconded by another Council member and passed by a quorum of Council at a duly convened meeting;

**“Council”** means the lawfully elected governing body of Tsleil-Waututh and includes the Chief;

**“Eligible Voter”** means a person who:

- (a) has attained the age of eighteen (18) years;
- (b) is listed on the Membership List; and
- (c) has been added to the Eligible Voters List;

**“Eligible Voters List”** means an alphabetical list of Eligible Voters, indicating the name and address of the Eligible Voter;

**“Manager of Lands”** means the person appointed by Resolution to oversee the day to day operations of the Tsleil-Waututh Lands Office in relation to the Tsleil-Waututh Nation Land Code;

**“Majority”** means more than fifty (50) percent;

**“Member”** means a person registered on the Membership List;

**“Membership List”** means the list of names of Members maintained by Tsleil-Waututh Nation;

**“Person”** means an individual, corporation, body corporate, partnership, joint venture, association, trust, or unincorporated organization of any trustee, executor, administrator, or other legal representative;

**“Public Infrastructure”** includes:

- (a) water systems;
- (b) sanitary and storm sewers;
- (c) roads, sidewalks and trails; and
- (d) traffic signals, crossings and similar features normally considered part of the civic infrastructure (Hydro / Tel) or Utility Systems;

**“Special Membership Hearing”** means a hearing held as required for Members to consider a proposed Amendment to this Law in the presence of Council;

**“Special Membership Meeting”** means a meeting held as required for Members in attendance at the meeting to vote for a proposed Amendment to this Law;

**“Tsleil-Waututh Reserve Lands”**, commonly known as the Burrard Inlet Indian Reserve No. 3 and Inlailawatash Indian Reserve No. 4 and 4A, has the same meaning as in the *Tsleil-Waututh Nation Land Code*; and

**“Tsleil-Waututh Lands Office”** means the office established by the Council to assist in the management and administration of Tsleil-Waututh Reserve Lands.

### **Land Use Definition**

4. The whole of the area within the boundaries of Tsleil-Waututh Reserve Lands is divided into land use designations which are identified in Schedule A of this Law.

### **Severability**

5. If any provision of this Law is found invalid, such provision is severable.

## **PART 2 - AMENDMENT TO THE *TSLEIL-WAUTUTH NATION LAND USE PLAN 2019***

### **Amendment Requirement for Land Use**

6. An Amendment to the *Tsleil-Waututh Nation Land Use Plan Law 2019* is required if a proposed use of land is not permitted under the existing land use defined in Schedule A of this Law.

### **Amendment of text of Land Use Plan**

7. Any addition, deletion, correction, or other change to the text of this Law requires an Amendment to this Law.

### **Application for Amendment**

8. Any person applying to amend this Law shall apply in writing to the Tsleil-Waututh Lands Office in the form determined by the Manager of Lands.
9. An application to amend this Law shall include payment of fees as prescribed by Manager of Lands on the date of application.
10. The applicant form may be obtained from the Tsleil-Waututh Lands Office.

11. Notwithstanding anything contained within this Part, an application to amend the text of this Law pursuant to section 7 of this Law must be signed by at least twenty-five (25) Eligible Voters.
12. Council shall amend this Law in accordance with this Part.
13. Notwithstanding anything contained within this Part, an application for a proposed amendment to this Law which has been rejected by Council within the previous 6 months shall not be accepted.

#### **Initiation of Amendment Process**

14. The process for Amendment to this Law may be initiated by:
  - (a) Council, by Resolution, setting out the specific subject matter of the proposed amendment; or
  - (b) An Application made pursuant to Section 8.
15. Upon initiation of an Amendment to this Law, Council shall provide notice to the Membership of the proposed Amendments to this Law.
16. Notice shall be provided to the Membership by:
  - (a) Publication of a notice in the Tsleil-Waututh newsletter to Eligible Voters or by separate written notice, delivered, mailed or emailed to Eligible Voters; and
  - (b) Posting of the notice in a public area of the Tsleil-Waututh administration building.
17. The notice shall request written comments from Members on the content of the proposed Amendment, and shall specify a date at least twenty (20) days from the date of the notice for Members to respond to Council.
18. Upon expiration of the time for submitting comments, Council shall take into consideration the comments received, the needs of the community and other relevant matters and, if it deems it appropriate, may prepare a draft Amendment.

#### **First Reading: Acceptance in Principle**

19. Upon completion of the draft Amendment, Council shall table the draft Amendment at a regular meeting of Council.
20. After considering the draft Amendment at the Council meeting, Council shall, by Resolution:

- (a) Accept the draft Amendment in principle;
  - (b) Reject the draft Amendment; or
  - (c) Request further work on the draft Amendment and decide to re-table the draft Amendment at the future Council Meeting.
21. Upon the request of an Eligible Voter, Council shall explain the reasons for rejecting the draft Amendment.

**Second Reading: Special Membership Hearing**

22. Where Council has accepted the draft Amendment in principle, it shall schedule a Special Membership Hearing for the purpose of considering the draft Amendment, and shall provide notice to the Membership at least twenty (20) days before the date of the meaning.
23. The notice required under section 22 shall include:
- (a) The date, time and place of the Special Membership Hearing;
  - (b) A summary of the draft Amendment; and
  - (c) Notification that a full copy of the draft Amendment can be obtained by Members at the Tsleil-Waututh administration building.
24. Notice shall be provided to the Membership by:
- (a) Publication in the Tsleil-Waututh newsletter distributed to Eligible Voters, or by separate written notice delivered, mailed or emailed to Eligible Voters; and
  - (b) Posting of the notice in a public area of the Tsleil-Waututh administration building.
25. Copies of the draft Amendment shall be made available to Members attending the Special Membership Hearing.
26. At the Special Membership Hearing, Council or its designate shall explain the purpose and provisions of the draft Amendment, and Members may ask questions and provide comments.

**Third Reading: Enactment of the Law**

27. After the Special Membership Hearing, Council shall consider the comments received from Members, the needs of the community and other relevant matters, and shall prepare

a final draft Amendment that will be considered for enactment at the next Council meeting.

28. Notice of the Council meeting where the final draft Amendment will be considered shall be posted at least ten (10) days before the meeting in a public area of the Tsleil-Waututh administration building and shall include:

- (a) A summary of the final draft Amendment;
- (b) Notification that full copy of the final draft Amendment law can be obtained by Members at the Tsleil-Waututh administration building;
- (c) A statement that the final draft Amendment will be considered for enactment at the Council meeting; and
- (d) The date, time and place of the Council meeting.

29. At the Council meeting, Council shall consider the final draft Amendment and, by Resolution:

- (a) Enact the final draft Amendment for this Law;
- (b) Make changes to the final draft Amendment;
- (c) Reject the final draft Amendment;
- (d) Decide to hold another Special Membership Hearing for further comment on the draft Amendment;
- (e) Refer the final draft Amendment to a Special Membership Meeting for enactment by Eligible Voters; or
- (f) Require a referendum, to be held in accordance with Part 9 of the Land Code to enact the Amendment.

30. Council shall post notice in a public place of the Tsleil-Waututh administration building, setting out the decision reached by Council concerning a final draft amendment.

#### **Substantive changes to final draft amendment**

31. Where Council decides to make substantive changes to a final draft amendment, Council shall schedule a further Special Membership Hearing to consider the draft law and the procedure shall follow sections 22 to 26 of this Law.

**Special Membership Meeting pursuant to subsection 29(e) of this Law**

32. Where Council decides to refer the final draft amendment to a Special Membership Meeting for enactment by Eligible Voters present at such meeting, Council shall schedule a date for the Special Membership Meeting.
33. Notice of the Special Membership Meeting where the final draft amendment will be considered for enactment shall be given to the Membership at least twenty (20) days before the meeting and shall include:
  - (a) A summary of the final draft Amendment;
  - (b) Notification that full copy of the final draft Amendment law can be obtained by Members at the Tsleil-Waututh administration building;
  - (c) A statement that there will be a vote by secret ballot of the Eligible Voters present at the Special Membership Meeting to make a decision on whether or not to enact the final draft amendment; and
  - (d) The date, time and place of the Special Membership Meeting also specifying the time period during which voting will take place.
34. Notice of the Special Membership Meeting shall be provided to the Membership by:
  - (a) Publication in the Tsleil-Waututh newsletter distributed to Eligible Voters, or by separate written notice delivered, mailed or emailed to Eligible Voters; and
  - (b) Posting of the notice in a public area of the Tsleil-Waututh administration building.
35. At the Special Membership Meeting, copies of the final draft Amendment shall be made available to Members in attendance.
36. At the Special Membership Meeting, the purpose and provisions of the final draft Amendment shall be explained to the Members present at the meeting, and Members shall be entitled to ask questions and provide comments.
37. Upon completion of discussion on the final draft Amendment the Eligible Voters, including Council Members, present at the Special Membership Meeting shall vote by secret ballot on the final draft amendment.
38. The Amendment shall be deemed enacted if a Majority of Eligible Voters present at the Special Membership Meeting vote in favour of enacting the law.
39. The decision at the Special Membership Meeting shall be recorded in the minutes and shall have the same effect as a Resolution enacting a Tsleil-Waututh Amendment.

**Referendum pursuant to subsection 29(f) of this Law**

40. The result of a referendum shall have the same effect as a Resolution enacting a Tsleil-Waututh Amendment.

**Signing the Enacted Amendment**

41. All Council Members who signed a Resolution under subsection 29(a) to enact a Tsleil-Waututh Amendment shall also sign the Tsleil-Waututh Amendment.
42. A Tsleil-Waututh Amendment to this Law enacted by vote of Eligible Voters at a Special Membership Meeting or enacted by referendum shall be signed by all Council Members.

**Date of Coming into Effect**

43. A Tsleil-Waututh Amendment to this Law enacted by Resolution shall come into effect on the date of Resolution was passed or on such date specified in the Resolution.
44. A Tsleil-Waututh Amendment to this Law enacted by vote of Eligible Voters at a Special Membership Meeting or enacted by a referendum shall come into effect on the date of the Special Membership Meeting or on the date of the referendum.

**Notice of Enactment**

45. Notice of the enactment of an Amendment to this Law shall be posted in a public area of the Tsleil-Waututh administration building within seven (7) days of its enactment.

**Register**

46. Where an Amendment to the law has been enacted, original copies of the Amendment shall be deposited in the register of Tsleil-Waututh Nation Laws.

**PART 3 – EXCEPTIONS**

**Public Infrastructure Exception**

47. Notwithstanding anything in this Law to the contrary, Part 2 of this Law does not apply to public infrastructure.

## PART 4 – REVIEW PROCESS

### Five Year Review

48. Commencing on the date of this Law coming into force, the Tsleil-Waututh Lands Office will review the *Tsleil-Waututh Nation Land Use Plan Law 2019* every five years.

49. On the completion of a review referred to in section 48 of this Law, Tsleil-Waututh Lands Office shall provide a report of the review to Council.

READ a first time the                      11 day of January 2018

Special Membership Meeting            26 day of November 2018

READ a second time the                26 day of November 2018

READ a third time the                  22 day of January 2019

This law is hereby adopted at a duly convened meeting of the Council of the Tsleil-Waututh Nation this 22 day of January, 2019.

Voting in favour of this Law are the following Members of the Council.

  
Chief Maureen Thomas

  
Councillor Michelle George

  
Councillor Charlene Aleck

  
Councillor Liana Martin

  
Councillor Deanna George

  
Councillor Jennifer Thomas

[illegible]

**Schedule A**  
**Tsleil-Waututh Nation Land Use Plan 2019**



Tsleil-  
Waututh  
Nation

Land Use Plan

# Land Use Plan

A plan to guide the use and development of Tsleil-Waututh reserve land over the next 100 years.

2019-2119

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## Tsleil-Waututh Nation Declaration<sup>1</sup>

*We are the Tsleil-Waututh First Nation, the People of the Inlet.  
We have lived in and along our Inlet since time out of mind.  
We have been here since the Creator transformed the Wolf  
into that first Tsleil-Wautt, and made the Wolf  
responsible for this land.*

*We have always been here and we will always be here.  
Our people are here to care for our land and water.  
It is our obligation and birthright  
To be the caretakers and protectors of our Inlet.*

*Our people descended from powerful Hereditary leaders, Waut-salk and Sla-holt  
We know where we come from and we know who we are  
We respect our heritage and  
Nothing can change our history and our truth.*

*Our people travelled far and wide on our traditional territory, they paddled  
Our waters and climbed our mountains.  
They understood the richness that our traditional territory held, and in  
Understanding this, they knew our land.  
Our ancestors were responsible for our rivers, streams, beaches and forests  
Of our traditional territory.  
Our people knew our land well because it was for the benefit of everyone.*

*Our Tsleil-Waututh Nation is moving into our future.  
Our children and our land are our future.  
Our future will bring enough for our children's children to thrive.  
We are looking forward,  
We are ready to meet the next millennium.*

*Therefore, be it known far and wide that our Tsleil-Waututh Nation, the  
People of the Inlet, are responsible for and belong to our traditional territory.  
Let it be known that our Tsleil-Waututh Nation is a Nation unto itself,  
Holding traditional territory for its people.*

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<sup>1</sup> Taken from the Tsleil-Waututh Nation Constitution (1997)

## Acknowledgements

This land use plan would not have been possible without the work, ideas, and collaboration of a number of people. Hay ce:p q̓a si:yern to the following people:

Tsleil-Waututh Nation (TWN) Council:

- Chief Maureen Thomas
- Councillor Liana Martin
- Councillor Deanna B. George
- Councillor Charlene Aleck
- Councillor Jen Thomas
- Councillor Michelle R. George
- (Former) Councillor Travis George

TWN's Land Use Planning Working Group members:

- Gordon Dick, Artist & LUP Logo Designer
- Christine George
- Margaret R. George
- Amanda George-Thomas
- Leah George- Wilson
- Vanessa Gonzalez
- Dan Herrick
- Cody LaRock
- Roderick Louis
- Heidi Martin
- Councillor Liana Martin (former Council Representative)
- Mike O'Neill
- Debbie Sisson
- John Sisson
- Cassandra Smith

TWN's Lands Advisory Committee:

- Dan Herrick
- Ernest (Iggy) George
- Councillor Jen Thomas (Council Representative)
- Maureen Thomas
- Quanah Weedon
- Michelle R. George (former member)
- Luke Thomas (former member)

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- Bonita J. Angel
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- Debbie George
- Dee George
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- Gord George
- Margaret George
- Delores Jim
- Doreen Parnell
- Alice Thomas
- Pat Thomas

TWN Staff who participated in meetings and assisted in reviewing the plan:

- Mattias Boon
- Lisa Cyr
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Indigenous and  
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et du Nord Canada

## Glossary of Terms

**Allotments** – the Tsleil-Waututh Land Code defines an allotment as lawful possession of a part of TWN reserve land held by a TWN member. The TWN Land Code (2007) states that no new Allotments of TWN reserve lands will be granted until a Tsleil-Waututh Law has been passed to establish policy, procedure and criteria for granting Allotments. TWN Members might currently hold an allotment to TWN land as a Certificate of Possession (CP), Notice of Entitlement (NE) or No Evidence of Title Issued (NETI) which was established before the Land Code came into effect.

**Amenities** – anything that improves the quality of life in an area, beyond the bare essentials for health and safety. Community amenities could include community buildings (like a gym or health centre), commercial businesses (like a grocery store or hair salon), or outdoor spaces (like trails or parks).

**Coastal Inundation** – the temporary or permanent flooding of a portion of land within the coastal zone.

**Community Members** – refers to anyone who lives within the Tsleil-Waututh “village,” including TWN Members and their families who may not be Members, but are part of the community, participating in community activities, using community facilities, etc.

**Culvert** – a tunnel carrying a stream or open drain under a road. For example, on IR#3 there are culverts carrying water from George, Thomas, and Big John Creek under Dollarton Highway to Burrard Inlet.

**Density** – when referring to housing, this is a description of how many housing units are allowed in a certain area, or lot. For example, low density might be a house or duplex, meaning only one or two housing units on a lot, while high density would be a high-rise apartment building with dozens of units on the lot.

**Estuary** – where the mouth of a river or creek meets the tide. On IR#3, estuaries are where the creeks on reserve flow into Burrard Inlet providing important fish habitat.

**Explore (opportunities)** – this language is used for land use Policies and Objectives that require further research and/or engagement before a decision can be made. “Opportunities” are ideas that have been suggested throughout the land use planning process by Community Members or staff, but for which no clear consensus has emerged yet as to whether or not they should be pursued.

**Feasibility** – the extent to which something can be easily done.

**Invasive Species** – Species of plants or animals that are not native to the local territory. Sometimes, invasive species can threaten local species by taking over habitat, like when Himalayan blackberries take over areas of the forest so other local berries cannot grow. Invasive species are also sometimes dangerous, such as Giant Hogweed which can give people bad rashes or burns.

**IR#3 Residents** – refers to everyone who resides on TWN reserve land, including TWN Members, Community Members, Leaseholders, and renters, who make their home on IR#3.

**Leasehold** – Land or a building for which a registered lease agreement has been entered into, for a known amount of time. On reserve, land cannot be bought or sold by non-TWN Members. However, TWN Members and non-Members alike can purchase Leasehold property. On IR#3, Raven Woods has

housing developments for which 99 year leases were granted for each development, and subleases were entered into for each unit. Leaseholders can sublease their unit for the remainder of the term of their lease.

**Mitigate** – to make something less severe or harmful. In the case of climate change, we can mitigate climate change by reducing emissions, preserving forest, etc. While we mitigate climate change by reducing its causes, we also have to adapt to climate change impacts as they are already occurring.

**Mixed use** – refers to a development or building that contains different types of land uses. When the uses are compatible (e.g. they do not create conflict for each other due to noise, traffic, etc.) they can be a convenient and efficient use of space. For example, an apartment building might have a grocery store on the main floor that would give residents convenient access to shopping.

**Objective** – In this land use plan, Objectives are goals, or descriptions of what TWN hopes to achieve in certain areas or categories. For example, an Objective of Neighbourhood Commercial land use might be to create employment for TWN Members.

**Policy** – what action will be taken and what guidelines will be followed to achieve any given Objective. For example, an Objective of the Neighbourhood Commercial land use is to employ TWN Members, so a Policy is to give priority for new developments which will create employment opportunities.

**Proactive** – causing something to happen rather than responding to it after it has happened.

**Resilience** – the ability to withstand, and/or recover quickly from something. For example, infrastructure is resilient to climate change impacts if it built to withstand sea level rise.

**Row Houses, Townhouses** – These are types of medium-density housing in which each unit has its own door to the outside, but units share a common wall between them and often look similar. They are usually 2-3 stories and may include shared green space, parking lot, etc.

**Sleil-Waututh** – the traditional name for the historical Tsleil-Waututh village site where Burrard Inlet IR#3 is located.

**Secondary Suites** – A secondary suite is a separate dwelling unit within a property. A house might have one or more secondary suites, for example a basement suite, or coach house in addition to the main unit. Secondary suites are intended for rental housing.

**Shoreline Hardening** – This is the process of changing shoreline, by adding structures such as seawalls or jetties. Hardened shorelines can cause erosion and shrinkage of habitats.

**Stewardship** – Stewardship is the value of being a caretaker. Tsleil-Waututh people have always been stewards of the lands, waters, air, plants and animals in TWN's territory. Environmental stewardship is the duty to protect the environment of TWN's territory and to work to restore it where it has been damaged.

**Subsidized** – to be partially supported (helped out) financially. For example, TWN social housing units are subsidized so that TWN covers part of the cost of rent to make the home more affordable.

**tə təməxʷs ʔ sməñe:m** – A həñqəminəñ sentence that is being used to describe a land use under this Land Use Plan and which, roughly translated, means "The land for the descendants". In this definition, descendants includes all past, present and future generations of Tsleil-Waututh People.

**TWN Members** – refers to legal Members of the Tsleil-Waututh Nation under the TWN Membership Code, who (at the age of 18) have voting rights within the Nation and have an interest in Tsleil-Waututh Nation reserve lands and resources.

**(Dwelling) Unit** – A dwelling, or housing unit, is a self-contained home for one individual or family, with its own entrance from the street or a common corridor and including a washroom, kitchen, sleeping and living space.

## 1.0 Introduction

### About Tsleil-Waututh Nation and Sleil-Waututh

The Tsleil-Waututh people have lived along the shores of Burrard Inlet since time out of mind. The name Tsleil-Waututh means People of the Inlet in our hə́nqə́mīnə́m language. Our ancestors, who numbered in the many thousands, maintained villages around what is now called the Burrard Inlet. Tsleil-Waututh Nation has a long-held legal obligation to steward the water, land, and air throughout the territory, especially around Burrard Inlet, according to our protocols for use and management of resources.

In 1869, Canada carved out the Tsleil-Waututh Nation reserves from our territory; Burrard Inlet IR#3 at Sleil-Waututh is the largest, and home to the current Tsleil-Waututh village. Inlailawatash IR#4 and Inlailawatash IR#4A are small and currently uninhabited.<sup>2</sup> Burrard Inlet IR#3, Sleil-Waututh, is 276 acres in size and located on the North Shore of the Burrard Inlet west of Indian Arm. Inlailawatash IR #4 and IR#4A are located at the north end of Indian Arm and are approximately 6 acres in total.

This land use plan applies to Burrard Inlet IR#3 or Sleil-Waututh, and the Inlailawatash reserves (IR#4 and IR#4A). However, Tsleil-Waututh Nation's territory is much larger, as we have never ceded rights and title to our territory. Furthermore, Tsleil-Waututh Nation now owns a growing number of parcels within our territory as fee-simple lands, as sole owner or in partnerships. Without prejudice to the above rights, this Land Use Plan has been developed under the mandate of the Tsleil-Waututh Nation Land Code (2007), which applies only to TWN reserve lands.

### Purpose of the Plan

The purpose of this plan is to provide the vision, principles, and guidelines for how land use and development will occur on Tsleil-Waututh Nation reserve lands over the next 100 years. The 100 year timeframe was chosen to reflect the long-term impacts of decisions made today – for example, land leases on TWN reserve land have historically been 99 years in length, and full remediation to restore the health of Burrard Inlet will take at least several decades.

This plan will be used as a tool by TWN Council, staff, Community Members and other parties, to guide decision-making. It aims to ensure that land use decisions reflect the Tsleil-Waututh community's values and priorities, and responsibly consider current and future constraints and opportunities on Tsleil-Waututh lands. The plan is intended to be a living document, which will be revisited and amended on a regular basis to respond to the changing needs and wants of the Tsleil-Waututh Nation. Future amendments to the TWN Land Use Plan may undergo a similar planning process as the one that created this plan, including community engagement, staff, Council, and technical expert input, to eventually be adopted as TWN's new Land Use Plan by TWN Council.

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<sup>2</sup> See Appendix 3 for reference map of Inlailawatash IR#4 and IR#4A.

Tsleil-Waututh Nation, as stewards of our territory, have been planning for and managing the lands, waters, air, and resources of our territory since time out of mind. Although our ability to govern our lands was interrupted over the past 150 years by colonialism, the reserve system and the Indian Act, the adoption of the *Tsleil-Waututh Nation Land Code*<sup>3</sup> in 2007 allowed TWN to resume management of our reserve lands, by opting out of the lands sections of the Indian Act.

## Vision

*Tsleil-Waututh are stewards of the lands, waters, and air - protecting and cleaning up the environment. We respect our culture and laws, while providing opportunities for economic development, public spaces, and affordable housing so future generations of Tsleil-Waututh people can live and thrive in our community.*



*Above: A word cloud showing all the words Community Members used in activities at community meetings and surveys to describe our community 100 years in the future. The size of the words indicates the how often they were used.*

<sup>3</sup> The Tsleil-Waututh Land Code (2007) can be accessed by visiting the TWN Administration Office or the website at [twnation.ca](http://twnation.ca).

<sup>4</sup> The TWN Comprehensive Community Plan (2010) can be accessed by visiting the TWN Administration Office.

## Principles

All land use decisions for TWN reserve lands will be made in keeping with Tsleil-Waututh values. Through a community-led planning process, Community Members were asked what values are important to them in the use and governance of their reserve lands. These values were summarized and grouped by themes. They echo many of the values expressed in the CCP process and other TWN policies and documents. The Tsleil-Waututh community's principles below will serve as guidelines for land use decision-making, and will be found throughout the land use plan.

### Respect

All land use decisions will be guided by respect: for each other, for the land, and for all life.

### Tsleil-Waututh Land

Tsleil-Waututh land is the home of the Tsleil-Waututh Nation – past, present, and future generations. Use of Tsleil-Waututh reserve lands will prioritize the needs of TWN Members and land uses will serve TWN needs first and foremost.

### Community Input and participation

Major land use decisions will be made in an open, participatory, democratic way. This includes informing the community of potential issues and opportunities, incorporating member input, and, where mandated by the Land Code, bringing land use decisions to the TWN Membership through special Membership meetings or referenda.

### Environmental Stewardship:

The Tsleil-Waututh people have always held the role of caretakers of our territory. Just as the lands and waters have sustained us since time out of mind, it is our sacred trust to not only care for them in return, but to restore the health of the environment. The Tsleil-Waututh people have a deep understanding of what the health of our environment means to the lives of our Members. The principles that guide our approach to stewardship are built from teachings passed on by our Elders, our relationship to the land, and our Aboriginal rights, title, and interests. Stewardship is key to preserving Tsleil-Waututh lands and waters for future generations.

#### ○ Connection to nature

The Tsleil-Waututh people have a deep connection to the land and water around us. One of the greatest strengths of TWN reserve land is that it allows the community to stay connected to nature – whether by spending time in the forest, or harvesting food from the waters or forests. Future development will maintain this connection to nature for the benefit of future generations of TWN Members, wherever possible. Part of maintaining the community's connection to land includes Elders teaching younger generations about our land and its value.

#### ○ Eco-friendly development

Development on TWN reserve land will strive to achieve a high standard of environmental sustainability, following or exceeding Canadian environmental law, including use of eco-friendly materials and building practices, energy efficiency, use of renewable energy, and responsible waste management.

#### ○ **Preservation of ecological values**

Future development will use land respectfully and carefully, and will strive for overall environmental improvement for all major developments on TWN lands. In some cases, this may mean that if some amount of environmental destruction is required for a project, an equal or greater positive environmental project will be carried out to make up for it. This may include preservation, restoration and management of the forest, wildlife habitat, creeks, foreshore, Burrard Inlet, and water and air quality.

#### **Family**

One of the biggest strengths of our community is the closeness between family and Community Members. People come together for events and activities, and to support each other in times of need. Land use decisions will make an effort to preserve and support this strong sense of community, creating spaces and opportunities for the community to come together.

#### **Culture**

It is important that future land uses respect Tsleil-Waututh culture and traditions, and allow for the continuation of traditional practices by future generations of Tsleil-Waututh people.

#### **Equity and Governance**

All TWN Members and families should be treated equitably, with fair and transparent decision-making in all areas.

#### **Safety**

We feel safe in our community at Tsleil-Waututh (IR#3). Going forward, land use decisions will aim to preserve and enhance this safety, particularly in traffic concerns and emergency preparedness.

#### **Economic Development**

Tsleil-Waututh lands have been essential to the Nation's economic development. It is important that business activities on Tsleil-Waututh lands generate profits, as well as create opportunities for employment, in order to contribute as much as possible to the well-being of the community.

#### **Wellness**

Land use decisions will prioritize the health and wellness of the community.

#### **Beauty**

Future land uses should maintain the natural beauty of Tsleil-Waututh lands and waters, keep the community clean and, where possible, preserve the landscape for future generations to enjoy.

#### **Self-Reliance**

The Nation will strive to be self-sufficient in its land management, governance and service delivery wherever possible. Strategic partnerships will support the Nation's capacity and will bridge gaps where necessary.

## 2.0 Background and Planning Context

### Our History

Prior to contact, our oral history has taught us there were over ten thousand Tsleil-Waututh using the territory. Our ancestors' survival was dependent on cycles of hunting, harvesting and preserving foods, and on trade, using our land and water transportation networks and relying on protocols we had with our neighbors.

Our people had what is called a "seasonal round" which involved a complex cycle of food gathering, hunting, and spiritual and cultural activities, which formed the heart of our culture, economy and political structure. In the winter, the community would group in large villages typically located in sheltered bays.<sup>5</sup> Shed-style cedar plank houses up to several hundred feet in length were divided into individual family dwellings. During the winter, our people added to our diet with stored dried foods gathered and processed earlier in the year. Our winter activities included wood carving, weaving blankets of mountain-goat wool, participating in spiritual ceremonies, and renewing friendships and alliances.

In the late spring, families would leave to set up base camps on nearly every beach and protected cove in Tsleil-Waututh territory. Planks from the winter houses were transported by canoe and used to construct the smaller summer structures. Using these camps as a base of operations, our ancestors made trips to hunting, fishing and gathering locations as resources became seasonally available. Some of these resources were used immediately, while others were processed and stored for use during the winter.

In mid-July or early August, most of the Tsleil-Waututh, as well as other Coast Salish groups, travelled to the Fraser River to catch and dry the most favoured type of salmon: sockeye. During this time, people would visit, exchange news of relatives and confirm alliances. Large volumes of many kinds of berries and meats were also harvested and dried during the summer months.

After the Fraser River run finished in the fall, Tsleil-Waututh families would gather in camps on the Indian, Capilano, Seymour and other rivers to fish for pink and chum salmon. Most of the catch was dried or smoked for winter use or for trade. By December, families returned to their winter villages with the goods collected throughout the year, and the yearly cycle began again.

Our Elders tell us that when Europeans began to arrive, a significant portion of our population was lost to disease. There are also many stories that tell of how our people survived other difficult times — colonialism, the reserve system, and residential schools. Throughout these hard times and despite these obstacles, our people helped to build Vancouver and North Vancouver, persevered in our stewardship of the lands and waters of our territory, and continued practicing and passing down our language and culture however we could. We found our way through the change that was happening in the world around us.

In the 1850's, after significant losses to the Tsleil-Waututh population, our main village site was relocated from Tum-tamay-whueton (Belcarra) to the present site of north shore of Burrard Inlet. In

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<sup>5</sup> See Appendix 3 for a map of TWN Major Village sites associated with TWN Oral Histories.

1869, Governor Douglas set aside Burrard Inlet IR#3 at Sleil-Waututh, and in 1876 Canada passed the Indian Act.

Since the 1850's, the lands at Sleil-Waututh (IR#3) have seen a variety of different uses. The forest was hand-logged, and the timber dragged by horses to Burrard Inlet for sale to the mills or used to build community houses. The reserve has seen different agricultural uses over the years, including chicken farming, pig farming and fruit orchards. Whatever was not needed locally was sold or traded regionally for other commodities. Abundant food was also hunted, fished and gathered on the reserve and in the broader territory, including crabs, clams, mussels, oysters, fish, duck, deer, bear, elk, pheasant, berries, and other food and medicine plants (for more detail, see the TWN Traditional Use Study).

Community gatherings took place for many years at the old Community Hall, and after it burned down in 1981, it was replaced by the current TWN Community Centre in 2002. The community Church was completed in the 1950s, and for many years the basement was used for workshops, daycare, classes and a variety of other purposes. The Gathering Place restaurant was another community hub for many years; and when the Community Centre was built, it was moved up to Takaya Golf Centre. The Smoke Shop, which had been attached, was relocated to its own space next to the Administration Building and became the Burrard General Store.

The canoe tradition has been a constant in the Burrard Inlet, and Tsleil-Waututh people have participated in the annual cycle of canoe festivals since they began in the 1920s. Ceremonies and cultural practices have all taken place at Sleil-Waututh (IR#3), although they had to be hidden when traditional spiritual practices were outlawed by the Indian Agency from 1885-1927.

In the late 1980s, the community began to exert economic independence and developed a solid vision for economic development. The Takaya Golf Centre was built to create jobs and wealth for the community. Then construction began on the Raven Woods and Legends projects, and over time many other market housing projects have been built and leased out on the eastern portion of the reserve. Money from these developments has funded many programs and services for TWN Members, such as health, education and social programs. This development has also funded construction of the TWN Community Centre, the Child and Family Development Centre, the upcoming Administration & Health Centre and community housing.<sup>6</sup>

Our community population has regrown from a low of around 13-35 after the epidemics in the early 1800's to approximately 510 at the end of 2016, with about 270 of those TWN Members living on Sleil-Waututh (IR#3) in 114 homes.

## Planning History

Under the Indian Act, the government of Canada seized control of decision-making power over reserve lands. Decisions for our community were made under the oversight of the Indian Agent, with little regard to our people's needs and wants or our own ways of governing. For example, in the 1930s, Canada gave British Columbia approximately 8 acres of land from IR#3 to construct Dollarton Highway

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<sup>6</sup> See Appendix 3 for reference map of Sleil-Waututh (IR#3).

with no compensation for the land. To this day, Dollarton Highway separates the majority of the reserve from the waterfront area, and the specific claim for the land has been settled.

In the early 1970s, TWN began to discuss ways to generate revenues from IR#3 lands. Consultants from P.S. Ross were hired by the Indian Agent on behalf of TWN to prepare a Development Plan for the reserve. That plan showed a commercial marina along the majority of the waterfront area of the reserve. It also showed a diversion of Dollarton Highway to a more northerly route bisecting the reserve, and included more community housing and a school. Roads were planned to connect to adjacent roads in the District of North Vancouver (DNV) at Ghum-Lye, Takaya, and Spa-ath. Ultimately, these plans were dropped, and the road connections were all blocked off until TWN opened the Spa-ath connection around 2012.

Starting in the late 1980s, Indian Affairs began to develop “Physical Development Plans” for IR#3. These were intended to reflect the views and interests of the community, but in reality, they were mainly the ideas of outside engineers. In 1997, consultants from a company called UMA prepared the last of these Physical Development Plans. That plan set out a development pattern somewhat reflective of what exists today. It also included residential development north of the lacrosse box, and a sports field on the site of the new Administration and Health Centre building. After the 1997 plan, Indian Affairs stopped funding physical planning on reserves in BC. A look back at those plans shows that while they guided development patterns, plans are living documents that evolve and change over time.

In 2007, Tsleil-Waututh Nation signed a Framework Agreement with Canada, enacted under the First Nation Land Management Act. In keeping with that agreement, the Tsleil-Waututh community ratified our Land Code, which was approved by a referendum and came into effect on June 6, 2007. This agreement transferred control of our reserve lands back to TWN. The Land Code sets out Tsleil-Waututh Nation’s law-making processes for reassuming responsibility for managing the Nation’s reserve lands. One of the requirements in the Land Code was for the community to create a Land Use Plan for the reserves. This is that plan.

## Environment and Geography

Sleil-Waututh (IR#3) is located on the North Shore of the Burrard Inlet. It is 276 acres in size, surrounded on the West, North and East by the District of North Vancouver (DNV), and on the south by the Burrard Inlet. Dollarton Highway runs across the southern end of the reserve, and is currently owned by the provincial government and managed by the DNV.

There are three creeks that run through Sleil-Waututh (IR#3) – from west to east they are George Creek, Thomas Creek, and Big John Creek. The District of North Vancouver refers to George Creek as Range Creek and to Big John Creek as Taylor Creek, but in this plan, the Tsleil-Waututh names will be used.

The reserve land slopes moderately up from the foreshore, with some areas of the reserve, especially on the north side of Dollarton Highway and surrounding the two eastern creeks steeply sloped (12+%). This complicates prospects for future development in these areas.

The western part of the reserve has largely been developed for TWN Membership use, including community housing, a park, the administrative buildings, a community centre, a daycare, the Catholic

Church, canoe shed, lacrosse box and cemetery. The eastern end of the reserve has been developed over the past 25+ years as market housing on 99-year Leaseholds, known as the Raven Woods developments. This area continues to be developed with Seymour Village, which was approved for development by a referendum in December of 2013. The eastern neighbourhood currently includes 1041 dwelling units, with the potential for another 600-1000 dwelling units in Seymour Village (and potentially more in the coming years), in an area covering about 50 acres.

Flanking the northern boundary of the reserve, between Thomas and Big John Creeks, is the Takaya Golf Centre driving range. The majority of the remaining land between George Creek and Raven Woods is currently undeveloped forested land.

The forest is second or third growth, as the area was hand-logged right up until the development of Dollarton Highway (after which logs could no longer be skidded to the Inlet). It is generally characterized by forest typical of the Coastal Western Hemlock Biogeoclimatic BEC Zone, consisting generally of hemlock, with numerous big leaf maple and Western red cedar, and sparse red alder and Douglas fir. There is a healthy understory of native plants, including salmonberry, huckleberry, bracken and sworn ferns, and vine maple.

A fish study completed in 2015 found that Big John Creek is still fish-bearing. While no fish were found in George or Thomas creeks (due to human influences and resulting changes in water conditions), the possibility could not be ruled out that there may still be some fish in those creeks.

A drainage study done for TWN in 2011 showed that existing drainage systems on reserve are inadequate to prevent flooding during peak storm water events. Surface water from the surrounding neighbourhoods in the District of North Vancouver to the north have increased the flow levels in the creeks running through the reserve to the point where they are not able to accept much more water. With climate change underway, further study is needed to ensure that these creeks do not pose long-term risks to TWN lands.

Furthermore, water quality testing has identified fecal coliform concentrations above federal guidelines for drinking and recreational water quality in George, Thomas and Big John Creeks<sup>7</sup>. A major source of water contamination in Big John Creek is suspected to be around Garibaldi Drive (possibly from a damaged sanitary sewer line north of the reserve that crosses Big John Creek in this area, or from dogs or waterfowl in the park upstream of this location). Further monitoring of the water quality in the creeks, and sourcing additional data from the District of North Vancouver was recommended to confirm findings and get closer to identifying the source(s) of contamination.

Foreshore erosion is also a growing concern due to loss of land and threat to cultural heritage sites. Community Members who swam and harvested in the Inlet in the past are noticing that areas that used to be on land are now under water. Further study is needed to find ways to reduce this erosion, which appears to be caused by climate influences and increased traffic by ever-larger boats travelling in the Inlet.

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<sup>7</sup> Tsleil-Waututh Nation – Surface Water Quality Monitoring Program (2016/2017),” prepared by Teranis Consulting Ltd. and Tsleil-Waututh Nation, dated June 2017; “Tsleil-Waututh Nation – Surface Water Quality Monitoring Program (2010/2011),” prepared by Teranis Consulting Ltd. and Tsleil-Waututh Nation, dated June 2011; Health Canada Guidelines for Recreational Water Quality, Third Edition, date September 2009.

For more on the local environmental context, refer to the TWN Environmental Management Plan (2012).

### **Population and Demographics**

The Tsleil-Waututh Nation population is growing, presenting increased demand for land, homes, services, and revenues. Even in the past 7 years since the TWN Comprehensive Community Plan was approved in 2010, the member population has grown from 449 in 2010 to 510 at the end of 2016, with just over half of the membership living on-reserve.

A recent study commissioned by TWN looked at a number of factors including historic birth and death rates, net in-migration and new TWN Members added, to estimate TWN's overall population over the next 100 years. The preliminary projection would see the Tsleil-Waututh population grow from 510 Members in 2016 to 2,263 by the year 2116.

Population estimates are significant for land use planning for a number of reasons, including the planning of transportation, servicing, economic development, programs and recreation. However perhaps most useful is the ability to predict future housing demand on-reserve. The population model looked at the proportion of what were called 'primary household maintainers' and the historical split between on-and off-reserve Membership, and predicted that by 2116, there would be 898 total Tsleil-Waututh households, with 514 of those households living on-reserve.

At present (2017), there is a current housing stock of 114 member homes on reserve on approximately 33 acres of residential lands. This model estimates a need for an additional 400 housing units on reserve over the next 100 years. In the shorter term, the model predicts a need for an additional 2-3 homes every year over the next 45 years and then an increase to 4-7 new homes every year after 2061.

Due to a relatively small sample size, it is difficult to report accurate statistics on other demographic factors such as family structure, income, education, and employment. However, TWN recently completed a Health Survey in 2016 in which 95 TWN Members responded. Some highlights from the responses to the survey are listed below.

#### **Income**

41% reported household incomes less than \$20,000 per year, 23% made between \$20,000-39,999, 16% made between \$40,000 to \$59,999, 12% made between \$60,000 to \$79,999 and 8% made over \$80,000 per year.

#### **Employment**

51% reported their main activity is working for pay or profit, 12% are caring for family, 8% are self-employed, 11% are going to school, 12% are recovering from illness or disability, and 7% are looking for work.

#### **Household Structure**

12% said they lived alone, 38% said two adults lived within the household, 24% have three adults, 13% have four adults and 12% have 5 or more adults living in the household.

39% said they had no children living with them, 23% have one child, 28% have two children, 9% have 3 children, and 1% have 4 or more children living with them.

### Education

60% completed grade 8-12, 29% completed a post-secondary degree and 10% completed a trade or vocational qualification.

### Language

100% indicated that English is the language they use most in daily life.

60% said that they cannot speak Hə́nqə́mihəm, 29% can speak a few words, 9% can say basic phrases, 2% can speak at an intermediate level and 0% consider themselves fluent speakers.

### Housing

Housing was the biggest topic on the minds of many TWN members throughout the land use planning process. They expressed strong desire to have adequate housing on-reserve for themselves, their children, and future generations of TWN members. There are currently 114 occupied TWN Member housing units on IR#3. These homes were built using different forms of funding and are managed in different ways:

- 20 units were built by TWN Members using individual mortgages, and those Members are responsible to insure and maintain the units themselves.
- 13 units are older homes built using Indian Affairs grants or personal funds, and the Members in those homes are responsible to insure and maintain the units themselves.
- 46 units are currently CMHC social housing units. These are rental units, owned, maintained and insured by TWN. All receive partial rental subsidies from CMHC while the 25 year mortgage is in effect. CMHC did not approve any of these subsidized units between 1993 and 2009. Most of these CMHC social housing units were built after matters were cleared up with CMHC in 2009.
- 35 units were formerly CMHC social housing units.

Although there has not been a definitive survey (like the Health Survey) that addresses housing needs, there are currently 61 applications on file for Members seeking on reserve housing, but 21 of those applicants already live on the reserve.

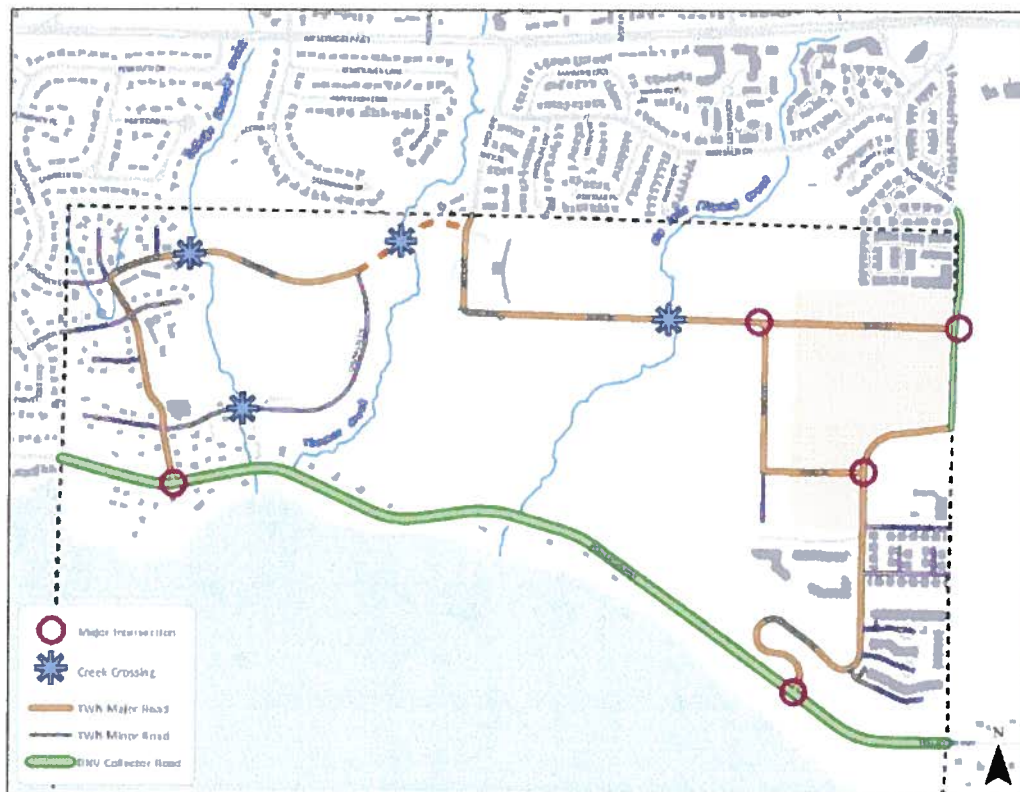
Planning is underway on a new neighbourhood for member housing in the area north of the lacrosse box. A new creek crossing to this area was completed in 2016, and the area is expected to provide enough building sites to meet TWN housing needs for the next 20 years. Construction of this neighbourhood is expected to begin in 2018.

### Transportation

In 2011, a Transportation Planning Review completed by R.F. Binnie & Associates made several recommendations to improve transportation access and safety on-reserve including:

- a) Provide a second access route to the Raven Woods neighbourhood via Roche Point Drive. The current gravel path connecting Roche Point to Raven Woods Drive is not adequate even as a secondary emergency access route. However, this recommendation cannot be implemented without support from the District of North Vancouver to allow TWN to connect to Roche Point Drive. To date, the DNV has said that it will not allow this connection.
- b) Conduct a functional design study to address safety concerns at the intersection of Dollarton and Raven Woods Drive. This intersection may be reaching its capacity as a non-signalized intersection due to continued development in Raven Woods and the lack of a secondary access route.
- c) Improve pedestrian access by adopting a design standard to provide sidewalks on both sides of proposed roadways.
- d) Upgrade trails through the reserve.
- e) Have an electrical engineer review street lighting requirements for the reserve.

In 2015, Urban Systems conducted further transportation planning to determine the reserve's traffic carrying capacity as part of a preliminary Master Servicing Plan. The proposed road network in that plan is as follows:



Among other things, Urban Systems recommended planning for a main connection between Mount Seymour Parkway and Dollarton Highway at Apex Drive to enable potential transit service through the reserve in the future, and expanded on many of the improvements proposed in the Binnie study.

In addition to planning for better connectivity and potential improved public transit service to the community, TWN will continue to explore other transportation options, such as car sharing, electric vehicles, and active transportation infrastructure.

Transportation is a major factor in the land use plan for connectivity, safety, convenience, privacy, economic development opportunities, walkability, and sense of place in one's community.

## **Neighbouring Jurisdictions**

Tsleil-Waututh Nation has lived in our territory since time out of mind, and will continue to do so. TWN acknowledges that our neighbours are also here to stay and seeks to maintain respectful and open dialogue and work in partnership on a government-to-government level with other jurisdictions operating within our territory to benefit all parties involved.

### **District of North Vancouver (DNV)**

Burrard Inlet IR#3 is surrounded on 3 sides by the District of North Vancouver (DNV) (and on one side by the Burrard Inlet). TWN has an agreement with the DNV to provide services to IR#3 including utilities such as water, sewer, and drainage, as well as municipal-type services such as fire protection, road maintenance, garbage and recycling, policing, libraries, parks and recreational opportunities. The agreement includes payment for delivery of these services, though some of these costs are reduced as TWN provides more services to residents of Sleil-Waututh (IR#3), such as parks, trails and recreational opportunities. The latest five-year agreement also includes payments from TWN to the DNV for impacts that new TWN developments have on their roads, pipes and other infrastructure. The current agreement lasts until December 31, 2020, and has rolling renewable 5 year terms to ensure relevance.

### **Port Metro Vancouver**

Although Sleil-Waututh (IR#3) officially extends into the Burrard Inlet, management of the marine portion of the reserve was transferred by Canada to the Port Authority at the turn of the 20<sup>th</sup> century. So Port Metro has jurisdiction over all of the marine areas fronting Sleil-Waututh (IR#3), and TWN needs to cooperate with them on any works in this area. As part of the federal transfer, any profits from economic activities carried out by Port Metro in the TWN water lot directly fronting the reserve must be shared annually on a 50/50 basis with TWN. This generally amounts to about \$5,000/year in revenue to TWN.

### **Metro Vancouver**

Metro Vancouver was developed to pool services needed by all municipalities in the Lower Mainland, including water and sewer treatment, regional parks, regional transportation and air quality. So far, Metro's direct impact on TWN is limited to the Greater Vancouver Sewage & Drainage District sewer trunk line that runs through the reserve along Dollarton Highway and governance of the lands adjacent to IR#4 and 4A. In addition, under the latest DNV service agreement, TWN must now pay Metro a fee for all new development on the reserve to help pay for new sewage treatment facilities.

More broadly, TWN's Treaty, Lands and Resources Department is working with Metro Vancouver to address impacts to Aboriginal rights from Metro Vancouver projects, and will continue work to establish a working relationship to address any opportunities as they arise.

### **Province of British Columbia**

The majority of Provincial laws do not apply to reserve land, but there are some areas of law that interface, including the Provincial Motor Vehicle Act, and laws and regulations related to worker safety, streams, the environment, childcare and areas of family law. Applicable provincial laws, along with the Criminal Code of Canada, are enforced on TWN reserve land through general RCMP services provided by the DNV, as well as an enhanced policing agreement signed in 2008 with the Province, Canada, the Squamish Nation, and the District of West Vancouver.

### **Government of Canada**

Although TWN manages its own land under its Land Code, many federal programs are key for the implementation of TWN land uses including funding to build, operate, maintain and replace some infrastructure and some buildings. Canada Mortgage and Housing Corporation (CMHC) also provides rent subsidies related to social housing and mortgage insurance on Leasehold units. The land survey system and land titles systems must comply with Federal statutes.

### **Utility Companies**

Several utility companies, including BC Hydro, FortisBC (formerly known as Terasen), Telus and Shaw have permits to use TWN reserve land in order to provide services to TWN lands and beyond. These permits are registered in the First Nations Land Registry. In addition, BC Hydro has a power distribution right-of-way along the western boundary and a portion of the northern boundary, and pays rent to TWN for the use of land every 20 years.

### **Alignment with existing plans**

#### **Comprehensive Community Plan (CCP)**

In 2010, TWN adopted a CCP. This plan sets out broad values and objectives for the Nation, ranging from economic development, to governance, to health and wellness, to infrastructure. The CCP also identified a strong interest from the Tsleil-Waututh community to participate in land use decision-making, and thus provides part of the mandate for the community-driven land use planning process. In 2015, a process was undertaken to update TWN's CCP, and many of the values remained the same as in the 2010 CCP. The CCP serves as a starting point for the land use plan, and many of the values and goals in the CCP underlie those in this land use plan.

## **2009 Stewardship Policy**

In 2009, the TWN Stewardship Policy<sup>8</sup> came into force. The 2009 Stewardship Policy invites all governments, individuals and organizations holding land, water or resource interests within Tsleil-Waututh territory, or planning to use the area, to participate in land and resource stewardship. The 2009 Stewardship Policy represents part of TWN's work to resume our stewardship role for the lands and resources of our territory. It allows the Nation to work together with proponents in the territory to ensure that projects are consistent with our role as stewards for the lands, waters, air, and resources in the territory, and that they do not jeopardize Aboriginal rights, title, and interests.

As described in TWN's CCP, implementation of this land use plan will include an adaptation of the 2009 Stewardship Policy for projects taking place on reserve, so that any individual or organization will be held to the same standards and expectations for stewardship on reserve as TWN expects in the broader territory.

## **Burrard Inlet Action Plan**

The Burrard Inlet Action Plan was published in 2015 as a starting point to developing a wide consensus on strategic environmental stewardship actions for the Burrard Inlet. The action plan visualizes a science-based, First Nations-led initiative to improve the health and integrity of Burrard Inlet by 2025. The Sleil-Waututh (IR#3) foreshore is significant for habitat, food harvesting, transportation, and recreational and cultural activities.

TWN has been working diligently to protect, monitor and restore the health of the lands and waters. In addition to other Tsleil-Waututh stewardship initiatives, TWN is leading or actively participating in several ecosystem restoration initiatives throughout Burrard Inlet, including Indian River, Maplewood Mudflats, Seymour River, and the Lynn Creek estuary.

A significant priority of this land use plan is to continue to improve the health and stability of the foreshore, as well as the health of the Burrard Inlet through improvement of the water quality and flows running through the reserve and into the Inlet, while adapting to changing conditions resulting from climate change.

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<sup>8</sup>The 2009 Tsleil-Waututh Nation Stewardship Policy can be accessed through the TWN Treaty, Lands and Resources Department or at [www.twnation.ca](http://www.twnation.ca).

## 3.0 Planning Framework

### Methodology

#### Community Engagement

When TWN's Land Use Planning process was initiated, Council gave a strong mandate for the process to be community driven and led. TWN's CCP also emphasized community participation in land use decision-making. As a result, a major emphasis at every stage of the planning process was placed on community engagement, which included Members of TWN and people living within the community (collectively referred to here as "Community Members"). Community Members decided how to engage and what topics to focus on, and as a result, this plan belongs to the Tsleil-Waututh Community. The Land Use Planning process was launched in November of 2015 when Community Members came together to share photos and stories about how TWN reserve lands have been used historically. TWN Members were invited to join the Working Group to lead the planning process, and 15 Working Group members worked hard throughout the process to help plan and host community events and share information with their friends and families. TWN Members were active participants in this process at every step along the way, sharing great ideas and thoughtful discussion.

#### Community Engagement in Numbers

As of February 2018, community engagement has included:

- 11 community meetings so far (50-100 people at each meeting)
- 31 Working Group meetings
- 19 smaller events (e.g. Elders, Youth, family meetings, off-reserve, staff)
- 1 bus tour in surrounding municipalities, 3 walking tours on reserve
- 2 surveys: 143 survey responses from TWN Members, 402 responses from Leaseholders
- 371 different Community Members have participated at least once (or 764 with Leasehold surveys included).

#### Engagement Activities

In order to reach a broad representation of Tsleil-Waututh Community Members for participation in the land use planning process, as well as to keep the process interesting and engaging, a variety of different engagement methods were used. These included:

*"World Café"*: At large community meetings, Working Group members hosted conversations about various topics at different small tables around the room. Community Members had an opportunity to rotate to different tables/ topics while the host remained, took notes, and then reported back major themes to the larger group.

*Photo Scavenger Hunt*: Youth walked around the community and took photos of places in different categories: e.g. where they feel safe or a good place for new housing.

*Graffiti Wall*: Large sheets of paper covered the walls and Community Members wrote or drew with

markers to answer different questions like “draw your ideal home.”

*Postcard Visioning:* Community Members drew and wrote postcards from 100 years in the future to show the future community that they envisioned.

*Community Mapping:* Community Members worked in groups to arrange shapes of buildings, parks, roads, etc. on a blank map of the community.

*Survey:* Surveys were done both on paper and through an online survey tool.

*Smartphone Polling:* Youth participated in real-time polling using their smartphones connected to a web app, with results being displayed on a large screen.

*PowerPoint Presentations:* Staff and Working Group members gave visual PowerPoint presentations as educational activities and to report back on what was heard.

*Bus Tour:* Planners and residents in neighbouring municipalities hosted Community Members on tours of innovative housing and urban design models off-reserve.

*Open House:* Staff set up stations with information and answered questions.

*Mini-Interviews:* Youth were given a question and a clipboard and took turns interviewing each other, then rotating to a new interview partner.

*Family Feud:* A game based on the TV show helped educate on land use planning topics and get some input on proposed projects.

*House Party:* Community members were invited to a house for sale on reserve to discuss what they liked and didn't like about it, to assist with planning for future housing on reserve.

Details of community engagement including the dates, locations, and formats of each community engagement activity can be found in Appendix 2 of this document.

## Research and Studies

In addition to community engagement, Tsleil-Waututh Nation relied upon professional consultants to study particular areas of relevance to the land use plan. Consultants produced reports in collaboration with TWN staff which have been used to inform the land use plan, including:

- Tsleil-Waututh Nation – Surface Water Quality Monitoring Program – Teranis Consulting Ltd. (2017)
- Tsleil-Waututh Reserve Forest Management Plans – Inlailawatash Limited Partnership (2017)
- Apex Connector Life Cycle Cost Estimates – Urban Systems Ltd. (2017)
- Highest and Best Use Study – Site Economics Ltd. (2017)
- TWN Cemetery Ground-Penetrating Radar Report – Sarah Beaulieu, Simon Fraser University (2017)
- Review of Widths for Three Streams, TWN – Lakeshore Environmental Ltd. (2017)
- Tsleil-Waututh Population Modelling – Urban Futures (2017)
- Dollarton Highway Lot Development Potential – Urban Systems Ltd. (2016)
- Community Subdivision Conceptual Design – Urban Systems Ltd. (2015)
- TWN Sport Field – Design Considerations – Urban Systems Ltd. (2015)
- TWN Draft Master Services Plan – Urban Systems Ltd. (2015)
- TWN – George Creek, Thomas Creek and Big John Creek Fish Presence/ Absence Surveys – Urban Systems Ltd. (2015)
- TWN Conservation Planning for Species at Risk – Land Forest People Consulting Ltd. (2014)
- TWN Draft Future Development Plan – Urban Systems Ltd. (2014)
- Traffic Impact Study – Urban Systems Ltd. (2014)
- Health Centre Feasibility Study – Lubor Trubka & Associates (2012)
- TWN Burrard Inlet IR #3 Environmental Management Plan – Teranis Consulting Ltd. and Land Forest People Consulting Ltd. (2012)
- Drainage Study – TWN Burrard Inlet Reserve #3 North Vancouver – R.F. Binnie & Associates Ltd. (2011)
- Transportation Planning Review - R. F. Binnie & Associates Ltd. (2011)
- Residential Subdivision Feasibility Report – AECOM Canada (2009)
- Tsleil-Waututh Traditional Use Study – Tsleil-Waututh Nation (1998-2000)

## 4.0 Objectives and Policies for Future Land Use

### General

- Honour Tsleil-Waututh culture and values with every land use decision;
- Align all activity and development on Tsleil-Waututh (IR#3) with the 2009 Tsleil-Waututh Nation Stewardship Policy;
- All developments on reserve will meet or beat Canadian environmental laws;
- Where possible, use hənq̓əmin̓əm language in signage, wayfinding, place and building names throughout TWN reserve lands;
- Preserve and enhance a sense of place within the community that represents the Tsleil-Waututh identity on TWN reserve lands;
- Before the granting of a development permit, any new development on reserve will complete necessary due diligence as determined by TWN, including, but not limited to, environmental, archaeological, and geotechnical investigations;
- Consider the development of design guidelines for all new developments to address issues such as energy efficiency, climate change adaptation, beautification, representation of Tsleil-Waututh culture, etc.

### Archaeological

Tsleil-Waututh is one of many village sites that was occupied by Tsleil-Waututh people for thousands of years prior to European contact, and which continues to be occupied by TWN today. There is a wealth of history on this reserve, and the Nation expects that the cultural heritage on reserve will be treated with the same care and respect expected of all archaeological sites within Tsleil-Waututh territory.

#### Objectives

It is the Objective of TWN to:

- Identify archaeological sites within TWN reserve lands;
- Manage, preserve and protect archaeological sites; and
- Ensure that development only takes place after archaeological investigation.

#### Policies

It is the Policy of TWN to:

1. Ensure that an archaeological assessment is done before new construction and development;
2. Ensure that newly found archaeological sites are assessed; and
3. Ensure that new archaeological sites are recorded and added to the appropriate heritage register.

## Food Security

While the Tsleil-Waututh people once had an abundance of local food sources, many of these have been compromised. The shellfish harvest in the Burrard Inlet was closed in 1972 due to unsafe levels of contamination.

Thanks to concerted stewardship and monitoring efforts on the part of TWN's Treaty, Lands and Resources Department, the first shellfish harvest in Indian Arm took place in November 2016. The success of the harvest gives us hope that through ongoing and future projects we will restore the water and habitat quality of Burrard Inlet to allow for safe food harvesting again on the shores of the reserve.

The Burrard Inlet Action Plan is one of the many TWN-led initiatives that expects positive results by 2025 to move closer to this goal. It is a priority of TWN to promote activities that increase opportunities Members to live off the land. This plan encourages self-sufficiency through food cultivating and harvesting on reserve to promote cultural preservation and sustainability.

### Objectives

It is the Objective of TWN to:

- Preserve and enhance areas of the reserve currently used for food harvesting;
- Support community efforts to increase food production on reserve;
- Promote education and learning about traditional and local food systems;
- Allow for the production and gathering of a variety of foods on reserve; and
- Manage food systems sustainably.

### Policies

It is the Policy of TWN to:

1. Promote learning opportunities to teach TWN Members about cultural and local food systems;
2. Ensure the sustainable management of Tsleil-Waututh food systems, including clean water and air, and protection of local habitat and ecosystems;
3. Restore the ability of TWN Members to harvest shellfish and other foods on the foreshore and in the Burrard Inlet at Sleil-Waututh (IR#3);
4. Allow TWN Members to gather food in creek side, foreshore, and forest areas subject to sustainable management and restrictions;
5. Encourage use and care of community gardens and home gardening where appropriate; and
6. Explore opportunities for individual or communal smoke house(s), on Sleil-Waututh (IR#3) or Inlailawatash (IR#4 and #4A), while keeping in mind potential impacts on neighbours.

## **Foreshore**

Tsleil-Waututh community has a deep physical, cultural and spiritual connection to the land and waters of Burrard Inlet. In recent years, erosion, pollution and habitat loss from increasing industrial use of the Inlet, have all been of concern in the foreshore area of Sleil-Waututh (IR#3). TWN will maintain, protect and use the foreshore for food gathering, recreation, transportation and other uses.

### **Objectives**

It is the Objective of TWN to:

- Connect TWN Members with the water to continue the traditional connection to Burrard Inlet;
- Preserve and enhance the foreshore to increase resilience against climate change and sea level rise;
- Assert jurisdiction over Tsleil-Waututh waters;
- Encourage marine species diversity through restorative and enhancement projects of the foreshore;
- Remove unused structures that have caused leaching of pollutants onto the foreshore; and
- Regulate activities to ensure public health and safety.

### **Policies**

It is the Policy of TWN to:

1. Recognize the traditional and historical connection between land use and foreshore use;
2. Work to protect foreshore for climate change resilience, such as sea level rise;
3. Prioritize restoration of contaminated sites;
4. Encourage traditional food harvesting along the foreshore;
5. Explore opportunities to develop a Marina;
6. Explore opportunities to rebuild and/or relocate the community canoe shed;
7. Explore opportunities for a community beach area;
8. Align foreshore use with the Objectives set in the Burrard Inlet Action Plan;
9. Explore natural erosion protection measures to replace shoreline hardening;
10. Ensure Members' access to the foreshore is preserved and maintained; and
11. Encourage Community Members' safe use of foreshore and Inlet, including awareness of tides and currents.

## Culture & Spirituality

The Tsleil-Waututh connection with its land and waters extends beyond the physical. TWN Members engage in a range of distinct cultural and spiritual practices within the reserve and the broader territory. Future land use decisions for Tsleil-Waututh reserve lands will respect cultural and spiritual uses and values on TWN lands.

### Objectives

It is the Objective of TWN to:

- Recognize, accommodate, respect, accept and understand the range of cultural and spiritual values held by Members.

### Policies

It is the Policy of TWN to:

1. Ensure that cultural and spiritual connections to the land and waters are considered when developing or making changes to the land;
2. Respect and recognize the diversity of cultural and spiritual values held by TWN Members; and
3. Consult Members on the locations and significance of cultural and spiritual sites and places where cultural and spiritual practises take place on the reserve, and prioritize preservation of those locations.

## Community Safety

TWN works cooperatively with surrounding governments to prepare for threats to public safety. Due to the scope of responsibilities of all parties, TWN needs to continue to be as self-reliant as possible in addressing emergencies and natural disasters that may occur on reserve. This will require additional planning and setting aside financial resources not only for staffing, assets and equipment, but also to assist individual Community Members to be prepared and self-reliant in emergencies.

### Objectives

It is the Objective of TWN to:

- Improve TWN and individual Community Member's capacity to respond to on-reserve emergencies and natural disasters;
- Build awareness and facilitate community conversations to enhance community resiliency;
- Mitigate potential for disasters with sustainable lands management and infrastructure solutions;
- Enhance existing communications and cooperative relationships with external emergency service providers; and
- Increase emergency response equipment and supplies, as required.

### Policies

It is the Policy of TWN to:

1. Support Community Members and other Sleil-Waututh (IR#3) residents in preparing to be self-reliant for at least 72 hours in the aftermath of a major emergency or natural disaster;
2. Explore the feasibility of new emergency facilities and services;
3. Ensure existing emergency services are operating adequately;

4. Keep the current emergency plan for the reserve up to date;
5. Designate safe areas and meeting points on Sleil-Waututh (IR#3); and
6. Assess the feasibility of additional on-site emergency equipment and supplies.

## Climate Change

TWN has already begun to experience the effects of climate change. In the years to come, these impacts will become more apparent with greater fluctuations in weather that can jeopardize the integrity of reserve infrastructure and the sensitive ecosystem in Burrard Inlet. The full extent of the impacts of climate change could leave lasting negative imprints on the environment and the cultural, spiritual and economic values of the community. However, there are actions that TWN as a community can take to be prepared for the effects of climate change and to help decrease the causes of climate change.

### Objectives

It is the Objective of TWN to:

- Identify and take action to plan for and mitigate the impacts and vulnerabilities of Sleil-Waututh (IR#3) and Inlailawatash (IR#4 and IR#4A) to climate change;
- Reduce TWN contributions to climate change, including reduction in greenhouse gas emissions caused by activities on reserve;
- Engage Community Members to increase TWN's literacy and actions around climate change;
- Develop clear Objectives based on findings of field studies that includes key milestones, indicators of success and adaptive strategies; and
- Conduct continual monitoring of progress and changes, implementing adaptive plans where feasible.

### Policies

It is the Policy of TWN to:

1. Reduce or minimize greenhouse gas emissions where possible in construction, industry, transportation, and other activities on reserve;
2. Integrate climate change mitigation measures into the work plans of all TWN departments;
3. Support the assessment and monitoring of housing stock, community facilities and infrastructure for potential impacts from climate change (storm damage, flood hazards, etc.);
4. Consider development of an energy plan for Sleil-Waututh (IR#3); and
5. Work with other governments, developers, agencies and the community to encourage:
  - a. The construction of energy efficient buildings and developments;
  - b. Improvements to energy efficiency of existing buildings;
  - c. Increased use of alternative energies;
  - d. Reduction and diversion of waste from landfills;
  - e. Protection and restoration of natural areas and forest ecosystems; and
  - f. Protection of creek side areas, foreshore areas and natural habitats.

## Infrastructure

Infrastructure like roads, sewers, drainage, water supply and community facilities are significant investments that need to be planned years in advance and maintained for many years to come. New infrastructure will be planned and designed in the most affordable, sustainable and efficient way possible. Plans must also consider the “full cost” of a project to ensure that there is sufficient funding in place to keep these assets in good condition. As the Nation implements changes in land uses on Sleil-Waututh (IR#3), it will become even more important to ensure that new infrastructure is appropriately planned and funded for the duration of its lifespan.

### Objectives

It is the Objective of TWN to:

- Plan new infrastructure on Sleil-Waututh (IR#3) using a “triple bottom line” approach that considers the social, environmental and financial impacts of a project;
- Assess the financial viability of any proposed infrastructure by considering the full life cycle cost and available funding;
- Develop and maintain infrastructure on Sleil-Waututh (IR#3) in a way that is efficient, and which protects and improves TWN’s capacity for self-sufficiency;
- Fully consider the feasibility of repurposing existing assets before committing to new infrastructure investments;
- Apply sound asset management practises to extend infrastructure life cycles;
- Set aside sufficient funds to replace infrastructure at the end of its usable life; and
- Build sustainable and resilient infrastructure designed to withstand use and climate change impacts in the long-term.

### Policies

It is the Policy of TWN to:

1. Develop a long-term capital plan that identifies infrastructure and assets needed to accommodate TWN’s growing population and changing demographics;
2. Maintain sufficient reserve funds to cover new infrastructure as well as capital repairs and replacements;
3. Develop a maintenance management plan for TWN infrastructure and buildings to maximize the life expectancy of these assets;
4. Ensure that TWN is getting good value for money when assets are managed through outside contracts, including the Service Agreement with the District of North Vancouver;
5. Ensure that adequate funding, revenue sources and staff capacity is in place to implement the maintenance management and capital plans;
6. Plan an IR#3 road network that allows TWN to manage current and future traffic that needs to move through the reserve;
7. Review sidewalks, lighting, trails and pedestrian crosswalks for safety and effectiveness; and
8. Strive to ensure Community Members can travel freely within the reserve and directly to Mt Seymour Parkway using internal road networks and bridges.

## 5.0 Land Uses

### Housing (Low Density)

The Housing (Low Density) Land Use is designed to include diverse housing that adapts to the community's changing needs as TWN Membership grows and Members move through different life stages. Low-Density Housing development will be enabled through a variety of housing types, including houses, duplexes, multi-plexes, row houses, town houses and secondary suites, to accommodate a range of incomes and family types.

#### Objectives

Within the Housing (Low Density) Land Use, it is the Objective of TWN to:

- Have a range of well built, safe and healthy housing options that meet or beat Canadian and British Columbian standards of health, safety and fire protection;
- Support accessible housing options for TWN Members with different mobility needs;
- Enable the construction of a range of housing that is appropriate for TWN Members of all income levels, including subsidized units for low-income Members;
- Encourage flexible design of new homes to suit multi-generational families, shifting family structures, and different lifestyles as needs change;
- Prioritize human connection to trails, parks and the natural environment in appropriate areas;
- Provide housing opportunities for TWN Members who choose to live on reserve; and
- Continually improve the construction and management of housing by reflecting on past challenges, successes and best practices in housing management.

#### Policies

Within the Housing (Low Density) Land Use, it is the Policy of TWN to:

1. Prioritize housing for TWN Members;
2. Support a range of housing options depending on family structure, life style, personal ability and space needs;
3. Encourage the development of accessible units for those with mobility restrictions;
4. Encourage flexible housing design that can be adapted to suit changing family structure/needs;
5. Involve future occupants in the housing design process where possible, while meeting limitations prescribed by funding sources;
6. Protect and enhance the quality of life associated with existing and new residential development;
7. Build new homes using sustainable building practices;
8. Encourage construction of energy efficient homes, and renovation of existing homes to improve energy efficiency;
9. Ensure that TWN Members have access to green space or park land near their home;
10. Encourage TWN Members holding land Allotments to maintain and plan for future use of their land in a way that meets the other Policies and Objectives of this plan;
11. Allow for home-based businesses as a secondary use, subject to restrictions;

12. Manage land for housing in an efficient and proactive manner, with future generations in mind;
13. Ensure that new construction consider views of Burrard Inlet as much as possible; and
14. Explore the development of housing design guidelines to address issues such as energy efficiency, resiliency, etc.

## **Housing (Multi-Family)**

The Housing (Multi-Family) Land Use, is designed to provide a range of housing options. This land use will promote higher densities in the form of apartments, row houses, and townhouses. Multi-Family Housing areas are intended to provide for complete neighbourhoods that allow for relatively easy access to core community facilities and transportation routes.

Higher densities of housing allow for greater efficiencies in land, energy, and material use. Higher density housing can also lead to improved cooperation within neighbourhoods, which in turn contributes to affordability, environmental protection, and allows for greater numbers of TWN Members to live on reserve.

### **Objectives**

Within the Housing (Multi-Family) Land Use, it is the Objective of TWN to:

- Have a range of well built, safe and healthy housing options that meet or beat Canadian and British Columbian standards of health, safety and fire protection;
- Support accessible housing options for different mobility needs;
- Encourage a range of housing that is appropriate for TWN Members of all income levels;
- Prioritize human connection to trails, parks and the natural environment in appropriate areas;
- Encourage subsidized housing options for TWN Members with low incomes;
- Provide housing opportunities for TWN Members who choose to live on reserve; and
- Develop multi-family housing that is designed to respect the privacy and quality of life of residents.

### **Policies**

Within the Housing (Multi-Family) Land Use, it is the Policy of TWN to:

1. Ensure that new buildings are designed to minimize noise and fire risks between units;
2. Provide access to outdoor space or parkland;
3. Design homes that are safe for all occupants;
4. Develop an adequate supply of housing that is appropriate for Elders and people with mobility challenges;
5. Explore the feasibility of an assisted living facility for TWN Members who need health supports at home;
6. Explore the possibility of short-term emergency housing for TWN Members in need;
7. Require new multi-family homes to meet or beat British Columbian standards for energy efficiency and sustainable building practices;
8. Include space or facilities for community, cultural, and recreational uses within housing developments, where feasible and appropriate;

9. Allow for home-based businesses as secondary uses, subject to restrictions;
10. Develop and manage land for housing with future generations in mind;
11. Design housing that is appropriate for the culture and lifestyles of TWN Members; and
12. Explore the development of housing design guidelines to address issues such as energy efficiency, resiliency, etc.

## Leasehold Housing

The Leasehold Housing Land Use designates residential areas that have been allocated for economic purposes. Homes in Leasehold Housing areas are available to be leased or rented by TWN Members and non-Members alike. Housing within this land use is available at or near market rates and stands separate from the Nation's subsidized housing programs.

The Leasehold Residential Land Use also allows for mixed-use development that may include appropriately scaled commercial development.

### Objectives

Within the Leasehold Residential Land Use, it is the Objective of TWN to:

- Provide revenue for the Nation;
- Provide housing opportunities at market rates for TWN Members and non-Members;
- Have a range of well built, safe and healthy housing options that meet or beat Canadian and British Columbian standards of health, safety and fire protection;
- Prioritize human connection to trails, parks and the natural environment in appropriate areas; and;
- Where possible, preserve the natural environment in surrounding areas and develop in an environmentally responsible manner.

### Policies

Within the Leasehold Housing Land Use, it is the Policy of TWN to:

1. Require new multi-family homes to meet or beat British Columbian standards for energy efficiency and use sustainable building practices;
2. Retain the form, character and density of lots within the Leasehold Housing land use over the life of the Leasehold Agreement.
3. Encourage the development of family-focused recreational spaces (i.e., playgrounds, dog parks, community gardens, etc.) where feasible;
4. Encourage the development of community-friendly commercial amenities (i.e., café, neighbourhood grocery store, etc.) where possible;
5. Encourage improved transit services;
6. Explore options to ensure adequate parking;
7. Improve access to alternative modes of transportation by exploring opportunities to improve infrastructure for walking, cycling and car sharing;
8. Explore the construction of a secondary road access route for Raven Woods;

9. Explore the possibility of social housing through a partnership with a not-for-profit housing operator on Leasehold land;
10. Allow home based businesses as a secondary use subject to restrictions;
11. Allow mixed uses such as ground floor commercial development in Leasehold housing buildings;
12. Ensure that new buildings will consider views where possible; and
13. Explore the development of housing design guidelines to address issues such as energy efficiency, etc.

## Community Space

The Community Space Land Use is intended to be used for the development of community and cultural buildings and spaces that provide administrative, health, recreation, education and cultural amenities for residents on TWN lands. This land use sets aside areas for amenities that enhance the quality of life for residents and promote self-sufficiency within the Tsleil-Waututh community.

### Objectives

Within the Community Space Land Use, it is the Objective of TWN to:

- Provide facilities and institutions that meet the administrative, health, recreation, education and cultural needs of the Tsleil-Waututh community;
- Create convenient, walkable, liveable neighbourhoods;
- Group new facilities as much as possible to create community activity hubs and focal points;
- Represent Tsleil-Waututh culture in the design of community spaces, including with public art and landscaping;
- Enhance and support the value of economic development activities on Sleil-Waututh (IR#3);
- Ensure that community spaces are inclusive and accessible; and
- Provide space for community and cultural gatherings and spiritual use.

### Policies

Within the Community Space Land Use, it is the Policy of TWN to:

1. Examine the feasibility of new facilities and institutions where a clear need exists and financial resources are available for designing, building, and operating the facility or institution;
2. New community spaces will be planned to minimize negative traffic impacts;
3. Adapt existing facilities to new uses where it is feasible and need and opportunities exist;
4. Require new community spaces to meet or beat British Columbian standards for energy efficiency and use sustainable building practices;
5. Design new community spaces to be flexible and have multiple uses where appropriate;
6. Design community spaces to promote community connectedness by providing safe, convenient and accessible routes to and from buildings and facilities;
7. Ensure TWN Members have priority for the use of community services and spaces in the neighbourhoods where they live;
8. Encourage employment of TWN Members within community spaces;
9. Explore opportunities for:
  - a. cultural facilities like a museum, community gathering space and/or long house;

- b. a youth centre;
  - c. additional recreation facilities;
  - d. expanding TWN's school to accommodate more students at all levels;
  - e. expanding TWN's Child and Family Development Centre or add another facility to accommodate more children;
10. Examine the feasibility of a Fire Hall and/or other emergency services;
  11. Protect the cemetery and explore the need and potential options for future cemetery expansion;
  12. Identify and set aside an area for a public works yard and equipment storage;
  13. Explore the feasibility of developing additional facilities to support Tsleil-Waututh emergency preparedness;
  14. Allow small scale commercial uses in community facilities where appropriate (e.g. restaurant, crafts, café, etc.); and
  15. Explore the possibility of residential mixed uses where compatible (e.g. Elders care home).

### Special Notation - TWN Cemetery

TWN's cemetery is a community space that provides a place for TWN Members to reconnect with their ancestors, to perform ceremony, and to learn their history. It also serves an important function as a final resting place for TWN Members.

An important consideration for land use planning is to determine the future capacity of the cemetery in order to determine when, or if, it might need to be expanded. According to a recent study of the cemetery, there are currently 136 burial plots in use in the cemetery. The cemetery is roughly laid out in 10-11 rows, with room for about 40 plots per row. The current fenced area is approximately .38 acres in size, and North American standards estimate between 800-1,250 plots per acre. Using these standards, there is potentially room for between 300-475 plots within the existing cemetery of which 136 plots are already occupied. Therefore, there is capacity for approximately an additional 165-340 burial plots.

According to the demographic modeling described earlier, the TWN Membership is expected to have 84 deaths in the next 20 years (by 2036), 314 deaths in the next 50 years (by 2066) and 994 deaths in the next 100 years (by 2116). According to these estimates, the cemetery has the capacity to accommodate Membership burials for the next 35-50 years. This number could change, depending on changes to death rates, preferences of TWN Members for burial vs cremation, and the number of TWN Members who may choose to be buried elsewhere. Another potential impact on the cemetery space is the repatriation of ancestral remains found within TWN's territory.

### Neighbourhood Commercial

The Neighbourhood Commercial Land Use allows for locally-focused commercial services to serve surrounding neighbourhoods. This land use is intended to allow developments that provide goods and services that meet the interests of the surrounding community and provide opportunities for TWN-owned and TWN member-owned businesses. Small mixed-use developments will be explored such as ground floor commercial use that have homes or community uses on the second floor.

## Objectives

Within the Neighbourhood Commercial Land Use, it is the Objective of TWN to:

- Ensure new businesses are in keeping with the environmental, social and cultural values of TWN;
- Ensure that new businesses are carefully considered for their positive and negative impacts on the community, and that they provide goods and services that support TWN values and good value for money;
- Prioritize and encourage opportunities for TWN or TWN member-owned businesses, as well as businesses that provide employment and training opportunities for TWN Members; and
- Explore opportunities for mixed commercial and housing developments where appropriate.

## Policies

Within the Neighbourhood Commercial Land Use, it is the Policy of TWN to:

1. Design neighbourhood commercial development to promote community cohesion by providing safe, convenient and accessible routes through common areas;
2. Ensure new commercial development fits within the surrounding neighbourhood context;
3. Ensure that commercial development minimizes negative impacts on the surrounding neighbourhood;
4. Require new commercial developments to meet or beat British Columbian standards for energy efficiency and use sustainable building practices;
5. Provide commercial development that prioritizes the positive experiences of local residents through design. For example, through patios, public seating areas and pedestrian- facing storefronts;
6. Prioritize and encourage businesses that add to community character and well-being;
7. Explore opportunities for:
  - a. a restaurant / café;
  - b. a grocery/convenience store;
  - c. health services such as a dentist, doctor, or physiotherapist; and
8. Allow commercial buildings with mixed residential or community uses where appropriate.

## Park

The Park Land Use prioritizes recreational use by local residents. The Park Land Use is intended to allow users of all ages and abilities to connect with nature, exercise, play and relax.

## Objectives

Within the Park Land Use, it is the Objective of TWN to:

- Develop purpose built community green spaces for both passive and active uses; and
- Strategically locate new parks and trails with connectivity to adjacent parks and trails in the surrounding areas.

## Policies

Within the Parks Land Use, it is the Policy of TWN to:

1. Establish parks for recreational, social and cultural purposes;
2. Explore the development of a network of trails;
3. Provide facilities for outdoor recreation activities;
4. Allow TWN Members to gather foods, medicines and other cultural goods;
5. Promote access to open space, cultural resources and recreational amenities;
6. Protect and enhance member access to beach and waterfront areas where possible;
7. Explore feasibility and implications of renting out TWN parks and recreational facilities to offset operating costs;
8. Provide sufficient funding to perform regular and efficient maintenance to improve safety and functionality of parks and trails;
9. Explore opportunities for a new sports field; and
10. Explore opportunities for a dog park.

## tə təməxʷs ʔ sməne:m (The Land for the Descendants)<sup>9</sup>

The tə təməxʷs ʔ sməne:m (The Land for the Descendants) Land Use sets aside land to support a range of activities that will benefit the Nation as a whole in the future. This land use allows for the development in the longer term of a full range of economic opportunities including office space, commercial services, light industrial uses, tourism and recreation, and other developments that could provide employment and income to the Nation, at the discretion of the community and Council. It also allows for the development of housing and/or community spaces.

The Tə təməxʷs ʔ sməne:m (The Land for the Descendants) Land Use is intended to be a flexible framework to provide opportunities for future generations of TWN Members to meet their needs and respond to new opportunities as they arise, while remaining in keeping with Tsleil-Waututh values. Such a broad land use description acknowledges that future generations of Tsleil-Waututh Members will face circumstances that today's Members cannot foresee and they, too, should have the opportunity to plan for their land as they see fit.

This land use is unique, and different from conventional Western thinking in land use planning. It is based on a number of Tsleil-Waututh values, including Respect, Family, Culture, Traditions, and Equity. This land use embodies the respect between generations of Tsleil-Waututh members: respect of youth for Elders, and the respect that Elders show, in turn, for youth and future generations to have equal rights to make their own land use decisions. Rather than limit future generations to the constraints of today's priorities, this land use acknowledges an unpredictable future and puts trust in future generations to put Tsleil-Waututh values into practice in responding to the circumstances of the day and making decisions for their land. This plan's respect for future generations, and a view to time horizons out of mind, both into the past and the future, is a unique and important component of this plan.

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<sup>9</sup> See definition of tə təməxʷs ʔ sməne:m in the Glossary of this document.

## Objectives

Within the Tə təməxʷs ʔ sməne:m (The Land for the Descendants) Land Use, it is the Objective of TWN to:

- Provide the flexibility for future generations of TWN Members to use their reserve land to meet their needs and respond to emerging opportunities;
- Recognize that there is no preconception of how this land will be used;
- Ensure new developments fit with the environmental, social, and cultural values of TWN;
- Provide opportunities for revenue generation and meaningful employment for TWN Members;
- Provide services desired by the TWN community;
- Provide housing for TWN Members as needed; and
- Ensure that new opportunities are carefully considered and weighed against community supported values, the limited amount of land, and the best value for land.

## Policies

Within the Tə təməxʷs ʔ sməne:m (The Land for the Descendants) Land Use, it is the Policy of TWN to:

1. Consider land use needs of TWN descendants in all land use decisions;
2. Encourage efficient use of land;
3. Consider future generations in assessing the best value for the land;
4. Support and prioritize opportunities for TWN owned businesses, member-owned businesses and partnerships with external partners;
5. Require new developments to meet or beat British Columbian standards for energy efficiency and use sustainable building practices;
6. Design new developments to minimize negative traffic impacts;
7. Design new developments to minimize conflicts with nearby land uses;
8. Ensure that new developments minimize negative impacts on the natural environment as much as possible;
9. Explore opportunities for sustainable businesses that provide services desired by Community Members, which may include a: gas station, marina, coffee shop/restaurant, grocery store, etc.

## Protected Area

The Protected Area Land Use includes ecologically sensitive and culturally significant areas which are intended to be left intact to preserve their natural functions as critical habitat for native plants and animals and traditional use by TWN Members. Protected areas may also be vulnerable to impact during storms and other natural events due to their location and surrounding geographical features, so there are safety risks associated to developing these areas. These risks and sensitivities may increase with climate change. The Protected Area Land Use includes, but is not limited to, the lands around the creeks, and along the foreshore of the Burrard Inlet. Development in these areas will be limited to protect and preserve these ecosystems and their value to the community.

## Objectives

Within the Protected Area Land Use, it is the Objective of TWN to:

- Protect environmentally and culturally sensitive and significant areas from intensive development;
- Protect sensitive areas surrounding Sleil-Waututh (IR#3) creeks and other water courses;
- Honour the connection between Tsleil-Waututh people and Burrard Inlet;
- Protect the ecosystem and preserve or enhance air quality and water quality;
- Implement a storm water stewardship program to protect our waterways from pollutants and contaminants;
- Manage the forest's health and sustainability by actively managing invasive species, replanting native species, and practicing sustainable harvesting;
- Enable the Protected Area to be used for the enjoyment of TWN Members, in a way that supports Tsleil-Waututh cultural and environmental values;
- Provide corridors for wildlife passage;
- Mitigate and adapt to climate change and related impacts through proactive management practices;
- Manage the ecosystem's health and sustainability by encouraging biodiversity and limiting the input of contaminants;
- Protect fish and enhance fish habitat, including estuaries;
- Monitor and improve water quality in the creeks running through the reserve to maintain a level safe for human use;
- Support the safe practice of cultural activities in a clean and healthy environment;
- Maintain creek flows through areas being developed; and
- Work with the DNV to identify and eliminate sources of contamination in the creeks and co-manage the watershed surrounding Sleil-Waututh (IR#3).

## Policies

Within the Protected Area Land Use, it is the Policy of TWN to:

1. Enable TWN Members to use the Protected Area for personal use and cultural practices;
2. Consider the development of a managed trail system through the Protected Area;
3. Protect and enhance wildlife habitat in the Protected Area;
4. Allow sustainable gathering of foods, medicines, bark and other cultural goods, and promote opportunities for TWN Members to learn about sustainable harvesting and use of cultural goods;
5. Promote the maintenance and protection of natural wildlife corridors and watersheds that pass through the reserve;
6. Preserve, maintain and renew human and cultural connections to nature;
7. Promote responsible stewardship and management of the Protected Area;
8. Identify setbacks from creeks on Sleil-Waututh (IR#3) and limit opportunities for development within protected setback areas;
9. Limit opportunities for new development in areas at risk of flooding or erosion in the next 100 years due to increased stream flows and sea level rise;

10. Identify risks associated with existing culvert crossings on Dollarton Highway and ensure that future culverts address climate change data related to flooding and coastal inundation modelling while respecting ecological values;
11. Promote clean up and restoration of the natural function of contaminated sites;
12. Align foreshore use with the Objectives set in the Burrard Inlet Action Plan<sup>10</sup>;
13. Ensure TWN Members' access to the foreshore is improved and preserved;
14. Ensure future development on Sleil-Waututh (IR#3) does not have a negative effect on water quality or flows and encourage or, where possible, enforce the same practices from upstream neighbours;
15. Continue to monitor creek water quality and flow levels; and
16. Design new bridges to minimize negative impacts to the natural environment.

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<sup>1010</sup> The Burrard Inlet Action plan can be accessed through TWN's Treaty, Lands and Resources Department or at [www.twnation.ca](http://www.twnation.ca)

## 6.0 Implementation

### Monitoring and Evaluation

This land use plan is intended to guide future development on TWN lands at Sleil-Waututh (IR#3) and Inlailawatash (IR#4, IR#4A). The plan is a living document, intended to be updated as the community and outside circumstances evolve and change.

The plan was developed with the broad input of the Tsleil-Waututh community, in consultation with staff and consultants, and remains the property of TWN to use as a tool to guide future development. The plan is not intended to create unnecessary barriers to future development or community land uses, and is intended to provide some flexibility and room for interpretation. The plan contains an awareness and reflection of the Tsleil-Waututh value to respect the emerging priorities and needs of future descendants, rather than attempting to pre-judge them.

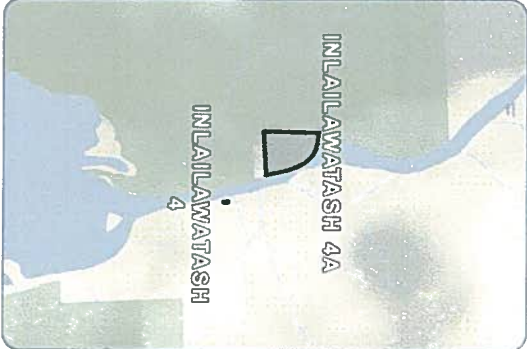
As land use planning is a long-term, ongoing activity, future versions and changes to this plan are anticipated. Due to the strong mandate from TWN's CCP as well as Council to involve transparent and accountable community engagement for making land use decisions, future land use planning activities should strive for the same high level of community involvement as went into this land use plan.

This plan is the result of Phase 1 of a two-phase planning process. Phase 2 will focus on land tenure which will examine the rights and responsibilities that go along with the occupation or ownership of land. At Sleil-Waututh (IR#3), as in many First Nation communities, understandings of land tenure have been complicated by the reserve system that was imposed onto traditional ways of land governance, as well as the development of surrounding lands within Tsleil-Waututh territory. Federal and British Columbian government actions such as land surveying, expropriation and Certificates of Possession (CP's) have created a legal system of land tenure on reserve that is not always consistent with the TWN community's understanding of how land is used.

In Phase 2, the community will engage in discussions to attempt to re-assert TWN's land tenure values. This discussion may lead to changes to the TWN Land Code and/or to this land use plan. Phase 2 will affect how Phase 1 of the land use plan is implemented, as it will help to determine who has which rights and responsibilities for different areas. For example, who should pay for servicing of a new development on Certificate of Possession property? Can homes on 'traditional family land holdings' be rented to non-Members or sold to Members? While these questions remain unanswered, the values established by the land use planning process, as well as by past TWN planning initiatives, will help to guide decisions that best reflect the values and priorities of the Tsleil-Waututh community.

# **Appendix 1**

## **Land Use Plan Map**



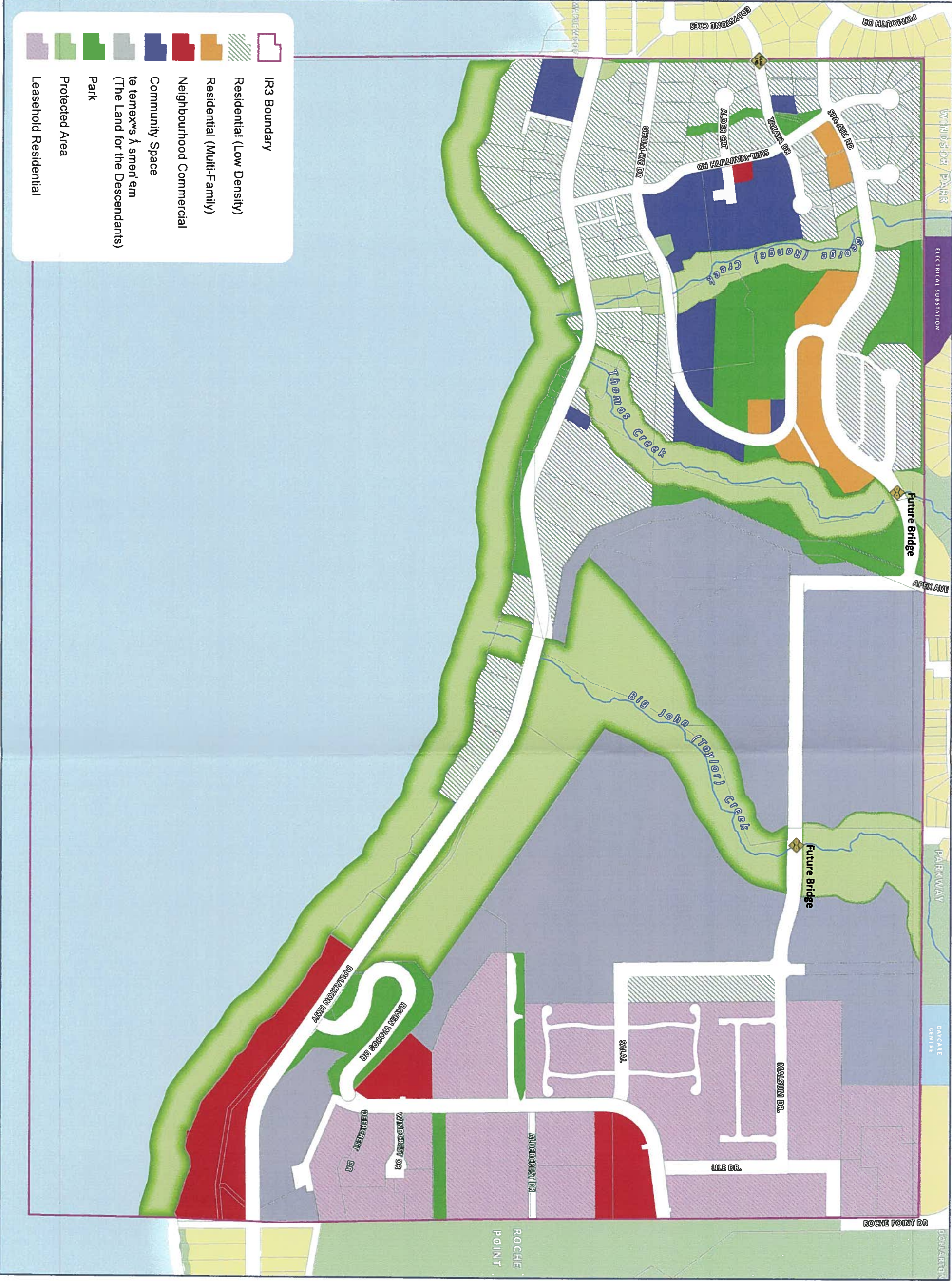
The accuracy & completeness of information shown on this drawing is not guaranteed. It will be the responsibility of the user of the information shown on this drawing to locate & establish the precise location of all existing information whether shown or not.



**Coordinate System:**  
NAD 1983 UTM Zone 10N  
Scale: 1:2,500  
(When plotted at 22.7347)

**Data Sources:**  
Tsleil-Waututh Nation  
District of North Vancouver  
Province of BC

Project #:	2067 0008 02	<b>URBAN</b> systems
Author:	AC	
Checked:	AB	
Status:	- DRAFT -	
Revision:	0	
Date:	2019/1/17	



- IR3 Boundary
- Residential (Low Density)
- Residential (Multi-Family)
- Neighbourhood Commercial
- Community Space to temexw's & smert'em (The Land for the Descendants)
- Park
- Protected Area
- Leasehold Residential

## **Appendix 2**

# **Community Engagement**

## APPENDIX 2

### TWN Land Use Planning Community Engagement

Date	EVENT	Format
23-Nov-15	Mail-out	Flyer
25-Nov-15	Community Meeting	Feedback Survey
1-Dec-15	Admin Office - Profit Share Distribution	Flipchart Notes
9-Dec-15	Mail-out	Newsletter
17-Dec-15	LUP Working Group Meeting	Presentation & discussion
13-Jan-16	LUP Working Group Meeting	Presentation, discussion & feedback on current land uses
27-Jan-16	LUP Working Group Meeting	Presentation, discussion & feedback on community vision
3-Feb-16	LUP Working Group Meeting	Presentation, discussion & feedback on land economics
9-Feb-16	Community Meeting	Feedback Survey
9-Feb-16	Community Meeting	Flipchart Notes
9-Feb-16	Community Meeting	Land Use Planning Game
17-Feb-16	LUP Working Group Meeting	Presentation, discussion & feedback on land planning game
17-Feb-16	Mail-out	Newsletter
22-Feb-16	Community Meeting	Feedback Survey
22-Feb-16	Community Meeting	Flipchart Notes
1-Mar-16	Mail-out	Newsletter
9-Mar-16	LUP Working Group Meeting	Presentation, discussion & feedback on CCP
30-Mar-16	LUP Working Group Meeting	Presentation, discussion & feedback on community housing
1-Apr-16	Mail-out	Newsletter
11-Apr-16	Community Meeting	Vision Postcards
11-Apr-16	Community Meeting	Feedback Survey
11-Apr-16	Community Meeting	Table Discussion Notes
18-Apr-16	Reserve & Elders' Lounge	Youth Photo Scavenger Hunt
18-Apr-16	Elders' Lounge	Youth Vision Postcards
18-Apr-16	Elders' Lounge	Youth Workshop
20-Apr-16	LUP Working Group Meeting	Walking Tour And Discussion

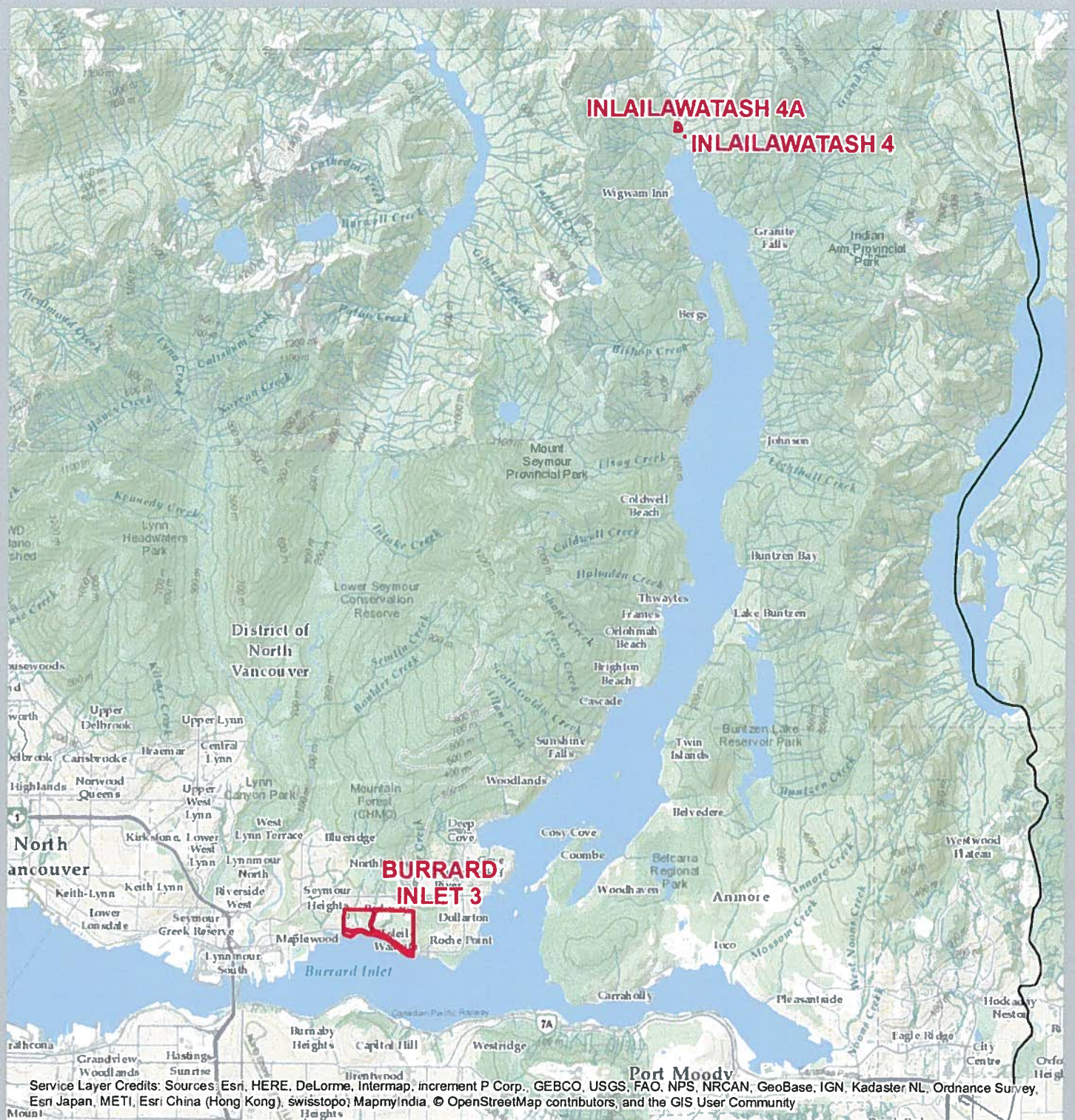
21-Apr-16	TWN membership - Mailed for off-reserve; Delivered on-reserve	Survey
27-Apr-16	Elder Meeting	Notes
4-May-16	Surrey Public Library	Off-Reserve Members Meeting
11-May-16	LUP Working Group Meeting	Presentation, discussion & feedback
1-Jun-16	LUP Working Group Meeting	Presentation, discussion & feedback
8-Jun-16	Mail-out	Newsletter
20-Jun-16	LUP Working Group Meeting	Mapping Game Notes
27-Jun-16	Community Meeting	Feedback Survey
27-Jun-16	Community Meeting	Neighbourhood Mapping Activity Notes
27-Jun-16	Community Meeting	Working Group Debrief Notes
27-Jun-16	Community Meeting	Yes/No/Maybe Game
27-Jul-16	LUP Working Group Meeting	Presentation, discussion & feedback
9-Aug-16	Employment and Training Themed Staff Meeting	Discussion & Feedback
16-Aug-16	Youth Themed Staff Meeting	Discussion & Feedback
17-Aug-16	TLR Staff Meeting	Discussion & Feedback
30-Aug-16	Finance Staff Meeting	Discussion & Feedback
31-Aug-16	LUP Working Group Meeting	Presentation, discussion & feedback
14-Sep-16	LUP Working Group Meeting	Presentation, discussion & feedback
19-Sep-16	Family Meetings	Presentation and Feedback
20-Sep-16	Family Meetings	Presentation and Feedback
21-Sep-16	Family Meetings	Presentation and Feedback
22-Sep-16	Family Meetings	Presentation and Feedback
5-Oct-16	Community Meeting	Community Mapping and Feedback
19-Oct-16	LUP Working Group Meeting	Presentation, discussion & feedback
1-Nov-16	Mail-out	Newsletter
16-Nov-16	LUP Working Group Meeting	Presentation, discussion & feedback
20-Nov-16	Family Meetings	Family Feud Planning Game

21-Nov-16	Family Meetings	Family Feud Planning Game
22-Nov-16	Family Meetings	Family Feud Planning Game
23-Nov-16	Family Meetings	Family Feud Planning Game
30-Nov-16	Community Development Staff Meeting	Discussion and Feedback
1-Dec-16	Meeting with Manager of Culture and Language	Discussion and Feedback
Jan-Feb 2017	Facebook	Family Feud Planning Game and Online Comments
18-Jan-17	LUP Working Group Meeting	Presentation, discussion & feedback on land development
1-Feb-17	Raven Woods Development and Online	Survey
18-Feb-17	Bus Tour	Questionnaire
20-Feb-17	Elder Meeting	Notes
22-Feb-17	LUP Working Group Meeting	Presentation, discussion & feedback on bus tour
27-Feb-17	Community Meeting	Flipchart Notes
15-Mar-17	LUP Working Group Meeting	Walking tour & discussion on zoning
31-Mar-17	Elders' Lounge	Housing Affordability Youth Workshop
19-Apr-17	LUP Working Group Meeting	Presentation, discussion & feedback on housing formats
3-May-17	LUP Working Group Meeting	Presentation & discussion on leaseholds / tenure
24-May-17	LUP Working Group Meeting	Presentation & discussion on land regulations
5-Jun-17	Community Meeting	10 Year Land Code Anniversary Celebration
13-Jun-17	LUP Working Group Meeting	Presentation, discussion & feedback on land development
19-Jul-17	LUP Working Group Meeting	Presentation, discussion & feedback on the land use plan
16-Aug-17	LUP Working Group Meeting	Presentation, discussion & feedback on land use mapping
21-Aug-17	Community Meeting	Graffiti Wall, LUP layout and vision options
20-Sep-17	LUP Working Group Meeting	Presentation, discussion & feedback
29-Sep-17	Youth Open House	Discussion with youth on housing costs
11-Oct-17	LUP Working Group Meeting	Presentation, discussion & feedback on Land Use Plan

18-Oct-17	LUP Working Group Meeting	Presentation, discussion & feedback on land use plan
30-Oct-17	Community Meeting	Presentation and Feedback
22-Nov-17	LUP Working Group Meeting	Discussion on making the land use plan easy to understand.
17-Jan-18	LUP Working Group Meeting	Discussion & feedback on land use plan introductory law.
5-Feb-18	Community Meeting	Presentation, discussion & feedback on land use plan
21-Feb-18	LUP Working Group Meeting	Youth workshop on the land use plan

## **Appendix 3**

### **Reference Maps**



# **Tsleil-Waututh Nation** **Inlailawatash 4 & 4A**

- TWN Consultation Area
- Indian Reserve

This map is a living document and is intended to be amended and refined over time. It is not an expression of the location of Tsleil-Waututh aboriginal title. The data used to produce this map originate from many sources and are presented without prejudice. This map is the property of the Tsleil-Waututh Nation and may not be reproduced without written permission.

Projection: NAD 1983 UTM Zone 10N

Map Scale: 1:125,000

Data sources: Tsleil-Waututh Nation, Government of Canada.

N

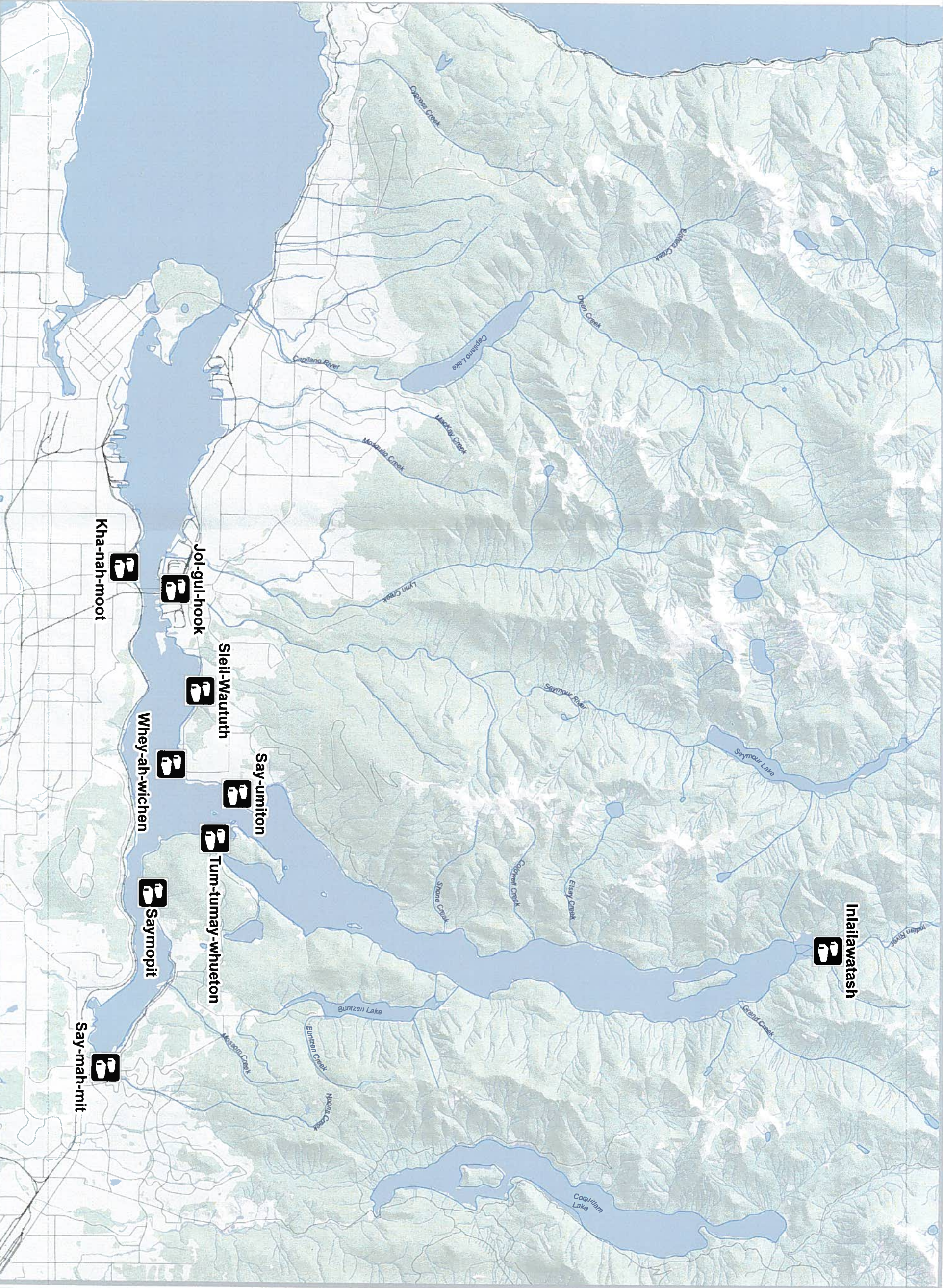


Village Sites Associated  
with TWN Oral Histories

 Tsilil-Waututh Major  
Village



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Map of  
TWN IR#3  
For Reference  
Only

