



COUNCIL REPORT

Report Date: November 14, 2023
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Meeting Date: November 28, 2023
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TO: Vancouver City Council
FROM: Deputy City Manager
SUBJECT: UBCM C2C Grant Application for Locarno Archaeological Management Plan Project

Recommendations

- A. THAT Council endorse staff's application to the UBCM Community to Community grant program and direct staff to apply to the UBCM Community to Community Fund.
- B. THAT Council direct staff to provide overall grant management in a manner consistent with the requirements of the UBCM grant.

Purpose and Executive Summary

The purpose of this report is to seek Council's endorsement of staff's application to the Union of B.C. Municipalities' (UBCM) Community to Community Fund grant program.

If successful, the funds (\$10,000) would be used to support engagement with, and provide capacity funding to, xʷməθkʷəyəm (Musqueam), Sk̓wx̓wú7mesh (Squamish) and səliłwətał (Tsleil-Waututh) Nations in order to complete and execute the Locarno Archaeological Management Plan (LAMP) project.

The Locarno Beach area in Vancouver is a traditional settlement and burial site of the Musqueam, Squamish and Tsleil-Waututh Nations. The LAMP will document the Indigenous cultural heritage of the area and guide property owners on responsibly developing in the area – specifically outlining the development process, archaeology permits and requirements and suggestions of alternatives for ground-disturbing work.

Council Authority/Previous Decisions

- On June 25, 2014, Vancouver City Council formally acknowledged that the City of

Vancouver is situated on the unceded traditional territory of the Musqueam, Squamish, and Tsleil-Waututh Nations.

- On July 8, 2014, Vancouver City Council passed a motion to designate Vancouver as a City of Reconciliation and adopt the Framework for City of Reconciliation (RTS# 10681).
- On October 25 2022, Vancouver City Council approved the City's United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) Strategy.

City Manager's Comments

The City Manager concurs with the foregoing recommendations.

Context and Background

Locarno Beach archaeological site and Locarno Archaeological Management Plan (LAMP)

Registered in the BC Register of Historic Places and protected by the B.C. Heritage Conservation Act, the Locarno Beach archaeological site (DhRt-6) and surrounding area is a traditional settlement and burial site of the Musqueam, Squamish, and Tsleil-Waututh Nations. The current Locarno Beach Archaeological Site boundary is situated roughly between Jericho Beach Pier and Blanca St and extends several blocks from the shoreline into the neighbourhood.

Each of the Nations has ongoing familial ties to this area and can trace their family lineages back to inhabitants of this settlement site prior to their displacement in what is now the city of Vancouver.

The Locarno Archaeological Management Plan (LAMP) is a site-specific strategy intended as a proactive approach to managing cultural heritage while allowing for culturally sensitive development in and around the site. It describes the importance of the site, documents the necessary permits required prior to disturbing the ground, suggests ways to mitigate impacts to Indigenous heritage and outlines best practices in archaeological field work.

The LAMP ensures ongoing, holistic management of this important site in a way that is culturally safe and aligns with the long-term heritage management goals of the three Nations in partnership with the City of Vancouver and B.C. Archaeology Branch.

When complete, the LAMP will be the first management plan to be implemented in Vancouver.

UBCM Regional Community to Community (C2C) Program

In January 1997, the Union of British Columbia Municipalities (UBCM) and the First Nations Summit (FNS) jointly organized the first province-wide Community to Community (C2C) Forum. Since then, the Ministry of Municipal Affairs and Indigenous Services Canada have provided funding for the C2C program. The goal of a Regional C2C program is to increase understanding and improve overall relations between First Nations and local governments.

Starting in 2023/24, the C2C program supports this goal with funding for, among other things, the development of agreements (such as protocols, MOUs, and service agreements), joint plans and/or strategies that advance First Nation/local government reconciliation and relationship building.

To be eligible for funding, local or First Nations governments in B.C. must work toward one or more of the following objectives:

- Strengthening relationships and fostering future co-operative action by building stronger links between First Nation and local government elected officials and senior staff
- Supporting local reconciliation efforts, UNDRIP, and shared capacity building
- Developing or improving coordinated approaches to emergency preparation, mitigation, response and recovery, including recovery from the impacts of climate change and the COVID-19 pandemic.

The LAMP project meets these eligibility criteria.

The Regional C2C program is administered over the course of the fiscal year (April 1 to March 31) and the next deadline for applications is December 1, 2023. Applicants will be notified of the status of their application within 60 days.

Discussion

Staff at Musqueam, Squamish and Tsleil-Waututh Nations meet regularly with City of Vancouver and B.C. Archaeology Branch staff to collaborate on improvements to heritage management processes including increased oversight, communication and monitoring of archaeological resources, where needed. These activities provide greater protection of archaeology and heritage resources in areas of particular cultural sensitivity in Vancouver, such as Locarno Beach. However, efforts to document these requirements and release a publicly-available management plan have been slow.

The parties have collectively reviewed and agreed on the project tasks needed to finalize the management plan and release it to the public.

The specific activities the partners plan to undertake to finalize the management plan include:

- write, review and edit the final three sections of the plan
- undertake a review of the entire 11-section plan
- manage approvals from First Nations and City staff committees
- iterate the management plan according to feedback, as needed
- Present plan for endorsement/approval to Ban Councils, Park Board, and City Council
- Develop and align communications plans and key messages
- Develop a one-page public brochure on the management plan and translate it into a language common to the neighbourhood

These activities would be undertaken during the first half of 2024.

Financial Implications

There are no financial implications to apply to the UBCM Community to Community Fund.

If the application is successful, the City of Vancouver would receive an initial, one-time transfer of \$5,000 and, upon project completion, another one-time transfer of \$5,000. The funds would be used to support engagement with, and provide capacity for, staff at Musqueam, Squamish and Tsleil-Waututh Nations to contribute to the LAMP.

Legal Implications

If approved, the Recommendation will authorise the City to apply for a grant. If the application is successful, the City would be required to enter into a funding agreement with UBCM. The funding agreement would commit the City to its stated proposed tasks, goals and expected outcomes within one year.

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