

# FORWARD TOGETHER: MUNICIPAL - INDIGENOUS ECONOMIC PARTNERSHIPS

Northern Directions Conference  
November 16, 2022

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**URBAN**  
SYSTEMS



# INTRODUCTION

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**Dan Penner**

*Senior Planner and  
Partner*

## Experience in:

- Land Use and Community Planning
- Land and Economic Development
- Strategic Planning
- Land and Treaty Claims
- First Nations Land Acquisition
- Additions-to-Reserve and Urban Reserve Development
- Governance and Policy Development
- Based in Winnipeg, working throughout Canada





meet

**URBAN**  
systems

# Our Services



Strategic Planning  
Community Planning  
Transportation

Environment  
Land Development  
First Nations

Landscape Architecture  
Water + Wastewater



# PRESENTATION OVERVIEW

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## Part 1

Broader introduction to the changing landscape of First Nation economic development through the lens some of the Treaty 8 Nations in Northeast BC, including emerging trends in First Nations economic development.

## Part 2

Focus on the topic of First Nation Urban Reserves and their importance and impact in economic development for First Nations and partnering communities.





**DISCLAIMER**



# PART 1



# TRADITIONAL - ONGOING BARRIERS

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**Colonialism and  
failure to  
recognize  
jurisdiction**

**Indian Act and  
Failures to  
Uphold Treaties**

**Federal Funding  
and Own-Source  
Revenue  
Shortfalls**

**Inadequate  
Infrastructure  
and Land**

**Land  
Management  
Jurisdiction and  
Reserve Land  
Tenure**

**Access to Capital  
and Equity**

**Economic  
Development  
Capacity**

**Local Level  
Challenges**

**Treatment as  
Stakeholders not  
Partners**



**First Nations**



**Local Government**

# EMERGING ECONOMIC-SUPPORTIVE TRENDS

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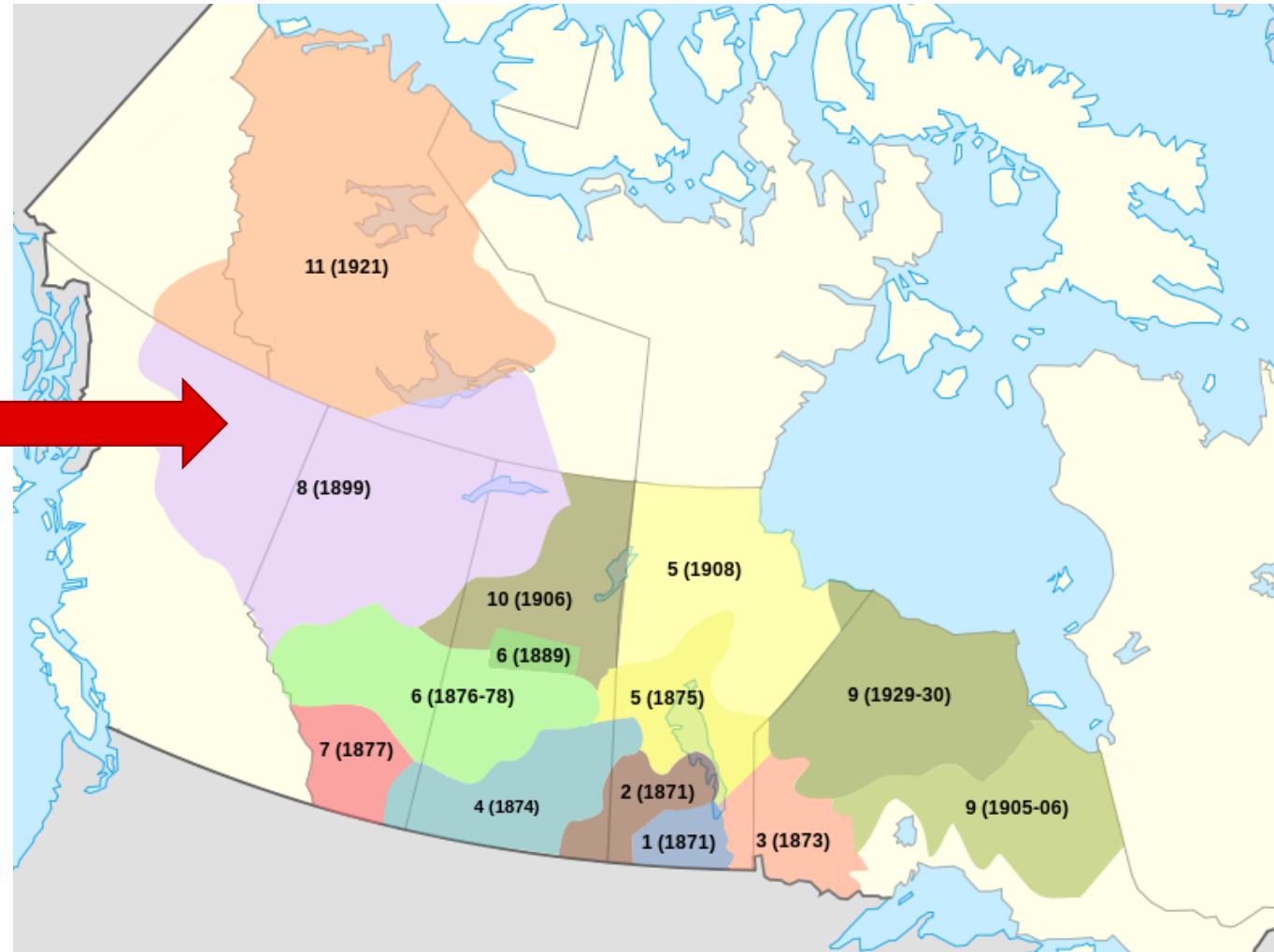
- **Settlement of Longstanding Comprehensive Land and Specific Claims**
- **Improving Federal Funding Approaches (10-year grants)**
- **Expansion of First Nation Land Bases**
- **Better Access to Capital**
- **Stronger Self-Governance**
- **Tax Jurisdiction and Systems**
- **Institutional Supports Available to First Nations**
- **Improved Participation in Development within Territory**
- **Procurement Policies Opening Opportunities**





# **OVERVIEW OF TREATY 8 – NORTHEAST BRITISH COLUMBIA**

# TREATY 8





# NORTHEAST BRITISH COLUMBIA – PEACE REGION

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- Rural northern area (<70,000 regional pop.)
- Significant resource wealth in region
- Key contributor to BC economy
- Slight under awareness of contributions





# TREATY 8 BC FIRST NATIONS



# PRE AND EARLY POST-CONTACT ECONOMIC SECTORS

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- **Trapping and Fur Trading**
- **Agriculture and Ranching**
- **Guide Outfitting**
- **Employment through Resource Development**

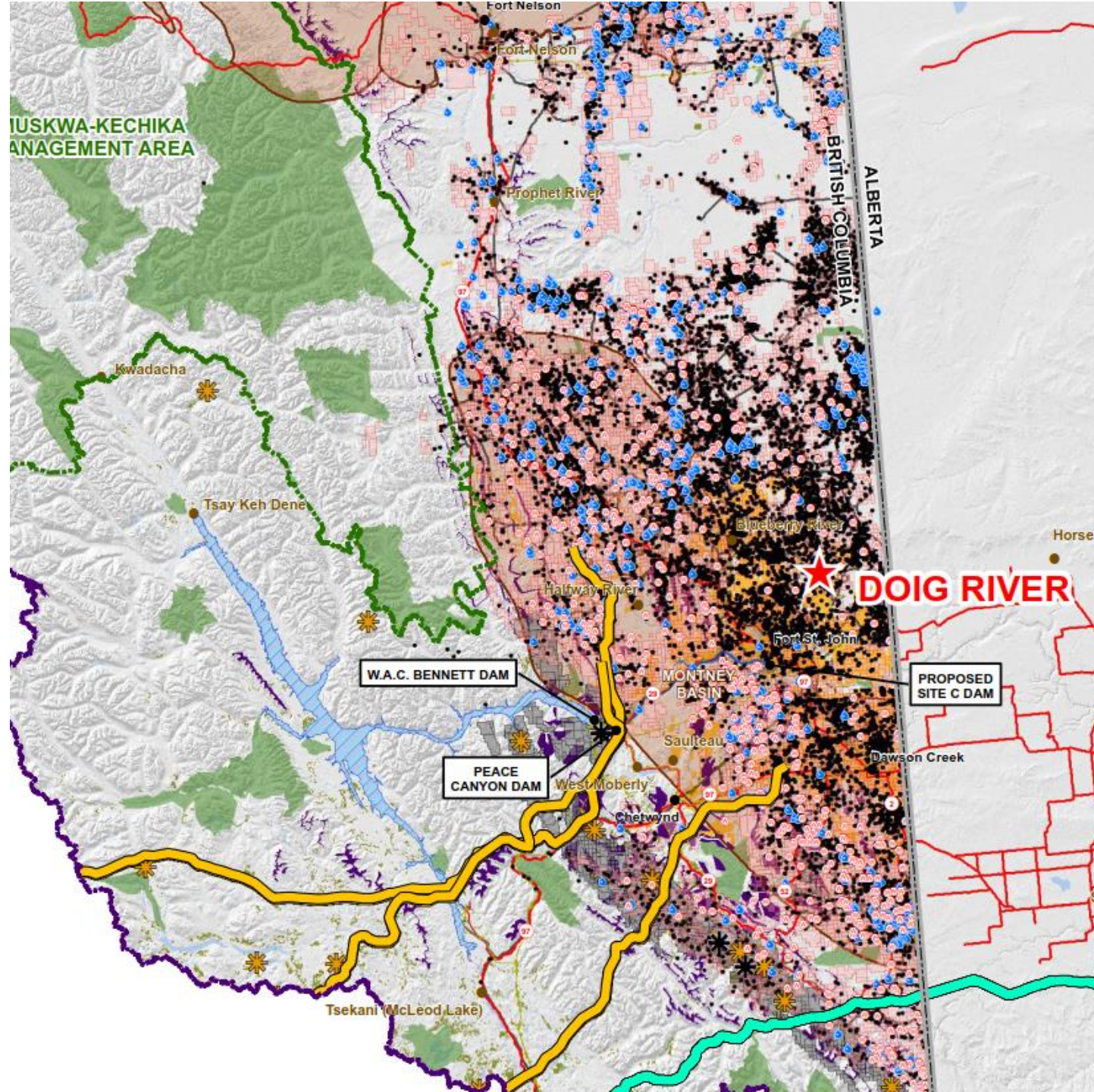



















# Non-Traditional Land Uses



-  Treaty 8 Territory
-  Provincial Park/Protected Area
-  Privately Owned Land
-  Agricultural Crown Lease
-  Coal Mine Tenures
-  Active Petroleum/Natural Gas Tenure
-  Active Forest Tenure Cutblocks
-  Wind Tenure
-  Proposed Site C Reservoir
-  Existing Reservoir
-  Existing Pipeline Right-of-way
-  Existing BC Hydro Transmission Line
-  Major LNG Pipeline Projects (Proposed)
-  Highway
-  Local/Rural Resource Roads
-  Oil & Gas Well/Facility (Existing)
-  Temporary Work Camp (Known)
-  Approved Water Withdrawal Location (Section 8)
-  Existing Mine Site
-  Proposed Mine Site
-  First Nation Community



# REGIONAL MAJOR PROJECTS

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- **Site C Dam**
- **Regional LNG Development**
- **Forestry / Community Managed Forests**
- **Metallurgic Coal Mines**
- **Biomass, Wind, and Geothermal Energy**



# EMERGING ECONOMIC TRENDS (TREATY 8)

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- ✓ **Access to Sustainable Own-Source Revenues**
- ✓ **Growing Economic Development Capacity**
- ✓ **Building Equity in Resource Development**
- ✓ **Growing Sectors (Indigenous and Cultural Tourism)**
- ✓ **Land Development / Urban Reserves**
- ✓ **Improved (somewhat) involvement in Resource Management**



# CUMULATIVE EFFECTS



## How a big win for a First Nation in B.C. could bring change for resource development in Canada



Results of legal victory for Blueberry River First Nations being watched by Indigenous leaders and industry



[Tony Seskus](#) · CBC News · Posted: Oct 21, 2021 4:00 AM ET | Last Updated: October 21, 2021



# DOIG RIVER FIRST NATION

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WORKING TOGETHER WITH DOIG RIVER FIRST NATION

“Our business model works on being adaptable, building positive working relationships and following through on our commitments and obligations.”

~ CHIEF TREVOR MAKADAHAY, DOIG RIVER FIRST NATION





# UUJO DEVELOPMENTS

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# TOURISM – KEMA EXPERIENCES

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# URBAN RESERVE - LAND DEVELOPMENT



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systems



## 'Economic reconciliation': Naache Commons anchor Doig River development plans

New urban reserve celebrated in Fort St John: "It's a real turning point for our nation in realizing our own economic destiny."

Matt Preprost, Dave Lueneberg  
Jun 21, 2022 6:30 PM



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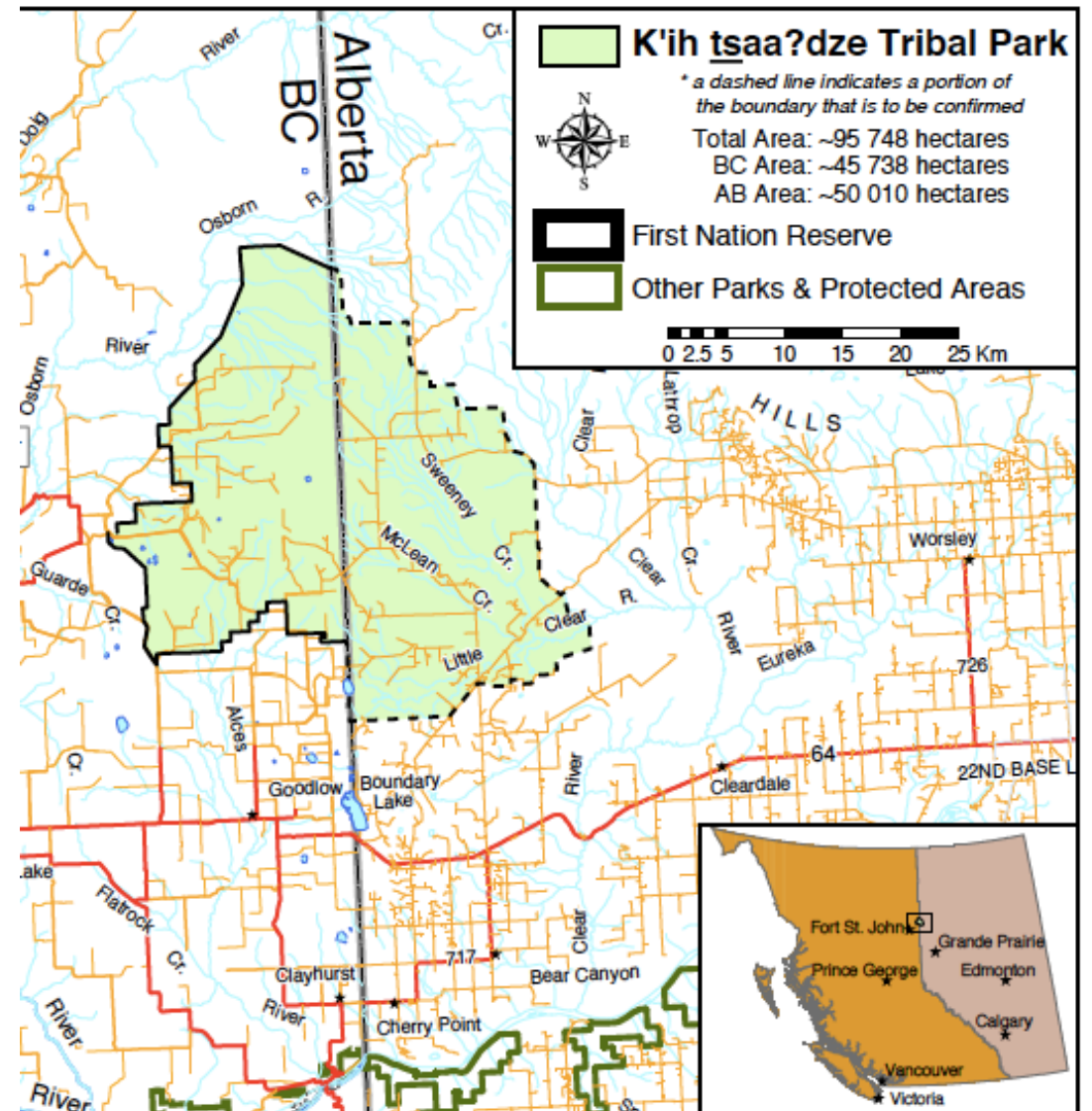
















# Relationship Building

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# PARTNERSHIP BENEFITS

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**Attract  
Investment  
and  
Employment**



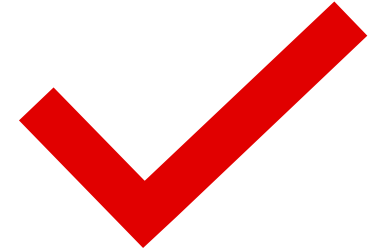
**Support  
Increased  
Spending  
Power**



**Partnership  
Can Support  
Renewal /  
Revitalization**



**Coordination  
of Joint  
Interests /  
Advocacy**



**Support  
Reconciliation  
Efforts**



## Transactional Relationship

Neighbouring communities are viewed to be simply customers or service providers. The relationship may be friendly, but interactions are minimal and brief.



## Foundational Relationship



Neighbouring communities are viewed to be partners, with strong assets and unique ability to contribute to achieving a jointly held vision of the region.



## **PART 2**

# **URBAN RESERVES**

# URBAN RESERVES – LEGAL CONTEXT

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- Reserve land are set aside under the *Indian Act* for the exclusive use of a First Nation
- Reserves were created as part of the Treaty making process (or forced relocation)
- There is no private ownership of reserve lands (semi-form exists)
- *Indian Act* dictates land management of reserve lands
- Taxation exempt (for activities on-reserve)



# URBAN RESERVES - OVERVIEW

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- Sometimes referred to as “Urban Economic Zones”
- Urban Reserves are First Nation administered lands within/adjacent to municipal boundaries
- Urban Reserves may include:
  - Retail Development
  - Residential Development
  - Professional Office Space
  - Mixed-Use Neighbourhoods
  - Industrial Development
  - Gaming Facilities.



# URBAN RESERVE MISCONCEPTIONS

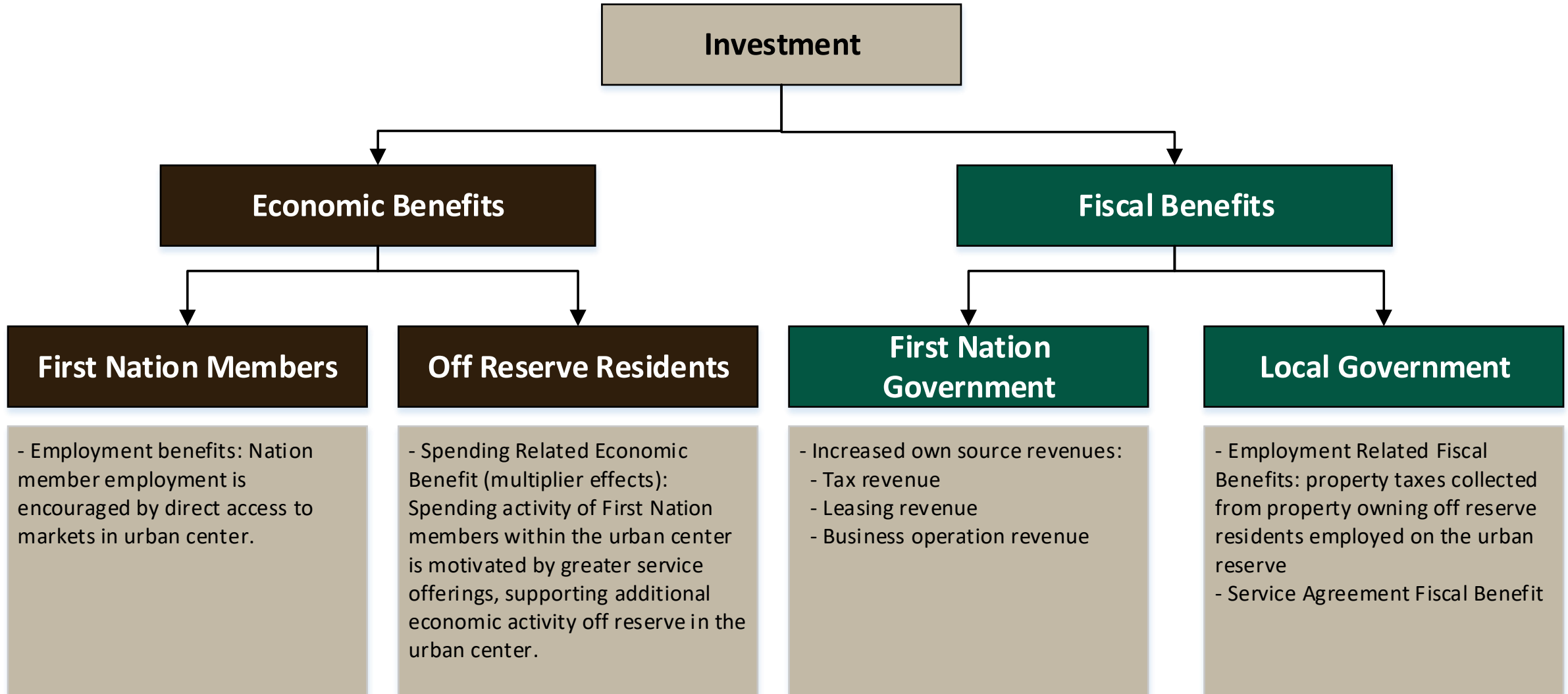
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- **Not welcoming to surrounding communities**
- **No regulation or land use control**
- **No relationship with adjoining municipality**
- **Don't contribute or pay for services**
- **Not a positive contributor to the Regional Economy**





# Urban Reserve Benefits



# URBAN RESERVES – ELEMENTS OF SUCCESS

**Common elements of urban reserve success include:**

- **Inter-Governmental Cooperation (Established Relationship)**
- **Invisible Borders and Seamless Transition**
- **High Quality Architecture and Design**
- **Focused on Regional Economic Development**
- **Fair Servicing Agreements**
- **Similar Taxation and Regulation**
- **Capacity Building (Both Ways)**
- **Mutual Respect and Open Communication**





# URBAN RESERVES – DEVELOPMENT PROCESSES



# SERVICING AGREEMENTS AND MOU'S

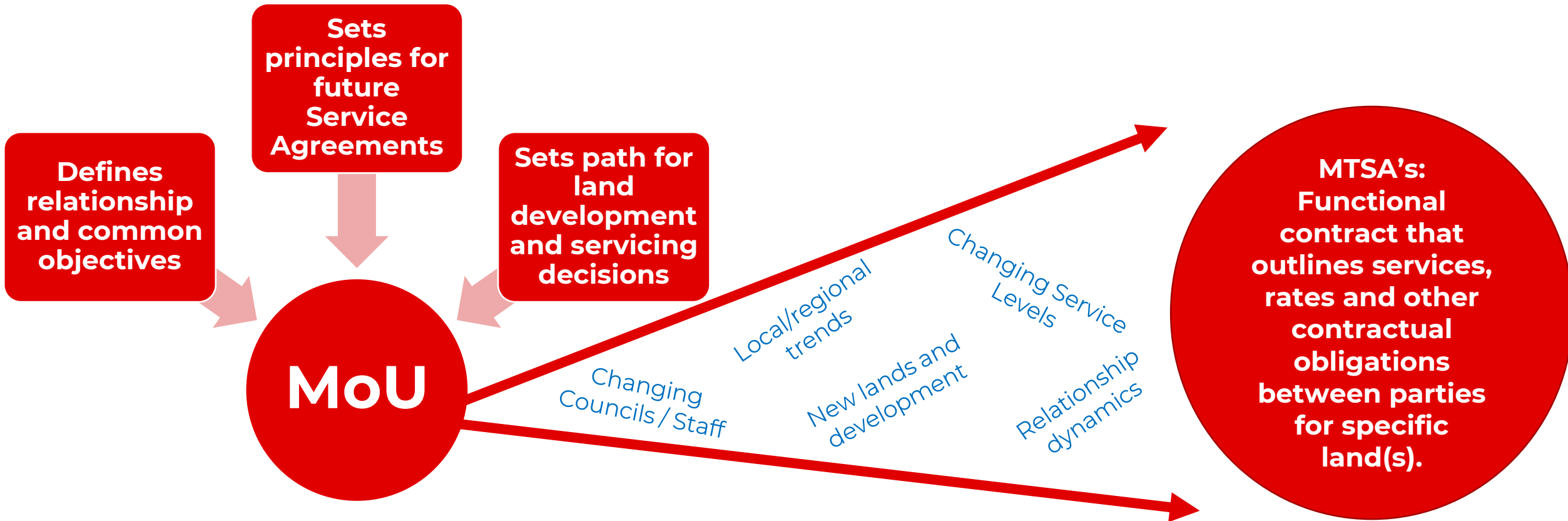
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**Process of developing and servicing Urban Reserve Lands raises several questions:**

- **How will development occur?**
- **How will development be serviced?**
- **How will costs be recovered?**
- **What effects will municipal bylaws have?**
- **What are the potential impacts and benefits of urban additions to reserve?**
- **What are the opportunities to achieve mutual goals?**



# SERVICING AGREEMENTS AND MOU'S

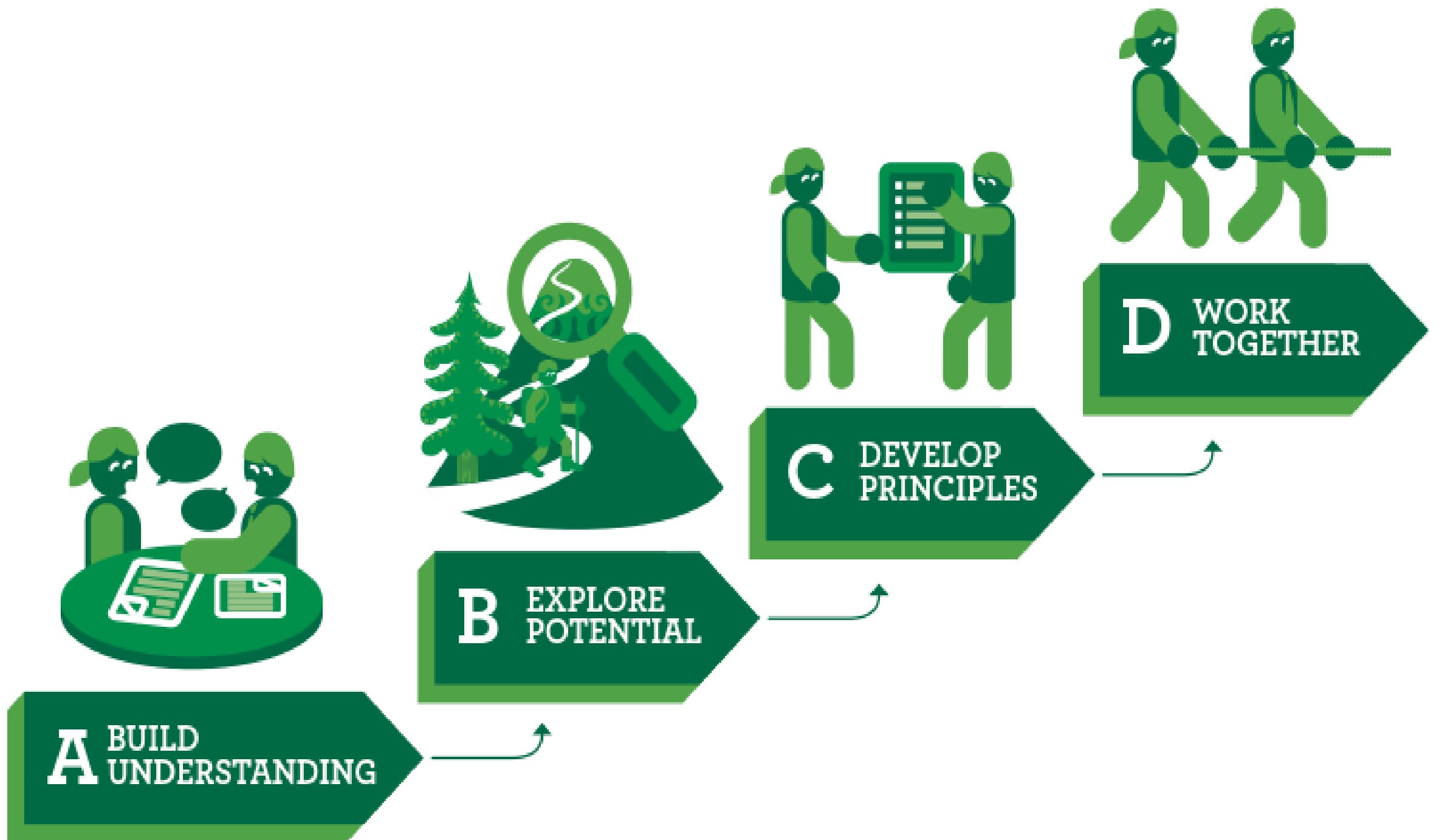


# LESSONS LEARNED IN G2G RELATIONSHIPS

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- Its all about “genuine” relationships
- Be proactive and prepare to learn
- Build connections at political and administrative levels
- Find common ground (it exists!)
- Outside facilitation can support G2G’s
- Codify relationship and joint-interests
- Champion the importance among your citizens





**Myth about  
First Nations:**

The federal  
government funds  
everything! First  
Nations get all of their  
infrastructure for free.

**MYTH**

**Myth about Local  
Governments:**

They're rich! Local  
Government tax base is  
huge and they can afford to  
spend lavishly on services.  
They get all kinds of money  
from the provincial and  
federal governments to build  
infrastructure.

**MYTH**







**WE ALL SHARE THE RESPONSIBILITY TO HELP RESTORE THIS PROSPERITY BY ADVANCING THE OBJECTIVES OF ECONOMIC RECONCILIATION AS RECOMMENDED BY THE TRUTH AND RECONCILIATION COMMISSION.**

**THE RESULTING BENEFITS WOULD BE SUBSTANTIAL FOR INDIGENOUS COMMUNITIES BECAUSE THEIR STANDARDS OF LIVING WOULD DRAMATICALLY IMPROVE. ALL OF CANADA WOULD ALSO GAIN FROM AN INDIGENOUS ECONOMY THAT IS MORE EMPOWERED TO REALIZE ITS FULL POTENTIAL.**

**THANK YOU!**

**QUESTIONS AND  
COMMENTS?**

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