

**ABORIGINAL PARTNERSHIPS FOR SUSTAINABLE 2010  
OLYMPIC AND PARALYMPIC WINTER GAMES: A  
FRAMEWORK FOR COOPERATION**

by

Catharine Hilary Dunn  
B.Sc., University of British Columbia, 1999

PROJECT SUBMITTED IN PARTIAL FULFILLMENT OF  
THE REQUIREMENTS FOR THE DEGREE OF  
MASTER OF RESOURCE MANAGEMENT

In the  
School of Resource and Environmental Management

Report No. 422

© Catharine Hilary Dunn 2007

SIMON FRASER UNIVERSITY

Summer 2007

All rights reserved. This work may not be  
reproduced in whole or in part, by photocopy  
or other means, without permission of the author.

# APPROVAL

**Name:** Catharine Hilary Dunn

**Degree:** Master of Resource Management

**Title of Project:** Aboriginal Partnerships for Sustainable 2010  
Olympic and Paralympic Winter Games: a  
Framework for Cooperation

**Report No.** 422

**Supervisory Committee:**

---

**Dr. Peter Williams**  
Senior Supervisor  
Professor  
School of Resource and Environmental Management

---

**Dr. John Welch**  
Committee Member  
Associate Professor  
School of Resource and Environmental Management

**Date Approved:**

April 2, 2007



SIMON FRASER UNIVERSITY  
LIBRARY

## **Declaration of Partial Copyright Licence**

The author, whose copyright is declared on the title page of this work, has granted to Simon Fraser University the right to lend this thesis, project or extended essay to users of the Simon Fraser University Library, and to make partial or single copies only for such users or in response to a request from the library of any other university, or other educational institution, on its own behalf or for one of its users.

The author has further granted permission to Simon Fraser University to keep or make a digital copy for use in its circulating collection (currently available to the public at the "Institutional Repository" link of the SFU Library website <[www.lib.sfu.ca](http://www.lib.sfu.ca)> at: <<http://ir.lib.sfu.ca/handle/1892/112>>) and, without changing the content, to translate the thesis/project or extended essays, if technically possible, to any medium or format for the purpose of preservation of the digital work.

The author has further agreed that permission for multiple copying of this work for scholarly purposes may be granted by either the author or the Dean of Graduate Studies.

It is understood that copying or publication of this work for financial gain shall not be allowed without the author's written permission.

Permission for public performance, or limited permission for private scholarly use, of any multimedia materials forming part of this work, may have been granted by the author. This information may be found on the separately catalogued multimedia material and in the signed Partial Copyright Licence.

While licensing SFU to permit the above uses, the author retains copyright in the thesis, project or extended essays, including the right to change the work for subsequent purposes, including editing and publishing the work in whole or in part, and licensing other parties, as the author may desire.

The original Partial Copyright Licence attesting to these terms, and signed by this author, may be found in the original bound copy of this work, retained in the Simon Fraser University Archive.

Simon Fraser University Library  
Burnaby, BC, Canada



**SIMON FRASER UNIVERSITY**  
**THINKING OF THE WORLD**

## **STATEMENT OF ETHICS APPROVAL**

The author, whose name appears on the title page of this work, has obtained, for the research described in this work, either:

(a) Human research ethics approval from the Simon Fraser University Office of Research Ethics,

or

(b) Advance approval of the animal care protocol from the University Animal Care Committee of Simon Fraser University;

or has conducted the research

(c) as a co-investigator, in a research project approved in advance,

or

(d) as a member of a course approved in advance for minimal risk human research, by the Office of Research Ethics.

A copy of the approval letter has been filed at the Theses Office of the University Library at the time of submission of this thesis or project.

The original application for approval and letter of approval are filed with the relevant offices. Inquiries may be directed to those authorities.

Bennett Library  
Simon Fraser University  
Burnaby, BC, Canada

## **ABSTRACT**

Indigenous peoples' participation has historically been an afterthought to Olympic Games Bidding and Organizing Committees. For the first time in Olympic Games history, Indigenous peoples have been recognized and included as Official Partners in the planning and hosting of the 2010 Winter Games. This research explores partnership developments between the Four Host First Nations - the Lil'wat, Musqueam, Squamish and Tsleil-Waututh, on whose traditional and shared traditional territories the 2010 Winter Games will be held – and the 2010 Bid Corporation/VANOC. The findings and resulting framework suggest that successful partnerships between Indigenous communities and Olympic Organizing Committees need to be formalized in the bid phase and enhanced during the organizing and hosting phases. The research also suggests that the IOC has an opportunity to promote partnership development between Indigenous peoples and future Olympic and Paralympic Games organizers as a result of lessons learned surrounding the 2010 Winter Games.

**Keywords:** Partnership developments; Indigenous peoples; 2010 Winter Games; Four Host First Nations; Traditional territories.

*“As a First Nation leader, a British Columbian and a Canadian, one of the proudest moments of my life was to be at the announcement of the Olympic emblem with members of my family like my grandchildren and the other Host First Nations. The four Nations coming together for the first time in this way, for the Olympics, was history-making. We got a standing ovation from the audience – we all felt that we are part of something special. It made me wonder why we ever thought that there were any differences. This opportunity will provide us with a better future.”*

*- Leonard George, Tsleil-Waututh Nation*

## **ACKNOWLEDGEMENTS**

Firstly, I am very grateful for the friendships and insights from the Four Host First Nations which inspired me to pursue this research. I also extend my thanks to my colleagues from the 2010 Bid Corporation, VANOC and the FHFN Secretariat. Specifically I would like to recognize Paul Manning, Terry Wright, Gary Youngman, Lara Mussell-Savage, Janeen Owen and Tewanee Joseph for your mentorship, belief and friendships.

I would like to thank all the respondents from the FHFN and the 2010 Bid/VANOC who took the time to share their wisdom. I truly enjoyed and learned from every interview.

I would also like to recognize my Senior Supervisor, Peter Williams, who has been patient, challenging and supportive throughout my 699 experience. I extend special thanks to John Welch for participating as my second reader. I am also grateful for my REM friendships, especially those of Tanis Frame and Cindy Hubbard.

Lastly I would like to recognize my family, specifically the Fletchers and my parents, Judi and Peter, for their unwavering support over the years.

# TABLE OF CONTENTS

Approval.....	ii
Abstract.....	iii
Quotation .....	iv
Acknowledgements.....	v
Table of Contents.....	vi
List of Figures.....	ix
List of Tables.....	x
Abbreviations .....	xii
<b>Chapter 1: Introduction .....</b>	<b>1</b>
1.1 Research Purpose and Objectives.....	1
1.2 Study Context and Significance.....	2
1.3 Scope and Research Questions.....	5
1.4 Study Method.....	6
1.5 Report Organization .....	6
<b>Chapter 2: Literature Review.....</b>	<b>8</b>
2.1 Indigenous Peoples and Aboriginal Communities in Canada.....	8
2.2 Aboriginal Relationships in BC and Canada.....	10
2.2.1 Aboriginal/Government Relations and Treaties.....	10
2.2.2 Major Court Cases .....	12
2.2.3 The New Relationship in BC.....	14
2.3 Indigenous Participation in the Planning and Hosting of Olympic and Paralympic Games .....	16
2.3.1 Calgary, Canada 1988 .....	16
2.3.2 Lillehammer, Norway 1994.....	17
2.3.3 Atlanta, USA 1996.....	18
2.3.4 Sydney, Australia 2000 .....	18
2.3.5 Salt Lake City, USA 2002.....	21
2.4 Summary of Indigenous Participation on Past Games .....	23
2.5 Cooperative Relationships and Social Capital.....	24
2.5.1 Cooperation and Collaboration.....	24
2.5.2 Partnerships .....	25
2.5.3 Corporate Alliances .....	26
2.5.4 Aboriginal Cooperative Relationships.....	26
2.5.5 Social Capital .....	27



2.6	Corporate Social Responsibility, Triple Bottom Line and Stakeholder engagement .....	27
2.6.1	Corporate Social Responsibility .....	27
2.6.2	Triple Bottom Line Reporting .....	29
2.6.3	Community Stakeholder Engagement .....	30
2.7	Incentives, Benefits and Challenges of Cooperative Relationships .....	32
2.8	Partnership Models/Frameworks and Principles .....	37
2.8.1	Agreement Principles and Models for Partnerships with Aboriginal Communities .....	42
2.8.2	Corporate Aboriginal Relations .....	45
2.9	Assessment Framework .....	46
<b>Chapter 3: Research Methods .....</b>		<b>50</b>
3.1	Introduction .....	50
3.2	Research Objective and Questions .....	50
3.2.1	Research Questions .....	51
3.3	Literature Review .....	51
3.4	Case Study .....	52
3.5	Participant Observation .....	53
3.6	Key Informant Interviews .....	55
3.6.1	Interview Selection .....	55
3.6.2	Interview Structure .....	56
3.6.3	Interview Process .....	57
3.7	Data Analysis .....	57
3.8	Research Design Limitations and Strengths .....	58
3.8.1	Limitations .....	58
3.8.2	Strengths .....	59
3.9	Conclusion .....	60
<b>Chapter 4: Research Context and Findings .....</b>		<b>61</b>
4.1	Introduction .....	61
4.2	The 2010 Bid Corporation and VANOC .....	61
4.2.1	The 2010 Bid Corporation .....	61
4.2.2	VANOC .....	62
4.2.3	Aboriginal Participation at VANOC .....	65
4.3	The Four Host First Nations .....	66
4.3.1	The FHFN Society (FHFNS) .....	68
4.4	Chronology of Events .....	70
4.5	Partnership Development .....	92
4.5.1	Incentives .....	93
4.5.2	Benefits .....	102
4.5.3	Challenges .....	109
4.5.4	Development Principles .....	113

4.6	Partnership Success, Maintenance and Recommendations .....	118
4.6.1	Partnership Success .....	118
4.6.2	Maintenance Principles and Recommendations to VANOC and the FHFN .....	119
4.6.3	Partnership Monitoring and Evaluation.....	125
4.6.4	Recommendations to Future Organizing Committees and Indigenous Peoples .....	127
<b>Chapter 5: Discussion .....</b>		<b>129</b>
5.1	FHFN and VANOC Partnerships .....	129
5.2	Political context in BC and FHFN Legacies .....	130
5.3	Risk management, risk sharing and aggressive timetables.....	135
5.4	Legacy of the FHFN/VANOC partnerships for 2010 and beyond .....	137
5.4.1	Domestic Legacy .....	137
5.4.2	International Legacy .....	138
5.5	Framework for Indigenous Partnerships and Participation in Hallmark Events .....	140
<b>Chapter 6: Conclusions .....</b>		<b>144</b>
6.1	Summary of Findings .....	144
6.2	Recommendations for Further Research.....	148
<b>Works Cited .....</b>		<b>150</b>
<b>Appendices .....</b>		<b>156</b>
Appendix A	Timeline for FHFN/VANOC Partnership Developments.....	157
Appendix B	Summary of agreements, MOUs, LMUs and protocols related to the FHFN/VANOC Partnerships.....	158
Appendix C	Shared Legacies Agreement .....	160
Appendix D	Tsleil-Waututh MOU.....	167
Appendix E	FHFN Protocol .....	171
Appendix F	VANOC/FHFN Protocol .....	180
Appendix G	FHFNS Chiefs, Board Members & Staff (2007) .....	193
Appendix H	List of Respondents .....	194
Appendix I	Participant Study Briefing.....	195
Appendix J	FHFN Questionnaire and Interview Guide .....	196
Appendix K	2010 Bid/ VANOC Questionnaire and Interview Guide .....	201
Appendix L	Consent Form .....	206
Appendix M	Questionnaire Results.....	208

## LIST OF FIGURES

Figure 1 Facilitative Conditions for Collaboration by Development Phase (Gray 1985).....	38
Figure 2 An Evolutionary Model of Tourism Partnerships (Selin & Chavez 1995).....	39
Figure 3 Organizational Chart for VANOC (VANOC 2007) .....	64
Figure 4 Chronology of Events – Bid Phase (1997-2003).....	71
Figure 5 Chronology of Events – Organizing Phase (2003 – Present).....	72
Figure 6 Four Host First Nations Logo .....	89
Figure 7 Chronology of Key Events related to FHFN and 2010 Bid/VANOC Partnership Developments.....	157

## LIST OF TABLES

Table 1	Cooperative Relationships Benefits .....	36
Table 2	Cooperative Relationships Challenges .....	37
Table 3	Partnership Model and Principles (Rodal 1999).....	41
Table 4	Wilson’s Cooperative Relationship Phases, Principles and Management Recommendations for the Gitga’at – King Pacific Lodge Relationship .....	45
Table 5	Summary of Framework Partnerships Development Phases.....	47
Table 6	Cooperative Relationship Phases and Principles for Aboriginal Communities and Hallmark Event Organizers. ....	48
Table 7	Distribution of Respondents by Organization .....	56
Table 8	VANOC’s Aboriginal Participation Strategy Program Areas.....	65
Table 9:	Games Venues Constructed on FHFN Traditional Territories.....	68
Table 10	Summary of FHFN Activities during 2010 Bid and Organizing Phases. ....	73
Table 11	Summary of Shared Legacies Agreement Benefits and Implementation Status .....	86
Table 12	Summary of the Incentives for the FHFN/2010 Bid VANOC partnerships .....	94
Table 13	Summary of Benefits for the FHFN/2010 Bid VANOC partnerships .....	102
Table 14	Summary of Challenges for the FHFN/2010 Bid VANOC partnerships .....	110
Table 15	Summary of Partnership Development Principles for the FHFN/2010 Bid VANOC respondents.....	114
Table 16	Summary of Maintenance Principles and Recommendations for Enhancing FHFN/VANOC relationship.....	121
Table 17	Summary of Recommendations for Monitoring and Evaluating of FHFN/VANOC Partnership .....	125
Table 18	Recommendations to Future Organizing Committees and Indigenous Peoples.....	128
Table 19	Framework for Indigenous Partnerships and Participation in Olympic and Paralympic Games.....	141

Table 20 Partnership Incentives Ratings by 2010 Bid/VANOC respondents. ....	208
Table 21 Partnership Incentives Ratings by FHFN respondents.....	209
Table 22 Partnership Benefits Ratings by 2010 Bid/VANOC respondents. ....	210
Table 23 Partnership Benefits Ratings by FHFN respondents.....	211
Table 24 Partnership Challenges Ratings by 2010 Bid/VANOC respondents. ....	212
Table 25 Partnership Challenges Ratings FHFN respondents.....	213
Table 26 Partnership Development Principles Ratings by 2010 Bid/VANOC respondents. ....	214
Table 27 Partnership Development Principles Ratings by FHFN respondents. ....	215
Table 28 Partnership Maintenance Principles Ratings by 2010 Bid/VANOC respondents. ....	216
Table 29 Partnership Maintenance Principles Ratings by FHFN respondents. ....	217

## **ABBREVIATIONS**

COC	Canadian Olympic Committee
CPC	Canadian Paralympic Committee
EA	Environmental Assessment
FHFN	Four Host First Nations
FHFNS	FHFN Secretariat
IOC	International Olympic Committee
LMU	Letter of Mutual Understanding
MOU	Memorandum of Understanding
MPA	Multi Party Agreement
NCV	Nordic Competition Venue
NSWALC	New South Wales Aboriginal Land Council
OCOG	Organizing Committee for the Olympic Games
SLA	Shared Legacies Agreement
VANOC	Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games

# **CHAPTER 1: INTRODUCTION**

## **1.1 Research Purpose and Objectives**

The purpose of this research is to contribute to existing knowledge concerning the development and maintenance of successful Aboriginal/ non-Aboriginal partnerships. The research focuses on the development and maintenance of partnerships between the Four Host First Nations (FHFN) – the Lil'wat, Musqueam, Squamish and Tsleil-Waututh, on whose traditional and shared traditional territories the 2010 Winter Games will be held - and the 2010 Bid Corporation/Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC). It describes the partnerships in the context of the bidding, planning and hosting of the 2010 Winter Games in Vancouver and Whistler, British Columbia, Canada. The analysis of the partnership development processes and maintenance recommendations will lead to a framework for developing and maintaining such future alliances between Indigenous communities and hallmark event organizers.

The objectives of this study are:

1. To establish a development and maintenance framework for partnerships between Aboriginal communities and hallmark event organizers;
2. To document and analyse the partnership development processes between the FHFN and the 2010 Bid Corporation/VANOC;

3. To provide recommendations for the enhancement and maintenance of existing FHFN/VANOC partnerships;
4. To refine the development and maintenance framework for application in future partnerships between Indigenous communities and Olympic Games organizers.

## **1.2 Study Context and Significance**

In 1999, the Olympic Movement adopted its own Agenda 21: Sport for Sustainable Development. It reflected the objectives of the 1992 United Nations Conference on Environment and Development (UNCED) Action Plan for Sustainable Development. Among its many objectives, the Olympic Movement's Action Plan emphasized the need to recognize and promote the role of Indigenous people through hosting the Games (IOC 1999). In Canada, Indigenous peoples are referred to as Aboriginal peoples. These Aboriginal peoples include First Nations (Indians), Inuit and Métis (Government of Canada 1982).

Aboriginal participation was included in the Vancouver 2010 Bid's sustainability planning initiatives. In the document "Vancouver 2010 Accelerating the Journey to a Sustainable Future" (Vancouver 2010 Bid Corporation 2003) it is stated that *"the Bid has reached out and worked closely with the Aboriginal Community, looking for real and meaningful opportunities – economic, social, sport and cultural – that could result from hosting the 2010 Winter Games."*



The FHFN were engaged early in Vancouver's bidding process for the Games. Aboriginal participation in the Bid phase included the

- Representation of the FHFN on the Board of Directors
- Development of an Aboriginal Participation Work Group
- Establishment of an Aboriginal Secretariat (Squamish and Lil'wat Nations)
- Signing of a Shared Legacies Agreement (SLA) with each of the Squamish and Lil'wat Nations
- Signing of Memorandums of Understanding (MOUs) with the Musqueam and Tsleil-Waututh Nations
- Participation of the FHFNs as part of the 2010 official delegation during the IOC's Evaluation visit in March 2003
- Participation of the FHFNs as part of the 2010 official delegation in Prague for the final IOC decision on July 2, 2003

On July 2, 2003, Vancouver and Whistler received rights to host the 2010 Olympic and Paralympic Winter Games. The role of the FHFNs participation and support for the Games was recognized as being an important contribution to the final selection of Vancouver as the Host City. *The Report of the IOC Evaluation Commission for the XXI Olympic Winter Games in 2010* (IOC 2003) stated that "one of the most significant legacies (if Vancouver were awarded the Games) is the involvement of the First Nations in the planning process and post-Games legacies."

On November 24, 2004 the FHFN signed a protocol (see Appendix E) outlining how the Four First Nations would work together to maximize opportunities arising from their participation in the 2010 Winter Games. The FHFN established a Secretariat to coordinate their collective participation in the Games and assist VANOC and other 2010 Winter Games partners in building an

inclusive process for the participation of the FHFN and other Aboriginal peoples (VANOC Website, 2006).

On November 30, 2005 the VANOC and the FHFN signed an historic protocol (see Appendix F) that defined their relationships and set out mutual commitments to work together to:

- Respect the protocols of the FHFN;
- Showcase Aboriginal art, language, traditions, history and culture;
- Provide skills development and training related to the Games;
- Ensure lasting social, cultural and economic opportunities and benefits for Aboriginal people and communities, including improved health and education, increased employment and a legacy of youth sports programs;
- Incorporate Aboriginal arts and culture into 2010 Winter Games arts festivals and cultural events, and the Opening and Closing Ceremonies (VANOC website, 2006).

VANOC set a goal of achieving unprecedented Aboriginal (First Nations, Inuit and Métis) participation in the planning, hosting and legacies of the Games as part of its sustainability objectives. The 2005 FHFN/VANOC protocol was unprecedented. For the first time in Olympic history Indigenous peoples were recognized by the IOC and an Organizing Committee as official partners and have received the designation of “Host First Nation(s).” Currently the FHFN are working in a positive and mutually beneficial partnership with VANOC and its partners to plan, stage and host the 2010 Winter Games (VANOC 2007).

This research explores the partnerships that developed with the FHFN during the Bid and Organizing phases that led to the signing of the historic FHFN/VANOC protocol. Research into the development of the existing

partnerships provides insight into how to maximize cooperative efforts between VANOC and the FHFN. Although several studies in other contexts have focused on partnership formation processes (Gray 1985, Rodal 1999, Selin & Chavez 1995, Waddock 1989), there has been little research addressing the conditions necessary for the maintenance of such alliances. The unprecedented level of involvement of the FHFN communities with planning of the 2010 Winter Games provides a unique opportunity to examine the processes of partnership formation and maintenance associated with Olympic Games and other hallmark events.

### **1.3 Scope and Research Questions**

This research focuses on identifying perspectives of FHFN and 2010 Bid Corporation/ VANOC representatives involved with developing and implementing the partnerships.

The primary research questions addressed are:

1. What are the critical components needed for the development and maintenance of sustainable (successful) partnerships between Indigenous peoples and Olympic Games organizers?
2. What are the key challenges and benefits to building partnerships between Indigenous peoples and Olympic Games organizers?
3. To what extent have the FHFN and 2010 Bid/VANOC teams been able to successfully develop and manage their partnerships?

4. What lessons can be learned from the development and management processes that can inform future partnerships associated with such undertakings?

## **1.4 Study Method**

Several research methods were used to inform this research. Initially a literature review contextualized and identified those principles critical to effective partnership development. Using 'participant action' research techniques (Fubara & Mguni 1995, Yin 2003), those principles were refined to reflect Olympic and Aboriginal realities. Finally key informant interviews were conducted with stakeholders involved in the FHFN and 2010 Bid/VANOC partnerships. The key informant interviews addressed the partnership themes of 1) incentives, 2) benefits, 3) challenges, 4) development principles, 5) maintenance principles, and 6) overall partnership success and recommendations.

## **1.5 Report Organization**

Chapter 2 provides a literature review of themes relevant to this study including: Indigenous peoples and Aboriginal people in Canada, Indigenous participation in the Olympic Movement, partnership development theory and practice, Indigenous/corporate partnerships and stakeholder engagement strategies. Chapter 3 discusses the research design including case study research methods and use of both participant action research and key informant research methods. The rationale for the case study selection, the data collection processes used, the data analysis procedures employed and the strengths and

weaknesses of the research design are also described. Chapter 4 presents the case study research context and an analysis of the interview responses. Chapter 5 discusses the results, provides recommendations for enhancing the FHFN/VANOC partnerships and offers a framework for Indigenous participation and partnerships in the Olympic Games and other hallmark events. Chapter 6 presents the conclusions of the study and suggests recommendations for further areas of research.

## **CHAPTER 2: LITERATURE REVIEW**

### **2.1 Indigenous Peoples and Aboriginal Communities in Canada**

Although there is no universally agreed upon definition of Indigenous peoples, there is agreement that Indigenous peoples have the right to self-identify (United Nations 2006). The United Nations workshop on Indigenous peoples (United Nations 2004) provided the following working definition which includes many of the elements commonly included in interpretations of the term:

Indigenous communities, peoples and nations are those which, having a historical continuity with pre-invasion and pre-colonial societies that developed on their territories, consider themselves distinct from other sectors of the societies now prevailing on those territories, or parts of them. They form at present non-dominant sectors of society and are determined to preserve, develop and transmit to future generations their ancestral territories, and their ethnic identity, as the basis of their continued existence as peoples, in accordance with their own cultural patterns, social institutions and legal system. (United Nations 2004, 2)

Indigenous peoples are increasingly affected by the impacts of growing global demands for natural resources created by industrialization, modernization, trade and migration (Jentoft et al. 2003). Issues affecting the sustainability of Indigenous peoples and their cultures are growing and have been reported in numerous high profile international reports including the Inuit Circumpolar Conference (1977), the Brundtland Report, (1987), Agenda 21 (1992), and to a lesser extent the 2002 Earth Summit (Jentoft et al. 2003).

In Canada, Indigenous peoples are called Aboriginal people and include First Nations, Inuit and Métis (Government of Canada 1982). The Aboriginal population in Canada was estimated to be approximately 1 million people in 2001 (Statistics Canada 2001) although many believe this estimate to be lower than the actual population size. First Nations and Inuit people trace their existence as distinct people or nations to pre-colonial times (Anderson 1997) whereas the Métis as a Nation began in colonial times. The Inuit people are a distinct Aboriginal group who live in Canada's Arctic regions as well as in the Arctic regions of Alaska, Greenland and Russia (Circumpolar Council 2007). There are approximately 45,000 Inuit people living in Canada (Statistics Canada 2001). First Nations people (previously referred to as Indians in the 1982 *Constitution Act*) are a distinct Aboriginal group and live primarily in Canada's southern parts as well as in the Yukon, Northwest Territories, and Northern Quebec. There are 633 distinct First Nations in Canada speaking over 50 languages with an total estimated population of 650,000 (Statistics Canada 2001). Both Inuit and First Nations peoples possess specific rights to land and other resources flowing from the original occupancy of their respective traditional territories. Both groups continue to pursue these rights through negotiation and litigation and are acquiring control over greater tracts of those lands and resources (Anderson 1997).

The Métis are people of mixed Aboriginal and European ancestry with a rich and distinct history (Joseph 2005). They live mostly in Ontario, Manitoba, Saskatchewan, Alberta and British Columbia (Métis National Council 2005). The

Métis population is estimated to be 290,000 (Statistics Canada 2001). Like their First Nations and Inuit counterparts, they too have ongoing claims to traditional land and resources. Several recent Supreme Court of Canada judgements related to First Nations, Inuit and Métis rights are paving the way for greater Aboriginal participation in a wide range of societal planning and management activities. These rights extend to involvement in decision-making over activities in their traditional territories and inclusion in the Olympic Movement.

## **2.2 Aboriginal Relationships in BC and Canada**

### **2.2.1 Aboriginal/Government Relations and Treaties**

Understanding the history of Aboriginal/government relations and treaties in Canada and British Columbia is critical for setting the context for this research. Before Canada was a country, Britain recognized that Aboriginal people living here had title to land. The *Royal Proclamation of 1763* declared that only the British Crown could acquire land from First Nations, and that was typically done through treaties. In most parts of Canada, the British Crown established treaties with First Nations before Confederation. Treaty making in Canada represented agreements by vastly divergent independent societies to live together in a way that was peaceful and mutually beneficial. The Canadian Courts have characterized these treaties as Aboriginal people “giving up” their title in exchange for land reserves and for the right to hunt and fish on the land, however First Nation signatories, through oral history, have expressed different views of the spirit and intent of these treaties. The new Dominion of Canada continued this policy of making treaties before the west was opened for



settlement; however, in BC this process was never completed (BC Treaty Commission 2000).

In the Colony of British Columbia, between 1850 and 1854 James Douglas negotiated 14 land purchases on Vancouver Island on behalf of the Crown, known as the "Douglas Treaties." During the remainder of Douglas' term no more treaties were signed, but reserves were set out for the First Nations people, who also had the right to acquire Crown land for farming on the same terms as settlers. When Douglas retired, the colonial government of B.C. took away First Nations' rights to acquire Crown land, reduced the size of the reserves, denied that the First Nations people had ever owned the land and paid no compensation for the loss of traditional lands and resources. When BC joined Confederation in 1871, only the 14 treaties on Vancouver Island had been signed. Aboriginal title to the rest of the province was left unresolved. The government of BC took the position that, since British Columbia did not recognize Aboriginal title, there was no need for treaties. Over the following decades the First Nations of British Columbia lobbied intensely for treaties by presenting letters and petitions to the governments. In response to this lobbying, the Government of Canada imposed laws that restricted land claims activities including amendment to the Indian Act making it illegal to raise funds to pursue land claims. The restriction on pursuing land claims was lifted in 1951. However, it wasn't until the 1970s that the Aboriginal peoples in Canada were able to get some definition of Aboriginal rights from the Supreme Court of Canada. In

addition, it wasn't until the 1990s that BC and Canada set up a formal treaty process. (BC Treaty Commission 2000)

Section 35 of the *Constitution Act, 1982*, affirmed that Aboriginal title, and the rights that go along with it, exist whether or not there is a treaty (Government of Canada 1982). Aboriginal rights refer to practices, traditions and customs that distinguish the unique culture of each First Nation and were practised prior to European contact (BC Treaty Commission 2007). Aboriginal title is an Aboriginal property right to land. Treaty rights refer to Aboriginal rights that are set out in a treaty. There were several landmark court cases decisions on Aboriginal rights and title that led to uncertainty about how and where Aboriginal rights applied. This discouraged investment and economic development in BC. These circumstances put pressure on the Province of BC to establish a treaty process in the 1990s.

### **2.2.2 Major Court Cases**

The 1973 *Calder* decision was a turning point for Aboriginal rights. In this case, the Nisga'a of northwestern BC argued that the Crown's underlying title was subject to Nisga'a title to occupy and manage their lands. Six of the seven judges confirmed that "a legal right derived from the Indian's historic... possession of their tribal lands" (BC Treaty Commission 2007) and that it existed whether governments recognized it or not. However, it was not agreed whether Nisga'a Aboriginal title still existed or had been extinguished by colonial legislation prior to confederation. The recognition of Aboriginal title caused the federal government to establish a land claims process. However, British

Columbia refused to participate, and since it held virtually all the Crown land in the province, the land claims process was frustrated without the Province's participation. (BC Treaty Commission 2007)

The unanswered question of whether Aboriginal title had been extinguished before British Columbia joined confederation was addressed in the 1990 *Sparrow* and 1997 *Delgamuukw* cases. The *Sparrow* decision said that unless legislation has a "clear and plain intention" to extinguish Aboriginal rights, it did not have that effect. The court concluded that a century of fisheries regulations did not extinguish the Musqueam people's Aboriginal right to fish for food and ceremonial purposes. This case dealt with fishing rights, but not rights to land (BC Treaty Commission 2007).

The treaty process now under way in BC dates back to 1990, when First Nations leaders and the governments of Canada and British Columbia jointly established a task force to find ways to fairly resolve Aboriginal land claims. In 1991, the BC Claims Task Force filed its report and its 19 recommendations were subsequently accepted by all parties and formed the blueprint for a made-in-BC treaty process (BC Treaty Commission 2007). In December 1993, the British Columbia Treaty Commission— an independent, neutral body that oversees the treaty process – opened its doors. First Nations were then invited to submit statements of intent to negotiate treaties (BC Treaty Commission 2007).

The 1997 *Delgamuukw* judgement by the Supreme Court of Canada confirmed that Aboriginal title does exist in British Columbia, that it's a right to the land itself – not just the right to hunt, fish or gather – and that when dealing with

Crown land, the government must consult with and may have to accommodate First Nations whose rights may be affected (BC Treaty Commission 2007). This decision would have major impacts on the treaty negotiation process and doing business on Crown land in BC.

The two Supreme Court of Canada landmark rulings of *Haida Nation* and *Taku River Tlinglet* in 2004 held that the provincial government has a duty to properly consult First Nations before proceeding with development on Crown land to which a First Nation asserts rights. The court further said First Nations do not have to prove their title to the land in a lengthy trial before this consultation takes place (Supreme Court of Canada 2004).

The goal of the BC treaty process is to build new relationships with First Nations, achieve certainty over ownership and use of land and resources, and enhance economic opportunities for First Nations (Province of BC Ministry of Aboriginal Relations and Reconciliation 2007, Indian and Northern Affairs Canada 2007). Currently, 58 First Nations, representing about two-thirds of all First Nations people in BC, are registered in the BC treaty process. According to the BC Treaty Commission (2007), “the modern day BC treaty negotiations are arguably the most complex set of negotiations Canada has ever undertaken and the most complex treaty negotiations ever undertaken in the world”.

### **2.2.3 The New Relationship in BC**

In 2002, after nine years without a single treaty agreement signed under the BC Treaty Process, the BC Liberal Government launched a highly unpopular

and controversial referendum on Treaty Principles. The referendum ballots asked British Columbia residents whether they agreed with eight principles that would guide the government's participation in treaty negotiations. However, some of these principles were considered to undermine the inherent rights of First Nations and the British Columbia Treaty Commission process. This was because they aimed to establish inflexible government positions in relation to land use, self-government, and taxation (Pembina Institute 2002). The referendum was completed to fulfil the government's election commitment however its results were never considered seriously.

Recently, the BC provincial government and B.C. First Nations' organizations began working together to develop a "New Relationship" founded on respect, recognition and reconciliation of Aboriginal rights and title (Province of BC Ministry of Aboriginal Relations and Reconciliation 2007). In March 2005, the Province of BC began meetings with representatives of the First Nations Summit, the Union of BC Indian Chiefs and the B.C. Assembly of First Nations. The intent was to "develop new approaches for consultation and accommodation and to create a vision for a New Relationship to deal with Aboriginal concerns based on openness, transparency and collaboration – one that reduced uncertainty, litigation and conflict for all British Columbians" (Province of BC Ministry of Aboriginal Relations and Reconciliation 2007).

A document outlining the vision and principles of the New Relationship was developed. It explored a new government-to-government relationship with First Nations, including new processes and structures for coordination, and

working together to make decisions about the use of land and resources. The document proposes discussion of revenue-sharing to reflect Aboriginal rights and title interests and to assist First Nations with enhancing economic development goals (Province of BC Ministry of Aboriginal Relations and Reconciliation 2007).

## **2.3 Indigenous Participation in the Planning and Hosting of Olympic and Paralympic Games**

In 1999, the Olympic Movement developed a document: "*Sport for Sustainable Development*" (IOC 1999). Among its many objectives, the Olympic Movement's Action Plan emphasized the need to recognize and promote the role of Indigenous people through hosting the Games (IOC 1999). VANOC set a goal of achieving unprecedented Aboriginal participation in the planning and hosting of the 2010 Winter Games. This goal extended well beyond the initiatives undertaken in previous Games. The following section summarizes the history of Indigenous participation in the planning and hosting of Olympic Games. It provides a context for understanding the partnerships and relationships developed between the FHFN and the 2010 Bid/VANOC.

### **2.3.1 Calgary, Canada 1988**

Indigenous participation programming in the Olympics appeared to have surfaced for the first time in the planning for the Calgary Winter Olympics of 1988. Prior to this, Indigenous involvement was limited primarily to minimal participation in cultural programs as seen with the Huron-wendat and Mohawk Nations in the 1976 Montreal Summer Games Ceremonies and with

representation on Olympic coins in the 1984 Los Angeles Summer Games (COJO 1978, LAOOC 1985).

The Calgary Games Organizing Committee, OCO'88, developed a Native Participation program within its Culture division in 1984 (OCO'88 1988). This program developed in response to pressures from local First Nations seeking more representation and involvement in the Games. The program's primary objectives were to promote greater awareness of and generate greater international exposure for the Aboriginal people of Canada. Following the September 1986 appointment of a full time Native Liaison coordinator working within the Calgary Organizing Committee, activities were undertaken to ensure that the Aboriginal people of the local Treaty 7 area were appropriately represented (OCO'88 1988). In collaboration with the Treaty 7 chiefs, four distinct Native Participation program areas were identified. These included 1) a Treaty 7 Cultural Exhibition, 2) a cultural performance (powwow), 3) a national youth conference, and 4) an Aboriginal people's fashion show. In addition to the Organizing Committee's programs, the Glenbow Museum organized an exhibit as part of the Olympic Arts Festival. It portrayed First Nation and Inuit cultures by bringing together artefacts from museums around the world (OCO'88 1988).

### **2.3.2 Lillehammer, Norway 1994**

The Lillehammer Organizing Committee for the Olympic Games (LOCOG) developed Indigenous participation programs that emphasized the culture of the Sami people, the Indigenous peoples of Norway. Their presence was mostly apparent in the Culture and Ceremonies Program (LOCOG 1994). The main

objective of the Sami cultural initiatives was to create awareness of the diversity of Sami cultures around the world. The Sami Assembly appointed a separate Sami Olympic Committee that advised the Lillehammer Olympic Organizing Committee.

### **2.3.3 Atlanta, USA 1996**

The Atlanta Games acknowledged Indigenous peoples by emphasizing Native peoples in the cultural events of the Games. This included the Olympic Arts Festival, Torch relay and Opening Ceremonies. However, there were no specific programs or department created by the Atlanta Organizing Committee for the Olympic Games (ACOG) for Indigenous participation (ACOG 1997).

### **2.3.4 Sydney, Australia 2000**

The Sydney Games encouraged and promoted involvement of Indigenous people in the planning and hosting of their Olympic Games. This included their participation in the Bid Phase, Organizing Phase and Games Phase programs. It went beyond showcasing culture to drawing attention to critical issues confronting Indigenous Australians (Hanna 1999, Hayes 2001, SOCOG 2001). Capitalizing on the potential power of the Games as a political tool, Indigenous leaders in Australia used the opportunity of high media profile to highlight the issues facing their people (Hayes 2001). The Games were seen by Indigenous and non-Indigenous Australians as a chance to move closer to reconciliation with respect to past injustices. Many of the Olympic Culture and Ceremonies programs focussed on highlighting the process of reconciliation and improving



relations between Indigenous and non-Indigenous people, recognizing their shared history and addressing the challenges that many Indigenous people still suffer as a result of that history (Government of Australia 2007). According to the Sydney Official Olympic Report (SOCOG 2001), as well as other publications (Cashman & Cashman 2000, Hanna 1999), the Games raised awareness around the issues facing Indigenous Australians. They provided opportunities to showcase culture as well as increase Indigenous participation in the planning, staging and receipt of benefits from the Games. Specific examples of Indigenous participation follow.

### **Sydney 2000 Bid Phase**

According to the Sydney's Official Olympic Report (SOCOG 2001, 17):

Australia's Indigenous community firmly supported Sydney's Bid. The NSW (New South Wales) Aboriginal Land Council (NSWALC), elected representatives of NSW Aborigines, twice voted unanimously in 1992 to support the bid and expressed their hopes that a Games held in Australia might lead to more Aboriginal competitors and that employment opportunities for Indigenous Australians would exist in the Games Organizing Committee.

To obtain the New South Wales Aboriginal Land Council's (NSWALC) support for the Games, Sydney's Bid agreed that:

- Consultation with NSWALC about the Games would occur
- Aboriginal culture would be featured prominently in the Opening and Closing Ceremonies
- NSWALC would oversee the merchandising, licensing, and copyright of Aboriginal arts and crafts
- Aboriginal and Torres Strait Islander peoples would play a significant role in the Olympic Torch Relay

- Specific employment opportunities would be provided for Aboriginal workers in the preparation and staging of the Olympic Games

### **Sydney 2000 Organizing Phase**

Sydney's Olympic Bid Committee's commitments to Indigenous peoples were implemented to varying degrees by the Olympic Coordination Authority (OCA), established in 1995, and by the Sydney Organizing Committee for the Olympic Games' (SOCOG) Aboriginal and Torres Strait Islander Relations program created in 1997 (SOCOG 2001). The OCA was responsible for building the venues, and the SOCOG was responsible for putting on the Games.

The SOCOG Board established a National Indigenous Advisory Committee (NIAC) in March 1998. It was comprised of 14 Indigenous Australians from key organizations. The NIAC worked with SOCOG's Indigenous program and advised on the implementation of SOCOG's Aboriginal and Torres Strait Islander initiatives. The Committee identified five major areas for Indigenous involvement in the Games:

- Cultural programs,
- Torch relay,
- Economic opportunities,
- Media programs,
- Sports programs.

Cashman & Cashman (2000) suggest that Sydney's four local Land Councils signed an agreement called "the Talbagoorlie Treaty" in 1999. The agreement outlined how they would collaborate for the Olympics and beyond, to leave a legacy of cooperation and better relationships with the four groups

(Cashman & Cashman 2000). However, little information on this treaty is available and there has also been indication that all four land councils did not sign the treaty.

Sydney's Official Olympic Report (SOCOG 2001) claimed that SOCOG and the OCA, in consultation with local Aboriginal people, created and implemented a variety of programs related to economic development, culture and ceremonies and sport. The Sydney Games organizers also supported the concept of the Aboriginal Arts and Cultural Pavilion and assisted with securing the Homebush Bay location for the facility and matching the NSW Aboriginal Land Council (NSWALC) contribution of \$350, 000 for its development (Cashman & Cashman 2000).

### **Sydney 2000 Hosting Phase**

Indigenous participation and reconciliation (the process of building better relationships between Aboriginal and non-Aboriginal peoples) were especially highlighted during the Games' Torch Relay and Ceremonies programs. In addition, the Aboriginal Arts and Cultural Pavilion showcased the unique history, culture and talents of Australia's Indigenous peoples. There is little additional literature that describes other legacies resulting from the Aboriginal participation in the Games.

#### **2.3.5 Salt Lake City, USA 2002**

The Salt Lake City (SLC) Bid documents do not identify any formal Aboriginal participation programs associated with its preparations for the SLC

Olympic Games. Similarly the Salt Lake City Organizing Committee (SLOC) did not have any specific Aboriginal Participation initiative or group dedicated to fostering collaborative relationships with local tribes. Instead, different departments within the Organizing Committee (eg. Environment, Human Resources, Culture, and Ceremonies) collaborated with specific Native American groups on a project-by-project basis. The SLOC Aboriginal programs focused primarily on encouraging participation in the Culture and Ceremonies, and creating the Navajo Pavilion located in Salt Lake City during the Games (SLOC 2002). The pavilion was partially funded by the Navajo Nation, the largest and wealthiest of Utah's five Native Tribes. It was designed to showcase the Navajo's culture.

It has been suggested that the local native tribes such as the Goshute, Navajo, Paiute, Shoshone and Ute, had ongoing conflict with each other, and as a result, did not develop formal relationships with SLOC until later in the Organizing Phase. The Director of the Utah Division of Indian Affairs and a member of the SLOC Board of Directors, indicated that more engagement between SLOC and the Utah-based Native American 2002 Foundation in the planning of Olympic programs would have been desirable. However, the Native American 2002 Foundation, a non-profit organization working to ensure American Indians were authentically represented in all aspects of the Games, encountered difficulties in engaging the SLOC, due to internal stakeholder resistance (Buttars 2000). In the end, the Navajo Nation chose not to join the

Foundation, and approached the Organizing Committee directly to pursue the Pavilion project.

The lack of collaboration between the tribal groups, as well as the lack of enthusiasm for Indigenous participation from within the Organizing Committee, limited the opportunities for building relationships. It resulted in limited Indigenous programming for and participation in the Salt Lake City Games.

## **2.4 Summary of Indigenous Participation on Past Games**

Although there have been varying levels of Indigenous participation in past Games, there has been a consistent pattern by Olympic Bidding and Organizing Committees of engaging too late with such groups. Indigenous participation has mostly occurred as an afterthought or as a result of pressure by the Indigenous communities themselves, and, in some cases, due to the directives from the IOC. Until the emergence of the Vancouver 2010 initiatives, Sydney was the leader in promoting Indigenous participation. Their commitments during the Bid phase were implemented, to varying degrees, by the Games' organizers. When Indigenous participation occurred, it focused primarily on cultural programming. Few initiatives addressed opportunities for partnership and collaboration related to sport development, employment, training, contracting, and licensing. Interestingly, not many of the best practices in collaboration nurtured in the Sydney Games were built into the Salt Lake City Games. The limited amount of engagement in the 2002 Salt Lake City Games may have been due to existing inter-tribal conflict and the politics surrounding native/non-native relationships within the State of Utah. The character of such relationships and their political

effects can influence the level and type of Indigenous participation in Olympic Games.

## **2.5 Cooperative Relationships and Social Capital**

Governments, corporations, tourism operators, developers and Aboriginal communities are increasingly using partnerships to meet their respective economic and social goals (Anderson 1997, Selin & Chavez 1995, Williams 1999). Several definitions of cooperative relationships exist in the literature. They relate to theory and practices linked to organizational development, cooperative relationships, collaborative approaches, stakeholder engagement, corporate alliances and partnerships, and corporate social responsibility(CSR).

### **2.5.1 Cooperation and Collaboration**

Cooperation has been defined as “working together to some common end” (Fowler & Fowler 1964 quoted in Jamal & Getz 1995, 187). Collaboration has a more specific meaning related to “a process of joint decision making among key stakeholders of a problem domain about the future of that domain” (Gray 1989). Stakeholders are “the actors with an interest in a common problem or issues and include all individuals, groups or organizations directly influenced by the actions others take to solve a problem” (Gray 1989). Wilson (2003) notes that a key difference between cooperation and collaboration is the more structured and formalized decision making process required for the latter.

The bidding and planning activities associated with the Olympic Games require extensive stakeholder engagement. Such activity is designed to ensure

broad community support which is critical to the IOC in its decision to award the Games to a host city.

### **2.5.2 Partnerships**

Cooperation and collaboration can become formalized through partnerships (Budke 2000). Gray (1985) defined a partnership as a voluntary pooling of resources (labour, money, information, etc.) between two or more organizations to achieve collaborative goals. Partnerships are also defined as arrangements devoted to some common end, among otherwise independent organizations (Selin & Chavez 1995, Waddock 1989). Partnerships can range from situations where two organizations interact briefly around a common problem to those where multiple organizations are represented in an ongoing venture. Their level of formality and structure can range from verbal agreements to legally binding agreements (Selin & Chavez 1995). Frank and Smith (2000) define a partnership as “a relationship where two or more parties, having compatible goals, form an agreement to do something together”. Wilson (2003, 11) defined a partnership as involving a “commitment between two or more parties to cooperate and collaborate, and will involve sharing investment benefits and costs, as well as risks”.

The FHFN have achieved “Official Partner” status in the planning and hosting of the 2010 Winter Games. This research will explore the nature of these partnerships.

### **2.5.3 Corporate Alliances**

According to Marcoux (2004, 16), a corporate alliance is “a transactional, short-term, cooperative agreement that gives a firm time to restructure and respond to market competition and globalization.” Firms participate in alliances when the value of the resources combined through alliances with others is greater than the value of resources and assets separately (Barney 2002). An alliance must be advantageous to all members, reflecting complementary goals and abilities, in order for it to be beneficial (Marcoux 2004). Barney (2002) suggests that strategic alliances are often based on socially complex relationships and are characterized by trust, friendship and a willingness to go beyond narrow self-interest for the longer term good. Lack of trust is the most common reason for alliance failure (Marcoux 2004). Trust is built through strong interpersonal communication and a mutual understanding of cultural differences. Understanding of cultural differences is critical for the building of trust between Aboriginal and non-Aboriginal communities.

### **2.5.4 Aboriginal Cooperative Relationships**

Aboriginal communities across Canada are increasingly building corporate/Aboriginal relationships to meet their economic development goals (Anderson 1997, Brooks 1994, Jamieson 1994, Thomas 1994). Aboriginal communities are also entering into partnership arrangements with tourism operators and government agencies (Budke 2000, Wilson 2003). These arrangements range from creating Aboriginal Relations Departments within partner organizations to the signing of formal partnership agreements, as well as



developing joint venture initiatives (Anderson 1997, Brooks 1994, Wilson 2003). Aboriginal and non-Aboriginal incentives for creating such cooperative relationships are diverse. Many of them are outlined in Section 2.5.

### **2.5.5 Social Capital**

The success of collaborative strategies depends on the establishment and maintenance of social capital (Andriof & Waddock 2002, Nahapiet & Goshal 1998). Social capital is the “glue of connectivity that holds relationships together” (Putnam 2005, quoted in Marcoux 2004, 105). It is also defined as an asset embedded in relationships of individuals, communities, networks or societies that facilitates coordination and cooperation for mutual benefit (Putnam 1995). Aboriginal communities are built with social capital and function as a large extended family with very strong relationships built over generations. An Olympic Organizing Committee can also function as a large family, depending on the leadership and the individual personalities within the team. Although certain past Olympic Organizing Committees have experienced extensive internal conflicts, VANOC has built a strong sense of team since the Bid phase. This has contributed to building the Organizing Committee’s social capital.

## **2.6 Corporate Social Responsibility, Triple Bottom Line and Stakeholder engagement**

### **2.6.1 Corporate Social Responsibility**

Socially responsible corporations seek to balance their obligations to shareholders with responsibilities to other stakeholders (Cragg 1996, Munilla &

Miles 2005). Many “corporations of the 21<sup>st</sup> Century have come to realize that in order to compete successfully in modern markets, they need to be perceived by their stakeholders as being socially responsible” (Idowu 2005, 86). In this context, an increasing number of corporations are publishing annual Corporate Social Responsibility (CSR) Reports which reflect their social, environmental and ethical performance (de Man 2005).

Perreault & McCarthy (2002) suggest that CSR is a firm’s obligation to reduce negative effects on society and improve positive effects. Van Marrewijk (2003) defines CSR as “company activities - voluntary by definition - demonstrating the inclusion of social and environmental concerns in business interactions and interactions with stakeholders.”

Several authors suggest that CSR includes:

- Managing an organization’s relationship with society so as to minimize negative impacts and maximize positive benefits.
- Meeting or exceeding society’s ethical, legal, commercial and public expectations and
- Employing practices that meet a company’s responsibilities to its stakeholders, including employees, shareholders, customers and suppliers as well as to the community in which it is located. (Banerjee 1998, Hart 1995, Marcoux 2004)

Cited potential benefits of CSR include lower costs, more efficient operations, increased reputation, and brand loyalty (Willard 2003). Marcoux (2004, 47) notes:

with the shrinking role of government in community activities, expectations of corporations, from both the public and the shareholders, to deal with complex social and economic issues in

the community, where businesses operate, have risen dramatically over the past decade. Corporations are learning that many consumers and business customers often seek to align themselves with firms that have a reputation for social responsibility.

Corporate Social Responsibility is core to the operations of an Olympic Organizing Committee which has the duty of promoting Olympism as an extension of the IOC. The Olympic Charter states that:

Olympism is a philosophy of life, exalting and combining in a balanced whole the qualities of body, will and mind. Blending sport with culture and education, Olympism seeks to create a way of life based on the joy found in effort, the educational value of good example and respect for universal fundamental ethical principles. (IOC 2004, 9)

The IOC has also emphasized the need to recognize the role of major groups including youth, women and Indigenous peoples in its Agenda 21 document. Although there is a lot of pressure on an Olympic Organizing Committee's financial bottom line to stay within the project's budget, there is also a lot of pressure for these Committees such as VANOC to minimize impacts and produce benefits for the surrounding communities. In the Vancouver 2010 experience, the inner-city and First Nations communities had concerns related to impacts and expectations for benefits arising from the Games. As a result, VANOC's CSR platform is strongly linked to activities related to these two communities.

### **2.6.2 Triple Bottom Line Reporting**

The "triple bottom line", a term coined by John Elkington (1998), is a holistic framework for measuring business performance. It means expanding the

traditional company reporting framework to take into account not just financial outcomes but also environmental and social performance results. It seeks to capture the full spectrum of values that organizations embrace in their CSR efforts.

The IOC has developed an Olympic Games Impact (OGI) project which requires Olympic Organizing Committees to report progress on a set of over one hundred social, environmental and economic performance indicators. The Beijing Organizing Committee for the 2008 Summer Games (BOCOG) and VANOC are the first Olympic Organizing Committees required by the IOC to participate in the OGI project. Indicators for Indigenous peoples are included within the social section of the OGI indicators.

In 2007, VANOC will be the first Olympic Organizing Committee to publish an annual Corporate Sustainability Report. In addition to the more traditional sections on environmental, social and economic performance, the report will include a specific section on Aboriginal participation and collaboration. Although the first annual report is primarily qualitative, Aboriginal participation and collaboration indicators will be developed and reported against in the years leading up to the 2010 Winter Games.

### **2.6.3 Community Stakeholder Engagement**

The most commonly accepted definition of stakeholders is that of Freeman (1984), who suggests they are “groups or individuals that can affect or are significantly affected by an organization’s activities.”

Stakeholder engagements and partnerships are defined as “trust-based collaborations between individuals and/or social institutions with some common objectives that can only be achieved together” (Andriof & Waddock 2002). The key principle for stakeholder engagement is that a corporation is given a license to operate by virtue of its social contract with stakeholders (Robson & Robson 1996, Williams et al. 2005). The literature also emphasizes that stakeholder/corporate relationships involve a “web of interdependencies” (Harrison & St. John 1996). In this context a decision affecting one group may affect others and that losing the participation and support of one stakeholder group could result on the failure of the organization (Clarkson 1995, Marcoux 2004)

The bidding, planning and hosting of Olympic Games affects a wide range of communities who become the Games stakeholders. Having the support of these stakeholders is critical to delivering successful Games which are meant to bring communities together and leave social legacies. Stakeholder engagement is critical to VANOC achieving its mission “ to touch the soul of the nation and inspire the world by creating and delivering an extraordinary Olympic and Paralympic experience with lasting legacies” (VANOC 2007).

Extensive stakeholder engagement was required to gain the support of the interest groups found within the communities of Vancouver and Whistler during the 2010 Bid Phase. The Resort Municipality of Whistler was concerned about how the Games fit into the Municipality’s long term sustainability planning. The City of Vancouver held a plebiscite vote to determine whether the city was

supportive. Some of the greatest concerns within the City stakeholders were related to the impacts that the Games would have on the inner-city communities. Some Aboriginal groups were also engaged as “stakeholders” during the 2010 Bid phase, but the FHFN pursued a more significant role through partnerships with the 2010 Winter Games. However, the “web of interdependencies” theory applies to the analysis of FHFN collaborating with each other in their partnership with the 2010 Winter Games.

## **2.7 Incentives, Benefits and Challenges of Cooperative Relationships**

Collaboration and partnerships are not ideal in all situations and several factors influence why and when collaborative approaches should be explored. Gray (1985) identifies the following circumstances as contributors to increasing the likelihood of collaboration:

- Indivisible problems (Crises that can only be addressed by putting aside party differences)
- Limitations of traditional adversarial methods of resolving conflicts (legal approach)
- Increasing environmental turbulence (Environmental turbulence occurs when large, competing organizations, acting independently in diverse directions, create unanticipated and dissonant consequences for themselves and others (Emery & Trist 1965))

Selin & Chavez (1995) identified the following factors as contributing to partnership formation in the context-setting phase of tourism partnerships: crisis, mandate, common vision, existing networks, strong leadership, incentives, and vested interest. Frank & Smith (2000) note that a catalyst usually sparks a

partnership and such alliances can help people find solutions to complex issues. Frank & Smith (2000) also contend that partnerships, if designed properly, can empower people and systems to change for the better.

The purpose of engagement is to build relationships with stakeholders to improve overall performance (Marcoux 2004). Marcoux (2004) adds “as long as society perceives a benefit to the corporation’s existence, it will support its ongoing operation.” The FHFN supported the 2010 Winter Games during the Bid Phase. They perceived potential benefits from the Games taking place in their traditional territories.

Marcoux (2004) outlines four attributes of stakeholders which influence their prioritization by the corporation: 1) power (the stakeholder’s power to influence the corporation), 2) legitimacy (relationship with the corporation), 3) urgency (the extent to which stakeholder demands require immediate attention) and 4) durability (ability and likelihood of the stakeholder to continue to demand inducements from the organization). Andriof & Waddock (2002) also suggest that companies engage most directly with those stakeholders that exert significant pressures rather than simply for the sake of engagement or out of values-based orientation. This research will explore whether these attributes influenced the prioritization of the FHFN in their relationships with the 2010 Bid and Organizing Committees.

Aboriginal communities across Canada increasingly are engaging in cooperative relationships and partnerships to meet a variety of objectives. These include: education, capacity building, economic development, greater control of

activities on traditional lands, self-determination, self-sufficiency, promoting cultural awareness, increased access to resources, sharing, preserving and strengthening traditional knowledge, culture and language, improving decision-making processes, new approaches to governance (Anderson 1997, Budke 2000, CBSR 2005, Fraser Basin Council 2000, Hill & Sloan 1996, ICAB 2005, Jamieson 1994, Joseph 2005, Sloan & Hill 1995, Thomas 1994, Wilson 2003). Many Aboriginal communities do not consider themselves as “stakeholders” and prefer to be viewed as “partners” when engaging on a project or with another group with common interests.

Similarly, corporations, non-Aboriginal businesses and governments enter into cooperative relationships with Aboriginal businesses and communities for a variety of reasons. These include complying with court imposed legal obligations, gaining access to land and resources that are increasingly being controlled by Aboriginal communities, accessing Aboriginal people’s talent and traditional knowledge, employing a stronger and growing workforce and enhancing the cultural value of the tourism products and services (Anderson 1997, Budke 2000, CBSR 2005, Fraser Basin Council 2000, Hill & Sloan 1996, ICAB 2005, Jamieson 1994, Joseph 2005, Sloan & Hill 1995, Thomas 1994, Wilson 2003). Such corporate social responsibility activities may lead to competitive advantage and profitability (Anderson 1997, CBSR 2005, Hill & Sloan 1996, ICAB 2005, Sloan & Hill 1995).

Anderson (1997) researched the primary motivating factors for developing relationships with Aboriginal communities in 30 Canadian corporations. The



findings indicated that the primary reason was that such behaviour was considered to be a competitive advantage. Many of the companies indicated that their initial motivation for forming partnerships came from legislative requirements. However, they also reported that "with experience and in the face of changing circumstances, it became clear to them that expanding corporate Aboriginal alliances beyond the minimum required by law was in their companies' best long term interests" (Anderson 1997). Respondents from 84% of the companies indicated that forming alliances with Aboriginal people was part of their organization's corporate strategy and not a cost but an "investment." (Anderson 1997).

Table 1 summarizes the many benefits and Table 2 summarizes the many challenges that exist in the literature for the formation of partnerships. They will be used in this study to explore the rationale and character behind existing partnerships between the FHFN and VANOC in the context of the 2010 Winter Games.

**Table 1 Cooperative Relationships Benefits**

<p><b>To both parties</b></p>	<ul style="list-style-type: none"> <li>• Provide solutions to complex issues;</li> <li>• Promote or enhance communication;</li> <li>• Provide a powerful vehicle to promote change;</li> <li>• Provide access to new markets;</li> <li>• Facilitate the pooling of resources &amp; expertise;</li> <li>• Increase funding opportunities;</li> <li>• Enhance organizational responsiveness;</li> <li>• Provide greater operational flexibility;</li> <li>• Improve management and understanding of clients;</li> <li>• Improve business reputation and image;</li> <li>• Increase profitability;</li> <li>• Limit competition;</li> <li>• Facilitate the sharing of risk;</li> <li>• Assist with the coordination of efforts;</li> <li>• Promote public education and responsibility;</li> <li>• Promote the building of consensus;</li> <li>• Promote cross-fertilization of thinking.</li> </ul>
<p><b>To Aboriginal communities</b></p>	<ul style="list-style-type: none"> <li>• Increase employment and training opportunities;</li> <li>• Increase access to human, physical and financial capital;</li> <li>• Facilitate assertion and accommodation of rights and title;</li> <li>• Provide greater control of activities on traditional lands;</li> <li>• Contribute to the preservation and strengthening of traditional cultures, values and languages;</li> <li>• Support the attainment of economic self sufficiency;</li> <li>• Create businesses that can compete in the global economy;</li> <li>• Provide access to tourism industry knowledge;</li> <li>• Increased community awareness, understanding and interest in the tourism industry</li> </ul>
<p><b>To hallmark event planning organizations</b></p>	<ul style="list-style-type: none"> <li>• Increase cooperation with politically powerful groups that control lands and resources;</li> <li>• Satisfy legal requirements;</li> <li>• Provide risk management (by having Aboriginal groups onsite);</li> <li>• Improve business image (corporate social responsibility);</li> <li>• Provide new market advantages from adding an authentic cultural component to traditional tourism products;</li> <li>• Improve land use planning;</li> <li>• Increase access to new tourism opportunities;</li> <li>• Increase support for the corporation from stakeholders that perceives benefits from relationship.</li> </ul>

(Anderson 1997, Brooks 1994, Budke 2000, CCSR 2005, FBC 2000, Frank & Smith 2000, Hill & Sloan 1996, ICAB 2005, Jamieson 1994, Marcoux 2004, Rodal 1999, Selin & Chavez 1995, Sloan & Hill 1995, Thomas 1994, Wilson 2003, Williams et al. 1999)

**Table 2 Cooperative Relationships Challenges**

<p><b>To cooperative relationships</b></p>	<p><b>Challenges to developing relationships:</b></p> <ul style="list-style-type: none"> <li>• Presence of bureaucratic inertia;</li> <li>• Presence of geographical fragmentation;</li> <li>• Existence of differences in power and status;</li> <li>• Presence of lack of long-term vision;</li> <li>• Occurrence of structural/organizational change;</li> <li>• Reluctance of Governments to share power;</li> <li>• Presence of mistrust of government;</li> <li>• Existence of cultural gaps.</li> </ul> <p><b>Challenges to maintaining relationships:</b></p> <ul style="list-style-type: none"> <li>• Increased coordination and consultation requirements (time, human resources, financial resources);</li> <li>• Reduced control and accountability (confused authority channels);</li> <li>• Reduced flexibility in decision-making;</li> <li>• Increased liability and/or financial risk;</li> <li>• Increased frustration from fears, and hidden agendas.</li> <li>• Increased requirements for human resource management.</li> </ul>
<p><b>To cooperative relationships with Aboriginal communities</b></p>	<ul style="list-style-type: none"> <li>• Existence of a lack of trust and loyalty;</li> <li>• Presence of a lack of concern for integrity of natural and cultural resources;</li> <li>• Existence of development and training needs;</li> <li>• Existence of historical differences;</li> <li>• Existence of misunderstanding of, and lack of respect for, community cultural norm and customs (protocol and cross cultural awareness).</li> </ul>

(Anderson 1997, Brooks 1994, Budke 2000, CBSR 2005, FBC 2000, Frank & Smith 2000, Hill & Sloan 1996, ICAB 2005, Jamieson 1994, Marcoux 2004, Rodal 1999, Selin & Chavez 1995, Sloan & Hill 1995, Thomas 1994, Wilson 2003, Williams et al. 1999)

## **2.8 Partnership Models/Frameworks and Principles**

Considerable research addresses how cooperative relationships are developed and to a lesser extent, maintained. This section summarizes the evolution of partnership process models.

Gray (1985) developed a process model that identified those conditions facilitating inter-organizational collaboration. It highlighted that effective collaboration required several conditions at appropriate points during the collaborative process. Building on the earlier work of McCann (1983) the model suggests that there are three sequential phases for inter-organizational

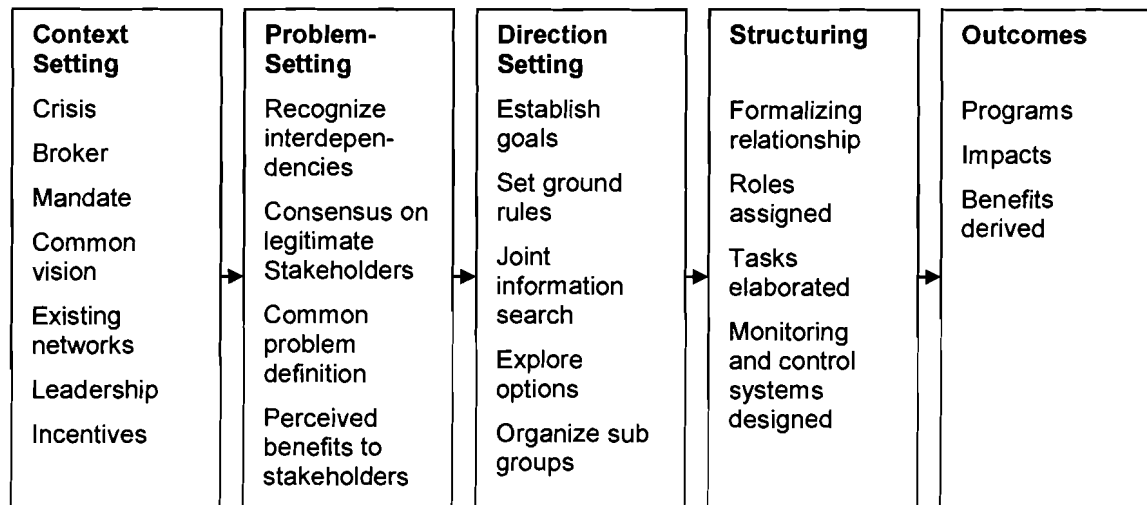
collaboration: problem setting, direction-setting and structuring. Figure 1 illustrates the facilitative conditions identified for each of these phases of collaboration.

**Figure 1 Facilitative Conditions for Collaboration by Development Phase (Gray 1985)**

<u>Problem-Setting</u>	<u>Direction Setting</u>	<u>Structuring</u>
Recognition of interdependencies	Coincidence of values	High degree of ongoing interdependence
Identification of stakeholders	Dispersion of power among stakeholders	External mandates
Perception of legitimacy of stakeholders		Redistribution of power
Legitimate/skilled convenor		Influencing the contextual environment
Positive beliefs about outcomes		
Shared access		

Selin & Chavez (1995) developed a tourism partnership model based on three tourism partnership case studies. It identified stages of partnership formation and also outlined criteria for successful tourism partnerships as well as constraints. Building on the earlier work of McCann (1983) and Gray (1985), the tourism partnership model outlined five phases: Context Setting, Problem Setting, Direction Setting, Structuring, and Outcomes.

**Figure 2 An Evolutionary Model of Tourism Partnerships (Selin & Chavez 1995)**



In the context setting phase, key elements contributing to tourism partnership formation included crisis, mandate, common vision, existing networks, strong leadership, incentives, and vested interests (Selin & Chavez, 1995). In the problem setting phase, interdependencies and the need for collective action in order to solve problems or achieve a common goal were recognized as being especially important. In the direction-setting phase, the need for partners to develop a sense of common purpose, identify common goals and set ground rules were flagged as being priorities. Critical factors in the structuring phase included formalizing the partnership through a regulatory framework (Gray 1985, Selin & Chavez 1995, Williams et al. 1999). In this phase roles are assigned and formal agreements may be reached to monitor and ensure compliance to the goals of the group. Formalization of roles and responsibilities ranged from verbal agreements to Memorandums of Understanding. This phase

also included the development of committees, the inventory of resources, and the development of Operational plans. It was considered going from the “Conceptual to the Operational” phase (Selin & Chavez 1995). In the final Outcomes phase of their model, tangible and non-tangible products of the partnership become apparent. A less tangible outcome from such partnerships included improved relationships between groups.

Some of the constraints contributing to the underdevelopment of partnerships included competition, bureaucratic inertia, as well as geographic and organizational fragmentation. Their research also concluded that special facilitative skills are required for the formation and sustaining of dynamic and complex partnerships (Selin & Chavez 1995).

Building on these preceding cooperative relationship-building processes, Rodal (1999) developed a partnership cycle model with specific application to public service managers. It includes initiation, planning, implementing and monitoring & evaluation phases. Rodal’s (1999) critical principles for successful partnerships included compatibility, benefits and risk-taking for all parties, equitable power structure, effective communications, adaptability, trust and respect, transparency and integrity, and patience and perseverance. Rodal identified recommendations for the development and management of successful partnerships within each of the four phases the model. They are summarized in Table 3.

**Table 3 Partnership Model and Principles (Rodal 1999)**

<b>Initiating</b>	<ul style="list-style-type: none"> <li>◆ Establishing positive attitude toward cooperation and partnering process</li> <li>◆ Demonstrating willingness to share information and power, make tradeoffs in the interest of common objectives</li> <li>◆ Ensuring capacity for partnerships is built into organizational structures, systems and budgets</li> </ul>
<b>Planning</b>	<ul style="list-style-type: none"> <li>◆ Identifying the right partners (common goals, dependable, trustworthy, and offer needed product or service)</li> <li>◆ Selecting and balancing participants so that all stakeholders whose interests are significantly affected are represented and involved.</li> <li>◆ Selecting appropriate partnership mechanism               <ul style="list-style-type: none"> <li>➤ Informal flexible mechanisms</li> <li>➤ Formal organizational mechanisms (a legal agreement, organizational structures such as committees, regularly scheduled exchanges)</li> </ul> </li> <li>◆ Ensuring partnership agreement or framework is carefully thought through, negotiated, documented and formalized with:               <ul style="list-style-type: none"> <li>➤ Defining potential benefits and opportunity for a win/win</li> <li>➤ Defining clear objectives and realistic expectations</li> <li>➤ Defining roles and responsibilities</li> <li>➤ Evaluating and assessing objectives and mechanism and timetable.</li> <li>➤ Ensuring dispute resolution and termination mechanisms</li> </ul> </li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>◆ Ensuring strong leaders to champion partnership vision and inspire confidence among individuals with different backgrounds</li> <li>◆ Obtaining senior management commitment</li> <li>◆ Ensuring a balanced and qualified team</li> <li>◆ Building capacity in the partners, recognizing that some partners may need more support than other</li> <li>◆ Ensuring professional, unbiased attention to coordinating the efforts of the partnership and maintaining good relations, cooperation and trust</li> </ul>
<b>Monitoring and Evaluation</b>	<ul style="list-style-type: none"> <li>◆ Ensuring accountability &amp; communication               <ul style="list-style-type: none"> <li>➤ Identifying responsibilities and reporting relationships or accountability requirements of respective partners</li> <li>➤ Monitoring and reporting regularly on progress of the partnership and action taken</li> <li>➤ Providing feedback mechanisms and scheduled consultations with partners and other stakeholders</li> </ul> </li> <li>• Providing flexibility               <ul style="list-style-type: none"> <li>➤ Updating partnership goals cooperatively if needed</li> <li>➤ Breaking down long-term, complex objectives into interim goals and plans</li> <li>➤ Adapting the partnership structure, membership and staff to accommodate changing external conditions or requirements</li> </ul> </li> </ul>

### **2.8.1 Agreement Principles and Models for Partnerships with Aboriginal Communities**

Hawkes (1995) identified ten principles which were used to evaluate the success of the landmark Canada-Haida (Gwaii Haanas) Agreement. This historic agreement concerned the co-management of a protected area between Canada and the Haida Nation and was reached after six years of complex negotiations. The identified criteria for success were:

- Formal, long term commitment;
- Clear boundaries;
- Ecological and cultural protection;
- Community economic development;
- Shared monitoring and enforcement;
- Shared information;
- Conflict resolution;
- Inclusiveness and linkages;
- Flexibility and responsiveness; and
- Continuity and dedication.

Through her research, Hawkes determined that eight of the ten criteria were met. She concluded that “the Haida people had negotiated an agreement which ensures their full and meaningful participation in the planning, managing and operating a critical portion of their ancestral lands” (Hawkes 1995).

The Tahltan Tribal Council in BC outlined principles to be incorporated in all participation agreements that would be required before any resource development project can commence within their territory (Notzke 1994). Similar principles may apply to the partnership development process for the First Nations concerning the 2010 Winter Games. They include:



- Assuring that the development will not pose a threat of irreparable environmental damage;
- Assuring that the development will not jeopardize, prejudice or otherwise compromise the outstanding Thatlan Aboriginal rights claims;
- Assuring that the project will provide more positive than negative social impacts on the Thatlan people;
- Providing for the widest possible opportunity for education and direct employment-related training for Thatlan people in connection with the project;
- Providing of the widest possible employment opportunities for the Thatlan People with respect to all phases of the development;
- Providing for substantial equity participation by Thatlans in the total project;
- Providing for the widest possible development of Thatlan business opportunities over which the developer may have control or influence;
- Providing for the developer to assist the Thatlans to accomplish the objectives stated above by providing financial and managerial assistance and advice when deemed necessary.

Budke (2000) developed a cooperative Aboriginal tourism partnership framework model specific to relationships developed between First Nations and National Parks in Canada. Her model included relevant principles for facilitating cross-cultural relationships with Aboriginal communities including:

- Building cross-cultural relationships of trust, credibility and mutual respect;
- Fostering cross-cultural awareness, understanding and learning;
- Recognizing and integrating Aboriginal knowledge and roles of elders, chiefs and youth;
- Addressing colonial and historical legacies to facilitate healing;
- Developing and implementing effective communication plans;
- Allotting generous amounts of time, patience and long-term commitment;
- Sharing a common vision; and,
- Understanding each other's needs.

Budke's study (2000) supported the importance of partnership development principles outlined in the literature in her Four Phase Aboriginal Tourism Partnership Model. The phases were 1) Preparation, 2) Partnership Formation, 3) Strategic Development, and 4) Maintenance and Adjustment.

Wilson (2003) developed an evolutionary model for cooperative relationships between First Nations and Tourism Operators in British Columbia. She found that the principles from the literature and specifically in Rodal's (1999) model were met to varying degrees. Wilson (2003) also found that the traditional partnership development models did not fully describe the Gitga'at – King Pacific Lodge relationship. A key finding of Wilson's research was that the relationship was initially based on protocol related to legal requirements linked to Aboriginal Rights and Title, and then strengthened over time via friendships built on trust and respect. She proposed a more evolutionary model that entailed two main stages of relationship development between the Gitga'at and tourism operators in their territory: 1) protocol relationships and 2) partnerships. Moving from a protocol relationship to a partnership requires 3) friendship, which is built over time. Table 4 summarizes the critical principles for each of these three stages of the relationship.

**Table 4 Wilson’s Cooperative Relationship Phases, Principles and Management Recommendations for the Gitga’at – King Pacific Lodge Relationship**

<p><b>Protocol phase principles</b></p>	<ul style="list-style-type: none"> <li>• Increased knowledge and respect</li> <li>• Increased patience and education</li> <li>• Written documentation and evaluation</li> <li>• Access to sufficient resources and ongoing communication</li> <li>• Flexibility</li> </ul>
<p><b>Friendship phase principles</b></p>	<ul style="list-style-type: none"> <li>• Increased trust and openness</li> <li>• Complementary values</li> <li>• Compatible personalities</li> </ul>
<p><b>Partnership phase principles</b></p>	<ul style="list-style-type: none"> <li>• Leadership with vision</li> <li>• Recognition of mutual benefits</li> </ul>
<p><b>Management recommendations for tourism operator/Aboriginal relationships</b></p>	<ul style="list-style-type: none"> <li>• Establish early contact</li> <li>• Learn community customs</li> <li>• Respect community governance systems and traditional knowledge</li> <li>• Increase communication and coordination effort</li> <li>• Facilitate ongoing evaluation and adaptive management</li> <li>• Foster cultural education; and,</li> <li>• Written documentation.</li> </ul>

### **2.8.2 Corporate Aboriginal Relations**

Research on corporate Aboriginal relations confirms the importance of the factors discussed in this review of the literature (Brooks 1994, CCSR 2005, Hill & Sloan 1996, ICAB 2005, Jamieson 1994, Sloan & Hill 1995). Some additional factors for successful Aboriginal relations include

- Leadership and commitment from both the corporation and Aboriginal community
- Clear corporate commitment, endorsed by the Board and Senior management
- Corporate and Aboriginal champions

- Creation of an Aboriginal Relations Unit
- Adoption of a formal Aboriginal Policy
- Collaboration with other strategic partners (eg. Government, other business, union, sponsors)
- Initiatives to integrate Aboriginal relations into the corporate planning process

## **2.9 Assessment Framework**

The preceding literature offers several partnership development frameworks with many common and some unique elements. These framework elements are categorized as occurring within four Phases in Table 5. Although it is not possible to align all of the components within distinct framework phases, the summary provides a sense of the alignment on the partnership process. Rodal (1999) and Budke's (2000) frameworks were selected to provide the foundation for developing the framework for this research. Although Wilson's findings related to protocol, friendship and partnership evolution with Aboriginal communities are relevant for this study, her framework lacks the implementation and monitoring phases that will be critical in the analysis of the Bidding and Organizing Phases of an Olympic Games.

**Table 5 Summary of Framework Partnerships Development Phases**

<b>Author</b>	<b>PHASE I</b>	<b>PHASE II</b>	<b>PHASE III</b>	<b>PHASE IV</b>
<b>Gray, 1985</b>	Problem Setting	Direction Setting	Structuring	
<b>Selin &amp; Chavez, 1995</b>	Context Setting & Problem-Setting	Direction Setting	Structuring & Outcomes	
<b>Rodal, 1999</b>	Initiation	Planning	Implementing	Monitoring and Evaluation
<b>Budke, 2000</b>	Preparation	Partnership Formation	Strategic Development	Maintenance and Adjustment
<b>Wilson, 2003</b>	Protocol Phase & Friendship Phase	Partnership Phase		

Principles identified in the literature that might help facilitate successful cooperative relationships between Aboriginal communities and hallmark event organizers are summarized into a four-phase model, reflecting the preceding frameworks explored in the literature. This research will identify the incentives, benefits and challenges, principles and a partnership framework for the relationship developed with the FHFN and the 2010 Winter Games Bid Corporation and Organizing Committee.

**Table 6 Cooperative Relationship Phases and Principles for Aboriginal Communities and Hallmark Event Organizers.**

<b>Cooperative Relationship Phases and Principles</b>	
<b>Phase</b>	<b>Principles</b>
<p><b>PHASE I</b></p> <p>Initiation Phase, Rodal 1999</p> <p>Preparation Phase, Budke, 2000</p> <p>Protocol and Friendships phases, Wilson 2003</p> <p><i>Olympic Bid Phase?</i></p>	<ul style="list-style-type: none"> <li>• Establishing early contact</li> <li>• Having complementary values</li> <li>• Having compatible personalities</li> <li>• Demonstrating a clearly identified partnership need</li> <li>• Building of trust and respect</li> <li>• Demonstrating patience</li> <li>• Having awareness of the partner's culture</li> <li>• Knowledge of partner's organization and history</li> <li>• Understanding of own strengths, weaknesses and needs</li> <li>• Understanding of partnerships benefits</li> <li>• Commitment to a long-term relationship</li> <li>• Understanding of, and commitment to build (if necessary), partner's human and financial resource capacity.</li> </ul>
<p><b>PHASE II</b></p> <p>Planning Phase, Rodal 1999</p> <p>Partnership Formation Phase, Budke 2000</p> <p>Partnership Phase, Wilson 2003</p> <p><i>Olympic Bid and Organizing Phases?</i></p>	<ul style="list-style-type: none"> <li>• Having leadership with common vision</li> <li>• Obtaining support of senior community members/staff</li> <li>• Formalizing partnership through written documentation of partnership</li> <li>• Rooting CSR strategy in company values</li> <li>• Creating an Aboriginal Relations Unit</li> <li>• Creating an Aboriginal Relations Policy</li> <li>• Ensuring broad acceptance and participation across all levels of the company</li> <li>• Having ongoing access to human and financial resources</li> <li>• Setting clear goals and objectives</li> <li>• Understanding of benefits and costs</li> <li>• Encouraging cross-cultural relationship building</li> <li>• Setting aggressive goals and timetables</li> <li>• Undertaking initiatives to integrate Aboriginal relations into the corporate planning process</li> <li>• Ensuring patience and time</li> <li>• Demonstrating honesty and trust</li> </ul>

<b>Cooperative Relationship Phases and Principles</b>	
<b>Phase</b>	<b>Principles</b>
<p><b>PHASE III</b></p> <p>Implementation Phase, Rodal 1999</p> <p>Strategic Development, Budke 2000</p> <p><i>Olympic Organizing and Hosting Phases?</i></p>	<ul style="list-style-type: none"> <li>• Having access to sufficient resources</li> <li>• Demonstrating commitment to ongoing communication and coordination</li> <li>• Having clearly defined obligations and responsibilities</li> <li>• Demonstrating clear corporate commitment, endorsed by the Board and Senior management</li> <li>• Ensuring broad acceptance and participation across all levels of the company</li> <li>• Inspiring corporate and Aboriginal champions</li> <li>• Exhibiting facilitation and conflict resolution skills</li> <li>• Demonstrating overall flexibility and patience</li> <li>• Hosting regular community meetings</li> <li>• Continuing cross-cultural Relationship building</li> <li>• Pursuing collaboration with other strategic partners (eg. Government, other business, Union, Sponsors)</li> </ul>
<p><b>PHASE IV</b></p> <p>Monitoring and Evaluation Phase, Rodal 1999</p> <p>Maintenance and adjustment, Budke 2000</p> <p><i>Olympic Organizing and Hosting Phases?</i></p>	<ul style="list-style-type: none"> <li>• Undertaking ongoing evaluation and adaptive management</li> <li>• Adopting credible and reliable monitoring</li> <li>• Communicating results</li> <li>• Seeking third party evaluation</li> <li>• Imposing clear sanctions</li> <li>• Continuing cross-cultural relationship building</li> </ul>

## **CHAPTER 3: RESEARCH METHODS**

### **3.1 Introduction**

Two qualitative research approaches guided the exploration of the partnership development process between Indigenous peoples and Olympic Games Bidding and Organising Committees. They were: 1) a literature review of past Indigenous participation in Olympic Games and of cooperative relationship principles and models and 2) a case study of the relationships between the FHFN and the 2010 Bid Corporation, and its successor, VANOC. The case study used primary qualitative survey methods to collect relevant data and facilitated the collection of qualitative information that elaborated on the themes identified in the literature review. The following sections describe the research objectives and questions, the approach to the literature review, the rationale behind the case study selection, the participant observation and interview methods used, the type of data analysis conducted, and the strengths and weaknesses of the research design.

### **3.2 Research Objective and Questions**

The overarching objective of this study was to understand how partnerships between an Olympic Bid/Organizing Committee and Indigenous peoples were initiated, evolved and will be maintained through the hosting of the 2010 Winter Games in Vancouver and Whistler, British Columbia, Canada.



### **3.2.1 Research Questions**

A set of research questions associated with this research objective were formulated:

1. What are the critical components needed for the development and maintenance of sustainable (successful) partnerships between Indigenous peoples and Olympic Games organizers?
2. What are the key challenges and benefits to building partnerships between Indigenous peoples and Olympic Games organizers?
3. To what extent have the FHFN and the 2010 Bid/VANOC teams been able to successfully develop and manage their partnerships?
4. What lessons can be learned from the development and management processes that can inform future partnerships associated with such undertakings?

### **3.3 Literature Review**

A literature review informed the development of the rationale and research frame used to guide the study. Existing Olympic public documents and other published academic literature helped position the study within the fields of Olympic and other hallmark events, stakeholder engagement, and Indigenous-corporate partnerships. It also identified key attributes of cooperative relationships, Indigenous/corporate partnerships and stakeholder engagement that are critical to the development and management of successful Aboriginal/non-Aboriginal cooperative relationships, as well as insights into methods for exploring this subject.

### 3.4 Case Study

A case study was used to explore the research questions. Case studies are “empirical inquiries that investigate contemporary phenomena within their real life context.” (Yin 2003) The case study approach is extensively used in management sciences to examine the internal structure and process of partnerships (Waddock 1989). A single case study approach, as in this study, is appropriate when it represents a unique or revelatory case (Yin 2003).

Case studies can 1) provide description, 2) test theory and 3) generate theory (Eisenhardt 1989). In this research, a case study fulfilled all three purposes. It 1) provided a description of the FHFN/VANOC partnership development process around the 2010 Winter Games, 2) tested if existing models for cooperative relationships/ partnership development apply to relationships with Indigenous communities around the planning of hallmark events such as the Olympics; and 3) generated principles for Indigenous partnership development and maintenance for international hallmark events.

Single case studies are useful when they represent unique situations, and when the researcher can observe and analyze a phenomenon that has previously been inaccessible (Yin 2003). The case of the Vancouver 2010 Bid/Organizing Committee relationships with the FHFN was selected for research for the following reasons:

- Cooperative relationships existed between the FHFN and the Vancouver 2010 Bid/Organizing Committee.
- The formal partnerships developed with the FHFN around the planning and hosting of the 2010 Winter Games were the first of their kind.

- The unique phasing of the 2010 Winter Games afforded an opportunity to explore specific components of the event's development.
- The researcher had a timely opportunity to observe and analyze a phenomenon that was previously been inaccessible.
- The focus of the research provided an unusual opportunity to gain knowledge on the development and maintenance of corporate-Aboriginal partnerships related to hallmark events.

While the research questions in this study explored the principles associated with successful cooperative relationships in general, they specifically addressed such linkages between Indigenous communities and hallmark event organizations. As cooperative relationships between such stakeholders are relatively new and have not been studied extensively, this study's approach offered particularly useful insights. These insights are gained through the use of participant observation and key informant interviews.

### **3.5 Participant Observation**

This study used participant observation procedures as one form of data collection. Participant observation occurs when the researcher becomes a member of the social group under study. This facilitates the collection of in-depth information that would otherwise be unavailable (Fubara and Mguni 1995). "The researcher is not merely a passive observer, and may actually participate in the events being studied" (Yin 2003). This type of research offers unusual opportunities for collecting data, including gaining access to events otherwise inaccessible and the ability to acquire an 'inside' perspective (Yin 2003).

The study's researcher was employed full time by the Vancouver 2010 Bid Corporation and VANOC spanning a five year period. Throughout her employment, the researcher participated in almost all meetings between the FHFN and the Bid Corporation/VANOC. As an active participant during meetings and through her personal involvement in building the relationships with the local First Nations, the researcher had access to information, opinions and other knowledge that would have not normally have been available. Much information was gained during informal and formal discussions with the First Nations representatives. During meetings, the researcher was able to document her observations regarding development of the relationships, objectives, challenges, and other key issues. This written documentation provided additional information for the case study context and situational analysis. In particular the researcher used the knowledge gained to build the interview tools and to identify and access the respondents.

The researcher managed the ethical dimensions of being a participant and a researcher in several ways. Firstly, she used publicly accessible documentation for the literature review and regularly informed her respondents of the research that she was conducting. Secondly, she developed a study briefing note, questionnaire and consent form for respondents to inform them of the intent of the interviews. The results, discussion and conclusions in this study were drawn from the respondents' answers and not from the researcher's specific experience working for the 2010 Bid and VANOC.

## **3.6 Key Informant Interviews**

The literature review contextualized the history of Indigenous participation in Olympic Games. It also identified key attributes of cooperative relationships, Indigenous/corporate partnerships and stakeholder engagement that are critical to the development and management of successful Aboriginal/non-Aboriginal cooperative relationships. These attributes provided a frame of reference for analyzing the relationship building between the FHFN and the 2010 Bid/VANOC. They shaped the types of questions posed to key informants during face to face interviews. Key themes examined in these interviews included: incentives, benefits, challenges, partnership development and maintenance principles, overall partnership success and recommendations. Information gained from these interviews and the active participant research was used to describe the FHFN – 2010 Bid/VANOC relationship, provide recommendations for partnership maintenance as well as provide a framework for future hallmark event/ Indigenous relationships.

### **3.6.1 Interview Selection**

A purposive sampling process was used to select participants for interviews (Babbie 1999). The key informants selected were chosen based on their positions, knowledge, experiences and availability. This method is considered to be appropriate in this type of small and specific setting where key informants play varied and often overlapping roles (MacDonald & Jolliffe 2003). A total of twenty two interviews were completed. Interviewees were comprised of two groups; 1) the FHFN representatives and 2) 2010 Bid/VANOC

representatives. Thirteen First Nation and eleven 2010 Bid/ VANOC representatives were interviewed. In two cases, people fell into both the FHFN and 2010 Bid/VANOC categories as their role had changed over the development of the relationships to bring the total number of responses to twenty four as outlined in Table 7. Overall 67% of respondents fully completed the questionnaire. The FHFN and 2010 Bid/VANOC questionnaires included different questions in certain sections to reflect the variances in principles from those cited in the literature.

**Table 7 Distribution of Respondents by Organization**

<b>Organization Affiliation</b>	<b>Total Number of Respondents</b>	<b>Number of Respondents (Questionnaire and Interview)</b>	<b>Number of Respondents (Interview Only)</b>
<b>2010 Bid/VANOC</b>	<b>11</b>	<b>9</b>	<b>2</b>
<b>FHFN</b>	<b>13</b>	<b>8</b>	<b>5</b>
• FHFNS	(3)	(3)	(0)
• Lil'wat	(3)	(1)	(2)
• Musqueam	(3)	(2)	(1)
• Squamish	(2)	(1)	(1)
• Tsleil-Waututh	(2)	(1)	(1)
<b>Total</b>	<b>24</b>	<b>17</b>	<b>7</b>

### **3.6.2 Interview Structure**

Interviews with key informants were semi-structured and directed with open-ended questions (Appendix J & K). Core questions relating to the incentives, benefits, challenges and principles of partnership development and maintenance associated with the FHFN- 2010 Bid/VANOC relationship remained the same in all interviews. More detailed questions were asked depending on the interviewee's level and type of involvement in the relationship process. The

interview questions were approved by the Ethics Review Committee at Simon Fraser University in the late spring of 2006.

### **3.6.3 Interview Process**

All interviews were conducted in the summer of 2006. Interviews lasted between 45 minutes and 2.5 hours. They were conducted in a face-to-face format. This allowed the researcher to personally engage respondents and gain additional insight that would not be possible using more impersonal methods (Yin 2003). In addition to the semi-structured interviews, many informal conversations concerning ongoing relationship issues were carried out over the term of the research. Information gained from these dialogues complemented and helped illuminate interpretations of the interview data collected.

Interviews were compiled with audio recordings to ensure that the researcher could focus on the questioning and accurately record the responses. All of the interviews were transcribed. Follow up conversations in person and on the phone were completed as necessary.

## **3.7 Data Analysis**

Yin (2003) suggests using the following iterative process to analyze data:

- Statements or propositions are put forward;
- Findings of the case are compared; and
- Propositions are revised.

Statements and propositions derived from the semi-structured interviews were compared with the incentives, benefits, challenges and principles central to

the development and management of Aboriginal-corporate relationships identified in the literature review. Statements and propositions from the interviews that supported the literature were identified. Additional attributes and principles uncovered from the interviews specific to the FHFN/VANOC partnership formed the basis for a model and recommendations concerning the development and maintenance of partnerships between hallmark event organizing committees and Indigenous communities. The findings chapter of this research report summarizes overriding perspectives offered by the respondents. Their detailed responses to literature related close-ended questions are reported in tabular form in Appendix M.

### **3.8 Research Design Limitations and Strengths**

#### **3.8.1 Limitations**

Case study research is often criticized for providing very little basis for scientific generalization and building theory (Eisenhardt 1989, Yin 2003). The use of semi-structured interviews with open-ended questions does not always provide reliable data and may raise questions of validity (Babbie 1999, Yin 2003). Also, due to the personal nature of the interviews, caution must be exerted when trying to generalize the research results (Babbie 1999). Weaknesses associated with qualitative research and the interview methods employed for this study include potential bias and inaccurate articulation of ideas by the respondents (Yin 2003). Another challenge is the ability and willingness of respondents to commit the time required to answer all of the questions probed. In the case of this research, both



close ended and open ended questions were employed and both quantitative and qualitative analyses were undertaken to minimize the above-mentioned limitations of case study research.

### **3.8.2 Strengths**

Despite the potential limitations of the research design, the researcher concluded that the benefits from participant observation outweighed these challenges. Semi-structured, in-depth interviews with a range of respondents from four First Nations, the Bid Corporation and VANOC provided a meaningful measure of perceptions and opinions related to the VANOC/FHFN partnership.

The type and extent of information obtained from the interviews would be difficult to obtain through alternative research methods such as more formalized and impersonal surveys comprised primarily of close-ended questions. The researcher has built relationships of trust and candour with all of the interviewees, which in turn facilitated the sharing of critical information through personal interviews. Such information is often difficult to obtain in a cross-cultural setting. The Participant Observation provided an “insider” perspective that allowed for greater understanding of nuances in the responses received from the face to face interviews.

Interviewing respondents from four distinct First Nations communities provided opportunities for a diversity of perspectives to emerge. This diversity helped to strengthen the validity of the results. Wherever possible, interview data were corroborated with information from written sources and direct observation.

This provided a means of triangulating the findings and building confidence in the validity of the results (Yin 2003).

### **3.9 Conclusion**

This research study's purpose was to explore and describe the principles required for the development and maintenance of successful partnerships between the Vancouver 2010 Organizing Committee and the FHFN. It was also intended to identify attributes for successful partnerships and develop recommendations for future relationship building with event organizers and Indigenous communities. Although there are limitations to the research design and caution must be applied in extending its implications to generate theory, the results may provide insight and encouragement for Indigenous communities and event organizers alike to pursue mutually beneficial cooperative relationships. Some of the findings emanating from this investigation may be helpful in this goal.

## **CHAPTER 4: RESEARCH CONTEXT AND FINDINGS**

### **4.1 Introduction**

This chapter describes the context and presents the findings of the case study. First, brief descriptions of the 2010 Bid Corporation, VANOC and the FHFN are presented. A chronology of events from the Domestic Bid in 1998 until present related to the FHFN and 2010Bid/VANOC partnerships developments is described. Then a summary of the incentives, benefits, challenges, principles and recommendations is presented from both the perspectives of the FHFN and 2010 Bid/VANOC.

### **4.2 The 2010 Bid Corporation and VANOC**

#### **4.2.1 The 2010 Bid Corporation**

In 1998, the Canadian Olympic Committee selected Vancouver and Whistler to present Canada's Bid for the 2010 Winter Games. Over a five-year period, from 1998 to 2003, the Vancouver 2010 Bid Corporation developed a Games delivery plan with a vision of creating sustainable legacies for athletes, sport development, host communities and the Olympic and Paralympic Movements (VANOC 2007).

In Prague on July 2, 2003, members of the International Olympic Committee (IOC) selected Vancouver as the Host City of the 2010 Winter Games. The final three Candidate Cities included Salzburg, Austria and

Pyeongchang, South Korea and Vancouver, Canada. Canada won by three votes.

#### **4.2.2 VANOC**

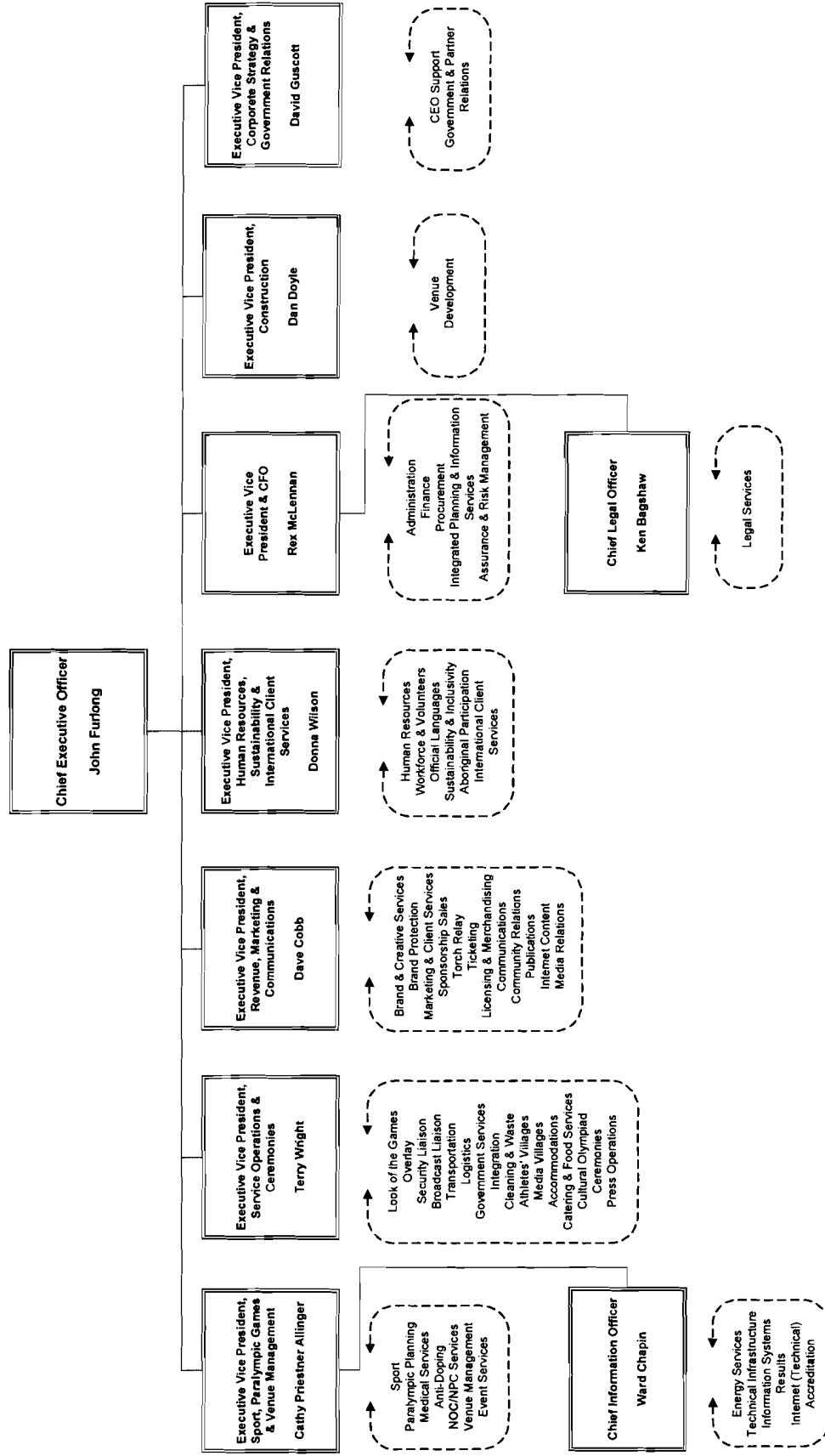
VANOC was established on September 30, 2003. The Committee's mandate is to support and promote the development of sport in Canada by planning, organizing, financing and staging the 2010 Olympic and Paralympic Winter Games. VANOC is guided by a 20-member board of directors nominated by the Government of Canada, the Province of British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic Committee, the Canadian Paralympic Committee and two of the four "Host" First Nations.

The Vancouver 2010 mission is to "touch the soul of the nation and inspire the world by creating and delivering an extraordinary Olympic and Paralympic experience with lasting legacies" (VANOC 2007). The vision is to "build a stronger Canada whose spirit is raised by its passion for sport, culture and sustainability" (VANOC 2007)

VANOC's team will reach approximately 1,400 full-time employees, 3,500 temporary employees and 25,000 volunteers by 2010. VANOC's corporate structure includes departments and implementing strategies in the following areas: 1) Sport, Paralympic & Venue Management, 2) Revenue, Marketing & Communications, 3) Games Services Operations and Ceremonies, 4) HR & Sustainability & International Client Services, 5) General Counsel, 6) Finance &

Legal, 7) Technology and Systems and 8) Venue Development. Within these departments, VANOC is divided into 53 Functional Business Units, including one for Sustainability and another for Aboriginal Participation. Figure 3 provides VANOC's organizational chart (VANOC 2007).

Figure 3 Organizational Chart for VANOC (VANOC 2007)



### 4.2.3 Aboriginal Participation at VANOC

VANOC is the first Olympic and Paralympic Games Organizing Committee to have a specific “Functional Business Unit” for Aboriginal Participation, with its own associated Business Plan and Budget. VANOC has set a goal of achieving unprecedented Aboriginal (First Nations, Inuit and Métis) participation in the planning and hosting of the Games. Its Aboriginal Participation Strategy includes five program areas described below (VANOC 2007):

**Table 8 VANOC’s Aboriginal Participation Strategy Program Areas**

<b>Partnerships and Collaboration</b>	Recognize and respect our partners, the FHFN, and directly involve them in key aspects of Games planning hosting and legacies.  Encourage Aboriginal peoples across Canada to participate in and benefit from the 2010 Winter Games, together with the FHFN.
<b>Sport and Youth</b>	Encourage greater Aboriginal Participation in sport and sport development; and, demonstrate the connection between sport and healthy living – particularly for youth.
<b>Economic Development</b>	Maximize economic development opportunities for Aboriginal peoples and businesses through Games-related procurement, tourism, branding, employment and training.
<b>Cultural involvement</b>	Celebrate and promote Aboriginal history, arts, culture and languages on the world stage.
<b>Awareness and Education</b>	Raise awareness of the opportunities for Aboriginal people to participate in the 2010 Winter Games; and, promote awareness and understanding of the diversity and contributions of Aboriginal peoples in Canada.

The foundation of VANOC’s Aboriginal participation programs is the partnerships it has developed with the FHFN, on whose traditional and shared traditional territories the Games will be held.

### **4.3 The Four Host First Nations**

The FHFN are the Lil'wat, Musqueam, Squamish and Tsleil-Waututh Nations, on whose traditional and shared traditional territories the Games will be held.

#### **Lil'wat**

The Lil'wat Nation is an Interior Salish community in Mount Currie, located approximately 160 kilometres from Vancouver and 22 km north of Whistler. It has a membership of over 1800 people, with approximately 1400 of its members living on reserve, and it is the fourth largest on-reserve community in B.C. The Lil'wat Nation's 797,131 hectare traditional territory is about one quarter the size of Vancouver Island and includes the Whistler area and the Callaghan Valley. The Chief and Council members are elected every 2 years (Lil'wat Nation 2007).

#### **Musqueam**

Also known as the people of the river grass, the Musqueam are descendants of the Coast Salish tribe. The community includes over 1,000 members most of whom live on the Musqueam Indian Reserve located near the mouth of the Fraser River. The Musqueam people's traditional territory occupies much of what is now Vancouver, the University of British Columbia and surrounding areas. The Chief and council are elected every 2 years (Musqueam Nation 2007).



## **Squamish**

The Squamish Nation are also Coast Salish peoples. They are descendants of the Aboriginal peoples who lived in the present-day Greater Vancouver area, Gibson's Landing (north of Vancouver) and Squamish River watershed. The Nation's population resides in nine communities stretching from North Vancouver to the northern area of Howe Sound. About 2,239 of its 3,324 members live on reserve. The Squamish Nation's traditional territory includes some of the areas now occupied by Vancouver, Burnaby, Port Moody and all of the cities of North Vancouver and West Vancouver, Port Moody and all of the District of Squamish and the Resort Municipality of Whistler. The Chief and council are elected every 4 years (Squamish Nation 2007).

## **Tsleil-Waututh**

The Tsleil-Waututh Nation are Coast Salish people whose members live in a community on the north shore of Burrard Inlet. They have an on-reserve population of 400. The traditional territory of the Tsleil-Waututh First Nation reaches from the Fraser River (south) to Mamquam Lake near Whistler (north). The Chief and Council are elected every 2 years (Tsleil-Waututh Nation 2007).

## **The FHFN and 2010 Winter Games Venues**

In addition to the Games being hosted on the traditional and shared traditional territories of the FHFN, new Olympic and Paralympic Games venues are being built on all of their territories. Depending on the case, the new venues are being built on traditional and shared territories of up to three of the Four Host

First Nations at a time (see Table 9). In some cases, the areas where the Games venues are being built is owned by the Crown (e.g. Nordic Competition venue in the Callaghan Valley), whereas in other cases the land is privately owned (e.g. Vancouver venues on City of Vancouver lands).

**Table 9: Games Venues Constructed on FHFN Traditional Territories**

Venue	Lil'wat territory	Squamish territory	Tsleil-Waututh territory	Musqueam territory
Whistler Sliding Centre, Blackcomb Mountain	X	X		
Whistler Athletes Village	X	X		
Nordic Competition Venue, Callaghan Valley	X	X		
Snowboard and Freestyle, Cypress Mountain		X	X	X
Curling Venue, Hillcrest Park		X	X	X
Vancouver Athletes Village, South East False Creek		X	X	X
Hockey Arena, UBC				X
Speed skating Oval, Richmond				X

#### 4.3.1 The FHFN Society (FHFNS)

The mission of the FHFN Society (FHFNS) is to “represent the Nations and to facilitate engagement between the Nations and the Vancouver Organizing

Committee for the 2010 Olympic and Paralympic Winter Games (VANOC)” (FHFN, 2007). Their intent is to “ensure that the Games are successful and that the Nations’ languages, traditions, protocols and cultures are meaningfully acknowledged, respected, and represented in the planning, staging and hosting of the Games” (FHFN 2007).

The objectives of the FHFN Society are to:

- Work in a cooperative and mutually supportive manner in an environment of respect, cooperation, and mutual recognition;
- Welcome the world to their shared traditional territories;
- Host an outstanding Olympic Games;
- Achieve unprecedented Aboriginal participation;
- Take advantage of the social, sport, cultural and economic opportunities and legacies that will arise as a result of the Games;
- Help preserve, revitalize and promote Aboriginal languages and cultures;
- Showcase First Nations cultures to Canadians and the world as a vibrant and integral part of Canada’s rich and diverse heritage, and;
- Work with VANOC and other partners to ensure opportunities are provided to other First Nations, Métis, and Inuit to participate in the Games. (FHFN, 2007)

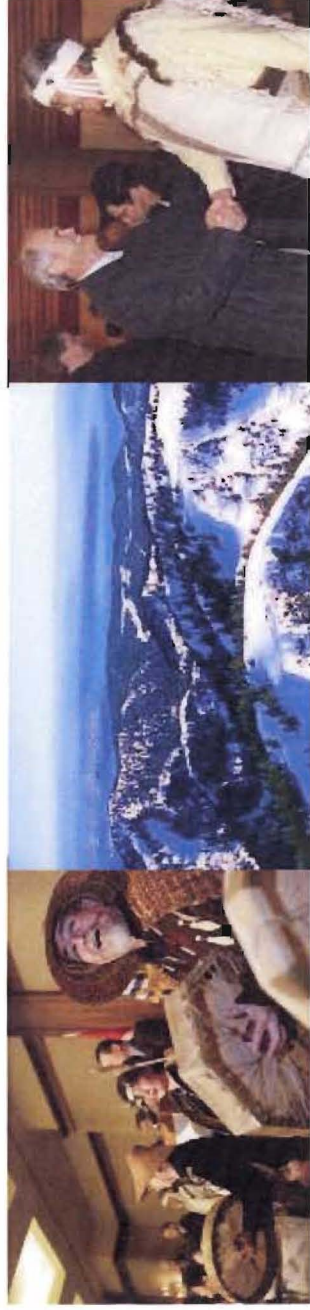
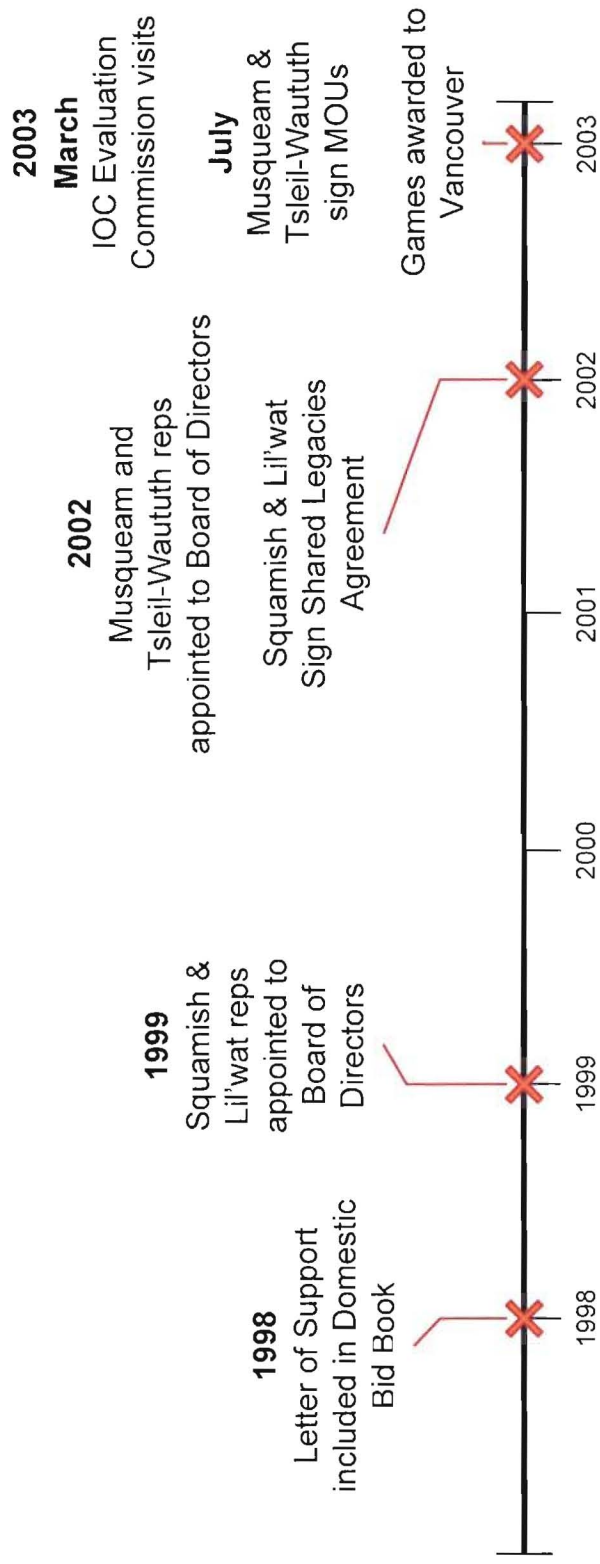
### **FHFN Society Board of Directors**

The FHFN Society is managed and controlled by the people of the First Nations. The Chiefs and the Council for each Nation are democratically elected by their respective membership. Each Nation appoints two individuals to the FHFNS Board of Directors. The FHFN Secretariat has a staff of four and reports to the FHFNS Board (Appendix G).

## **4.4 Chronology of Events**

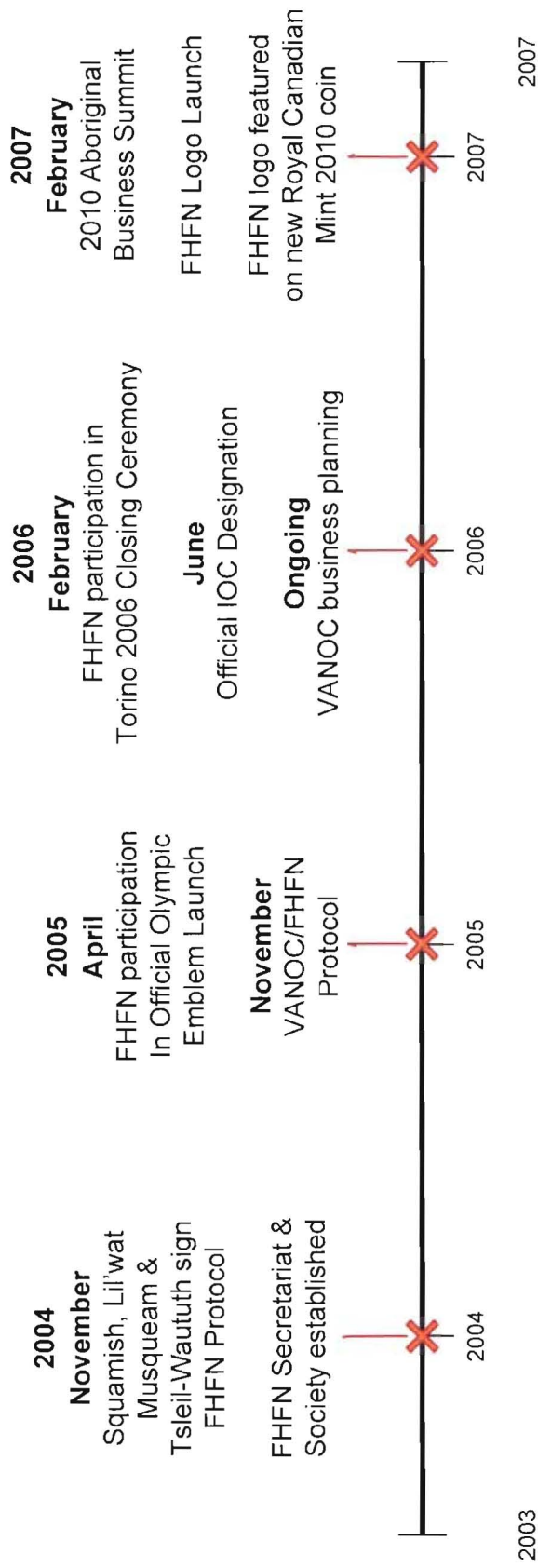
This section provides a description of key events spanning a ten year period during which the participation and partnerships with the FHFN was shaped. It starts with the Domestic Bid Phase in 1997 and extends to February 2007, the point which this research terminated. Figures 4 and 5, and Table 10 provide a summary of the activities related to the evolution of the FHFN/VANOC partnership which are described in this section. Appendix A offers an additional visual timeline summary of the key activities. Appendix B includes a summary of the Agreements, Memorandums of Understanding (MOUs) and Letters of Mutual Understanding (LMUs) related to the FHFN/VANOC partnership.

Figure 4 Chronology of Events – Bid Phase (1997-2003)



\* Photos courtesy of VANOC and the Four Host First Nations Society

Figure 5 Chronology of Events – Organizing Phase (2003 – Present)



\* Photos courtesy of VANOC and the Four Host First Nations Society

**Table 10 Summary of FHFN Activities during 2010 Bid and Organizing Phases.**

<b>2010 Bid and Organizing phases and activities involving FHFN</b>	<b>SN*</b>	<b>LN*</b>	<b>MN*</b>	<b>TN*</b>
<b>Domestic Bid Phase 1997-1998</b>				
Initiated relationships with the Bid Committee	X	X		
Provided letter of support for Domestic Bid Book	X			
<b>International Bid Phase 1998 - 2003</b>				
Initiated relationship with Bid and communicated interests related to participating in activities in traditional territories (1998)	X	X		
Included on Board of Directors (1999)	X	X		
Participated in Callaghan Valley Master Planning Process (2000-2003)	X	X		
Included on Board of Directors (2002)	X	X	X	X
Provided of one seat on VANOC Board of Directors, shared between the Squamish and Lil'wat Nations, in Multi- Party Agreement (2002)	X	X		
Signed Shared Legacies Agreement (2002) with Province of BC and 2010 Bid Corp outlining legacies of land, cultural centre funds, Youth Sport Legacy Fund, training, contracting, housing.	X	X		
Reviewed and provided letter of support for international Bid Book to the IOC (2002)	X	X		
Participated in IOC Evaluation Visit (2003)	X	X	X	X
Signed Memorandum of Understanding (MOU) with the 2010 Bid Corp (2003)			X	X
Participated as part of Official Delegation in Prague (July 2003)	X	X	X	X
Participated in the Vancouver July 2, 2003 gathering for announcement of winner by IOC	X	X	X	X
<i>(Table 10 continued on next page)</i>				
<b>Organizing Phase 2003 – 2010</b>				
Received significant benefits through implementation of Bid Phase Shared Legacies Agreement (SLA) including Nordic Competition Venue agreements for: <ul style="list-style-type: none"> <li>• Environmental Assessment</li> <li>• Contracting opportunities</li> </ul> (2003- present)	X	X		
Engaged in ongoing discussions related to Bid Phase Memorandums of Understanding on legacy interests (2003-present) Received some benefits from SLA related to Skills and Training and Aboriginal Youth Sport Legacy.			X	X
Signed of FHFN Protocol (2004)	X	X	X	X
Established FHFN Secretariat (2004)	X	X	X	X
Participated as performers in Olympic Emblem launch (2005)	X	X	X	X

<b>2010 Bid and Organizing phases and activities involving FHFN</b>	<b>SN*</b>	<b>LN*</b>	<b>MN*</b>	<b>TN*</b>
Signed FHFN/VANOC Protocol (2005)	X	X	X	X
Recognized by VANOC as official partners, alongside other government partners (2005)	X	X	X	X
Held FHFN logo competition (2005)	X	X	X	X
Participated as part of Official Delegation in Torino including Closing Ceremonies (2006)	X	X	X	X
Received IOC approval of official designation of "Host First Nation(s)" (2006)	X	X	X	X
Developed FHFN plans coordinated with VANOC's Aboriginal Participation Business Plan and Budget process (2006)	X	X	X	X
Hosted Aboriginal Business Summit with Province of BC, Government of Canada and VANOC (2007)	X	X	X	X
Staged official launch of FHFN logo (2007)	X	X	X	X

(\* FHFN referred to are: SN = Squamish Nation, LN = Lil'wat Nation, MN = Musqueam Nation, TN = Tseil-Waututh Nation)

### **Domestic Bid 1997-1998**

The history of Aboriginal participation in the 2010 Winter Games commenced in the late 1990s during the Domestic Bid Phase. This was when Vancouver competed against Calgary and Quebec City for the rights to represent Canada in the International Bid Phase. Chief Joe Mathias from the Squamish Nation as well as leaders from the Lil'wat Nation (Chief Allen Stager and Lyle Leo) approached the Bid committee to voice their interest in being involved in the project. The rationale was that the Games would be taking place on First Nation shared traditional territories. Although there was no First Nation participation on the Domestic Bid Board of Directors, Aboriginal peoples and First Nations participation were mentioned in several sections of Vancouver and Whistler's Domestic Bid Book for the Games (Vancouver Whistler 2010 Bid Society). Included in the *Confirmations of Support* section of the Domestic Bid Book was a



letter of support dated August 27, 1998 from a Squamish Nation councillor to the Vancouver Whistler 2010 Bid Society that stated:

*On behalf of the Council of the Squamish Nation, I am pleased to provide you with our support in-principle for the hosting of the 2010 Olympic Winter Games in B.C.. As part of the Bid process to secure the Games, we would be most interested in working with the Vancouver Whistler 2010 Bid Society in areas of mutual opportunity that will provide legacies to the people of the Squamish Nation, British Columbia and sport in Canada. In addition, recognizing the important role that culture plays in the Olympic Movement, we would be interested in working with the Bid Society to develop a cultural program that reflects the cultural heritage of BC's Aboriginal peoples. In the meantime, if there is anything that we can do to assist you in helping to secure the national phase of the Bid, please feel free to contact me directly.(Councillor Harold Calla, Squamish Nation)*

This was the only letter of support from a First Nation in the Domestic Bid phase. Chief Joe Mathias is often recognized as the visionary First Nations leader who initially encouraged Aboriginal participation and partnership development. In the words of Leonard George of the Tsleil-Waututh Nation:

*When I was Chief, I heard Joe Mathias bring this up before the Bid was even organizing, so he was way ahead of his time. He could see what was going to happen up there, and starting building in the strategy then. It was brilliant. The initial thought that this was going to be happening in our territory and we should be a part of it came from him and got us where we are at here today. (Leonard George, Tsleil-Waututh Nation)*

On December 1, 1998, the Canadian Olympic Committee (COC) chose Vancouver as Canada's Bid city for 2010.

### **International Bid 1998 – 2003**

The 2010 Bid Corporation, the group responsible for developing the 2010 Winter Games delivery plan, encouraged Aboriginal participation from the

beginning of its existence. They took two distinct approaches to Aboriginal participation during the International Bid Phase. Their first approach involved encouraging the broad participation of Aboriginal peoples (First Nations, Inuit and Métis) in keeping with best practice precedents set in previous Olympic Games as well as the Commonwealth Games in Canada. The development of an Aboriginal Participation Strategy included the hiring of a Community Relations Director with experience working with Aboriginal communities in BC as well as involvement with Aboriginal Participation at the Commonwealth Games and North American Indigenous Games, both in Victoria, B.C. This Director created an Aboriginal Participation Strategy guided by input from a workgroup with representatives from a range of Aboriginal organizations. The strategy was designed to guide the future Organizing Committee's activities should the Bid be successful. It included numerous recommendations for Aboriginal participation in areas of economic, cultural and sport initiatives linked to the Games.

The second approach to Aboriginal engagement involved encouraging participation and relationships with the Lil'wat, Musqueam, Squamish and Tsleil-Waututh First Nations. Later, this group became known as the "FHFN" (FHFN). This unique engagement of the FHFN occurred in several phases. The first phase involved developing ties with the Squamish and Lil'wat Nations who were already working closely together on activities and interests within their shared traditional territories in the Sea to Sky Corridor and Whistler areas. The second phase focussed on engagement of the Musqueam and Tsleil-Waututh Nations. Their traditional territories included the City of Vancouver. (Squamish Nation's

traditional territory also includes a large portion of the City of Vancouver). In the third phase the four Nations were encouraged to come together as a collective.

### **International Bid Phase: Squamish and Lil'wat Nations**

The Squamish and Lil'wat had initially participated in the Games development process during the Domestic Bid phase and were involved prior to the International Bid emerging. As a result of these previous activities, Squamish (Chief Joe Mathias) and Lil'wat (Lyle Leo) representatives were invited to join the International Bid's Board of Directors. Chief Joe Mathias died in 2000 and Chief Gibby Jacob replaced him on the Board of Directors as the Squamish Nation's representative.

The Squamish and Lil'wat also signed a protocol in 2001 outlining a number of areas of collaboration including 2010 Winter Games opportunities. An Aboriginal Secretariat, comprised of Squamish and Lil'wat Nations representatives, was also established within the Bid Corporations' offices. Unfortunately the Aboriginal Secretariat was never properly integrated in the Bid's planning operations and experienced limited success.

In 2002, partners involved in Vancouver's bid to host the 2010 Olympic Winter Games and Paralympic Winter Games signed a comprehensive Multiparty Agreement (MPA). This unprecedented agreement involved Canada, British Columbia, the City of Vancouver, the Resort Municipality of Whistler, the Canadian Olympic Committee, the Canadian Paralympic Committee, and the Vancouver 2010 Organizing Committee. It established a clear understanding of

the roles and working relationships of all the parties and the contractual arrangements between them. It addressed a range of issues including financial contributions, legal responsibilities, and the sport legacies of the Games (VANOC 2007).

Although the Squamish and Lil'wat Nations were not signatories of the MPA, they were awarded one seat (jointly) on VANOC's 20 member Board of Directors. This position is currently held by Chief Gibby Jacob of the Squamish Nation. The MPA recognized all four "*Local First Nations*" with distinct protocol, ticket and accreditation provisions.

In the summer of 2002, the 2010 Bid Corporation was preparing its final international "Bid Book" submission. This comprehensive three volume document outlined all of Vancouver's plans and commitments for the 2010 Winter Games. In August 2002, five months prior to the scheduled deadline for the submission of the "Bid Book" to the IOC in January 2003, the Squamish and Lil'wat Nations indicated to the 2010 Bid Corporation their expectation to receive benefits comparable to other hosting partners, in order to formally support the Games. This occurred shortly after Whistler receiving a substantial package of benefits related to their support and participation for the Games, which included 300 acres of land for employee/non-market housing. There were several issues related to the Nations, particularly in the Sea to Sky corridor where a number of venues had to be built on Crown land within their shared traditional territories. At that point the 2010 Bid Corporation recognized that it had underestimated its responsibility to the First Nations in the areas of consultation and

accommodation. Such responsibilities were an evolving concept in the Province of BC at that time. Leadership within the 2010 Bid Corporation and within the Province of BC realized the seriousness of the issue and committed to a deeper negotiation process with the Squamish and Lil'wat Nations. Their goal was to reach a "benefits" agreement that would meet these Nations' needs and secure their support for the Games. The negotiations were intense and culminated after eight weeks with the signing of the "Partners Creating Shared Legacies from the 2010 Olympic and Paralympic Winter Games". This document is commonly referred to as the "Shared Legacies Agreement" (SLA). The SLA was signed by B.C. Premier Gordon Campbell, the Chairman and CEO of the 2010 Bid Corp, Jack Poole, Chief Gibby Jacob of the Squamish Nation and Chief Allen Stager of the Lil'wat Nation on November 22, 2002. In many participants' words, "it was the fastest negotiation they had ever participated in" as there was an incredible sense of urgency to reach an agreement prior to the Bid Book submission. The SLA benefits for the Squamish and Lil'wat Nations included (See Appendix C):

- Lands for economic development (300 acres)
- A skills and training project
- A naming and recognition project
- Support for the Squamish & Lil'wat Cultural Centre
- Shared ownership of the new athletic facilities
- A youth sport legacy fund
- Contracting opportunities in the Callaghan Valley
- A housing legacy

It was agreed that the first four legacies above would be implemented whether or not the Bid was successful. Also, the skills and training and the youth

sport legacies were intended to benefit beyond the Squamish and Lil'wat communities. The majority of the benefits were the responsibility of the Province of BC to implement. However VANOC was directly responsible for implementing contracting opportunities associated with the development of the Nordic Competition Venue in the Callaghan Valley, supporting the development of the Nations' Cultural Centre in Whistler, providing the opportunity to be a member of the Whistler Legacy Society, which would own and operate the Nordic and Sliding Centre facilities post 2010, and providing a housing legacy. (See Appendix C for more details). The Squamish and Lil'wat Nations also reviewed and provided input into the Bid Book, including references to each of the FHFN.

### **International Bid Phase: Musqueam and Tsleil-Waututh Nations**

The 2010 Bid Corporation also recognized that there were two other Nations on whose traditional territories the Games would be held. In 2002 , it invited representatives from Musqueam and Tsleil-Waututh Nations to join the Board of Directors. The Bid Corporation also ensured that the Musqueam and Tsleil-Waututh were included as part of the "Local First Nations" in the MPA and the 2010 Bid Book. The Bid Corporation also concluded that it would be advantageous to the strength of the Bid to sign agreements with these two Nations, in order to secure their support for the Games, prior to the final choice of the Host City by the IOC on July 2, 2003. Concurrently, the Musqueam and Tsleil-Waututh Nations had become aware of the SLA and wanted to secure similar benefits for their own communities. Consequently in early 2003 the 2010 Bid Corporation began negotiations with each of these Nations to identify their

specific interests related to the Games. Circumstances surrounding the negotiations with these two Nations were different. While the Games would be held on their traditional and shared traditional territories, no new venues were planned for development on Crown Land. Vancouver's existing and planned venues were located on privately owned land. This suggested that the same imperatives of "consultation and accommodation" would not necessarily apply. Secondly the Bid Book had been submitted to the IOC, and the sense of urgency to consolidate First Nations support prior to the Bid Book submission was gone. Thirdly, at that time the Provincial government was not willing to engage in discussions with these two Nations, believing that the Province had stepped up to enable the SLA and that it was the federal government's turn to step up and share in the costs and responsibilities for these Nations.

As a result of these circumstances, two separate Memorandums of Understanding were signed between the Chairman and CEO of the 2010 Bid Corporation, and the Chiefs of the Musqueam and Tsleil-Waututh Nations on July 1, 2003. These signings occurred in Prague, one day prior to the IOC making its decision to award the 2010 Winter Games to Vancouver. The MOUs outlined areas of interest for each of the Nations with respect to Games' legacies and identified a commitment by the parties to work together if the Games were won. The MOUs also included each Nation's declaration of support for the Games. (See Appendix D) The Tsleil-Waututh Nation had already demonstrated its support for the Games, without any agreement in place. Earlier in 2003, the Chief, Leah George-Wilson, participated in an ad campaign voicing the Tsleil-

Waututh Nations' support for the Games during Vancouver's Plebiscite campaign on the Games.

### **International Bid Phase: Four Host First Nations**

The broader concept of a collective FHFN engagement began to evolve in 2002 during the International Bid Phase when all four First Nations had representatives on the Bid's Board of Directors and were recognized as "Local First Nations" in the Multi Party Agreement. Their presence was especially highlighted during the March 2003 IOC Evaluation Commission visit. This visit evaluated the plans and the relationships developed with government, stakeholders in each candidate host city and, in Vancouver's case, the Evaluation Commission was especially interested in the relationships with First Nations. The Chiefs of the FHFN were approached by almost all of the Commission members to determine whether or not the First Nation relationships with the Bid Corporation were in fact meaningful or whether it was simply "window dressing". The Chiefs explained to the IOC that their engagement was substantial, that they were involved in a meaningful way and were treated as partners. As a member of the Bid Corporation's team, Chief Gibby Jacob played an important role in responding to the Evaluation Commission's questions. The four Chiefs were also included in and led the procession of IOC members and other dignitaries into a "Celebrate Canada" performance at the Queen Elizabeth Theatre that was a key part for the cultural component of the Evaluation process. This participation marked the first time that the FHFN Chiefs worked collectively on supporting the 2010 Winter Games. Subsequent to these activities, the



Report of the IOC Evaluation Commission for the XXI Olympic Winter Games in 2010 (IOC, 2003), stated “*one of the most significant legacies (if Vancouver were awarded the Games) is the involvement of the First Nations in the planning process and post-Games legacies.*” This comment emphasized the importance that the IOC placed on the participation of the Indigenous peoples.

The concept of a FHFN Secretariat and these communities working together evolved further during the negotiation of the Memorandums of Understanding with the Musqueam and Tsleil-Waututh MOUs. In their MOUs, they agreed to:

participate in the development and operation of a Host Nations’ secretariat/committee (name, structure, funding yet to be determined) in which each Host Nation will, for the purpose of preparing for and hosting the Games, work cooperatively together with each other and the OCOG to ensure a successful Games.

All four Chiefs were invited as part of the official delegation travelling to Prague for the final announcement on July 2, 2003. On July 1, 2003, the Chiefs of Musqueam and Tsleil-Waututh signed their MOUs with the Bid Corporation, one day before Vancouver was selected as the winning Host City. Chief Ernest Campbell of the Musqueam Nation stated: “*We were treated very well by the Bid and the Partners in Prague. We were part of the team.*”

On July 2, 2003 Vancouver and Whistler were awarded the rights to host the 2010 Olympic and Paralympic Winter Games. It was acknowledged that the First Nations participation and support for the Games contributed to the final selection of Vancouver. The VANOC Board Chairman, Jack Poole has noted on

several occasions: *“If it hadn’t been for the full support of the FHFN in our bid, we likely wouldn’t be talking about Vancouver 2010 today.”*

### **Organizing Phase: Squamish and Lil’wat - Implementation of the SLA**

Once the Games were awarded to Vancouver, the 2010 Bid Corporation dissolved and a skeleton transition team remained in place until the formation of the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC) on September 30, 2003. The Squamish and Lil’wat Nations expressed a sense of frustration with perceived delays in the implementation of some of the SLA components. This delay was largely due to the lag time required during the transition phase for VANOC to address start-up issues. Also, implementation of components of the SLA required a division of responsibilities between the Province of BC and VANOC.

The Environmental Assessment (EA) process required for the development of the Nordic Competition Venue in the Callaghan Valley brought a sense of urgency to negotiations and implementation of the components within the SLA. Construction for the Nordic Competition Venue (NCV), VANOC’s first new venue to be developed, could not begin in the spring of 2005 without the Squamish and Lil’wat Nations support in the EA for the project. The Squamish and Lil’wat Nations utilized the EA process as leverage to clarify and secure clear deliverables from the SLA. These included negotiating an agreement for contracting opportunities for the Lil’wat and Squamish Nations for site preparation activities, trail building and the construction of the daylodge for the venue. The Squamish and Lil’wat Nations also developed an agreement with

VANOC and the Province ensuring that recreational trails would not be constructed within the Squamish Nation Wild Spirit Place area. In addition, they also required that a secondary EA process would be required to determine the amount and location of the recreational trails to be created outside of the Venue's core footprint. After considerable discussion concerning the siting of recreational trails in Squamish and Lil'wat Nation traditional territory within the Valley, the EA process was separated into two parts: **Part A – Competition Venue**, and **Part B – Recreational Trails**.

The Squamish and Lil'wat Nations supported Part A and venue construction began on schedule. Part B is currently underway and is anticipated to be approved in time to allow recreational trails to be constructed in the summer of 2007. The majority of other SLA commitments have been implemented or are underway (Table 11). In addition to the contracting opportunities, VANOC has delivered on its commitment to the Nations to secure additional funding for the Cultural Centre. Two of VANOC's sponsor, Bell Canada and RBC have made contributions of \$3 million and \$350,000 respectively to the Cultural Centre. The two Nations are members of the Whistler Legacy Society (WLS), which will own, manage and operate the NCV. The outstanding SLA commitment for VANOC is the Housing Legacy which is to be implemented after the Games.

**Table 11 Summary of Shared Legacies Agreement Benefits and Implementation Status**

<b>Benefit</b>	<b>Responsibility with the Province of BC</b>	<b>Responsibility with VANOC</b>	<b>Implementation</b>
Lands for economic development	X		Ongoing
Skills and training project	X		Complete
Naming and recognition project	X		Complete
Squamish & Lil'wat Cultural Centre support	X	X	Complete
Shared ownership of the new athletic facilities		X	Ongoing
Youth Sport Legacy Fund	X		Complete
Contracting opportunities		X	Complete
Housing		X	Ongoing

### **Organizing Phase: Musqueam and Tsleil-Waututh Legacies**

Since the signing of the Musqueam and Tsleil-Waututh MOUs with the 2010 Bid Corporation in 2003, these Nations have not secured legacies agreements similar to what Squamish and Lil'wat secured with the signing of the SLA. The responsibility for the negotiation of these types of legacies rests primarily with the provincial and federal governments. Discussions on specific legacies for each of the Musqueam and Tsleil-Waututh Nations are currently underway with the provincial and federal governments and VANOC. These two Nations have however achieved benefits associated with the establishment of the Four Host First Nations Secretariat and Society, including commitments to multi-year funding from both the provincial and federal governments for the operations of a FHFN Secretariat.

## **Organizing Phase: FHFN Protocols, Society and Secretariat**

The third distinct phase of the FHFN relationships includes the Four Nations coming together as a collective during the Organizing Phase. On November 24, 2004 the FHFN signed an historic protocol outlining how the Four First Nations would work together to maximize opportunities arising from their participation in the Games (Appendix E). They established a FHFN Secretariat to manage their collective participation and to assist VANOC and other 2010 Winter Games partners build an inclusive process for participation for the FHFN, other First Nations, Inuit and Métis across Canada in the planning and hosting of the Games.

On April 23, 2005, 60 performers from the Lil'wat, Musqueam, Squamish and Tsleil-Waututh First Nations performed together, for the first time, on stage at the unveiling of the Official Emblem of the Vancouver 2010 Olympic Winter Games. Leonard George, renowned First Nations leader and cultural performer from the Tsleil-Waututh Nation, was among those on stage that day:

*As a First Nation leader, a British Columbian and a Canadian, one of the proudest moments of my life was to be at the announcement of the Olympic emblem with members of my family like my grandchildren and the other host First Nations. The four Nations coming together for the first time in this way, for the Olympics, was history-making. We got a standing ovation from the audience – we all felt that we are part of something special. It made me wonder why we ever thought that there were any differences. This opportunity will provide us with a better future. (Leonard George, Tsleil-Waututh Nation)*

Roughly one year after the FHFN Protocol signing, on November 30, 2005, VANOC and the FHFN signed another unprecedented protocol:

“Statement of Principles: A protocol governing the relationship between the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games and the Four Host First Nations and the Four Host First Nations Society” (Appendix F). This document defined their relationship and set out their mutual commitments to:

- respect the protocol of the FHFN;
- showcase Aboriginal art, language, traditions, history and culture;
- provide skills development and training related to the Games;
- ensure lasting social, cultural and economic opportunities and benefits for Aboriginal people and communities, including improved health and education, increased employment and a legacy of youth sports programs;
- incorporate Aboriginal arts and culture into 2010 Winter Games arts festivals and cultural events, and the Opening and Closing Ceremonies.

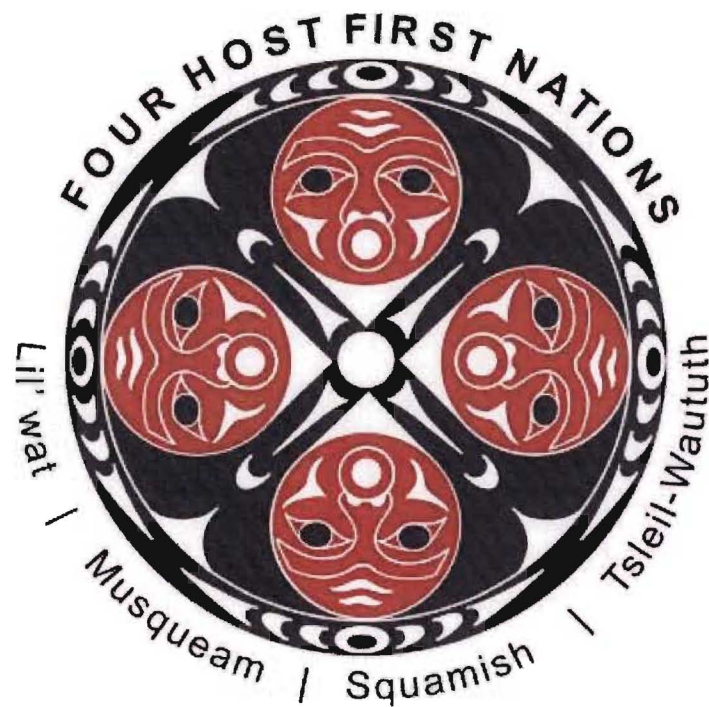
The signing of this protocol formally brought the leaders of the Nations, and VANOC together again, and was witnessed by representatives of both the provincial and federal governments. The significance of this event was recognized by Chief Ernie Campbell of the Musqueam Nation. He stated:

*The 2010 Winter Games present us with a significant opportunity to build new or enhance existing relationships, establish partnerships and showcase our diverse and extraordinary culture to the world. By working together we will fully participate in 2010 and more fully contribute to the local, regional and national economy. (Chief Ernest Campbell, Musqueam Nation)*

In October 2005, the FHFN held a logo contest amongst their artists and selected a design by a Squamish Nation artist, Jody Broomfield. The logo reflected the unique cultures and spirit of the FHFN, respecting each other and

working cooperatively, united within the circle of life (Figure 6). The rim of the logo represented the Creator and ancestors watching over a human face, which symbolizes each of the four First Nations. The figure can also be seen to represent the “holding up” of hands in the traditional sign of welcome (FHFN 2007).

Figure 6 Four Host First Nations Logo



Another initiative that was developed collaboratively by VANOC and the FHFN was the FHFN Chiefs participation in VANOC's portion of the Torino 2006 Closing Ceremonies. The Chiefs performed a traditional “witnessing” ceremony that welcomed the world to the 2010 Winter Games. Medallions with the FHFN logo on one side and the VANOC logo on the other were given to each of the

32,000 spectators and athletes in attendance. At the centre of the medallion four feathers point north, south, east and west, which symbolizes the Nations holding up their hands, extending their invitation to the peoples of the world.

In the summer of 2006, the IOC approved the designation of “Host First Nation (s)” for each of the Four Host Nations as well as for the collective. This marked the first time in Olympic history that Indigenous peoples had received Official Partner designation from an Olympic Organizing Committee or the IOC. The Official “Host” designation permits the FHFN to be associated with the Olympic rings for non-commercial uses. The FHFN and VANOC are presently pursuing a commercial licensing agreement so that the FHFN can generate revenue for community funds through their association with the 2010 Winter Games.

In 2007, the FHFN hosted a 2010 Aboriginal Business Summit in partnership with the Province of BC, Government of Canada and VANOC. It was designed to reach out to Aboriginal peoples in Canada and encourage them to develop relationships, and capitalize on economic opportunities associated with the 2010 Winter Games. At the Summit, on Feb 1, 2007, the FHFN officially launched their FHFN logo to an audience of over 400 people, including representatives and performers from each of the FHFN, VANOC’s Chair of the Board and the Province’s Premier. On Feb 2, 2007, the federal Minister for 2010, the Hon. David Emerson, participated with the FHFN Chiefs and the Executive Director of the FHFN Secretariat in the unveiling of the Royal Canadian Mint Commemorative Gold Coin featuring the FHFN logo.



## **Summary of Agreements, MOUs, LMUs and Protocols**

Appendix B summarizes the formal agreements, Memorandums of Understanding (MOU), Letters of Mutual Understanding (LMU) and protocols that were involved in the development of the partnerships between the 2010 Bid/VANOC and the FHFN, individually and collectively. The following section briefly summarizes the nature of the key documents.

The Shared Legacies Agreement is the most substantial of all the formalized relationships. It committed the Province of BC and VANOC to provide significant benefits to the Squamish and Lil'wat communities. VANOC entered into two separate implementation Letters of Mutual Understanding (LMUs) with the Squamish and Lil'wat Nations which provided further clarification to legacy commitments for activities within the Callaghan Valley.

The MOUs with Musqueam and Tsleil-Waututh were not nearly as concrete as the SLA. They only provided commitments for the parties to pursue a productive working relationship and ongoing efforts to secure legacies, but had no specific legacy commitments within them. The Musqueam and Tsleil-Waututh Nations outlined their areas of interest for potential legacies that would be further explored with VANOC, the Province of BC and the Government of Canada if the Games were awarded to Vancouver.

The Protocol amongst the Four Nations as well as the FHFN Protocol with VANOC outline commitments to working relationships around the Games activities and are separate and distinct from the 'legacies' discussions. The FHFN/VANOC Protocol is the overarching document outlining the relationship of

the FHFN, as a collective, with VANOC. The document outlines roles and responsibilities related to support and respect, communications, Games participation, funding, dispute resolution and legal obligations. The Protocol includes commitments made in previous documents, such as the Multi Party Agreement (MPA) and Musqueam and Tsleil-Waututh MOUs, around the Four Nations participation, capturing previous commitments in one document.

Although there are marked differences between the experiences and benefits achieved for the Squamish and Lil'wat Nations and the Musqueam and Tsleil-Waututh Nations, they have developed relationships with each other and have created a partnership with VANOC as the "Four Host First Nations". Currently they are working in a positive and mutually beneficial partnership with VANOC and its partners to plan, stage and host the Games. The following sections explore the partnership development factors that have led to the current reality.

#### **4.5 Partnership Development**

The following sections summarize key informant responses concerning the importance of incentives, benefits, challenges and principles related to the partnerships between the FHFN and the 2010 Bid/VANOC. The results highlight their responses to several open and close ended questions. Nine of the eleven (82%) 2010 Bid/VANOC respondents completed the close-ended portions of the questionnaire. Seven of the 13 (54%) FHFN respondents provided their formal responses to their close-ended survey questions. Appendix M includes summary tables for the responses to the close-ended questions. The survey results include

“average agreement ratings” to a series of specific statements. In addition, the findings provide the top rated factors cited as being the most important related to the partnership. The average agreement ratings reported are based on a scale ranging from 5=strongly agree to 1=strongly disagree. In the analysis, only factors receiving an average agreement rating of 4 or better, or having two or more informants assigning it a “top 3” priority are reported. In addition to the factors identified through the close-ended questions, other “top of mind” elements affecting the partnerships are identified through a series of open-ended questions completed by all of the respondents.

#### **4.5.1 Incentives**

This section describes the incentives for entering into the FHFN and 2010 Bid/VANOC partnership. There were some common overarching incentives to all parties involved with initiating the 2010/ FHFN relationships. There were also incentives unique to each of the parties. These are summarized in Table 12. (Partnership Incentives Ratings are included in Tables 20 and 21 in Appendix M).

**Table 12 Summary of the Incentives for the FHFN/2010 Bid VANOC partnerships**

<p><b>Incentives for All</b></p>	<p>Demonstrate strong leadership and common vision          Harness the catalytic effect of the Games to maximize opportunities and legacies for the FN communities          Provide a solution to complex problem(s) associated with hosting the Games on the traditional territories of the FHFN          Overcome the limitations of the legal approach for resolving FN issues related to development on traditional territories          Formalize relationship, roles and responsibilities between the Nations and VANOC.</p>
<p><b>Incentives for 2010 Bid/VANOC</b></p>	<p><b>Bid Phase Legacy Agreements (SLA &amp; MOUs)</b>          Be inclusive          Demonstrate to the IOC that the Bid had strong partnerships.          Provide “license to operate” on traditional territories          Avoid having key groups opposing the Bid          Fulfil a mandate or legal obligation by VANOC or its government partners          Ensure a risk mitigation strategy in case issues arose with other Aboriginal groups around the Games.</p> <p><b>Organizing Phase FHFN/VANOC Statement of Principles</b>          Enhance the cultural value of the Games experiences and products          Create one body to coordinate the participation of the four Nations, providing efficiencies          Become a leader in Corporate Social Responsibility and setting an example internationally for building partnerships with Indigenous peoples.</p>
<p><b>Incentives for the FHFN</b></p>	<p><b>Bid Phase Legacy Agreements (SLA &amp; MOUs)</b>          Increase recognition of Aboriginal Rights and Title and access to land and resources          Achieve benefits equal to other partners in the Games          Pursue economic, cultural and sport benefits for their communities          Gain greater control of activities on traditional territories          Pursue new approaches to governance</p> <p><b>Organizing Phase FHFN/VANOC Statement of Principles</b>          Obtain funding from Federal and Provincial governments for the FHFN Secretariat.          Create a more efficient coordination and communication structure as partners did not want to work with four FN Secretariats.          Enhance opportunities for the Nations through collaboration.          Make history in Canada and internationally by demonstrating leadership in Olympic/Indigenous partnerships.          Strengthen capacity within the Nations          Share, preserve and strengthen traditional knowledge, culture and language of the FHFNs          Promote cultural awareness of the FHFN</p>

## **Incentives Common to All Parties**

It was clear that strong leadership and common vision from the parties was required for the initiation of the relationships. All respondents agreed that they recognized that the Games provided a once-in-a-lifetime catalyst that could be harnessed to maximize opportunities and legacies for the FN communities. Some recognized this earlier than others. Chief Joe Mathias of the Squamish Nation was the first representative of the FHFN to believe that being involved in the Games was an important opportunity for his people.

It was stated often in the interviews that the partnerships came down to people, their leadership and commitment. Jack Poole's leadership in his role of Chairman and CEO of the 2010 Bid Corporation, as well as the leadership demonstrated by key players from the Squamish and Lil'wat Nations was evident in the ability of those parties to reach an agreement concerning benefits in the short period of two months. All parties were committed to finding common ground and ensuring that the Games would be successful.

A common vision from the leadership of the Nations and VANOC was critical in building their relationships. This shared vision made it easier, because, as stated by a VANOC's CEO *"we wanted the same things"*.

VANOC's CEO John Furlong elaborated further in a story he shared:

*I was having a conversation with Gibby Jacob, a Chief of the Squamish Nation, to understand what their vision was, what they hoped for their participation. He said:  
'Our vision is the same as yours:  
Our vision is that we might have young people on the Olympic teams,  
That we might be volunteers at the Games,  
That we might enjoy economic participation,  
That we might help build the projects,  
That our people might better educated as a result of the Games,  
That we would be engaged and connected and involved as anyone else might be.  
How's that for a vision?  
I said 'works for me.' (John Furlong, VANOC)*

Respondents also commonly agreed that formalizing the partnerships has helped provide a solution to complex problems associated with hosting the Games on the traditional territories of the FHFN. This was especially evident in reaching the Shared Legacies Agreement which provided certainty for the development of the Nordic Competition Venue in the Callaghan Valley, a critical piece for the success of the Games.

Respondents also agreed that partnerships were pursued by the Bid and VANOC to help avoid potential high profile conflicts such as First Nation protests. The partnerships became an integral component of the overall risk management strategy for VANOC and the IOC. It helped to ensure that the Games would be staged with as few stakeholder disruptions as possible.

Finally all of the FHFN/VANOC respondents agreed that the FHFN/VANOC protocol was needed in order to formalize the relationship, roles and responsibilities between the Nations and VANOC.

## **Incentives for the 2010 Bid /VANOC**

From the perspective of 2010 Bid/VANOC respondents, the relationships were voluntarily developed with the Nations. The Bid Corporation invited the Squamish and Lil'wat, in 1999, and the Musqueam and Tsleil-Waututh, in 2002, onto the Board of Directors. Several 2010 Bid/VANOC respondents indicated that "it was the right thing to do", to be inclusive of everyone, especially those communities that were typically left out of the Games planning. Paul Manning, the Chief of Staff to Bid Chairman Jack Poole, also stated that with respect to the history of relations with Aboriginal people in Canada "it was the right thing to do for the Bid and its government partners."

*We had people within the Bid who had a genuine regard to ensure that the Games did in fact benefit those who could benefit the most (Terry Wright, VANOC)*

Jack Poole, Chair and CEO of the 2010 Bid Corporation, emphasized that the relationships were also meant to be "not just window-dressing but to have First Nation partners part of the team." John Furlong highlighted that the Bid wanted "to demonstrate to the IOC that the Bid had strong partnerships". To "gain their support for the Bid and as importantly to avoid having key groups, such as the local First Nations, loudly opposing the Bid" was also highlighted by Terry Wright in the 2010 Bid's incentives for building partnerships.

*The IOC in its evaluation were very careful to independently interview the First Nations and make sure that in fact they were supportive and that they had believed they were fairly treated and those independent interviews affirmed what we were saying which was obviously important to the IOC's perception of the project. And I think the IOC has always seen it as a very strong side that the First Nations were as involved and as integrated right from the start*

*in our project and were inside as opposed to being on the outside screaming in as they had seen in other countries in the past. (Terry Wright, VANOC)*

The Bid and VANOC had a desire to formalize the series of relationships through the SLA, MOUs and the VANOC/FHFN Protocol in order to achieve a “social licence to operate” or “permission to operate” on traditional territories.

Strong partnerships were also identified as providing a means to ensure a risk mitigation strategy by having the support of the FHFN in case issues arose with other Aboriginal groups around the Games.

*In the Bid’s case and IOC’s case it (building partnerships with the FNs) was probably more than just adopting best practice it was also a risk mitigation strategy and obtaining license to operate. (Linda Coady, VANOC)*

There was also a strong sense from the 2010 respondents that the FHFN relationships would enhance the cultural value of the Games experiences and products. As Jack Poole, the 2010 Bid Corporation’s Chairman and CEO and VANOC Chairman of the Board, has said on numerous occasions: *“We are partners with the First Nations not just because it is the right thing to do, but because it will make our Games more interesting and more memorable.”*

### **Incentives for the FHFN**

Amongst FHFN respondents it was understood that there is strong potential for Aboriginal participation and recognition in the Opening Ceremonies of the 2010 Winter Games. This opportunity was apparent in Sydney and Salt Lake City. However some interviewees expressed that the FHFN were unclear about what additional benefits could be achieved through their participation in the



2010 Winter Games. This was mostly because there were few existing best practice reports documenting non-cultural benefits and legacies for Indigenous communities as a result of an Olympic Games. As a consequence the Nations did not fully understand the full scope of opportunities the 2010 Winter Games might provide.

However, as stated by Chief Leonard Andrew, the Nations understood that there was an incredible opportunity in front of them.

*The very word was opportunity. I talked to a lot of other leaders who had been around. In sitting with them I asked do you think we're doing the right thing? The answer was very interesting. They said: "I wish I had your problem. Something like this will never happen in our community." (Chief Leonard Andrew, Lil'wat Nation)*

The Squamish and Lil'wat Nations engaged earlier with the Games organizers. This provided them with more time to identify the types of opportunities that they wanted to pursue for their communities. Assertion of Aboriginal rights and title was an underlying reason for the Squamish and Lil'wat to engage with the 2010 Domestic Bid and then pursuing the SLA during the international Bid phase.

Securing economic opportunities with a long term view of becoming "net contributors" to society were also part of the Squamish and Lil'wat approach to the Games. Lyle Leo, lead negotiator for the Lil'wat Nation stated: *"It all started with the vision of pursuing a diversified economy for our Nation that would carry over after 2010."* Chief Gibby Jacob of the Squamish Nation has also stated: *"It is not enough to just be self-sufficient. My goal is that the people of our Nation become 'net contributors' to Canada."*

Once Musqueam and Tsleil-Waututh became involved in the Bid through appointments to the Board of Directors in 2002, they realized that venues existed or would be built on their traditional territories as well. After learning what benefits the Squamish and Lil'wat Nations had negotiated, their legacy expectations increased. The Musqueam and Tsleil-Waututh Nations had similar objectives related to assertion of Aboriginal right and title and pursuing economic, cultural and sport opportunities for their communities.

Leonard George shared Tsleil-Waututh Nation's approach to building enduring partnerships:

*Our whole vision for our future ties in with opportunities like 2010, about being a legitimate partner with the Olympics and VANOC. We've always been hunters and it came to me as simply as that. I coined the phrase back in the 70s: We as First Nations have to learn how to become hunters of the city in the way that our ancestors were hunters of the forest. We can own 100% of nothing or 10% of something. Let's stop fighting everybody, let's start partnering with them. (Leonard George, Tsleil-Waututh Nation)*

The incentives for signing the FHFN Protocol and the FHFN/VANOC Statement of Principles were shared by all four Nations. They understood that a formalization of their commitment to work cooperatively around the Games would be required to increase efficiencies, access government funding and ultimately maximize opportunities for their communities. Once the four Nations came to agreement on how they would work together, they established a statement of Principles with VANOC. This helped create a common understanding of roles and responsibilities, and approaches to accessing the benefits for their communities.

According to the FHFN Secretariat website, the Host First Nations became involved in the Games in order to (FHFN 2007):

- Pursue a common approach to maximizing the involvement of Host First Nations in the Games and create an environment of:
  - Respect
  - Cooperation
  - Mutual recognition
- Enhance the Bid and the Games overall,
- Welcome the world to each of the Host Nations Traditional Territories,
- Work with VANOC and the partners to inspire Aboriginal athletes, artists, and entrepreneurs and create a unique games experience,
- Build long lasting legacies for our people and future generations.

The following statement from a member of the FHFN Secretariat summarizes the rationale for bringing the Four Nations together:

*Let's face it. The FHFN concept is an artificial construct, but it's got to work. The Nations together have less than 10,000 members. From a practical standpoint, the four Nations have four chiefs, and the partners really don't want to have to try and deal with four chiefs and four First Nations every time something related to the Games comes up. Some problems are ongoing. The Nations haven't always gotten along with each other. Musqueam, Squamish and Tsleil-Waututh all claim downtown Vancouver as their own traditional territory. But these rights and title questions are not going to be resolved by VANOC or because of the Games. The Nations must see good reasons to work collectively together. The four must agree on the importance of having one spokesman speaking on all of their behalf concerning 2010, or it get's too confusing. The Coast and Interior Salish Nations are known historically for their great hospitality to welcome guests. But, to work together, to help make 2010 a success, they must all see the Games as bringing benefits to their people. (Paul Manning, FHFN)*

#### 4.5.2 Benefits

This section describes key informant perspectives on the benefits that either have or are hoped to result from the partnerships developed. Table 13 provides a summary of the benefits common to both parties, to the 2010 Bid/VANOC and to the FHFN respondents. (Partnership Benefits Ratings are included in Tables 22 and 23 in Appendix M).

**Table 13 Summary of Benefits for the FHFN/2010 Bid VANOC partnerships**

<b>Benefits to all</b>	<p>Promote education and responsibility around Aboriginal peoples and relations          Increase participation in sport and increased health for Aboriginal peoples, especially youth          Leave legacies of new relationships and successful partnerships between different First Nations, government and corporate sponsors</p>
<b>Benefits to 2010 Bid/VANOC</b>	<p>Provide license to operate on traditional territories          Improve VANOC's ability to promote change/ demonstrate leadership in the areas of Sustainability and corporate/ Aboriginal relations/CSR          Improve VANOC's ability to deal with complex First Nations issues          Improve VANOC's ability to build consensus amongst the FHFN and VANOC for planning          Increase support for VANOC from the Nations' communities who perceive benefits from the relationships          Improve VANOC's ability to manage risk associated with potential protests from Aboriginal groups</p>
<b>Benefits to the First Nations</b>	<p>Preserve and strengthen traditional cultures, values and languages          Increase assertion and accommodation of Aboriginal rights and title          Provide greater control of activities on traditional lands and improve land use planning for Games sites          Develop capacity and Aboriginal businesses and tourism products that can compete in the global economy          Contribute to attainment of economic self-sufficiency for the Nations, breaking the cycle and mentality of dependency on reserve          Obtain funding for the FHFN Secretariat          Strengthen relationships within and between FHFN communities          Recognise that FHFN are in fact Official Partners and "Hosts" for the Games          Realize SLA benefits (Squamish &amp; Lil'wat)- Land, economic opportunities, funds for cultural centre, skills &amp; training, youth sport, naming &amp; recognition, housing          Realize legacies agreement benefits (Musqueam and Tsleil-Waututh)          Increase pride, sense of accomplishment and sense of inclusivity          Develop First Nations complex/pavilion in Vancouver</p>

## **Benefits Common to All**

All of the parties entered the partnerships anticipating mutual benefits would flow from the relationship. It was agreed that formalizing the partnership improved VANOC and the FHFN's ability to promote change, education and responsibility around Aboriginal peoples, as well as demonstrate leadership in promoting corporate/Aboriginal relations.

*Inclusive Aboriginal participation makes us stronger and in formalizing this relationship, we again show the importance that both parties attach to recognizing and respecting the role of the Aboriginal peoples in Canada in the planning, staging and hosting of the 2010 Winter Games. (Jack Poole, VANOC)*

Many of the respondents, from the FHFN and 2010, believed that the greatest benefit from the Games was the new relationships and partnerships that were built between the Nations, government, and business.

*The greatest benefit, legacy, is the new relationships. The relationships, partnerships, between the different levels of governments, First Nations they will be the legacy. When has this happened in our history before? Never. The legacy, to demonstrate the value of that partnership. (Jack Poole, VANOC)*

*The best legacy will be a human one, because there a thousand ways to build a venue, but there are very few things that have the power to move human beings like this- and it has to touch everyone. This won't occur unless our relationships and partnerships are serious and inspired and trusted. (John Furlong, VANOC)*

The FHFN and VANOC also emphasized that they hoped the Games would inspire and provide opportunities for First Nation youth to become more active in sport. They felt that sport at any level would provide a range of health and social benefits for such communities.

*It is important for our children to participate in sport.... It is our hope, along with the rest of Canada, that Canada wins more gold medals than this country has ever won and that Aboriginal youth are represented on the podium. (Chief Leah George-Wilson, Tsleil-Waututh Nation)*

Lara Mussell Savage, VANOC's Aboriginal Sport Specialist, shared her perspective on the benefits of the FHFN/VANOC partnership:

*The partnership will have a significant impact on Aboriginal youth. For Aboriginal people in Canada – there is a need for a level of inspiration toward the ideals that the Olympic and Paralympic movement demonstrate. The partnership will assist with increasing the overall health and wellness in Aboriginal people. Sport not only keeps kids active and healthy, but it also builds things like self-confidence and self-esteem.*

From a practical perspective, a major benefit of the Four Nations coming together was receiving commitments to long term funding for the FHFN Secretariat from the provincial and federal governments.

*Establishing the FHFN Secretariat assisted with getting access to resources from the governments, as they didn't want to fund a Secretariat for each Nation. (Wanona Scott, Musqueam Nation)*

All parties acknowledged that the four Nations coming together coupled with the creation of a Secretariat, was critical for increasing efficiency and managing the relationships with the four communities. This was especially the case with respect to the protocols associated with Nations sharing traditional territory. In the years leading up to the Games there will be many activities involving FHFN participation. This coordinated body will be critical for ensuring that the participation respects the protocols of the FHFN communities.

## **Benefits to the 2010 Bid/VANOC**

The partnerships provided VANOC with the “license to operate” in traditional territories. It was perceived to allow Games activities to be undertaken with as few disruptions as possible, as long as VANOC followed protocol and implemented commitments within the agreements. The SLA and subsequent implementation sub-agreements were required to build the Nordic Competition Venue in the Callaghan Valley.

The formalization of the partnerships with the FHFN secured the Nations’ support for Games. It also improved VANOC’s ability to manage risk associated with potential protests from other Aboriginal groups. The unprecedented partnerships with the FHFN and collaborative approach for Aboriginal participation planning in the Games also improved VANOC’s ability to demonstrate leadership in the areas of corporate/Aboriginal relations, corporate social responsibility and sustainability planning.

## **Benefits to the FHFN**

Benefits can be separated into those associated with “Legacy Agreements” and others linked with the FHFN/VANOC Protocol relationship. The negotiation of the SLA provided the benefits of consultation and accommodation of Aboriginal rights and title, greater control of activities on traditional lands and improved land use planning for Games sites. Several significant benefits for the Squamish and Lil’wat Nations resulting from the SLA have already been implemented by the Province of BC and VANOC in the areas of land acquisition, economic development, cultural recognition, and sport. Housing benefits will also

be delivered to these communities post Games. The Musqueam and Tsleil-Waututh Nations are frustrated yet hopeful that they too will secure benefits through legacies agreements for their communities as a result of the Games being held in their traditional territories and their continued support for the Games.

From a FHFN/VANOC partnership perspective, the Nations felt that preservation and strengthening of traditional cultures, values and languages would be one of the greatest benefits leveraged from the FHFN/VANOC partnership. In addition they believed that greater awareness would be brought to them because the Games will be the focal point of local and international media in the years leading up to, during and after the Games. There is an understanding from the First Nations communities that the Games provided a once in a lifetime opportunity to showcase “*who we are and where we come from*” to Canada and the rest of the world (Tewanee Joseph, Executive Director FHFN Secretariat). The FHFN Chiefs’ participation in Torino re-enforced the Nations’ view that the world would be watching in 2010. They felt it was an opportunity not to be missed from a cultural recognition perspective.

Paul Manning of the FHFN Secretariat speaks to the partnership benefits of preserving and strengthening of traditional cultures, values and languages and promoting increased awareness of Aboriginal peoples and what they add to our shared community:

*One of the most telling examples of the hurdles First Nations and Aboriginal peoples still have to overcome came from an innocent remark made by one of our well-meaning partners during a debrief*



*after the Torino Games. Someone said: 'Torino did a great job of taking advantage of their 2,000 years of history and culture, which, unfortunately, we don't have here.' Well, we've got over 10,000 years of history and culture here, but too many people think Vancouver's and British Columbia's history began with the white man's arrival 250 years ago. One of the major attractions we have to prospective visitors is Aboriginal art and culture. One major test of the success of these Games will be a greater appreciation that not only do we have over ten thousand years of history and culture in our modern, diverse community, but that we're all working together and thriving today, both Aboriginal and non-Aboriginal peoples. That we have developed, through these Games, a greater sense of mutual recognition, mutual trust and mutual respect for each other.*

The Nations also felt that strengthened relationships within and between the communities were benefits of the partnerships. Myrtle McKay, from the Musqueam Nation, shared her perspective on strengthening relationships:

*The Games has brought our community closer together. I attended one of the meetings of the artists working on 2010 projects, and I saw people who I would never have thought working together. I think all that sharing is great for preserving our culture.*

Although the Nations had had historical differences, there was a sense that the new relationships between the communities were already strengthened as a result of working together around the Games. One of the FHFN Chiefs mentioned that being part of the FHFN delegation travelling to Torino and back in 2006 helped build relationships with the other Chiefs.

In addition to the cultural recognition benefits, the Nations also emphasized the importance of improved economic opportunities for their communities. They felt that the partnerships with VANOC would assist with the development and promotion of Aboriginal businesses and tourism products and ultimately contribute to the economic self-sufficiency of the Nations. They

believed that their relationships around the Games would: help their communities capitalize on opportunities off-reserve, build community capacity, break the existing cycle of dependency, and make First Nations become net contributors to Canadian society. Chief Leonard Andrew of the Lil'wat Nation shared:

*It (the partnership around the Games) has taught us how to work together. Even as an individual, I always worked just within reserve lands, within the box. Now we are learning to work outside of it, with other governments, neighbours- RMOW, SLRD, Pemberton. Today we have protocols with almost every one of them- it really helps- basically spells out how we will work together.*

In the words of Tewanee Joseph, the Executive Director of the FHFN Secretariat:

*The main benefit if I can boil it down to one: If we develop the people and give the opportunity to allow people to develop in a meaningful way and in the most skilled way, those people will be able to do things for themselves. It will break the cycle of dependency, a mentality on reserves that has been with us for over 100 years. That will be the generational change, to feel good about themselves at the end of the day.*

Many of the First Nation respondents expressed that the partnerships provided the opportunities to demonstrate that First Nations can deliver on contractual responsibilities and become strong business partners. Others mentioned that the partnership would benefit the communities by creating a sense of inclusivity, pride and accomplishment.

*We entered into a partnership with the Province and VANOC that resulted in a new First Nations company that has partnered with industry, created employment, provided skills development and training and proved that partnerships with government do work and have positive, far-reaching results for our community. (Lyle Leo, Lil'wat Nation)*

In addition, the majority of the FHFN respondents believed those physical legacies such as cultural centres, a pavilion or sport complex would be significant post-Games benefits. For instance, the Squamish and Lil'wat Nations are building a Cultural Centre in Whistler that will be completed in time for the Games. Similarly, the FHFN are also planning the development of an Aboriginal Trade Pavilion that would be located in downtown Vancouver during the Games and potentially after the event. The Musqueam Nation is also pursuing the development of a soccer field as a Games-related legacy.

#### **4.5.3 Challenges**

Many challenges exist around the development and maintenance of the relationships between the FHFN and the 2010 Bid/VANOC. These challenges are summarized in table 14 and elaborated on in this section. (Partnership Challenges Ratings are included in Tables 24 and 25 in Appendix M).

**Table 14 Summary of Challenges for the FHFN/2010 Bid VANOC partnerships**

Challenges to All	Existence of “artificial construct” of FHFN Overcoming historical differences between the Nations Resolving legacies agreements for two of FHFN Providing adequate resources for the FHFNS and VANOC’s Aboriginal Participation teams Building capacity in order to maximize the partnership. Managing expectations within the communities about realistic Games opportunities
Challenges to 2010 Bid/VANOC	Integrating the First Nations protocol into Games planning and activities Identifying benefits beyond cultural (eg. economic & sport) Maintaining cross-cultural awareness with rapidly expanding VANOC team
Challenges to the First Nations	Dealing with bureaucratic inertia when working with provincial and federal governments Having strong understanding of the Games scope in order to identify interests and involvement Obtaining sufficient resources within the Nations to get organized around the Games Achieving common vision among the Four Nations

### **Challenges to All**

The most commonly expressed challenges to the FHFN and 2010 Bid/VANOC relationships are associated with the complexities of working with four unique Nations with distinct personalities and interests. All of them have had their own individual experiences in building relationships with the 2010 Bid/VANOC and with each other. Paul Manning, who is currently working as a senior consultant for the FHFN Secretariat, stated that one of the greatest challenges to the partnership development and maintenance is that the FHFN consortium is an “artificial construct.” Historical differences between the Nations have affected and continue to affect their ability to collaborate with each other

and VANOC. Differences in power and status amongst the leaders of these groups were also highlighted as a key challenge to strong partnerships.

The fact that two of the Nations (Squamish and Lil'wat) were involved much earlier and negotiated a more substantial benefit agreement (SLA) for their communities than did the others (Musqueam and Tsleil-Waututh) has also been identified as an ongoing challenge for the FHFN/VANOC partnership.

Respondents from the FHFNs expressed a sense of frustration around the lack of progress around the negotiation and/or the implementation of legacies.

*For Musqueam, there is a sense that we were an afterthought. We should have been engaged in the process earlier. We are still waiting on a legacies agreement. There is a sense of frustration and lack of trust. So I think if we had been engaged a lot earlier on, we wouldn't feel that same sense of frustration. (Wanona Scott, Musqueam Nation)*

As mentioned previously, the responsibility for negotiating legacies agreements with each of the Musqueam and Tsleil-Waututh Nations rests primarily with the federal and provincial governments. Consequently, both the 2010 and FHFN respondents identified the challenge of bureaucratic inertia, when working with government, as one of the greatest challenges to the partnerships. It was also clear that the initiative taken by the leaders of the Squamish and Lil'wat Nations to get involved in the Games bidding process early was instrumental in their communities achieving benefits early.

Both the 2010 Bid/VANOC and FHFN respondents cited cross-cultural awareness and respect of First Nations protocol by VANOC as a challenge to

sustained partnerships, particularly early on in the Games development process. However, as a result of FHFN participation in all of VANOC's major events, a series of VANOC/FHFN community celebrations, National Aboriginal Day staff programs and face to face meetings with the majority of VANOC's 53 functional business units, respondents felt that cross-cultural awareness was no longer a major challenge. Notwithstanding this improvement, as the VANOC team grows to 1400 employees and 25,000 volunteers, cultural awareness will likely continue to be a challenge. Some of the First Nations respondents felt that cross-cultural awareness needs to go both ways and that the First Nations communities need to learn more about the business culture of VANOC.

Development and training needs for the First Nations as well as increased coordination and consultation requirements for VANOC were also identified as challenges to maximizing the potential of partnerships. Lack of resources, both human and financial, for the FHFN Secretariat and VANOC's Aboriginal Participation teams, and key projects such as the Aboriginal Trade Pavilion, was also identified as a major challenge for maximizing opportunities associated with the partnerships.

Managing expectations within the communities was also highlighted as a key challenge for the parties. As Chief Bill Williams has stated: "*The community needs to know that the Olympics are not the answer, but part of the journey to get to the answer.*"

## **Challenges for 2010 Bid/VANOC**

Some of the specific challenges that were identified for VANOC were integrating the FHFN/VANOC Protocol into Games planning and operations, as well as securing opportunities for the Nations that extended beyond cultural, into economic and sport realms.

*One of our greatest challenges is that Indigenous participation is relatively new to the Olympic Movement. There is no template we can follow, no clear indicators for how we measure our success. Indigenous participation in past Games, such as Calgary and Salt Lake City, has focused primarily on ceremonies and cultural programs. We plan to go beyond that, to set the bar higher, with the hope that future Organizing Committees can be inspired and learn from our experience. (Gary Youngman, VANOC)*

## **Challenges for the FHFN**

Some of the challenges specific to the FHFN included a lack of understanding about what the Games actually encompassed, which in turn affected their ability to identify benefits and opportunities. The Nations felt that additional challenges included reaching common understanding and vision amongst the four Nations, separating politics from business, and achieving timely decision-making with the FHFN Society structure. The Nations also identified mistrust of government and the ever changing mindset of public institutions with respect to how to work with First Nations as challenges frustrating partnership developments.

### **4.5.4 Development Principles**

The following section, including Table 15, summarizes the partnership development principles cited as being the most important for FHFN and 2010

Bid/VANOC partnership. (Partnership Development Principles Ratings are included in Tables 26 and 27 in Appendix M).

**Table 15 Summary of Partnership Development Principles for the FHFN/2010 Bid VANOC respondents**

<p>Most important Development Principles for All</p>	<p>Establishing Trust and respect          Establishing early contact during the Bid Phase          Having written documentation of partnership (SLA, MOUs, Protocol)          Having consistency of key players throughout negotiations and implementation          Having corporate and Aboriginal champions          Creating an Aboriginal Relations Unit/FHFN Secretariat          Obtaining clear corporate commitment, endorsed by the Board and Senior Management</p>
<p>Most Important Development Principles for 2010 Bid/VANOC</p>	<p>Confirming common vision amongst leadership          Collaborating with other strategic partners (eg. Government, other business, unions, sponsors)          Committing to ongoing communication</p>
<p>Most Important Development Principles for the FHFN</p>	<p>Ensuring cross-cultural relationship building          Understanding and recognising Aboriginal Rights, traditional knowledge and community governance          Demonstrating recognition of the other Nations in traditional territories          Having political will within the Nations to work together          Embracing creativity and flexibility</p>

**Development Principles Common to All**

VANOC and the FHFN were strongly aligned in their belief of partnership development principles needed for successful alliances. They felt that corporate and Aboriginal champions played a critical role in the partnership development. Champions were those individuals who took the initiative and led by example to create change and action. Such champions emerged in the Bid Phase when key individuals within the Bid and First Nations voiced their interests and committed



to building relationships and resolving issues. Champions were also prominent in the Organizing phase when specific individuals in each of the FHFN communities and VANOC worked together to increase the range of opportunities for FHFN participation and partnerships.

*People who haven't been involved with First Nations just don't understand their history of grievance, and their smoldering desire to be accepted, respected, recognized and included in the opportunities. (Paul Manning, 2010 Bid Corporation/FHFNS)*

The written documentation of the Shared Legacies Agreement, MOUs and the VANOC/FHFN Protocol were also considered key principles for building and sustaining the relationships and opportunities. Without these agreements from the Bid Phase, it is likely that there would not have been the level of participation and partnership that exist today. The commitments included in those early documents provided the direction for VANOC, helped secure funds from the provincial and federal governments for the FHFN Secretariat, and provided a rationale for securing the Official Partner "Host First Nation(s)" designation from the IOC.

Consistency of the key players from both the First Nations and 2010 Bid/VANOC teams was critical to formalizing the relationships and implementing commitments in the FHFN/VANOC partnership development. This was highlighted by Gary Youngman, VANOC's Consulting Director of Aboriginal Participation, who was involved in the partnership developments since 2002 when he was a private Aboriginal consultant retained by the Squamish and Lil'wat Nations:

*A unique aspect in the process of developing relationships between VANOC and the FHFN was the role that key players brought to the negotiations. These key players brought a high level of experience and ensured an important level of consistency. In the negotiation of the SLA, Jack Poole, Paul Manning and Terry Wright represented the Bid Corporation and opened the doors with the Province. Along with the Chiefs of the Squamish and Lil'wat, I was retained as the lead negotiator for these two Nations. For the MOUs with Musqueam and Tsleil-Waututh, the Bid Corporation retained me to draft and negotiate these two documents which were signed in Prague. I was then retained by VANOC to assist Terry Wright with the implementation of the SLA. I also assisted with the drafting of the FHFN Protocol and Paul Manning, who was retained by the FHFN, assisted Tewanee Joseph, the Executive Director of the FHFN Secretariat, in facilitating the support of all four Chiefs to sign the FHFN Protocol. In the case of the VANOC/FHFN Protocol I again prepared the initial draft which was approved by VANOC. Then Paul Manning assisted Tewanee Joseph in ensuring that the interests of the FHFN were incorporated. This consistency of players over a four year period was important to ensure continuity and that linkages between agreements, MOUs and protocols were understood.*

All parties agreed that commitment from the leadership and Board of Directors of both VANOC and the FHFN was essential for sending a strong message that these partnerships were important and valued. The creation of an Aboriginal relations unit, consisting of VANOC's Aboriginal Participation and the FHFN Secretariat teams, was also considered critical for supporting the development the FHFN/VANOC partnership and its ongoing implementation.

### **Development Principles for the 2010 Bid/VANOC**

Trust was identified frequently by VANOC respondents in the open-ended interviews as an important principle for the development of the partnerships.

When discussing VANOC's relationship with the Nations, VANOC's CEO John

Furlong stated that what the parties have achieved “*demonstrates that if you are prepared to trust and give people a chance, you might be surprised.*”

Jack Poole, CEO of the Bid explained how trust was key for formalizing the relationships with the Musqueam and Tsleil-Waututh, just days before the final IOC announcement of the winning City for the 2010 Winter Games in Prague:

*As we got a little more skilled and knowledgeable, we realized that there were Four Host First Nations. They (the two Nations that weren't part of the SLA) chose to trust us, to sign the agreement (MOU) in Prague. They chose to trust us that they would be treated similarly. Chief Leonard George said we've decided we're going to trust you. That puts a lot of pressure.*

Similarly collaboration with strategic partners was also highlighted as a key principle by Terry Wright who was involved in the negotiations of the SLA during the Bid Phase: “*The support of the provincial government Premier and our Chair Jack Poole were critical for building partnerships with the Squamish and Lil'wat First Nations.*”

### **Development Principles for the FHFN**

Tewanee Joseph of the FHFNS re-enforced the importance of the 2010 Bid Corporation recognizing Aboriginal rights and title as a key partnership principle:

*Having an understanding of cases on consultation in traditional territory – Delgamuukw, Haida, although not entirely understood (by the Bid), there was an understanding (by the Bid) around the need to consult with First Nations.*

Chief Leah George Wilson also expressed that “*the four Nations’ recognition of each other in our own traditional territories*” played a big role in the Four communities coming together to sign their FHFN Protocol and then become collective partners in the Games.

## **4.6 Partnership Success, Maintenance and Recommendations**

### **4.6.1 Partnership Success**

The FHFN and 2010 Bid/VANOC respondents had a range of views on whether the partnerships were successful. Many respondents stated that it depended on how success was defined. Responses were also dependent on which partnerships were being evaluated. In the case of the SLA, respondents from the 2010 Bid /VANOC and the Squamish and Lil’wat Nations agreed that the partnership was a success, as most of the benefits had been or were in the process of being delivered.

Lyle Leo also shared his thoughts on the partnership success with the Lil’wat Nation:

*I think it’s a huge success. One thing I did learn in dealing with big organizations and governments - you need to be aggressive and assertive to be included. As a First Nation stepping forward, we were at the cutting edge on how to engage governments and asserting Aboriginal Title and Rights. We are fortunate to have an economic giant such as Whistler (in our territory). Each Nation is different on how they engage. Lesson learned there - you need to engage early to be a part of it. By engaging early we were part of a process of building a train and there have been many benefits - it has been built and left the station - we were on the train. You have to be willing to be open and to be inclusive and to take risk. First Nations have to be willing to be open-minded and participate. Business does not wait. The Games date will not change.*

For the Musqueam and Tsleil-Waututh Nations respondents, success was still partially dependent on whether they achieve some legacies for their communities in the future.

In the case of the FHFN/VANOC Protocol, several of the respondents believed that the 2010 Bid/VANOC and FHFN communities have already made history and that the formalization of the partnership in itself demonstrated unprecedented success. Tina Symko from VANOC shared: *“It (FHFN/VANOC partnership) is a success because it represents something historic in BC and Canada and in the Olympic Movement.”*

However, three of the 2010 Bid/VANOC and five FHFN respondents expressed that although they perceived that the relationships that had been built over the years and the formalizing of the partnerships were positive steps, that it was too early to say whether it was a success. They felt that success could only be measured once the FHFN/VANOC protocol commitments were implemented. Many of them felt that success would also need to be measured based on the legacies after the Games.

#### **4.6.2 Maintenance Principles and Recommendations to VANOC and the FHFN**

The following section outlines the maintenance principles and recommendations for VANOC and the FHFN outlined by the respondents in order to maximize the opportunities, benefits and overall partnership success. The 2010 Bid/VANOC and FHFN respondents agreed that all of the principles identified in the literature were important for the maintenance of the partnerships

with the FHFN. The only exception was the presence of “aggressive goals and timetables”.

The FHFN and 2010 Bid/VANOC respondents offered extensive and similar recommendations on how the partners could maximize their alliances moving ahead. Recommendations fell into three general categories: 1) Legacy agreements/discussions, 2) FHFN relationships and 3) FHFN/VANOC partnership. These maintenance principles and recommendations are summarized into Table 16. (Partnership Maintenance Principles Ratings are included in Tables 28 and 29 in Appendix M).

**Table 16 Summary of Maintenance Principles and Recommendations for Enhancing FHFN/VANOC relationship**

<p>Legacies/ government Discussions</p>	<p>Achieve resolution of two outstanding Legacy agreements for Musqueam and Tsleil-Waututh Nations Encourage the governments, especially the Government of Canada, to more formally and fully support FHFN participation Implement Provincial New Relationship initiatives</p>
<p>FHFN Relationships</p>	<p>Continue to build trust amongst FHFN, differences aside, supporting each other's aspirations and working towards common goals. Refine FHFN Secretariat and Board communication strategy. Recruit talented people to be part of FHFN team Ensure greater decision-making authority on FHFNS Board through participation of Chiefs Appoint one spokesperson for the Four Nations Separate business and politics and maintain FHFN team consistency Celebrate accomplishments of FHFN</p>
<p>FHFN/VANOC Partnership Implementation</p>	<p>Establish clear goals, objectives and responsibilities Focus on smaller number of targeted initiatives ( don't try to do too much). Create and strengthen ongoing cultural awareness amongst all stakeholders (eg. VANOC, partners, sponsors and FHFN). Ensure that the broader Aboriginal and non-Aboriginal community sees VANOC and FHFN working together as friends and partners Involve FHFN in operational activities (such as event planning, test events) Build support and recognition from the IOC Maintain regular communications with FHFN leaders and communities Ensure consistency of key players from all parties Manage benefit expectations within the FHFN communities Ensure economic opportunities are realized for the FHFN (eg. Commercial licensing agreement) Demonstrate flexibility and adaptability Obtain more resources for the FHFN and Aboriginal Participation teams Involve the youth to build ownership and pride "Walk the Talk"</p>

**Legacies/government Discussions**

The most frequent recommendation identified by all respondents was the need to for the governments to reach legacies agreements with the Musqueam and Tsleil-Waututh Nations. These agreements would outline benefits for their communities, as a result of the Games being held on their traditional territories,

similar to the SLA that was achieved for the Squamish and Lil'wat Nations.

However it was also recognized that this issue cannot be resolved entirely by VANOC, the FHFN Secretariat or Society, as it is the responsibility of the federal, primarily, and provincial governments.

### **FHFN Relationships**

Most of the FHFN respondents had recommendations concerning how the Nations could improve relationships amongst themselves. The majority of the recommendations related to the Nations continuing to build trust with each other, by putting their differences aside, and by supporting each other's aspirations and working towards common goals. Chief Gibby Jacob stated that the Nations needed to "*separate business and politics*" in order to be successful as a collective.

Recommendations were provided to enhance the FHFN Secretariat's and Society's working relationships and capacity. They included refining the FHFN Secretariat and Board structures and communication strategy. It was suggested that people with decision-making power (eg. Chiefs) should be on the FHFNS Board to facilitate timely decision-making. Having one spokesperson for the four Nations was also recommended as a means of maintaining consistent messaging for the collective as opposed to any one Nation. It was also suggested that the FHFN Secretariat should recruit the most talented people for their team, even if this meant seeking outside of the FHFN communities. This would involve the Nations taking on a long term vision and commitment to



support each other's initiatives, work collaboratively, celebrate wins more often and not try and resolve historical differences.

### **FHFN/VANOC Partnership Implementation**

The most common recommendation for successfully implementing partnership initiatives focussed on developing a plan, with clear goals and objectives. They felt that such a plan would help define success and focus attention on what was important. Tewanee Joseph, the Executive Director of the FHFN Secretariat stated that "*we need to focus, limit what we want to do and do it well.*"

The existence of a well functioning Aboriginal Relations team, including the FHFN Secretariat and VANOC's Aboriginal Participation team, acting in unison and maintaining regular communications was considered critical to the maintenance of the alliances. Similarly the need for sufficient resources for the Aboriginal relations team to carry out their responsibilities was emphasized. This team is responsible for liaising with the majority of VANOC's numerous functional business units, VANOC's partners and sponsors, the FHFN communities as well as the broader First Nations, Inuit and Métis Communities in Canada. It was also recommended that the partners should try to maintain consistency of the people involved from the parties.

Ongoing cross cultural awareness and understanding of the partnerships by VANOC staff, partners and sponsors was also highlighted as a key to enhancing the partnerships and maximizing the opportunities. Several

respondents indicated that VANOC and the FHFN needed to be seen as partners and friends in the public, in order to build the awareness and trust. John Furlong stated that *“we need to demonstrate that these partnerships are good and healthy, and not to be feared.”*

Managing expectations was raised often by both VANOC and FHFN respondents. As Chief Bill Williams stated: *“Limit the expectations. We have to be very realistic about how we are going to be involved and create realistic expectations of what the impact is going to be.”* It was also mentioned that the Nations should take the long term view and also stated by Chief Bill Williams:

*The Olympics happen to be an instigator to create the opportunity to learn the skills. We need to have a long term view, not think the Olympics are the answer, because it's not the answer.*

Ongoing commitment from both the FHFN and VANOC leadership was suggested as being important in enhancing the existing partnerships. As resources for Aboriginal participation are limited, collaboration with other strategic partners such as the governments and sponsors was considered central to maximizing many of the opportunities identified in the VANOC/FHFN Protocol. Engaging VANOC's sponsors and government partners also provides VANOC and the FHFN the opportunity to influence their respective Aboriginal partnership initiatives.

Initiatives that were recommended to help build the relationships further included joint VANOC/FHFN council updates, community updates and leadership dinners. It was also suggested that the partners act and be seen as respectful

partners and friends. This would help ensure that they were “walking the talk” by actually working collaboratively together on all Aboriginal participation initiatives.

Marti Kulich, Director of Ceremonies at VANOC, stated:

*We need to increase understanding through shared experience. We need to get out there and do things together, working side by side on something like the emblem launch. It's not talking, but doing things together, that will allow us to reach that understanding.*

#### 4.6.3 Partnership Monitoring and Evaluation

The respondents offered their viewpoints on what would be required to monitor and evaluate the partnerships, in order to achieve success (Table 17).

**Table 17 Summary of Recommendations for Monitoring and Evaluating of FHFN/VANOC Partnership**

FHFN/VANOC Partnership Monitoring	Set clear goals and objectives that are measurable and attainable. Maintain regular communications with leadership and communities Report on commitments through annual Sustainability report
FHFN/VANOC Partnership Evaluating	Existence of signed agreements Delivery of commitments outlined in agreements, MOUs and protocols Existence of individual cultural, economic and sport successes in each of the communities Involvement of members from across the communities, not just the leadership Existence of enhanced community pride Existence of enduring relationships between the FHFN Existence of enduring business relationships with VANOC's government partners and corporate sponsors Existence of broad awareness of the FHFN brand after the Games Existence of a FHFN led Aboriginal Trade Pavilion

#### Partnership Monitoring

*“Defining what success looks like, by setting clear goals and objectives that are measurable and attainable,”* was stated frequently in comments related to monitoring of the VANOC/FHFN partnership. Maintaining regular

communications with the leadership and communities was also highlighted as a tool for monitoring. This could be accomplished through regular reports to the FHFN Board of Directors and via frequent VANOC/FHFN Community updates. VANOC respondents indicated that their organization had also developed a Sustainability Management and Reporting System (SMRS) which includes monitoring the FHFN Partnership. They suggested that this SMRS along with regular reporting in VANOC's management and IOC reports could provide the basis for assessing the partnership successes.

### **Partnership Evaluation**

The existence of beneficial impacts across each of the FHFN communities was outlined by the majority of the FHFN and VANOC respondents as one of the primary mechanisms for evaluating the partnership success:

*Complete community involvement. How many members from the FHFN communities, not just the leadership, have been touched by the Games? Whether through Art and Culture, employment, business development, volunteers, ambassador program, designs in the stores. Whether with VANOC, partners and sponsors?"*  
(Chief Bill Williams, Squamish Nation)

Enduring relationships between the Nations, and between the Nations and other partners, were also highlighted by the majority of FHFN and 2010 Bid/VANOC respondents as an important benchmark of partnership success. Chief Leah George-Wilson of the Tsleil-Waututh Nation stated: "*How well have we worked with the other Nations? Have we joined together on other initiatives?"*

Physical legacies in terms of infrastructure and facilities such as an Aboriginal Trade Pavilion, led by the FHFN, were cited as other measures of success:

*If we have a trade pavilion with the FHFN and other partners, that is a success. People of the world and each of the communities will be able to see the success of the partnership. (Tewanee Joseph, FHFNS)*

#### **4.6.4 Recommendations to Future Organizing Committees and Indigenous Peoples**

Respondents provided encouraging responses when asked to provide recommendations to future Bid/Organizing Committees and Indigenous peoples about building relationships and participation around the Games (Table 18). The following statements reflect some of the advice from the FHFN and VANOC leadership:

- *Making the Indigenous communities a partner in the Games will only make your Games stronger (Chief Leah George-Wilson, Tsleil-Waututh Nation)*

*We have to educate ourselves and the corporations, let them know who we (Indigenous peoples) are, why is it a benefit for them to be partners with us.” (Chief Bill Williams, Squamish Nation)*

- *You need to understand this project first and foremost is the human one. You have to engage everybody. Believe in the power of people. Give a chance for everyone to play- that’s the Olympic Value. And you should not enjoy success at anyone else’s expense. These projects are given to countries, not to the masses of land, but the people. (John Furlong, VANOC)*

These thoughts and others are incorporated in to the partnership development framework proposed in the Discussion.

**Table 18 Recommendations to Future Organizing Committees and Indigenous Peoples**

<p>To both Games organizers and Indigenous peoples</p>	<p>Ensure early participation as part of the team          Ensure a commitment to long term vision from leaderships          Formalize and document relationships          Get relationship agreement first, then pursue more detailed commitments sub agreements          Manage expectations early - the longer you let things go, the expectations build          Walk the talk (once you have the relationship formalized)</p>
<p>To Games organizers</p>	<p>Ask the question "How can Indigenous peoples enhance your Games?"          Engage early and invite the Indigenous communities to be part of the team          Put aside fear of engaging interest groups - be open and willing to share          Research Indigenous peoples history, traditions and issues          Formalize agreements early prior to budgeting process to ensure resources are available for participation</p>
<p>To Indigenous peoples</p>	<p>Engage and push for agreements early          Don't wait for the organizers to approach you. Take the initiative.          Figure out what you have to offer the Games          Remain true to your culture          Recognize the need for and identify resources to support participation early</p>

## **CHAPTER 5: DISCUSSION**

### **5.1 FHFN and VANOC Partnerships**

The overriding message characterizing the development and maintenance of partnerships between the FHFN and VANOC is that these relationships are unique and complex. There are multiple layers of engagement and relationship building which evolved over time, for varying reasons, with mixed outcomes.

These partnerships created between Olympic organizers and the FHFN evolved during different phases of the bidding and organizing for the 2010 Winter Games. The first phase involved relationship building between the Squamish and Lil'wat Nations and the Bid committee. Here the intent was to develop partnerships with those First Nations sharing traditional territories in the Sea to Sky Corridor and Whistler areas. The second phase involved developing alliances with the Musqueam and Tsleil-Waututh Nations around Olympic venue sites in the City of Vancouver. The third phase involved the Four Nations coming together as a collective to create the FHFN Society and Secretariat. The respondents' insights provided during this research highlight the complexity of the multi-party agreements and relationships created and managed between VANOC and the FHFN.

The FHFN/2010 Bid and VANOC partnership experiences were shaped by several overriding factors. These included: the leadership of specific individuals

in each of the parties' organizations; the development of common visions; the unique and powerful leveraging circumstances surrounding unresolved treaties; rights and title legal decisions emerging at the time of the bidding and organizing phases of the Games; negotiating expertise; consistency of players, and the Olympic-driven urgencies associated with showcasing the Province in the most favourable way possible in 2010.

## **5.2 Political context in BC and FHFN Legacies**

Not until the 1970s was a First Nation in Canada able to ask the Supreme Court to do what legal systems in the United States and New Zealand had done over a century earlier: to rule on the status of Aboriginal title as a legal right (BC Treaty Commission 2000). From that time onwards Aboriginal rights slowly evolved and were redefined through the Canadian courts. The 1997 *Delgamuukw* judgement by the Supreme Court of Canada "*confirmed that Aboriginal title does exist in British Columbia, that it's a right to the land itself – not just a right to hunt, fish or gather – and that when dealing with Crown land, the government must consult with and may have to accommodate First Nations whose rights may be affected*" (BC Treaty Commission 2000).

The *Delgamuukw* legal decision was instrumental in creating the opportunity for the Squamish and Lil'wat Nations to get involved in the initial bidding process for the 2010 Winter Games. The Vancouver Whistler 1998 Domestic Bid Book identified the Callaghan Valley as the location for the construction of a new Nordic Competition Venue. The Nordic Competition Venue was slated for construction on Crown land in the heart of the Squamish and



Lil'wat shared traditional territories. Based on the *Delgamuukw* decision, these Nations felt that a range of economic, cultural and sport benefits could be realized for their communities if they were included in the Games development and delivery processes. Consequently in 1998, the Nations' leadership approached the Domestic Bid Committee and clarified their position that the proposed Games venues were on shared traditional territory and that they expected to participate in the planning, developing, hosting and leveraging of benefits from the Games. The vision of the leadership is captured by Chief Gibby Jacob, from the Squamish Nation, borrowing the words of the late Chief Joe Mathias of the Tsleil-Waututh Nation: *"One day we will rise again like the great thunderbird of the old, take white man's tools and take our rightful place in our lands."*

The possibility of not having the support of the Squamish and Lil'wat Nations was too risky for the 2010 Bid Corporation and for the Province of BC. The 2010 Bid Corporation needed a "licence to operate" in First Nation traditional territory and wanted to reduce the risk associated with not having the support of these groups.

The 2004 *Taku* and *Haida* rulings in the Supreme Court of Canada further affirmed VANOC's and the provincial government's role and responsibility to consult and accommodate the Squamish and Lil'wat Nations for the activities taking place in the Callaghan Valley. As a result, VANOC, the Province and the Nations entered another process of consultation and accommodation around the

environmental assessment process for the Nordic Competition Venue to ensure that the construction of the first Olympic venue began on schedule.

Most recently, the Province of British Columbia became proactive in improving government/Aboriginal relations. It's 'New Relationship initiative' with the three First Nations groups in BC was designed to build capacity, improve decision making around land and resources, and increase opportunities for Aboriginal and non-Aboriginal development and collaboration in the Province. On several occasions, informants in this study claimed that the relationships that developed between the Squamish and Lil'wat Nations, the Provincial government and the 2010 Bid Corporation concerning the SLA and the Callaghan Valley played a major role in the government's new way of working with the First Nations in B.C. Several of the FHFN respondents shared that First Nations leaders from other parts of Canada have indicated that they wished their Premier was more like BC's Premier with respect to supporting stronger partnerships.

Similarly, the 2010 Bid Corporation Chief of Staff who was involved in facilitating the Shared Legacies Agreement with the First Nations felt that:

*Relations between First Nations and the rest of us have come a long way, and I think 2010 was a real catalyst. For hundreds of years First Nations' people didn't feel recognized, understood or respected, and you know what, in general terms, they were right. In truth, we really didn't know enough about each other. Then they became part of our Bid, and we needed them. When we approached the Province to help put together the Squamish and Lil'wat legacy package, which was fair and absolutely essential to our success, the Nations didn't even want to be in the same room with Gordon Campbell. He was the Premier who'd held a referendum on their rights. But the relationships, and trust, and mutual recognition developed during that time I believe helped turn the Premier's approach to First Nations around 180 degrees. It*

*also helped develop some real friendships between the Premier and some important First Nations' leaders. It was the beginnings to the New Relationship, in my view. (Paul Manning, FHFN Secretariat)*

When the Musqueam and Tsleil-Waututh Nations realized how much Games- related activity would be taking place in areas of Vancouver on their traditional territories, they did not find the same the window of opportunity and sense of urgency available to them that benefited the Squamish and Lil'wat Nations. They did not have the same leverage or circumstances because the Vancouver venues were mostly already built or were to be constructed on private as opposed to Crown land. As a result of these differing circumstances, these two Nations were not able to achieve similar initial benefits in exchange for their support of the Games. Instead, through the negotiations of MOUs, these Nations supported the Games and trusted that they would be able to leverage future benefits by being at the table as partners during the ongoing Games planning phase. These Nations trusted their partners, especially the Bid Corporation, the province of B.C and the federal government. They believed that by being supportive and part of the team their actions would lead to a range of longer term benefits. These Nations also had the social capital and leverage that had been created by the Squamish and Lil'wat's Shared Legacies Agreement, to help them in negotiating a "benefits agreement" as a "Host First Nation."

To date, the Squamish and Lil'wat Nations have seen most of their legacies implemented. In addition to the summary of SLA implementation provided in Chapter Four, in May 2007 the Squamish and Lil'wat signed a historic agreement with the Resort Municipality of Whistler and the Province of BC further

defining the “lands for economic development” benefit from the SLA. The two Nations received the 300 acres of land in eight parcels (zoned residential, industrial and recreational) within the boundaries of the Resort Municipality of Whistler. In addition to the lands transferred by the Province, the Whistler Council and the Province transferred 452 bed units to the First Nations providing the potential to construct 75 single family homes. Chief Gibby Jacob, Squamish Nation, was quoted in the Vancouver Province on May 11, 2007:

*It has been a dream a long time in coming for a lot of our people and we will be sustainable again within our traditional lands.*

In stark contrast, the Musqueam and Tsleil-Waututh Nations have yet to negotiate a package of legacy benefits. Establishment of such legacy commitments is considered one of the greatest challenges affecting their relationships with other partners involved in the Games. However, resolving this challenge is almost entirely outside of VANOC's and the FHFN's control.

*There is no doubt that unless and until Musqueam and Tsleil-Waututh get a legacies package or agreement with the Province and/or the feds and/or VANOC that gives them some tangible benefits to their communities from 2010, there will be a festering wound that will negatively affect the host Nations' ability to work collectively together. (Paul Manning, FHFN Secretariat)*

The FHFN Protocol agreement (Appendix E) includes the following statement in the Dispute Resolution Section that addresses the potential of any of the FHFNs withdrawing their support for the Games:

Should any one of the Parties, having exhausted all of the dispute resolution mechanisms listed above, decide to terminate their participation in the Agreement, that Party undertakes not to interfere with the remaining Parties continued participation and involvement in 2010 Projects or activities.

VANOC, the Province and the Federal government have all made commitments to assist the Musqueam and Tsleil-Waututh Nations in securing appropriate legacies. However, four years after winning the 2010 Bid, the patience of these two Nations is wearing thin and could threaten the sustainability of the FHFN partnerships around the 2010 Winter Games.

### **5.3 Risk management, risk sharing and aggressive timetables**

Although many partnership challenges still persist, several benefits have been realized. Some of these relate to managing risks associated with protests from non-aligned Aboriginal groups. For instance when the Olympic Flag was stolen from City Hall in March 2007 by a self-proclaimed Native group protesting the Games, the FHFN quickly declared their support as Partners for the Games. As media attention on Vancouver increases in the years leading up to the Games and during Games time, Aboriginal protests may increase in frequency. The health of the FHFN/VANOC partnership will be critical to reducing the risk associated with such events as well as resolving the concern of such groups.

Despite its prominence in the literature, most respondents did not identify “sharing risk” as a significant benefit emanating from the creation of partnerships. However, it could be argued that the parties have invested their reputations and that these partnerships do facilitate the sharing of reputational risk. The Four Host First Nation communities as well as the broader Aboriginal community in Canada have very high expectations for Games-related opportunities and will be looking to both the FHFNS and VANOC to deliver on their respective

commitments. If and when there are any issues related to Aboriginal participation in the Games, they will be shared by VANOC and the FHFN collectively.

Interestingly, the urgency of aggressive goals and timetables also was not selected as critical to the development of the FHFN and 2010 Bid VANOC partnerships. However, without the urgent deadlines associated with the Domestic Bid Phase and the submission of the Bid Book, the SLA would not have been negotiated within a two- month timeframe. Many respondents expressed that this negotiation was the fastest they had ever witnessed between the Province and First Nations in BC. As a result of the SLA, both the Squamish and Lil'wat Nations have already realized concrete benefits. This would not have occurred in such a short time frame without the timelines established by the IOC for the conclusion of the Games bidding process.

In essence the Games have acted as a catalyst, an accelerator and a spotlight for existing efforts to build stronger relationships with the Aboriginal communities in BC and Canada. In addition the Games will continue to provide unique opportunities for these groups. These opportunities will help reinforce the importance of maintaining strong FHFN/VANOC partnerships. As "Official Hosts" and "Official Partners" the FHFN are well positioned to leverage their partnership as the gateway Nations to the 2010 Winter Games for themselves and other Aboriginal people across Canada.

## 5.4 Legacy of the FHFN/VANOC partnerships for 2010 and beyond

### 5.4.1 Domestic Legacy

Enduring relationships were considered to be the greatest legacy that would emerge from the Games. These improved relations were expected between the four Nations, the provincial, federal and municipal governments, as well as with Games sponsors, licensees, and suppliers. Through existing partnership protocols, VANOC and the FHFN have the opportunity to influence ways in which the Games partners, sponsors, suppliers and licensees work to build opportunities for Aboriginal people. Many FHFN and VANOC informants felt that these legacies would extend long after the Closing Ceremonies for the Paralympic Games' and VANOC's doors close.

*The greatest benefit, legacy, is the new relationships. The relationships, partnerships, between the different levels of governments, First Nations they will be the legacy. When has this happened in our history before? Never. The legacy, to demonstrate the value of that partnership. (Jack Poole, VANOC)*

*The ultimate legacy will be how we as a government change our working relationship with outside corporations. How our community will interact with the businesses around us. What we're doing right now is educating our community on how to do business, which doesn't mean that we are selling out our culture. Doing business means that we are willing to share some part of our culture and stand up and say that, and there are other parts that will remain close to our community and our close friends. (Chief Bill Williams, Squamish Nation)*

One of the most significant relationships that extends hope for long term growth and opportunity is the FHFN partnership that was formed due to the Games. However, the extent which the four Nations are able to maintain their

collective alliances leading up to and once the Games are over remains to be seen. They will need to assess whether the benefits outweigh the challenges of working together. Enduring initiatives related to managing and leveraging Games related facilities and programs such as an Aboriginal Trade Pavilion, training programs, merchandising programs and a website facilitating economic opportunities provide a foundation for ongoing collective action. The FHFN Secretariat has a critical role to play in strengthening the FHFN relationships.

Tsleil-Waututh's leadership believes that the relationships will endure beyond 2010:

*I think the greatest legacy will be the collaboration between the Four First Nations. That collaboration in my view would have come along at some point, but I think the 2010 helped us to get there sooner. (Chief Leah George-Wilson, Tsleil-Waututh Nation)*

#### **5.4.2 International Legacy**

There were mixed perspectives amongst the respondents on how the 2010 Winter Games will influence the IOC and future bidding and organizing committees with respect to the participation of Indigenous peoples. Currently, the IOC recognizes the role of Indigenous peoples in their Agenda 21 policy document and in the social indicators section of their Olympic Games Impact (OGI) program. Nonetheless, there is no specific reference to including Indigenous peoples in the IOC's Bid Book requirements or in the majority of their reporting guidelines. However, the IOC is very interested in the outcomes of VANOC's relationships and activities with the local First Nations. During an Olympic related funding announcement for the Squamish Lil'wat Cultural Centre



in 2005, the IOC President Jacques Rogge stated: "*The International Olympic Committee has always insisted that there be inclusion and respect for the First Nations.*"

Only the test of time will show whether future IOC operational guidelines will reflect this priority. While not all countries have large Indigenous populations, the importance of considering such groups may be incorporated as a social component of sustainability guidelines adopted by the IOC.

*If Vancouver and London are successful, sustainability will be more broadly defined by the IOC and will include social inclusion and inclusion of Indigenous peoples. I think Vancouver will definitely have an impact and that all future Bid cities will be required to say WHAT they are doing or WHAT they are planning on doing around inclusion of Indigenous peoples. (Linda Coady, VANOC)*

VANOC has made specific efforts to inform and expose the IOC to its partnership with the FHFN and the Aboriginal Participation programs. The fact that the IOC has approved the designation of "Host First Nation (s)" - a first in Olympic history - sets the stage for potentially greater Indigenous peoples' involvement as official partners in future Games.

*If we had kept this local - Four Nations, governments and VANOC, leverage would only have gotten us so far. But the fact that we have the IOC formally recognizing these agreements with the First Nations is a big step forward. I think all future Organizing Committees, in a country that has an Indigenous population, will be motivated to formalize a relationship with their Indigenous people. (Donna Wilson, VANOC)*

Some legal and regulatory processes play significant roles in shaping government and corporate actions. In the case of the 2010 Winter Games, the unresolved treaties and recent court decisions on Aboriginal rights and title in

BC, along with the duty to consult and accommodate, were unique and influential in shaping the B.C. actions related to the Games. These were the foundation and driving incentives for the negotiation of legacies agreements with the First Nations. B.C.'s emerging legal context between governments, corporations and Indigenous peoples shaped and acted as a catalyst for the partnerships that were created. Other countries that are not involved in ongoing treaty negotiations with Indigenous peoples may not be as 'motivated' to build such partnerships around the Games.

Legacy agreements aside, the 2010 Bid/VANOC and the FHFN partnership and collaborative planning provide a useful template for developing Indigenous partnerships and participation in the planning and hosting of the Games. In addition to the recommendations for engaging such groups and negotiating agreements early, the existing partnerships provide several 'best practices' which might be replicated elsewhere where willingness to create more inclusive Games exists.

*This FHFN framework is very strong and it will be expected for future Games. Making it easier for future groups. It is easy to make promises to make a deal, not as easy to deliver. What's been interesting is that we have moved from somewhat looser agreements/commitments in the Bid to more specific objectives. (Donna Wilson, VANOC)*

## **5.5 Framework for Indigenous Partnerships and Participation in Hallmark Events**

Based on the findings presented in this research, the following framework (Table 19) is being proposed for successfully engaging Indigenous peoples in the

bidding, planning and hosting of future Olympic and Paralympic Games or other hallmark events, and for contributing to more sustainable events.

The Framework's content is separated into four distinct phases of Bidding, Organizing, Hosting and Post-Games. These phases parallel those identified in the literature. Due to complex nature of governance, planning and operational activities that occur in the Games Bidding, Organizing and Hosting phases, important steps often occur several times. Although the partnership development processes for the FHFN and the 2010 Bid/VANOC were complex and iterative in nature, the key steps recommended in this Framework may be useful in guiding the development of partnerships with Indigenous communities in future Games.

**Table 19 Framework for Indigenous Partnerships and Participation in Olympic and Paralympic Games**

<b>PHASE</b>	<b>KEY ACTIVITIES</b>	<b>KEY PRINCIPLES</b>
<b>BIDDING</b>	Take the initiative to approach each other from the start to invite into the process/ identify interest to be involved	Establish early contact Establish common vision
<b>Protocol</b>	Conduct research into past Indigenous participation in Games, the Games Bid itself and the local Indigenous communities	Trust and respect Cross-cultural relationship building
<b>Initiation</b>	Identify all Indigenous groups and issues	Understanding and recognition of Indigenous rights and issues
<b>Planning</b>	Include Indigenous peoples in governance and decision-making structures	Understanding of Games
	Formalize agreements/MOUs defining interests and benefits for Indigenous communities	Written documentation of partnership
	Recognize Indigenous peoples as partners	Commitment from leadership
	Include Indigenous participation in Bid Book submission	Collaborate with other strategic partners (government)
	Involve Indigenous peoples in IOC Evaluation process	
	Create Indigenous participation plan to be passed on with formal agreements to the organizing committee	

PHASE	KEY ACTIVITIES	KEY PRINCIPLES
<p><b>ORGANIZING</b></p> <p><b>Planning</b></p> <p><b>Implementing</b></p> <p><b>Monitoring</b></p> <p><b>Reporting</b></p>	<p>Ensure consistency of people involved in negotiation and implementation of agreements</p> <p>Recognize Indigenous peoples as partners</p> <p>Summarize Bid commitments and ensure responsible parties are aware</p> <p>Establish Secretariat to liaise between communities and organizing committee</p> <p>Create separate Indigenous participation function with business plan and budget for opportunities in the areas of economic, sport, cultural and education.</p> <p>Incorporate Indigenous participation commitments and goals within all business plans</p> <p>Ensure sufficient budget to support Indigenous participation commitments</p> <p>Negotiate sub-agreements to flesh out details</p> <p>Develop monitoring and tracking system for commitments</p> <p>Hold community updates and events for Indigenous and organizing committee communities</p> <p>Seek "Host First Nation" or equivalent designation from the IOC</p> <p>Develop Indigenous recruitment, procurement, licensing, and gifting strategies.</p> <p>Develop Indigenous torch relay, ceremonies and cultural programs strategies.</p> <p>Develop Indigenous communications strategy</p> <p>Develop Indigenous sport strategy</p> <p>Support skills and training</p> <p>Report on Indigenous partnerships and participation in corporate sustainability report</p>	<p>Consistent players from all parties</p> <p>Corporate and Indigenous Champions</p> <p>Creation of an Indigenous Relations Unit</p> <p>Commitment from leadership</p> <p>Broad acceptance and participation across the organizing committee</p> <p>Cross-cultural relationship building</p> <p>Commitment to ongoing communication</p> <p>Collaboration with other strategic partners (government and sponsors)</p> <p>Manage expectations</p>

PHASE	KEY ACTIVITIES	KEY PRINCIPLES
<p><b>HOSTING</b></p> <p><b>Implementing</b></p>	<p>Implement commitments and strategies related to:</p> <p>Partnerships and Collaboration</p> <ul style="list-style-type: none"> <li>➤ Meaningful partnerships and participation for Indigenous groups</li> </ul> <p>Sport and Youth</p> <ul style="list-style-type: none"> <li>➤ Athlete development</li> <li>➤ Youth sport activities</li> <li>➤ Indigenous athlete showcasing</li> </ul> <p>Economic Development</p> <ul style="list-style-type: none"> <li>➤ Pavilion</li> <li>➤ Employment</li> <li>➤ Procurement</li> <li>➤ Licensing</li> <li>➤ Gifting</li> </ul> <p>Cultural Involvement</p> <ul style="list-style-type: none"> <li>➤ Torch Relay</li> <li>➤ Arts Festivals</li> <li>➤ Ceremonies</li> </ul> <p>Education and Awareness</p> <ul style="list-style-type: none"> <li>➤ Website</li> <li>➤ Media relations</li> <li>➤ Indigenous stories</li> </ul>	<p>Deliver on commitments</p>
<p><b>POST GAMES</b></p> <p><b>Evaluating Reporting</b></p>	<p>Evaluate partnerships</p> <p>Report out on Indigenous partnerships and participation in Official Olympic and Paralympic Reports</p> <p>Report out on Indigenous partnerships and participation during IOC debrief sessions</p>	<p>Transparency</p> <p>Communicate with future Games Organizers</p>

This framework was developed for future Olympic and Paralympic Games. However it is hoped that many of the elements could also be applied to other major events, governments and business seeking to build partnerships with Indigenous peoples.

## **CHAPTER 6: CONCLUSIONS**

### **6.1 Summary of Findings**

This study's purpose was to contribute to existing literature on the development and maintenance of Aboriginal/non-Aboriginal partnerships. It was accomplished by describing and analyzing a case study of partnership developments between the 2010 Bid/Vancouver 2010 Organizing Committee and the Four Host First Nations for the 2010 Winter Games.

Several objectives guided this research. The first was to establish a development and maintenance framework for partnerships between Aboriginal communities and hallmark event organizers. This was accomplished in Chapter 2 through a literature review coupled with information gained from the author's work related to the 2010 Winter Games and the Four Host First Nations partnership development initiatives.

The study's research revealed that Indigenous peoples' participation has historically been an afterthought for most Olympic Games bidding and organizing committees. Although many previous Official Olympic Reports painted positive pictures about the involvement of Indigenous peoples, such participation was primarily in Games related ceremonial programs. In addition such engagement typically occurred late in the Organizing phase of the Games. Indigenous participation was often the result of pressures from either the Indigenous peoples themselves or from the IOC.

The second objective of the study was to document and analyse the partnership development processes between the FHFN and the 2010 Bid Corporation/VANOC. Chapter Four provided a chronology of events related to the development of the FHFN/VANOC partnerships. It also summarized the incentives, benefits, challenges and development principles related to the FHFN/VANOC partnership developments.

In this case study, Indigenous peoples for the first time ever were recognized and included by a Bid Committee, an Olympic Organizing Committee, and the IOC as Official Partners in the planning and hosting of such an event. The Four Host First Nations - the Lil'wat, Musqueam, Squamish and Tsleil-Waututh, achieved this recognition. The relationship and eventual partnership building between the Nations and the 2010 Bid and Organizing committees occurred over a period of ten years. During that time, the relationships between the Nations and with the 2010 Bid/VANOC evolved individually and collectively in a complex fashion.

Legal confirmation of the existence of Aboriginal rights and title in British Columbia, including the duty to consult and accommodate, played a key role in the negotiations between the 2010 Bid/VANOC and each of the FHFN. The early engagement of the Squamish and Lil'wat Nations and the proposed construction of the Nordic Competition Venue on Crown Land in the Callaghan Valley, within the shared traditional territories of these Nations, leveraged their ability to negotiate significant benefits with the government of BC and the 2010 Bid. The Musqueam and Tsleil-Waututh First Nations, however, have not achieved

comparable benefits because they became involved several years later and the venues intended for Olympic use within their traditional territories were not on Crown land. Consequently the unresolved legacies for Musqueam and Tsleil-Waututh Nations remain a challenge to the continued ability of the FHFN to work collectively.

Strong leadership, common vision, consistent players and commitment demonstrated by each of the Nations, the 2010 Bid, VANOC and the Province of BC were critical to the evolution and formalization of the FHFN/VANOC partnerships. The Games have acted as a catalyst for building stronger relationships between these stakeholders. The cooperation between these partners has led to a shared vision for unprecedented Aboriginal participation in the planning and hosting of the 2010 Winter Games. This vision is an integral component of VANOC's sustainability platform. It is anticipated that the partnerships and participation will lead to sustainable economic, cultural and sport legacies for Aboriginal peoples across Canada.

The third objective of the study was to provide recommendations for the enhancement and maintenance of existing FHFN/VANOC partnerships. The recommendations fell into three categories and are summarized in Chapter Four. The first category of recommendations related to building relationships between the governments and the FHFN. It focussed on the need to resolve outstanding legacies issues with Musqueam and Tsleil-Waututh Nations.

The second category of recommendations concerned relationships between the FHFN. The most important recommendations for the FHFN included



putting aside historical differences, working collaboratively, and pursuing common objectives.

The third set of recommendations addressed the importance of maintenance and enhancement of existing FHFN/VANOC partnerships. Key suggestions included being seen together as partners and friends, focusing on targeted initiatives, maintaining regular communications and collectively obtaining the human and financial resources needed to implement the partnership initiatives.

The fourth objective of this research was to refine the partnership development and maintenance framework for application in future relationships between Indigenous communities and Olympic and Paralympic Games organizers. A framework was developed and is included in Chapter 5. This Framework recommends key activities in each of the Bidding, Planning, Hosting and Post-Games phases of an Olympic Games. The activities within each phase reflect lessons learned from the FHFN and 2010 Bid/VANOC partnership developments, as well as Aboriginal participation business planning undertaken by VANOC and the FHFN. The framework suggests that successful partnerships between Indigenous communities and Olympic Organizing Committees need to be: initiated by strong leaders with a common vision, formalized in the bid phase, and enhanced during the organizing and hosting phases through collaborative planning and implementation.

The leadership demonstrated by the FHFN, the 2010 Bid/VANOC and the Province of BC has raised the bar significantly for Indigenous participation and partnerships in future Games.

*This relationship between the IOC, VANOC and the FHFN is truly visionary – It is extraordinary that Indigenous Peoples are partners in these Games, but more importantly that our traditional territories are being recognized and that we are involved in decision-making processes associated with the Games. Our involvement will set a high standard and we expect to contribute positively to a Winter Games that future generations in Canada can be very proud of. (Tewanee Joseph, FHFN Secretariat)*

The IOC has indicated that Aboriginal participation “enhances the Olympic brand.” An opportunity exists to embrace and build on the lessons reported in this study to create more sustainable Olympic and Paralympic Games in the future.

*It is history that causes the IOC to change. We are doing many things for the first time so it is conceivable the IOC could make this a requirement, to demonstrate that these relationships are strong, that the projects will be inclusive, that everyone gets to play, that you leave no one out. (John Furlong, VANOC)*

## **6.2 Recommendations for Further Research**

This research left many questions unanswered. Each question provides a starting point for future inquiries into Indigenous/ Games partnerships. These opportunities include:

- Research on effectively measuring and quantifying community pride, social capital and the success of partnerships. This type of inquiry would assist the FHFN, VANOC as well as indigenous communities and the Olympic movement in evaluating and reporting on partnerships. This inquiry would also assist with

quantifying the social component of triple bottom line sustainability reporting.

- Additional research on Indigenous peoples, issues and partnerships in countries that are bidding for future Olympic and Paralympic Games as well as other major hallmark events. Such investigations are needed to determine whether similar partnerships are developing in other parts of the world and how other hallmark events can apply the Framework developed in this report.
- Investigations on how the lessons learned by the FHFN and VANOC for the 2010 Winter Games can be incorporated into other planning and partnership developments with Indigenous communities. Such research would reveal the extent to which the 2010 experience has affected the IOC and Indigenous-Games relationships internationally.
- Evaluating the extent of the FHFN/VANOC partnership maintenance, at future points in time, as well as the progress in implementing currently planned activities. This would provide insight and confirmation for the Framework's efficacy in real world application.
- Assessing the existence of sustainable partnerships between the FHFN, government and business several years after the Games. This would provide a greater understanding of the extent to which Olympic partners and sponsors have helped leverage opportunities for Aboriginal and non-Aboriginal societies through the power of sport.

## WORKS CITED

- ACOG (Atlanta Organizing Committee for the Olympic Games). 1996. *The Official Report of the Centennial Olympic Games*. Available online at <<http://olympic-museum.de/o-reports/report1996.htm>>
- Anderson, R.B. 1997. "Corporate/Indigenous partnerships in economic development: the First Nations in Canada". *World Development* 25(9):1483-1503.
- Andriof, J. and S. Waddock. 2002. "Unfolding stakeholder engagement" in Andriof, J.; Waddock, S; Husted, B. and Rahman, S., (eds) *Unfolding Stakeholder Thinking*. Sheffield, Greenleaf Publishing.
- Babbie, E. 1999. *The Basics of Social Research*. Belmont, Wadsworth Publishing Company.
- Banerjee, B. 1998. "Corporate environmentalism". *Journal of Management Learning*. 29:147-164
- Barney, J. 2002. *Gaining and Sustaining Competitive Advantage*. NJ: Prentice-Hall.
- BC Treaty Commission. 2000. *Why Treaties?* Victoria, BC
- BC Treaty Commission. 2007. Website available at < [www.bctreaty.net](http://www.bctreaty.net)>
- Brooks, C. 1994. "A corporate policy on aboriginal relations". *Canadian Business Review* Summer 1994, 21: 2, 18-21.
- Budke, I. 2000. "Aboriginal Tourism in Pacific Rim National Park Reserve: A Framework for Cooperation", unpublished Master of Resource Management Research Paper # 265. Burnaby, B.C.: Simon Fraser University, School of Resource and Environmental Management.
- Buttars, L. 2000, November 19. "Tribes encountering snags in planning Olympic role" *Salt Lake Tribune*
- Canadian Business for Social Responsibility (CBSR). 2005. *Building Sustainable Relationships. Aboriginal Engagement and Sustainability*. A CBSR compendium of leadership practices based on the Building Sustainable Relationships Conference hosted in Vancouver on Feb 8-9, 2005.
- Cashman G. and R. Cashman. 2000. *Red, Black and Gold: Sydney Aboriginal People and the Olympics*. The Centre for Olympic Studies, UNSW

- Circumpolar Council 2007. Website available at <[www.inuitcircumpolar.com](http://www.inuitcircumpolar.com)>
- Clarkson, M. 1995. "A stakeholder framework for analyzing and evaluating corporate social performance". *Academy of Management Review*, 20: 92-117.
- COJO (Le Comité organisateur des Jeux Olympiques). 1978 *Games of the XXI Olympiad Montréal 1976 Official Report*. Available online at <<http://olympic-museum.de/o-reports/report1976.htm>>
- Cragg, W. 1996. "Shareholders, stakeholders and the modern corporation". *Policy Options*. 17: 15-19.
- De Man, F 2005. "Corporate Social Responsibility and its impact on corporate reputation". *Centaur Communications* 195: 40-41.
- Eisenhardt, K. M. 1989. "Building theories from case study research". *Academy of Management Review* 14 (4): 532-550.
- Elkington, J. 1998. *Cannibals with forks: The triple bottom line of the 21<sup>st</sup> century business*. Gabriola Island: New Society Publishers.
- Emery, F.E. and E.L. Trist, 1965. "The casual texture of organizational environments." *Human Relations* 18: 21-32.
- FHFN. 2007. Website available at <[www.fourhostfirstnations.com](http://www.fourhostfirstnations.com)>
- Frank, F. and A. Smith. 2000. *The Partnership Handbook*. Hull, Human Resources Development Canada.
- FBC (Fraser Basin Council), 2000. *Aboriginal/Non-Aboriginal Partnerships: Partnerships Sustaining the Basin*. Fraser Basin Council Special Report, Vancouver.
- Freeman, R. 1984. *Strategic Management: A Stakeholder Approach*. Boston: Pitman.
- Fubara, B.A., and B.S. Mguni 1995. *Research Methods in Management*. London, Minerva Press.
- Government of Australia. 2007. Webpage available at <<http://www.dfat.gov.au/facts/reconciliation.html>>
- Government of Canada. 1982. *Constitution Act, 1982*. Available online at <[http://laws.justice.gc.ca/en/const/annex\\_e.html#II](http://laws.justice.gc.ca/en/const/annex_e.html#II)>
- Gray, B. 1985. "Conditions facilitating interorganizational collaboration". *Human Relations* 38: 911-936.
- Gray, B. 1989. *Collaborating: Finding Common Ground for Multiparty Problems*. San Francisco, Jossey-Bass.

- Hanna, M. 1999. *Reconciliation in Olympism, Indigenous culture in the Sydney Olympiad*. Walla Walla Press, New South Wales.
- Harrison, J. and C. St. John. 1996. "Managing and partnering with external stakeholders". *Academy of Management Executive* 10: 46.
- Hart, S. 1995 "A natural-resource-based view of the firm". *Academy of Management Review* 20: 986-1014
- Hawkes, S.L.E. 1995. "Co-management and Protected Areas in Canada: The Case of Gwaii Haanas", unpublished Master of Resource Management Research Paper # 170. Burnaby, B.C.: Simon Fraser University, School of Resource and Environmental Management.
- Hayes, J. 2001. *Socio-Economic Impact of the Sydney 2000 Olympic Games*. 2001 Seminar of the International Chair in Olympism. Centre d'Estudis Olímpics i de l'Esport (UAB) - International Chair in Olympism.
- Hill, R. and P. Sloan. 1996. "A new era in corporate aboriginal relations". *Canadian Business Review* 22: 3.
- Idowu, S. 2005. "Corporate Social Responsibility: what's it really about?" *Accountancy Ireland* 37 (4): 86-88.
- Indian and Northern Affairs Canada 2007. Webpage available at: <[http://www.ainc-inac.gc.ca/bc/treapro/ston/ston\\_e.html](http://www.ainc-inac.gc.ca/bc/treapro/ston/ston_e.html)>
- ICAB (Industry Council for Aboriginal Business). 2005. *Making the Grade: A Guide to Success for Corporate – Aboriginal Initiatives*. Available online at <[www.icab.ca](http://www.icab.ca)>
- IOC. 1999 *Olympic Movement's Agenda 21: Sport for Sustainable Development*. Lausanne, Switzerland: International Olympic Committee Press.
- IOC. 2003 *Report of the IOC Evaluation Commission for the XXI Olympic Winter Games in 2010*. Lausanne, Switzerland. Available online at: <[http://multimedia.olympic.org/pdf/en\\_report\\_703.pdf](http://multimedia.olympic.org/pdf/en_report_703.pdf)>
- IOC. 2004 *The Olympic Charter*. Lausanne, Switzerland: International Olympic Committee Press
- Jamal, T and D. Getz. 1995. "Collaboration theory and community tourism planning". *Annals of Tourism Research* 22: 186-204.
- Jamieson, R. 1994. "Mutual opportunities through partnership". *Canadian Business Review*, Summer 1994, 21(2): 14-17.
- Jentoft, S., Minde, H. and R. Nilsen. 2003. *Indigenous Peoples: Resource Management and Global Rights*. Eburon Delft, Netherlands.
- Joseph, B. 2005 *Indigenous Corporate Training: Working Effectively with Aboriginal People*. Available online at <<http://www.ictinc.ca/>>

- LAOOC (Los Angeles Organizing Committee for the Olympic Games). 1985. *Official Report of the Games of the XXIIInd Olympiad Los Angeles, 1984*. Available online at <<http://olympic-museum.de/o-reports/report1984.htm>>
- Lil'wat Nation. 2007. Website available at <[www.lilwatnation.com](http://www.lilwatnation.com)>
- LOOC (Lillehammer Organizing Committee for the Olympic Games)1994. *XVII Olympic Winter Games Official Report*. Available online at <[http://www.aafla.org/5va/reports\\_frmst.htm](http://www.aafla.org/5va/reports_frmst.htm)>
- Marcoux, J. 2004. "Community stakeholder influence on corporate environmental strategy at Whistler, B.C.", unpublished Master of Resource Management Research Paper # 362. Burnaby, B.C. Simon Fraser University, School of Resource and Environmental Management.
- MacDonald, R. and L. Jolliffe. 2003. "Cultural rural tourism: Evidence from Canada". *Annals of Tourism Research* 30(2): 307-322
- McCann, J.E. 1983. "Design guidelines for social problem-solving interventions". *Journal of Applied Behavioral Sciences* 19:177-192.
- Métis National Council. 2006. Website available at <[www.metisnation.ca](http://www.metisnation.ca)>
- Munilla, L.S. and M.P. Miles. 2005. "The corporate social responsibility continuum as a component of stakeholder theory". *Business and Society Review* 110: 4 371-387.
- Musqueam Nation. 2007. Website available at: <[www.musqueam.bc.ca](http://www.musqueam.bc.ca)>
- Nahapiet, J. and S. Goshal. 1998. "Social capital, intellectual capital and the organizational advantage". *Academy of Management Review*, 23(2): 242-266.
- Notzke, C. 1994. *Aboriginal Peoples and Natural Resources in Canada*. Captus University Publications, North York.
- OCO 88 (Calgary Olympic Winter Games Organizing Committee). 1988. *VX Olympic Winter Games Official Report*. Available online at <[http://www.aafla.org/5va/reports\\_frmst.htm](http://www.aafla.org/5va/reports_frmst.htm)>
- Pembina Institute. 2002. *Referendum on Principles for First Nations Treaty Negotiations*. Available online at <<http://www.pembina.org/pubs/pub.php?id=1041>>
- Perreault W.D. Jr. and E.J. McCarthy. 2002. *Basic Marketing: A Global Manager Approach*. Boston: McGraw-Hill Irwin.
- Province of BC 2005. *The New Relationship*. Available online at <[http://www.gov.bc.ca/arr/newrelationship/down/new\\_relationship.pdf](http://www.gov.bc.ca/arr/newrelationship/down/new_relationship.pdf)>

- Province of BC Ministry of Aboriginal Relations and Reconciliation. 2007. Webpage available at <<http://www.gov.bc.ca/arr/newrelationship/default.html>>
- Putnam, R. 1995. "Bowling alone: America's declining social capital". *Journal of Democracy*. 6 (1): 65-78.
- Robson, J. and I. Robson. 1996. "From shareholders to stakeholders: critical issues for tourism marketers". *Tourism Management*, 17(7): 553-540.
- Rodal, A. 1999. "Managing partnerships". *Optimum* 28(1): 49-63.
- Selin, S., and D. Chavez. 1995. "Developing an evolutionary tourism partnership model". *Annals of Tourism Research* 22(4): 844-856.
- Sloan, P and R. Hill. 1995. *Corporate Aboriginal Relations: Best Practice Case Studies*. Toronto: Hill Sloan Associates Inc.
- SLOC (Salt Lake City Organizing Committee). 2002. *Official Report of the XIX Winter Olympic Games*. Available online at: <[http://www.aafla.org/5va/reports\\_frmst.htm](http://www.aafla.org/5va/reports_frmst.htm) >
- SOCOG (Sydney Organizing Committee for the Olympic Games). 2001. *Official Report of the XXVII Olympiad Sydney 2000 Olympic Games*. Available online at: <[http://www.aafla.org/5va/reports\\_frmst.htm](http://www.aafla.org/5va/reports_frmst.htm) >
- Squamish Nation. 2007. Website available at: <[www.squamish.net](http://www.squamish.net)>
- Statistics Canada. 2001. Webpage available at <<http://www12.statcan.ca/english/census01/products/analytic/companion/abor/contents.cfm>>
- Supreme Court of Canada (SCC). 2004. *Haida Nation v. British Columbia* SCC judgement. Available online at : <<http://scc.lexum.umontreal.ca/en/2004/2004scc73/2004scc73.html>>, *Taku River Tlingit First Nation v. British Columbia* SCC judgement. Available online at: <<http://scc.lexum.umontreal.ca/en/2004/2004scc74/2004scc74.html>>
- Thomas, K.C. 1994. "The emergence of aboriginal business in Canada". *Canadian Business Review*, Summer 1994, 21(2): 12-17.
- Tsleil-Waututh Nation. 2007. Website available at <[www.burrardband.com](http://www.burrardband.com)>
- United Nations, 2004. *The Concept of Indigenous Peoples*. Department of Economic and Social Affairs, Division for Social Policy and Development. Secretariat of the Permanent Forum on Indigenous Issues.

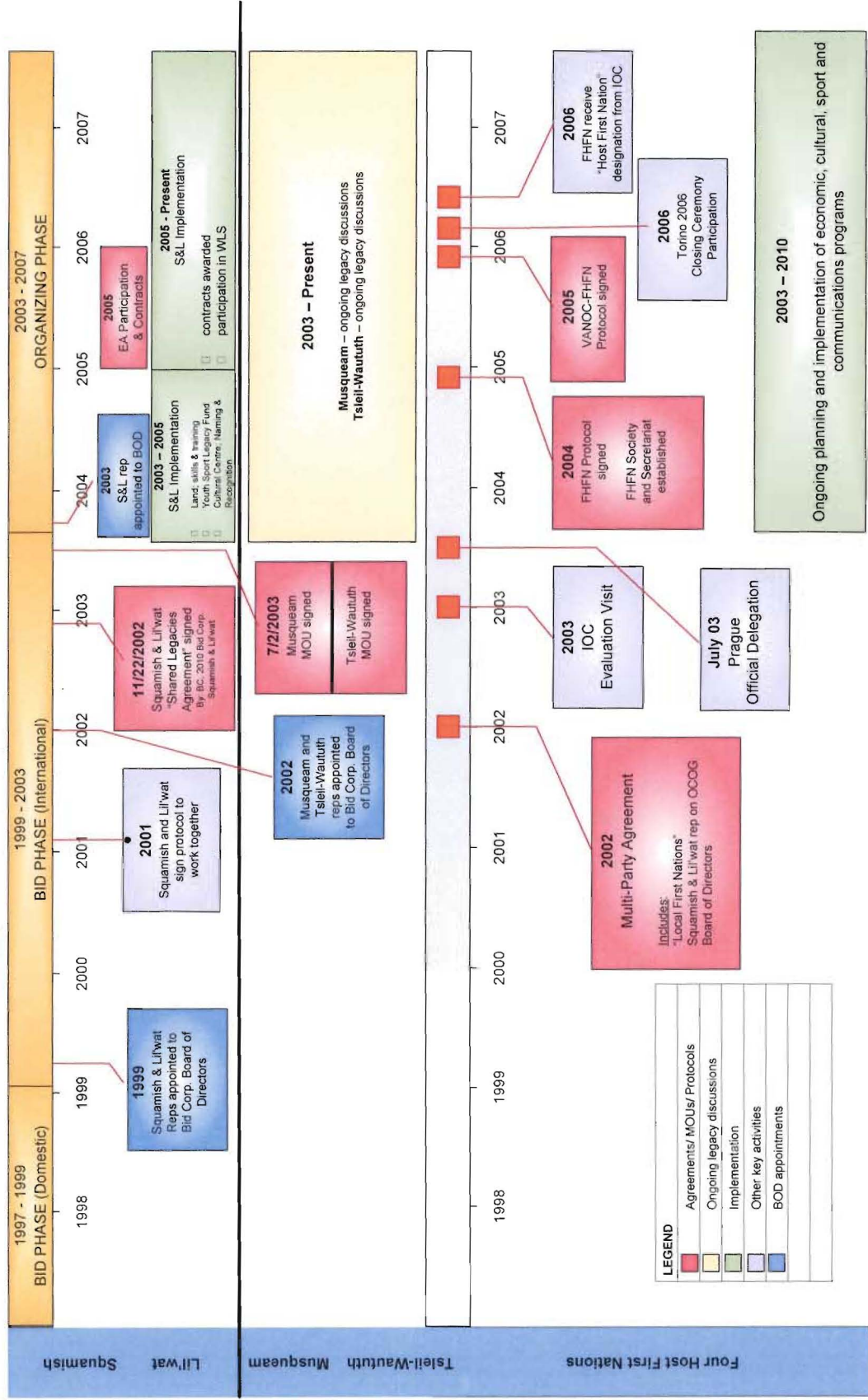


- United Nations, 2006. *Declaration on the Rights of Indigenous Peoples*. Available online at  
<<http://daccessdds.un.org/doc/UNDOC/LTD/G06/128/65/PDF/G0612865.pdf?OpenElement>>
- Van Marrewijk, M. 2003 "Concepts and definitions of CSR and Corporate Sustainability: Between agency and communion". *Journal of Business Ethics* 44: 95-105.
- Vancouver Whistler 2010 Bid Society. 1998. *2010 Olympic Winter Games Bid Book Submission to the Canadian Olympic Association*. Vancouver, Canada.
- Vancouver 2010 Bid Corporation. 2003. *Vancouver 2010 Accelerating the Journey to a Sustainable Future*. Vancouver.
- VANOC. 2007. Website available at <[www.vancouver2010.com](http://www.vancouver2010.com)>
- Waddock, S.A. 1989. "Understanding social partnerships: An evolutionary model of partnership organizations". *Administration and Society* 21: 78-100.
- Willard, B. 2003. *The Sustainability Advantage: Seven business case benefits of a triple bottom line*. Gabriola Island, B.C.: New Society Publishers
- Williams, P.W. 1999. "Strategic partnership development in small and medium-sized tourism enterprises". *The Tourist Review* 4, 20-35.
- Williams, P.W., A. Gill, J. Marcoux and N. Xu. 2005. "Nurturing 'social licence to operate' through corporate-civil society relationships in tourism destinations". Paper presented at International Academy for the Study of Tourism biennial conference, Beijing, China.
- Wilson, D. 2003. "Cooperative relationships between First Nations and tourism operators on British Columbia's North Coast", unpublished Master of Resource Management Research Paper # 340. Burnaby, B.C.: Simon Fraser University, School of Resource and Environmental Management.
- Yin, R.K. 2003. *Case Study Research: Design and Methods*. 3<sup>rd</sup> ed. Thousand Oaks, Sage Publications.

## **APPENDICES**

# Appendix A Timeline for FHFN/VANOC Partnership Developments

Figure 7 Chronology of Key Events related to FHFN and 2010 Bid/VANOC Partnership Developments



## Appendix B Summary of agreements, MOUs, LMUs and protocols related to the FHFN/VANOC Partnerships

Agreement Name	Date	Signatories	Significance
Squamish and Lil'wat Protocol	2001	Squamish Nation Lil'wat Nation	Outlines the two Nations commitment to work together on activities within their shared traditional territories including the 2010 Winter Games
Multi Party Agreement (MPA)	2002		Provides a shared seat on the OCOG (VANOC) Board of Directors to the Squamish and Li'wat Nations  Recognizes the Four Nations as "Local First Nations" and provides, protocol, accreditation and ticketing provisions for the FHFN.
Partners Creating Shared Legacies from the 2010 Olympic and Paralympic Winter Games (SLA)	Nov 2002	Squamish Nation Lil'wat Nation 2010 Bid Corporation Province of BC	Provided package of benefits - governance, economic, sport, cultural – for the Nations in exchange for their support of the Games being held in their traditional territories
SLA implementation agreements: Economic Opportunities Letter of Mutual Understanding (LMU)	Feb 2005	Squamish Nation Lil'wat Nation 2010 Bid Corporation	To further describe the understanding of the SLA commitment around "economic opportunities". Provide VANOC's commitment and defines the types and values of contracting opportunities for the two Nations for the construction of the Nordic Centre in the Callaghan Valley
Whistler Nordic Centre Letter of Mutual Understanding (LMU)	Feb 2005	Squamish Nation Lil'wat Nation 2010 Bid Corporation Province of BC	Provides VANOC's commitment not to construct recreational trails in the Wild Spirit Place of the Squamish Nation and also to separate the Environmental Assessment process in to Part A and Part B to allow construction to commence on the competition footprint while providing time to reach common to agreement on the recreational footprint. Provides the Nations' support for the construction of the competition footprint.

<b>Agreement Name</b>	<b>Date</b>	<b>Signatories</b>	<b>Significance</b>
Musqueam Memorandum of Understanding (MOU)	July 2003	Musqueam Nation 2010 Bid Corporation	Outlined the parties' commitment to establish a productive working relationship, to work together to pursue legacies for the Musqueam Nation and provided Musqueam's support for the Games
Tsleil-Waututh Memorandum of Understanding (MOU)	July 2003	Tsleil-Waututh Nation 2010 Bid Corporation	Outlined the parties' commitment to establish a productive working relationship, to work together to pursue legacies for the Tsleil-Waututh Nation and provided Tsleil-Waututh's support for the Games
FHFN Protocol	Nov 2004	Musqueam Nation Lil'wat Nation Squamish Nation Tsleil-Waututh Nation	Outlined the parties' commitment to pursue a common approach and cooperate to maximize opportunities for their communities arising from their participation in the Games.
FHFN/VANOC Statement of Principles (Protocol)	Nov 2005	Musqueam Nation Lil'wat Nation Squamish Nation Tsleil-Waututh Nation VANOC	Outlined the parties' relationship, roles and responsibilities and sets out their mutual commitments to work together in the planning and hosting of the Games.

**Appendix C      Shared Legacies Agreement**

**PARTNERS CREATING SHARED LEGACIES  
FROM THE 2010 OLYMPIC  
AND  
PARALYMPIC WINTER GAMES**

**AGREEMENT BETWEEN  
THE SQUAMISH AND LIL'WAT NATIONS,  
THE VANCOUVER 2010 BID CORPORATION,  
AND THE PROVINCE OF BRITISH COLUMBIA**

**November 22, 2002**

**PARTNERS CREATING SHARED LEGACIES FROM THE 2010 OLYMPIC AND  
PARALYMPIC WINTER GAMES - AGREEMENT  
BETWEEN THE SQUAMISH AND LIL'WAT NATIONS, THE VANCOUVER 2010 BID  
CORPORATION, AND THE PROVINCE OF BRITISH COLUMBIA**

**Preamble:**

On March 22, 2001, the Squamish and Lil'wat Nations (the Nations) signed an historic Protocol Agreement to work together on issues of concern within their shared territories and identified three major common objectives – to respect the Nations' historic and current presence in the region, to protect the Nations' Aboriginal rights and title, and to take advantage of economic opportunities, including the proposed hosting of the 2010 Olympic Winter Games in areas of Vancouver and of Whistler.

The Vancouver 2010 Bid Corporation was formed to prepare Vancouver's Bid for the Games. The member partners of the Bid Corporation are the Government of Canada, the Government of British Columbia, the City of Vancouver, the Resort Municipality of Whistler and the Canadian Olympic Committee. If the Bid is successful and Vancouver is selected by the IOC to host the 2010 Games, the Bid Corporation will be succeeded by the Organizing Committee of the Olympic Games (OCOG), which will receive from the Bid Corporation an assignment of all arrangements underlying the bid and shall be the organization to conduct the Games and carry out the rights and responsibilities of the Bid Corporation, including those described in this Agreement. The IOC requires that all agreements entered into by the Bid Corporation related to the Games be submitted for prior approval of the IOC.

Fourteen of the 20 Olympic and Paralympic events are scheduled to take place in the Nations' shared territories, nine Olympic events and all five Paralympic events.

The Nations were invited to participate and have been welcomed by member partners of the Vancouver 2010 Bid Corporation. The Nations have representation on the Board of Directors, on the Executive Committee and all relevant work groups. The Bid Corporation, and the federal and provincial governments have assisted the Nations in establishing an Aboriginal Secretariat to ensure that the Nations' interests are accommodated in the Bid process.

The Bid Corporation has been working with all its partners to identify and establish lasting legacies and benefits for their communities. The federal and provincial governments have each committed half the total capital budget of \$620 million to prepare venues for the Games, and for after the Games. Should Vancouver's Bid be successful, it is estimated that the Games, if combined with such infrastructure improvements as an expanded Vancouver Convention and Exhibition Centre, could generate as much as \$2.5 billion in new revenues to the federal and provincial governments, could create as many as 228,000 jobs, could trigger over \$10 billion in new economic activity in British Columbia, and could leave behind excellent sports and training facilities.

The Nations have always valued peace and harmony between peoples and live with the responsibility to preserve and protect their territories and waters for generations to follow.

Recognizing that the Games would take place in their shared territories, the Nations have welcomed the opportunity to create new partnerships, to help plan and host a successful Games, and to share in the legacies and benefits of the Games.

Along with the member partners of the Bid Corporation, the Nations support the fundamental principles of the Olympic Charter such as the balanced whole of body and mind, the blending of sport with culture and education, the joy found in effort, the educational value gained from good role models, the importance of respect for universal ethical principles, and the legacy of lasting benefits for communities that host the Olympic Games.

The Nations and the member partners also share a fundamental support for the goal of the Olympic Movement: to contribute to building a peaceful and better world by educating youth through sport, practiced without discrimination of any kind, and embodying mutual understanding with a spirit of friendship, solidarity and fair play among the Olympic participants.

With these principles and goals in mind, and in consideration that the Nations' representatives will recommend that their respective Councils, on behalf of their communities, support the Olympic Bid process, the Nations, the Bid Corporation, and the Province of British Columbia have discussed and agreed on a package of benefits and legacies related to the Games that recognize the important contribution being made by the Nations and that promote harmony, sharing, education, fairness and partnership. Together, they have put together a package of shared legacies and benefits as follow.

### **HIGHLIGHTS OF PARTNERS CREATING SHARED LEGACIES**

#### **LANDS FOR ECONOMIC DEVELOPMENT**

- The Province has agreed to provide 300 acres of fee simple land (the lands) for the Nations to pursue economic development opportunities within their shared territories.
- The lands can be selected as several parcels in different areas or as one continuous parcel.
- The lands, and all surface resources related to the lands, will be transferred to the Nations, or an entity set up by the Nations, at no costs to the Nations or the entity.
- The exact location and use of these lands will be determined by the Nations jointly with the Province after consultation with the Nations' communities and after review of a feasibility study.
- Several opportunities have been identified to date as being potential uses on these lands including, but not limited to, a public championship or executive golf course, Nordic Lodge (75-100 room facility) and recreational campground (including RV camping) and related services.
- The Province agrees to use best efforts to ensure that the transfer is done expeditiously and agrees to facilitate any and all processes, to which it has direct control, to ensure that the land can be beneficially used by the Nations in a timely manner.
- The process for initiating and completing the feasibility study (both the land location analysis and the land use opportunity analysis), which may be conducted in phases, will commence within 60 days and be completed by June 30, 2003.



- The Province agrees to provide \$50,000 to the Nations towards the feasibility study costs within 60 days.
- The Province will work with the Nations, provide the cooperation of its agencies for information gathering.
- The Parties agree to target the completion of the land transfer between April 1, 2005 and April 30, 2005.

#### **SKILLS AND TRAINING LEGACY PROJECT**

- A Skills and Training Legacy Project (the Skills Legacy) will be created through the joint efforts of all parties to enhance training and capacity building for the Nations.
- The Province has agreed to contribute \$2.3 million over three years to establish the Skills Legacy.

#### **SQUAMISH AND LIL'WAT NAMING AND RECOGNITION PROJECT**

- The Province and the Nations understand the importance of "naming" and how it provides recognition and a sense of pride to the Nations in their territories while creating new cultural and tourism opportunities and, in this context, have agreed to initiate the Naming and Recognition Project.
- The Nations will work in partnership with the provincial and federal agencies responsible for education, culture and tourism to promote and maximize the benefit of this project.
- The investment will generate enhanced cultural recognition and tourism to the region which will benefit businesses who cater to these markets as well as bring in new revenue to the Province.
- The Province and the Nations have agreed to initiate a process to dual name places in the shared territory including the Callaghan Valley to include a name chosen by the Nations.
- The dual naming will be done in a manner taking into account the primary importance of using the Whistler "brand" name for international tourism promotion purposes.
- In addition, the Province has agreed to provide a \$200,000 contribution to the Nations within 60 days as seed monies towards the Naming and Recognition Project and a further \$300,000 to the Nations on June 30, 2003.
- The types of products and deliverables from the project may include, but are not limited to, the preparation of a map of the combined two territories with names and places identified by the Nations supported by descriptive stories, designs, legends or notes of interests, construction of signs, interpretative plaques and sites at particular points of interests throughout the territories of the Nations. Examples of where some of the products may be used include media kits for the Games, tourism packages (both domestic and international), and videos for use in schools, educational seminars and at the Cultural Centre.

#### **SQUAMISH AND LIL'WAT CULTURAL CENTRE**

- The provincial government has agreed to contribute \$3.0 million towards the construction of a proposed \$15 million Squamish and Lil'wat Cultural Centre (the Cultural Centre) to be located on a 3.9 acre parcel of leased lands in the Resort Municipality of Whistler. British Columbia also provided a favourable lease arrangement for the Cultural Centre.

- The Parties agree that there is a shortfall in contributions to allow the centre to be completed and open for the summer of 2004 and have agreed to work together to find additional contributions as a legacy under this agreement.
- The goal of the Parties is that the legacy contributions will allow the Centre to be completed and open for the summer of 2004.
- The Cultural Centre/tourist facility will showcase and celebrate the First Nation cultures - encouraging and fostering goodwill, understanding and appreciation.
- The Cultural Centre will also provide a Whistler base for outbound First Nation eco-cultural/tourism adventures that will add to the broader tourism pool of quality activities.

It has been agreed that the above four legacies and benefits will be implemented whether or not the Bid is successful.

The following five legacies and benefits will be implemented only if the Bid is successful, in which case the Bid Corporation will assign its rights and obligations under this Agreement to the OCOG. The obligations of the OCOG under this Agreement will require the prior approval of the IOC Executive Committee. In this Agreement, some of the rights and obligations of the Bid Corporation are referred to as rights and obligations of OCOG as if the assignment has already taken place.

#### **SHARED OWNERSHIP OF NEW ATHLETIC FACILITIES**

The Nations will be Members, with key stakeholders of a Legacies Society which will own, manage and operate the:

- Nordic Centre - World-class Nordic Centre in Callaghan Valley (estimated investment of \$102 million).
- Sliding Centre - Unique Bob/Luge attraction on Blackcomb Mountain (estimated investment of \$55 million).
- Athlete Centre - Development of accommodation for athletes to allow ongoing training and hosting of world cups with dedicated accommodation base (estimated investment of \$13 million).
- The ownership structure will be set up in a manner that individual members will not retain liability for the facilities.

The Nations Membership role in these facilities through the Legacies Society will support opportunities for Aboriginal athletes to train in world class sports facilities, with other world class athletes for world class events.

#### **ENDOWMENT FUND**

- A \$110 million endowment fund will be established by the Province and the Government of Canada to assist with the operation of the Nordic Centre, the Sliding Centre and a new speedskating oval pursuant to the Multiparty Agreement signed on November 14, 2002. The Nations as Members of the Legacies Society, which will own the Nordic Centre and the Sliding Centre facilities, will also indirectly benefit from the endowment fund established for these two facilities.

## **OLYMPIC LEGACY HOUSING FOR THE NATIONS**

- With the assistance of a \$60 million Olympic contribution, approximately 800 housing units will be developed as part of the two proposed Olympic Villages. The majority of these units will be for needed non-market housing for the communities of Vancouver and of Whistler.
- The Bid Corporation has agreed to contribute \$6.5 million towards needed housing for the Nations.
- The contribution will go first to the costs of the construction of 50 moveable houses (approximately 1,000 square feet each) as part of the Whistler Olympic Village.
- The houses will be constructed using good quality pre-fabricated housing material (possibly house logs), that meet national and provincial housing code standards.
- After the Games the houses will become the property of the Nations for their use and benefit and either moved or disposed of at the option of the Nations, with any proceeds going to the Nations to support housing requirements of the Nations.
- Neither the Province nor the Bid Corporation will fund costs associated with moving and/or infrastructure/servicing should the houses be moved. However, the Bid Corporation agrees to work with the Nations to assist them in their requests for financial assistance from Canada and/or other parties related to moving, infrastructure and servicing.

## **ECONOMIC OPPORTUNITIES**

- The Bid Corporation guarantees that there will be contracting opportunities for the Nations and gives it's assurance that significant contracts in the Callaghan Valley will be directly undertaken by the Nations.
- The procurement policy for the OCOG will be developed and approved by the OCOG Board of Directors (which will include at least one nominee from the Nations) and may contemplate joint ventures and other arrangements between the OCOG and its partner stakeholders, such as the Nations, to undertake construction and enhancement of Games venues.
- The type of contracting opportunities may include, but are not limited to, such projects as trail clearing, trail legacy construction, environmental works to mitigate or avoid negative impacts, processing of timber on site, supplying and/or constructing pre-fab or log homes for the Village, supplying material and/or construction of the day lodge, replanting (including silviculture) and site restoration, pursuant to the OCOG procurement policy.

## **ABORIGINAL YOUTH SPORTS LEGACY**

- An Aboriginal youth sports legacy endowment fund will be created for the use of all Aboriginal youth in British Columbia in pursuing excellence in sports.
- The Province will contribute \$3 million towards the establishment of this fund before April 30, 2005, but not before April 1, 2005.
- The Province, the Bid Corporation and the Nations will approach Canada for matching funds which would allow the fund to be available to Aboriginal youth across Canada.

**OTHER ISSUES**

- The Province will seek to resolve a separate agreement with the Nations in respect of other issues such as the Sea to Sky Highway upgrades and in respect of participation in the Sea to Sky LRMP.
- The Nations participation in the Bid process has been supported and endorsed by the National Assembly of First Nations and British Columbia's First Nation Summit. The Nations will seek to resolve separate support and endorsement with other First Nations, organizations and communities.

**Callaghan Valley**

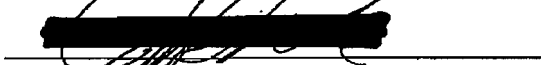
- In the Callaghan Valley the Parties recognize the current conflicting development pressures in the Valley, including the proposal for the Nordic Centre for the 2010 Vancouver Bid.
- The Province and the Nations have agreed to strengthen their current working relationship in this area.
- The Parties agree to work in a co-operative manner that respects the Nations' rights, interests and sensitive sites in the Valley.
- The Province will provide funding through planning processes for the Nations to further assess their interests in the Callaghan Valley.
- The Parties recognize the need for an enhanced management framework for the Callaghan Valley and will work together to determine both the issues for consideration and the structure of an appropriate body to accomplish this task.

Approved and agreed this 22nd day of November, 2002 by:

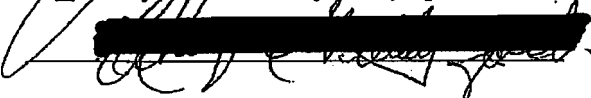
The Honourable Gordon Campbell, Premier of British Columbia




Jack W. Poole, Chairman and Chief Executive Officer, Vancouver 2010 Bid Corporation



KáKela Styám, Chief Gibby Jacob, Squamish Nation



Lapaolo, Chief Allen Stager, Lil'wat Nation



## **Memorandum Of Understanding**

**RESPECTING A COOPERATIVE WORKING RELATIONSHIP TOWARDS 2010  
OLYMPIC WINTER GAMES AND WINTER PARALYMPIC GAMES  
PARTICIPATION AND LEGACIES**

**BETWEEN**

**TSLEIL-WAUTUTH NATION**  
*As represented by Burrard Indian Band Council*

**AND**

**THE VANCOUVER 2010 BID CORPORATION**  
*As represented by the Chief Executive Officer*

**Collectively referred to as the "Parties"**

**WHEREAS:**

1. The Tsleil-Waututh Nation ("Tsleil-Waututh") - whose Halq'emeylem name is "The People of the Inlet" - have lived on the land and plied the waters of their traditional territory since time out of mind.
2. The Vancouver 2010 Bid Corporation ("Bid Corp") and its partners are responsible for preparing and submitting to the International Olympic Committee (the "IOC") a Candidature File in support of Vancouver's selection as host city for the 2010 Olympic Winter Games and Paralympic Winter (the "Games") in the Vancouver and Whistler areas.
3. The Games, if awarded, will be held within the traditional territories of the Lil'wat, the Musqueam, the Squamish and the Tsleil-Waututh First Nations (the "Host" Nations).
4. The IOC will decide and announce the host city for the 2010 Games on July 2, 2003 in Prague, Czech Republic.
5. The Bid Corp will be dissolved as quickly as possible following the IOC's announcement and, should Vancouver be successful in winning the right to host the 2010 Games, a new corporation, the Organizing Committee for the Olympic Games (the OCOG), will be set up to prepare for and to operate the Games.
6. The Parties wish to establish an understanding for a productive working

---

relationship that can be recommended to the OCOG to address issues in a mutually satisfactory manner concerning the Tseil-Waututh Nation's ongoing support, participation and legacy benefits related to the Games.

**NOW THEREFORE THE PARTIES AGREE AS FOLLOWS:**

**1. OBJECTIVES OF THE MEMORANDUM**

The objectives of this memorandum are as follows:

- (1) To establish between the Bid Corp and Tseil-Waututh an understanding for a productive working relationship that can be recommended for adoption by the OCOG;
- (2) To identify a list of potential legacies and benefits (the "legacy benefits") that the Tseil-Waututh are interested in pursuing; and
- (3) To establish an understanding on how the OCOG and the Tseil-Waututh could work together in a mutually satisfactory manner to facilitate Tseil-Waututh's support and participation and to realize beneficial legacies through the Games for the Tseil-Waututh.

**2. WORKING RELATIONSHIP**

The Parties agree to use best efforts and cooperation in establishing a productive working relationship.

**3. PARTICIPATION AND SUPPORT**

The Parties will recommend to the OCOG that it adopt a policy that Tseil-Waututh will be entitled, upon Tseil-Waututh's request, to appoint at least one representative to any advisory committee or work groups established by the OCOG and that Tseil-Waututh will be invited to provide input into the development of the OCOG's cultural plan, procurement policy and participation policy.

Tseil-Waututh agrees to support the Bid Corporation's efforts to be awarded the Games and the OCOG's efforts to prepare for and to host the Games.

**4. PROTOCOL AND ACCREDITATION**

The Parties will recommend to the OCOG that it adopt a policy that it will consult with the Tseil-Waututh in developing a policy on ceremonial procedures, protocol and accreditation (the "protocol policies").

---

The Parties will recommend to the OCOG that it seek approval from Tseil-Waututh for those parts of the protocol policies that are relevant to the Tseil-Waututh.

The Parties will recommend to the OCOG that it ensures that the Band Council of the Tseil-Waututh is provided the opportunity to purchase event tickets at face value plus applicable surcharges at the Band Council's own expense in priority to retail sales.

The Parties will recommend to the OCOG that at the Games the OCOG will treat representatives and guests of the Tseil-Waututh in a manner befitting their office and on a basis no less favourable than comparable representatives of other levels of government.

The Parties will recommend to the OCOG that, subject to the Olympic Charter, the Host City Contract and the IOC Accreditation Guide, the OCOG will agree to provide appropriate accreditation to all persons identified by Tseil-Waututh as belonging to one of the following categories:

- (1) The Chief and a guest;
- (2) Members of the Tseil-Wautuths' Council and a guest;
- (3) A limited number of Tseil-Waututh officials; and
- (4) A limited number of persons with an interest in amateur sport whom it is in the interest of the Tseil-Waututh to invite to the Games.

#### 5. "HOST" NATIONS PARTICIPATION

Tseil-Waututh agrees to participate in the development and operation of a Host Nations' secretariat/committee (name, structure and funding yet to be determined) in which each Host Nation will, for the purpose of preparing for and hosting the Games, work cooperatively together with each other and the OCOG to ensure a successful Games.

#### 6. POTENTIAL LEGACIES

Following is a list of potential legacies and benefits identified by Tseil-Waututh as areas of interest and projects the Nation would like to pursue, and would like Bid Corp and OCOG to help them achieve:

- (1) Opportunities for venue construction and road building;
- (2) Opportunities for additional housing;
- (3) Opportunities for cultural interpretation and communication;
- (4) Opportunities to provide a service facility at Vancouver Athlete's Village;
- (5) Opportunities to establish a Heritage Interpretation Centre within an expanded Vancouver Convention and Exhibition Centre (Canada Place);

3

- (6) Opportunities to expand the Tseil-Waututh Takaya Tours enterprise; and,
- (7) Opportunities to expand the Inlawatash Lands/Indian River Valley eco-tourism and eco-forestry developments.

The Parties will recommend to the OCOG that, where possible, it work with the Tseil-Waututh to assist the Nation in obtaining legacies and benefits related to preparing for and hosting the Games by facilitating Introductions with relevant parties and interests, helping to set up meetings and, where appropriate, offering support.

7. TERM OF THE MEMORANDUM OF UNDERSTANDING

The term of this Memorandum of Understanding ("MOU") shall be from the date of signing until the date when the members of Bid Corp authorize an application for dissolution of the Corporation, expected to be in the 1<sup>st</sup> quarter of 2004.

The MOU can be terminated by either party on 30 days written notice to the other party.

8. GENERAL PROVISIONS

It is not intended that this document create a legal obligation between the Bid Corp and the Tseil-Waututh.

None of the provisions in this document are intended to imply or to expressly make a commitment that either the Bid Corp or the OCOG will fund Tseil-Waututh for its participation or for the implementation of any of the list of potential legacy benefits.

This document will not abrogate or derogate from any existing aboriginal rights and titles of the Tseil-Waututh.

**IN WITNESS WHEREOF** the Parties have executed this Memorandum of Understanding this 7 day of July, 2003.

**SIGNED** on behalf of the  
Tseil-Waututh Nation

**SIGNED** on behalf of the  
Vancouver 2010 Bid Corporation

  
Chief Maureen Thomas

  
Jack Poole, Chairman and  
Chief Executive Officer

*witness*  
  
PAUL MANNING  
PRAQUE



## Appendix E FHFN Protocol

### FOUR HOST NATIONS PROTOCOL AGREEMENT

November 24, 2004



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation

**BETWEEN:** (In alphabetical order)

**LIL'WAT NATION** (also known as the Mount Currie Indian Band) as represented by its Council

(the "Lil'wat Nation")

**MUSQUEAM FIRST NATION** (also known as the Musqueam Indian Band) as represented by its Council

(the "Musqueam First Nation")

**SQUAMISH NATION** (also known as the Squamish Indian Band) as represented by its Council

(the "Squamish Nation")

**TSLEIL-WAUTUTH NATION** (also known as the Burrard Indian Band) as represented by its Council

(the "Tsleil-Waututh Nation")

(collectively the "Parties")

**WHEREAS:**

- A. The Parties have co-existed peacefully and respectfully as neighbours for centuries;
- B. The Parties have used and occupied the lands and waters that constitute their respective traditional territories since time immemorial;
- C. Each Party has used portions of their traditional territories jointly with one or more of the other Parties since time immemorial;
- D. With the support and participation of the Parties, along with other partners, the Vancouver 2010 Bid Corporation (the "Bid Corporation") was successful in winning the right to host the 2010 Winter Olympic and Paralympic Games (the "Games") in Vancouver and Whistler to be held in 2010;
- E. The Games are to take place in the traditional territories of the Parties;
- F. Prior to the announcement of the winning bid in Prague on July 2, 2003, the Parties negotiated with the Bid Corporation (the Shared Legacies Agreement (SLA) between the Bid Corporation, the province and the Squamish and Lil'wat Nations, and Memorandums of Understanding (MOU's) between the Bid Corporation and each of the Musqueam Nation and Tsleil-Waututh Nation) referred to as the "commitments" for ongoing involvement in the Games;

## FOUR HOST NATIONS PROTOCOL AGREEMENT



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation

- G. In September 2003 the Bid Corporation dissolved and the Vancouver Organizing Committee for the Games ("VANOC") was established and is responsible, together with its partners, for hosting the Games;
- H. The Parties wish to establish a positive and mutually beneficial partnership with VANOC and its partners to participate meaningfully in the planning, staging and hosting of the Games;
- I. The Parties agree to work in a cooperative and mutually supportive manner in order to participate fully in the Games and to take advantage of the social, sport, cultural and economic opportunities and legacies that will arise as a result of the Games;
- J. The Parties have agreed to enter into a Protocol Agreement (the "Agreement") which will formally establish their desire to work cooperatively together and with VANOC on initiatives related to the Games;
- K. Nothing in this Agreement should be construed as derogating or abrogating from any of the Parties' Aboriginal rights or title interests, or any treaty rights.
- L. Nothing in this Agreement supersedes any of the laws, regulations or policies of British Columbia or Canada.

**NOW THEREFORE** the Parties agree as follows:

1. **Purpose of the Agreement**

- 1.1 The Parties agree to pursue a common approach to maximizing the involvement of their communities in the Games and create an environment of respect, cooperation, and mutual recognition amongst the Parties.
- 1.2 The Parties agree to cooperate as Host Nations to the Games (the "Four Host Nations").
- 1.3 The Parties agree to welcome the world to their shared traditional territories as "Host" Nations.
- 1.4 The Parties agree to promote the rich cultural and historical traditions of their communities.
- 1.5 The Parties agree to show visitors to the Games that the Nations have a positive vision for their future and welcome business opportunities from around the world.

## FOUR HOST NATIONS PROTOCOL AGREEMENT



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation

- 1.6 The Parties recognize and agree that their individual Nations may have different Interests for involvement in the Games and that through understanding of these interests and cooperation, there are many ways to share in the substantial benefits that can accrue to the Four Host Nations, both collectively and individually.
  - 1.7 The Parties agree to express their mutual respect for each other's historic presence in the region and to permit the Parties to obtain a better understanding of each other's communities.
  - 1.8 The Parties encourage each Host Nation to individually, or in combination with other Host Nations, pursue ventures related to the Games without fear or concern of interference from any of the other Parties to this Agreement.
  - 1.9 The Parties agree that this Agreement will be the source agreement for future protocols and agreements amongst the Parties relating to all aspects of the Four Host Nations involvement in the projects and activities directly and indirectly relating to the Games.
- 2. Four Host Nation Board and Secretariat**
- 2.1 The Parties agree to establish a Four Host Nations Board (the "Board").
  - 2.2 The Parties agree to design and establish a Four Host Nations Secretariat (the "Secretariat").
  - 2.3 Each of the Parties agrees to appoint two representatives to the Board (the "Board Members").
  - 2.4 The Board Members will be appointed, and a mandate provided, through a Band Council Resolution from each of the respective Councils of the Parties.
  - 2.5 The Board will identify a Chair, or a process for selecting a Chair, or Co-Chair as the case may be, for each Board meeting, which could include the concept of rotating Chairs.
  - 2.6 The Board will meet on a regular basis, to be determined by the Board.
  - 2.7 Decisions of the Board will be made by motion/resolution of the Board Members.
  - 2.8 The Board may seek technical assistance on any issue.

## FOUR HOST NATIONS PROTOCOL AGREEMENT



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation

- 2.9 The Board may delegate or assign to the Secretariat specific tasks.
- 2.10 The Secretariat's role is to perform tasks delegated or assigned by the Board and to coordinate and provide administrative support for the Board and will act as a central point of contact of the Board for other entities.
- 2.11 The Board may choose to establish an "acting" Executive Director of the Secretariat and temporary staff as required to assist the Board in developing the design, function and funding of the Secretariat;

### 3. List of Tasks

- 3.1 The Board will establish and prioritize an initial list of tasks which is attached as Schedule A to this Agreement.
- 3.2 The Board may agree to amend this list at any time.
- 3.3 The Board may designate one of the Board Members, or if agreed by all Board Members, one of the Parties or the Secretariat to undertake specified follow-up on a task.

### 4. Funding and Costs

- 4.1 The Parties agree to work together to secure funding for this initiative to establish a Board of Directors of the Four Host First Nations, and to design and establish a Four Host Nations 2010 Secretariat, independent of the general funds of any of the Nations.
- 4.2 The Board will determine the allocation of any funds obtained for, or on behalf of, the Four Host Nations pursuant to this Agreement.
- 4.3 The Parties agree that, the benefits arising from this agreement will be shared equally among the Parties, unless otherwise agreed, or having resulted from agreements/commitments entered into previously by the Nations.

### 5. Information Sharing

- 5.1 The Parties will share written and other information bearing on any issue being discussed by the Board.

### 6. Communications and Confidentiality

- 6.1 All matters being dealt with by the Board are to be treated as confidential until such time as the Board declares otherwise.

## FOUR HOST NATIONS PROTOCOL AGREEMENT



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation

6.2 The Parties may, by mutual agreement, release information to the public at any time.

6.3 Positions taken jointly by the Parties will be made public on letterhead containing the Parties logo and authorized by a person designated by the Board.

### 7. Term of the Agreement

7.1 This agreement shall be in effect through to the end of the 2010 Olympic and Paralympic Games.

### 8. Dispute Resolutions

8.1 The Parties will use their best efforts to resolve all disputes between them by direct discussions prior to referring matters to dispute resolution.

8.2 Should an impasse be reached on any issue, the Parties will endeavor to pursue an agreed form of dispute resolution so that action might be taken on that issue.

8.3 The dispute resolution referred to in section 8.2 will be established by consensus and may include reference to a body of Elders, conciliation or mediation.

8.4 Nothing in this Agreement will prevent the Parties from dealing with other issues while an issue is being addressed in the dispute resolution process.

8.5 Should one of the Parties, having exhausted all of the dispute resolution mechanisms listed above, decide to terminate their participation in the Agreement, that Party undertakes not to interfere with the remaining Parties continued participation and involvement in 2010 projects or activities.

### 9. Interpretation of this Agreement

9.1 Nothing in this Agreement will be interpreted as creating, recognizing or denying any rights.

9.2 Nothing in this Agreement will abrogate or derogate from any right or claim that either Party may have in relation to its respective aboriginal rights or title, or reserve based rights.

### 10. Amendments

10.1 Except as otherwise provided, this Agreement may only be amended by agreement in writing by the Parties.

## FOUR HOST NATIONS PROTOCOL AGREEMENT



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation

### 11. General

11.1 Nothing in this Agreement shall be construed as creating a partnership, joint venture or other legal entity of any kind, or as imposing upon either Party any duty, obligation or liability as a partner or joint venture. Neither Party shall have the ability to bind the other Party as agent or otherwise.

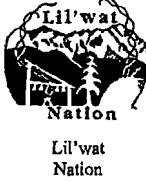
11.2 This Agreement shall inure to the benefit of and shall be binding upon the Parties hereto and their respective successors and permitted assignees.

11.3 Any notice, direction, payment or any or all material that either Party may be required or desire to give or deliver to the other Party shall be in writing and shall be given by personal delivery, by facsimile, by mailing or by courier, in each case addressed to the intended recipient as follows (in alphabetical order):

- (a) **To the Lil'wat Nation**  
Chief Leonard Andrew  
Lil'wat Nation  
P.O. Box 602  
Mount Currie, BC V0N 2K0  
Phone: 604-894-6115  
Facsimile: 604-894-6841
- (b) **To the Musqueam Nation**  
Chief Ernest Campbell  
Musqueam Nation  
6735 Salish Drive  
Vancouver, BC V6N 4C4  
Phone: 604-263-3261  
Facsimile: 604-263-4212
- (c) **To the Squamish Nation**  
Chief Gibby Jacob  
Squamish Nation  
320 Seymour Blvd.  
North Vancouver, BC V7J 2J3  
Phone: 604-980-4553  
Facsimile: 604-980-9601
- (d) **To the Tsleil-Waututh Nation**  
Chief Maureen Thomas  
Tsleil-Waututh Nation  
3075 Takaya Drive  
North Vancouver, BC V7H 2V6  
Phone: 604-929-3454  
Facsimile: 604-929-4714


or such other address or addresses as a Party may, from time to time, designate in writing.

**FOUR HOST NATIONS  
PROTOCOL AGREEMENT**




IN WITNESS WHEREOF the Parties hereto have executed this Agreement as of the 24 day of *November*, 2004.

**LIL'WAT NATION**  
(also known as the Mount Currie Indian Band)

Per:   
**CHIEF LEONARD ANDREW**, for and on behalf of the Lil'wat Nation as represented by its Council



**MUSQUEAM NATION**  
(also known as the Musqueam Indian Band)

Per:   
**CHIEF ERNEST CAMPBELL**, for and on behalf of the Musqueam Nation as represented by its Council




**SQUAMISH NATION**  
(also known as the Squamish Indian Band)

Per:   
**CHIEF GIBBY JACOBS**, *Kakeltn siyam*, for and on behalf of the Squamish Nation as represented by its Council



**TSLEIL-WAUTUTH NATION**  
(also known as the Burrard Indian Band)

Per:   
**CHIEF MAUREEN THOMAS**, for and on behalf of the Tsleil-Waututh Nation as represented by its Council

## FOUR HOST NATIONS PROTOCOL AGREEMENT

### Schedule A

Among the tasks and responsibilities that the Board, with the support of the respective member Councils, may choose to delegate to the interim or permanent Secretariat are, but not limited to the following:

- (a) establish a Secretariat Office;
- (b) draft a plan for the structure and make-up of the Secretariat;
- (c) develop and establish strong planning and operating guiding principles;
- (d) provide an immediate platform for the Nations to start planning for their participation in the Games.
- (e) help to identify and secure human and funding resources;
- (f) develop an operating plan for the first 12 months;
- (g) develop a longer term business plan through the 2010 Games;
- (h) share information and raise and discuss issues of mutual concern;
- (i) represent the Nations in dealing with VANOC to the extent of the mandate provided to the Secretariat by the Board;
- (j) providing assistance to the Board in a draft Protocol Agreement between the Four Host Nations and VANOC;
- (k) develop a solid working relationship between VANOC and the Four Host Nations;
- (l) participate in VANOC activities and working groups;
- (m) monitor developments and obtain information related to the Games;
- (n) participate in the discussions regarding procurement opportunities for the Games;
- (o) participate in discussions and policies on ceremonial procedures, protocol and accreditation for the Games;
- (p) communicate and liaise with other First Nations, Metis, and Inuit organizations on matters relating to activities of the Board and Secretariat;



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation

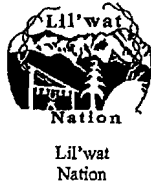


Tseil-Wautuh  
Nation



## FOUR HOST NATIONS PROTOCOL AGREEMENT

### Schedule A Continued



- (q) communicate and liaise with various governments, including municipal governments, on matters within the mandate of the Secretariat;
- (r) provide ongoing reports to the respective Councils of the Four Host Nations about the Games and seek instructions from Councils where necessary;
- (s) provide reports and presentations to the members of the Four Host Nations when requested by respective Councils;
- (t) make recommendations to the respective Councils of the Four Host Nations as to how the Nations may participate in the development of the Games in a manner that maximizes the economic, political and cultural benefits from the Games;
- (u) work to ensure the Aboriginal youth are provided with more opportunities and a greater capacity to participate in sports; and
- (v) develop a coordination and communication plan/process between the Four Host Nations.



# STATEMENT OF PRINCIPLES

A PROTOCOL GOVERNING THE RELATIONSHIP

BETWEEN

THE VANCOUVER ORGANIZING COMMITTEE FOR THE  
2010 OLYMPIC AND PARALYMPIC WINTER GAMES

AND

THE FOUR HOST FIRST NATIONS

AND

THE FOUR HOST FIRST NATIONS SOCIETY



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation



# STATEMENT OF PRINCIPLES

A PROTOCOL GOVERNING THE RELATIONSHIP

BETWEEN

THE VANCOUVER ORGANIZING COMMITTEE FOR THE  
2010 OLYMPIC AND PARALYMPIC WINTER GAMES

AND

THE FOUR HOST FIRST NATIONS

AND

THE FOUR HOST FIRST NATIONS SOCIETY

- A. WHEREAS the predecessor to the Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games ("VANOC"), the Vancouver 2010 Bid Corporation ("Bid Corp"), with the assistance and support of the Lil'wat, Musqueam, Squamish and Tseil-Waututh First Nations (the "Four Host First Nations" or "FHFNs"), won on July 2<sup>nd</sup>, 2003 from the International Olympic Committee ("IOC") the right to host the XXI Olympic and X Paralympic Winter Games (the "Games") in the Vancouver and Whistler areas of British Columbia, Canada, subject to the Host City Contract (the "Host City Contract") signed on July 2<sup>nd</sup>, 2003 among the IOC, the City of Vancouver, the Canadian Olympic Committee and VANOC, and



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



- B. WHEREAS VANOC and the Four Host First Nations recognize and respect the fact that the 2010 Games will be held within the asserted traditional and shared traditional territories of the Lil'wat, Musqueam, Squamish and Tseil-Waututh First Nations who have co-existed peacefully and respectfully as neighbours for centuries and have used and occupied the lands and waters that constitute their respective traditional territories since time immemorial, and
- C. WHEREAS the Four Host First Nations have consistently expressed their individual and collective intention to work cooperatively together, and with VANOC and its partners, to ensure that the 2010 Games are a success, and
- D. WHEREAS VANOC and the Four Host First Nations together have also affirmed their commitment to ensure that all of the Four Host First Nation communities benefit from their support and participation in the 2010 Games, and
- E. WHEREAS on November 24, 2004, the Four Host First Nations signed the historic Four Host Nations Protocol Agreement to formally declare their commitment to work cooperatively together and with VANOC on initiatives related to the Games, and
- F. WHEREAS, in pursuit of that goal, the Four Host First Nations have established:
- the Four Host First Nations Society (the "Society"), the Board (the "Board") which is appointed by the Four Host First Nations; and,
  - a Four Host First Nations Secretariat (the "FHFN Secretariat") which will report to and be managed by the Board, and
- G. WHEREAS VANOC, the Four Host First Nations, and the Society (the "Parties") now have identified the following set of principles and commitments that are intended to guide the relationship between them regarding the Games,



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



- H. This PROTOCOL outlines how the Four Host First Nations, the Society and VANOC will work together to establish a positive and mutually beneficial working relationship to enable the Four Host First Nations to participate meaningfully in the planning, staging and hosting of the Games.

#### **ROLES AND RESPONSIBILITIES:**

The Parties acknowledge that VANOC is charged with the overall responsibility for planning, organizing, financing and staging the Games.

The Parties acknowledge that VANOC welcomes the full participation of the Four Host First Nations in the planning, staging and hosting of the Games.

The Parties agree that the FHFN Secretariat will be the focal point and point of contact for VANOC and its partners to coordinate the Four Host First Nations participation in the Games.

Accordingly, the Parties agree to work together according to the following set of principles and commitments:

#### **1. VANOC:**

- 1.1 VANOC has the responsibility of planning, organizing, financing and staging the 2010 Games.
- 1.2 VANOC recognizes that the Aboriginal peoples of British Columbia and Canada have a distinct legal, historical and cultural status, and with the assistance of its partners and within its mandate VANOC is committed to working with these Aboriginal peoples.
- 1.3 VANOC recognizes that the Games will be held within the asserted traditional and shared traditional territories of the Four Host First Nations and desires to build on the positive working relationship that has been established between the Parties.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



**1.4 VANOC will:**

- a) Assist the FHFN Secretariat's participation in the Games organizing process by providing access to relevant, non-confidential information and by inviting the FHFN Secretariat's input into relevant planning groups;
- b) Seek the counsel of the FHFN Secretariat to ensure that the Games will honour, where appropriate, the unique characteristics, values and goals of the Four Host First Nations, consistent with VANOC's own values and guiding principles;
- c) Recognize the need for, and use its best efforts to assist, the FHFN Secretariat to secure the necessary resources for the Four Host First Nations to fulfill their role as Host Nations; and,
- d) Recognize the Four Host First Nations role in the organizing process.

**1.5 Recognizing and respecting the Shared Legacy Agreement with Squamish and Lli'wat, the Memorandum of Understanding with the Musqueam and the Memorandum of Understanding with the Tseil-Waututh entered into by the 2010 Bid Corporation with these Nations, and recognizing and respecting the November 2002 Multi-Party Agreement (MPA) entered into by the VANOC partners, and subject to the Host City Contract, the Olympic Charter and the IOC Accreditation Guide:**

- a) VANOC agrees to treat representatives and guests of the Four Host First Nations in a manner befitting their office and on a basis no less favourable than comparable representatives of the other levels of government at the Games, and
- b) VANOC agrees to use reasonable efforts to provide appropriate accreditation to all persons identified by each of the Four Host First Nations as belonging to one of the following categories:
  - i) The Chief and a guest;



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



- ii) Members of each Nation's Council and a guest;
  - iii) A limited number of officials from each Nation;
  - iv) A limited number of persons with an interest in amateur sport, particularly youth, whom it is in the interest of the Nations to invite to the Games.
- c) VANOC agrees to use its reasonable efforts to ensure the Band Councils of each of the Four Host First Nations are provided the opportunity to purchase event tickets at face value plus applicable surcharges at each Band Council's own expense in priority to retail sales.

## 2. THE BOARD AND FHFN SECRETARIAT

- 2.1 Each of the Four Host First Nations will appoint two members to the Board by way of Band Council Resolution.
- 2.2 The Board, on behalf of the Society, will provide the FHFN Secretariat with its mandate.
- 2.3 The FHFN Secretariat will act as the Board's central point of contact, and will perform tasks assigned by the Board.
- 2.4 The FHFN Secretariat will act as the focal point for VANOC, and will assist VANOC and its partners to manage VANOC's relationships with the Four Host First Nations.
- 2.5 The Four Host First Nations, through the FHFN Secretariat, are responsible for representing their respective communities and their communities' involvement in assisting VANOC in the planning, staging and hosting of the Games.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation



**2.6 The FHFN Secretariat will:**

- a) Assist VANOC in its efforts to develop a strong and positive relationship with the Four Host First Nations;
- b) Coordinate the Four Host First Nations participation in VANOC's planning groups on relevant issues;
- c) In consultation with the Board, provide VANOC with its perspective on the work and recommendations of these planning groups;
- d) Function as a single voice for the Four Host First Nations in regard to all aspects of VANOC's efforts to plan and host the Games;
- e) Work with VANOC to coordinate the Four Host First Nations participation in major events and international visits; and,
- f) Assist VANOC to be aware of the Nations' views on any Aboriginal rights and title issues the Four Host First Nations may have with federal, provincial or local governments that may affect or impact upon the Games.

**2.7 The FHFN Secretariat will work to ensure that the Four Host First Nations:**

- a) Take advantage of the economic, social and cultural benefits available to them arising from the Games;
- b) Assume a position of leadership in relation to the interests of the Four Host First Nations;
- c) Raise public awareness in Canada and internationally about the presence of the Four Host First Nations in areas designated for Olympic and Paralympic activities; and



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsilil-Wautulh  
Nation





- d) Conduct and present themselves in a manner that is consistent with VANOC's obligations under the Marketing Plan Agreement with the IOC and consistent with the objectives of the Marketing Plan, specifically meaning that the Four Host First Nations will not develop, nor encourage or condone others within their control to develop, an Olympic-related marketing, sponsorship or communication program without the prior review and approval of VANOC to ensure it is consistent with the VANOC Marketing Plan.

2.8 The Parties agree to organize their planning efforts around a functional model to be jointly developed by the FHFN Secretariat and VANOC.

### 3. SUPPORT AND RESPECT

- 3.1 The Parties are committed to working together as partners towards a relationship based on mutual trust and respect.
- 3.2 The Parties are committed to using best efforts and cooperation to ensure successful Games.
- 3.3 The Parties wish to ensure that the protocols and traditions of the Four Host First Nations and other partners are observed and respected throughout the planning, staging and hosting of the Games.
- 3.4 The Parties are committed to making the Games a matter of pride to all Canadians and a credit to the Parties and will:
- a) Strive for excellence in all aspects of the Games;
  - b) Be ethical, honest and act with integrity; and,
  - c) Work cooperatively and respectfully with all parties associated with the Games.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



#### 4. COMMUNICATIONS

- 4.1 The Parties are committed to listening and communicating with each other about events, issues and other matters of mutual interest regarding the Games.
- 4.2 The Parties will seek to cooperate on all public communications, media events and/or press releases regarding relevant issues between the Parties regarding the Games.

#### 5. PARTICIPATION AND SUSTAINABILITY

- 5.1 The Parties will collaborate on strategies that will bring meaningful opportunities related to the Games for the Four Host First Nations.
- 5.2 The strategies for meaningful opportunities for the Four Host First Nations may be achieved through partnerships with VANOC and/or its member partners and will focus towards the following goals:
  - a) Increased showcasing of art, language, traditions, history and culture (while fully respecting the intellectual property rights of the First Nations involved);
  - b) Unprecedented participation in the hosting of the Games;
  - c) Environmentally sustainable development through participation;
  - d) Increased skills development and training related to the Games;
  - e) Lasting social, cultural and economic opportunities and benefits;
  - f) Direct and indirect employment opportunities;
  - g) Improved health, education and the strengthening of the Four Host First Nations' communities through sport, economic and cultural development; and,



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Wautuh  
Nation



h) A youth sport legacy.

5.3 The strategies should include, but not be limited to, opportunities for participation in the following specific areas:

- a) Arts Festivals and Events;
- b) Medal Ceremonies;
- c) Opening/Closing Ceremonies;
- d) Youth and Education Programs;
- e) Employment and Training Initiatives;
- f) Marketing;
- g) Procurement;
- h) Security;
- i) Volunteer Programs;
- j) Hospitality; and,
- k) Cultural

5.4 The level of participation of the Four Host First Nations in the Games will be monitored, and jointly evaluated by the Parties on an annual basis, to ensure that the principles and commitments outlined herein are being implemented. The evaluation and monitoring processes will be jointly established by the Parties.

## 6. INCLUSIVITY

6.1 The Four Host First Nations and the Society will work with VANOC and its partners to support other First Nations, Métis and Inuit peoples of Canada to participate in the Games.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsilil-Waututh  
Nation



- 6.2 The Four Host First Nations and the Society in coordination with VANOC and its partners, will communicate with other First Nations, Métis and Inuit peoples and organizations.

## 7. FUNDING

- 7.1 The Four Host First Nations and the Society acknowledge the importance of being accountable and transparent to each of the Nations and the Four Host First Nations, their respective funding agencies and VANOC.
- 7.2 VANOC acknowledges that, unlike VANOC's other 2010 Partners, the Four Host First Nations do not have revenue sources to assist the Four Host First Nations' and Society's efforts to play their full role in participating in the Games and that funding from governments will be critical to the Four Host First Nations' ability to meet their goals.
- 7.3 VANOC agrees to support the FHFN Secretariat in its efforts to secure adequate financial and other resources necessary to permit the Four Host First Nations to play their full role in support of the planning, staging and hosting of the Games.

## 8. DISPUTE RESOLUTION:

- 8.1 The Parties will use their best efforts to resolve all disputes between them by direct discussions prior to referring matters to dispute resolution.
- 8.2 Should an impasse be reached on any issue, the Parties will endeavour to pursue an agreed form of dispute resolution so that action might be taken on that issue.
- 8.3 The dispute resolution referred to in section 8.2 will be established by a consensus and may include reference to a body of Elders, conciliation or mediation.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tseil-Waututh  
Nation



- 8.4 Nothing in this Protocol will prevent the Parties from dealing with other issues while an issue is being addressed in the dispute resolution process.
- 8.5 As agreed in the Four Host First Nations Protocol, should one of the Host First Nations, having exhausted all of the dispute resolution mechanisms listed above, decide to terminate their participation in the FHFN Secretariat and/or the Games, that First Nation undertakes not to interfere with the remaining Host First Nations' continued participation and involvement in 2010 projects or activities.

## 9. LEGAL OBLIGATIONS

- 9.1 This document does not create a legal obligation between VANOC and the Four Host First Nations or the Society, but does create expectations for best efforts by all Parties.
- 9.2 None of the provisions in this document are intended to imply or to expressly make a commitment that VANOC is obliged to provide funds to the Four Host First Nations or the Society for their participation in this relationship.
- 9.3 Nothing in this Protocol will abrogate or derogate from any right or claim that the Four Host First Nations may have in relation to their respective aboriginal rights or title, or reserve based rights.
- 9.4 Except as otherwise provided, this Protocol may only be amended by agreement in writing by the Parties to this document.
- 9.5 This Protocol shall be in effect through the completion of the 2010 Olympic and Paralympic Winter Games.



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation




Tseil-Wautuh  
Nation




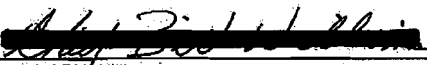
**THIS PROTOCOL IS SIGNED AND WITNESSED** on the 30<sup>th</sup> day of November, 2005 at the Tsleil-Waututh Community Centre, North Vancouver, B.C.

**Signed by:**

  
\_\_\_\_\_  
Jack Poole  
Chairman, Board of Directors  
VANOC

  
\_\_\_\_\_  
Chief Leonard Andrew  
Lil'wat Nation

  
\_\_\_\_\_  
Chief Ernest Campbell  
Musqueam Nation

  
\_\_\_\_\_  
Chief Bill Williams  
Squamish Nation

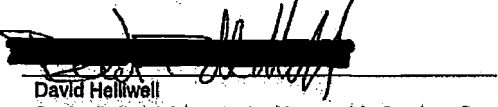
  
\_\_\_\_\_  
Chief Leah George-Wilson  
Tsleil-Waututh Nation

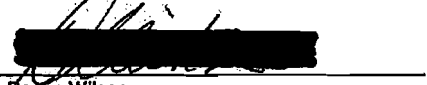
  
\_\_\_\_\_  
Four Host First Nations Society

**Witnessed by:**

  
\_\_\_\_\_  
The Honourable Tom Christensen  
Minister of Aboriginal Relations and Reconciliation

  
\_\_\_\_\_  
Grand Chief Ed John  
First Nations Summit

  
\_\_\_\_\_  
David Hellwell  
Senior Policy Advisor to the Honourable Stephen Owen  
Minister of Western Economic  
Diversification and Minister of State (Sport)

  
\_\_\_\_\_  
Donna Wilson  
Senior Vice President, Human Resources  
VANOC

  
\_\_\_\_\_  
Leonard George  
Tsleil-Waututh Nation

  
\_\_\_\_\_  
Tewanee Joseph  
Interim Executive Director  
Four Host First Nations Secretariat



Lil'wat  
Nation



Musqueam  
Nation



Squamish  
Nation



Tsleil-Waututh  
Nation

## Appendix G FHFNS Chiefs, Board Members & Staff (2007)

<b>FHFN Chiefs Committee</b>
Chief Leonard Andrew, Lil'wat Nation Chief Ernest Campbell, Musqueam Nation Chief Bill Williams, Squamish Nation Chief Leah George, Wilson, Tsleil-Waututh Nation
<b>The FHFN Society Board of Directors</b>
Ruth Dick, Lil'wat Nation Connie Wilson, Lil'wat Nation Chief Ernie Campbell, Musqueam Nation Alison Fisher, Musqueam Nation Chief Bill Williams, Squamish Nation Julie Baker, Squamish Nation Chief Leah George-Wilson, Tsleil-Waututh Nation Leonard George, Tsleil-Waututh Nation
<b>The FHFN Society Staff</b>
Tewanee Joseph, Executive Director and CEO Paul Manning, Senior Consultant & Acting Project Manager, FHFN 2010 Aboriginal Trade Pavilion Lea Mackenzie, Acting Director, Aboriginal Outreach and Participation Rachel Gibson, Executive Assistant

## Appendix H List of Respondents

Respondent Name	Organization/ Nation	Title/Roles
<b>FHFN Respondents</b>		
Chief Ernest Campbell	Musqueam	Chief FHFN Board of Directors
Myrtle Mackay	Musqueam	Councillor FHFN Board of Directors
Wanona Scott	Musqueam	2010 Coordinator
Chief Leonard Andrew	Lil'wat	Chief
Lyle Leo	Lil'wat	Bid Phase Board of Directors and Executive Committee Lil'wat Nation Economic Development
Maureen Leo	Lil'wat	Bid Phase Aboriginal Secretariat
Chief Gibby Jacob	Squamish	Chief, Bid Phase Board of Directors VANOC Board of Directors, Finance , Sustainability and HR Committees
Chief Bill Williams	Squamish	Chief Chair, FHFN Board of Directors
Chief Leah George-Wilson	Tsleil-Waututh Nation	Bid Phase Board of Directors FHFN Board of Directors
Leonard George	Tsleil-Waututh Nation	Economic Development and Cultural Programs
Gary Youngman	Consultant for Squamish and Lil'wat Nations	Negotiator for Shared Legacies Agreement
Tewanee Joseph	FHFN Secretariat	Executive Director and CEO
Paul Manning	FHFN Secretariat	Senior Consultant
<b>2010 Bid/VANOC Respondents</b>		
Jack Poole	2010 Bid Corporation VANOC	Chair & Chief Executive Officer Chair of VANOC Board of Directors
Paul Manning	2010 Bid Corporation	Chief of Staff to Chairman and CEO
John Furlong	2010 Bid Corporation VANOC	President & Chief Operating Officer Chief Executive Officer
Terry Wright	2010 Bid Corporation VANOC	Vice President, Bid Development and Operations EVP, Planning, Service and Operations
Gary Youngman	2010 Bid Corporation VANOC	Consultant, Negotiator for MOUs Consulting Director, Aboriginal Participation
Tina Symko	2010 Bid Corporation VANOC	Whistler Community Relations Sustainability Coordinator
Marti Kulich	2010 Bid Corporation VANOC	Culture and Ceremonies Program Director, Ceremonies
Donna Wilson	VANOC	EVP, HR, Sustainability, Aboriginal Participation and International Client Services
Linda Coady	VANOC	Vice President Sustainability
Lara Mussell-Savage	VANOC	Sport Specialist, Aboriginal Participation
Janeen Owen	VANOC	Coordinator, Aboriginal Participation



## **Appendix I      Participant Study Briefing**

**Title:** Aboriginal Partnerships for Sustainable 2010 Olympic and Paralympic Winter Games: a Framework for Cooperation

**Investigator Name:** Hilary Dunn

**Investigator Department:** School of Resource and Environmental Management

### **STUDY BRIEFING**

The information from this interview will be used for my research to complete a graduate degree in Resource and Environmental Management at Simon Fraser University. This research focuses on the relationships developed between the FHFN, (the Lil'wat, Musqueam, Squamish and Tsleil-Waututh), and the 2010 Bid Corporation and Vancouver Organizing Committee for the 2010 Olympic and Paralympic Winter Games (VANOC). The signing of the FHFN/VANOC Protocol and the official Partner designation of the FHFN are firsts in Olympic history and are raising the bar for future Indigenous participation in the planning and hosting of Games. I would like to interview you because of your key role with the 2010 Bid and/or VANOC and with the relationship development process with the FHFN.

The purpose of this research and my interview with you is to:

- 1) Understand the incentives, benefits, challenges, and principles around the development of the relationships with the FHFN and the 2010 Bid/VANOC,
- 2) Provide recommendations to VANOC for the maintenance and enhancement of the existing relationships to ensure meaningful participation of the FHFN and successful Games,
- 3) Develop a best practice model for Indigenous peoples engagement for future Olympic and Paralympic Games, and
- 4) Contribute to the existing literature on Aboriginal/Corporate partnerships.

Attached is a sample of the questions that I will be using to conduct open ended and semi-structured interview questions. The questions are based on principles taken from the literature on partnership development are broken up into the following sections:

- A- INCENTIVES/OBJECTIVES
- B- BENEFITS
- C- CHALLENGES
- D- PARTNERSHIP EVOLUTION AND PRINCIPLES
- E- PARTNERSHIP MAINTENANCE PRINCIPLES
- F- OVERALL PARTNERSHIP SUCCESS AND RECOMMENDATIONS

Thank you for taking part in this interview!

### **Researcher and Supervisor Contact Information**

If you have any comments or questions please feel free to contact me or my supervisor at:

**Hilary Dunn** (Investigator)

Phone: 778 227 2179

Email: [hdunn@telus.net](mailto:hdunn@telus.net)

**Dr. Peter Williams** (Professor, School of Resource and Environmental Management)

Phone: 604.291.3103

Email: [peter\\_williams@sfu.ca](mailto:peter_williams@sfu.ca)

## Appendix J FHFN Questionnaire and Interview Guide

### PART A - INCENTIVES / OBJECTIVES

1. Why did the \_\_\_\_\_ Nation or FHFNs want to get involved with the 2010 Winter Games?

2. What are/were the \_\_\_\_\_ Nation's or FHFNs objectives for their partnership with each other through the FHFN Protocol?

3. What are/were the \_\_\_\_\_ Nation's or FHFNs objectives for their partnership with VANOC through the VANOC/FHFN protocol?

4. Please state the extent to which you agree or disagree that the following incentives contributed to the initiation of the partnerships with VANOC:

**SA- Strongly Agree**  
**A- Agree**

**U- Uncertain**

**D- Disagree**  
**SD- Strongly Disagree**

The partnership was initiated as a result of:					
1. Strong leadership and common vision from the parties	SA	A	U	D	SD
2. Existing networks between the 2010 Bid and the Nations	SA	A	U	D	SD
The Partnership was needed to:					
3. Avoid potential crisis (FN protests or other)	SA	A	U	D	SD
4. Harness the catalytic effect of the Games to maximize opportunities and legacies for the FN communities	SA	A	U	D	SD
5. Overcome the limitations of the legal approach for resolving FN issues related to development on asserted traditional territories	SA	A	U	D	SD
6. Fulfill a mandate or legal obligation by VANOC or its government partners	SA	A	U	D	SD
7. Provide a solution to complex problem(s) associated with hosting the Games on the traditional territories of the FHFN	SA	A	U	D	SD
8. Increase access to land and resources	SA	A	U	D	SD
Gain access to education and build capacity within the Nation (s)	SA	A	U	D	SD
10. Ensure economic development opportunities for the Nation(s)	SA	A	U	D	SD
11. Gain greater control of activities on traditional territories	SA	A	U	D	SD
12. Gain greater self determination and self sufficiency for the Nation (s)	SA	A	U	D	SD
13. Promote cultural awareness of the FHFN	SA	A	U	D	SD
Share, preserve and strengthen traditional knowledge, culture and language	SA	A	U	D	SD
Improve decision-making processes	SA	A	U	D	SD
Pursue new approaches to governance	SA	A	U	D	SD

Of all of these reasons (and any other), please rank the top three in terms of overall importance in the decision to enter into a partnership with the FHFN.

Do you have any additional comments you would like to add about the incentives/objectives for the partnership developments with the FHFN and the Bid/VANOC?

**PART B – BENEFITS**

1. What were/are the benefits to the \_\_\_\_\_ Nation and FHFN in developing and managing their relationship with each other?

2. What benefits should the \_\_\_\_\_ Nation and the FHFN realize from their partnership with the 2010 Bid/VANOC?

3. Please state the extent to which you agree or disagree with the following statements related to the benefits associated with the VANOC/FHFN partnership:

The partnership:					
1. Improves VANOC’s ability to deal with complex First Nations issues	SA	A	U	D	SD
2. Improves VANOC’s ability to promote change/ demonstrate leadership in the areas of Sustainability and corporate/ Aboriginal relations	SA	A	U	D	SD
3. Assists VANOC by pooling of resources and expertise	SA	A	U	D	SD
4. Assist VANOC’s ability to obtain funding for Aboriginal Participation	SA	A	U	D	SD
5. Enhances VANOC’s business reputation by demonstrating leadership in Corporate Social Responsibility (CSR)	SA	A	U	D	SD
6. Facilitates the sharing of risk between VANOC’s and the FHFN	SA	A	U	D	SD
7. Promotes education and responsibility around Aboriginal peoples and relations	SA	A	U	D	SD
8. Improves VANOC’s ability to build consensus amongst the FHFN and VANOC for planning	SA	A	U	D	SD
9. Leads to increased employment and training opportunities for the Nation (s)	SA	A	U	D	SD
10. Improves access to human, physical and financial capital	SA	A	U	D	SD
11. Improves the Nations assertion and accommodation of rights and title	SA	A	U	D	SD
12. Provides greater control of activities on traditional lands and improves land use planning for Games sites	SA	A	U	D	SD
13. Improves land use planning around for Games sites	SA	A	U	D	SD
14. Contributes to preservation and strengthening of traditional cultures, values and languages	SA	A	U	D	SD
15. Increases support for VANOC from the Nations’ communities who perceive benefits from relationship	SA	A	U	D	SD
Contributes to attainment of economic self-sufficiency for the Nations	SA	A	U	D	SD
17. Supports the development of Aboriginal businesses and Aboriginal tourism products that can compete in the global economy	SA	A	U	D	SD

Of all of these benefits (and any other), please rank the top three in terms of overall importance in the partnership with VANOC.

Do you have any additional comments you would like to add about the benefits from the partnership developments with the FHFN and VANOC?

## PART C – CHALLENGES/ CONSTRAINTS

1. What challenges/constraints did/do the \_\_\_\_\_ Nation and FHFN face in developing and managing their relationship with each other?

2. What challenges/constraints did/do the \_\_\_\_\_ Nation and FHFN face in developing and managing their relationship with the 2010 Bid/VANOC?

3. Please state the extent to which you agree or disagree that the following challenges or constraints have affected or continue to affect the VANOC/FHFN partnership:

1. Lack of trust and loyalty between VANOC and the Nations	SA	A	U	D	SD
2. Lack of cross-cultural awareness and respect of First Nations protocol by VANOC	SA	A	U	D	SD
3. Historical differences between the Nations affecting their ability to collaborate with each other and VANOC	SA	A	U	D	SD
4. Increased coordination and consultation requirements (time, human and financial resources) needed to maximize the partnership potential	SA	A	U	D	SD
5. Loss of control and accountability associated with several partners	SA	A	U	D	SD
6. Increased liability/financial risk by partnering with the Nations and VANOC	SA	A	U	D	SD
7. Frustration from fears or hidden agendas by any of the partners	SA	A	U	D	SD
8. Bureaucratic inertia when working with Provincial and Federal governments	SA	A	U	D	SD
9. Differences in power and status amongst the leadership of the partners	SA	A	U	D	SD
10. Lack of long-term vision from VANOC and/or the Nations	SA	A	U	D	SD
11. Mistrust of government (federal and or provincial)	SA	A	U	D	SD
12. Reduced flexibility in decision- making as a result of consultation requirements	SA	A	U	D	SD
13. Development and training needs in order to maximize the partnership, at VANOC and within the FHFN.	SA	A	U	D	SD
14. Maintaining regular communications with VANOC around planning, opportunities and issues	SA	A	U	D	SD
15. Lack of concern for integrity of natural and cultural resources	SA	A	U	D	SD

Of all of these challenges (and any other), please rank the top three in terms of overall importance in the partnership with VANOC.

What, in your opinion, would be needed in order to tackle these challenges?

Do you have any additional comments you would like to add about the challenges to the partnership development with the FHFN and VANOC?

## PART D- PARTNERSHIP EVOLUTION PRINCIPLES

1. How did the \_\_\_\_\_ Nation partnership with the 2010 Bid/VANOC evolve?

OR

2. How did the FHFN partnership with VANOC evolve?

3. What are the principles critical to the successful development and management of the FHFN-VANOC partnership?

4. Please state the extent to which you agree or disagree that the following statements related to principles related to the VANOC/FHFN partnership:

The development of the VANOC/FHFN partnership was dependent on:					
1. The First Nations and the 2010 Bid Corporation establishing early contact at the early stages of the Bid	SA	A	U	D	SD
2. The presence of complementary values with respect to the opportunity the 2010 Winter Games presented for local communities, including the First Nation communities	SA	A	U	D	SD
3. Compatible personalities in the leadership of the Bid/VANOC and the FHFN	SA	A	U	D	SD
4. Clearly identified partnership need by the Bid/VANOC and the FHFN	SA	A	U	D	SD
5. Understanding of own and partner's agenda	SA	A	U	D	SD
6. Understanding of the partnership benefits	SA	A	U	D	SD
7. Understanding of, and recognition for, Aboriginal Rights, traditional knowledge and community governance	SA	A	U	D	SD
8. Leadership with common vision	SA	A	U	D	SD
9. Support of senior community members/staff	SA	A	U	D	SD
10. Trust and respect	SA	A	U	D	SD
11. Patience and time	SA	A	U	D	SD
12. Knowledge of partner's organization and history	SA	A	U	D	SD
13. Commitment to a long-term relationship	SA	A	U	D	SD
14. Understanding of partner's human and financial capital	SA	A	U	D	SD
15. Written documentation of partnership (SLA, MOUs, Protocol)	SA	A	U	D	SD
16. Creation of an Aboriginal Relations Unit	SA	A	U	D	SD
17. Clear corporate commitment, endorsed by the Board and Senior Management	SA	A	U	D	SD
18. Clear goals, objectives and responsibilities	SA	A	U	D	SD
19. Cross-cultural relationship building	SA	A	U	D	SD
20. Aggressive goals and timetables	SA	A	U	D	SD
21. Access to sufficient resources (human, financial)	SA	A	U	D	SD
22. Flexibility and adaptability	SA	A	U	D	SD
23. Commitment to ongoing communication	SA	A	U	D	SD
24. Facilitation and conflict resolution skills	SA	A	U	D	SD
25. Regular community meetings/celebrations	SA	A	U	D	SD
26. Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	SA	A	U	D	SD
27. Corporate and Aboriginal champions	SA	A	U	D	SD

Of all of these principles (and any other), please rank the top three in terms of overall importance for the development of the partnership with the FHFN.

Do you have any additional comments you would like to add about the principles from the partnership developments with the FHFN and VANOC?

## PART E – PARTNERSHIP MAINTENANCE PRINCIPLES

1. What principles will be critical for the maintenance of the FHFN/ VANOC Partnership?
2. Please state the extent to which you agree or disagree that the following principles will be critical to the enhancement and maintenance of the VANOC/FHFN partnership:

The enhancement and maintenance of the VANOC/FHFN partnership will be dependent on:					
1. Commitment from the First Nations leadership	SA	A	U	D	SD
2. Support of senior community members	SA	A	U	D	SD
3. Clear corporate commitment, endorsed by the Board and Senior Management	SA	A	U	D	SD
4. Broad acceptance and participation across all levels of VANOC	SA	A	U	D	SD
5. Existence of an Aboriginal Relations Unit	SA	A	U	D	SD
6. Existence of an Aboriginal Relations Policy	SA	A	U	D	SD
7. Initiatives to integrate Aboriginal Relations into the corporate planning process	SA	A	U	D	SD
8. Clear goals, objectives and responsibilities	SA	A	U	D	SD
9. Cross-cultural relationship building	SA	A	U	D	SD
10. Aggressive goals and timetables	SA	A	U	D	SD
11. Flexibility and adaptability	SA	A	U	D	SD
12. Commitment to ongoing communication	SA	A	U	D	SD
13. Corporate and Aboriginal champions	SA	A	U	D	SD
14. Facilitation and conflict resolution skills	SA	A	U	D	SD
15. Regular community meetings/celebrations	SA	A	U	D	SD
16. Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	SA	A	U	D	SD

Of all of these principles (and any other), please rank the top three in terms of overall importance for the maintenance of the partnership with the FHFN.

Do you have any additional comments you would like to add about the principles for the maintenance of the FHFN/ VANOC partnership?

## PART F- OVERALL PARTNERSHIP SUCCESS AND RECOMMENDATIONS

1. Do you consider the \_\_\_\_\_ Nation / 2010 partnership a success?  
or
2. Do you consider the FHFN/ VANOC partnership a success?
3. If yes why?
4. If not, why not and what would be required for success?
5. What principles will be critical for the ongoing monitoring and evaluating of the VANOC/FHFN partnership?
6. What would you recommend to Indigenous communities or future Bid/Organizing committees to ensure successful partnerships and participation with Indigenous peoples in the planning and hosting of events?

## Appendix K 2010 Bid/ VANOC Questionnaire and Interview Guide

### PART A - INCENTIVES / OBJECTIVES

1. Why did the 2010 Bid Corporation involve the FHFN during the Bid?
2. What are/were VANOC's objectives for its partnership with the FHFN through the VANOC/FHFN Protocol?
3. Please state the extent to which you agree or disagree that the following incentives contributed to the initiation of the partnerships with the FHFN:

**SA- Strongly Agree**

**U- Uncertain**

**D- Disagree**

**A- Agree**

**SD- Strongly Disagree**

The partnership was initiated as a result of:					
1. Strong leadership and common vision from the parties	SA	A	U	D	SD
2. Existing networks between the 2010 Bid and the Nations	SA	A	U	D	SD
The Partnership was needed to:					
3. Avoid potential crisis (FN protests or other)	SA	A	U	D	SD
4. Harness the catalytic effect of the Games to maximize opportunities and legacies for the FN communities	SA	A	U	D	SD
5. Overcome the limitations of the legal approach for resolving FN issues related to development on asserted traditional territories	SA	A	U	D	SD
6. Fulfil a mandate or legal obligation by VANOC or its government partners	SA	A	U	D	SD
7. Provide a solution to complex problem(s) associated with hosting the Games on the traditional territories of the FHFN	SA	A	U	D	SD
8. Gain access to land and resources	SA	A	U	D	SD
9. Gain access to talent and traditional knowledge	SA	A	U	D	SD
10. Gain access to a growing labour pool for a stronger workforce	SA	A	U	D	SD
11. Enhance the cultural value of the Games experiences and products	SA	A	U	D	SD
12. Meet Corporate Social Responsibility objectives	SA	A	U	D	SD
13. Obtain competitive advantage and profitability	SA	A	U	D	SD

Of all of these reasons (and any other), please rank the top three in terms of overall importance in the decision to enter into a partnership with the FHFN.

Do you have any additional comments you would like to add about the incentives/objectives for the partnership developments with the FHFN and the Bid/VANOC?

**PART B – BENEFITS**

1. What benefits should VANOC realize from their partnership with the FHFN?

2. Please state the extent to which you agree or disagree with the following statements related to the benefits associated with the VANOC/FHFN partnership:

The partnership:					
1. Improves VANOC's ability to deal with complex First Nations issues	SA	A	U	D	SD
2. Improves VANOC's ability to promote change/ demonstrate leadership in the areas of Sustainability and corporate/ Aboriginal relations	SA	A	U	D	SD
3. Assists VANOC by pooling of resources and expertise	SA	A	U	D	SD
4. Assists VANOC's ability to obtain funding for Aboriginal participation	SA	A	U	D	SD
5. Enhances VANOC's business reputation by demonstrating leadership in Corporate Social Responsibility (CSR)	SA	A	U	D	SD
6. Facilitates the sharing of risk between VANOC and the FHFN	SA	A	U	D	SD
7. Promotes education and responsibility around Aboriginal peoples and relations	SA	A	U	D	SD
8. Improves VANOC's ability to build consensus amongst the FHFN and VANOC for planning	SA	A	U	D	SD
9. Leads to increased cooperation between VANOC and politically powerful groups that control lands and resources	SA	A	U	D	SD
10. Improves VANOC's ability to satisfy legal requirements	SA	A	U	D	SD
11. Improves VANOC's ability to manage risk associated with potential protests from Aboriginal groups	SA	A	U	D	SD
12. Provides VANOC with market advantages by adding an authentic cultural component	SA	A	U	D	SD
13. Improves land use planning around for Games sites	SA	A	U	D	SD
14. Improves VANOC's ability to access new tourism products	SA	A	U	D	SD
15. Increases support for VANOC from the Nations' communities who perceive benefits from relationship	SA	A	U	D	SD

Of all of these benefits (and any other), please rank the top three in terms of overall importance in the partnership with the FHFN.

5. Do you have any additional comments you would like to add about the benefits from the partnership developments with the FHFN and VANOC?



## PART C – CHALLENGES/ CONSTRAINTS

1. What challenges/constraints did/does the Bid/VANOC face in developing and managing their partnerships with the FHFN?

2. Please state the extent to which you agree or disagree that the following challenges or constraints have affected or continue to affect the VANOC/FHFN partnership:

1. Lack of trust and loyalty between VANOC and the Nations	SA	A	U	D	SD
2. Lack of cross-cultural awareness and respect of First Nations protocol by VANOC	SA	A	U	D	SD
3. Historical differences between the Nations affecting their ability to collaborate with each other and VANOC	SA	A	U	D	SD
4. Increased coordination and consultation requirements (time, human and financial resources) needed to maximize the partnership potential	SA	A	U	D	SD
5. Loss of control and accountability associated with several partners	SA	A	U	D	SD
6. Increased liability/financial risk by partnering with the Nations	SA	A	U	D	SD
7. Frustration from fears or hidden agendas by any of the partners	SA	A	U	D	SD
8. Bureaucratic inertia when working with Provincial and Federal governments	SA	A	U	D	SD
9. Differences in power and status amongst the leadership of the partners	SA	A	U	D	SD
10. Lack of long-term vision from VANOC and/or the Nations	SA	A	U	D	SD
11. Mistrust of government (federal and or provincial)	SA	A	U	D	SD
12. Reduced flexibility in decision- making as a result of consultation requirements	SA	A	U	D	SD
13. Development and training needs in order to maximize the partnership, at VANOC and within the FHFN.	SA	A	U	D	SD
14. Maintaining regular communications with the FHFN around planning, opportunities and issues	SA	A	U	D	SD

Of all of these challenges (and any other), please rank the top three in terms of overall importance in the partnership with the FHFN. 1) 2) 3)

What, in your opinion, would be needed in order to tackle these challenges?

Do you have any additional comments you would like to add about the challenges to the partnership development with the FHFN and VANOC?

## PART D- PARTNERSHIP EVOLUTION AND PRINCIPLES

1. How did the \_\_\_\_\_ Nation Partnership with the 2010 Bid evolve?

OR

2. How did the FHFN partnership with VANOC evolve?

3. What are the principles critical to the successful development and management of the FHFN-VANOC partnership?

4. Please state the extent to which you agree or disagree that the following statements related to principles related to the VANOC/FHFN partnership:

The development of the VANOC/FHFN partnership was dependent on:					
1. The First Nations and the 2010 Bid Corporation establishing early contact at the early stages of the Bid	SA	A	U	D	SD
2. The presence of complementary values	SA	A	U	D	SD
3. Compatible personalities in the leadership	SA	A	U	D	SD
4. Clearly identified partnership need by both the Bid/VANOC and FHFN	SA	A	U	D	SD
5. Understanding of own and partner's agenda	SA	A	U	D	SD
6. Understanding of the partnership benefits	SA	A	U	D	SD
7. Understanding of, and recognition for, Aboriginal Rights, traditional knowledge and community governance	SA	A	U	D	SD
8. Leadership with common vision	SA	A	U	D	SD
9. Support of senior community members/staff	SA	A	U	D	SD
10. Trust and respect	SA	A	U	D	SD
11. Patience and time	SA	A	U	D	SD
12. Knowledge of partner's organization and history	SA	A	U	D	SD
13. Commitment to a long-term relationship	SA	A	U	D	SD
14. Understanding of partner's human and financial capital	SA	A	U	D	SD
15. Written documentation of partnership (SLA, MOUs, Protocol)	SA	A	U	D	SD
16. Creation of an Aboriginal Relations Unit	SA	A	U	D	SD
17. Clear corporate commitment, endorsed by the Board and Senior Management	SA	A	U	D	SD
18. Clear goals, objectives and responsibilities	SA	A	U	D	SD
19. Cross-cultural relationship building	SA	A	U	D	SD
20. Aggressive goals and timetables	SA	A	U	D	SD
21. Access to sufficient resources (human, financial)	SA	A	U	D	SD
22. Flexibility and adaptability	SA	A	U	D	SD
23. Commitment to ongoing communication	SA	A	U	D	SD
24. Facilitation and conflict resolution skills	SA	A	U	D	SD
25. Regular community meetings/celebrations	SA	A	U	D	SD
26. Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	SA	A	U	D	SD
27. Corporate and Aboriginal Champions	SA	A	U	D	SD

Of all of these principles (and any other), please rank the top three in terms of overall importance for the development of the partnership with the FHFN.

Do you have any additional comments you would like to add about the principles from the partnership development with the FHFN and VANOC?

## PART E – PARTNERSHIP MAINTENANCE PRINCIPLES

1. What principles will be critical for the maintenance of the VANOC/FHFN Partnership in the years leading up to 2010?

2. Please state the extent to which you agree or disagree that the following principles will be critical to the enhancement and maintenance of the VANOC/FHFN partnership:

The enhancement and maintenance of the VANOC/FHFN partnership will be dependent on:					
1. Commitment from the First Nations leadership	SA	A	U	D	SD
2. Support of senior community members	SA	A	U	D	SD
3. Clear corporate commitment, endorsed by the Board and Senior Management	SA	A	U	D	SD
4. Broad acceptance and participation across all levels of VANOC	SA	A	U	D	SD
5. Existence of an Aboriginal Relations Unit	SA	A	U	D	SD
6. Existence of an Aboriginal Relations Policy	SA	A	U	D	SD
7. Initiatives to integrate Aboriginal Relations into the corporate planning process	SA	A	U	D	SD
8. Clear goals, objectives and responsibilities	SA	A	U	D	SD
9. Cross-cultural relationship building	SA	A	U	D	SD
10. Aggressive goals and timetables	SA	A	U	D	SD
11. Flexibility and adaptability	SA	A	U	D	SD
12. Commitment to ongoing communication	SA	A	U	D	SD
13. Corporate and Aboriginal champions	SA	A	U	D	SD
14. Facilitation and conflict resolution skills	SA	A	U	D	SD
15. Regular community meetings/celebrations	SA	A	U	D	SD
16. Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	SA	A	U	D	SD

Of all of these principles (and any other), please rank the top three in terms of overall importance for the maintenance and enhancement of the partnership with the FHFN.

Do you have any additional comments you would like to add about the principles for the maintenance of the FHFN/ VANOC partnership?

## PART F- OVERALL PARTNERSHIP SUCCESS AND RECOMMENDATIONS

1. Do you consider the \_\_\_\_\_ Nation / 2010 partnership a success?  
or

2. Do you consider the FHFN/ VANOC partnership a success?

3. If yes why?

4. If not, why not and what would be required for success?

5. What principles will be critical for the ongoing monitoring and evaluating of the VANOC/FHFN partnership?

6. What would you recommend to Indigenous communities or future Bid/Organizing committees to ensure successful partnerships and participation with Indigenous peoples in the planning and hosting of events?

## Appendix L Consent Form

### STUDY BRIEFING AND CONSENT FORM

Title: **Aboriginal Partnerships for Sustainable 2010 Olympic and Paralympic Winter Games: a Framework for Cooperation**

Investigator Name: **Hilary Dunn**

Investigator Department: **School of Resource and Environmental Management**

### BRIEFING

**Thank you for meeting with me. I would like to interview you in order to better understand the development of the relationships with the FHFN and the 2010 Bid/VANOC. I would also like to get your opinion on what will be required in order to enhance and maintain the existing relationships to ensure meaningful participation of the FHFN and successful Games. Your answers to the questions will also contribute to developing best practices for the development of successful Indigenous engagement and partnerships for future Games.**

The University and I subscribe to the ethical conduct of research and to the protection at all times of the interests, comfort, and safety of participants. This research is being conducted under permission of the Simon Fraser Research Ethics Board. The chief concern of the Board is for the health, safety and psychological well-being of research participants. Your signature on this form will signify that you have received a document which describes the procedures and benefits of this research study, that you have received an adequate opportunity to consider the information in the documents describing the study, and that you voluntarily agree to participate in the study.

The information from this interview will be used for my research to complete a graduate degree at Simon Fraser University. Your participation is completely voluntary and you can change your mind at any time. Anything you say will be kept confidential and your name will not appear in any part of this project unless you say otherwise by answering the questions below. Materials will be maintained in a secure location. There are no risks to the participant, third parties or society. The entire interview will take approximately 1 to 1.5 hours of your time.

### CONSENT SIGNATURES

Please sign below the following statements related to your participation in this interview and the use of your name in the final report:

1) I have been informed that the identities of the participants will be kept confidential. I understand the contributions of my participation in this study and I agree to participate:

\_\_\_\_\_

2) I will permit the researcher, Hilary Dunn, to include my name in the study report in a list of participants.

\_\_\_\_\_

3) I will permit the researcher, Hilary Dunn, to include a quote or reference to my opinion in the report as long as she reviews it with me.

\_\_\_\_\_

4) I will permit the researcher, Hilary Dunn, to use a tape recorder to accurately remember our conversation.

\_\_\_\_\_

DATE: \_\_\_\_\_

PARTICIPANT CONTACT INFORMATION

Participant last name: \_\_\_\_\_

Participant first name: \_\_\_\_\_

Participant title: \_\_\_\_\_

**Participant contact info:**

**Tel:** \_\_\_\_\_

**Email:** \_\_\_\_\_

**Address:** \_\_\_\_\_

**Thank you for taking part in this interview!**

RESEARCH RESULTS, RESEARCHER AND SUPERVISOR CONTACT INFORMATION

To obtain the research results or if you have any further ideas, comments, or questions please contact the researcher:

**Hilary Dunn** (researcher)  
Phone: 778 227 2179  
Email: [hdunn@telus.net](mailto:hdunn@telus.net)

You may also contact the researcher's supervisor if you have any questions about the research methods:

**Dr. Peter Williams** (Professor, School of Resource and Environmental Management)  
Phone: 604.291.3103  
Email: [peter\\_williams@sfu.ca](mailto:peter_williams@sfu.ca)

Office of Research Ethics

Should you wish to obtain information about your rights as a participant in research, or about the responsibilities of researchers, or if you have any questions, concerns or complaints about the manner in which you were treated in this study, please contact the **Director, Office of Research Ethics by email at [hweinber@sfu.ca](mailto:hweinber@sfu.ca) or phone at 604-268-6593.**

## Appendix M Questionnaire Results

**Table 20 Partnership Incentives Ratings by 2010 Bid/VANOC respondents.**

<b>Incentives from 2010 Bid/VANOC questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=9)</b>
Strong leadership and common vision from the parties	4.4	3
Enhance the cultural value of the Games experiences and products	4.4	3
Harness the catalytic effect of the Games to maximize opportunities and legacies for the FN communities	4.1	4
Avoid potential crisis (FN protests or other)	3.9	4
Provide a solution to complex problem(s) associated with hosting the Games on the traditional territories of the FHFN	3.9	3
Overcome the limitations of the legal approach for resolving FN issues related to development on asserted traditional territories	3.9	2
Fulfil a mandate or legal obligation by VANOC or its government partners	3.6	2
Existing networks between the 2010 Bid and the Nations	3.6	1
Meet Corporate Social Responsibility objectives	3.4	1
Obtain competitive advantage and profitability	3.4	1
Gain access to land and resources	3.1	1
Gain access to talent and traditional knowledge	3.1	0
Gain access to a growing labour pool for a stronger workforce	3.0	0

**Table 21 Partnership Incentives Ratings by FHFN respondents.**

<b>Incentives from FHFN questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=7)</b>
Harness the catalytic effect of the Games to maximize opportunities and legacies for the FN communities	4.8	1
Ensure economic development opportunities for the Nation(s)	4.6	4
Gain access to education and build capacity within the Nation (s)	4.5	1
Share, preserve and strengthen traditional knowledge, culture and language	4.4	2
Provide a solution to complex problem(s) associated with hosting the Games on the traditional territories of the FHFN	4.4	1
Strong leadership and common vision from the parties	4.3	4
Gain greater control of activities on traditional territories	4.1	1
Fulfil a mandate or legal obligation by VANOC or its government partners	4.1	1
Promote cultural awareness of the FHFN	4.1	1
Overcome the limitations of the legal approach for resolving FN issues related to development on asserted traditional territories	4	2
Increase access to land and resources	4	1
Pursue new approaches to governance	4	0
Gain greater self determination and self sufficiency for the Nation (s)	3.9	0
Existing networks between the 2010 Bid and the Nations	3.8	0
Improve decision-making processes	3.6	1
Avoid potential crisis (FN protests or other)	3.6	0

**Table 22 Partnership Benefits Ratings by 2010 Bid/VANOC respondents.**

<b>Benefits from the partnership, from 2010 questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=9)</b>
Improves VANOC's ability to promote change/ demonstrate leadership in the areas of Sustainability and corporate/ Aboriginal relations	4.6	6
Improves VANOC's ability to deal with complex First Nations issues	4.6	5
Enhances VANOC's business reputation by demonstrating leadership in Corporate Social Responsibility (CSR)	4.4	1
Improves VANOC's ability to build consensus amongst the FHFN and VANOC for planning	4.4	6
Increases support for VANOC from the Nations' communities who perceive benefits from relationship	4.4	3
Promotes education and responsibility around Aboriginal peoples and relations	4.2	3
Improves VANOC's ability to manage risk associated with potential protests from Aboriginal groups	4.2	3
Provides VANOC with market advantages by adding an authentic cultural component	4	0
Leads to increased cooperation between VANOC and politically powerful groups that control lands and resources	3.9	0
Assists VANOC's ability to obtain funding for Aboriginal participation	3.8	0
Improves land use planning around for Games sites	3.8	0
Improves VANOC's ability to access new tourism products	3.7	1
Improves VANOC's ability to satisfy legal requirements	3.6	1
Assists VANOC by pooling of resources and expertise	3.6	0
Facilitates the sharing of risk between VANOC and the FHFN	3.1	1



**Table 23 Partnership Benefits Ratings by FHFN respondents.**

<b>Benefits from the partnership, from FHFN questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=7)</b>
Contributes to preservation and strengthening of traditional cultures, values and languages	4.6	3
Provides greater control of activities on traditional lands and improves land use planning for Games sites	4.4	3
Supports the development of Aboriginal businesses and Aboriginal tourism products that can compete in the global economy	4.3	3
Improves the Nations assertion and accommodation of rights and title	4.1	1
Contributes to attainment of economic self-sufficiency for the Nations	4.0	2
Promotes education and responsibility around Aboriginal peoples and relations	4.0	1
Leads to increased employment and training opportunities for the Nation (s)	3.9	1
Improves access to human, physical and financial capital	3.9	0
Facilitates the sharing of risk between VANOC and the FHFN	3.7	0

**Table 24 Partnership Challenges Ratings by 2010 Bid/VANOC respondents.**

<b>Challenges to the partnership, from 2010 questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=9)</b>
Historical differences between the Nations affecting their ability to collaborate with each other and VANOC	4.4	8
Bureaucratic inertia when working with Provincial and Federal governments	4.3	3
Differences in power and status amongst the leadership of the partners	4.3	2
Increased coordination and consultation requirements (time, human and financial resources) needed to maximize the partnership potential	3.8	3
Lack of cross-cultural awareness and respect of First Nations protocol by VANOC	3.8	2
Development and training needs in order to maximize the partnership, at VANOC and within the FHFN.	3.7	2
Lack of trust and loyalty between VANOC and the Nations	3.6	0
Frustration from fears or hidden agendas by any of the partners	3.6	0
Reduced flexibility in decision- making as a result of consultation requirements	3.4	1
Maintaining regular communications with the FHFN around planning, opportunities and issues	3.4	1
Mistrust of government (federal and or provincial)	3.3	1
Loss of control and accountability associated with several partner	3.1	0
Increased liability/financial risk by partnering with the Nations	2.8	0
Lack of long-term vision from VANOC and/or the Nations	2.6	1

**Table 25 Partnership Challenges Ratings FHFN respondents.**

<b>Challenges to the partnership from FHFN questionnaire</b>	<b>Average Agreement Rating</b>	<b>Number of Respondents strongly agreeing (n=7)</b>
Bureaucratic inertia when working with Provincial and Federal governments	4.6	4
Mistrust of government (federal and or provincial)	4.1	3
Lack of cross-cultural awareness and respect of First Nations protocol by VANOC	4.1	0
Development and training needs in order to maximize the partnership, at VANOC and within the FHFN.	4.1	0
Increased coordination and consultation requirements (time, human and financial resources) needed to maximize the partnership potential	4.0	0
Differences in power and status amongst the leadership of the partners	3.9	1
Maintaining regular communications with VANOC around planning, opportunities and issues	3.9	0
Lack of concern for integrity of natural and cultural resources	3.9	0
Frustration from fears or hidden agendas by any of the partners	3.7	2
Lack of trust and loyalty between VANOC and the Nations	3.7	0
Loss of control and accountability associated with several partners	3.6	0
Historical differences between the Nations affecting their ability to collaborate with each other and VANOC	3.3	4
Reduced flexibility in decision- making as a result of consultation requirements	3.3	2
Lack of long-term vision from VANOC and/or the Nations	2.9	1
Increased liability/financial risk by partnering with the Nations and VANOC	2.6	1

**Table 26 Partnership Development Principles Ratings by 2010 Bid/VANOC respondents.**

<b>Partnership development Principles from 2010 Questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=9)</b>
Corporate and Aboriginal Champions	4.8	3
Collaboration with other strategic partners	4.8	2
Written documentation of partnership (SLA, MOUs, Protocol)	4.6	3
Creation of an Aboriginal Relations Unit/FHFN Secretariat	4.6	3
Clear corporate commitment, endorsed by the Board and Senior Management	4.6	2
Trust and respect	4.6	1
Commitment to ongoing communication	4.6	1
The First Nations and the 2010 Bid Corporation establishing early contact at the early stages of the Bid	4.4	3
The presence of complementary values	4.3	1
Flexibility and adaptability	4.3	0
Clearly identified partnership need	4.2	1
Leadership with common vision	4.2	1
Clear goals, objectives and responsibilities	4.2	0
Facilitation and conflict resolution skills	4.2	0
Regular community meetings/celebrations	4.2	0
Understanding of the partnership benefits	4.1	1
Support of senior community members/staff	4.1	1
Patience and time	4.1	0
Cross-cultural relationship building	4.1	0
Access to sufficient resources (human, financial)	4.0	0
Compatible personalities in the leadership	3.9	1
Understanding of, and recognition for, Aboriginal Rights, traditional knowledge and community governance	3.9	1
Commitment to a long-term relationship	3.9	0
Understanding of own and partner's agenda	3.6	0
Knowledge of partner's organization and history	3.3	0
Understanding of partner's human and financial capital	3.2	0
Aggressive goals and timetables	2.4	0

**Table 27 Partnership Development Principles Ratings by FHFN respondents.**

<b>Partnership Development Principles from FHFN Questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=7)</b>
Creation of an Aboriginal Relations Unit	4.6	2
Written documentation of partnership (SLA, MOUs, Protocol)	4.6	1
Cross-cultural relationship building	4.6	0
Corporate and Aboriginal champions	4.6	0
Clear corporate commitment, endorsed by the Board and Senior Management	4.6	0
Understanding of, and recognition for, Aboriginal Rights, traditional knowledge and community governance	4.4	2
Leadership with common vision	4.4	1
Trust and respect	4.4	1
Flexibility and adaptability	4.4	1
Commitment to ongoing communication	4.4	1
Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	4.4	0
The First Nations and the 2010 Bid Corporation establishing early contact at the early stages of the Bid	4.3	2
Clearly identified partnership need	4.3	1
Clear goals, objectives and responsibilities	4.3	1
Understanding of own and partner's agenda	4.3	0
Understanding of the partnership benefits	4.3	0
Support of senior community members/staff	4.3	0
Patience and time	4.3	0
Knowledge of partner's organization and history	4.3	0
Access to sufficient resources (human, financial)	4.3	0
Regular community meetings/celebrations	4.3	0
Facilitation and conflict resolution skills	4.1	1
Commitment to a long-term relationship	4.0	1
The presence of complementary values with respect to the opportunity the 2010 Winter Games presented for local communities, including the First Nation communities	4.0	0
Understanding of partner's human and financial capital	4.0	0
Compatible personalities in the leadership	3.8	0
Aggressive goals and timetables	3.7	0

**Table 28 Partnership Maintenance Principles Ratings by 2010 Bid/VANOC respondents.**

<b>Maintenance Principles from 2010 Questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=9)</b>
Commitment from the First Nations leadership	4.8	5
Clear corporate commitment, endorsed by the Board and Senior Management	4.8	3
Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	4.7	4
Commitment to ongoing communication	4.7	0
Existence of an Aboriginal Relations Unit	4.6	2
Flexibility and adaptability	4.6	1
Corporate and Aboriginal champions	4.6	1
Clear goals, objectives and responsibilities	4.3	1
Facilitation and conflict resolution skills	4.3	1
Initiatives to integrate Aboriginal Relations into the corporate planning process	4.2	0
Cross-cultural relationship building	4.2	0
Regular community meetings/celebrations	4.2	0
Support of senior community members	4.1	0
Existence of an Aboriginal Relations Policy	4.1	0
Broad acceptance and participation across all levels of VANOC	3.6	2
Aggressive goals and timetables	3	0

**Table 29 Partnership Maintenance Principles Ratings by FHFN respondents.**

<b>Maintenance Principles from FHFN Questionnaire</b>	<b>Average Agreement Rating</b>	<b># respondents strongly agreeing (n=7)</b>
Initiatives to integrate Aboriginal Relations into the corporate planning process	4.6	2
Collaboration with other strategic partners (eg. Government, other business, unions, sponsors)	4.6	1
Broad acceptance and participation across all levels of VANOC	4.4	3
Clear corporate commitment, endorsed by the Board and Senior Management	4.4	3
Clear goals, objectives and responsibilities	4.4	3
Flexibility and adaptability	4.4	2
Existence of an Aboriginal Relations Unit	4.4	1
Commitment to ongoing communication	4.4	1
Corporate and Aboriginal champions	4.4	1
Cross-cultural relationship building	4.4	0
Facilitation and conflict resolution skills	4.4	0
Commitment from the First Nations leadership	4.3	2
Existence of an Aboriginal Relations Policy	4.3	1
Support of senior community member	4.1	0
Regular community meetings/celebrations	4.1	0
Aggressive goals and timetables	3.6	1