

# AGENDA

## *COUNCIL WORKSHOP*

**Monday, January 18, 2021  
7:00 p.m.**

**To be held virtually but streamed at  
[dnv.org/council-live](https://dnv.org/council-live)**

**Council Members:**

Mayor Mike Little  
Councillor Jordan Back  
Councillor Mathew Bond  
Councillor Megan Curren  
Councillor Betty Forbes  
Councillor Jim Hanson  
Councillor Lisa Muri



NORTH VANCOUVER  
DISTRICT

[www.dnv.org](https://www.dnv.org)

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## COUNCIL WORKSHOP

7:00 p.m.

Monday, January 18, 2021

To be held virtually but streamed at  
[dnv.org/council-live](http://dnv.org/council-live)

## AGENDA

### RESOLUTION TO HOLD PUBLIC MEETING WITHOUT THE PUBLIC IN ATTENDANCE

*Recommendation:*

WHEREAS:

- the Minister of Public Safety and Solicitor General has issued Order M192; and,
- Order M192 requires British Columbia municipalities to use best efforts to allow members of the public to attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the *Public Health Act* and Public Health Officer orders; and,
- the District has assessed its ability to allow members of the public to attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the *Public Health Act* and Public Health Officer orders; and,
- the District has taken into consideration its Covid-19 Safety Plan as required by Worksafe BC; and,
- the District has determined that, at this time, it cannot safely allow members of the public to physically attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the Public Health Act or its Covid-19 Safety Plan;

THEREFORE, this meeting of the Council for the District of North Vancouver is to be held virtually and without members of the public, or Council, being physically present;

AND THAT the principles of openness, transparency, accessibility and accountability are being ensured through:

- Providing an online subscription service for residents to sign up and be apprised of upcoming meetings and the post-meeting availability of meeting minutes and meeting videos;
- Providing advance notice of this meeting in accordance with the *Community Charter* and advising the public on how they may participate in the meeting by providing public input;
- Providing the availability of the agenda for this meeting on the District's webpage six days in advance of the meeting;

- The live streaming of this meeting via a link readily available on the District’s webpage;
- Maintaining the thirty minute public input opportunity at each regular meeting and the discretionary public input opportunity at each workshop;
- The ability of the public to provide input on agenda items by full two-way audio and video means;
- Adhering the rules of procedural fairness and acting with respect and courtesy at all times when hearing the public;
- Conducting meetings in a manner that resembles in-person meeting as much as possible;
- And reminding the public that they may contact Mayor and Council at any time on any topic via its [council@dnv.org](mailto:council@dnv.org) email address.

**1. ADOPTION OF THE AGENDA**

**1.1. January 18, 2021 Council Workshop Agenda**

*Recommendation:*

THAT the agenda for the January 18, 2021 Council Workshop is adopted as circulated, including the addition of any items listed in the agenda addendum.

**2. ADOPTION OF MINUTES**

**2.1. December 14, 2020 Council Workshop**

**p. 9-15**

*Recommendation:*

THAT the minutes of the December 14, 2020 Council Workshop meeting are adopted.

**3. REPORTS FROM COUNCIL OR STAFF**

**3.1. Coalition of Inclusive Municipalities**

**p. 19-119**

File No.

Report: Councillor Megan Curren, November 25, 2020

Attachment 1: The Coalition of Inclusive Municipalities: A Guide for New and Established

Attachment 2: Federation of Canadian Municipalities Pathways to Reconciliation

Attachment 3: Truth and Reconciliation Commission: Calls to Action

Attachment 4: Declaration to Join the Coalition of Inclusive Municipalities

For Discussion.

**4. PUBLIC INPUT**

(maximum of ten minutes total)

**5. ADJOURNMENT**

*Recommendation:*

THAT the January 18, 2021 Council Workshop is adjourned.

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# MINUTES

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**DISTRICT OF NORTH VANCOUVER  
COUNCIL WORKSHOP**

Minutes of the Council Workshop for the District of North Vancouver held at 7:01 p.m. on Monday, December 14, 2020. The meeting was held virtually with participants appearing via video and telephone conference.

**Present:** Mayor M. Little  
Councillor J. Back  
Councillor M. Bond  
Councillor M. Curren  
Councillor B. Forbes  
Councillor J. Hanson  
Councillor L. Muri

**Staff:** Mr. D. Stuart, Chief Administrative Officer  
Mr. G. Joyce, General Manager – Engineering, Parks & Facilities  
Mr. R. Danyluk, Manager – Business Planning and Decision Support  
Ms. C. Grafton, Manager – Strategic Communications & Community Relations  
Ms. S. Rogers, Manager – Parks  
Mr. S. Carney, Section Manager - Transportation  
Mr. W. Maskall, Section Manager – Natural Parkland  
Ms. G. Lanz, Deputy Municipal Clerk  
Ms. J. Simpson, Confidential Council Clerk  
Ms. C. Archer, Clerk Typist 3

**RESOLUTION TO HOLD PUBLIC MEETING WITHOUT THE PUBLIC IN ATTENDANCE**

**MOVED by Councillor MURI**

**SECONDED by Councillor BACK**

**WHEREAS:**

- the Minister of Public Safety and Solicitor General has issued Order M192; and,
- Order M192 requires British Columbia municipalities to use best efforts to allow members of the public to attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the *Public Health Act*; and,
- the District has assessed its ability to allow members of the public to attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the *Public Health Act*; and,
- the District has taken into consideration its Covid-19 Safety Plan as required by Worksafe BC; and,
- the District has determined that, at this time, it cannot safely allow members of the public to attend open meetings of council in a manner that is consistent with the applicable requirements or recommendations of the *Public Health Act* or its Covid-19 Safety Plan;

THEREFORE, this meeting of the Council for the District of North Vancouver is to be held without members of the public being physically present;

AND THAT the principles of openness, transparency, accessibility and accountability are being ensured through:

- Providing an online subscription service for residents to sign up and be apprised of upcoming meetings and the post-meeting availability of meeting minutes and meeting videos;
- Providing advance notice of this meeting in accordance with the *Community Charter* and advising the public on how they may participate in the meeting by providing public input;
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- Conducting meetings in a manner that resembles in-person meeting as much as possible;
- And reminding the public that they may contact Mayor and Council at any time on any topic via its [council@dnv.org](mailto:council@dnv.org) email address.

**CARRIED**

## **1. ADOPTION OF THE AGENDA**

### **1.1. December 14, 2020 Council Workshop Agenda**

**MOVED by Councillor BACK**

**SECONDED by Councillor HANSON**

THAT the agenda for the December 14, 2020 Council Workshop is adopted as circulated.

**CARRIED**

## **2. ADOPTION OF MINUTES**

### **2.1. November 9, 2020 Council Workshop**

**MOVED by Councillor MURI**  
**SECONDED by Councillor BACK**

THAT the minutes of the November 9, 2020 Council Workshop meeting are adopted.

**CARRIED**

### **2.2. November 23, 2020 Council Workshop**

**MOVED by Councillor MURI**  
**SECONDED by Councillor BACK**

THAT the minutes of the November 23, 2020 Council Workshop meeting are adopted.

**CARRIED**

## **3. REPORTS FROM COUNCIL OR STAFF**

### **3.1. Lynn Canyon Pay Parking Pilot Project – Update**

File No. 16.8620.01/009.000

Mr. Gavin Joyce, General Manager – Engineering, Parks & Facilities, introduced the Lynn Canyon Pay Parking Pilot Project and stated that Council endorsed the project as a demand management tool at the November 2019 Transportation Workshop.

Mr. Steve Carney, Section Manager - Transportation, presented staff recommendations for the Lynn Canyon Pay Parking Pilot Project, stating that pay parking is a proven Transportation Demand Management (TDM) tool which encourages sustainable modes of transportation. The proposal is coordinated with Metro Vancouver's Lynn Headwaters Pay Parking Pilot and is proposed for March 1, 2021 to October 31, 2021 with a \$3.00 per hour rate and 3 hour maximum. Mr. Carney noted the changes of on-street parking regulations in the surrounding neighbourhood and commented on pay parking exemptions and permits. There is a total of 129 parking spaces, including 4 disability spaces and 2 staff spaces. The pricing model projects an annual revenue of \$315,000 to \$635,000 which is intended to be reinvested into parks or active transportation infrastructure.

Council discussion ensued and the following comments and concerns were noted:

- Commented on the COVID-19 pandemic increasing park users and noted the associated pressures on residential street parking;
- Suggested public communication be coordinated with Metro Vancouver's pilot project; and,
- Noted the negative public feedback received on social media.

In response to a question from Council, staff advised that Metro Vancouver plans to charge \$2 per hour, however, the District's proposed rate is to offset park

improvement costs. Additionally, an Advanced Traveller Information System (ATIS) may be implemented to enhance TDM and provide rate flexibility.

In response to a question from Council, staff noted that the on-street parking regulations have not been determined, however, a gradual transition between zones is proposed.

Council discussion ensued and the following comments and concerns were noted:

- Suggested applying TDM tools to other areas of the District;
- Questioned whether the residential parking pass could be free;
- Commented on Metro Vancouver's shuttle service provided in 2020;
- Noted the Lynn Valley Community Association requested broader consultation;
- Requested a clear communication plan;
- Suggested increasing traditional forms of public notification; and,
- Suggested revenue be reinvested in Lynn Canyon Park improvements only.

In response to a question from Council, staff advised that other pricing strategies and public communication options could be explored if Council does not approve the outcome of the pilot project.

In response to a question from Council, staff advised that the equipment for the project is provided on an annual contract, which can be extended.

In response to a question from Council, staff advised that the Communications Department is developing an engagement strategy.

In response to a question from Council, staff advised that the 3 hour maximum is intended to improve parking turnover and accessibility.

Council discussion ensued and the following comments and concerns were noted:

- Requested details of the desired and expected outcomes;
- Questioned what metrics will be observed during the project;
- Suggested using other communication methods rather than relying on social media;
- Commented on financial impacts due to the pandemic; and,
- Commented on behavioural changes regarding modes of transportation.

In response to a question from Council, staff advised that the Parks and Natural Environment Committee (PNEAC) is supportive of the pilot project.

In response to a question from Council, staff advised that they have requested Translink to increase frequency to Lynn Canyon and Deep Cove.

Council discussion ensued and the following comments and concerns were noted:

- Suggested engaging with community associations over the pilot year;
- Expressed concern with traffic on Robinson Road;
- Commented on transportation alternatives; and,
- Noted the majority of Council supports the residential parking pass.

In response to a question from Council, staff advised of the flexibility of using a dynamic pricing model.

In response to a question from Council, staff advised that 8 electric vehicle charging stations are planned for Lynn Canyon Park.

Staff advised that this item will be brought forward to a future Council meeting.

### **3.2. Seymour Trails Strategic Planning**

File No. 12.6285.01 /000.000

Mr. Wayne Maskall, Section Manager – Natural Parkland, provided an update of the work completed over the past two years for Seymour Trails Strategic Planning and presented a plan to create a high quality, sustainable and multi-use trail network. Mr. Maskall noted that Fromme Mountain's established frameworks will be used as a precedent for developing Seymour Mountain's Best Management Practices (BMPs) and outlined the following key trail values: environmental protection, ecological sustainability, multi-use access and sustainable trail infrastructure and use.

Public input:

Mr. Steve Jones:

- Spoke in support of the planning process and budget;
- Commented on the trails positive impact on local businesses;
- Spoke to environmental concerns;
- Suggested collaboration with different user groups; and,
- Requested developing a plan with an open mind and collecting feedback.

Mr. Eric Andersen:

- Spoke in support of the study's budget;
- Expressed concerns with designated trails and preference towards multi-use trails;
- Requested the Blueridge Community Association be involved in the study; and,
- Expressed concerns with parking in the Berkley/Hyannis area.

Ms. Robyn Rennie:

- Spoke on behalf of the Greater Vancouver Orienteering Club;
- Commented on the Club's use of the North Shore trail networks;
- Spoke to the importance of learning navigation; and,
- Requested the club be involved in the consultation process.

Council discussion ensued and the following comments and concerns were noted:

- Spoke to the history of Seymour Mountain and keeping the forest;
- Noted environmental integrity and preservation is a priority;
- Requested involving all user groups in the discussion;
- Suggested that all trails across the North Shore be considered;
- Noted BC Parks is underfunded and understaffed;
- Suggested supporting the provincial parks;
- Commented on feedback requesting more technical trails;

- Suggested identifying opportunities with the land owners and users; and,
- Suggested recognizing the impacts on the surrounding neighbourhoods.

Councillor HANSON left the meeting at 8:35 p.m.

In response to a question from Council, staff advised that the Tsleil-Waututh Nation and Squamish Nation will be involved in the consultation process.

In response to a question from Council, staff advised that an environmental assessment of the trails has been completed, however, the entire forest will be assessed with a consultant.

Councillor HANSON returned to the meeting at 8:40 p.m.

Council discussion ensued and the following comments and concerns were noted:

- Suggested considering the cumulative and life cycle impacts;
- Suggested increasing community education;

Councillor CURREN left the meeting at 8:59 p.m. and returned at 9:00 p.m.

- Spoke to the benefits of the Districts partnership with the North Shore Mountain Biking Association (NSMBA);
- Suggested creating more trails and enhancing variety;
- Suggested reviewing the trail networks in Squamish and Whistler;
- Highlighted the significance of North Shore trails for recreational use;
- Expressed concern with the Fromme Mountain plan being a Trail Use and Classification Study;
- Suggested the importance of planning with an open mind;
- Noted the importance of public engagement;
- Spoke to protecting natural parkland and not tolerating illegal trail alteration;
- Suggested producing a plan for acquiring capital for trail maintenance;
- Suggested identifying a procedure for managing unsanctioned trails;
- Suggested consideration and awareness of wildlife;
- Questioned whether there is adequate staffing and resources for the study; and,
- Requested improved communication with the public.

Public input:

Mr. Cooper Quinn:

- Spoke on behalf of the NSMBA and supported the planning process;
- Spoke in support of ecological and environmental conservation;
- Suggested developing progressive trails;
- Commented on parking challenges;
- Opined that management and maintenance ensures sustainability; and,
- Noted increases in general and local ridership, as demonstrated in the 2020 trail statistics.

Mayor LITTLE advised that there will be input opportunities at future Council meetings.

**4. PUBLIC INPUT**

Nil

**5. ADJOURNMENT**

**MOVED by Councillor MURI**

**SECONDED by Mayor LITTLE**

THAT the December 14, 2020 Council Workshop is adjourned.

**CARRIED**  
(9:33 p.m.)

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Mayor

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Municipal Clerk

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## REPORTS

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AGENDA INFORMATION	
<input checked="" type="checkbox"/> Regular Meeting	Date: <u>December 7, 2020</u>
<input type="checkbox"/> Other:	Date: _____

_____ Dept. Manager	_____ GM/ Director	_____ CAO
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## The District of North Vancouver REPORT TO COUNCIL

November 25, 2020

File:

**AUTHOR:** Megan Curren

**SUBJECT:** Coalition of Inclusive Municipalities

### RECOMMENDATION:

THAT the District of North Vancouver join the Coalition of Inclusive Municipalities and, in joining the Coalition, endorses the Common Commitments and agrees to develop or adapt its own unique Plan of Action accordingly;

AND THAT Council support implementation of the municipal-specific Truth and Reconciliation Commission of Canada Calls to Action.

### REASON FOR REPORT:

Municipal governments in Canada, along with other levels of government, have responsibilities under Canada's *Charter of Rights and Freedoms* as well as federal, provincial and territorial human rights codes, and therefore have an important role to play in combating racism and discrimination and fostering equality and respect for all citizens. (*source: UNESCO*)

Signatory municipalities of the Coalition are committed to strengthening their policies and programs in a number of areas of municipal responsibility including service delivery, employment, housing and cultural activities. The implementation of these objectives can directly contribute to advancing reconciliation.

The Federation of Canadian Municipalities (FCM) endorses the Call for a Coalition of Inclusive Municipalities and encourages its members to join. In Canada, as of May 2019, nearly 80 municipalities, both small and large, have joined the Coalition.

The Coalition itself is part of the International Coalition of Inclusive and Sustainable Cities – ICCAR, an initiative launched by the United Nations Educational, Scientific and Cultural Organization (UNESCO) in 2004 to promote efforts by cities around the world to address racism, xenophobia, discrimination and exclusion.

Members of the Coalition of Inclusive Municipalities advance initiatives to:

- Establish policies to eradicate all forms of racism and discrimination;

- Improve their practices to promote social inclusion; and,
- Promote human rights and diversity.

Advancing reconciliation is part of the broad mandate of the Coalition of Inclusive Municipalities. The District of North Vancouver council identified, "Enhance relationships and explore reconciliation opportunities with the Tsleil-Waututh and Squamish Nations" as a strategic priority for 2019-2022 in the Corporate Plan.

**BACKGROUND:**

On July 8, 2020, Squamish Nation issued a Statement of Solidarity with the Black Community and called upon non-BIPOC (Black, Indigenous and People of Colour) to act:

*"We need a commitment to justice. We need to have difficult conversations about race. We need to stand up to racism when we see and hear it. We need non-BIPOC (Black, Indigenous and People of Colour) allies to step up and use their platform and their privilege to elevate the voices and issues of BIPOC peoples and communities."*

The North Shore Multicultural Society hosted a Town Hall on achieving racial equity in September, as well as an event entitled "Building Anti-Racist Communities Conversation." During both events, members of the North Shore community shared personal stories of historical and ongoing racial injustice on the North Shore.

The Centre for Diversity and Innovation and the North Shore Immigrant Inclusion Partnership (NSIIP) are working on a North Shore Racial Equity Strategy.

North Vancouver School District 44 (SD44) has formed an Anti-Racism Representative Working Group and an Anti-Racism Steering Committee and supported the Truth and Reconciliation Committee's Calls to Action for Education in 2016.

The North Vancouver RCMP struck an OIC (Officer in Charge) Inclusion, Diversity, and Equity Advisory (IDEA) Committee in October 2020.

The North Shore Recreation and Culture Commission has identified anti-racism and inclusion as strategic priorities.

Council members recently attended the Metro Vancouver Forum on Systemic Racism. The forum called upon local government leaders to confront white supremacy within all Canadian institutions and to take immediate and sustained action - both individually and institutionally.

***Individually*** - *What specific steps will you take as an individual and in your role in your municipality, and in Metro Vancouver to contribute to the equity, inclusion, and justice change?*

***Institutionally*** - *How will your administration change in its approach and culture, and what specific steps will you take in various aspects towards racial justice, equity, and inclusion in the general community? How will your administration change in its internal approach and culture, and what actual steps will you take to make for cultural and administrative change*

*towards equity, inclusion and justice change within the office itself? (source: Metro Vancouver Forum on Systemic Racism, November 2020)*

[The Coalition of Inclusive Municipalities: A Guide for New and Established Members](#)

[Federation of Canadian Municipalities Pathways to Reconciliation](#)

[Truth and Reconciliation Commission: Calls to Action](#)

**Financial Impacts:**

There is no cost to joining the Coalition. Municipalities are asked to consider the resources available when the Plans of Action are developed and decide which initiatives to implement. Being a member of the Coalition means we benefit from the experience and expertise of other municipalities. Staff would be encouraged to apply for grant funding.

**Conclusion:**

Clear Council direction is a critical step for advancing sustained initiatives to confront systemic racism and for taking meaningful action on reconciliation.

This is not the Plan of Action to address systemic racism and reconciliation, rather a commitment to taking action.

Critically, the Plan of Action must be developed through collaboration with various stakeholders including BIPOC community members, Squamish and Tsleil-Waututh Nations, partner agencies, City of North Vancouver and District of West Vancouver.

**Options:**

1. That the motion, as presented, be supported by Council:  
    **THAT** the District of North Vancouver joins the Coalition of Inclusive Municipalities and, in joining the Coalition, endorses the Common Commitments and agrees to develop or adapt its own unique Plan of Action accordingly;  
  
    **AND THAT** Council implement the municipal-specific Calls to Action contained in the Truth and Reconciliation Commission of Canada.
2. That the item not be supported.

Respectfully submitted,



Megan Curren  
Councillor

**Attachments:**

Attachment 1: The Coalition of Inclusive Municipalities: A Guide for New and Established Members

Attachment 2: Federation of Canadian Municipalities Pathways to Reconciliation

Attachment 3: Truth and Reconciliation Commission: Calls to Action

Attachment 4: Declaration to Join the Coalition of Inclusive Municipalities

REVIEWED WITH:					
<input type="checkbox"/> Community Planning	_____	<input type="checkbox"/> Clerk's Office	_____	External Agencies:	
<input type="checkbox"/> Development Planning	_____	<input type="checkbox"/> Communications	_____	<input type="checkbox"/> Library Board	_____
<input type="checkbox"/> Development Engineering	_____	<input type="checkbox"/> Finance	_____	<input type="checkbox"/> NS Health	_____
<input type="checkbox"/> Utilities	_____	<input type="checkbox"/> Fire Services	_____	<input type="checkbox"/> RCMP	_____
<input type="checkbox"/> Engineering Operations	_____	<input type="checkbox"/> ITS	_____	<input type="checkbox"/> NVRC	_____
<input type="checkbox"/> Parks	_____	<input type="checkbox"/> Solicitor	_____	<input type="checkbox"/> Museum & Arch.	_____
<input type="checkbox"/> Environment	_____	<input type="checkbox"/> GIS	_____	<input type="checkbox"/> Other:	_____
<input type="checkbox"/> Facilities	_____	<input type="checkbox"/> Real Estate	_____		
<input type="checkbox"/> Human Resources	_____	<input type="checkbox"/> Bylaw Services	_____		
<input type="checkbox"/> Review and Compliance	_____	<input type="checkbox"/> Planning	_____		

THE COALITION OF INCLUSIVE MUNICIPALITIES:

# A Guide for New and Established Members



With the support of the  
International Coalition  
of Inclusive and  
Sustainable Cities – ICCAR



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## **Purpose of this toolkit**

This toolkit is intended to help citizens, organizations, municipal elected officials, and employees understand and prepare for joining the Coalition. It provides information and practical advice about working with community stakeholders to develop and implement a Plan of Action to advance inclusion at the municipal level. Finally, it provides guidance on evaluating results and describing the impact of the Plan of Action.



# Introduction

“The call for global unity in combating racism and all forms of discrimination has never been more relevant, and the complexity of the challenges faced in cities around the world requires shared action and leadership.” - The Canadian Commission for UNESCO

## **UNESCO, cities, and human rights**

Since its creation in 1945, the [United Nations Educational, Scientific and Cultural Organization \(UNESCO\)](#) has championed equity, peace, and sustainable development by promoting collaboration among nations. As part of this mandate, UNESCO has worked to protect human rights and extend the freedoms of all peoples, without discrimination.

UNESCO has spearheaded initiatives that have garnered support worldwide. In response to the outcomes of the 2001 [World Conference against Racism, Racial Discrimination, Xenophobia and Related Intolerance](#) (“The Durban Conference”), UNESCO developed an [Integrated Strategy to Combat Racism, Discrimination, Xenophobia and Intolerance](#).

Recognizing the key role that local governments play as policy makers and guarantors of human rights, UNESCO partnered with municipalities to implement its Integrated Strategy and launched, in 2004, the International Coalition of Cities Against Racism (ICCAR), a network of cities committed to fostering inclusion by improving their policies against racism, discrimination, exclusion, and intolerance. In 2016, ICCAR was renamed the [International Coalition of Inclusive and Sustainable Cities – ICCAR](#). The change in name aligns this network and its efforts with the [United Nations’ 2030 Agenda for Sustainable Development](#), and underscores the importance of cities as focal points for sustainable and inclusive development.

By implementing inclusion, diversity, and equity policies and programs, municipalities contribute to advancing many of the UN Sustainable Development Goals (SDGs), in particular:

- **SDG #1:**  
**No Poverty**
- **SDG #5:**  
**Gender Equality**
- **SDG #8:**  
**Decent Work and Economic Growth**
- **SDG #10:**  
**Reduced Inequalities**
- **SDG #11:**  
**Sustainable Cities and Communities**
- **SDG #16:**  
**Peace, Justice and Strong Institutions**

### **The Coalition of Inclusive Municipalities**

In response to UNESCO's work, the [Canadian Commission for UNESCO](#) (CCUNESCO) created a Canadian Coalition of Cities against Racism and Discrimination (CCMARD) in 2005. CCUNESCO and its partners<sup>1</sup> invited all Canadian municipalities to join the Canadian Coalition. An advisory committee for the Coalition, which includes municipal staff and elected officials, was created in 2017 to provide recommendations to CCUNESCO to advance and strengthen the

Coalition, while supporting the work of signatory municipalities in implementing the Coalition's Common Commitments and inclusion-related initiatives. The name of the Canadian Coalition was changed to the Coalition of Inclusive Municipalities in 2019 to promote inclusion and diversity, while maintaining a focus on racism and discrimination. A new visual identity was developed for the Coalition with a seal of inclusion for signatory municipalities to use on their inclusion-related publications, websites, posters, signatures, and letters.

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<sup>1</sup>A pan-Canadian working group was formed, which comprised representatives of the Canadian Race Relations Foundation, the National Association of Friendship Centres, the Alberta Human Rights Commission, the Ontario Human Rights Commission, the City of Toronto, and the City of Gatineau. The working group established a declaration to be signed by municipalities and adapted the commitments developed by the European Coalition to reflect the responsibilities of Canadian municipalities.

## Objectives of the Coalition

The main objective of the Coalition is to provide a platform to broaden and strengthen human rights through coordination and shared responsibility among local governments, civil society organizations, and other democratic institutions. Members of the Coalition advance initiatives to:

- **Improve their practices for social inclusion**
- **Establish policies to eradicate racism and discrimination**
- **Promote human rights and diversity**

## Benefits for Municipalities

There are many benefits to joining the Coalition and investing time and resources in inclusion work. Coalition members share experiences and lessons learned by having access to a network of municipalities that can help them identify best practices, tools, and resources for combating racism and other forms of discrimination. Coalition membership also benefits municipalities by helping them:

- **Understand local realities and develop a Plan of Action to foster inclusion**
- **Increase trust, loyalty, and respect for the municipality by promoting greater equality and inclusion**
- **Strengthen partnerships with local organizations, businesses, and individuals**

## The Common Commitments

The Coalition's Common Commitments cover areas of municipal responsibility – such as housing, service delivery, employment, and culture – to guide local authorities in developing policies and programs. The Common Commitments are structured around three areas of municipal responsibility.

### The municipality as a guardian that respects the public interest

- 1** Increasing vigilance against systemic and individual discrimination.
- 2** Monitoring discrimination in the municipality and taking action to address it.
- 3** Supporting individuals who experience discrimination.
- 4** Providing police services that are exemplary institutions for fighting discrimination.

### The municipality as an organization that upholds human rights

- 5** Providing equal opportunities as a municipal employer, service provider, and contractor.
- 6** Supporting measures that promote equity in the labour market.
- 7** Challenging discrimination and promoting diversity and equal opportunities in housing.

### The municipality as a community that promotes diversity

- 8** Involving citizens by giving them a voice in anti-racism initiatives and decision-making.
- 9** Challenging discrimination and promoting diversity and equal opportunities in education and other forms of learning.
- 10** Promoting the respect, knowledge, and appreciation of cultural diversity and the inclusion of Indigenous and racialized communities in the cultural fabric of the municipality.

When a municipal council signs the declaration to join the Coalition, it endorses the Common Commitments and agrees to develop a [Plan of Action](#). This process is flexible so that each municipality can address its own inclusion-related issues. The Plan of Action is a key tool for signatory municipalities; once adopted, it becomes integrated into the municipality's visions, strategies, and policies.

# Before joining the Coalition

## Reaching out to stakeholders

An inclusive municipality is the result of the combined efforts of a wide range of community stakeholders.<sup>2</sup> By engaging community stakeholders before joining the Coalition, municipalities can help ensure that their proposed actions are well-informed, supported by expertise and resources, and reflective of the community and the issues they are trying to address. Having early and active involvement from the community will result in increased ownership of the Plan of Action and lead to more tangible success.

Support from community stakeholders ensures continuity through changes in elected officials and encourages the overall sustainability of

your initiatives. Be sure to involve stakeholders throughout the entire process – to involve them once with no follow-up will seem like a token effort.

## Engaging stakeholders

Be sure to invite all key players when engaging community stakeholders. Consider the diversity of your community and ask those you invite if there are others who should join the discussion. Pay attention to intersectionality<sup>3</sup> within your community. For example, youth with disabilities have different experiences than adults with disabilities.



### Note on stakeholder terminology:

“Stakeholder” is used throughout this toolkit to signify engaged citizens and community partners who want their municipal government to advance inclusion. This may include autonomous Indigenous communities or groups. The terms that describe different stakeholders represent the primary self-identification terms at the time of writing. Language continues to evolve, and the Coalition seeks to keep terminology updated in all publications. As more Canadians continue to self-identify in different ways, the list of stakeholders will grow and change.

<sup>2</sup> The word stakeholder is used in this document to refer to all organizations invested in this process and is not meant to exclude groups – such as Indigenous communities – who do not commonly use this term.

<sup>3</sup> Intersectionality is the interconnection of social categorizations – such as race, class, and gender – when they overlap and create interdependent systems of discrimination or disadvantage.

## Who to invite?

- First Nations, Métis, and Inuit communities
- Indigenous organizations, Indigenous elders and leaders, Friendship Centres
- Provincial and territorial organizations representing Indigenous peoples
- Immigration and settlement and ethnocultural organizations, local immigration partnerships
- Official language minority communities
- LGBTQ2+ organizations
- Local employers and educational institutions, including universities and colleges
- Faith-based organizations, interfaith networks
- Women's organizations
- Sex worker organizations
- Disability activists and groups
- Youth centres and youth groups
- Veterans, seniors' organizations
- Union representatives
- Anti-poverty and homelessness initiatives
- Municipal departments including police services, human resources, housing, recreation, planning and development, public works, parks, transit, and community development
- Human rights commissions and non-governmental organizations working on discrimination
- Provincial associations of municipalities and relevant provincial and federal government departments
- Human resources staff involved in hiring and diversity practices



## Indigenous peoples

While many Indigenous peoples live in urban areas, their political and legal representation often remains with First Nations Governments, Métis settlements, or Inuit communities. Engage with urban Indigenous peoples through Provincial Territorial Organizations (PTOs) to connect with chiefs and other representatives, or through local Indigenous organizations to connect with those who are not politically affiliated. Be attentive to and respectful of appropriate protocols. For more information, see [Reconciliation with Indigenous Peoples: A Holistic Approach](#) (CCUNESCO 2019).





## Youth

Youth are actively engaged in many initiatives to combat discrimination in their communities. Youth bring energy, new perspectives, and creative strategies for approaching problems. Municipalities can engage youth formally through established youth councils and advisory groups, and informally by engaging with youth programs and implementing recreation and arts-based activities. For more information, see [Youth Engagement Toolkit](#) (CCUNESCO 2020).

### Reach youth by:

- Partnering with local schools and youth organizations and connecting with UNESCO Schools in Canada
- Involving local youth councils or advisory groups
- Using social media, sports, and arts to reach youth
- Ensuring events are youth friendly (held at appropriate times and easily accessible via public transit)
- Creating meaningful linkages between youth and decision makers
- Encouraging youth to participate in social media campaigns, contests, or training related to inclusion
- Following up with youth who get involved to retain them for future initiatives

The [Municipal Youth Engagement Handbook](#), published by the Federation of Canadian Municipalities, contains guidelines for elected officials and public administrators for engaging and recruiting youth as future municipal leaders and workers. The handbook suggests events, contests, and campaigns that can be used to implement and strengthen youth engagement in your community.

## Various outreach methods

- Send letters or invitations to community organizations and representatives
- Present to community organizations to tell them about Coalition
- Attend local events to meet people and learn what communities are doing about discrimination
- Ask to be added to a Chamber of Commerce meeting agenda and to service clubs, like the Rotary Club
- Write articles for local newspapers and community newsletters about discrimination and inclusion
- Identify community champions who can facilitate participation from their community members
- Use social media and make personal calls to follow up on your invitations
- Best practices for involving community stakeholders

## Best practices for involving community stakeholders

Be considerate and flexible when involving stakeholders. Plan your meetings by considering culture, socioeconomic issues, safety concerns, and accessibility. Respect days of significance for various faiths and cultures (see the [interfaith calendar](#)) and ask community members for advice on structuring and timing meetings so that people can attend and fully participate.

### Plan your meetings by asking:

- Are interpreters required?
- Is childcare needed?
- Is the space accessible to people with mobility challenges?
- Do members of Indigenous or other communities have protocols for holding meetings?
- Can we hold our meetings at different locations, or on weekends, to allow greater participation from the community?
- Have we considered a variety of ways to reach out to various populations, including media, elders, personal invitations, and newspaper?

## Validate experience

Validate the experience and expertise of your stakeholders by recognizing strengths and building capacity. The perspectives of those who have experienced discrimination – especially if they have not been historically invited to planning processes. They might have innovative solutions to complex problems.

## Recognize limitations

Recognize the time constraints and competing responsibilities of community members and organizational representatives. Provide flexibility in their involvement but be clear about your expectations regarding their contributions and the time required for participation. Address any resource constraints (such as budgets or staff time) from the start.

## Follow up

Follow up regularly with stakeholders and tell them how their suggestions are being implemented. By seeing how their participation is benefiting the process, they will be more likely to continue their involvement. Use their initial involvement to begin the long-term process of relationship building.

## Understanding your local reality

By understanding the issues and the current capacity of your community, you will be better able to explain how joining the Coalition will help your municipality foster inclusivity, and can:

- **Propose actions that are relevant, meaningful, and achievable in your local context.**
- **Ensure human and financial resources are available for implementing your initiatives.**
- **Encourage a positive response to your proposal to join the Coalition.**

# Joining the Coalition of Inclusive Municipalities

Joining the Coalition begins with making the case for membership and obtaining support through a resolution passed at a council meeting. Implementing the Common Commitments is a long-term objective so it is helpful to secure the support of local stakeholders and partners, including relevant municipal divisions, businesses, and community organizations.

If your provincial or territorial association of municipalities has not officially endorsed the Coalition, you can raise this issue at an association meeting. Individual municipalities have influence as members to call for endorsements, and the association has a mandate to represent the interests of its members. One of your elected officials could become actively involved on the board of the association to move this forward.

## Preparing the case for Coalition membership

- Talk to other municipalities and learn from their experiences. Connect with other municipalities that have made the decision to join the Coalition. Look for a municipality that has similar characteristics (e.g. population size, demographics, financial and human resources) to make comparisons easier. Please see the [CCUNESCO website](#) for a current list of municipalities that are Coalition signatories.
- Invite champions from nearby communities to support your presentation.
- Involve your stakeholders. Your community stakeholders have valuable insight and experience to share. Ask them to speak to parts of your presentation. Hearing the voices of diverse community members will deepen Council's understanding of the importance of Coalition membership. Stakeholders can write letters of support to accompany your case.
- Align your case with existing plans and priorities. Demonstrate how joining the Coalition and taking action on inclusion contributes to plans that have been already approved by council.
- Show how fostering inclusion is vital to the core business of the municipality.
- Be ready to outline whether joining the Coalition will require additional funding and be prepared to justify your answer.
- Know the benefits of membership. Be prepared to speak to the benefits of joining the Coalition. Please see Appendix A for suggestions on your speaking notes.

## Questions you might receive

Municipal councils are responsible for asking questions about initiatives before making decisions. This is especially true of resolutions that may have budget implications or consist of long-term commitments that will carry on after the term of the current council. Below you'll find a list of questions commonly asked by municipalities. Be prepared to answer these questions and do additional research as required. The more information council has, the more likely it is to pass the resolution. Council members will also demonstrate a stronger commitment to ongoing action after they join if they are informed from the start.

1

### **We are a small and mostly homogenous community – how can the Coalition work here?**

Discrimination comes in many forms and your Plan of Action will reflect your municipality's local realities. Be familiar with the statistics for your community and consider race, age, sexual orientation, family status, and socioeconomic factors. There are diverse ways to ensure your municipality is inclusive for everyone.

2

### **We don't have problems like racism here – why do we need to join?**

Respond to this question by commending the efforts your municipality is making to create a welcoming and inclusive community and remind your municipality that discrimination comes in many forms. Members of your community who experience discrimination might not talk about their experiences for fear of backlash, which could be why some community members don't think it exists. Community organizations, church groups, employers, schools, universities, and councils may be working hard to end discrimination in your community. Joining the Coalition is a way of publicly recognizing their work and making a commitment to build on their efforts.

3

### **Is the Coalition's only objective to combat racism?**

No. Depending on their local context and priorities, municipalities can be actively involved in developing initiatives, policies, and programs that advance equity and facilitate inclusion and non-discrimination for numerous groups, including LGBTQ2+ people, Indigenous people, people with disabilities, youth, older adults, people living in poverty, and women. Everyone who is at risk of exclusion or discrimination can be the focus of initiatives undertaken as part of a municipality's commitment to the Coalition.



4

#### **How much does it cost?**

There is no cost to joining the Coalition. Municipalities should consider the resources available in their communities when they develop their Plans of Action and decide which initiatives to implement. Being a member of the Coalition means you benefit from the experience and expertise of other municipalities. This allows you to implement successful programs in your community without investing significant resources.

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5

#### **What if we are unable to complete the process to join the Coalition within the term of our elected officials? What if our champion leaves?**

If your elected officials or champions leave, your plans to join the Coalition could be interrupted. Mitigate this possibility by ensuring that all elected officials know about your work and its progress. Secure support from various departments within your municipal administration and find champions from different areas of the organization. Engage these champions by involving them in designing and implementing your Plan of Action. Partnerships with community organizations will also contribute to the success of your initiatives.

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6

#### **How much time does it take to develop a Plan of Action?**

This varies from one municipality to another and depends on your existing resources, the number of consultations required, the policies and programs that currently exist, and your municipality's approval process. It can take several months or several years.

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7

#### **Do we have to work on all ten Common Commitments at once?**

Start by addressing one or two commitments and expand your scope over time. Focus your work on a specific issue, such as monitoring incidents of racism or supporting newly arrived refugees. Each municipality can design its own approach.

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8

#### **What impact has membership in the Coalition had on signatory municipalities?**

Municipalities describe concrete changes in their communities regarding discrimination. These changes include the Plan of Action, which involves community stakeholders, programs to engage and raise awareness of discrimination, internal policies on equity and employment, and new staff positions. Being a signatory of the Coalition allows municipalities to improve existing policies against racism, discrimination, exclusion, and intolerance. Other benefits are increased access to information, tools, resources, and frameworks for promoting diversity and inclusion. [Coalition toolkits](#) describe many effective initiatives launched across Canada.

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## How do we monitor our progress?

Each municipality decides how to monitor its own progress. Reporting requirements are minimal, but municipalities are encouraged to provide annual updates to their residents and to CCUNESCO. By describing their recent experiences, initiatives, and policies, municipalities help inform the work of others in advancing issues such as equity, diversity, inclusion, employment, housing, service delivery, and reconciliation.

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### Adopting a resolution

Council can draft its own resolution or use the [Declaration to Join the Coalition of Inclusive Municipalities](#) template. The declaration can be signed at a ceremony that includes local citizens and organizations.

### Next steps after adopting a resolution

Contact CCUNESCO once the resolution to join the Coalition is passed and include the following:

1. A notice of your municipality's decision to join the Coalition.
2. A copy of the resolution passed by council.
3. The name of two focal points (one elected official and one municipal staff) and their contact information. They are the primary contacts for future correspondence.

Please send emails to [ccunesco@ccunesco.ca](mailto:ccunesco@ccunesco.ca) or letters to:

Canadian Commission for UNESCO  
Att. Coordinator, Coalition for Inclusive  
Municipalities  
150 Elgin Street, P.O. Box 1047  
Ottawa, Ontario K1P 5V8

### *Elected official focal point*

The role of the elected official focal point is to act as a diversity and inclusion champion locally and to speak about the Coalition with members of council, local partners, and other elected officials. The elected official reports to residents on the progress of the municipality's involvement in the Coalition and is active on local committees. Elected officials receive information about the Coalition and are invited to participate in meetings. Elected officials are encouraged to share their municipality's best practices with CCUNESCO and other municipal signatories.

### *Municipal staff focal point*

The role of the municipal staff focal point is to act as a liaison between CCUNESCO, the Coalition, and other municipal divisions. The municipal staff focal point ensures Coalition matters are managed by the proper municipal division, forwards information received from CCUNESCO to the appropriate individuals, invites colleagues to share information on initiatives in their departments, and shares this information with CCUNESCO. The municipal staff focal point is responsible for reporting annually to CCUNESCO.

## **Go public!**

CCUNESCO encourages municipalities to publicly announce their commitment to the Coalition.

### **Communicate your decision**

- Send releases to local media and include the announcement in local newsletters and e-bulletins.
- Highlight your decision on the municipal website.
- Invite community organizations to share the announcement with their networks.
- Tag CCUNESCO on your social media posts (@CCUNESCO).

### **Plan a community event**

- Plan an event with community stakeholders – ensure stakeholders reflect the diversity of your community.
- Invite community members to share their personal stories and their thoughts about joining the Coalition.

### **Organize a signing ceremony**

- Invite representatives of community organizations, police authorities, media, municipal employees, community members, and local schools to a signing ceremony.
- Distribute signed copies of the declaration to attendees.
- Ask local groups to perform or invite attendees to contribute to a common art piece.



## Link your announcement to a special day

Celebrate diversity and inclusion by supporting events designated by the [Government of Canada](#).

<p><b>February</b></p> <p><a href="#">Black History Month</a></p>	<p><b>March</b></p> <p>8 <a href="#">International Women's Day</a></p> <p>21 <a href="#">International Day for the Elimination of Racial Discrimination</a></p> <p>31 <a href="#">International Transgender Day of Visibility</a></p>	<p><b>April</b></p> <p>22 <a href="#">Earth Day</a></p>
<p><b>May</b></p> <p><a href="#">Asian Heritage Month</a></p> <p>16 <a href="#">International Day of Living Together in Peace</a></p> <p>17 International Day against Homophobia and Transphobia</p> <p>28 <a href="#">National AccessAbility Week</a></p>	<p><b>June</b></p> <p><a href="#">Pride Month, National Indigenous History Month</a></p> <p>8 <a href="#">World Oceans Day</a></p> <p>20 <a href="#">World Refugee Day</a></p> <p>21 <a href="#">National Indigenous Peoples Day</a></p>	<p><b>August</b></p> <p>9 <a href="#">International Day of the World's Indigenous People</a></p> <p>12 <a href="#">International Youth Day</a></p>
<p><b>October</b></p> <p>1 <a href="#">National Seniors Day</a></p> <p>31 <a href="#">World Cities Day</a></p>	<p><b>November</b></p> <p>Second week</p> <p><a href="#">Transgender Awareness Week</a></p>	<p><b>December</b></p> <p>3 <a href="#">International Day of Persons with Disabilities</a></p> <p>10 <a href="#">Human Rights Day</a></p>



### March 21<sup>st</sup>

The social media campaign, #ItStartsWithMe, coordinated by CCUNESCO to celebrate the [International Day for the Elimination of Racial Discrimination](#), offers materials and key messages for raising awareness about racism, inclusion, and diversity in your municipality.

# Creating a structure

## Why create a structure?

A structure consists of the individuals and groups responsible for working together on issues of inclusion, equity, diversity, racism, and discrimination. Your municipality may have an existing structure, or a structure may have been approved with your proposal to join the Coalition.

Although municipalities organize their Coalition work in different ways, their structures share common elements that can be adapted for the individual objectives of each municipality. A formal structure for implementation, with staff roles and committee responsibilities, makes membership more than a signature – it creates a strong foundation for your Coalition work.

## Staff roles

**Permanent staff:** Permanent staff are municipal employees who are wholly or partially dedicated to Coalition work. Sometimes new staff positions are created for anti-discrimination work; other times existing staff may be assigned to Coalition work in conjunction with another role. There may be one staff person responsible for anti-discrimination work, or there may be a team devoted to this. Having permanent staff dedicated to Coalition initiatives ensures accountability and sustainability.

**Other staff:** Other staff are consultants and temporary employees, such as summer students and interns, who help with Coalition work, especially in the initial stages. Some municipalities hire contractors with specific areas of expertise.

## Considerations for staff

### In which department is the position located?

New positions related to the Coalition are often created in the social or community services or human resources departments. The location impacts the scope and focus of the work. If someone works in the human resources department, then making hiring practices more equitable is easier than creating grants for ethnocultural community groups. Many municipalities say it's essential for Coalition work to stretch beyond one department into multiple areas. Achieve this by having multiple staff involved in Coalition work or by creating relationships between staff and other departments.



**Be sure to tag @CCUNESCO when posting on social media about your diversity, equity, and inclusion initiatives**

**What is their decision-making authority and influence?** Staff positions exist at various levels of seniority. If a staff position is at too low a level in the municipality, it may hinder the person's ability to shift policies and practices that pose barriers to marginalized communities, or to work meaningfully with community members. Anti-discrimination requires a specific set of knowledge and specialized skills. It's essential to recognize this expertise and give staff members appropriate levels of authority to carry out their roles effectively.

**To whom do they report?** A staff position located within a particular department follows reporting procedures for that department. It may be useful to create a mechanism for that person to report to council or senior administration about their activities. This extends council's role in Coalition work.

## Committees

**Internal committees:** Internal committees can consist of municipal staff, councillors, or both. Internal committees represent different departments or areas within the municipality. An internal committee might function as an advisory committee to others who are implementing the Plan of Action, or they might be responsible for implementation themselves.

**External committees:** External committees can include individual community members or individuals representing community organizations and local institutions. These groups can be either advisory or implementation committees.

**Joint committees:** Joint committees are a mix of municipal and community members working together.

It's important to determine if the committees in your structure will be implementation or advisory. Implementation committees are responsible for achieving goals. These committees plan activities and initiatives to meet the objectives in the Plan of Action. Advisory committees provide recommendations to municipal staff members or to council, who are then responsible for achieving goals. Both types of committees need support from a municipal staff person. Many council-approved committees receive an annual budget.

### *Considerations for committees*

**Who are the members?** Whether your work has an internal or external focus determines who should be on the committee. In a joint committee, the balance of municipal and community members affects the focus of the work. If your committee is focused on a specific group, then you should include members from this group on your committee. It is important for anti-discrimination committees to represent the diversity of the community and to prioritize the experiences and knowledge of marginalized groups. Committees often require staff support to maintain focus and perform tasks like circulating meeting notes and conducting research.

**How do members join?** Membership can be by appointment, by formal application, or by signing up. Some municipalities are shifting away from an appointment process to include more diverse members.

**How frequently do members meet?** Meetings are the main way that committees coordinate their work and make decisions. Monthly meetings may be helpful for committees responsible for implementing the Plan of Action. Less frequent

meetings (quarterly meetings) may be more appropriate for advisory committees.

**How are meetings conducted?** Meetings can be formal or informal. Always have an agenda and a meeting facilitator. Make decisions by voting or by consensus. Define your decision-making process and have an orientation session to tell members how the process will work; this is an important way to reduce barriers to full participation.

**How does work get done?** Specify in the Terms of Reference or in meetings what is expected of members. Subcommittees and working groups can be created permanently or temporarily to implement particular activities or to focus on broader areas that need development.

### **What is the relationship with the municipality?**

Often committees rely on approvals from council to make anything happen. It is useful to specify early on what kinds of decisions the committee can make on its own and what must go to council or senior administration for approval. Information sharing is important; it can be useful to build in regular requirements or opportunities for the committee to report on their activities and recommendations to council or senior leaders.

Capture the above details in a Terms of Reference or a similar document. Include the Terms of Reference in a package for committee members and review it with committee members when they join.



## **Support for staff and committees**

**Champions:** Champions are elected officials, staff members, or individuals who are passionate about eliminating discrimination. Champions have influence in the municipality and are skilled at building relationships and communicating the value of Coalition work. Champions help with initiatives, especially in the early stages, when building knowledge and support. Find champions in your municipality and give them a role in your structure. Champions can help focus your goals, inspire others, and maintain momentum. Their commitment keeps issues of inclusion at the forefront during changes in staff or elected officials.

**Partners or coalitions:** Partnerships can help your municipality fulfill the Common Commitments, especially if you have limited resources to devote to anti-discrimination work. For example, Local Immigration Partnerships, funded by the federal government, help municipalities increase support for newcomers to Canada. Increasingly, municipalities are creating coalitions related to reconciliation with Indigenous peoples. Municipalities can play various roles in forming partnerships and coalitions – all the way from being a member to providing leadership.

## Establish a structure

Consider the following elements when developing and implementing a structure for your municipality.

**Existing structures:** Is there an existing structure for addressing discrimination in your municipality? Is there a municipal staff person responsible for inclusion and diversity? Working with an existing structure provides knowledge and experience; however, shifting the direction of an existing structure can be expensive and difficult if it is not flexible or has limited capacity.

**Priorities:** What are your areas of focus? If your priorities focus on making changes to municipal policies (like diversifying the municipal workforce or making procurement more equitable), then you will need to select internally focused elements. If your priorities focus on making changes in the community (like reducing hate crimes or building the anti-discrimination capacity of organizations), then you will need to select externally focused elements.

**Leadership support:** Signatory municipalities say that support from senior leaders is critical to the successful implementation of the Plan of Action. If senior leaders value your commitment to the Coalition, then ask for the creation of a staff position or committee with a mandate to develop and implement your Plan of Action.

**Financial and human resources:** Financial resources come from various sources – often an annual budget or project grants. Human resources come from the time spent by municipal staff, elected officials, and community members. If there is no long-term funding for staff, consider hiring consultants to do critical tasks, like

conducting public consultations and developing a Plan of Action, and then give the plan to a volunteer committee for implementation.

**Changes over time:** Your structure may change over time. You might start your planning process by convening an informal group of municipal staff or community members to develop your Plan of Action; after you secure funding, you might create a staff position and a formal committee to implement the initiatives.

**Roles and responsibilities:** To develop roles and responsibilities, consider the mandate and function of each element of the structure. Ensure there is sufficient funding and support for implementing the planned actions. Terms of Reference for committees in other municipalities might be useful. It is important to consult with signatories to identify the necessary work for each element. Many municipalities have faced challenges when the mandate assigned to a committee or to staff is broad, but where there is insufficient funding or authority to implement planned actions. Ensure all responsibilities are clearly assigned to a specific role, including:

- Signing on to the Coalition
- Engaging stakeholders
- Understanding your local reality
- Developing a Plan of Action
- Locating resources
- Implementing your Plan of Action
- Measuring and reporting progress

## Typical structures

Your municipality can combine the various elements of the structures outlined below to create one that works best:

2

One part-time staff person is responsible for diversity and inclusion and is supported by an internal diversity and inclusion committee. The committee helps create the Plan of Action, which focuses on changing policies and procedures internal to the municipality. Responsibility for implementing the plan is delegated to the appropriate departments.

1

One full-time staff person is responsible for diversity and inclusion and works on both internal initiatives and external strategies. An advisory committee supports the staff person and provides feedback on priorities, makes recommendations, and reviews policies and plans.

3

An informal community-based committee is responsible for developing and implementing the Plan of Action. The committee's work is supported by a staff person at the municipality. Consultants, students, or interns work as needed to support specific internal projects.

4

A formal municipal-wide strategic plan includes goals and strategies to address discrimination and promote equity and inclusion both within the organization and the community. Each department applies diversity and inclusion principles to their work by planning, implementing, and measuring progress on equity-related initiatives.

## Maintain your structure

Although the people who make up your structure are likely chosen for their expertise, they will need ongoing support to make the most of their involvement. Committees might benefit from education on particular kinds of discrimination or training on how to have difficult conversations with coworkers and community members. Staff might benefit from professional development sessions on organizational change or policy review. Education may also involve giving people information about how municipal decisions are made, or orienting them to community initiatives. Make sure committee members know what supports are available to them. These supports may be different for internal and external committees.

Regularly evaluate if your structure is helping your municipality carry out its Plan of Action. Which elements of the structure are functioning best and which elements need revising? Is your structure having the desired impact? Establish a process to receive regular feedback on how best to support staff and committees and ensure their comments are addressed.



**The Community Toolbox, developed by the Center for Community Health and Development at the University of Kansas, provides a free step-by-step guide for developing Strategic and Action Plans and offers additional resources for each step in the process.**

# Developing your plan of action

Your Plan of Action<sup>4</sup> guides the implementation of your initiatives and increases accountability. With a clearly defined plan, you can monitor your progress and plan future actions. Developing your Plan of Action is an opportunity for active community engagement, which leads to increased ownership and responsibility.

## Who should be involved?

### Municipal staff

Your plan will be more comprehensive if you involve municipal staff from different departments. Include senior administration and front-line staff from different areas at various stages of the planning process to allow for increased commitment to Coalition initiatives.

### Elected officials

By joining the Coalition, council has undertaken to develop a Plan of Action and remain involved in its implementation. Beyond this step, Coalition work (including successful Plan of Action to foster inclusion) requires the ongoing engagement and support of elected officials. Once the plan is developed, ensure it is reviewed and adopted by council at a meeting.

### Stakeholders

The diversity in your community is a strength to draw on when developing your Plan of Action. Your plan will be more effective if you include stakeholders whose mandate is related to discrimination and inclusion.

## Steps in the process

1. Collaborate with municipal staff, elected officials, and stakeholders to create an inventory of existing policies or programs related to the Common Commitments.
2. Explain how your planning process will lead to actions and how the outcomes will be shared and used.
3. Invest time to establish a shared vision for your Coalition work. Define key terms and objectives at the start of the planning process to ensure that everyone is working from the same understanding.
4. Avoid placing individuals in the position of spokesperson for their entire ethnic group, gender, sexual orientation, or other aspect of their identity. The concept of intersectionality reminds us that anyone can face multiple experiences of discrimination.
5. Offer different means of participation, such as community forums, interviews, focus groups, conversation cafes, informal gatherings, and questionnaires.
6. Draft your Plan of Action and share it with stakeholders.
7. Solicit feedback and revise your plan.
8. Present your plan to council for adoption and share it with municipal staff, elected officials, and community stakeholders.

<sup>4</sup>Information in this section has been adapted from the [Alberta Urban Municipalities Association \(AUMA\) Welcoming and Inclusive Communities Toolkit](#) and the [Planning Together Guide to Municipal Immigration Action Planning](#) in Alberta.



## Questions to consider in developing the Plan of Action

1. What are the current and future demographics of our community?
2. What are our established municipal priorities (housing, immigration, employment, economic development, education)? How can inclusion and equity strategies support the achievement of our objectives?
3. What makes our municipality unique? What are our specific needs?
4. What is our vision for the future of our municipality?
5. Who is doing inclusion work in our community? Where are the gaps? What is our capacity?
6. What best practices can we learn from other municipalities?
7. Is there budget available to implement our plan?



### The *Living Together* Approach

The [International Observatory of Mayors on Living Together](#) and UNESCO's [International Coalition of Inclusive and Sustainable Cities – ICCAR](#) launched, in 2019, the publication [City Policies on Living Together](#). The publication builds on a study conducted for the Standing Committee on *Living Together* of the [Association internationale des maires francophones](#) (AIMF). It documents existing *Living Together* policies and programmes at the municipal level, describes an operational study on *Living Together* for strengthening municipal initiatives, and offers guidelines to cities for supporting *Living Together* strategies.

## Create your plan

### 1. Identify the issues

The first step in developing your municipality's Plan of Action involves looking at your community and collaborating with your stakeholders to conduct a "needs assessment." Having strong community involvement as you identify the issues helps you incorporate a wide range of experiences into your plan. Use a combination of methods to gain the necessary information.

**Document analyses:** Consult documents from previous anti-discrimination initiatives in your municipality. There may be documents on specific areas – such as housing, employment, or recreation services – that can help you identify important issues.

**Interviews:** Conduct interviews to gather information for identifying community issues. Interviews are useful for seeking immediate clarification and tailoring questions to the interviewee. Conducting confidential interviews can allow for greater participation from

members of marginalized groups who may feel uncomfortable sharing their experiences in a larger setting.

**Focus groups:** Use focus groups to gather information without investing the time required for individual interviews. Discussion among participants can enrich the data collected. Be sure to keep your group size to 10-12 people, limit the meeting time to 1-2 hours, prepare questions that will elicit feedback, and record the results (ask for participants' explicit consent before recording anything digitally or on paper).

**Community forums:** Host a forum to identify the issues that are important to your community members. The benefits of this approach include bringing diverse community members together, creating the opportunity to raise awareness of the issues through educational sessions, and offering networking possibilities for the participants. If you host a forum, be sure to have an adequate budget and access to experienced facilitators who can design an effective process for gathering feedback.

**Community advisory groups:** Establish community advisory groups to identify key issues in your municipality and always invite members from diverse groups. Community advisory groups allow for ongoing consultation and can lead to the contribution of resources and specialized forms of expertise.



## The Gender Lens

“Many of the institutions that have shaped our city have been created from a masculine point of view. This gender bias has meant that the design of services and urban spaces does not always take into account women’s specific needs and perspectives. When we apply a Gender Lens to city planning and decision making we ask about differences and inequities among genders (women, men, intersex and trans people). We also explore the diversity and inequities among women. We recognize that no service or plan is gender neutral and believe that women’s leadership is essential ...”

*- City for All Women Initiative (CAWI) and the City of Ottawa, [Women: Equity & Inclusion Lens Snapshot](#)*

Discrimination affects the lives of women, men, and LGBTQ2+ people in different ways. Consult the following resources to identify issues using the gender lens in your municipality:

[The Role of Municipalities in Advancing Women’s Equity in Canada](#)

[Gender-Based Analysis Plus \(GBA+\)](#)

[Women Friendly Cities Challenge](#)

[Diverse Voices: Tools and Practices to Support All Women](#)

[Women in Cities International \(WCI\)](#)

## 2. Collect baseline information

Baseline information provides an understanding of the current realities in your community, and helps you establish goals for your work and gives you a basis for measuring your success. Sources of baseline information include repositories of demographic data about your population (e.g. Statistics Canada), provincial government reports and studies, academic research on racism and discrimination, and research and reports by non-profit and community organizations.

Invite staff committees, local stakeholders, and researchers from educational institutions to

participate in this step to help locate a range of data sources and to provide expertise on data gathering, analysis, and reporting. Having diverse people involved in the collection of baseline information broadens the number of people who understand the issues facing your municipality.

In its report [Indicators for Evaluating Municipal Policies aimed at Fighting Racism and Discrimination](#), the Center for Research on Immigration, Ethnicity and Citizenship (CRIEC) outlines the following types of baseline data:

<b>Economic data</b>	Unemployment rates, income levels and poverty rates, annual employment equity data for federally regulated employers, disaggregated data for interpreting the position of various groups Other data: employment rate of various groups, underemployment rates, long-term retention of members of diverse groups by employers
<b>Housing and transportation data</b>	Residential segregation, access to ownership, commute times and dependency on public transport, safety and user-friendliness of public transit
<b>Data on public safety</b>	Hate crimes, number of reported incidents, number of discrimination complaints, percentage of persons tried for criminal offences, citizens' feelings of security
<b>Education data</b>	Educational attainment, participation in higher education, home computer and online access
<b>Health data</b>	Hospitalization and mortality rates, obesity rates, infant mortality and birth weights
<b>Data on civic participation</b>	Representation of various groups within council, in management of local organizations and volunteers

### 3. Align with existing policies, priorities, and initiatives

What is your municipality already doing to foster inclusion? Linking your Plan of Action to existing policies, priorities, and initiatives has a number of advantages: contributing to the ongoing sustainability of your initiatives, allowing for greater sharing of resources, preventing “burn-out” of the individuals and organizations involved, and benefiting from the knowledge, skills, and experiences that already exist in your municipality. This process will also help you to identify opportunities for collaboration.

#### Initiatives to consider include:

- ✓ Your official community plan

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- ✓ Your municipality’s sustainability plan

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- ✓ Plans to address poverty, housing, or employment

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- ✓ Plans that address parks, recreation, transportation, and built environment

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- ✓ Plans for the attraction and retention of immigrants

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- ✓ Existing policies that support municipal workforce diversity and inclusion

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- ✓ Responses to the Truth and Reconciliation Commission’s (TRC) Calls to Action

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### 4. Identify action items

Identify action items by prioritizing the issues you need to address. Consider the timeframe for your Plan of Action, the availability of resources, and the degree of stakeholder involvement. Brainstorm

action items for each of your identified issues and be concrete, detailed, and exact in what you need to accomplish. Keep your baseline information and data sources available as you brainstorm. Can you measure your progress on various initiatives? Can you determine if your targets have been reached? Create realistic targets by identifying action items that are possible to implement within the context of your municipality.

### 5. Use resources to develop your Plan of Action

Identify action items by prioritizing the issues you need to address. Consider the timeframe for your Plan of Action, the availability of resources, and the degree of stakeholder involvement. Brainstorm action items for each of your identified issues and be concrete, detailed, and exact in what you need to accomplish. Keep your baseline information and data sources available as you brainstorm. Can you measure your progress on various initiatives? Can you determine if your targets have been reached? Create realistic targets by identifying action items that are possible to implement within the context of your municipality.

- Alberta Urban Municipalities Association
  - [Welcoming and Inclusive Communities Toolkit, Planning Together: Guide to Municipal Immigration Action Planning In Alberta, and Strategies to Improve Your Inclusiveness](#)
- City of Ottawa & City for All Women Initiative
  - [Equity and Inclusion Lens Handbook](#)
- Immigration, Diversité et Inclusion Québec
  - [Toolkit for Québec Municipalities on Immigration and Ethnocultural Diversity Issues](#) (French only)

- Ontario Human Rights Commission – [Anti-Racism and Discrimination for Municipalities](#)
- European Coalition of Cities Against Racism – [The ECCAR Toolkit for Equality](#)
- Merrill Cooper for the Government of Alberta – [Pathways to Change: Facilitating the Full Civic Engagement of Diversity Groups in Canadian Society](#)

## 6. Review sample Plans of Action

A primary objective of the Coalition is to facilitate the sharing of information and best practices among members. The following municipalities have shared their Plans of Action to help guide this process.

### *Small municipalities*

Val d'Or, QC: [Action Plan 2018-2020 \(French only\)](#)

Brooks, AB: [City of Brooks Welcoming and Inclusive Communities Partnership Plan 2017-2020](#)

### *Midsized municipalities*

Lethbridge, AB: [Building a Welcoming and Inclusive Lethbridge Community Action Plan 2011-2021](#)

Oshawa, ON: [City of Oshawa Diversity and Inclusion Plan \(2017\)](#)

Regional Municipality of Wood Buffalo, AB: [Diversity and Inclusion in Wood Buffalo: A Community Plan 2017-2022](#)

### *Large municipalities*

Longueuil, QC : [Plan d'action pour contrer le racisme et la discrimination 2015-2017 \(French only\)](#)

Windsor, ON: [Diversity and Inclusion Initiative \(2018\)](#)

London, ON: [London's Community Diversity and Inclusion Strategy \(2017\)](#)



**Send your completed Plan of Action to the Canadian Commission for UNESCO at [ccunesco@ccunesco.ca](mailto:ccunesco@ccunesco.ca).**


# Implementing your Plan of Action

## How to locate resources

Consider your municipality's human and financial resources to set realistic goals for implementing your Plan of Action. Signatory municipalities differ in their available resources for implementation. Some municipalities have dedicated multiyear funding and staff, while others rely on committed community members. If your municipality needs additional resources to implement your Plan of Action, form partnerships with community organizations to secure resources. Partnerships can help your municipality maintain anti-discrimination work for years to come. Locate resources by:

### 1. Creating an inventory

- Brainstorm with colleagues
- Consult community organization directories
- Ask community organizations for suggestions from their network lists
- Contact Friendship Centres
- Visit your local Chamber of Commerce
- Browse social media platforms and check bulletin boards and local newspapers
- Use the United Way's 2-1-1 Information and Referral System
- Consider provincial or territorial resources, such as human rights commissions, arts councils, sports and recreation associations, community living organizations, policing authorities, and government departments (immigration, social services, municipal affairs



**Hire a summer student or intern to conduct an inventory of your local resources.**

- Indigenous affairs, culture, sports, education, youth, economy and innovation, employment, transportation, seniors, women, health, and public safety)

### 2. Contacting other Coalition members

- Contact signatory municipalities to ask about their funding sources, how to establish partnerships, and how to use non-financial community resources. Organize a resource-sharing workshop in your province.

### 3. Collaborating with local groups

- Collaborate with a community organization to write a grant proposal on issues of common

interest since community organizations are eligible for most funding programs

- Team up with a local university research centre or faculty members to advance research to inform local action on a given topic, such as building a statistical portrait of your community or examining the experiences of a marginalized group in your community
- Visit the website of the [Canadian Women's Foundation](#) to access tools to support the work of women's organizations. The foundation also offers grants.

#### 4. Using community asset mapping

A community asset can be a physical structure or place, community service, business, or person. Community asset mapping processes bring these various groups together for one or more sessions led by a facilitator. The process produces a set of maps and reports for planning and implementing initiatives.

- The [Community Tool Box](#) describes how to identify and map community assets
- The [Facilitator's Guide to Community Asset Mapping](#) outlines how to lead an asset mapping session
- The [Community Foundations of Canada](#) measures the vitality of communities across Canada

#### 5. Secure funding

*Funding from outside the municipality:* It is often more difficult to secure money from outside your municipality for sustained, core funding for your

Coalition initiative. Seeking smaller amounts of project funding to implement portions of your Plan of Action may be more realistic. Such funding can serve as a catalyst for your work, support initial relationship-building between partners, reassure community members that action is being taken, and allow you to demonstrate success that you can use in future funding applications.

*Funding from inside the municipality:* If a municipality's Coalition work is located within a department, funding is usually allocated from within that department's budget. When Coalition work is outside a municipal department (e.g. if it is led by a community advisory committee), it may be necessary to request funds from council. In either case, it is important to demonstrate your success to maintain or increase your funding or to make a case for future support.

Many organizations automatically look to government for their funding. Consider approaching local small businesses and larger corporations that have a presence in your community. Insurance companies, real estate agencies, financial institutions, and utility companies often have funding programs. When approaching a business for funding, consider the links between your objectives and the company's vision. For example, if your initiatives are focused on immigration, you could highlight a financial institution's desire to diversify their services and explain that immigrants can offer them a new client base.





## Federal Funding Sources:

[Canada Mortgage and Housing Corporation](#)

[Canadian Heritage](#)

[Department of Justice](#)

[Employment and Social Development Canada](#)

[Federation of Canadian Municipalities](#)

[Immigration, Refugees and Citizenship Canada](#)

[Indigenous and Northern Affairs Canada](#)

[Infrastructure Canada](#)

[Public Safety Canada](#)

[Status of Women Canada](#)

## Planning for measurement and reporting

Plan for measurement during the action planning process. This will help you gain support from senior leaders and elected officials and will facilitate any applications for funding external to your municipality. Explain how your measurement methods will demonstrate if you are achieving your goals and specify in your budget what resources you will need to collect and analyze data. Having agreement on your proposed methods for measurement ensures your results are valid and used for future planning. The responsibility for measuring and reporting aligns with the approach your municipality has chosen for addressing discrimination.

### Approach #1: Single Responsibility

In this approach, municipalities have a plan that is developed and implemented by a single body, such as a Diversity and Inclusion Committee. One person on the committee takes responsibility

for measuring and reporting on the committee's activities. Alternatively, the committee might hire a consultant to perform this function. A small working group could be formed to support this person.

### Approach #2: Multiple Responsibility

In this approach, municipalities have a corporate-wide plan to address discrimination with different departments responsible for developing and implementing separate parts of the plan. Alternatively, instead of creating one plan, some municipalities use an equity lens to assess all their programs and services. Equity and inclusion are not the primary emphasis of each action, but departments integrate this focus into their work. To measure their results, each department can submit an individual report, or someone can bring the results from each department together and submit an overall report.

With either approach, those tasked with creating the Plan of Action might not have the authority to set performance measurements for the entire corporation. If this is the case, city council can ask the departments to bring forward their performance indicators as part of their ongoing business plans.

## **Addressing implementation challenges**

Challenges may arise when there are different understandings of the established priorities, competing agendas, or disagreements over who is responsible for implementing various parts of your plan. Revisit your goals at regular intervals and share your common vision with community stakeholders to align your priorities with those of your partners. Address challenges by:

### **1. Providing anti-discrimination training**

Provide anti-discrimination training for your community stakeholders, council members, municipal employees, potential funders, and local businesses to outline the issues you are working to address. Anti-discrimination training contributes to the success of your initiatives and the establishment of new partnerships. Do not assume that, because an individual understands one form of discrimination, they have a clear understanding of other forms. Work with community organizations to develop and implement educational campaigns that examine the various forms of discrimination.

### **2. Approaching your stakeholders**

Approach your stakeholders for experience, expertise, and resources. When a challenge arises

in the implementation of your plans, discuss solutions with your stakeholders. They may have encountered similar obstacles in their own work and can provide resources to help overcome the challenge or can offer a perspective you might have overlooked. Reaching out to other Coalition signatories may also help you access new ideas and moral support.

### **3. Looking for quick wins**

Look for quick wins if your Plan of Action seems overwhelming at the start. These easily-implemented actions can demonstrate the success you need to move forward, prove your commitment to action, and provide evidence of your capacity as you continue to seek funding for your other initiatives.

### **4. Anticipating resistance**

Anticipate resistance in the forms of denial and defensiveness, both from within the municipality and the community. Sometimes resistance means that you need to change your approach; other times it means that you're on the right track and starting to shift the root causes of discrimination. Find out who is resisting and why they're uncomfortable. If you are working with a group to implement your plans, be aware of the emotional tolls of anti-discrimination work. This emotional impact can be especially draining for people who experience discrimination.

### **5. Making your programs accessible to all**

Make your programs accessible to all by using multiple formats for meetings, publications, and policies. This will help you reach various audiences, especially community members with

disabilities. If certain groups are missing your events or not using your resources, determine if your process is creating barriers that prevent their participation and then break down these barriers. Hire sign language interpreters and book barrier-free venues for events. Ensure municipal facilities include braille on their signs. Use videos that are closed captioned and write pamphlets in plain language with large print. Ask people to tell you

about their accessibility needs and set aside time and resources to make accessibility a priority.

## **6. Engaging the arts and culture community**

Engage the arts and culture community as a driving force for sustainable development and urban regeneration. The arts and culture community promotes social cohesion, citizen well-being, and intercultural dialogues.

### ***Creative City Network***

The [Creative City Network of Canada](#) (CCNC) is a non-profit organization composed of municipalities, arts organizations, and individuals working to support cultural development in their communities. CCNC facilitates knowledge sharing and professional development in the fields of cultural policy, planning, and research. CCNC and [2010 Legacies Now](#) offer resources to assist local governments, cultural groups, and heritage organizations with planning and developing arts programs and projects.

### ***ArtBridges***

[ArtBridges](#) is a hub for anyone interested in community-engaged arts and arts for social change in Canada. ArtBridges works towards better access to the arts across Canada, particularly for people living in remote, under-resourced, and under-serviced communities. The ArtBridges database offers information about accessible and affordable community-engaged arts projects, programs, organizations, and resources in Canada.

## 7. Using sports and recreation

Use sports and recreation to strengthen social ties and networks and promote anti-discrimination.

When planning your anti-discrimination strategies,

consider raising awareness with your local sport teams and include them in the discussion.

Consider issues surrounding access to sports and recreation when planning your programs.

### *Community Foundations of Canada and True Sport Foundation*

The Community Foundations of Canada's [Vital Signs Report on Sport and Belonging](#), produced in partnership with the [True Sport Foundation](#), examines how sport – when grounded in fairness, excellence, inclusion, and fun – can strengthen our sense of belonging and community.

### *Sports Inclusion Program*

The Canadian Centre for Gender & Sexual Diversity runs the [Sports Inclusion Program](#), which challenges homophobia and transphobia in athletics and make sports more accepting and inclusive for all athletes, regardless of sexual orientation or gender identity.

### *Sport for Life for All Newcomers to Canada*

Access to sports and physical activity can be challenging for newcomers for various reasons (financial, logistical, cultural). [Sport for Life for All Newcomers to Canada](#) outlines the challenges that newcomers may face in their participation in sports and physical activity and offers solutions and opportunities for municipalities.



**“Sport has a unique power to attract, mobilize and inspire. By its very nature, sport is about participation. It is about inclusion and citizenship.”** - United Nations Office on Sport for Development and Peace

## Celebrating successes

Celebrate your successes along the way to provide the encouragement needed to continue your work by:

### 1. Sharing your progress

Share your progress by reporting regularly on your Coalition work. This helps build awareness about the Coalition and creates support for future work. Municipalities can present an annual report card to council that can be released to the public during a community celebration.

### 2. Hosting a community event

Host a community celebration to recognize a significant date, such as the International Day for the Elimination of Racial Discrimination, Pride Week, Human Rights Day, or National Indigenous Peoples Day.

### 3. Recognizing stakeholders

Recognize stakeholders by establishing a program that celebrates their contributions. Explore opportunities to collaborate with existing awards programs and disseminate information on these

programs to your local partners. This will raise awareness about your municipality's efforts to combat discrimination. Examples of national awards programs include the Award of Excellence from the [Canadian Race Relations Foundation](#) and the Sustainable Communities Award from the [Federation of Canadian Municipalities](#).

### 4. Showing your pride

Display the Inclusive Municipality's seal on your website, publications, slide shows, and posters. Ensure your communications department knows about your membership in the Coalition and has access to the Coalition's branding strategy. Mention your commitment on your municipality's website, at events on inclusion and diversity, in media releases, and during speeches and interviews. Talk about inclusive municipalities at board meetings, committee meetings, and conferences. Contact CCUNESCO to receive the Inclusive Municipality's seal and user guide at [ccunesco@ccunesco.ca](mailto:ccunesco@ccunesco.ca).

# Measuring and reporting your progress

Showing that your actions are generating results justifies your Coalition work and creates support. This is especially important if your inclusion initiatives are controversial or lack resources. By measuring and reporting, you can keep stakeholders – inside and outside the municipality – informed about your initiatives and their impact. Evaluating your Plan of Action during the implementation process also allows you to gauge progress, adjust implementation strategies, and identify future initiatives.

If you build measurement strategies into your plan from the start, you will ensure resources are allocated to measuring and reporting. This allows you to dedicate time and energy to the most meaningful actions for your municipality.

## Decide what to measure

The goals set out in your Plan of Action will determine what you need to measure. Use the following table to guide your measurement strategies.



## Measure diversity and inclusion and equity

A common problem in measurement efforts related to discrimination is assessing levels of diversity without assessing inclusion and equity. To create an inclusive municipality, everyone must be able to equitably and meaningfully participate.

**To measure diversity:** Use a survey to ask employees to voluntarily disclose identity data (e.g. gender, ethnicity, sexual orientation, Indigenous status, etc.).

**To measure inclusion:** Use feedback surveys and 360 reviews to see if diverse employees believe their workplace is inclusive and ask if they have experienced discrimination.

**To measure equity:** Use levels of pay, hiring practices, and employee retention and promotion to create comparisons based on diversity.

## Common Goals for Municipalities

The goal	What to measure
<b>Diverse municipal workforce</b>	<ul style="list-style-type: none"> <li>• Diversity of municipal workforce compared to diversity of the community and representation of equity groups</li> <li>• Accessibility of information about job opportunities</li> <li>• Barriers in the job application process, such as unnecessary qualifications or homogeneous hiring panels</li> </ul>
<b>Inclusive workplace</b>	<ul style="list-style-type: none"> <li>• Employees' level of satisfaction with the work environment, employee engagement, and accessibility of facilities</li> <li>• Existence of a mechanism (both a structure and a process) for confidentially resolving complaints</li> <li>• Presence of training programs on diversity, inclusivity, equity, and human rights</li> </ul>
<b>Diverse management and senior leadership</b>	<ul style="list-style-type: none"> <li>• Representation of equity groups in management and senior leadership positions</li> <li>• Barriers to hiring and retention embedded in talent management policies and practices</li> <li>• Policies and practices that support equitable distribution of work, retention, promotion, and advancement</li> </ul>
<b>Equitable municipal services that meet the needs of all residents</b>	<ul style="list-style-type: none"> <li>• Income and poverty levels, employment opportunities, homelessness, and precarious housing</li> <li>• Barriers to accessing services for various groups and communities</li> <li>• Effectiveness of an equity lens to review policies and practices</li> </ul>
<b>Decrease in incidents of discrimination</b>	<ul style="list-style-type: none"> <li>• Number and types of hate crimes</li> <li>• Availability and use of a protocol to report incidents</li> <li>• Accessibility of support for victims</li> </ul>
<b>Meaningful community engagement and participation</b>	<ul style="list-style-type: none"> <li>• Effectiveness of mechanisms to engage communities (advisory groups, consultation processes, community liaisons, etc.)</li> <li>• Municipal staff awareness of best practices for engaging with communities</li> <li>• Community awareness of municipal initiatives on discrimination</li> </ul>
<b>Diverse perspectives at public consultation events</b>	<ul style="list-style-type: none"> <li>• Attendance at public consultations</li> <li>• Barriers to attending consultations and strategies for addressing them</li> <li>• Satisfaction of residents with public consultation process</li> </ul>
<b>Enhanced capacity of community organizations</b>	<ul style="list-style-type: none"> <li>• Partnerships and collaborative projects with community organizations</li> <li>• Collective impact of collaborative initiatives</li> <li>• Community organizations' access to information about funding opportunities and their capacity to submit successful applications</li> </ul>

## Select indicators

An indicator is a specific, observable, and measurable characteristic that is used to show the difference an action is making towards achieving a specific goal or outcome. Use different types

of indicators to measure your progress on each action. The Center for Research on Immigration, Ethnicity and Citizenship's (CRIEC) report "[Indicators for evaluating municipal policies aimed at fighting racism and discrimination](#)" suggests two main types of indicators:

### Performance indicators:

Use performance indicators to assess the processes, programs, and policies implemented for addressing discrimination. Examples are the establishment of an ombudsman office, the number of employees participating in anti-discrimination training, the increased number of municipal scholarships for young people, the number of companies educated on bias in human resource practices, the improvement of accessibility to social services, and the increased number of candidates running for office from underrepresented groups.

### Results indicators:

Use results indicators to assess the concrete impact of the mechanisms that have been implemented and their effect on discrimination. Results indicators speak to the extent to which these goals set out in the Plan of Action have been achieved. Examples include the increase of income for marginalized groups, the reduction of hate incidents, the extinction of residential segregation, the improvement of education levels, the decrease of unemployment rates, the rate of success of marginalized groups, and the advocacy of non-governmental organizations working for social change.



## Performance and Results Indicators for Municipalities

The goal	What to measure	Results Indicator
<b>To offer respectful workplace training for municipal staff</b>	<ul style="list-style-type: none"> <li>• Number of workshops delivered</li> <li>• Number of participants</li> <li>• Percentage of employees in each department who attended training</li> </ul>	<ul style="list-style-type: none"> <li>• Number of employees who feel respected and included in the workplace</li> <li>• Percentage of harassment complaints successfully resolved</li> </ul>
<b>To increase the number of people from racialized groups in municipal leadership</b>	<ul style="list-style-type: none"> <li>• Number of participants in a workshop on unconscious bias</li> <li>• Number of policies and practices adjusted to reduce hiring bias</li> <li>• Ratio of racialized applicants vs. new hires</li> </ul>	<ul style="list-style-type: none"> <li>• Percentage of racialized people in senior leadership positions</li> <li>• Percentage of racialized city councillors</li> <li>• Percentage of racialized individuals on agencies and boards</li> </ul>
<b>To establish an annual human rights event co-hosted by the municipality and community organizations</b>	<ul style="list-style-type: none"> <li>• Number people who attended</li> <li>• Number of organizations that participated</li> <li>• Number of brochures on community resources distributed</li> </ul>	<ul style="list-style-type: none"> <li>• Number of organizations that continue their participation in the event</li> <li>• Degree of satisfaction with the process of collaboration</li> <li>• Level of commitment from organizations to address human rights</li> </ul>
<b>To increase the safety of Indigenous women in public spaces</b>	<ul style="list-style-type: none"> <li>• Number of safety inspectors on public transit</li> <li>• Percentage of peace officers and safety inspectors who have attended Indigenous awareness training</li> </ul>	<ul style="list-style-type: none"> <li>• Indigenous women's perception of their safety in public spaces</li> <li>• Reduced number of racist and sexist incidents targeting Indigenous women</li> </ul>
<b>To develop a protocol and data repository for racist incidents</b>	<ul style="list-style-type: none"> <li>• Number and types of hate crimes</li> <li>• Availability and use of a protocol to report incidents</li> <li>• Accessibility of support for victims</li> </ul>	<ul style="list-style-type: none"> <li>• Number of racist incidents</li> <li>• Level of satisfaction from people who approach organizations for support</li> </ul>

## Indicators can be quantitative or qualitative:

### Quantitative indicators:

Use quantitative indicators to attach a numerical value to your measurement. Quantitative indicators offer a straightforward method for collecting data because the questions are simple: How many people attended an event? How many hate crimes were reported this year?

- Percentage of racialized people and women in the community

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- Percentage of racialized people and women in the municipal workforce

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- Percentage of racialized people and women in senior leadership positions

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- Percentage of racialized people and women who feel engaged and satisfied with their work

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### Qualitative indicators:

Use qualitative indicators to understand how and why your actions are working. For example, it is difficult to quantitatively measure if your program increased employment among immigrants because various factors contribute to employment rates. However, you can use qualitative indicators to measure employment rates by interviewing participants to ask if your program made a difference in their lives.

- Racialized people and women's engagement in the workplace

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- Their satisfaction with promotion practices

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- Their feedback on barriers to hiring and promotion into senior leadership positions

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## Indicators and social change

You may need multiple indicators for each of your actions, but you don't need many. Choose a small set of indicators and expand or change them as your action evolves. For example, if you are trying to promote the use of an equity lens to review municipal policies, you could start with indicators that describe how many people attended training on the equity lens and their level of knowledge after the training. Later, you could add indicators like how often the lens is being used and the number of policies that have been reviewed.

A considerable challenge in measuring the progress of racism and discrimination work is that the social processes that produce racism and discrimination are complex. It can take many actions over a period of years to see the results of initiatives that aim to reduce discrimination, which makes it difficult to choose results indicators that demonstrate whether change is occurring. This complexity also means it is hard to definitively say that specific actions caused specific outcomes.

One way to respond to this challenge, especially at the start of an initiative, is to use more performance indicators than results indicators. However, it's essential not to lose sight of the ultimate goal of the work of the Coalition: to create more inclusive communities by eliminating racism and discrimination.

## Collect data

Collect data from different sources to gain a complete understanding of your progress. At the start of each initiative, gather baseline data to provide an understanding of your current state. Set

realistic targets that align to the goals in your Plan of Action and connect to your baseline.

## Identify municipal data sources

Identify any municipal data sources that you can access. Does the human resources department keep statistics on how many applicants and hires come from marginalized groups? Is there information on which groups have participated in public consultations? Research the available data and contact municipal departments to ask for more information. Verify the accuracy of these data sources by asking departments how they collect their data.

## Access external data sources

Access external data sources from provincial and federal government departments as well as from non-government organizations.

- Statistics Canada datasets on community demographics, health, and economics
- Provincial government reports and studies
- Academic research reports
- Reports produced by local non-profit organizations that address particular issues (immigration, homelessness, poverty, etc.)



## Open Government Data

Many municipalities in Canada provide free public access to their data. Check out the [Open Data in Canada](#) page for a complete list.

## Collect new data

Municipalities without the expertise or infrastructure for collecting data on their own can either create new mechanisms for data collection or modify existing mechanisms to include new indicators.

- Create new mechanisms for data collection by partnering with research institutes, colleges and universities, or municipal associations.
- Modify existing mechanisms to include new indicators by adapting current methods of data collection.

For example: If your municipality conducts a workforce engagement survey, but the survey does not capture identity data, then add identity questions to the survey. If a recreation facility collects basic information about new members, and you would like to know if people with low incomes are accessing recreation services, then add an optional and anonymous question about income range to the membership application.

If there are no existing mechanisms of data collection you can adapt, use these common methods for collecting new data:

## Methods of collecting data

Method	Data collected
<b>Public opinion surveys</b>	<ul style="list-style-type: none"> <li>• Public opinions on experiences of discrimination</li> <li>• Demographic information and feedback on barriers to positive economic and social outcomes</li> </ul>
<b>Public forums</b>	<ul style="list-style-type: none"> <li>• Ideas about priority areas in your municipal diversity and inclusion plan</li> </ul>
<b>Focus groups</b>	<ul style="list-style-type: none"> <li>• Assessments on the capacity of community organizations to address discrimination</li> </ul>
<b>Employee surveys</b>	<ul style="list-style-type: none"> <li>• Workforce demographics</li> <li>• Levels of employee engagement, satisfaction, and belonging</li> </ul>
<b>Employee interviews</b>	<ul style="list-style-type: none"> <li>• Feedback on barriers to promotion</li> <li>• Experiences of discrimination in the workforce</li> </ul>
<b>Program data</b>	<ul style="list-style-type: none"> <li>• Number of clients served</li> <li>• Client satisfaction</li> </ul>
<b>Employee education workshop surveys</b>	<ul style="list-style-type: none"> <li>• Number of participants</li> <li>• Percentage of employees who attended workshops</li> <li>• Satisfaction with workshops</li> </ul>

## Analyze the data

Analyzing quantitative and qualitative data requires specific skill sets, tools, and techniques. For quantitative data, this involves calculating averages, percentages, and total counts. For qualitative data, this involves summarizing comments or using qualitative data analysis techniques to identify patterns and themes. Large municipalities may have research offices for analysis or have access to data analysis software. Small municipalities may benefit from partnerships with local researchers or non-profits with this capacity.

Examine the data and ask:

- How do the results compare to the baseline?

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- Is there progress?

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- Were the targets achieved? If yes, what were the success factors? If no, what are the reasons?

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If you collected data that was broken down by various identity categories, such as gender or ethnicity, or by workforce categories, such as occupational group, disaggregate your data so you can see what differences exist between the groups. Disaggregation allows you to isolate your data to see how your actions are impacting different people based on who they are. It is imperative to follow all legal and ethical requirements around storing personal information, producing research, and protecting individuals' personal information.

After your analysis, show the results to others and gather their input. You can bring community stakeholders or different departments together

to draw conclusions about what the data says and how best to report it.

## Report to the Canadian Commission for UNESCO

The Canadian Commission for UNESCO, as coordinator of the Coalition of Inclusive Municipalities, asks municipalities to submit annual reports of their activities using a reporting template provided by CCUNESCO. These reports help CCUNESCO understand the impact of the Coalition and its members, identify new or promising practices, and plan for the development of new resources for municipalities.

## Report to your municipality

The format and content of your report depends on your purpose and audience. Internal audiences may include council, senior leaders, management, and employees. External audiences may include stakeholders such as community organizations, diversity and inclusion committees, media sources, and citizens.

You might decide to produce one report for everyone, or you might create different products for different audiences containing the information most relevant to them. For example, reports to council for additional resources for your Coalition work could include a summary of the progress you have made on each action in your plan and what resources are needed to achieve your next targets. Reports to community groups could focus on how your initiatives are contributing to equity for all residents.

The most common format is a written report. Written reports can include short summaries, graphs, charts, or infographics to appeal to a

variety of audiences. Other reporting methods include online dashboards that present key findings, or presentations that are tailored to individual community groups or the public.

### **Learn and improve**

Learn and improve by using your results to create positive change in your municipality. Share your results with senior leaders so they can make decisions, such as allocating budget or approving requests, that will help you implement your plans.

Once you have produced your report, look at the goals in your Plan of Action. What you included in your plan was likely based on information about your municipality and on assumptions about what kinds of actions would produce certain results. Decide if you had the right information when you were planning and if your assumptions were correct. Examining your results can help you decide if you need to engage additional departments, committees, or municipal staff in your Coalition work. Here are some questions to ask yourself:

- **Are there gaps in your measurement data?**
- **Should any implementation strategies be adjusted?**
- **What opportunities exist for improvement?**
- **Are new indicators needed to fill the gaps?**
- **Should any actions be continued, improved, or stopped?**
- **What resources, information, or skills are needed for the next round of measurement?**

# Appendix A

## Speaking notes

These speaking notes can be used by community members or councillors. Adapt them to your local municipality for increased effectiveness.

**1. Racism and other forms of discrimination are a daily reality across Canada.** Given the proximity of municipalities to the everyday lives of residents, and their ability to act quickly compared to other levels of government, municipalities are well placed to support anti-racism and anti-discrimination. Our municipality has a duty:

- To be a guardian of the public interest
- To respect and promote human rights
- To provide residents with a safe and inclusive environment

The Coalition's Common Commitments are structured around these three areas of municipal responsibility and can offer us a framework for thinking about how we can fulfill these duties as a public organization.

### **2. Present some local data about:**

- Hate incidents
- Unemployment/underemployment rates for people with disabilities, Indigenous people, people from various racial backgrounds, youth, and women
- Racial and social profiling
- Human rights complaints
- Complaints of discrimination from municipal

staff or people accessing municipal services, or discrimination towards municipal staff from the public

- Housing availability, affordability, and accessibility

### **3. Joining the Coalition will give our municipality access to:**

- Lessons learned by other municipalities in Canada and abroad
- A forum to discuss our views, strategies, and priorities
- A platform to exchange ideas on emerging issues
- Practical tools and resources to inform our actions (for example, on racial profiling, LGBTQ2+ inclusion, reconciliation, welcoming newcomers)
- A group of like-minded municipalities to join with on initiatives of common interest
- Training opportunities for staff and elected officials
- Materials and ideas to support the celebration of special dates (for example, the International Day for the Elimination of Racial Discrimination on March 21)

**4. Joining the Coalition provides our municipality with the opportunity to work with and consult different community partners.** Creating a relevant and feasible Plan of Action requires us to gather information from local organizations, businesses, Indigenous

communities, and other stakeholders concerned about racism and discrimination. This chance for dialogue, knowledge sharing, and relationship building around common goals can strengthen existing partnerships and spark new ones.

**5. Being part of the Coalition lends credibility and structure to any anti-discrimination work we may already be doing.** Many members have said that they have used their membership as leverage to improve on existing programs and policies against racism, discrimination, exclusion, and intolerance, or to develop new programs and policies.

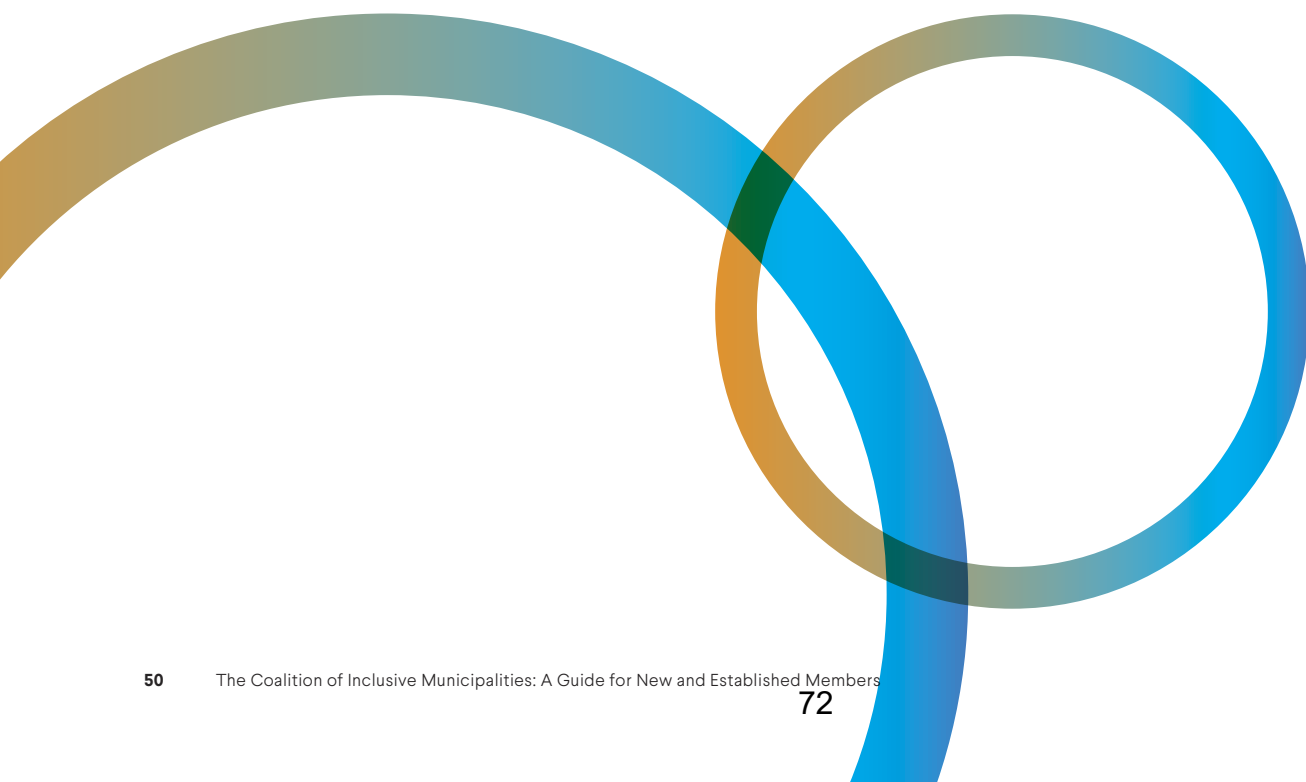
**6. Joining the Coalition will not necessarily have an immediate budgetary impact.** We can start by making small changes in the way we do things. But, if we are serious about this commitment, then we need to be prepared to put money towards it.

**7. We are not starting from scratch.** We are already doing many good things (this implies that whoever speaks to council has conducted some research).

**8. This is an opportunity for our municipality to take a stand against discrimination and clearly state our intention to improve the situation of one or more marginalized groups.** The Coalition has helped some municipalities get noticed by promoting awareness about their diversity, equity, and inclusion initiatives across Canada.

**9. The initiative has gained the support of major partners:** the Federation of Canadian Municipalities and some Provincial and Territorial Associations of Municipalities (Alberta Urban Municipalities Association, Union des municipalités du Québec, etc.) have encouraged their members to join; the Canadian Race Relations Foundation and the Canadian Association of Statutory Human Rights Agencies (CASHRA) have supported the initiative since its launch.

**10. Note the number of Coalition members and cite some examples of other municipalities that have joined.** Ask the question: “Why have these municipalities joined and we have not?”









United Nations  
Educational, Scientific and  
Cultural Organization



Canadian  
Commission  
for UNESCO

With the support of the

International Coalition  
of Inclusive and  
Sustainable Cities – ICCAR



FEDERATION  
OF CANADIAN  
MUNICIPALITIES

FÉDÉRATION  
CANADIENNE DES  
MUNICIPALITÉS



The Truth and Reconciliation Commission Bentwood Box, carved by Coast Salish artist Luke Marston, is a tribute to residential school survivors.

## PATHWAYS TO RECONCILIATION

Cities respond to the  
Truth and Reconciliation Commission  
Calls to Action

# PATHWAYS TO RECONCILIATION OPENING MESSAGE

## The Truth and Reconciliation Commission (TRC) had a tremendous impact on our understanding of the historic wrongs committed against First Nations, Inuit and Métis people.

Municipal leaders recognize the significance of the undertaking of the Truth and Reconciliation Commission and its recommendations. Its Calls to Action lay out a journey that we must all make together.

The Federation of Canadian Municipalities' Big City Mayors' Caucus is working to honour the Commission's efforts by ensuring that the rights and aspirations of Indigenous people are acknowledged in policies and practices. We recognize our potential as cities and as a country will only be realized by forging a new path with Indigenous people, based on empathy, respect and an honest understanding of history.

Reconciliation is truly a national process that will require tremendous efforts by all Canadians – and across all orders of government. As mayors and municipal leaders, we commit to moving in a new direction and support the federal government in rebuilding the Nation to Nation relationship.

This guide captures our journey on the pathways to reconciliation. It is a tool meant to help share, sustain and grow our efforts. And it is a living document, as implementing reconciliation is not a time-defined project but an ongoing process. It is learning about understanding, respect, acceptance and inclusion. We hope you draw inspiration and motivation from our efforts.

Reconciliation will not be easy. It is uncharted and will require significant recognition of past choices, new approaches and many resources. Some of our first steps may be seen as symbolic, but they are not lip service. The steps we are taking, big and small, reflect our commitment to reconciliation.

Government to government, people to people, we must walk a path of partnership and friendship, acknowledging past mistakes and building a better future for all.

### Don Iveson

Mayor of Edmonton and  
Chair of FCM's Big City Mayors' Caucus

### Brian Bowman

Mayor of Winnipeg and  
Chair of the BCMC Working Group on Partnership and Reconciliation



FCM's Big City Mayors' Caucus

**Back:** Mayor Don Atchison, Saskatoon; Mayor Denis Coderre, Montréal; Mayor Linda Hepner, Surrey; Mayor Brian Bowman, Winnipeg; Mayor Naheed Nenshi, Calgary; Mayor Bonnie Crombie, Mississauga; Mayor Marc Demers, Laval; Mayor Fred Eisenberger, Hamilton; Mayor Michael Fougere, Regina

**Front:** Mayor Jim Watson, Ottawa; Mayor Dennis O'Keefe, St. John's; Mayor Drew Dilkens, Windsor; Mayor John Tory, Toronto; Mayor Gregor Robertson, Vancouver; Mayor Don Iveson, Edmonton; Mayor Maxime Pedneaud-Jobin, Gatineau; Mayor Berry Urvanovic, Kitchener

**Absent:** Mayor Matt Brown, London; Mayor Linda Jeffrey, Brampton; Mayor Régis Lebeaume, Québec City; Mayor Mike Savage, Halifax; Mayor Caroline St-Hilaire, Longueuil

# PATHWAYS TO RECONCILIATION

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## PATHWAYS TO RECONCILIATION

# INTRODUCTION

The work of the Truth and Reconciliation Commission (TRC) continues to have a profound impact on Canadians' awareness of the deep and lasting trauma that Canada's Indian Residential Schools had on Indigenous<sup>1</sup> peoples and their families, communities and cultures. On June 2, 2015, the TRC released its final report which included 94 Calls to Action to "redress the legacy of residential schools and advance the process of Canadian reconciliation."

In the words of the TRC final report, "Reconciliation must inspire Aboriginal and non-Aboriginal peoples to transform Canadian society so that our children and grandchildren can live together in dignity, peace, and prosperity on these lands we now share."

All Canadians and all orders of government have a role to play in reconciliation. The TRC's 94 Calls to Action are addressed primarily to the federal, provincial and territorial governments but also to municipal governments, the corporate sector and the broader Canadian society. They cover a wide range of government responsibilities, including child welfare, education, language and culture, health, justice, commemoration, museums and archives, training for public servants, and a number of specific initiatives related to reconciliation. There are eight recommendations that are addressed to "all levels of government", and five that specifically refer to municipal governments. Although most of the Calls to Action require federal, provincial and territorial government leadership, municipal governments are rolling up their sleeves to support reconciliation as a national challenge that is felt deeply at the local level.

Over 50 per cent of Canada's Indigenous population now lives in urban areas and the inter-generational impact of residential schools and other historical injustices are evident in high rates of homelessness and poverty among urban Indigenous peoples. The journey to reconciliation is necessary to right these wrongs and create cities where everyone thrives.

FCM's [Big City Mayors' Caucus](#) (BCMC) has established a Partnership and Reconciliation Working Group to support municipalities in reconciliation efforts, enhance our relationships with Indigenous leaders and identify ways to support the federal government in its commitment to implement the TRC Calls to Action.

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<sup>1</sup> We have used the term "Indigenous" when speaking about Indigenous peoples generally, and "Aboriginal" when it is in the name of a group, policy or organization and in reference to the Truth and Reconciliation Commission (TRC) and its reports. Both [Indigenous and Aboriginal](#) refer to First Nations, Inuit and Métis peoples in Canada.

## PATHWAYS TO RECONCILIATION ABOUT THIS GUIDE

Across the country, mayors and councils are working with Indigenous leaders and organizations to create better cities by acknowledging and addressing the experience and needs of the growing urban Indigenous population, strengthening government to government partnerships and learning from the past. While the actions are diverse and the journey at various stages of progress, paths are being forged toward reconciliation and the honouring of the TRC's Calls to Action.

**Pathway 1 – Fostering Communities, Alliances and Hope** captures actions that demonstrate municipal government commitment to reconciliation. These build bridges with local Indigenous leadership and strengthen decision-making to better incorporate reconciliation into local government policies and practice.

**Pathway 2 – Advancing Awareness and Recognizing Rights** describes efforts to continue the work of the TRC in regards to truth-telling and commemoration and to address the cultural genocide that was the Indian residential school system. It is about raising awareness, increasing knowledge and recognizing rights.

**Pathway 3 – Improving Health and Wellness** captures actions to close the inequality gap between Indigenous and non-Indigenous people in Canada.

Each of the pathways encompasses a sample of positive and concrete steps forward taken by FCM's BCMC. The pathways to reconciliation are guided by the [10 principles of reconciliation](#) that shaped the Calls to Action, and the municipal actions are accompanied by the principles and Calls to Action they seek to embody and advance.

This guide exists to inspire further action to support the work of reconciliation. Our municipal colleagues are encouraged to follow the links in this guide to learn more about initiatives that can be implemented in your cities and communities. The last section of the guide includes tools that municipalities have developed and external resources to be drawn upon to support efforts across the country.

### Pathways to Reconciliation

“By establishing a new and respectful relationship between Aboriginal and non-Aboriginal Canadians, we will restore what must be restored, repair what must be repaired, and return what must be returned.”

– TRC Final Report



“Reconciliation is about forging and maintaining respectful relationships. There are no shortcuts.”

– Justice Murray Sinclair

“We do live side-by-side and we need to work on a relationship to create or promote a common understanding among all our constituents ... we need to find the best way forward to consult with each other, regardless of what legal obligations might exist. I mean, that’s just neighbourly, right? ... We share a lot of common interests in areas like resource development. We need to find ways to work together, to support one another on these difficult topics.”

– Tsilhqot’in Chief Percy Guichon, speaking to local community leaders, at the convention of the Union of British Columbia Municipalities in September 2014, as quoted in the TRC Final Report

The TRC was a six-year undertaking, engaging thousands of Indigenous and non-Indigenous Canadians. Through this multi-year process, the TRC laid out **what** must be done. The second stage of the journey to reconciliation begins by determining **how** to implement the Calls to Action.

Since the TRC process began in 2009, municipalities have seen significant changes in how we understand the issues and relationships with First Nations, Inuit and Métis people that live in our cities, resulting in new and revitalized relationships with local Indigenous leaders and organizations.

This pathway highlights a sample of actions to date by Canada’s cities to strengthen relationships and decision-making that incorporate reconciliation into local government planning, policies and actions.



### Responding to Principles 6, 7 and 9 and Call to Action 45 iii

- The City of **Winnipeg** is committed to enhancing its relationship with and providing opportunities for Winnipeg's Indigenous population. The creation of [the Mayor's Indigenous Advisory Circle](#) works to strengthen and enhance this commitment. The Circle is developing a Winnipeg Indigenous Accord, a living document entrusting signatories and partners to report annually on the success of their commitment and future goals. The [Indigenous Relations Division](#) is mandated to provide leadership and experience from an Aboriginal perspective on civic programs, services and initiatives that support the needs of Winnipeg's Indigenous community.
- The City of **Vancouver** has created a new position in the City Manager's office of [Aboriginal Relations Manager](#). The manager will work across all City departments to bridge Aboriginal policies, programs and relations.
- The City of **London** is developing plans to address TRC recommendations through the [London Diversity and Race Relations Committee](#). This committee provides leadership on matters related to diversity, inclusivity, equity and the elimination of discrimination in London.
- The City of **Calgary** is committed to using the lessons of reconciliation to continue the work of several pre-established initiatives that aim to ensure the city's Indigenous population has a meaningful role within the community. Such initiatives include the Listening Circles of the Calgary Urban Aboriginal Initiative, the [Calgary Aboriginal Urban Affairs Committee](#) (CAUAC), the Imagine Calgary Plan and the Calgary Poverty Reduction Initiative. CAUAC, on behalf of city council, investigates areas of concern to people of Aboriginal ancestry and makes recommendations on policies and resolutions which would give urban Aboriginal people a more meaningful role within the Calgary community.

**In this time of reconciliation, it is important we contemplate and learn from our shared history in this place that has been home to people for many thousands of years. Together, right now, we can make sure all Calgarians, especially our Aboriginal community, have the opportunity to lead a great Canadian life. We want to co-create cities together; that can be one of the supreme acts of reconciliation.**

– Calgary Mayor Naheed Nenshi

- The City of **Saskatoon** is working closely with the Office of the Treaty Commissioner to develop a [holistic action plan](#) for reconciliation and increased Indigenous inclusion. The City plans to review policies and programs with an Indigenous lens, to connect Indigenous people with employment and economic opportunities and to hold events to brief Indigenous development corporations and businesses on City processes for land and procurement opportunities.
- The City of **Ottawa's** council established an [Aboriginal Working Committee](#) in 2007 – composed of representatives from the Ottawa Aboriginal Coalition, the City of Ottawa, United Way Ottawa, the Ottawa Police Service and the Ottawa-Carleton District School Board – to provide recommendations to council and identify inter-governmental partnerships. The City is currently working with local Indigenous partners to review the TRC recommendations and determine next steps for approval by city council.
- The City of **Montréal** worked to help create and financially support the Montréal Urban Aboriginal Community [Strategy Network](#), an organization of 700 members and six committees focused on improving the quality of life for Aboriginal people living in the greater Montréal area. The City also participated in the development of a joint strategy among 12 Quebec mayors to address challenges faced by Indigenous people living in urban settings.

“Reconciliation requires that a new vision, based on a commitment to mutual respect, be developed. It also requires an understanding that the most harmful impacts of residential schools have been the loss of pride and self-respect of Aboriginal people, and the lack of respect that non-Aboriginal people have been raised to have for their Aboriginal neighbours. Reconciliation is not an Aboriginal problem; it is a Canadian one. Virtually all aspects of Canadian society may need to be reconsidered.”

– TRC Final Report

Over the course of six years, the TRC researched official records and visited communities across Canada to hear testimony about the impacts of residential schools and colonization from over 6,000 residential school survivors and their families. The TRC’s final report details the federal government’s intrinsic role in the establishment and operation of the residential schools which were central to the cultural genocide that resulted. The report situates Canada’s almost century-long Aboriginal policy within a broader ideology that held that Indigenous peoples and cultures were inferior to Europeans and must be assimilated.

To further the healing process and support reconciliation, the TRC Calls to Action address the need for ongoing truth-telling, awareness, commemoration, understanding shared history and skills-based training. The report calls for changed behaviour and the creation of respectful and healthy relationships among people based on recognition of treaty and human rights and by using the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as the framework for reconciliation.

Cities are showing support for the principles of UNDRIP through city council resolutions as well as joint land use planning and management initiatives. As sub-national governments, though, municipalities are not signatories to the United Nations and, therefore, look to the federal government to provide leadership by developing a national framework for reconciliation guided by UNDRIP. The BCMC supports the federal government’s commitment to adopt the UNDRIP and will continue to dialogue with the federal government to understand and address the local implications and needed actions.

This pathway highlights some of the actions taken to date by Canada’s cities to advance awareness and recognize rights, including treaty recognition as a foundation for reconciliation and respect.

### Responding to Principles 1, 2, 8 and 10 and Calls to Action 43, 44, 45 iii, 69 iii, 75 and 79

- **Toronto** and **Vancouver** city councils have endorsed UNDRIP. The City of Toronto, for example, [adopted](#) the UNDRIP as part of the City’s year-long proclamation on Truth and Reconciliation 2013-2014. The City of Toronto in its 2003 Vision Statement on Access, Equity and Diversity acknowledged the unique status and cultural diversity of the Aboriginal communities and their right to self-determination. This aligns with Article 3 of the UNDRIP which calls for Indigenous peoples’ right to self-determination. Article 11 of the UNDRIP states that Indigenous peoples have the right to practise and revitalize their cultural traditions and customs. In the work of Heritage Preservation and other City divisions that complete environmental assessments, the City of Toronto acknowledges this right by consulting with Aboriginal peoples.

### Responding to Call to Action 45 iii

- **Edmonton** Mayor Don Iveson opens Council meetings with treaty acknowledgement.
- In a [motion](#) from Councillor Andrea Reimer, seconded by Mayor Gregor Robertson and passed unanimously, Vancouver city council officially acknowledged that **Vancouver** is on the unceded traditional territory of the Musqueam, Squamish, and Tsleil-Waututh First Nations. On December 16, 2014, the Musqueam, Squamish, and Tsleil-Waututh First Nations performed a brushing off ceremony for council members, preparing them for the new term ahead. The ceremony, held in council chambers, was a historic event for city council.
- At a City of **London** council meeting, a [Two Row Wampum Belt](#) was unveiled. The belt is a replica of “the grandfather of all treaties” and was given as a gift from the Chippewas of the Thames First Nation in the presence of the Oneida Nation of the Thames. It is on display in the Mayor’s office to serve as a reminder to all of the deep and abiding friendship and of the mutual duty to respect the lasting principles of the pledge made long ago.
- To mark 2016 [National Aboriginal Day](#), traditional plants and medicines were placed among stone medicine wheels at **Winnipeg** City Hall. Mayor Bowman also opens every meeting and public event with a treaty acknowledgement and recognition that Winnipeg is home of the Métis Nation.

### Responding to Calls to Action 69 iii and 77

- **Toronto** [has asked](#) the Equity, Diversity and Human Rights Division of the City Manager’s Office, in consultation with the City Clerk, to identify records held at the city’s Archives and City Divisions that are related to the history and legacy of the residential school system and that could be forwarded to the National Centre for Truth and Reconciliation.
- **Winnipeg** [Library Services](#) will seek to partner with the National Centre for Truth and Reconciliation to become more actively involved in public engagement, education and reconciliation activities.
- **Edmonton’s** Public Library is hosting a series, [Exploring Reconciliation](#), which offers opportunities to develop a deeper understanding of reconciliation and how it impacts all Canadians. The TRC reading challenge is one example of their initiatives to encourage people to learn about reconciliation and indigenous issues.
- [Reconciliation related programming](#) was offered through the **Vancouver** Public Library’s (VPL) dialogue sessions, author readings and documentaries, including a dedicated series with a British Columbia focus. The VPL also re-energized its Aboriginal Storyteller in Residence program, which returns with a storyteller sharing knowledge about traditions and crafts in free workshops and sessions.

### Responding to Call to Action 75

- **Regina** city council has pledged to take action to resolve issues with a cemetery near the former Regina Indian Industrial School believed to hold as many as 40 children’s unmarked graves. Several groups have worked for years to get recognition and protection for the site. A [sacred smudge ceremony](#) was held at the site to commemorate the victims.

### Responding to Call to Action 79 iii

- Winnipeg’s Mayor Brian Bowman has committed to [work with residential school survivors](#), the National Centre for Truth and Reconciliation, and the existing tenants of the former Assiniboia Indian Residential School to establish historical commemorative signs at the school.

“Reconciliation must inspire Aboriginal and non-Aboriginal peoples to transform Canadian society so that our children and grandchildren can live together in dignity, peace, and prosperity on these lands we now share.”

– TRC Final Report

## MUNICIPAL GOVERNMENTS OF ALL SIZES AND ACROSS CANADA ARE TAKING ACTION.

The City of **Brandon** is working to ensure that any First Nation that wishes to pursue development opportunities within the municipality’s borders is greeted with open doors and set on a path to economic success. [First Nation Urban Development Areas](#) are emerging as successful aboriginal economic generators across western Canada, and Brandon has begun the groundwork and planning needed to better understand the role a municipality plays in establishing such areas. Brandon has also partnered with the Urban Aboriginal Peoples’ Council to offer in-depth training on Indigenous Awareness to key stakeholders who would play a role in such potential partnerships.

The [City of Wetaskiwin](#), Alberta, erected a sign at its outskirts with the city’s name written in Cree syllabics.

In partnership with [Cando](#), FCM’s First Nations-Municipal Community Economic Development Initiative (CEDI) opens the way for First Nations and neighbouring municipalities to work together to create economic and social advantages.

### Joint community economic development leads to:

- Better community-to-community relationships
- Coordinated planning efforts to improve land use, land management and environmental/resource protection
- A more attractive climate for investors and tourists
- A stronger, united voice for engaging with businesses and federal and provincial governments
- Less duplication and more efficient use of limited resources
- Access to each partner’s unique human, physical and financial capacities, and alternative funding streams
- More opportunities for local business development and job creation

Learn more about [CEDI](#).

Over the last five years of the initiative, many communities have come together to build relationships and develop plans for delivering shared priorities. As just one example, [Opaskwayak Cree Nation](#), [Town of The Pas](#) and [Rural Municipality of Kelsey](#) in Manitoba have shared their land use plans and intend to create a joint planning district that will coordinate and harmonize their land use plans and bylaws.



### Responding to Calls to Action 21, 22, 80 and 83

- As part of **Vancouver's** reconciliation initiatives, the City has included aboriginal art and displays in Stanley Park, developed a newcomer's guide on Aboriginal communities, elders and arts, and helped fund the [Britannia Community Centre Carving Pavillion](#) and its programs. The pavillion is a permanent carving and culture-sharing structure to promote awareness of the rich heritage that the First Peoples offer in their traditional practices and to provide education and carving production opportunities to students and members of the greater community.
- **Vancouver** is partnering with three First Nations – Musqueam, Squamish and Tseil-Waututh – to determine an appropriate [permanent art installation](#) for the City of Vancouver's council chambers that represents both the unceded traditional territories on which the city is situated and the spirit of reconciliation that guides our government to government relationships. One artist from each First Nation will be selected to design and produce a wall panel. The resulting three art panels will represent each of the Nations and their relationships with one another and with the City of Vancouver.
- **Edmonton** council allocated funding for the development of a [ceremonial space in the river valley](#) where Indigenous Edmontonians will soon be able to sweat, celebrate and share their culture with others. Land for the project, to be developed on the old Fox Farms property across from Fort Edmonton Park, has already been donated. Council is also working with the Confederacy of Treaty Six First Nations and the Fort Edmonton Park Management Corporation to better reflect Aboriginal history in the park.
- **Regina** is [examining how Indigenous cultures](#) can be infused into the creative side of the city. City hall is preparing a report for the end of 2016 that will make a number of recommendations to support cultural and artistic inclusion.
- **Toronto** initiated the ceremonial naming of public lanes, [Wabenose Lane and Chechalk Lane](#), to honour two former chiefs of the Mississaugas of the New Credit First Nation.
- **Saskatoon** is providing a \$150,000 grant and organizing support for the 2016 World Indigenous Business Forum and International Indigenous Music and Cultural Festival being held in the city.
- In **Montréal**, the City granted \$40,000 to [Land InSIGHTS](#) for 2016 to help in its work promoting Aboriginal culture and organizing the Montréal First Peoples Festival, *Présence Autochtone*.
- A ceremony including traditional music and dance was held at **Montréal** City Hall in June 2016 for new residents. First Nations chiefs, other Aboriginal community representatives and elected municipal officials attended.
- Since 2001, **Montréal** has dedicated part of its botanical gardens to a First Nations garden featuring traditional food and medicinal plants.
- **FCM members** adopted an annual conference [resolution](#) in 2016 calling upon the federal government to officially declare September 30th [National Orange Shirt Day](#), a national day to honour residential school survivors, their families and their communities so that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.

### Responding to Principle 10 and Calls to Action 57 and 66

- In collaboration with the [Université du Québec en Abitibi-Témiscamingue](#), the City of **Montréal** held its first training on Aboriginal culture and life for municipal employees in July 2016. Additionally, the police service trains its employees about Indigenous people living in urban centres, and that training will be enhanced in 2017.
- In **Vancouver**, a recent [city report](#) recommended the approval of a cultural competency training workshop for senior managers, as well as basic level cultural competency staff training, with a target of reaching more than 350 employees.
- **Regina** recognized as a priority the continuing need to [recruit more people of Aboriginal ancestry](#) for the city's workforce. Council passed a motion instructing city administration to work on ways Regina can respond to the TRC's Calls to Action.
- In **Saskatoon**, [Aboriginal cultural awareness training](#) is offered to all city employees and is mandatory for Saskatoon Police Service (SPS) employees. As well, Saskatoon partnered to host the Wicahitowin "Working Together" conference. The conference was presented in partnership with the United Way, Aboriginal Friendship Centres of Saskatchewan, Saskatoon Health Region and other community-based organizations. Its goal was to help provide support to the many organizations across Saskatchewan that are inclusive of Aboriginal people as employees, volunteers and decision makers, and who work to enhance the understanding of Aboriginal people in the context of historic and contemporary issues.
- **Winnipeg** has committed to [enhancing the City's existing diversity training](#) for employees by making it mandatory for all city staff, with an increased focus on the legacy of residential schools.
- **Halifax** made [an official statement of reconciliation](#) to the Aboriginal community at a city council meeting. The statement, passed by a unanimous vote, declared that the municipality stands with other big Canadian cities and FCM in ensuring the needs and aspirations of First Nations communities are fully acknowledged.
- After declaring 2016 the Year of Reconciliation, **Winnipeg** Mayor Brian Bowman committed to visiting every high school in Winnipeg over the next two years to emphasize the importance of civic engagement, reconciliation and diversity.
- The City of **Edmonton** partnered with local school boards and post-secondary institutions to host approximately 700 Indigenous and non-Indigenous youth and young adult learners at the Journey to Reconciliation: Youth Leadership Conference. During the day-long conference, participants explored the concept of reconciliation, identified expressions of reconciliation and proposed how the act of reconciliation can impact the future.
- The City of **Edmonton** committed to training each of its 10,000+ employees by 2018 on the history of residential schools and their impact on Indigenous peoples, and to open a dialogue on reconciliation in the workplace. This initiative contributes to creating a respectful and inclusive environment for employees and the citizens they serve. Training began with senior leadership, then moved to front-line staff who often interact with Indigenous peoples on a daily basis. The program also includes online resources that staff can access to learn more about the schools and the culture and vibrancy of contemporary Indigenous communities within the Edmonton region.
- In 2016, **Montréal** provided \$30,000 to the [First Nations Human Resources Development Commission of Quebec](#) for Aboriginal employment workshops. [Plein Milieu](#) was granted \$39,289 by the City to help alleviate homelessness in the Aboriginal community and to alleviate difficulties faced by youth. Additionally, in 2016, Montréal's youth council collaborated with Native Montréal to publish a report on the situation of young Aboriginal in that city.

“Winnipeg is a growing, thriving and diverse city. Now, more than ever, is a time for us to embrace our values of openness and compassion, and realize that acceptance of new people and cultures are what make us strong.”

– Brian Bowman, Mayor of Winnipeg  
Chair of the BCMC Working Group on Partnership and Reconciliation

“Reconciliation not only requires apologies, reparations, the relearning of Canada’s national history, and public commemoration, but also needs real social, political, and economic change.”

– TRC Final Report

The legacy of colonization has resulted in a gap between Indigenous and non-Indigenous Canadians in terms of quality of life. Health and wellness, employment and income, education and justice system involvement are all areas highlighted for action by the TRC. Closing this gap is imperative to the journey of reconciliation and to ensure a bright future for Canada. All orders of government must work closely together on these areas of shared responsibility.

Local governments are working to better meet the needs of a demographically and culturally diverse urban Indigenous population that is also relatively mobile. Cities and communities are working to better understand needs, improve the cultural relevance of their services and increase services such as affordable housing and employment opportunities through a wide variety of approaches, including working with other orders of government.

“We can work together to address the basics: Education, housing, food, water, health care. The people in these communities actually see a glimmer of hope that our multiple governments might actually be starting to work together. Leave jurisdiction at the door and actually get things done. Help them address their own challenges, don’t assume ‘our way’ is better.”

– John Tory, Mayor of Toronto



### Responding to Principles 4 and 5 and Calls to Action 7, 20, 21, 22, 30, 39, 40, 42, 88 and 89

- **Vancouver** received a [report](#) on ways for the City to respond to the TRC Calls to Action, and the report recommended providing one-time funding for Aboriginal wellness centres. To link primary care and traditional Aboriginal healing and wellness, council approved funds to create two Aboriginal wellness centres at Urban Native Youth Association and Lu'ma Native Housing Society.
- **Saskatoon** has created a partnership with Saskatoon Tribal Council, Gabriel Dumont Institute and other organizations on the delivery of the [Urban Aboriginal Leadership Program](#) to build capacity among Aboriginal people that leads to employment. The program is an umbrella for a variety of exciting projects teaching leadership skills, such as the Aboriginal Lifeguarding Program, Aboriginal Fitness Certification Program, Skills and Employment Summer Training Camp and the recruitment of summer program staff.
- A priority for **Regina** is the development of a First Nation and Métis recruitment and retention strategy. [Aboriginal City Employees](#) is an employee group developed by Aboriginal employees to support Aboriginal employees and the organization in the effort to increase Aboriginal representation.
- **Surrey's** [Urban Aboriginal Initiative](#) has established a Leadership Committee which aims to build and strengthen relationships at all levels of the community to improve the economic participation, educational attainment and health outcomes of the Indigenous population in Surrey. The committee conducts research including interviews, focus groups and regular meetings of the Aboriginal Leadership Committee, and a compilation of census data.
- **Ottawa's** Police Service partners with several community groups including Wabano Centre for Aboriginal Health and the Ottawa Inuit Children's Centre to run a [Soccer Mentorship Program](#), an initiative of the City's Aboriginal Working Committee.
- **Edmonton's** [Aboriginal Relations Office](#) helps Indigenous people and organizations to access city programs and services. Two unique resources provided by the Aboriginal Relations Office are an [Aboriginal Edmonton Welcome Guide](#) for those who are new to Edmonton, as well as an [Aboriginal Edmonton Directory](#) to help users navigate the diverse and friendly Indigenous Edmonton community.
- The Service de police in **Montréal** and the Montréal Aboriginal community signed a [cooperative agreement](#) to promote preventative approaches, open communication and understanding. Elements of the agreement range from establishing a Montréal police force Aboriginal advisory committee to developing a protocol for addressing the issue of missing and murdered indigenous women. The police service also has an officer who serves as a liaison with local Aboriginal residents and organizations.
- For 2016, the City of **Montréal** granted \$22,176 to [Projets autochtones du Québec](#) for work with Indigenous women who are victims of violence.
- In April 2016, Mayor Brian Bowman announced the [Winnipeg promise](#) – an initiative dedicated to finding the best way to remove barriers currently preventing low income families and children, of which Indigenous peoples are over-represented, from accessing the Canada Learning Bond.

## MISSING AND MURDERED INDIGENOUS WOMEN AND GIRLS

Indigenous women and girls continue to be victimized by systemic discrimination and are constantly and disproportionately targeted by violence. An alarming number of Indigenous women and girls have been murdered or have gone missing across Canada, and most of these cases remain unsolved. This national tragedy led to calls for a National Inquiry into Missing and Murdered Indigenous Women and Girls, which [FCM supported](#). On behalf of the municipal sector, FCM President [Clark Somerville welcomed](#) the official announcement of a national inquiry on August 3, 2016. "We are particularly encouraged that the Commission will look into addressing the root causes and systemic violence and discrimination that have led to the tragic disappearance and violent deaths of hundreds of Indigenous women and girls."



## **From community action to national action – moving forward together**

“Reconciliation calls for community action. City of Vancouver, British Columbia, proclaimed itself the City of Reconciliation. City of Halifax, Nova Scotia, holds an annual parade and procession commemorating the 1761 Treaty of Peace and Friendship. Speeches are delivered and everyone who attends is feasted. City of Wetaskiwin, Alberta, erected a sign at its outskirts with the city’s name written in Cree syllabics. Other communities can do similar things.

Reconciliation calls for federal, provincial, and territorial government action. Reconciliation calls for national action. The way we govern ourselves must change.”

– TRC Final Report

Whereas many calls to action can be furthered by the actions of one order of government, all orders of government must walk this journey together with Indigenous peoples. FCM’s Big City Mayors’ Caucus is committed to ongoing dialogue with the federal government to support its work implementing the TRC’s Calls to Action. We bring our commitment, solutions and strong relationships with local and national Indigenous leaders to the table. Mayors will also engage with the federal government to implement the Calls to Action where there is shared responsibility.

The BCMC will continue to build relationships with Indigenous governments and to call for a four cornered table to support federal, provincial and territorial, municipal and Indigenous leaders moving forward together on common goals for the people we all serve.

“Collective efforts from all peoples are necessary to revitalize the relationship between Aboriginal peoples and Canadian society – reconciliation is the goal. It is a goal that will take the commitment of multiple generations but when it is achieved, when we have reconciliation – it will make for a better, stronger Canada.”

– TRC Final Report

The BCMC commits to sharing and updating initiatives and lessons learned in this guide as members travel the pathways to reconciliation. The possibilities of what we do next will be the result of further growth and important reflection on our actions and accomplishments.

# PATHWAYS TO RECONCILIATION RESOURCES

## Truth and Reconciliation Commission

[Principles of Truth and Reconciliation](#)

[Truth and Reconciliation Commission of Canada: Calls to Action](#)

[Honouring the Truth, Reconciling for the Future: Summary of the Final Report of the Truth and Reconciliation Commission of Canada](#)

## Informing Reconciliation

[United Nations Declaration on the Rights of Indigenous Peoples](#)

[Report of the Royal Commission on Aboriginal Peoples](#)

Minister of Indigenous and Northern Affairs' [Mandate Letter](#)

## Municipal Resources

[What I learned on my journey of reconciliation: John Tory.](#)

[White Goose Flying Report](#), a local adaptation of the Truth and Reconciliation Commission's report, It includes 18 calls to action and was prepared by the Calgary Aboriginal Urban Affairs Committee.

[A guide to building strong First Nations-municipal relationships \(CEDI toolkit, Appendix B\)](#)

[First Nation Urban Development Area](#)

[Aboriginal Studies Changing to Centre for Indigenous Studies](#)

## Pathway 1 - Fostering Communities, Alliances and Hope

[Winnipeg, Indigenous Relations Division](#)

London Diversity and Race Relations Advisory Committee, [Terms of Reference](#)

[Calgary Aboriginal Urban Affairs Committee](#)

Ottawa, [Mandate of the Aboriginal Working Committee](#)

[Reseamtlnetwork](#)

## Pathway 2 - Advancing Awareness and Recognizing Rights

Toronto, [Fulfilling Calls to Action from Truth and Reconciliation Commission Report](#)

Vancouver, [Protocol to Acknowledge First Nations Unceded Traditional Territory](#)

Records at City of Toronto Archives, as it Relates to [Identification and Collection of Records Relevant to the Residential School System](#)

Edmonton, [Exploring Reconciliation](#)

Vancouver, [Year of Reconciliation: June, 2013 – June, 2014](#)

[Smudge ceremony honours children in cemetery by old Regina Indian Industrial School](#)

[Mayor Bowman declares 2016 as the Year of Reconciliation](#)

City of Vancouver/Squamish Nation [Limited Call to Squamish Nation Artists](#)

[Edmonton city council continuing reconciliation work](#)

[City of Regina votes unanimously to act on TRC recommendations](#)

Montréal, [Land Insights](#)

Présence autochtone, [Montréal First Peoples Festival](#)

[The First Peoples' University](#)

[Statement of Reconciliation from Halifax Regional Council](#)

[First Nations Human Resources Development Commission of Quebec](#)

[Plein Milieu](#) (in the original language)

## Pathway 3 - Improving Health and Wellness

Vancouver, [Administrative Report](#), Truth and Reconciliation Commission Calls to Action

Saskatoon, [Aboriginal Leadership Program](#)

Regina, [Aboriginal City Employees](#)

[Surrey Urban Aboriginal Initiative](#)

Ottawa, [Soccer Mentorship Program](#)

[Aboriginal Edmonton Welcome Guide](#)

[Aboriginal Edmonton Directory](#)

Montréal, [Cooperative Agreement](#)

Montréal, [Projets Autochtones du Québec](#) (in the original language)

# PATHWAYS TO RECONCILIATION

## TRC PRINCIPLES OF RECONCILIATION

The Truth and Reconciliation Commission of Canada believes that in order for Canada to flourish in the twenty-first century, reconciliation between Aboriginal and non-Aboriginal Canada must be based on the following principles.

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**1**

The *United Nations Declaration on the Rights of Indigenous Peoples* the framework for reconciliation at all levels and across all sectors of Canadian society.

**2**

First Nations, Inuit, and Métis peoples, as the original peoples of this country and as self-determining peoples, have Treaty, constitutional, and human rights that must be recognized and respected.

**3**

Reconciliation is a process of healing of relationships that requires public truth sharing, apology, and commemoration that acknowledge and redress past harms.

**4**

Reconciliation requires constructive action on addressing the ongoing legacies of colonialism that have had destructive impacts on Aboriginal peoples' education, cultures and languages, health, child welfare, the administration of justice, and economic opportunities and prosperity.

**5**

Reconciliation must create a more equitable and inclusive society by closing the gaps in social, health, and economic outcomes that exist between Aboriginal and non-Aboriginal Canadians.

**6**

All Canadians, as Treaty peoples, share responsibility for establishing and maintaining mutually respectful relationships.

**7**

The perspectives and understandings of Aboriginal Elders and Traditional Knowledge Keepers of the ethics, concepts, and practices of reconciliation are vital to long-term reconciliation.

**8**

Supporting Aboriginal peoples' cultural revitalization and integrating Indigenous knowledge systems, oral histories, laws, protocols, and connections to the land into the reconciliation process are essential.

**9**

Reconciliation requires political will, joint leadership, trust building, accountability, and transparency, as well as a substantial investment of resources.

**10**

Reconciliation requires sustained public education and dialogue, including youth engagement, about the history and legacy of residential schools, Treaties, and Aboriginal rights, as well as the historical and contemporary contributions of Aboriginal peoples to Canadian society.

**In order to redress the legacy of residential schools and advance the process of Canadian reconciliation, the Truth and Reconciliation Commission makes the following calls to action.**

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## LEGACY

### Child welfare

1. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to reducing the number of Aboriginal children in care by:

- i. Monitoring and assessing neglect investigations.
- ii. Providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside.
- iii. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the history and impacts of residential schools.
- iv. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the potential for Aboriginal communities and families to provide more appropriate solutions to family healing.
- v. Requiring that all child-welfare decision makers consider the impact of the residential school experience on children and their caregivers.

2. We call upon the federal government, in collaboration with the provinces and territories, to prepare and publish annual reports on the number of Aboriginal children (First Nations, Inuit, and Métis) who are in care, compared with non-Aboriginal children, as well as the reasons for apprehension, the total spending on preventive and care services by child-welfare agencies, and the effectiveness of various interventions.

3. We call upon all levels of government to fully implement Jordan's Principle.

4. We call upon the federal government to enact Aboriginal child-welfare legislation that establishes national standards for Aboriginal child apprehension and custody cases and includes principles that:

- i. Affirm the right of Aboriginal governments to establish and maintain their own child-welfare agencies.
  - ii. Require all child-welfare agencies and courts to take the residential school legacy into account in their decision making.
  - iii. Establish, as an important priority, a requirement that placements of Aboriginal children into temporary and permanent care be culturally appropriate.
5. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate parenting programs for Aboriginal families.

### Education

6. We call upon the Government of Canada to repeal Section 43 of the Criminal Code of Canada.
7. We call upon the federal government to develop with Aboriginal groups a joint strategy to eliminate educational and employment gaps between Aboriginal and non-Aboriginal Canadians.
8. We call upon the federal government to eliminate the discrepancy in federal education funding for First Nations children being educated on reserves and those First Nations children being educated off reserves.
9. We call upon the federal government to prepare and publish annual reports comparing funding for the education of First Nations children on and off reserves, as well as educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
10. We call on the federal government to draft new Aboriginal education legislation with the full participation and informed consent of Aboriginal peoples. The new legislation would include a commitment to sufficient funding and would incorporate the following principles:
  - i. Providing sufficient funding to close identified educational achievement gaps within one generation.

- ii. Improving education attainment levels and success rates.
  - iii. Developing culturally appropriate curricula.
  - iv. Protecting the right to Aboriginal languages, including the teaching of Aboriginal languages as credit courses.
  - v. Enabling parental and community responsibility, control, and accountability, similar to what parents enjoy in public school systems.
  - vi. Enabling parents to fully participate in the education of their children.
  - vii. Respecting and honouring Treaty relationships.
11. We call upon the federal government to provide adequate funding to end the backlog of First Nations students seeking a post-secondary education.
12. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate early childhood education programs for Aboriginal families.

### Language and culture

13. We call upon the federal government to acknowledge that Aboriginal rights include Aboriginal language rights.
14. We call upon the federal government to enact an Aboriginal Languages Act that incorporates the following principles:
- i. Aboriginal languages are a fundamental and valued element of Canadian culture and society, and there is an urgency to preserve them.
  - ii. Aboriginal language rights are reinforced by the Treaties.
  - iii. The federal government has a responsibility to provide sufficient funds for Aboriginal-language revitalization and preservation.
  - iv. The preservation, revitalization, and strengthening of Aboriginal languages and cultures are best managed by Aboriginal people and communities.
  - v. Funding for Aboriginal language initiatives must reflect the diversity of Aboriginal languages.
15. We call upon the federal government to appoint, in consultation with Aboriginal groups, an Aboriginal Languages Commissioner. The commissioner should help promote Aboriginal languages and report on the adequacy of federal funding of Aboriginal-languages initiatives.
16. We call upon post-secondary institutions to create university and college degree and diploma programs in Aboriginal languages.
17. We call upon all levels of government to enable residential school Survivors and their families to reclaim names changed by the residential school system by waiving administrative costs for a period of five years for the name-change process and the revision of official identity documents, such as birth certificates, passports, driver's licenses, health cards, status cards, and social insurance numbers.

### Health

18. We call upon the federal, provincial, territorial, and Aboriginal governments to acknowledge that the current state of Aboriginal health in Canada is a direct result of previous Canadian government policies, including residential schools, and to recognize and implement the health-care rights of Aboriginal people as identified in international law, constitutional law, and under the Treaties.
19. We call upon the federal government, in consultation with Aboriginal peoples, to establish measurable goals to identify and close the gaps in health outcomes between Aboriginal and non-Aboriginal communities, and to publish annual progress reports and assess long-term trends. Such efforts would focus on indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.
20. In order to address the jurisdictional disputes concerning Aboriginal people who do not reside on reserves, we call upon the federal government to recognize, respect, and address the distinct health needs of the Métis, Inuit, and off-reserve Aboriginal peoples.
21. We call upon the federal government to provide sustainable funding for existing and new Aboriginal healing centres to address the physical, mental, emotional, and spiritual harms caused by residential schools, and to ensure that the funding of healing centres in Nunavut and the Northwest Territories is a priority.
22. We call upon those who can effect change within the Canadian health-care system to recognize the value of Aboriginal healing practices and use them in the treatment of Aboriginal patients in collaboration with Aboriginal healers and Elders where requested by Aboriginal patients.

23. We call upon all levels of government to:
- i. Increase the number of Aboriginal professionals working in the health-care field.
  - ii. Ensure the retention of Aboriginal health-care providers in Aboriginal communities.
  - iii. Provide cultural competency training for all healthcare professionals.
24. We call upon medical and nursing schools in Canada to require all students to take a course dealing with Aboriginal health issues, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, and Indigenous teachings and practices. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
- ### Justice
25. We call upon the federal government to establish a written policy that reaffirms the independence of the Royal Canadian Mounted Police to investigate crimes in which the government has its own interest as a potential or real party in civil litigation.
26. We call upon the federal, provincial, and territorial governments to review and amend their respective statutes of limitations to ensure that they conform to the principle that governments and other entities cannot rely on limitation defences to defend legal actions of historical abuse brought by Aboriginal people.
27. We call upon the Federation of Law Societies of Canada to ensure that lawyers receive appropriate cultural competency training, which includes the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
28. We call upon law schools in Canada to require all law students to take a course in Aboriginal people and the law, which includes the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
29. We call upon the parties and, in particular, the federal government, to work collaboratively with plaintiffs not included in the Indian Residential Schools Settlement Agreement to have disputed legal issues determined expeditiously on an agreed set of facts.
30. We call upon federal, provincial, and territorial governments to commit to eliminating the overrepresentation of Aboriginal people in custody over the next decade, and to issue detailed annual reports that monitor and evaluate progress in doing so.
31. We call upon the federal, provincial, and territorial governments to provide sufficient and stable funding to implement and evaluate community sanctions that will provide realistic alternatives to imprisonment for Aboriginal offenders and respond to the underlying causes of offending.
32. We call upon the federal government to amend the Criminal Code to allow trial judges, upon giving reasons, to depart from mandatory minimum sentences and restrictions on the use of conditional sentences.
33. We call upon the federal, provincial, and territorial governments to recognize as a high priority the need to address and prevent Fetal Alcohol Spectrum Disorder (FASD), and to develop, in collaboration with Aboriginal people, FASD preventive programs that can be delivered in a culturally appropriate manner.
34. We call upon the governments of Canada, the provinces, and territories to undertake reforms to the criminal justice system to better address the needs of offenders with Fetal Alcohol Spectrum Disorder (FASD), including:
- i. Providing increased community resources and powers for courts to ensure that FASD is properly diagnosed, and that appropriate community supports are in place for those with FASD.
  - ii. Enacting statutory exemptions from mandatory minimum sentences of imprisonment for offenders affected by FASD.
  - iii. Providing community, correctional, and parole resources to maximize the ability of people with FASD to live in the community.
  - iv. Adopting appropriate evaluation mechanisms to measure the effectiveness of such programs and ensure community safety.
35. We call upon the federal government to eliminate barriers to the creation of additional Aboriginal healing lodges within the federal correctional system.

36. We call upon the federal, provincial, and territorial governments to work with Aboriginal communities to provide culturally relevant services to inmates on issues such as substance abuse, family and domestic violence, and overcoming the experience of having been sexually abused.
37. We call upon the federal government to provide more supports for Aboriginal programming in halfway houses and parole services.
38. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to eliminating the overrepresentation of Aboriginal youth in custody over the next decade.
39. We call upon the federal government to develop a national plan to collect and publish data on the criminal victimization of Aboriginal people, including data related to homicide and family violence victimization.
40. We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.
41. We call upon the federal government, in consultation with Aboriginal organizations, to appoint a public inquiry into the causes of, and remedies for, the disproportionate victimization of Aboriginal women and girls. The inquiry's mandate would include:
  - i. Investigation into missing and murdered Aboriginal women and girls.
  - ii. Links to the intergenerational legacy of residential schools.
42. We call upon the federal, provincial, and territorial governments to commit to the recognition and implementation of Aboriginal justice systems in a manner consistent with the Treaty and Aboriginal rights of Aboriginal peoples, the Constitution Act, 1982, and the *United Nations Declaration on the Rights of Indigenous Peoples*, endorsed by Canada in November 2012. Reconciliation

### **Canadian Governments and the *United Nations Declaration on the Rights of Indigenous People***

43. We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.

44. We call upon the Government of Canada to develop a national action plan, strategies, and other concrete measures to achieve the goals of the *United Nations Declaration on the Rights of Indigenous Peoples*.

### **Royal Proclamation and Covenant of Reconciliation**

45. We call upon the Government of Canada, on behalf of all Canadians, to jointly develop with Aboriginal peoples a Royal Proclamation of Reconciliation to be issued by the Crown. The proclamation would build on the Royal Proclamation of 1763 and the Treaty of Niagara of 1764, and reaffirm the nation-to-nation relationship between Aboriginal peoples and the Crown. The proclamation would include, but not be limited to, the following commitments:
  - i. Repudiate concepts used to justify European sovereignty over Indigenous lands and peoples such as the Doctrine of Discovery and terra nullius.
  - ii. Adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation.
  - iii. Renew or establish Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
  - iv. Reconcile Aboriginal and Crown constitutional and legal orders to ensure that Aboriginal peoples are full partners in Confederation, including the recognition and integration of Indigenous laws and legal traditions in negotiation and implementation processes involving Treaties, land claims, and other constructive agreements.
46. We call upon the parties to the Indian Residential Schools Settlement Agreement to develop and sign a Covenant of Reconciliation that would identify principles for working collaboratively to advance reconciliation in Canadian society, and that would include, but not be limited to:
  - i. Reaffirmation of the parties' commitment to reconciliation.
  - ii. Repudiation of concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and terra nullius, and the reformation of laws, governance structures, and policies within their respective institutions that continue to rely on such concepts.



- iii. Full adoption and implementation of the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation.
  - iv. Support for the renewal or establishment of Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
  - v. Enabling those excluded from the Settlement Agreement to sign onto the Covenant of Reconciliation.
  - vi. Enabling additional parties to sign onto the Covenant of Reconciliation.
47. We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and terra nullius, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.

### **Settlement Agreement Parties and the *United Nations Declaration on the Rights of Indigenous Peoples***

48. We call upon the church parties to the Settlement Agreement, and all other faith groups and interfaith social justice groups in Canada who have not already done so, to formally adopt and comply with the principles, norms, and standards of the *United Nations Declaration on the Rights of Indigenous Peoples* as a framework for reconciliation. This would include, but not be limited to, the following commitments:
- i. Ensuring that their institutions, policies, programs, and practices comply with the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - ii. Respecting Indigenous peoples' right to self-determination in spiritual matters, including the right to practise, develop, and teach their own spiritual and religious traditions, customs, and ceremonies, consistent with Article 12:1 of the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - iii. Engaging in ongoing public dialogue and actions to support the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - iv. Issuing a statement no later than March 31, 2016, from all religious denominations and faith groups, as to how they will implement the *United Nations Declaration on the Rights of Indigenous Peoples*.

49. We call upon all religious denominations and faith groups who have not already done so to repudiate concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*.

### **Equity for Aboriginal People in the Legal System**

50. In keeping with the *United Nations Declaration on the Rights of Indigenous Peoples*, we call upon the federal government, in collaboration with Aboriginal organizations, to fund the establishment of Indigenous law institutes for the development, use, and understanding of Indigenous laws and access to justice in accordance with the unique cultures of Aboriginal peoples in Canada.
51. We call upon the Government of Canada, as an obligation of its fiduciary responsibility, to develop a policy of transparency by publishing legal opinions it develops and upon which it acts or intends to act, in regard to the scope and extent of Aboriginal and Treaty rights.
52. We call upon the Government of Canada, provincial and territorial governments, and the courts to adopt the following legal principles:
- i. Aboriginal title claims are accepted once the Aboriginal claimant has established occupation over a particular territory at a particular point in time.
  - ii. Once Aboriginal title has been established, the burden of proving any limitation on any rights arising from the existence of that title shifts to the party asserting such a limitation.

### **National Council for Reconciliation**

53. We call upon the Parliament of Canada, in consultation and collaboration with Aboriginal peoples, to enact legislation to establish a National Council for Reconciliation. The legislation would establish the council as an independent, national, oversight body with membership jointly appointed by the Government of Canada and national Aboriginal organizations, and consisting of Aboriginal and non-Aboriginal members. Its mandate would include, but not be limited to, the following:
- i. Monitor, evaluate, and report annually to Parliament and the people of Canada on the Government of Canada's post-apology progress on reconciliation to ensure that government accountability for reconciling the relationship between Aboriginal peoples and the Crown is maintained in the coming years.



- ii. Monitor, evaluate, and report to Parliament and the people of Canada on reconciliation progress across all levels and sectors of Canadian society, including the implementation of the Truth and Reconciliation Commission of Canada's Calls to Action.
  - iii. Develop and implement a multi-year National Action Plan for Reconciliation, which includes research and policy development, public education programs, and resources.
  - iv. Promote public dialogue, public/private partnerships, and public initiatives for reconciliation.
54. We call upon the Government of Canada to provide multi-year funding for the National Council for Reconciliation to ensure that it has the financial, human, and technical resources required to conduct its work, including the endowment of a National Reconciliation Trust to advance the cause of reconciliation.
55. We call upon all levels of government to provide annual reports or any current data requested by the National Council for Reconciliation so that it can report on the progress towards reconciliation. The reports or data would include, but not be limited to:
- i. The number of Aboriginal children—including Métis and Inuit children—in care, compared with non-Aboriginal children, the reasons for apprehension, and the total spending on preventive and care services by child-welfare agencies.
  - ii. Comparative funding for the education of First Nations children on and off reserves.
  - iii. The educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
  - iv. Progress on closing the gaps between Aboriginal and non-Aboriginal communities in a number of health indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.
  - v. Progress on eliminating the overrepresentation of Aboriginal children in youth custody over the next decade.
  - vi. Progress on reducing the rate of criminal victimization of Aboriginal people, including data related to homicide and family violence victimization and other crimes.
  - vii. Progress on reducing the overrepresentation of Aboriginal people in the justice and correctional systems.
56. We call upon the prime minister of Canada to formally respond to the report of the National Council for Reconciliation by issuing an annual "State of Aboriginal Peoples" report, which would outline the government's plans for advancing the cause of reconciliation.

### Professional Development and Training for Public Servants

57. We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

### Church Apologies and Reconciliation

58. We call upon the Pope to issue an apology to Survivors, their families, and communities for the Roman Catholic Church's role in the spiritual, cultural, emotional, physical, and sexual abuse of First Nations, Inuit, and Métis children in Catholic-run residential schools. We call for that apology to be similar to the 2010 apology issued to Irish victims of abuse and to occur within one year of the issuing of this Report and to be delivered by the Pope in Canada.
59. We call upon church parties to the Settlement Agreement to develop ongoing education strategies to ensure that their respective congregations learn about their church's role in colonization, the history and legacy of residential schools, and why apologies to former residential school students, their families, and communities were necessary.
60. We call upon leaders of the church parties to the Settlement Agreement and all other faiths, in collaboration with Indigenous spiritual leaders, Survivors, schools of theology, seminaries, and other religious training centres, to develop and teach curriculum for all student clergy, and all clergy and staff who work in Aboriginal communities, on the need to respect Indigenous spirituality in its own right, the history and legacy of residential schools and the roles of the church parties in that system, the history and legacy of religious conflict in Aboriginal families and communities, and the responsibility that churches have to mitigate such conflicts and prevent spiritual violence.

61. We call upon church parties to the Settlement Agreement, in collaboration with Survivors and representatives of Aboriginal organizations, to establish permanent funding to Aboriginal people for:

- i. Community-controlled healing and reconciliation projects.
- ii. Community-controlled culture and language revitalization projects.
- iii. Community-controlled education and relationship building projects.
- iv. Regional dialogues for Indigenous spiritual leaders and youth to discuss Indigenous spirituality, self-determination, and reconciliation.

### Education for reconciliation

62. We call upon the federal, provincial, and territorial governments, in consultation and collaboration with Survivors, Aboriginal peoples, and educators, to:

- i. Make age-appropriate curriculum on residential schools, Treaties, and Aboriginal peoples' historical and contemporary contributions to Canada a mandatory education requirement for Kindergarten to Grade Twelve students.
- ii. Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms.
- iii. Provide the necessary funding to Aboriginal schools to utilize Indigenous knowledge and teaching methods in classrooms.
- iv. Establish senior-level positions in government at the assistant deputy minister level or higher dedicated to Aboriginal content in education.

63. We call upon the Council of Ministers of Education, Canada to maintain an annual commitment to Aboriginal education issues, including:

- i. Developing and implementing Kindergarten to Grade Twelve curriculum and learning resources on Aboriginal peoples in Canadian history, and the history and legacy of residential schools.
- ii. Sharing information and best practices on teaching curriculum related to residential schools and Aboriginal history.

iii. Building student capacity for intercultural understanding, empathy, and mutual respect.

iv. Identifying teacher-training needs relating to the above.

64. We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.

65. We call upon the federal government, through the Social Sciences and Humanities Research Council, and in collaboration with Aboriginal peoples, post-secondary institutions and educators, and the National Centre for Truth and Reconciliation and its partner institutions, to establish a national research program with multi-year funding to advance understanding of reconciliation.

### Youth Programs

66. We call upon the federal government to establish multiyear funding for community-based youth organizations to deliver programs on reconciliation, and establish a national network to share information and best practices.

### Museums and Archives

67. We call upon the federal government to provide funding to the Canadian Museums Association to undertake, in collaboration with Aboriginal peoples, a national review of museum policies and best practices to determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and to make recommendations.

68. We call upon the federal government, in collaboration with Aboriginal peoples, and the Canadian Museums Association to mark the 150th anniversary of Canadian Confederation in 2017 by establishing a dedicated national funding program for commemoration projects on the theme of reconciliation.

69. We call upon Library and Archives Canada to:

- i. Fully adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples and the *United Nations Joint-Orentlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.

- ii. Ensure that its record holdings related to residential schools are accessible to the public.
  - iii. Commit more resources to its public education materials and programming on residential schools.
70. We call upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices to:
- i. Determine the level of compliance with the United Nations Declaration on the Rights of Indigenous Peoples and the *United Nations Joint-Orentlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
  - ii. Produce a report with recommendations for full implementation of these international mechanisms as a reconciliation framework for Canadian archives.

### Missing Children and Burial Information

71. We call upon all chief coroners and provincial vital statistics agencies that have not provided to the Truth and Reconciliation Commission of Canada their records on the deaths of Aboriginal children in the care of residential school authorities to make these documents available to the National Centre for Truth and Reconciliation.
72. We call upon the federal government to allocate sufficient resources to the National Centre for Truth and Reconciliation to allow it to develop and maintain the National Residential School Student Death Register established by the Truth and Reconciliation Commission of Canada.
73. We call upon the federal government to work with churches, Aboriginal communities, and former residential school students to establish and maintain an online registry of residential school cemeteries, including, where possible, plot maps showing the location of deceased residential school children.
74. We call upon the federal government to work with the churches and Aboriginal community leaders to inform the families of children who died at residential schools of the child's burial location, and to respond to families' wishes for appropriate commemoration ceremonies and markers, and reburial in home communities where requested.

75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of appropriate memorial ceremonies and commemorative markers to honour the deceased children.
76. We call upon the parties engaged in the work of documenting, maintaining, commemorating, and protecting residential school cemeteries to adopt strategies in accordance with the following principles:
- i. The Aboriginal community most affected shall lead the development of such strategies.
  - ii. Information shall be sought from residential school Survivors and other Knowledge Keepers in the development of such strategies.
  - iii. Aboriginal protocols shall be respected before any potentially invasive technical inspection and investigation of a cemetery site.

### National Centre for Truth and Reconciliation

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.
78. We call upon the Government of Canada to commit to making a funding contribution of \$10 million over seven years to the National Centre for Truth and Reconciliation, plus an additional amount to assist communities to research and produce histories of their own residential school experience and their involvement in truth, healing, and reconciliation.

### Commemoration

79. We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:

- i. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
  - ii. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.
  - iii. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada's history.
80. We call upon the federal government, in collaboration with Aboriginal peoples, to establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour Survivors, their families, and communities, and ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.
81. We call upon the federal government, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools National Monument in the city of Ottawa to honour Survivors and all the children who were lost to their families and communities.
82. We call upon provincial and territorial governments, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools Monument in each capital city to honour Survivors and all the children who were lost to their families and communities.
83. We call upon the Canada Council for the Arts to establish, as a funding priority, a strategy for Indigenous and non-Indigenous artists to undertake collaborative projects and produce works that contribute to the reconciliation process.
- i. Increasing Aboriginal programming, including Aboriginal-language speakers.
  - ii. Increasing equitable access for Aboriginal peoples to jobs, leadership positions, and professional development opportunities within the organization.
  - iii. Continuing to provide dedicated news coverage and online public information resources on issues of concern to Aboriginal peoples and all Canadians, including the history and legacy of residential schools and the reconciliation process.
85. We call upon the Aboriginal Peoples Television Network, as an independent non-profit broadcaster with programming by, for, and about Aboriginal peoples, to support reconciliation, including but not limited to:
- i. Continuing to provide leadership in programming and organizational culture that reflects the diverse cultures, languages, and perspectives of Aboriginal peoples.
  - ii. Continuing to develop media initiatives that inform and educate the Canadian public, and connect Aboriginal and non-Aboriginal Canadians.
86. We call upon Canadian journalism programs and media schools to require education for all students on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations.

### Sports and Reconciliation

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.
88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.
89. We call upon the federal government to amend the Physical Activity and Sport Act to support reconciliation by ensuring that policies to promote physical activity as a fundamental element of health and well-being, reduce barriers to sports participation, increase the pursuit of excellence in sport, and build capacity in the Canadian sport system, are inclusive of Aboriginal peoples.

### Media and Reconciliation

84. We call upon the federal government to restore and increase funding to the CBC/Radio-Canada, to enable Canada's national public broadcaster to support reconciliation, and be properly reflective of the diverse cultures, languages, and perspectives of Aboriginal peoples, including, but not limited to:

90. We call upon the federal government to ensure that national sports policies, programs, and initiatives are inclusive of Aboriginal peoples, including, but not limited to, establishing:
- i. In collaboration with provincial and territorial governments, stable funding for, and access to, community sports programs that reflect the diverse cultures and traditional sporting activities of Aboriginal peoples.
  - ii. An elite athlete development program for Aboriginal athletes.
  - iii. Programs for coaches, trainers, and sports officials that are culturally relevant for Aboriginal peoples.
  - iv. Anti-racism awareness and training programs.
91. We call upon the officials and host countries of international sporting events such as the Olympics, Pan Am, and Commonwealth games to ensure that Indigenous peoples' territorial protocols are respected, and local Indigenous communities are engaged in all aspects of planning and participating in such events.

### Business and Reconciliation

92. We call upon the corporate sector in Canada to adopt the *United Nations Declaration on the Rights of Indigenous Peoples* as a reconciliation framework and to apply its principles, norms, and standards to corporate policy and core operational activities involving Indigenous peoples and their lands and resources. This would include, but not be limited to, the following:
- i. Commit to meaningful consultation, building respectful relationships, and obtaining the free, prior, and informed consent of Indigenous peoples before proceeding with economic development projects.
  - ii. Ensure that Aboriginal peoples have equitable access to jobs, training, and education opportunities in the corporate sector, and that Aboriginal communities gain long-term sustainable benefits from economic development projects.
  - iii. Provide education for management and staff on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills based training in intercultural competency, conflict resolution, human rights, and anti-racism.

### Newcomers to Canada

93. We call upon the federal government, in collaboration with the national Aboriginal organizations, to revise the information kit for newcomers to Canada and its citizenship test to reflect a more inclusive history of the diverse Aboriginal peoples of Canada, including information about the Treaties and the history of residential schools.
94. We call upon the Government of Canada to replace the Oath of Citizenship with the following:

I swear (or affirm) that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth II, Queen of Canada, Her Heirs and Successors, and that I will faithfully observe the laws of Canada including Treaties with Indigenous Peoples, and fulfill my duties as a Canadian citizen.

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# **Truth and Reconciliation Commission of Canada: Calls to Action**



Truth and  
Reconciliation  
Commission of Canada

# **Truth and Reconciliation Commission of Canada: Calls to Action**



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**2015**

Truth and Reconciliation Commission of Canada, 2012

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# Calls to Action

In order to redress the legacy of residential schools and advance the process of Canadian reconciliation, the Truth and Reconciliation Commission makes the following calls to action.

## Legacy

### CHILD WELFARE

1. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to reducing the number of Aboriginal children in care by:
  - i. Monitoring and assessing neglect investigations.
  - ii. Providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside.
  - iii. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the history and impacts of residential schools.
  - iv. Ensuring that social workers and others who conduct child-welfare investigations are properly educated and trained about the potential for Aboriginal communities and families to provide more appropriate solutions to family healing.
  - v. Requiring that all child-welfare decision makers consider the impact of the residential school experience on children and their caregivers.
2. We call upon the federal government, in collaboration with the provinces and territories, to prepare and publish annual reports on the number of Aboriginal children (First Nations, Inuit, and Métis) who are in care, compared with non-Aboriginal children, as well as the reasons for apprehension, the total spending on preventive and care services by child-welfare agencies, and the effectiveness of various interventions.
3. We call upon all levels of government to fully implement Jordan's Principle.
4. We call upon the federal government to enact Aboriginal child-welfare legislation that establishes national standards for Aboriginal child apprehension and custody cases and includes principles that:
  - i. Affirm the right of Aboriginal governments to establish and maintain their own child-welfare agencies.
  - ii. Require all child-welfare agencies and courts to take the residential school legacy into account in their decision making.
  - iii. Establish, as an important priority, a requirement that placements of Aboriginal children into temporary and permanent care be culturally appropriate.
5. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate parenting programs for Aboriginal families.

### EDUCATION

6. We call upon the Government of Canada to repeal Section 43 of the *Criminal Code of Canada*.
7. We call upon the federal government to develop with Aboriginal groups a joint strategy to eliminate

educational and employment gaps between Aboriginal and non-Aboriginal Canadians.

8. We call upon the federal government to eliminate the discrepancy in federal education funding for First Nations children being educated on reserves and those First Nations children being educated off reserves.
9. We call upon the federal government to prepare and publish annual reports comparing funding for the education of First Nations children on and off reserves, as well as educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
10. We call on the federal government to draft new Aboriginal education legislation with the full participation and informed consent of Aboriginal peoples. The new legislation would include a commitment to sufficient funding and would incorporate the following principles:
  - i. Providing sufficient funding to close identified educational achievement gaps within one generation.
  - ii. Improving education attainment levels and success rates.
  - iii. Developing culturally appropriate curricula.
  - iv. Protecting the right to Aboriginal languages, including the teaching of Aboriginal languages as credit courses.
  - v. Enabling parental and community responsibility, control, and accountability, similar to what parents enjoy in public school systems.
  - vi. Enabling parents to fully participate in the education of their children.
  - vii. Respecting and honouring Treaty relationships.
11. We call upon the federal government to provide adequate funding to end the backlog of First Nations students seeking a post-secondary education.
12. We call upon the federal, provincial, territorial, and Aboriginal governments to develop culturally appropriate early childhood education programs for Aboriginal families.

#### **LANGUAGE AND CULTURE**

13. We call upon the federal government to acknowledge that Aboriginal rights include Aboriginal language rights.

14. We call upon the federal government to enact an Aboriginal Languages Act that incorporates the following principles:
  - i. Aboriginal languages are a fundamental and valued element of Canadian culture and society, and there is an urgency to preserve them.
  - ii. Aboriginal language rights are reinforced by the Treaties.
  - iii. The federal government has a responsibility to provide sufficient funds for Aboriginal-language revitalization and preservation.
  - iv. The preservation, revitalization, and strengthening of Aboriginal languages and cultures are best managed by Aboriginal people and communities.
  - v. Funding for Aboriginal language initiatives must reflect the diversity of Aboriginal languages.
15. We call upon the federal government to appoint, in consultation with Aboriginal groups, an Aboriginal Languages Commissioner. The commissioner should help promote Aboriginal languages and report on the adequacy of federal funding of Aboriginal-languages initiatives.
16. We call upon post-secondary institutions to create university and college degree and diploma programs in Aboriginal languages.
17. We call upon all levels of government to enable residential school Survivors and their families to reclaim names changed by the residential school system by waiving administrative costs for a period of five years for the name-change process and the revision of official identity documents, such as birth certificates, passports, driver's licenses, health cards, status cards, and social insurance numbers.

#### **HEALTH**

18. We call upon the federal, provincial, territorial, and Aboriginal governments to acknowledge that the current state of Aboriginal health in Canada is a direct result of previous Canadian government policies, including residential schools, and to recognize and implement the health-care rights of Aboriginal people as identified in international law, constitutional law, and under the Treaties.
19. We call upon the federal government, in consultation with Aboriginal peoples, to establish measurable goals to identify and close the gaps in health outcomes

between Aboriginal and non-Aboriginal communities, and to publish annual progress reports and assess long-term trends. Such efforts would focus on indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.

20. In order to address the jurisdictional disputes concerning Aboriginal people who do not reside on reserves, we call upon the federal government to recognize, respect, and address the distinct health needs of the Métis, Inuit, and off-reserve Aboriginal peoples.
21. We call upon the federal government to provide sustainable funding for existing and new Aboriginal healing centres to address the physical, mental, emotional, and spiritual harms caused by residential schools, and to ensure that the funding of healing centres in Nunavut and the Northwest Territories is a priority.
22. We call upon those who can effect change within the Canadian health-care system to recognize the value of Aboriginal healing practices and use them in the treatment of Aboriginal patients in collaboration with Aboriginal healers and Elders where requested by Aboriginal patients.
23. We call upon all levels of government to:
  - i. Increase the number of Aboriginal professionals working in the health-care field.
  - ii. Ensure the retention of Aboriginal health-care providers in Aboriginal communities.
  - iii. Provide cultural competency training for all health-care professionals.
24. We call upon medical and nursing schools in Canada to require all students to take a course dealing with Aboriginal health issues, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, and Indigenous teachings and practices. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

## JUSTICE

25. We call upon the federal government to establish a written policy that reaffirms the independence of the

Royal Canadian Mounted Police to investigate crimes in which the government has its own interest as a potential or real party in civil litigation.

26. We call upon the federal, provincial, and territorial governments to review and amend their respective statutes of limitations to ensure that they conform to the principle that governments and other entities cannot rely on limitation defences to defend legal actions of historical abuse brought by Aboriginal people.
27. We call upon the Federation of Law Societies of Canada to ensure that lawyers receive appropriate cultural competency training, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
28. We call upon law schools in Canada to require all law students to take a course in Aboriginal people and the law, which includes the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.
29. We call upon the parties and, in particular, the federal government, to work collaboratively with plaintiffs not included in the Indian Residential Schools Settlement Agreement to have disputed legal issues determined expeditiously on an agreed set of facts.
30. We call upon federal, provincial, and territorial governments to commit to eliminating the overrepresentation of Aboriginal people in custody over the next decade, and to issue detailed annual reports that monitor and evaluate progress in doing so.
31. We call upon the federal, provincial, and territorial governments to provide sufficient and stable funding to implement and evaluate community sanctions that will provide realistic alternatives to imprisonment for Aboriginal offenders and respond to the underlying causes of offending.
32. We call upon the federal government to amend the Criminal Code to allow trial judges, upon giving reasons, to depart from mandatory minimum sentences and restrictions on the use of conditional sentences.

33. We call upon the federal, provincial, and territorial governments to recognize as a high priority the need to address and prevent Fetal Alcohol Spectrum Disorder (FASD), and to develop, in collaboration with Aboriginal people, FASD preventive programs that can be delivered in a culturally appropriate manner.
34. We call upon the governments of Canada, the provinces, and territories to undertake reforms to the criminal justice system to better address the needs of offenders with Fetal Alcohol Spectrum Disorder (FASD), including:
  - i. Providing increased community resources and powers for courts to ensure that FASD is properly diagnosed, and that appropriate community supports are in place for those with FASD.
  - ii. Enacting statutory exemptions from mandatory minimum sentences of imprisonment for offenders affected by FASD.
  - iii. Providing community, correctional, and parole resources to maximize the ability of people with FASD to live in the community.
  - iv. Adopting appropriate evaluation mechanisms to measure the effectiveness of such programs and ensure community safety.
35. We call upon the federal government to eliminate barriers to the creation of additional Aboriginal healing lodges within the federal correctional system.
36. We call upon the federal, provincial, and territorial governments to work with Aboriginal communities to provide culturally relevant services to inmates on issues such as substance abuse, family and domestic violence, and overcoming the experience of having been sexually abused.
37. We call upon the federal government to provide more supports for Aboriginal programming in halfway houses and parole services.
38. We call upon the federal, provincial, territorial, and Aboriginal governments to commit to eliminating the overrepresentation of Aboriginal youth in custody over the next decade.
39. We call upon the federal government to develop a national plan to collect and publish data on the criminal victimization of Aboriginal people, including data related to homicide and family violence victimization.
40. We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.
41. We call upon the federal government, in consultation with Aboriginal organizations, to appoint a public inquiry into the causes of, and remedies for, the disproportionate victimization of Aboriginal women and girls. The inquiry's mandate would include:
  - i. Investigation into missing and murdered Aboriginal women and girls.
  - ii. Links to the intergenerational legacy of residential schools.
42. We call upon the federal, provincial, and territorial governments to commit to the recognition and implementation of Aboriginal justice systems in a manner consistent with the Treaty and Aboriginal rights of Aboriginal peoples, the *Constitution Act, 1982*, and the *United Nations Declaration on the Rights of Indigenous Peoples*, endorsed by Canada in November 2012.

## Reconciliation

### **CANADIAN GOVERNMENTS AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLE**

43. We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
44. We call upon the Government of Canada to develop a national action plan, strategies, and other concrete measures to achieve the goals of the *United Nations Declaration on the Rights of Indigenous Peoples*.

### **ROYAL PROCLAMATION AND COVENANT OF RECONCILIATION**

45. We call upon the Government of Canada, on behalf of all Canadians, to jointly develop with Aboriginal peoples a Royal Proclamation of Reconciliation to be issued by the Crown. The proclamation would build on the Royal Proclamation of 1763 and the Treaty of Niagara of 1764, and reaffirm the nation-to-nation relationship between Aboriginal peoples and the Crown. The proclamation would include, but not be limited to, the following commitments:

- i. Repudiate concepts used to justify European sovereignty over Indigenous lands and peoples such as the Doctrine of Discovery and *terra nullius*.
  - ii. Adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
  - iii. Renew or establish Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
  - iv. Reconcile Aboriginal and Crown constitutional and legal orders to ensure that Aboriginal peoples are full partners in Confederation, including the recognition and integration of Indigenous laws and legal traditions in negotiation and implementation processes involving Treaties, land claims, and other constructive agreements.
46. We call upon the parties to the Indian Residential Schools Settlement Agreement to develop and sign a Covenant of Reconciliation that would identify principles for working collaboratively to advance reconciliation in Canadian society, and that would include, but not be limited to:
- i. Reaffirmation of the parties' commitment to reconciliation.
  - ii. Repudiation of concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*, and the reformation of laws, governance structures, and policies within their respective institutions that continue to rely on such concepts.
  - iii. Full adoption and implementation of the *United Nations Declaration on the Rights of Indigenous Peoples* as the framework for reconciliation.
  - iv. Support for the renewal or establishment of Treaty relationships based on principles of mutual recognition, mutual respect, and shared responsibility for maintaining those relationships into the future.
  - v. Enabling those excluded from the Settlement Agreement to sign onto the Covenant of Reconciliation.
  - vi. Enabling additional parties to sign onto the Covenant of Reconciliation.

47. We call upon federal, provincial, territorial, and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and *terra nullius*, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts.

**SETTLEMENT AGREEMENT PARTIES AND THE UNITED NATIONS DECLARATION ON THE RIGHTS OF INDIGENOUS PEOPLES**

48. We call upon the church parties to the Settlement Agreement, and all other faith groups and interfaith social justice groups in Canada who have not already done so, to formally adopt and comply with the principles, norms, and standards of the *United Nations Declaration on the Rights of Indigenous Peoples* as a framework for reconciliation. This would include, but not be limited to, the following commitments:
- i. Ensuring that their institutions, policies, programs, and practices comply with the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - ii. Respecting Indigenous peoples' right to self-determination in spiritual matters, including the right to practise, develop, and teach their own spiritual and religious traditions, customs, and ceremonies, consistent with Article 12:1 of the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - iii. Engaging in ongoing public dialogue and actions to support the *United Nations Declaration on the Rights of Indigenous Peoples*.
  - iv. Issuing a statement no later than March 31, 2016, from all religious denominations and faith groups, as to how they will implement the *United Nations Declaration on the Rights of Indigenous Peoples*.
49. We call upon all religious denominations and faith groups who have not already done so to repudiate concepts used to justify European sovereignty over Indigenous lands and peoples, such as the Doctrine of Discovery and *terra nullius*.

**EQUITY FOR ABORIGINAL PEOPLE IN THE LEGAL SYSTEM**

50. In keeping with the *United Nations Declaration on the Rights of Indigenous Peoples*, we call upon the federal government, in collaboration with Aboriginal organizations, to fund the establishment of Indigenous law institutes for the development, use, and

understanding of Indigenous laws and access to justice in accordance with the unique cultures of Aboriginal peoples in Canada.

51. We call upon the Government of Canada, as an obligation of its fiduciary responsibility, to develop a policy of transparency by publishing legal opinions it develops and upon which it acts or intends to act, in regard to the scope and extent of Aboriginal and Treaty rights.
52. We call upon the Government of Canada, provincial and territorial governments, and the courts to adopt the following legal principles:
  - i. Aboriginal title claims are accepted once the Aboriginal claimant has established occupation over a particular territory at a particular point in time.
  - ii. Once Aboriginal title has been established, the burden of proving any limitation on any rights arising from the existence of that title shifts to the party asserting such a limitation.

#### **NATIONAL COUNCIL FOR RECONCILIATION**

53. We call upon the Parliament of Canada, in consultation and collaboration with Aboriginal peoples, to enact legislation to establish a National Council for Reconciliation. The legislation would establish the council as an independent, national, oversight body with membership jointly appointed by the Government of Canada and national Aboriginal organizations, and consisting of Aboriginal and non-Aboriginal members. Its mandate would include, but not be limited to, the following:
  - i. Monitor, evaluate, and report annually to Parliament and the people of Canada on the Government of Canada's post-apology progress on reconciliation to ensure that government accountability for reconciling the relationship between Aboriginal peoples and the Crown is maintained in the coming years.
  - ii. Monitor, evaluate, and report to Parliament and the people of Canada on reconciliation progress across all levels and sectors of Canadian society, including the implementation of the Truth and Reconciliation Commission of Canada's Calls to Action.
  - iii. Develop and implement a multi-year National Action Plan for Reconciliation, which includes research and policy development, public education programs, and resources.

- iv. Promote public dialogue, public/private partnerships, and public initiatives for reconciliation.

54. We call upon the Government of Canada to provide multi-year funding for the National Council for Reconciliation to ensure that it has the financial, human, and technical resources required to conduct its work, including the endowment of a National Reconciliation Trust to advance the cause of reconciliation.
55. We call upon all levels of government to provide annual reports or any current data requested by the National Council for Reconciliation so that it can report on the progress towards reconciliation. The reports or data would include, but not be limited to:
  - i. The number of Aboriginal children—including Métis and Inuit children—in care, compared with non-Aboriginal children, the reasons for apprehension, and the total spending on preventive and care services by child-welfare agencies.
  - ii. Comparative funding for the education of First Nations children on and off reserves.
  - iii. The educational and income attainments of Aboriginal peoples in Canada compared with non-Aboriginal people.
  - iv. Progress on closing the gaps between Aboriginal and non-Aboriginal communities in a number of health indicators such as: infant mortality, maternal health, suicide, mental health, addictions, life expectancy, birth rates, infant and child health issues, chronic diseases, illness and injury incidence, and the availability of appropriate health services.
  - v. Progress on eliminating the overrepresentation of Aboriginal children in youth custody over the next decade.
  - vi. Progress on reducing the rate of criminal victimization of Aboriginal people, including data related to homicide and family violence victimization and other crimes.
  - vii. Progress on reducing the overrepresentation of Aboriginal people in the justice and correctional systems.
56. We call upon the prime minister of Canada to formally respond to the report of the National Council for Reconciliation by issuing an annual "State of Aboriginal Peoples" report, which would outline the government's plans for advancing the cause of reconciliation.

## PROFESSIONAL DEVELOPMENT AND TRAINING FOR PUBLIC SERVANTS

57. We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

## CHURCH APOLOGIES AND RECONCILIATION

58. We call upon the Pope to issue an apology to Survivors, their families, and communities for the Roman Catholic Church's role in the spiritual, cultural, emotional, physical, and sexual abuse of First Nations, Inuit, and Métis children in Catholic-run residential schools. We call for that apology to be similar to the 2010 apology issued to Irish victims of abuse and to occur within one year of the issuing of this Report and to be delivered by the Pope in Canada.
59. We call upon church parties to the Settlement Agreement to develop ongoing education strategies to ensure that their respective congregations learn about their church's role in colonization, the history and legacy of residential schools, and why apologies to former residential school students, their families, and communities were necessary.
60. We call upon leaders of the church parties to the Settlement Agreement and all other faiths, in collaboration with Indigenous spiritual leaders, Survivors, schools of theology, seminaries, and other religious training centres, to develop and teach curriculum for all student clergy, and all clergy and staff who work in Aboriginal communities, on the need to respect Indigenous spirituality in its own right, the history and legacy of residential schools and the roles of the church parties in that system, the history and legacy of religious conflict in Aboriginal families and communities, and the responsibility that churches have to mitigate such conflicts and prevent spiritual violence.
61. We call upon church parties to the Settlement Agreement, in collaboration with Survivors and representatives of Aboriginal organizations, to establish permanent funding to Aboriginal people for:
- i. Community-controlled healing and reconciliation projects.

- ii. Community-controlled culture- and language-revitalization projects.
- iii. Community-controlled education and relationship-building projects.
- iv. Regional dialogues for Indigenous spiritual leaders and youth to discuss Indigenous spirituality, self-determination, and reconciliation.

## EDUCATION FOR RECONCILIATION

62. We call upon the federal, provincial, and territorial governments, in consultation and collaboration with Survivors, Aboriginal peoples, and educators, to:
- i. Make age-appropriate curriculum on residential schools, Treaties, and Aboriginal peoples' historical and contemporary contributions to Canada a mandatory education requirement for Kindergarten to Grade Twelve students.
  - ii. Provide the necessary funding to post-secondary institutions to educate teachers on how to integrate Indigenous knowledge and teaching methods into classrooms.
  - iii. Provide the necessary funding to Aboriginal schools to utilize Indigenous knowledge and teaching methods in classrooms.
  - iv. Establish senior-level positions in government at the assistant deputy minister level or higher dedicated to Aboriginal content in education.
63. We call upon the Council of Ministers of Education, Canada to maintain an annual commitment to Aboriginal education issues, including:
- i. Developing and implementing Kindergarten to Grade Twelve curriculum and learning resources on Aboriginal peoples in Canadian history, and the history and legacy of residential schools.
  - ii. Sharing information and best practices on teaching curriculum related to residential schools and Aboriginal history.
  - iii. Building student capacity for intercultural understanding, empathy, and mutual respect.
  - iv. Identifying teacher-training needs relating to the above.
64. We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on



Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.

65. We call upon the federal government, through the Social Sciences and Humanities Research Council, and in collaboration with Aboriginal peoples, post-secondary institutions and educators, and the National Centre for Truth and Reconciliation and its partner institutions, to establish a national research program with multi-year funding to advance understanding of reconciliation.

#### **YOUTH PROGRAMS**

66. We call upon the federal government to establish multi-year funding for community-based youth organizations to deliver programs on reconciliation, and establish a national network to share information and best practices.

#### **MUSEUMS AND ARCHIVES**

67. We call upon the federal government to provide funding to the Canadian Museums Association to undertake, in collaboration with Aboriginal peoples, a national review of museum policies and best practices to determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and to make recommendations.
68. We call upon the federal government, in collaboration with Aboriginal peoples, and the Canadian Museums Association to mark the 150th anniversary of Canadian Confederation in 2017 by establishing a dedicated national funding program for commemoration projects on the theme of reconciliation.
69. We call upon Library and Archives Canada to:
- i. Fully adopt and implement the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orientlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
  - ii. Ensure that its record holdings related to residential schools are accessible to the public.
  - iii. Commit more resources to its public education materials and programming on residential schools.
70. We call upon the federal government to provide funding to the Canadian Association of Archivists to undertake, in collaboration with Aboriginal peoples, a national review of archival policies and best practices to:

- i. Determine the level of compliance with the *United Nations Declaration on the Rights of Indigenous Peoples* and the *United Nations Joint-Orientlicher Principles*, as related to Aboriginal peoples' inalienable right to know the truth about what happened and why, with regard to human rights violations committed against them in the residential schools.
- ii. Produce a report with recommendations for full implementation of these international mechanisms as a reconciliation framework for Canadian archives.

#### **MISSING CHILDREN AND BURIAL INFORMATION**

71. We call upon all chief coroners and provincial vital statistics agencies that have not provided to the Truth and Reconciliation Commission of Canada their records on the deaths of Aboriginal children in the care of residential school authorities to make these documents available to the National Centre for Truth and Reconciliation.
72. We call upon the federal government to allocate sufficient resources to the National Centre for Truth and Reconciliation to allow it to develop and maintain the National Residential School Student Death Register established by the Truth and Reconciliation Commission of Canada.
73. We call upon the federal government to work with churches, Aboriginal communities, and former residential school students to establish and maintain an online registry of residential school cemeteries, including, where possible, plot maps showing the location of deceased residential school children.
74. We call upon the federal government to work with the churches and Aboriginal community leaders to inform the families of children who died at residential schools of the child's burial location, and to respond to families' wishes for appropriate commemoration ceremonies and markers, and reburial in home communities where requested.
75. We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration, and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of

appropriate memorial ceremonies and commemorative markers to honour the deceased children.

76. We call upon the parties engaged in the work of documenting, maintaining, commemorating, and protecting residential school cemeteries to adopt strategies in accordance with the following principles:
- i. The Aboriginal community most affected shall lead the development of such strategies.
  - ii. Information shall be sought from residential school Survivors and other Knowledge Keepers in the development of such strategies.
  - iii. Aboriginal protocols shall be respected before any potentially invasive technical inspection and investigation of a cemetery site.

#### **NATIONAL CENTRE FOR TRUTH AND RECONCILIATION**

77. We call upon provincial, territorial, municipal, and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the National Centre for Truth and Reconciliation.
78. We call upon the Government of Canada to commit to making a funding contribution of \$10 million over seven years to the National Centre for Truth and Reconciliation, plus an additional amount to assist communities to research and produce histories of their own residential school experience and their involvement in truth, healing, and reconciliation.

#### **COMMEMORATION**

79. We call upon the federal government, in collaboration with Survivors, Aboriginal organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to:
- i. Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat.
  - ii. Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada's national heritage and history.

- iii. Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Aboriginal peoples to Canada's history.

80. We call upon the federal government, in collaboration with Aboriginal peoples, to establish, as a statutory holiday, a National Day for Truth and Reconciliation to honour Survivors, their families, and communities, and ensure that public commemoration of the history and legacy of residential schools remains a vital component of the reconciliation process.
81. We call upon the federal government, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools National Monument in the city of Ottawa to honour Survivors and all the children who were lost to their families and communities.
82. We call upon provincial and territorial governments, in collaboration with Survivors and their organizations, and other parties to the Settlement Agreement, to commission and install a publicly accessible, highly visible, Residential Schools Monument in each capital city to honour Survivors and all the children who were lost to their families and communities.
83. We call upon the Canada Council for the Arts to establish, as a funding priority, a strategy for Indigenous and non-Indigenous artists to undertake collaborative projects and produce works that contribute to the reconciliation process.

#### **MEDIA AND RECONCILIATION**

84. We call upon the federal government to restore and increase funding to the CBC/Radio-Canada, to enable Canada's national public broadcaster to support reconciliation, and be properly reflective of the diverse cultures, languages, and perspectives of Aboriginal peoples, including, but not limited to:
- i. Increasing Aboriginal programming, including Aboriginal-language speakers.
  - ii. Increasing equitable access for Aboriginal peoples to jobs, leadership positions, and professional development opportunities within the organization.
  - iii. Continuing to provide dedicated news coverage and online public information resources on issues of concern to Aboriginal peoples and all Canadians,

including the history and legacy of residential schools and the reconciliation process.

85. We call upon the Aboriginal Peoples Television Network, as an independent non-profit broadcaster with programming by, for, and about Aboriginal peoples, to support reconciliation, including but not limited to:
- i. Continuing to provide leadership in programming and organizational culture that reflects the diverse cultures, languages, and perspectives of Aboriginal peoples.
  - ii. Continuing to develop media initiatives that inform and educate the Canadian public, and connect Aboriginal and non-Aboriginal Canadians.
86. We call upon Canadian journalism programs and media schools to require education for all students on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations.

#### **SPORTS AND RECONCILIATION**

87. We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.
88. We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.
89. We call upon the federal government to amend the Physical Activity and Sport Act to support reconciliation by ensuring that policies to promote physical activity as a fundamental element of health and well-being, reduce barriers to sports participation, increase the pursuit of excellence in sport, and build capacity in the Canadian sport system, are inclusive of Aboriginal peoples.
90. We call upon the federal government to ensure that national sports policies, programs, and initiatives are inclusive of Aboriginal peoples, including, but not limited to, establishing:
- i. In collaboration with provincial and territorial governments, stable funding for, and access to, community sports programs that reflect the diverse

cultures and traditional sporting activities of Aboriginal peoples.

- ii. An elite athlete development program for Aboriginal athletes.
  - iii. Programs for coaches, trainers, and sports officials that are culturally relevant for Aboriginal peoples.
  - iv. Anti-racism awareness and training programs.
91. We call upon the officials and host countries of international sporting events such as the Olympics, Pan Am, and Commonwealth games to ensure that Indigenous peoples' territorial protocols are respected, and local Indigenous communities are engaged in all aspects of planning and participating in such events.

#### **BUSINESS AND RECONCILIATION**

92. We call upon the corporate sector in Canada to adopt the *United Nations Declaration on the Rights of Indigenous Peoples* as a reconciliation framework and to apply its principles, norms, and standards to corporate policy and core operational activities involving Indigenous peoples and their lands and resources. This would include, but not be limited to, the following:
- i. Commit to meaningful consultation, building respectful relationships, and obtaining the free, prior, and informed consent of Indigenous peoples before proceeding with economic development projects.
  - ii. Ensure that Aboriginal peoples have equitable access to jobs, training, and education opportunities in the corporate sector, and that Aboriginal communities gain long-term sustainable benefits from economic development projects.
  - iii. Provide education for management and staff on the history of Aboriginal peoples, including the history and legacy of residential schools, the *United Nations Declaration on the Rights of Indigenous Peoples*, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills based training in intercultural competency, conflict resolution, human rights, and anti-racism.

#### **NEWCOMERS TO CANADA**

93. We call upon the federal government, in collaboration with the national Aboriginal organizations, to revise the information kit for newcomers to Canada and its citizenship test to reflect a more inclusive history of the diverse Aboriginal peoples of Canada, including

information about the Treaties and the history of residential schools.

94. We call upon the Government of Canada to replace the Oath of Citizenship with the following:

I swear (or affirm) that I will be faithful and bear true allegiance to Her Majesty Queen Elizabeth II, Queen of Canada, Her Heirs and Successors, and that I will faithfully observe the laws of Canada including Treaties with Indigenous Peoples, and fulfill my duties as a Canadian citizen.

## Truth and Reconciliation Commission of Canada

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## Declaration to Join the Coalition of Inclusive Municipalities

*Given that:*

- 1 The Canadian Commission for UNESCO (United Nations Educational, Scientific and Cultural Organization) is calling on municipalities to join a Coalition of Inclusive Municipalities and to be part of UNESCO’s international Coalition launched in 2004; and
- 2. The Federation of Canadian Municipalities (FCM) endorses the Call for a Coalition of Inclusive Municipalities and encourages its members to join; and

*Whereas:*

- 3. Municipal governments in Canada, along with other levels of government, have responsibilities under Canada’s *Charter of Rights and Freedoms* as well as federal, provincial and territorial human rights codes, and therefore have an important role to play in combating racism and discrimination and fostering equality and respect for all citizens;

*Be it resolved that:*

- 4. The **insert the name of the municipality** agrees to join the Coalition of Inclusive Municipalities and, in joining the Coalition, endorses the Common Commitments and agrees to develop or adapt its own unique Plan of Action accordingly.
- 5. These Common Commitments and the Municipality’s unique Plan of Action will be an integral part of the Municipality’s vision, strategies and policies.
- 6. In developing or adapting and implementing its own unique Plan of Action toward progressive realization of the Common Commitments, the Municipality will cooperate with other organizations and jurisdictions, including other levels of government, Indigenous peoples, public and private sector institutions, and civil society organizations, all of whom have responsibilities in the area of human rights.
- 7. The Municipality will set its priorities, actions and timelines and allocate resources according to its unique circumstances, and within its means and jurisdiction. The Municipality will exchange its expertise and share best practices with other municipalities involved in the Coalition and will report publicly on an annual basis on actions undertaken toward the realization of these Common Commitments.

**Insert name of the Municipality, insert date (month day, year)**

**His/Her** Worship **insert name of the mayor**

**SIGNATURE OF THE MAYOR**



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