Report to
Rapport au:

Community and Protective Services Committee
Comité des services communautaires et de protection
22 February 2018 / 22 février 2018

and Council
et au Conseil
28 February 2018 / 28 février 2018

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Ward: CITY WIDE / À L’ÉCHELLE DE LA VILLE
File Number: ACS2018-CSS-GEN-0003

SUBJECT: City of Ottawa Response to the Truth and Reconciliation Commission’s Calls to Action

OBJET: Réponse de la Ville d’Ottawa aux appels à l’action de la Commission de vérité et réconciliation

REPORT RECOMMENDATIONS

That the Community and Protective Services Committee recommend that Council:

1. Adopt a City of Ottawa Reconciliation Action Plan as presented in this report;
2. Adopt a Statement of Reconciliation adapted from the June 1, 2015 Federation of Canadian Municipalities Big City Mayors Caucus Statement of Reconciliation, attached as Document 1.

RECOMMANDATIONS DU RAPPORT

Que le Comité des services communautaires et de protection recommande au Conseil :

1. d'adopter un plan d'action de réconciliation de la Ville d'Ottawa présenté dans le présent rapport;

2. d'adopter un énoncé de réconciliation inspiré de la déclaration d'appui à la réconciliation du Caucus des maires des grandes villes de la Fédération canadienne des municipalités du 1er juin 2015 (document 1 ci-joint).

EXECUTIVE SUMMARY

In June 2015, the Truth and Reconciliation Commission (TRC) released its findings and 94 Calls to Action aimed at redressing the residential schools legacy and advancing the Reconciliation process in Canada. The Calls to Action are directed at all levels of government, as well as the private sector and Canadians as a whole.

In 2016, Ottawa City Council directed Community and Social Services staff to work with local Aboriginal partners to review the Truth and Reconciliation Commission (TRC) Calls to Action and report back on options for action (ACS2016-COS-CSS-0010).

This report is proposing a municipal response to the TRC Calls to Action that is in alignment with the:

- Spirit and intent of the TRC Calls to Action and the Principles of Truth and Reconciliation;
- Input received from First Nations, Métis and Inuit Elders and Traditional Teachers;
- Municipal work and accomplishments of the Aboriginal Working Committee (AWC) to date;
- Request from community partners to demonstrate both leadership and action, notwithstanding the position of the provincial or federal governments; and
- Actions undertaken by other municipalities across Canada.
Several proposed actions outlined in this report have evolved from the work of the existing Aboriginal Working Committee (AWC), departmental action plans and other Council approved strategies. Other proposed initiatives would benefit from more exploration and political engagement. This report is proposing that the City adopt a Reconciliation Action Plan to address the TRC Calls to Action, and that staff continue to work through the AWC partnership and the Chair of the Community and Protective Services Committee to advance the Reconciliation Action Plan.

The existing AWC will continue to serve as the primary mechanism to inform and make recommendations for improvements regarding the implementation of the Reconciliation Action Plan.

To move ahead with confirming a municipal commitment to reconciliation and to the TRC Calls to Action, this report proposes that Council adopt a Statement of Commitment to Reconciliation adapted from the June 1, 2015 Federation of Canadian Municipalities Big City Mayors Caucus Statement of Reconciliation, contained in Document 1.

Adoption of the statement is important as it:

- Takes immediate action, solidifying the commitment to this next phase of the shared journey towards reconciliation;

- Reaffirms the common understanding, mutual recognition and respect between the City and Indigenous communities; and

- Reinforces for all residents, the values and principles that the City embodies.

Assumptions and Analysis

In 2016, Ottawa City Council directed Community and Social Services staff to work with local Aboriginal partners to review the Truth and Reconciliation Commission (TRC) Calls to Action and report back on options for action respecting any activities that may fall within the purview of the City of Ottawa (ACS2016-COS-CSS-0010). Both the Federal and Provincial governments, as well as municipalities across Canada have taken action in direct response to the TRC Calls to Action.

Staff works in collaboration and partnership with local Indigenous service providers and community members. The actions and activities proposed in this report would not be possible without their ongoing commitment, and in particular, the support of the Ottawa Aboriginal Coalition and the local host Anishinabe Algonquin Nations.
Reconciliation is a journey. The proposed City of Ottawa response to the TRC Calls to Action outlined in this report are part of the process of reconciliation, which is a long-term, collaborative effort that takes seriously the responsibility of creating systemic change and new relations based on mutual understanding and respect. As Ottawa’s process moves forward, current initiatives may evolve and new initiatives may be recommended to continue Ottawa’s reconciliation process over the long term.

**Financial Implications**

There are no financial implications associated with the report. Activities undertaken as part of the City’s response to the TRC Calls to Action will be implemented within existing departmental operating budgets.

**Public Consultation and Input**

In 2007, City Council endorsed the Aboriginal Working Committee (AWC), a formal partnership with urban Aboriginal service partners and other public sector partners to foster and build relationships with, and address the service needs of urban Aboriginal communities in Ottawa. The AWC continues to be a strong partnership achieving numerous accomplishments in various programming areas across the City.

The AWC is Co-Chaired by the Chair of the Ottawa Aboriginal Coalition (OAC), and the General Manager, Community and Social Services (or designate), City of Ottawa. Membership of the AWC currently includes City of Ottawa departments, the Ottawa Aboriginal Coalition (OAC), Ottawa Police Service, Ottawa Public Library, Ottawa Public Health, the United Way, Crime Prevention Ottawa, the Champlain Local Heath Integration Network, the Ottawa Carleton District School Board, and the Ottawa Catholic School Board. The Community and Social Services Department is responsible for supporting the work of the AWC.

The AWC has identified potential actions to be included in the City’s response to the TRC Calls to Action. Additional input and feedback from the Indigenous community was obtained through:

- Meetings with First Nations, Métis and Inuit Elders and Traditional Teachers;
- A meeting with the Algonquin Anishinabe representatives from both the Algonquins of Pikwàkanagàn and Kitigàn-zìbì Anishinabeg First Nation; and
- Presentations to and engagement with Aboriginal and non-Aboriginal Community members as part of the several Ottawa Aboriginal Coalition (OAC) Community Forums.
BACKGROUND

The City of Ottawa is located within the unceded Traditional Territory of the Algonquin Anishinabe Nation. Historically, Ottawa was, and continues to be, a gathering place for Indigenous people as it was an important trading area and meeting place for a diversity of Indigenous cultures.

In Canada, over half of the total Indigenous population lives in an urban area, which represents an increase of 60% over ten years. (Statistics Canada¹, 2017). The Aboriginal population in Ottawa is 22,960 according to the 2016 census (Statistics Canada², 2017), though urban Indigenous service providers estimate that the true population is more than double that reported. Ottawa’s Aboriginal population includes the culturally rich communities of First Nations, Inuit, and Métis peoples. Ottawa is home to the third largest Inuit population and the fourth largest population of First Nations people without registered “Indian Status” in census metropolitan areas across Canada (Statistics Canada, 2016). Some Indigenous people have had ancestors living in the area for thousands of years, while many others are new to the city.

Aboriginal Working Committee

The work of the Aboriginal Working Committee (AWC) represents one of the initiatives included in the Strategic Initiative Inclusive Community Initiative (#31) in the City of Ottawa 2015-2018 Strategic Plan. The AWC supports the Strategic Priority of Healthy and Caring Communities, specifically the strategic objective: Advance equity and inclusion for the city’s diverse population (HC1).

An AWC subgroup meets up to four times a year and leadership from all member organizations/City departments meets annually.

Each year, the AWC produces a work plan that reflects the service priorities of the urban Aboriginal community, as identified in partnership with the Ottawa Aboriginal Coalition. Areas of focus in previous work plans have included culture, employment, education, housing and health.

Highlights of the numerous accomplishments achieved over the past 2 years, in various programming areas are found in Document 2.

DISCUSSION

Truth and Reconciliation Commission Calls to Action

The Truth and Reconciliation Commission (TRC) was established in 2008, as part of a response to explore the impact of the Indian Residential School system on the
Aboriginal people of Canada. Over the course of six years, the TRC researched official records and visited communities across Canada to hear testimony from thousands of residential school survivors and their families about the impacts of residential schools and colonization.

In June 2015, the TRC released its findings and 94 Calls to Action aimed at redressing the residential schools legacy and advancing the reconciliation process in Canada. The Calls to Action speak to all levels of government, as well as to the private sector and Canadians as a whole.

The Calls to Action cover a wide range of government responsibilities including child welfare, education, language and culture, health, justice, commemoration, museums and archives, and training for public servants. There are a number of recommendations that are addressed to “all levels of government”, and several that specifically refer to the municipal government.

The Federal Government has committed to working on the 41 Calls to Actions in the TRC’s Final Report that fall under federal or shared purview (Statement by the Prime Minister of Canada, 2016). Action and responses to date have included:


- Implementing the Urban Programming for Indigenous People (UPIP) and investing $118.5 million over five years in project funding for programs that help connect Indigenous peoples in urban centres to services tailored to their particular needs. The Ottawa Aboriginal Coalition and the Odawa Native Friendship Centre receive funding through the UPIP.

In 2016, the Province of Ontario released “Journey Together: Ontario’s Commitment to Reconciliation with Indigenous Peoples” which commits to investing over $250 million over three years on programs and actions organized by five focus areas. Increasing the number of off reserve licensed childcare spaces and culturally relevant programming for children and families was one initiative identified in the plan.

In 2017, the Community and Social Services Department worked with urban Aboriginal service agencies to prepare a needs assessment and proposals for funding. In early 2018, the Province confirmed $7.7 million in funding for Indigenous childcare and early
years’ services in Ottawa over 2018 and 2019. Children’s Services is actively working with Indigenous service partners on service planning and implementation.

In 2015, the Federation of Canadian Municipalities (FCM) Big Cities Mayors Caucus Aboriginal Partnership and Reconciliation Working Group identified five Calls to Action that directly relate to municipal governments. The FCM Big Cities Mayors Caucus adopted a Statement of Reconciliation, which has formed the basis for other similar municipal statements of commitment to Reconciliation.

Other municipalities, such as Toronto, London, Vancouver, Calgary, Montreal, Winnipeg, Edmonton, Regina, Saskatoon and Halifax have responded to the Calls to Action through a diversity of initiatives including:

- Adopting Council statements acknowledging the history of the First Peoples as well as the legacy of the Indian Residential Schools on the Aboriginal Peoples of Canada, recognizing the significance of the undertaking of the Truth and Reconciliation Commission’s work and committing the City to the reconciliation journey;

- Enhancing and formalizing the working relationship with Aboriginal communities;

- Supporting and installing Indigenous art and cultural displays;

- Providing cultural awareness training to staff;

- Increasing efforts to recruit Aboriginal peoples into municipal jobs; and

- Delivering reconciliation related programming.

More information about Pan-Canadian initiatives is available through the FCM’s, Pathways to Reconciliation Report.

**City of Ottawa Process**

The relationship and trust built as part of the AWC, along with its many collaborative accomplishments serve as a foundation for the City of Ottawa’s Reconciliation Action Plan. Many activities of the AWC over the past several years align directly to the TRC Calls to Action.

In 2017, the AWC adopted a revised working model to reflect the integrated focus on reconciliation (**Diagram 1**). The model integrates a collective vision, the areas of service priority for urban Indigenous communities, as well as a grounding in culture at
the centre. Reconciliation is wrapping around the centre to reflect that it is a journey, a destination, and at the same time, a way of working collectively on achieving the vision.

Diagram 1. Aboriginal Working Committee Model

City of Ottawa’s Reconciliation Action Plan

Staff from Community and Social Services, together with the Ottawa Aboriginal Coalition and AWC partners, have undertaken the following activities in order to determine a proposed City of Ottawa response to the TRC Calls to Action. These include:

1. A review of the Calls to Action; specifically, those naming municipalities or directed to all levels of government;

2. A scan of the responses/commitments implemented by municipalities across the country;

3. Meetings with First Nations, Métis and Inuit Elders and Traditional Teachers to obtain their perspectives on what the City could do to demonstrate reconciliation;
4. Working across City departments to identifying service initiatives and actions that align with the commitment to implement the TRC Calls to Action;

5. Presentations to and engagement with Aboriginal Community members as part of OAC Community Forums in 2016, 2017 and 2018;

6. Meeting with Algonquin Council representatives from both the Algonquins of Pikwàkanagàn and Kitigàn-zibi Anishinabeg First Nation to obtain their perspectives on the City's proposed response to the TRC Calls to Action; and

7. Endorsement from the AWC Leadership Table.

Based on the work done to date, staff has identified a series of actions that have been or are now underway, that respond to the TRC Calls to Action and Principles. Many of those have evolved from existing AWC or Council approved initiatives. Other actions are new and others would benefit from more exploration and political engagement in order to move forward successfully.

**Statement of Commitment to Reconciliation**

On June 1, 2015, the Federation of Canadian Municipalities’ Big City Mayor’s Caucus adopted a Statement of Reconciliation, attached as Document 1.

The statement acknowledges the legacy of residential schools, the significance of the undertaking of the Truth and Reconciliation Commission and commits to working with Aboriginal communities to ensure their needs are addressed.

It is recommended that City Council adapt and adopt this Statement as an initial step in advancing the reconciliation process between the City of Ottawa and Indigenous communities in Ottawa and as part of the City’s Reconciliation Action Plan.

Adoption of the statement:

- Takes immediate action, solidifying the commitment to this next phase of the shared journey towards reconciliation;
- Reaffirms the common understanding, mutual recognition and respect between the City and Aboriginal communities; and
- Reinforces for all residents, the values and principles that the City embodies.

Halifax (December 2015) has also adopted this statement. Other municipalities have adopted similar statements or declared years of reconciliation.
A specific City of Ottawa tailored statement of Commitment to Reconciliation may be developed as part of the next Term of Council.

**Reconciliation Action Plan**

Ottawa Public Health (OPH) and the Ottawa Public Library (OPL) are also responding the TRC Calls to Action and Principles. Their individual strategies align with the approach described in this report. Both departments are part of the AWC and report on implementation progress through the Aboriginal Working Committee.

The OPH [Reconcili-ACTION Plan](#) addresses nine (9) of the TRC Calls to Action, validated by Indigenous Elders. Implementation of this plan is ongoing and will be reported on as part of the AWC.

The [OPL Board received a report on February 13, 2018](#) which outlined the recommendations published in the Canadian Federation of Library Associations’ Response to the Truth and Reconciliation Commission’s Calls to Action. It speaks to actions taken by OPL in response, and proposes further areas of exploration to continue on the path to reconciliation.

The City initiatives listed below were identified over the past year, are already underway as part of the Aboriginal Working Committee, or were approved by Council under the [Renewed Action Plan for Arts, Heritage and Culture 2013-2018](#) and the Corporate Diversity and Inclusion Plan 2015-2018.

**Culture**

1. Complete and launch an Algonquin Anishinabe Civic Cultural Protocol *(TRC 67, 79ii; TRC Principles 3, 6, 8, 9).*

2. Establish a permanent presence of the Algonquin Anishinabe Host Nation Flags in Council Chambers and in Marion Dewar Plaza at Ottawa City Hall to honour and recognize the Host Nation of this place *(TRC 47, 79iii; TRC Principles 3, 10).*

3. Participate in the development and implementation of a “Reconciling History” Walking Tour spearheaded by First Nations Child and Family Caring Society of Canada, with Indigenous community members and other public and private sector partners *(TRC 79i, 79iii; TRC Principles 3, 6, 9, 10).*

4. Develop a tailored process to respectfully acquire and display art from Indigenous artists into the City of Ottawa Art Collection *(TRC 92ii; TRC Principles 4, 5, 8, 10).*
5. Encourage the use and visibility of Indigenous languages (*TRC 14i; TRC Principles 3, 10*).

6. Identify and set priorities for allocating cultural funding to support initiatives from the public, which contribute to the reconciliation process (*TRC 14iv, 83; TRC Principles 8, 9, 10*).

7. Create Indigenous Cultural Awareness Training modules for municipal staff (*TRC 57; TRC Principles 3, 4, 5, 6, 10*).

8. As part of the development of the City of Ottawa’s Commemoration Policy, engage Algonquin Anishinabe Nation, First Nations, Inuit and Métis representatives. The policy will also explore a Naming Process for rooms in municipal buildings to honour Algonquin Anishinabe Host Nation, First Nations, Inuit and Métis peoples and languages (*TRC 79ii, 79iii; TRC Principles 3, 8, 10*).

**Employment**

1. Implement specific strategies to increase the number of Aboriginal people employed at the City of Ottawa (*TRC 57, 92ii; TRC Principles 4, 5*), including:
   a. Developing new culturally meaningful outreach and recruitment approaches;
   b. Promoting best practices in hiring and selection of Aboriginal Peoples through the City’s Diversity and Inclusion Program; and
   c. Increasing the number of employment and skills building information sessions to Aboriginal students and adults to increase awareness of City employment opportunities.

**Children’s Services**

1. Integrated System Planning led by local Indigenous service providers who provide child care and child and family programs. This includes planning to address needs, gaps and opportunities for new or enhanced culturally responsive and Indigenous-led programs and services for Indigenous children and families in Ottawa funded through the Provincial Journey Together initiative and other child care and family programs (*TRC 12; TRC Principles 4, 5, 8*).

**Education and Awareness Building**

1. City departments participate on the Aboriginal Working Committee (*TRC Principles 6, 7, 9*).

2. Promote a standard process to honour Algonquin Unceded Territory at the opening of City events (*TRC 47; TRC Principles 3, 6, 9*).
3. Provide cultural awareness and learning opportunities each year to help City departments build capacity to deliver culturally appropriate services (TRC 57; TRC Principles 3, 5, 10).

4. Support the Annual Aboriginal Awareness Day learning and awareness-raising day to commemorate National Aboriginal Day in partnership with the Aboriginal Community partners (TRC 57; TRC Principles 3, 5, 10).

Other initiatives from the previous AWC work plan that are not included above will continue as operational activities.

Initiatives for Future Consideration
The initiatives described below have been identified for further exploration in partnership with Indigenous community partners, senior management and political leaders.

1. Consider an Ottawa specific Council Statement of Commitment to Reconciliation (TRC 47; TRC Principles 2, 3, 9, 10).

2. Establish an annual dialogue/meeting between municipal elected officials, leaders and Indigenous Elders, including the Algonquin First Nations. The intent of this dialogue is to build relationships, share perspectives and inform decision-making. The format and official membership of the dialogue will be developed in partnership with local Aboriginal community stakeholders (TRC Principles 6, 7, 9).

3. Identify and repurpose highly visible dedicated spaces at Ottawa City Hall and other municipal buildings and public spaces for commemoration, education, and awareness within both traditional and contemporary contexts (TRC 79ii, 79iii; TRC Principles 3, 8, 10).

Staff will engage Indigenous and non-Indigenous service partners through the Aboriginal Working Committee, and with the Chair of the Community and Protective Services Committee, to advance the Reconciliation Action Plan. This may include introducing new initiatives to be considered as part of the new Term of Council Priorities (2019-2022).

United Nations Declaration of the Rights of Indigenous Peoples

The TRC Call to Action 43 calls 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.” The Reconciliation Action Plan proposed in this report aligns to the framework for reconciliation identified in the
United Nations Declaration on the Rights of Indigenous Peoples. Staff will continue to work with the community to explore deepening this alignment.

**Implementation, Monitoring and Reporting**

The Aboriginal Working Committee (AWC) will continue to serve as the primary mechanism to inform and make recommendations for improvement on the implementation of the City of Ottawa’s Reconciliation Action Plan. Staff will continue to provide updates on the actions as part of the work of the AWC.

To reflect the new focus on reconciliation as well as changing language within the Indigenous Community, the Aboriginal Working Committee will discuss potential name changes for the Committee over the course of 2018-2019.

Reconciliation is a journey. The proposed City of Ottawa Reconciliation Action Plan represents an initial, formal municipal response based on the long-standing commitment the City has had to improve its relationships with the local Indigenous communities through the AWC and other initiatives.

Community and Social Services will continue to provide coordination and administrative support to implement the Ottawa Reconciliation Action Plan and the work of the AWC.

Staff will report back to Council before the end of 2019 with an update on the Reconciliation Action Plan, which may include new recommended actions for the new Term of Council.

**RURAL IMPLICATIONS**

There are no specific rural implications associated with this report. The commitments outlined in this report include consideration for Indigenous persons living in rural areas.

**CONSULTATION**

The City of Ottawa’s Reconciliation Action Plan was developed in partnership with the local First Nations, Inuit and Metis communities.

The identification and development of the proposed actions and commitments was facilitated through the AWC, which includes City Departments, the Ottawa Aboriginal Coalition (OAC), Ottawa Police Service, Ottawa Public Health, Ottawa Public Library, the United Way, Crime Prevention Ottawa, the Champlain Local Heath Integration Network, the Ottawa Carleton District School Board, and the Ottawa Catholic School Board.
The Ottawa Aboriginal Coalition includes the following service organizations:

- Gignul Non-Profit Housing Corporation
- Kagita Mikam
- Makonsag Head Start
- Tewegan Housing for Aboriginal Youth
- Minwaashin Lodge – Indigenous Women’s Support Centre
- Tungasuvvingat Inuit
- Ottawa Inuit Children’s Centre
- Wabano Centre for Aboriginal Health
- Madawan Management and Development Inc.
- Koki Mino-Miikan Nosawadoon
- A Representative of the Ottawa Métis community

The City also works closely with the Odawa Native Friendship Centre.

Additional input, feedback, and endorsement for this way forward was gathered through:

- Meetings with First Nations, Métis and Inuit Elders and Traditional Teachers;
- A meeting with the Algonquin Anishinabe Council representatives; and
- Presentations to and engagement with Aboriginal Community members as part of the OAC Community Forums.

In total, over 500 people have been engaged.

**COMMENTS BY THE WARD COUNCILLOR(S)**

N/A.
ADVISORY COMMITTEE(S) COMMENTS

No Advisory Committees were consulted as part of the development of this report.

LEGAL IMPLICATIONS

There are no legal impediments to implementing the recommendations as outlined in this report.

Having said that, with respect to TRC Call to Action 43, while the City continues to address this Call to Action and wishes to comply with the spirit and intent of the United Nations Declaration on the Rights of Indigenous Peoples, without having a nation status and as a creature of statute of the Province of Ontario, the City’s capacity to fully adopt and implement this Call to Action is very limited, however the City will continue to work with Indigenous peoples within this framework.

RISK MANAGEMENT IMPLICATIONS

There are no risk implications.

ASSET MANAGEMENT IMPLICATIONS

There are no asset management implications associated with this report.

FINANCIAL IMPLICATIONS

There are no financial implications associated with the report recommendations.

ACCESSIBILITY IMPACTS

The City of Ottawa’s Reconciliation Action Plan and the work of the Aboriginal Working Committee demonstrates the City’s commitment to improving the quality of life of all Indigenous peoples in Ottawa. All initiatives consider the needs of people with disabilities and adhere to legislative requirements.

ENVIRONMENTAL IMPLICATIONS

There are no environmental implications associated with this report.

TECHNOLOGY IMPLICATIONS

There are no technology implications associated with this report.
TERM OF COUNCIL PRIORITIES

The work of the AWC and the City of Ottawa’s Reconciliation Action Plan supports the Term of Council Strategic Priorities (2015–2018):

- Strategic Priority: Healthy and Caring Communities
- Strategic Objective HC1: Advance equity and inclusion for the city’s diverse population
- Strategic Initiative 31: Inclusive Community Initiative

SUPPORTING DOCUMENTATION

**Document 1:** Statement of Reconciliation adapted from the June 1, 2015 Federation of Canadian Municipalities Big City Mayors Caucus Statement of Reconciliation

**Document 2:** Aboriginal Working Committee Accomplishments 2016-2017

DISPOSITION

The Community and Social Services Department is responsible for coordinating and monitoring the implementation of the City of Ottawa’s Reconciliation Action Plan and reporting on implementation progress.

City staff will ensure that the actions, new initiatives and enhancements to services and programs identified under the City of Ottawa Reconciliation Action Plan are implemented (i) in consultation with City of Ottawa Bylaw and Regulatory Services, and (ii) in accordance with the AWC Terms of Reference that City Council approved on May 28, 2014.

Staff will report back to Council before the end of 2019 with an update on the Reconciliation Action Plan, which may include new recommended actions for the new Term of Council.