

Feasibility of Establishing a New Aboriginal Office Within the City of Toronto

‘The Municipal Government of Toronto is failing the Indigenous communities and is causing harm.’

Report Author, Sponsor & Consultation Participants

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- **Sponsored by Crystal Basi from TASSC**
- **Consultation Participants**
 - Chief Stacy LaForme (Mississaugas of the New Credit First Nation)
 - Chief Ava Hill (Six Nations of the Grand River)
 - Frances Sanderson, Executive Director, Nishnawbe Homes
 - Steve Teekens, Executive Director, Na Me Res (Native Men's Residence)
 - Todd Ross, Co-chair, Toronto York Metis Council
 - Nancy Martin, Executive Director, Miziwe Biik Employment and Training
 - Kenn Richard, Executive Director, Native Child and Family Services Toronto
 - Tanya Senk, Centrally Assigned Principal Indigenous Eduatoin, TDSB
 - Jonathan Hamilton, Director, Indigenous Initiatives, Office of VP & Provost, UofT (UofT)
 - Larry Frost, Executive Director, Native Canadian Centre of Toronto
 - Sarah Midanik, Executive Director, Native Women's Resource Centre of Toronto
 - Councillor Mike Layton, City of Toronto
 - Councillor Mary-Margaret McMahon, City of Toronto
 - City of Edmonton, Winnipeg, Vancouver, Hamilton

Report Structure

1. Introduction
2. Scope of Work
3. Findings – Assembling all the Facts
4. Analysis – Putting it all Together
5. Recommendations
6. Financial Impact & Sources
7. Final Thoughts

Introduction

- To determine the feasibility of establishing a new Aboriginal Office within the City of Toronto requires an understanding of the historical and contemporary issues impacting Indigenous communities. This means there are many more topics to consider and analyze than would typically be necessary. This makes an Indigenous feasibility report very complex and challenging.
- Given the number of topics that must be explored, this report only provides limited information for each topic explored. Covering all topics should provide more value to the reader even with reduced information per topic.
- This report is designed for City of Toronto staff and the Indigenous communities to collaboratively review and discuss the contents of this report. The number of topics covered should permit for a productive dialogue where an understanding of perspective and a strengthening of relationship can be achieved.

Scope of Work

Scope of Work

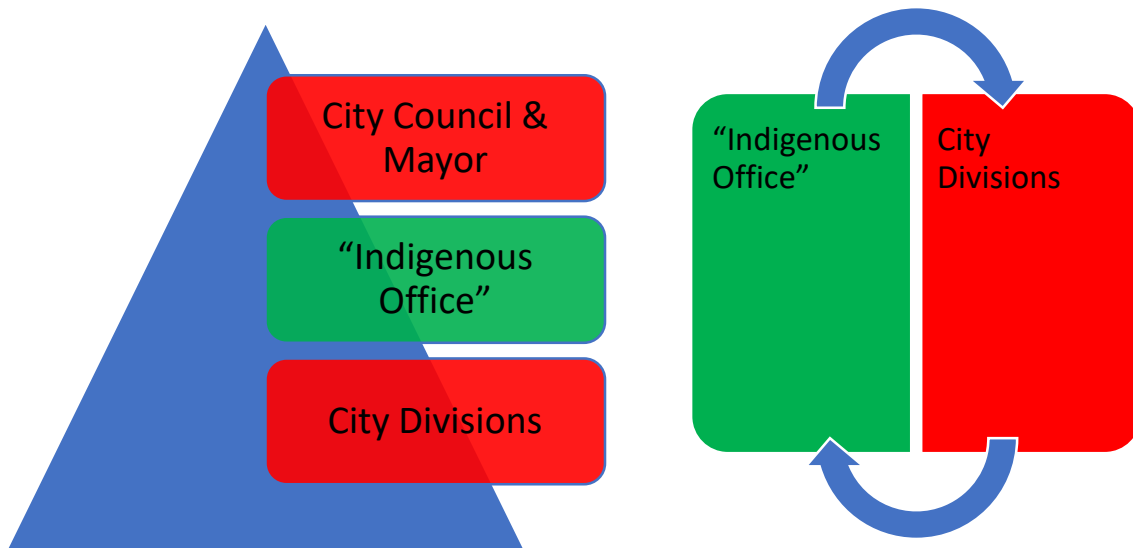


Out of scope: Analyzing the effectiveness and efficiency of the City of Toronto's Indigenous strategy, operations and reconciliation efforts.

In scope: Jurisdictional scan and feedback from the Indigenous communities.

Simplifications and Assumptions Used

- “Indigenous office” is simplified to mean ‘provide back office administration & coordination services to City Divisions’
- City Divisions are simplified to mean ‘provide services to the public’
- City Divisions offer Indigenous services to the public and can have their own Indigenous budget, strategy, operational plan, community engagement, reconciliation efforts and Indigenous focused staff independent of an “Indigenous Office”



- Analysis of City Divisions is out of scope for this report.
- Quantifying resources allocated to Indigenous priorities by the Municipal Government of Toronto is not possible without analysis of all City Divisions.
- Assessing effectiveness and efficiency of the Municipal Government of Toronto’s Indigenous priorities is not possible without analysis of all City Divisions.

An Indigenous Office is Not Feasible

- A jurisdictional scan and feedback from the Indigenous communities, while critical and important to the overall process, is not able to produce sufficient evidence to support the establishment of an Indigenous Office.
- An analysis of the Municipality of Toronto's strategy, operations, and reconciliation efforts is required to produce the necessary evidence to support the establishment of an Indigenous Office. Analysis of these items is out of scope of this report.

Recommendation #1

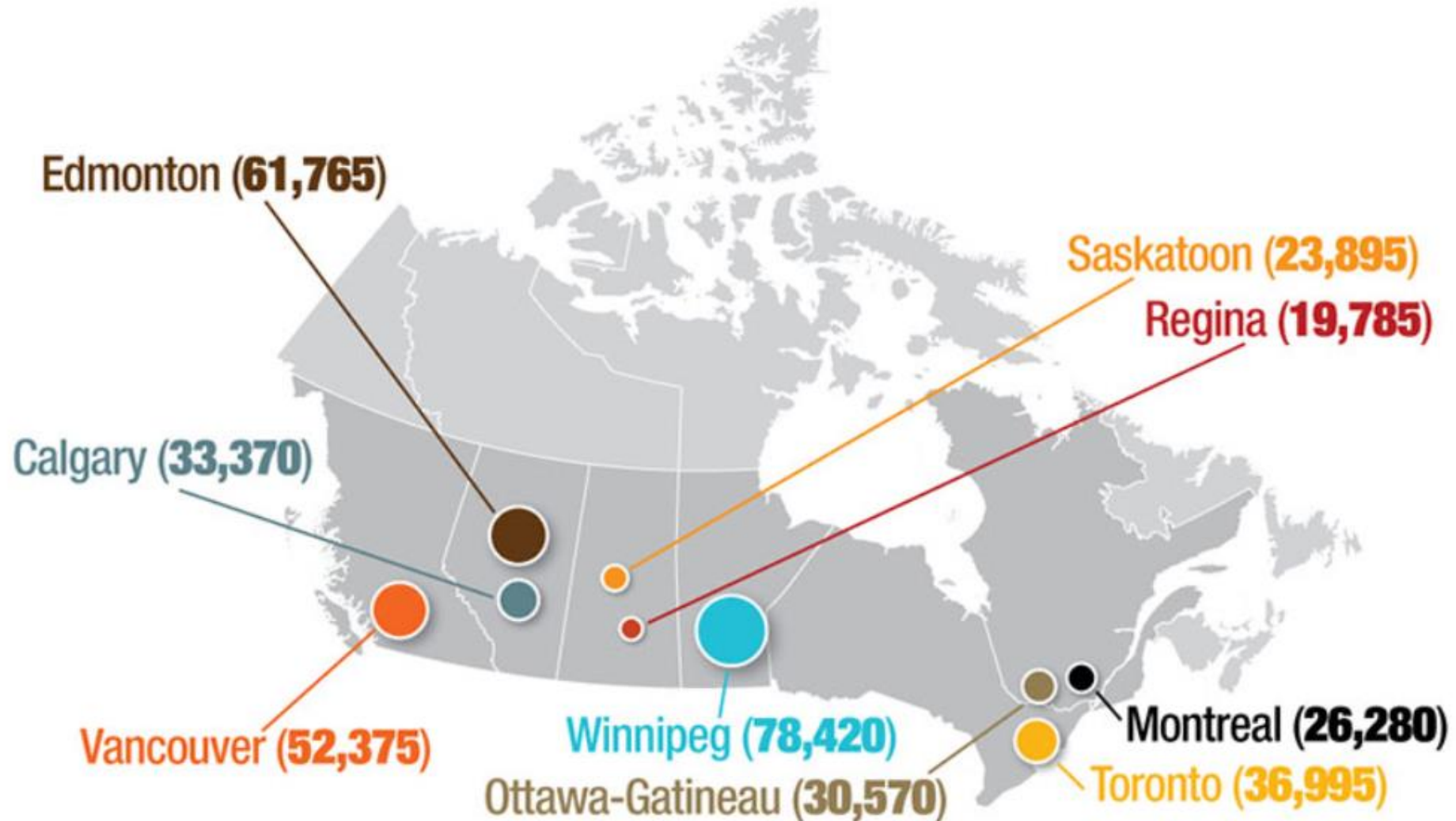
- **City of Toronto to perform an evaluation of its Indigenous strategy, operations, and reconciliation efforts.**
- The City of Toronto needs to provide documentation and evidence on the following:
 - City wide Indigenous strategy document
 - Individual divisional strategies are insufficient evidence
 - City wide Indigenous operational plan document
 - Individual divisional plans are insufficient evidence
 - City wide reconciliation accord document
 - Using portions of TRC recommendations (Truth and Reconciliation Commission) is insufficient evidence. A Toronto reconciliation accord can include TRC recommendations but TRC recommendations cannot constitute the entire Toronto reconciliation accord. Toronto must customize its approach to match the needs of the local Indigenous communities. The word accord is being used as it denotes the meaning of partnership, consensus, and agreement. An accord requires a relationship with the Indigenous communities.
- Statements of commitments, TRC recommendations, and relying on City Divisional work does not constitute or replace the need for an overall City wide Indigenous strategy, operational plan and reconciliation accord.
- **City must be able to produce evidence of its leadership on the Indigenous file.** City Divisional work, while critical, is insufficient evidence to demonstrate leadership and fiduciary responsibility owed to Indigenous communities.

Jurisdictional Scan

According to **2011 Census** data, off-reserve Indigenous peoples constitute the fastest growing segment of Canadian society.



The cities with the **largest Indigenous populations** in **2011** were:



2011 National Household Survey

- The Aboriginal identity population reached 1,400,685 in 2011, about 4% of the total Canadian population.
- By identity group, Registered Indians represent 50% of the overall Aboriginal population, down from 53% in 2006. The proportion of Non-Status Indians increased from 11% in 2006 to 15% in 2011 while the Métis and Inuit both remained at 30% and 4%, respectively.
- Seventy-nine percent of Aboriginal people reside in Ontario and the four Western provinces
- Almost half (48%) of the Aboriginal population of working age has some form of post-secondary qualification. This compares to 65% for the non-Aboriginal population of the same age.
- The working-age Aboriginal population with a university degree has increased since 2006 (from 8% to 10%). However, they still lag far behind the non-Aboriginal population at 26%
- The overall working-age Aboriginal population lags behind in educational attainment with 29% having less than high school compared with 12% for non-Aboriginal individuals of the same age. The gap between the two populations has narrowed between 2006 and 2011, however, going from 19 to 17 percentage points.
- The employment rate for the Aboriginal working-age population has remained stable at about 63% since 2006. However, it is still much lower than the rate for non-Aboriginal individuals (76%).
- The unemployment rate for the working-age Aboriginal population is more than twice the rate for other Canadians of the same age (13% versus 6%). Nevertheless, the gap between the two populations narrowed slightly going from a difference of eight percentage points in 2006 to seven in 2011.

Findings:

City of Toronto

Toronto Indigenous Population

- 36,995 Indigenous population (2011)
 - 23,950 (64.7%) First Nations identity
 - 9,980 (27%) Métis identity
 - 640 (1.7%) Inuit identity
 - 1,930 (5.2%) other Aboriginal identities
 - 495 (1.3%) more than one Aboriginal identity.

<http://www12.statcan.gc.ca/nhs-enm/2011/as-sa/fogs-spg/Pages/FOG.cfm?lang=E&level=3&GeoCode=535>

Aboriginal identity Refers to those persons who reported belonging to at least one Aboriginal group, that is, North American Indian, Métis or Inuit, and/or those who reported being a Treaty Indian or a Registered Indian, as defined by the Indian Act of Canada, and/or those who reported they were members of an Indian band or First Nation.

- From 2001-2006, the aboriginal population in the GTA went from 23,950 to 31,910, an increase of 33.2 per cent.

<https://web.toronto.ca/city-government/accessibility-human-rights/aboriginal-affairs/torontos-aboriginal-peoples/>

- From 2006-2011, the aboriginal population in the GTA went from 31,910 to 36,995, an increase of 15.93%

City of Toronto Context

- \$10.5 Billion dollar City operating budget
- 33,500 employees
- 44 operating divisions and offices

<https://www.linkedin.com/company/city-of-toronto>

- Currently, there is one administrative staff person, positioned within the Equity, Diversity and Human Rights Division (EDHR), assigned to Indigenous issues who is responsible to support all City Divisions and liaison with the various Indigenous communities.
- The Equity, Diversity, & Human Rights (EDHR) Division ensures that City services, programs and policies are responsive to the needs of Toronto's diverse communities. The division provides expert advice, promotes and manages human rights and implements key corporate initiatives to foster equity, diversity and inclusion in all City practices.

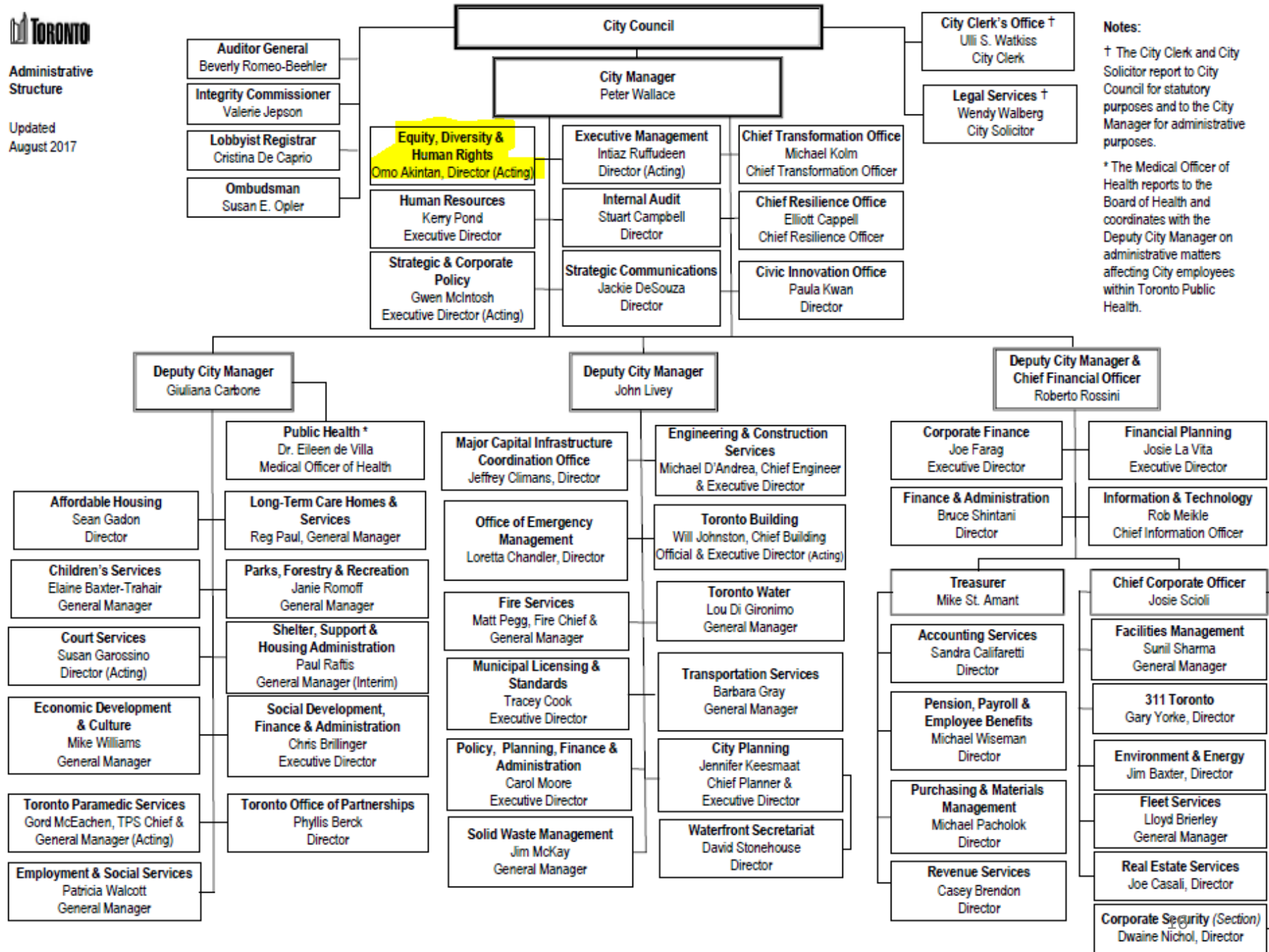


Administrative Structure

Updated August 2017

City of Toronto

Organization Chart



Notes:
† The City Clerk and City Solicitor report to City Council for statutory purposes and to the City Manager for administrative purposes.

* The Medical Officer of Health reports to the Board of Health and coordinates with the Deputy City Manager on administrative matters affecting City employees within Toronto Public Health.

Internal City Operations

The City Manager is the most senior official in the City's administrative structure and is accountable to City Council for the policies and programs delivered by members of the Toronto Public Service. The City Manager is assisted by three Deputy City Managers, one of whom is also the Chief Financial Officer for the City. In addition to the City Manager and the three deputies, the City Manager's Office is comprised of six divisions: Executive Management, Equity, Diversity & Human Rights, Human Resources, Internal Audit, Strategic & Corporate Policy and Strategic Communications.

Divisions that report to the City Manager

- [Equity, Diversity & Human Rights](#)
- [Executive Management](#)
- [Human Resources](#)
- [Internal Audit](#)
- [Strategic & Corporate Policy](#)
- [Strategic Communications](#)

Accountability Officers

- [Auditor General](#)
- [Integrity Commissioner](#)
- [Lobbyist Registrar](#)
- [Ombudsman Toronto](#) @

Divisions that report directly to City Council

- [City Clerk's Office](#)
- [Legal Services](#)

Divisions that report to Deputy City Manager, John Livey

- [City Planning](#)
 - [Waterfront Secretariat](#)
- [Engineering & Construction Services](#)
- [Fire Services](#)
- [Major Capital Infrastructure Coordination Office](#)
- [Municipal Licensing & Standards](#)
- [Office of Emergency Management](#)
- [Policy, Planning, Finance & Administration](#)
- [Solid Waste Management Services](#)
- [Toronto Building](#)
- [Toronto Water](#)
- [Transportation Services](#)

Divisions that report to Deputy City Manager, Giuliana Carbone

- [Affordable Housing Office](#)
- [Children's Services](#)
- [Court Services](#)
- [Economic Development & Culture](#)
- [Employment & Social Services](#)
- [Long-Term Care Homes & Services](#)
- [Parks, Forestry & Recreation](#)
- [Shelter, Support & Housing Administration](#)
- [Social Development, Finance & Administration](#)
- [Toronto Office of Partnerships](#)
- [Toronto Paramedic Services](#)
- [Toronto Public Health](#)

Divisions that report to Deputy City Manager & Chief Financial Officer, Roberto Rossini

- [Corporate Finance](#)
- [Finance & Administration](#)
- [Financial Planning](#)
- [Information & Technology](#)

Chief Corporate Officer

Josie Scioli

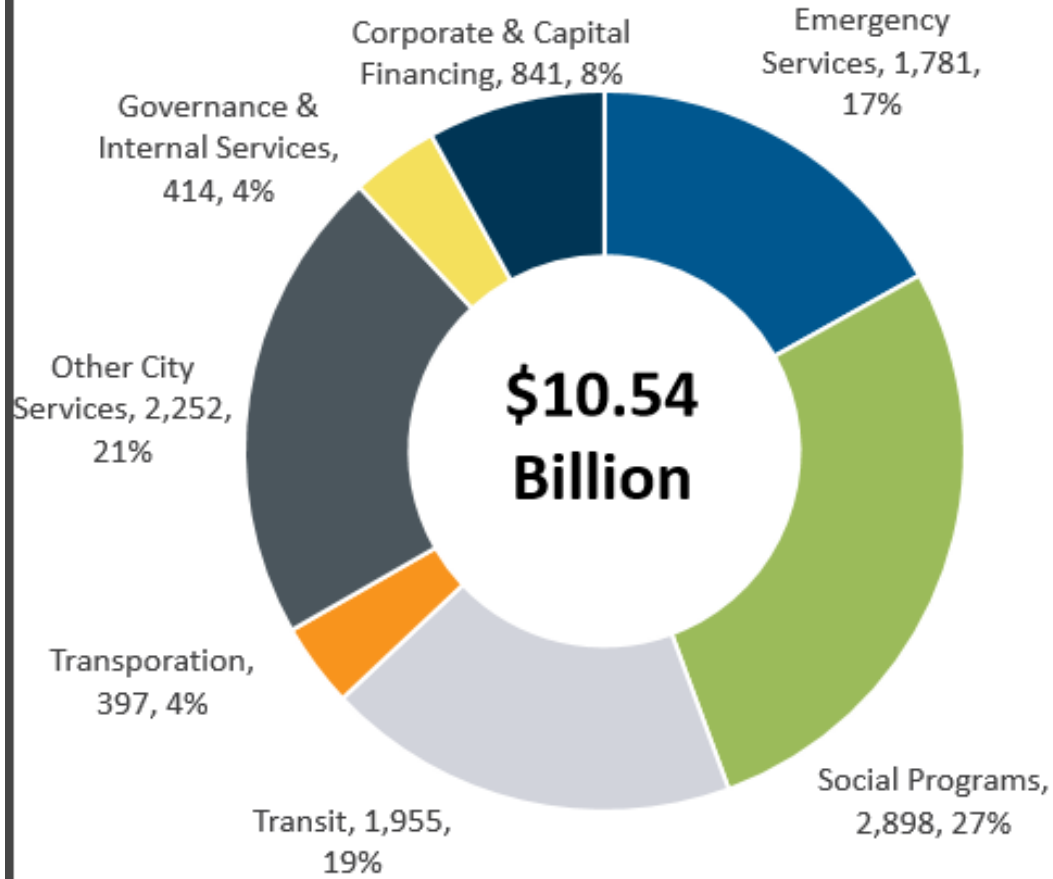
- [311](#)
- [Environment & Energy](#)
- [Facilities Management](#)
- [Fleet Services](#)
- [Real Estate Services](#)

Treasurer

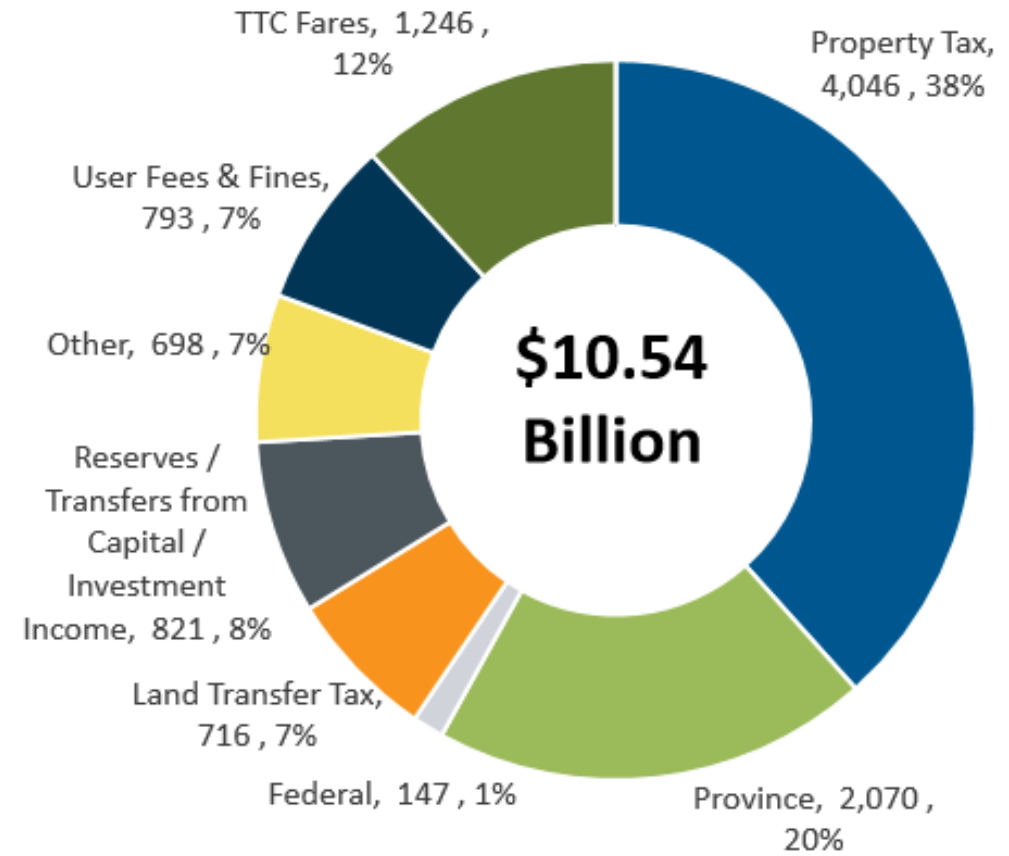
Mike St. Amant

- [Accounting Services](#)
- [Pension, Payroll & Employee Benefits](#)
- [Purchasing & Materials Management](#)
- [Revenue Services](#)

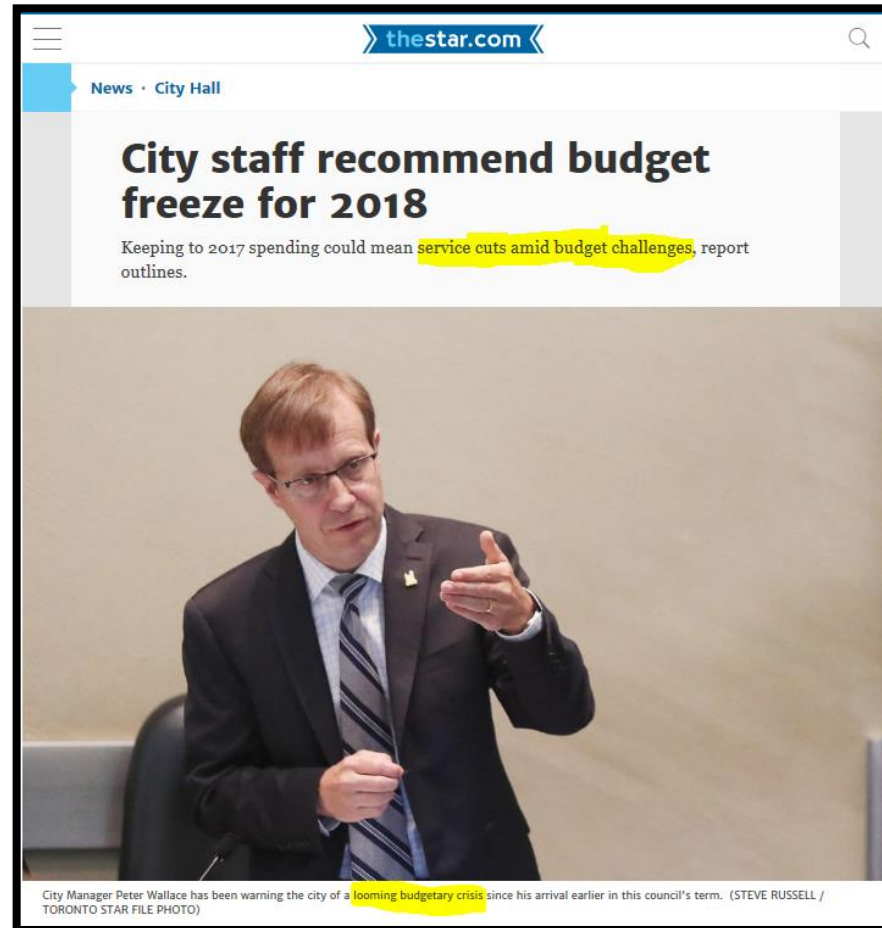
Where the Money Goes (\$ Millions)



Where the Money Comes From (\$ Millions)



City of Toronto 2018 Budget Direction



https://www.thestar.com/news/city_hall/2017/05/08/city-staff-recommend-budget-freeze-for-2018.html

- City staff are recommending a **budget freeze next year**
- When inflation is considered, that freeze would actually see the city's multi-billion-dollar budget and the services it **funds cut in 2018**.
- A direction report to budget committee and council from city manager Peter Wallace and chief financial officer Rob **Rossini asks for the "status quo"** in both operating expenses and capital projects
- The decision, ahead of the budget process which kicks off in November, is up to council.
- The city faces an initial **budget gap of \$343 million next year**, assuming property taxes are raised by 2 per cent — in line with the rate of inflation, as has been Mayor John Tory's political sticking point.
- Last year, the request for a 2.6 per cent budget reduction across all city divisions and agencies — pushed by Tory and approved by council — was largely criticized for squeezing budgets responsible for managing at-capacity homeless shelters, the lack of affordable childcare spaces and a jam-packed transit system.
- Wallace, who has been **warning the city of a looming budgetary crisis** since his arrival earlier in this council's term — often using a graphic of an iceberg in his presentations to council — did not sugarcoat the path ahead.
- "Balancing the operating budget pressures will be a challenge," the report reads.
- Without new sources of revenue, including increased property taxes, Wallace warned "strong action and a **willingness to both reduce and sustain reductions in service levels**" will be required.
- The problem, the report said, is a **"reluctance" by council** to make that choice, which it called "a mismatch between service aspirations and revenue generation."
- Councillor Gord Perks — who has been chiefly critical of austerity measures under Tory's administration — called the **newly released direction "a recipe for failure."**
- **"It means the quality of life for people who are struggling in Toronto will get worse,"** he said. "If council actually imposes that it will mean more closed housing units and fewer people riding public transit and less access to daycare."

Toronto Indigenous Office Feasibility Question

- Is one administrative staff person sufficient to symbolize the concept of an “Indigenous Office”, where this staff person is an Indigenous expert on First Nations, Métis and Inuit issues, who can meet the needs of all City Divisions; provide strategic advice to Mayor & Council; and liaise with the Indigenous communities?

Findings:

Calgary

Calgary City Councillor identifies that only one staff member dedicated to deal with Indigenous issues is insufficient

The screenshot shows the Calgary Herald website with a navigation bar including NEWS, OPINION, SPORTS, BUSINESS, ARTS, LIFE, CAREERS, OBITS, and CLASSIFIEDS. The article title is "City Council is debating taxes in Calgary, Ab., on Monday November 21, 2016. Mike Drew/Postmedia Mike Drew, Mike Drew/Postmedia MIKE DREW / POSTMEDIA NETWORK". The article text includes: "A Treaty 7 flag has been raised outside city hall, Langevin Bridge has been officially renamed, and now, another step has been taken in the city's journey to reconciliation." "On Monday, city council unanimously approved a notice of motion from Ward 11 Coun. Brian Pincott asking bureaucrats to consider creating a distinct Indigenous Relations Office at city hall." "Having an office that can lead us on this journey is something that we need," said Pincott. "Now is the time." "Pincott said the city currently has just one staff member who deals with Indigenous issues and that's simply not enough." "The city councillor, who is not running for re-election this fall, envisions the office as a resource for city staff and citizens." "This motion is to say yes, we're beyond the words, we've made the declaration, we've put the policy in place, now we need to turn that into action," Pincott said.



Calgary's Indigenous Relations Office

The screenshot shows the Calgary Herald website's navigation bar with categories: NEWS, OPINION, SPORTS, BUSINESS, ARTS, LIFE, CAREERS, OBITS, and CLASSIFIEDS. The article text includes:

Council recently unanimously approved a proposal for a distinct Indigenous relations office at city hall, joining municipalities like Edmonton and Winnipeg that house similar divisions. Civic affairs reporter Annalise Klingbeil spoke with Lorna Crowshoe, a city of Calgary issues strategist focused on Indigenous affairs, about the development.

Q: Why is an office devoted to Indigenous relations needed at city hall?

A: Because we're doing some very special work . . . and unique work for the City of Calgary and that work needs resources. Recently, the (Calgary Aboriginal Urban Affairs Committee) has developed very strategic thinking on supporting the city to move towards reconciliation. We presented the White Goose Flying report (in response to the Truth and Reconciliation Commission's 94 calls to action) and there's also been the development of the Indigenous policy framework and Indigenous policy. There needs to be some support around that.

The Indigenous policy represents a shift and a cultural shift that's been happening across the organization. Typically, we have only seen Indigenous people as vulnerable populations. In order to achieve work on our policy or our TRC work, we have to begin to think differently about Indigenous people and the many contributions they bring to the city and the corporation, but also to Calgary, as a city in Western Canada. If we begin to think about our Indigenous neighbours as subject matter experts, with different experiences and expertise . . . we begin to make that shift from only thinking of Indigenous people from the lens of vulnerable populations.

The call for the Indigenous relations office is so that we can begin to structure the work, manage the work and support our colleagues across the organization as much as we can.

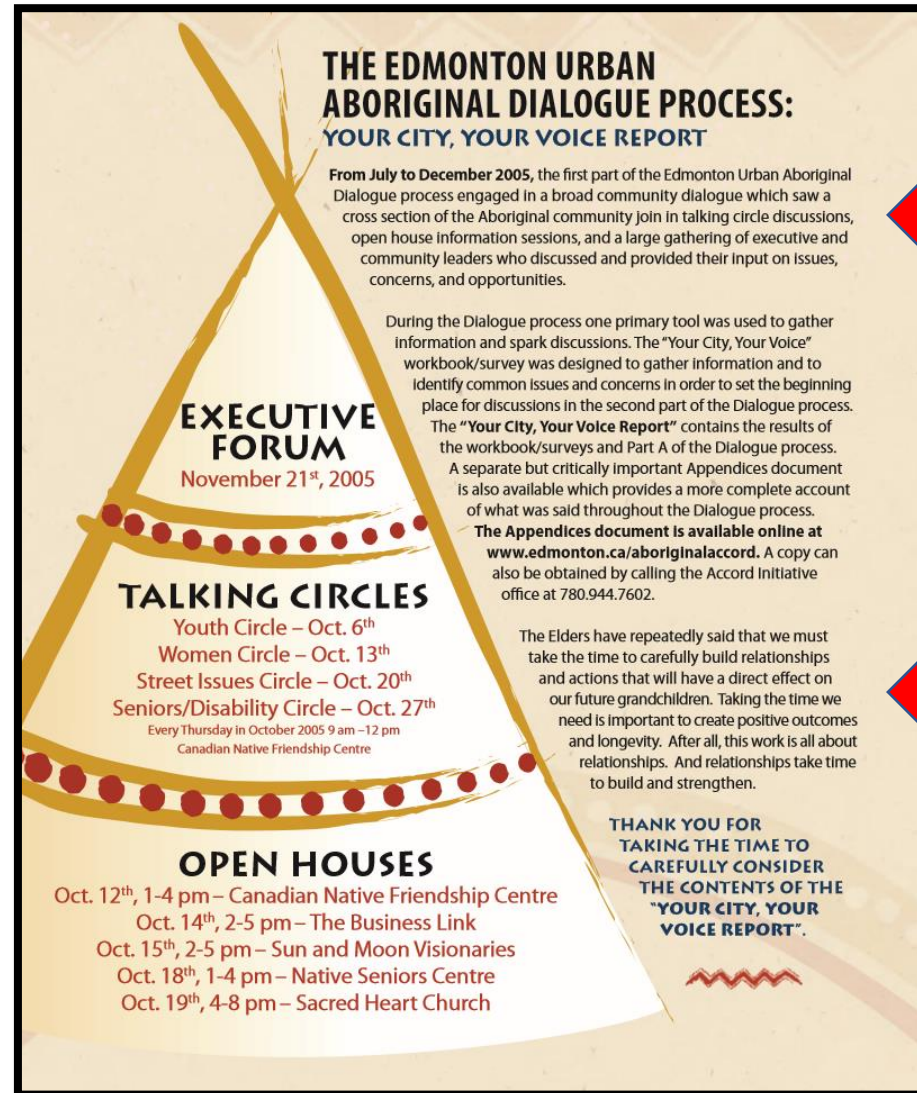
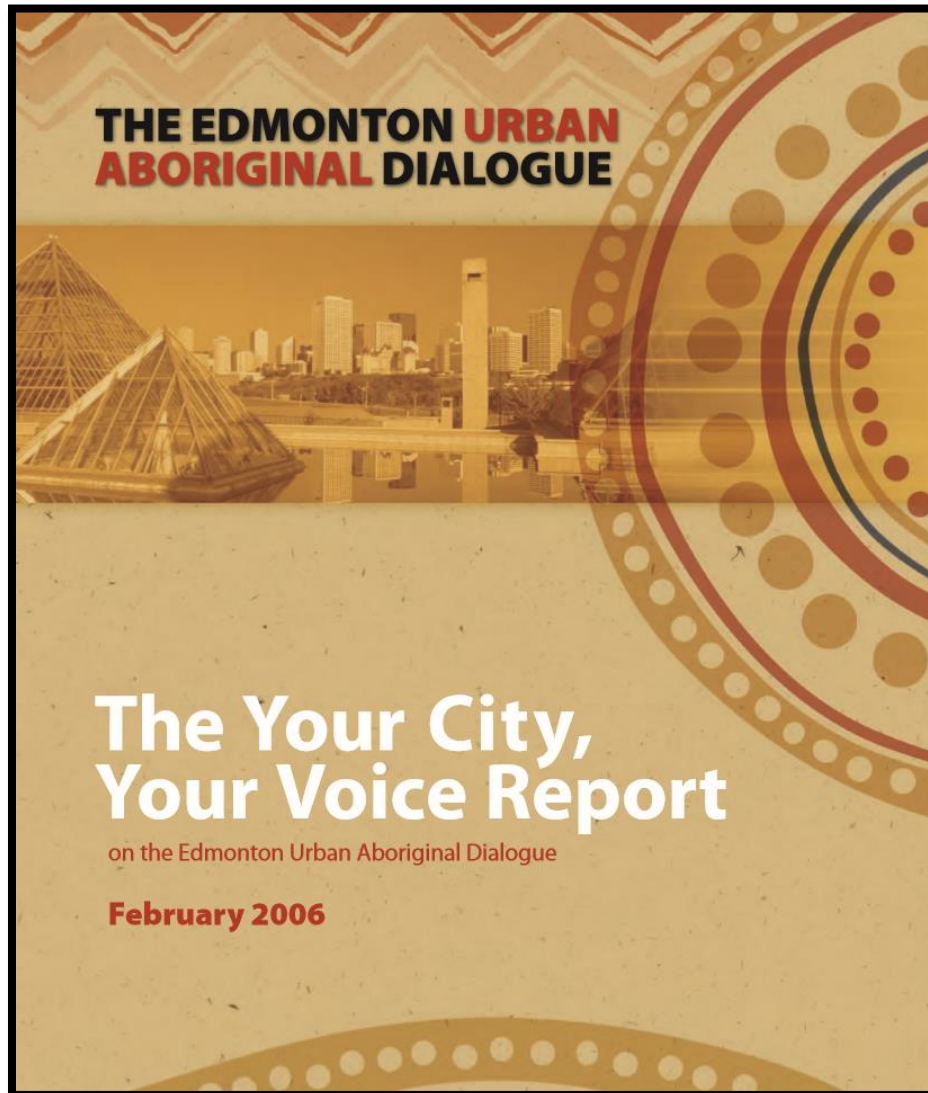
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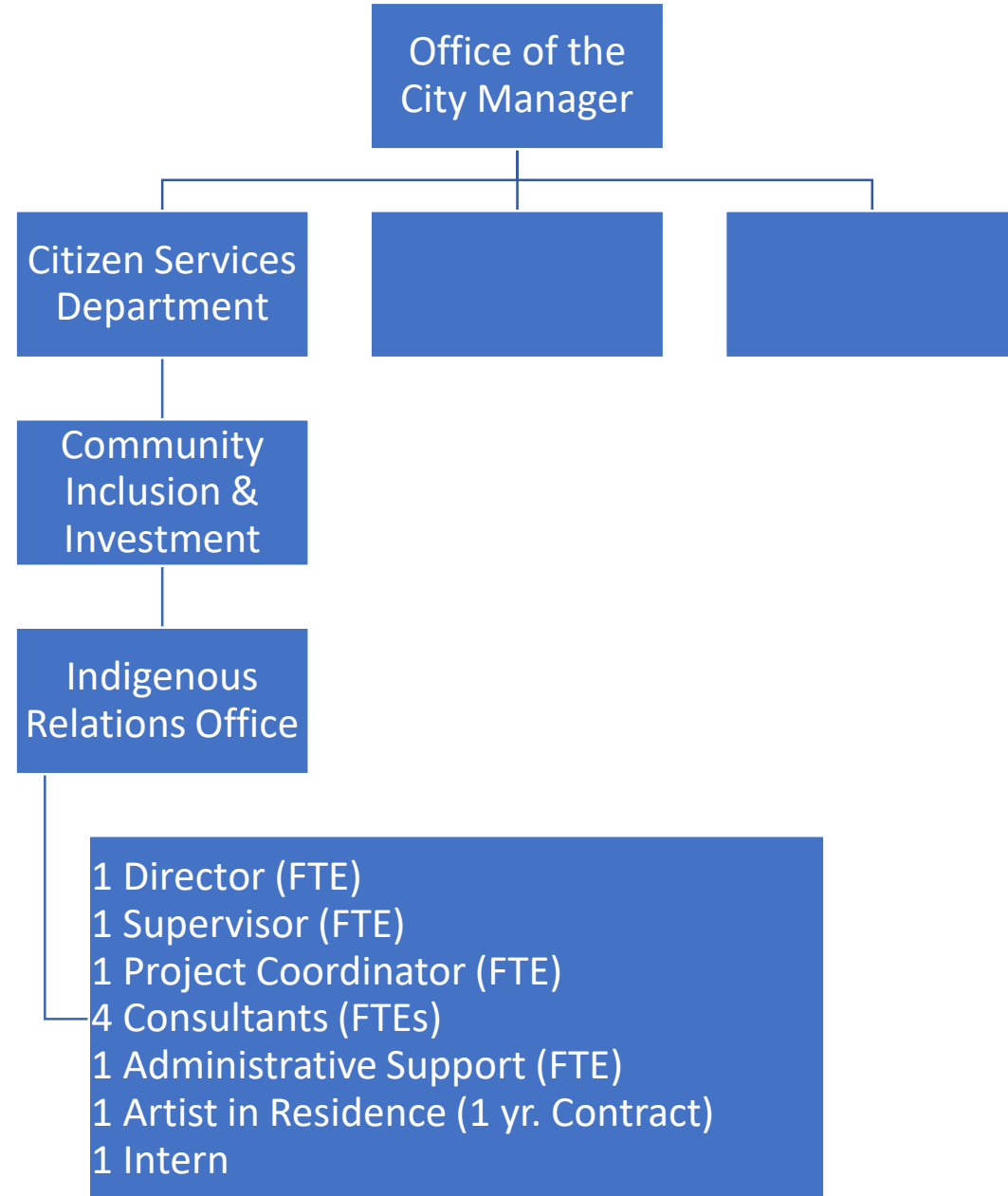
Findings:

Edmonton

City of Edmonton Community Engagement



City of Edmonton



 **Mike Chow**
DIRECTOR
INDIGENOUS (ABORIGINAL) RELATIONS
CITIZEN SERVICES | COMMUNITY INCLUSION AND INVESTMENT

780-496-1525 OFFICE
780-217-7089 MOBILE
780-577-3525 FAX (if required)

City of Edmonton
Office: 18th Floor, Edmonton Tower 10111 - 104 Avenue NW Edmonton, AB T5J 0J4
Mail: P.O. Box 2359
Edmonton AB T5J 2R7



8 FTEs

Findings:

Winnipeg

City of Winnipeg (Federal, Provincial & Municipal Tripartite Meetings)

City of Winnipeg opens new Aboriginal Relations Division

By: Bernice Pontanilla Metro, Metro Published on Thu Oct 31 2013

Bridging the gulf between the City of Winnipeg and its growing urban aboriginal population is the goal of the new Aboriginal Relations Division, said its manager Rhonda Forgues.

Forgues, who along with Mayor Sam Katz officially launched the division at its third floor office in the administration building at city hall on Thursday, said what the city needed when it came to its aboriginal population was a "targeted focus."

"Making our processes are understandable, that information is getting out into the community to make sure that new aboriginal people coming into the city or even existing aboriginal people in the city know that there is a place that they can come," said Forgues, adding about 8.8 per cent of the city's current workforce is aboriginal.

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Winnipeg

Text size: A | A | A | Français | Monday, September 18, 2017 Search Winnipeg.ca

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Indigenous Relations Division

Home : [Indigenous Relations Division](#) : [Inter-governmental Strategic Aboriginal Alignment](#)

Inter-governmental Relationships

The Indigenous Relations Division will assist the City of Winnipeg in exploring and identifying opportunities to collaborate in multi-governmental initiatives related to the urban Indigenous community.

Inter-governmental Strategic Aboriginal Alignment

Background

In the spring of 2009, the Governments of Canada, Manitoba and Winnipeg began discussions on how the three levels of government could continue to work together to "close the social and economic gap" between urban Indigenous people and non-Indigenous people in Winnipeg.

In July 2010, the parties signed a Memorandum of Collaboration (MOC) to work together and better align resources to improve socio-economic outcomes for Indigenous people in Winnipeg and to improve the capacity of Indigenous organizations to carry out their mandates. The five year MOC Strategic Planning Framework committed the ISAA to outcomes related to four priority areas.

Based on input from the Indigenous community and Winnipeg residents, the plan established four priority areas: Education Training and Lifelong Learning; Employment and Economic Development; Building Community Supports and Personal Engagement; and Supporting Community Wellness and Safety.

To support these efforts, Senior Officials established an ISAA working group to develop a five year strategic plan. Representatives include:

- City of Winnipeg's Manager of Indigenous Relations, Director of Policy and Strategic Initiatives - Aboriginal Affairs Secretariat, Manager of the Policy and Programs Branch - Municipal Government and the Director of Programs and Partnerships/Manitoba Region - Indigenous Affairs and Northern Development Canada.
- Inter-governmental Strategic Aboriginal Alignment (ISAA) Memorandum of Collaboration (MOC)

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<http://www.metronews.ca/news/winnipeg/2013/10/31/city-of-winnipeg-opens-new-aboriginal-relations-division.html>

<http://www.winnipeg.ca/indigenous/isaa.stm>

City of Winnipeg Reconciliation Work

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Local

Council approves Winnipeg Indigenous Accord

By: Aldo Santin
Posted: 03/22/2017 7:22 PM | Comments: 25



<https://www.winnipegfreepress.com/local/council-approves-winnipeg-indigenous-accord-416883604.html>

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Winnipeg **metro**

News / Winnipeg

'The voice of our community': More than 80 groups sign Winnipeg's first Indigenous Accord

Leaders of businesses and other organizations joined the city in its journey of reconciliation by signing the accord.

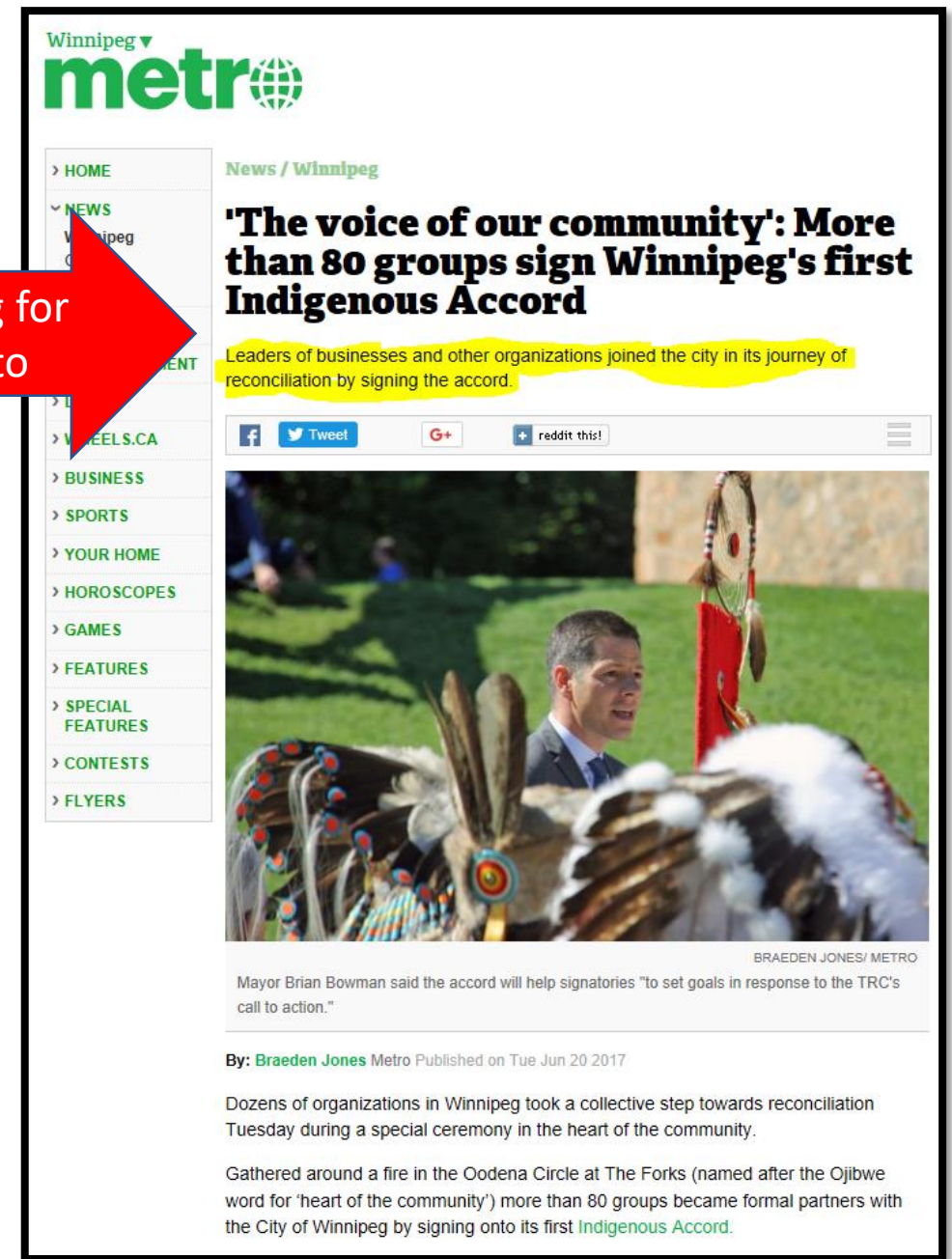
Winnipeg's first Indigenous Accord

Mayor Brian Bowman said the accord will help signatories "to set goals in response to the TRC's call to action."

By: Braeden Jones Metro Published on Tue Jun 20 2017

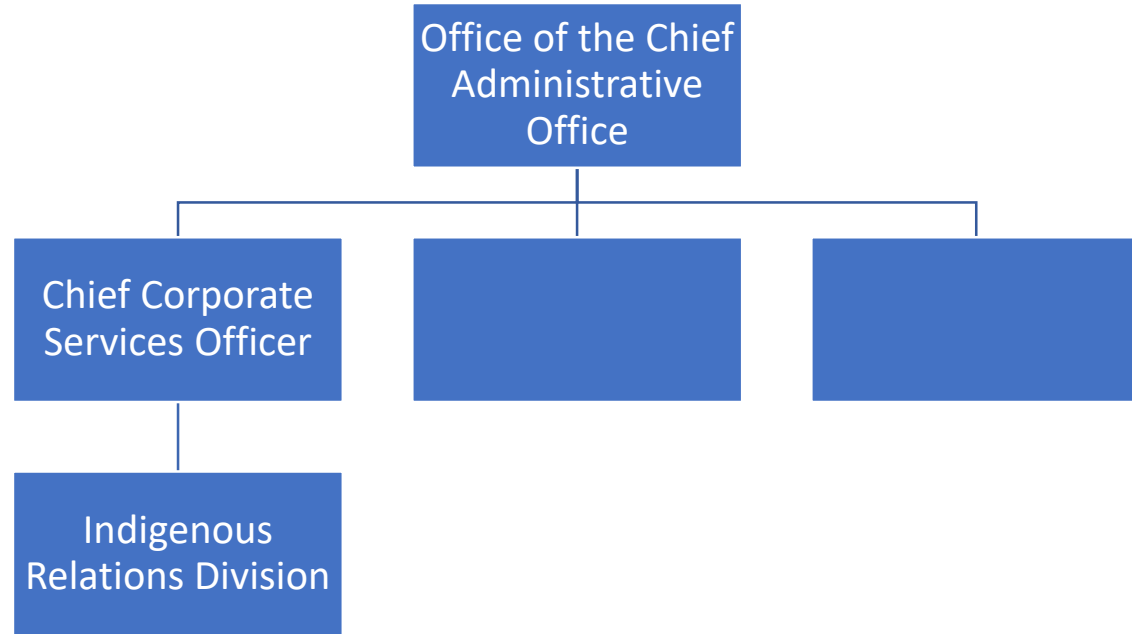
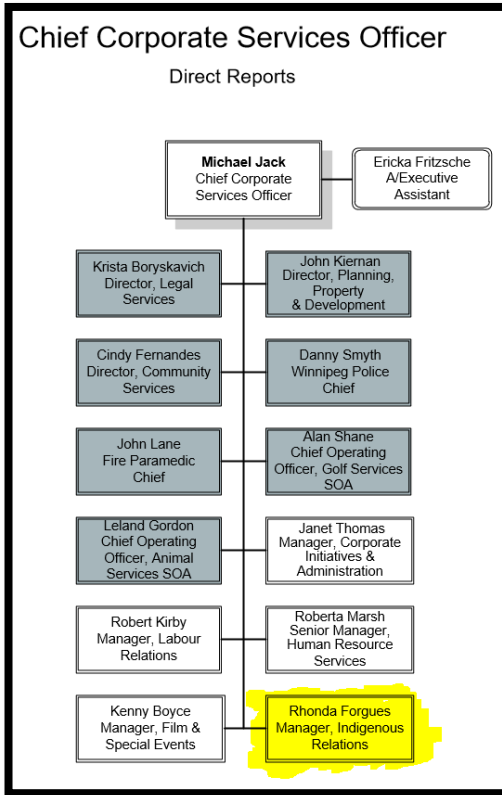
Dozens of organizations in Winnipeg took a collective step towards reconciliation Tuesday during a special ceremony in the heart of the community.

Gathered around a fire in the Oodena Circle at The Forks (named after the Ojibwe word for 'heart of the community') more than 80 groups became formal partners with the City of Winnipeg by signing onto its first **Indigenous Accord**.



<http://www.metronews.ca/news/winnipeg/2017/06/20/winnipeg-groups-sign-on-to-indigenous-accord.html>

City of Winnipeg



8 FTEs

- 1 Manager (FTE)
- 2 Project Coordinators (FTE)
- 1 Project Assistant (FTE)
- 1 Performance Measurement & Communications Coordinator (FTE)
- 2 Community Development Workers (FTE)
- 1 Administrative Assistant (FTE)

Rhonda Forgues
Manager
Indigenous Relations Division
City of Winnipeg

Phone: [204-986-6929](tel:204-986-6929)
Mobile: [204-232-6148](tel:204-232-6148)
Email: rforgues@winnipeg.ca

Website: winnipeg.ca
Address: 1st Floor, 510 Main Street Winnipeg, MB R3B 1B9

Findings:

Vancouver

City of Vancouver

Archived - City appoints new Aboriginal relations manager

March 18 2016

We have appointed Ginger Gosnell-Myers as the new Aboriginal relations manager. **Ginger will work across all City departments to bridge Aboriginal policies, programs, and relations.**

Having been with the City since 2013 as the aboriginal planner, Ginger has helped advance Vancouver as the world's first official [City of Reconciliation](#).

Previous to that, Ginger worked on the Environics Urban Aboriginal Peoples Study (UAPS) as both project manager and public engagement director.

The UAPS is Canada's largest research study on Aboriginal people living in urban environments and has become the leading research on urban Aboriginal people's values, aspirations, experiences, and identity.



Learning for Toronto

<http://vancouver.ca/news-calendar/city-appoints-new-aboriginal-relations-manager.aspx>

Winnipeg ▾
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Features / Vancouver / Vancouvering

FEATURE

Vancouvering

Metro explores the latest trends emerging on the West Coast of Canada.

'It changes everything': Vancouver's new Aboriginal relations manager strives for awareness

Metro chats with Ginger Gosnell-Myers, the first Aboriginal relations manager for the City of Vancouver, on her plans for reconciliation and awareness.

Facebook Tweet G+ reddit this!

JENNIFER GAUTHIER/METRO

The City of Vancouver has hired a new Aboriginal relations manager, Ginger Gosnell-Myers, seen outside of City Hall on April 7, 2016.

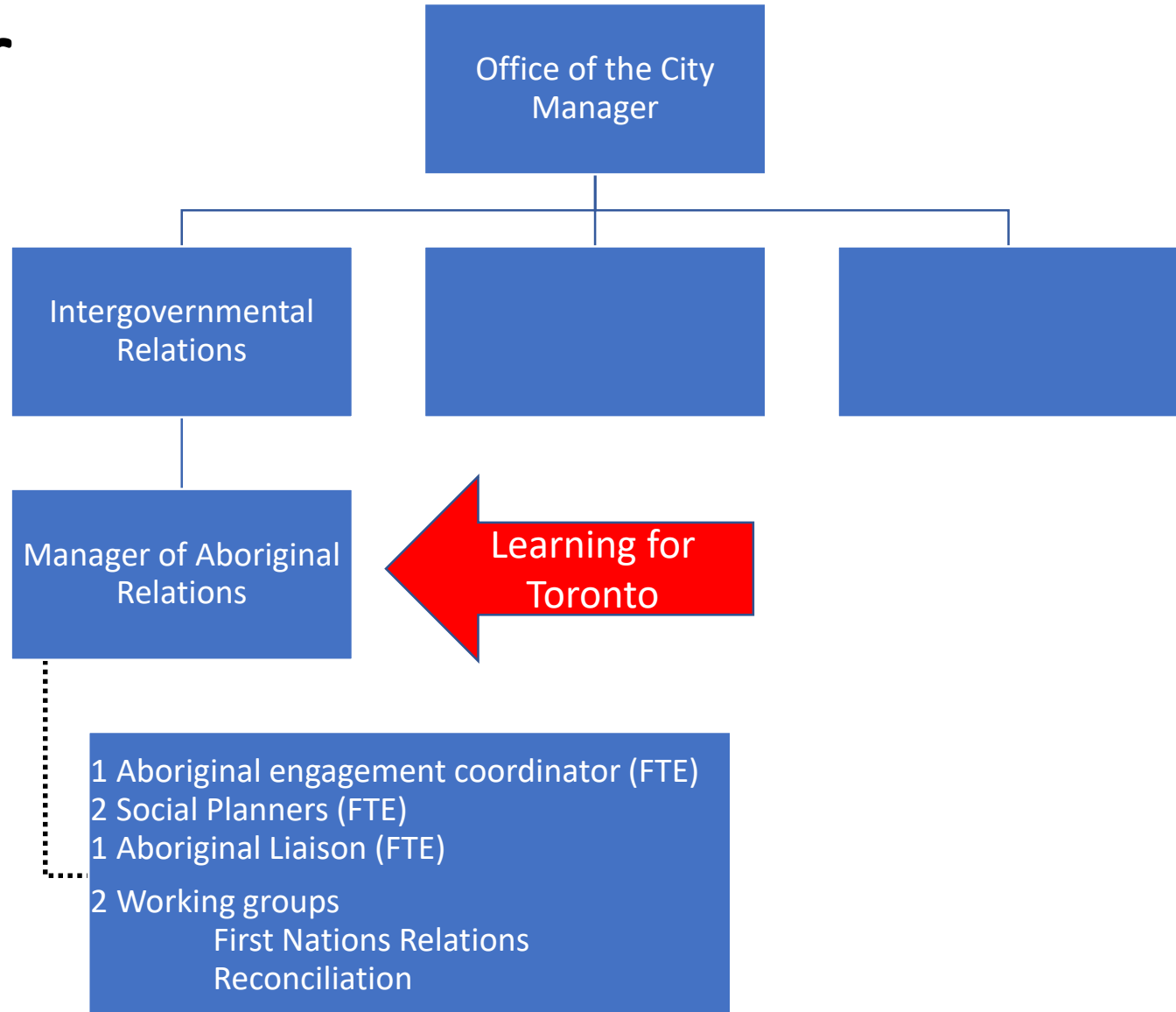
By: **Emily Jackson** Metro Published on Fri Apr 15 2016

Learning for Toronto

City of Vancouver

Manager of Aboriginal Relations has no direct reports but has dotted line reporting to City staff and working groups. Concept is for position to work across all City departments to bridge Aboriginal policies, programs, and relations.

Ginger Gosnell-Myers
Manager, Aboriginal Relations
City Manager's Office | City of Vancouver
[604.418.3274](tel:604.418.3274) (cell)
Ginger.gosnell-myers@vancouver.ca



Findings:

Hamilton

City of Hamilton

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Toronto

Shylo Elmayan

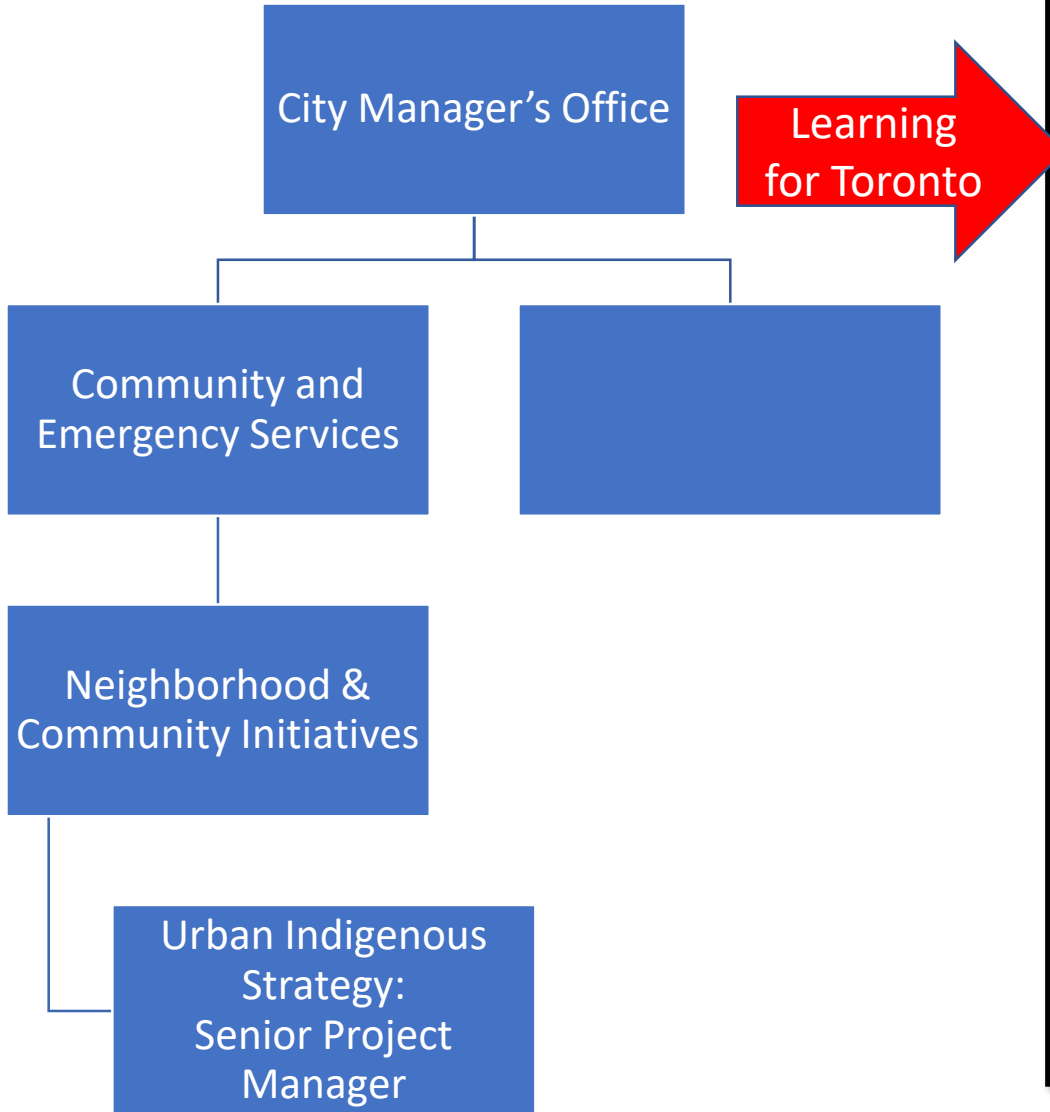
Senior Project Manager – Urban Indigenous Strategy
Neighbourhood and Community Initiatives | City of Hamilton
28 James St N (Lister Block)
Hamilton ON L8R 2K1
P: (905) 546-2424 x 4081
E: shylo.elmayan@hamilton.ca

[Hamilton.ca/indigenous](http://hamilton.ca/indigenous)
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The screenshot shows a news article on the CBC Hamilton website. The article title is "City launches new strategy to improve supports for urban Indigenous people". The sub-headline reads: "The city doesn't know what the strategy will look like yet, but it's hired Shylo Elmayan to do the work". The byline is "By Samantha Craggs, CBC News" and the post date is "Posted: Jan 16, 2017 12:42 PM ET". The article features a photo of Shylo Elmayan, a woman with glasses wearing a red top. Below the photo is a caption: "Shylo Elmayan is Hamilton's new senior manager for its new urban Indigenous strategy. (Samantha Craggs/CBC)". To the right of the article is an advertisement for CIBC Private Wealth Management with the text "CAN A FINANCIAL PORTRAIT CAPTURE THE REAL YOU?". At the bottom of the page is a weather forecast for Monday through Thursday.

Monday	Tuesday	Wednesday	Thursday
31°C	31°C	30°C	20°C

City Of Hamilton



The screenshot shows the TVO website header with the logo "tvo Never stop learning" and a search bar. The navigation menu includes "Current Affairs", "Documentaries", "Programs", "TVOKids", "Education", "TV Schedule", "About TVO", and "Support Us". The article title is "The story behind Hamilton's new urban Indigenous strategy". The text below the title reads: "There are 16,000 Indigenous people in Hamilton, many of them marginalized by poverty and racism. A new city program aims to help fix that". The author is Rhiannon Russell, published on Jan 19, 2017. A photo of Shylo Elmayan, the senior project manager, is shown at the bottom of the article.

Jurisdictional Scan Summary

City	Indigenous "Office" Concept	Director / Manager Position leading Indigenous Office	Total FTEs	Close Relations with City Leadership	Indigenous Population (National Household Survey)	Estimated Indigenous Population
Vancouver	YES	YES	1 + 4	YES	52,375	N/A
Edmonton	YES	YES	8	YES	61,765	N/A
Winnipeg	YES	YES	8	YES	78,420	N/A
Calgary	Establishing Indigenous Office as of July 2017				33,370	N/A
Hamilton	NO	Project Manager	1	YES	15,840	N/A
Toronto	NO	NO	1	NO	36,995	Up to & Approximately 70,000*

*TARP 2011 (Toronto Aboriginal Research Report)

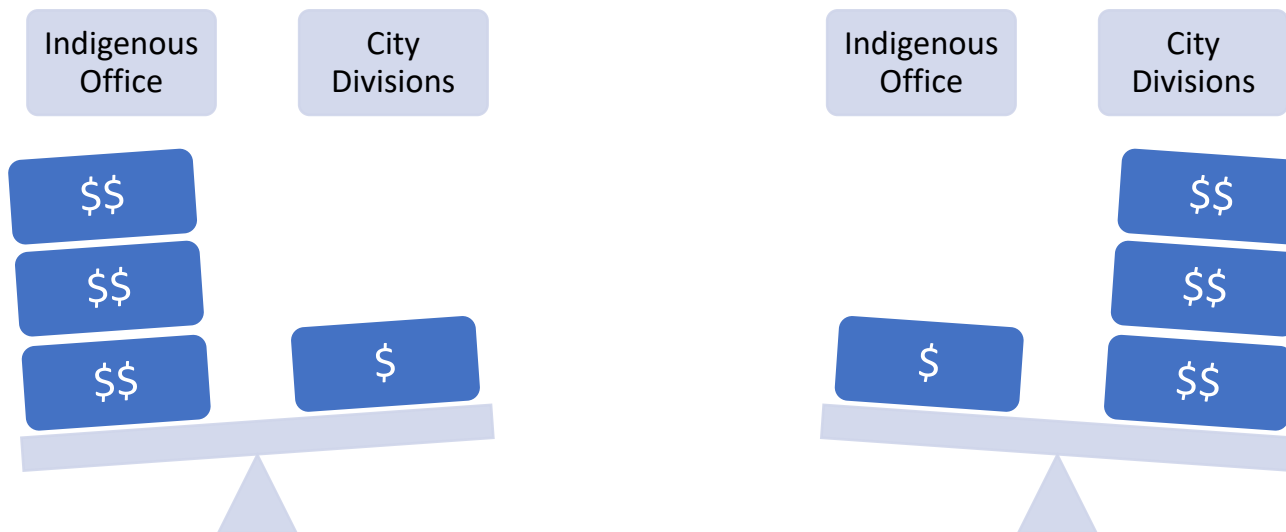
*unpublished findings from St. Michael's Hospital, Our Health Counts Toronto, 2015

Jurisdictional Scan Summary

- City's with an "Indigenous Office" do not report directly to a City Manager, Mayor or City Council. All "Indigenous Offices" are housed in larger City Divisions.
- City's with an "Indigenous Office" had access to City Leadership and were engaged and accountable.
- City's with an "Indigenous Office" had a Manager or Director leading the Office.
- City's with an "Indigenous Office" had resources (FTE staff).
- City's with an Indigenous Office had three broad functions (1) develop and maintain relationships with Indigenous partners and key stakeholders (2) support internal City Divisions (3) Work closely with City leadership and Indigenous councils with a focus on reconciliation.
- Winnipeg has established a tripartite meeting joining three levels of government (Federal, Provincial and Municipal) to focus on social and economic gaps.
- Edmonton engaged in broad community dialogue with the Indigenous community and leaders who discussed and provided their input on issues, concerns, and opportunities.
- Hamilton has embraced the unknown, they don't know what their Indigenous strategy will look like but they know they need one, and they are committed to supporting their Indigenous communities.

Jurisdictional Scan & City Divisions

- The jurisdictional scan did not analyze Indigenous resources allocated within City Divisions. It is possible that cities with an Indigenous Office have limited Indigenous resources allocated within City Divisions.
- It is possible that the City of Toronto has underinvested in its “Indigenous office” but instead placed the majority of its Indigenous resources within City Divisions.
- It is possible that the City of Toronto’s total Indigenous investments is greater than cities with an Indigenous office when Indigenous investments allocated to City Divisions is included.



Jurisdictional Scan: 4 Pillars of Success

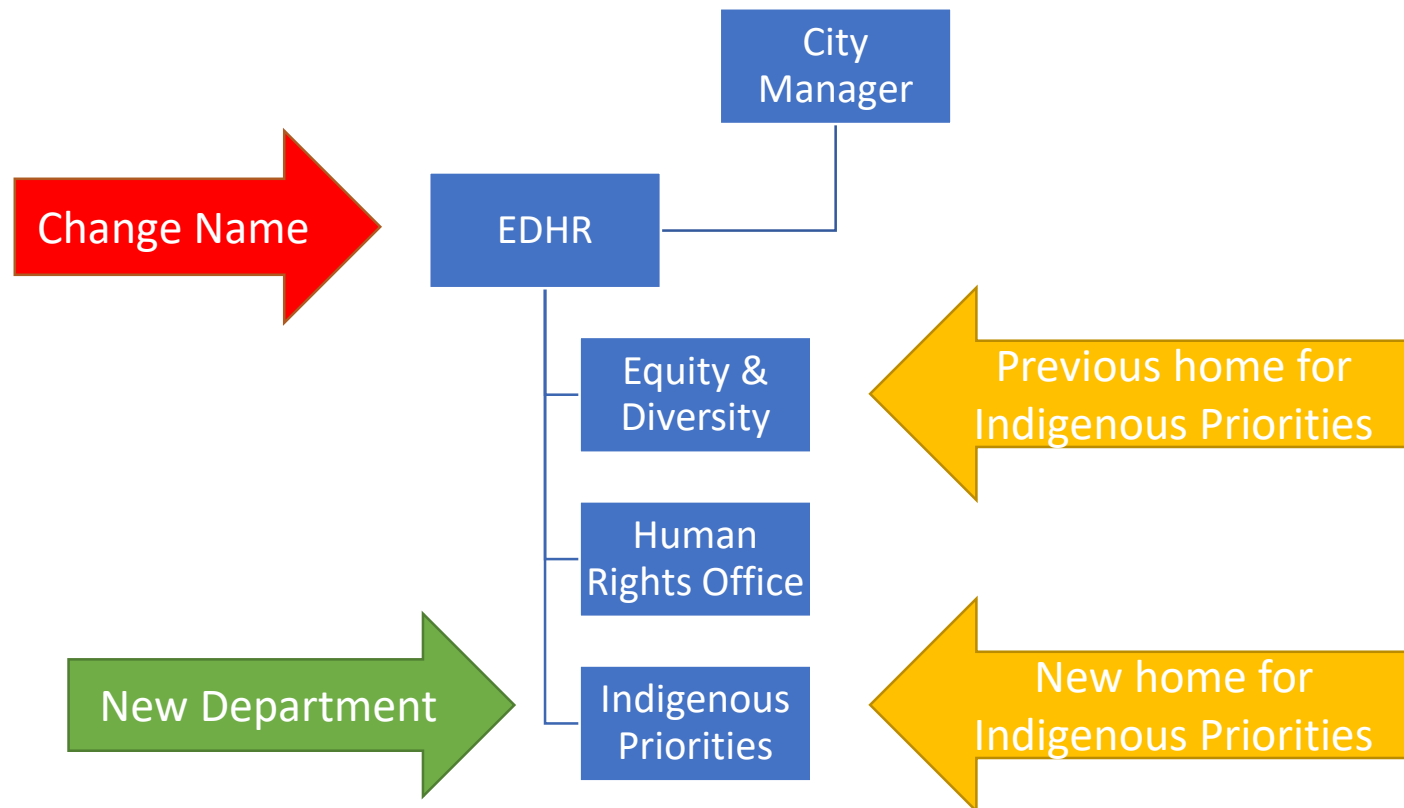


Recommendation #2

- **City of Toronto to create a locus of control for Indigenous priorities within the EDHR Division.**
 - While there is insufficient evidence to support an Indigenous office there is evidence to support a locus of control within a City Division that mirrors other cities within the jurisdictional scan.
- Locus of control, at a minimum, to consist of the following:
 - 1 manager
 - 1 Consultant (external stakeholder relations focus)
 - 1 Consultant (internal support for City Divisions focus)

Recommendation #3

- **City of Toronto to change the name of EDHR to include the word Indigenous (First Nation, Metis & Inuit) and to change mandate to include Indigenous priorities.**



Recommendation #4

- City of Toronto to hold numerous community gatherings; City leadership to meet the Indigenous communities.
 - This will strengthen the relationship between the City of Toronto and Indigenous communities.
 - Gatherings will include Indigenous leadership, key stakeholders, provincial and federal offices, elders, Indigenous community members and site visits by City leadership.

Recommendation #5

- Mayor and City Manager to participate in a minimum of four AAAC meetings a year.
 - Will ensure City leadership is engaged and accountable to the Indigenous communities.

Recommendation #6

- City Divisional leads to meet 4 times a year, in an internal staff meeting, to discuss Indigenous priorities.
 - Will ensure City leadership is engaged and accountable to the Indigenous communities.

Exploratory Consideration #7

- City to explore creating a non-elected permanent Indigenous council seat.

Exploratory Consideration #8

- City to explore installing a Chief Indigenous Reconciliation Officer for a 1 year term reporting to the City manager and Mayor.

Findings:

Shock and Stressors of The
Cultural Genocide

Historical Injustices – A Brief Introduction

- Ignorance about Aboriginal culture, the generalizing of Aboriginal peoples as a homogenous group and racism are prominent features of Canada's relationship with Aboriginal people. As a result of colonization and historical trauma, there has been an undeniable inequality between Indigenous and non-Indigenous communities. Canadian policy throughout our country's history separated Aboriginal children from their parents, extended family and communities; forced Aboriginal children to endure persistent, cumulative emotional neglect and abuse; and, forced Aboriginal children to live in environments of extreme coercion which had them suffer loss of culture, language and spirituality. The psychological impacts to children who experienced these traumas affected not only themselves, as individuals, but also their children and their communities. The harm has been passed on to future generations.
- **The Indian Act** (1876) and related policies and processes, which served to: 1) dispossess Indigenous peoples of land and disrupt traditional economies thereby cutting off sources of food and manufacturing food dependence on colonial authorities (e.g. restricting hunting and gathering practices by restricting mobility); 2) give colonial authorities the power to determine who could be an "Indian"; 3) impede the transmission of identity and traditional knowledge; and 4) undermine the roles and responsibilities of women in previously matriarchal and/or matrilineal societies. The forced relocation of Inuit peoples and the imposition of permanent settlements, compounded for some communities by the mass slaughter of sled dogs. **The residential school system**, which subjected generations of children to sexual, emotional, physical, mental, spiritual and cultural abuse. Historical (**60s Scoop**) and current **child welfare processes**, which have and continue to separate substantial numbers of children from their families and communities.

Historical Injustices



The image shows a screenshot of the BBC News website. At the top, there is a navigation bar with the BBC logo, a 'Sign in' button, and links for News, Sport, Weather, Shop, Earth, and Travel. Below this is a red banner with the word 'NEWS' in white. Underneath the banner is another navigation bar with links for Home, Video, World, US & Canada, UK, Business, Tech, Science, and Magazine. The main content area features the word 'Magazine' underlined, followed by the article title 'Survivors of Canada's 'cultural genocide' still healing' in a large, bold font. Below the title, it says 'By Micah Luxen, BBC News, Canada'. At the bottom left of the article preview, it indicates '4 June 2015 | Magazine'. On the bottom right, there are social media sharing icons for Facebook, Twitter, Messenger, Email, and a 'Share' button.

<http://www.bbc.com/news/magazine-33001425>

The TRC report concludes that the government-led policy amounted to cultural genocide.

"These measures were part of a coherent policy to eliminate Aboriginal people as distinct peoples and to assimilate them into the Canadian mainstream against their will," says a summary of the report.

"The Canadian government pursued this policy of cultural genocide because it wished to divest itself of its legal and financial obligations to Aboriginal people and gain control over their land and resources."



Indigenous children at a residential school in 1950

Prime Minister Stephen Harper apologised to the survivors in 2008, but the report notes "the urgent need for reconciliation runs deep in Canada" and says Canada needs to move from apology to action.

Subjects were kept on starvation-level diets, and given or denied vitamins, minerals and certain foods. Some dental services were also withheld because researchers thought healthier teeth and gums might skew results.

The screenshot shows the CBC News website interface. At the top, there is a navigation bar with the CBC logo and links for TV, RADIO, NEWS, SPORTS, MUSIC, LIFE, ARTS, LOCAL, and MORE. On the right side of the top bar are buttons for WATCH and LISTEN. Below the navigation bar is the main header area featuring the 'CBCnews | Thunder Bay' logo, a photo of two news anchors, and a 'LIVE' indicator for 'Thunder Bay' with a 'Listen Live' button. A secondary navigation bar contains links for Home, Opinion, World, Canada, Politics, Business, Health, Entertainment, Technology & Science, and Video. Below this is a sub-navigation bar with 'Canada' and 'Thunder Bay' buttons. The main content area features a large headline: 'Aboriginal nutritional experiments had Ottawa's approval', followed by a sub-headline: 'Experiments carried out on malnourished children in '40s and '50s, documents show'. Below the headline is the article's metadata: 'CBC News Posted: Jul 30, 2013 8:04 PM ET | Last Updated: Jul 30, 2013 8:44 PM ET'. A large black and white photograph shows a scientist in a lab coat examining a child's teeth. To the right of the article is a 'Stay Connected with CBC News' section with icons for Mobile, Facebook, Podcasts, Twitter, and Alerts. At the bottom right, there is an advertisement for a mortgage-free offer with a 1.5% intro rate.

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Canada Thunder Bay

Aboriginal nutritional experiments had Ottawa's approval

Experiments carried out on malnourished children in '40s and '50s, documents show

CBC News Posted: Jul 30, 2013 8:04 PM ET | Last Updated: Jul 30, 2013 8:44 PM ET

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Chief Justice says Canada attempted 'cultural genocide' on aboriginals

SEAN FINE - JUSTICE WRITER

The Globe and Mail

Published Thursday, May 28, 2015 9:12PM EDT

Last updated Friday, May 29, 2015 1:39PM EDT

261 Comments

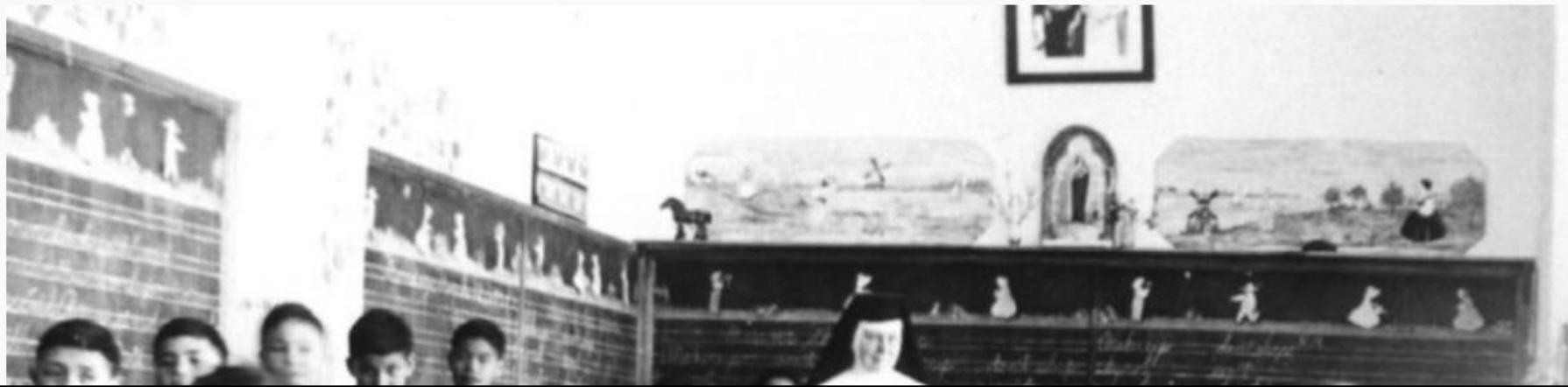


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Supreme Court Chief Justice Beverley McLachlin says Canada attempted to commit "cultural genocide" against aboriginal peoples, in what she calls the worst stain on Canada's human-rights record.

‘Cultural genocide’? No, Canada committed regular genocide

The word “cultural” seems to suggest that the residential school system was designed to destroy cultures but not people, a fact far from reality.



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AUDIO | Sterilization of indigenous women an act of genocide, new book says

Policy makers believed it was 'cheaper to intervene and stop people from reproducing', author says

By Jody Porter, CBC News | Posted: Aug 27, 2015 7:00 PM ET | Last Updated: Aug 28, 2015 11:46 AM ET



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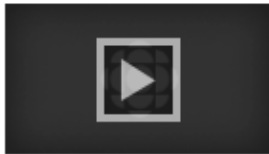
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Residential schools shaped bad parents: survivors

CBC News Posted: Jun 14, 2010 2:13 PM CT | Last Updated: Jun 14, 2010 2:50 PM CT



Interview: Buffy Sainte-Marie 5:57

45 shares



Many Indian residential school survivors blame the experience for making them bad parents.

As the Truth and Reconciliation Commission prepares for its first national event this week in Winnipeg, former students say they were denied parental love and role models and that has affected their own children.

"I brought them up in a pretty horrible way — didn't know how to parent, didn't know how to show love," said Peguis First Nation elder Josie Bear.

She was exposed to severe discipline as a student in residential schools. As a result, she treated her own children much the same, she said.

Daphne Thomas, an elder and healer on Peguis First Nation — Manitoba's largest reserve with about



Students are seen at an Indian residential school classroom in Resolution, N.W.T. ((National Archives of Canada))

'I brought them up in a pretty horrible way — didn't know how to parent, didn't know how to show love.'

—Peguis First Nation elder Josie Bear

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Historical Injustices - Summary

- The banning of cultural activities, suppression of economic activity, physical violence, land dispossession, forced relocation, psychological and sexual abuse in residential schools, forced sterilization, removal of traditional governments, and the rejection of treaty rights...all testifies to a past that has created current day Indigenous inequality that should be unacceptable to Canadians and Torontonians.

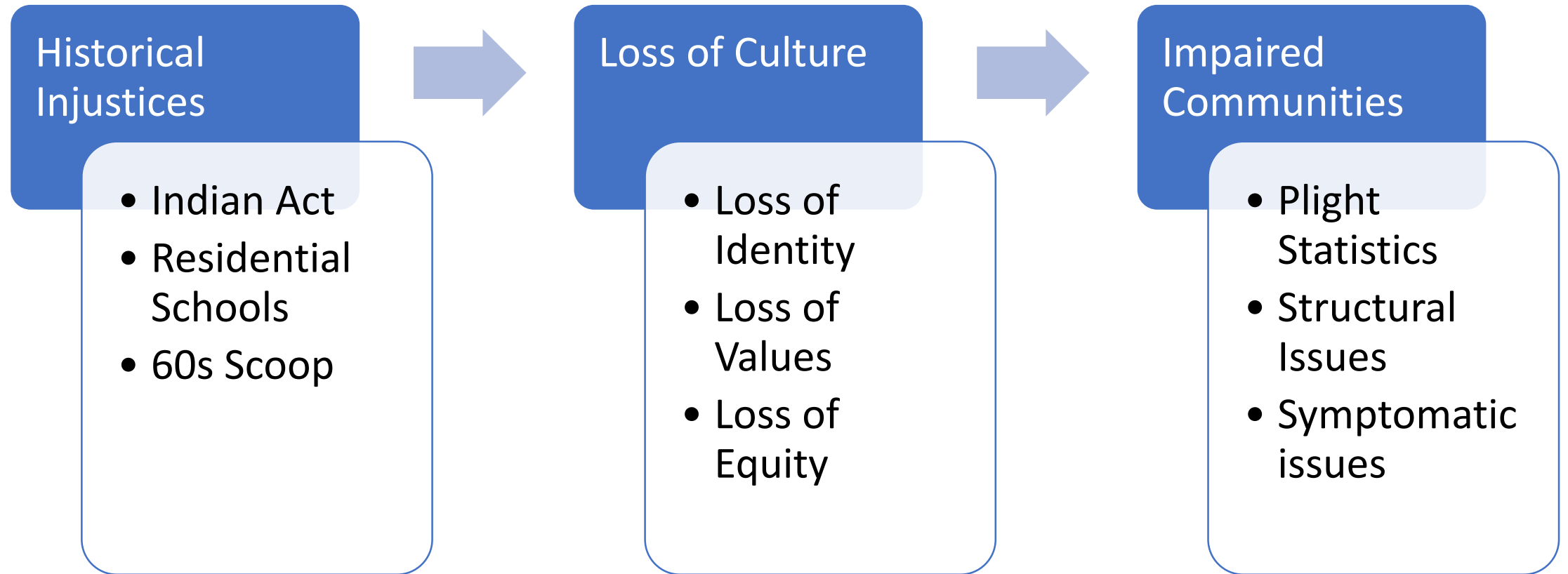
Recommendation #9

- City of Toronto to educate City staff on Indigenous historical & contemporary issues, culture and reconciliation.

Findings:

Toronto Indigenous Plight Statistics

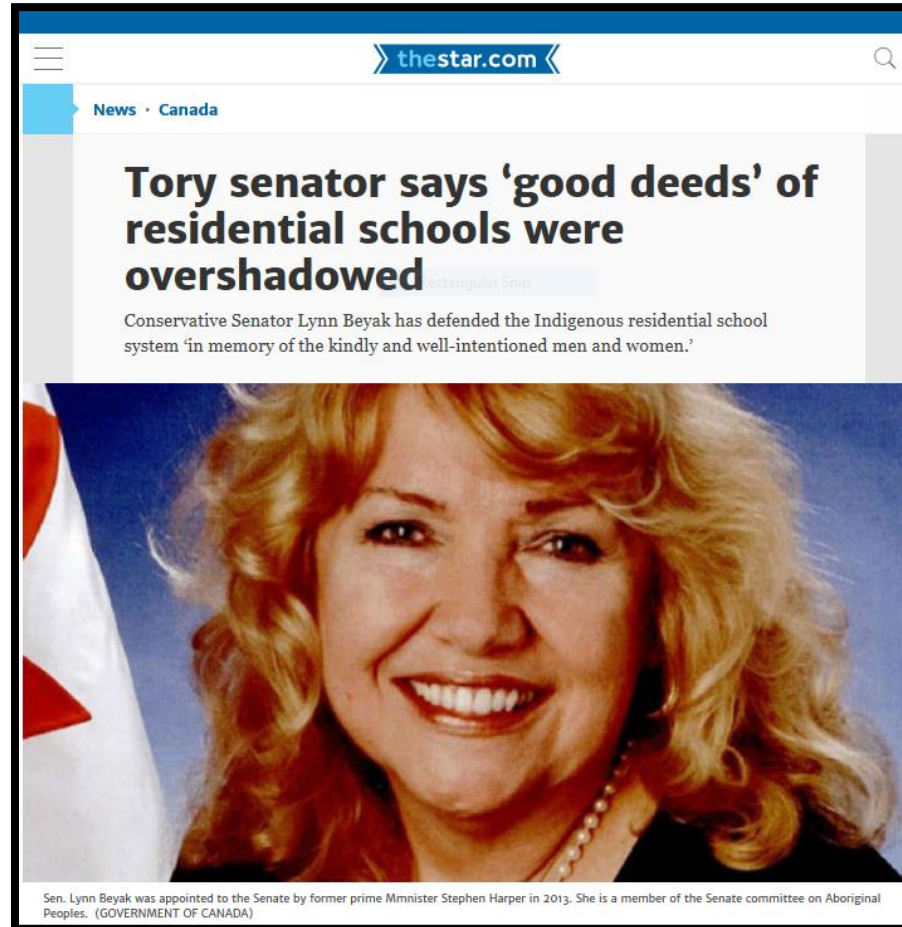
Linking Historical Injustices to Racism to Plight Statistics



Racism, Colonization and Plight Statistics

- **Racism** and **colonization** are intertwined and together deeply impact the health and well-being of Indigenous peoples in Canada. Colonization has been recognized as having a fundamental impact on the health and well-being of Indigenous peoples.
- At the individual, family and community level, Indigenous peoples have been managing racism and its impacts on health and well-being for hundreds of years, demonstrating resilience in the face of violence, cultural genocide, legislated segregation, appropriation of lands and social and economic oppression.
- **The social determinants of health have emphasized the fundamental role of colonization, racism, social exclusion and a lack of self-determination in the alarming disparities in Indigenous and non-Indigenous peoples' health.** Information about Indigenous health cannot be understood outside of the context of colonial policies and practices both past and present.
- **The process of colonization has resulted in ongoing and entrenched racism against Indigenous peoples. Racist ideologies continue to significantly affect the health and well-being of Indigenous peoples, cutting across the social determinants of health, impacting access to education, housing, food security and employment, and permeating societal systems and institutions.**

Institutional Racism Still in Government



Beyak's views on residential schools and about citizenship and status are dangerous precisely because they aren't uncommon. Many Canadians remain ignorant about residential schools and there are plenty who also believe, like Beyak, that **Aboriginal people are a drag on the public purse and "just need to get over" colonization.**

<http://www.macleans.ca/politics/why-does-lynn-beyak-still-have-a-job/>

Recommendation #10

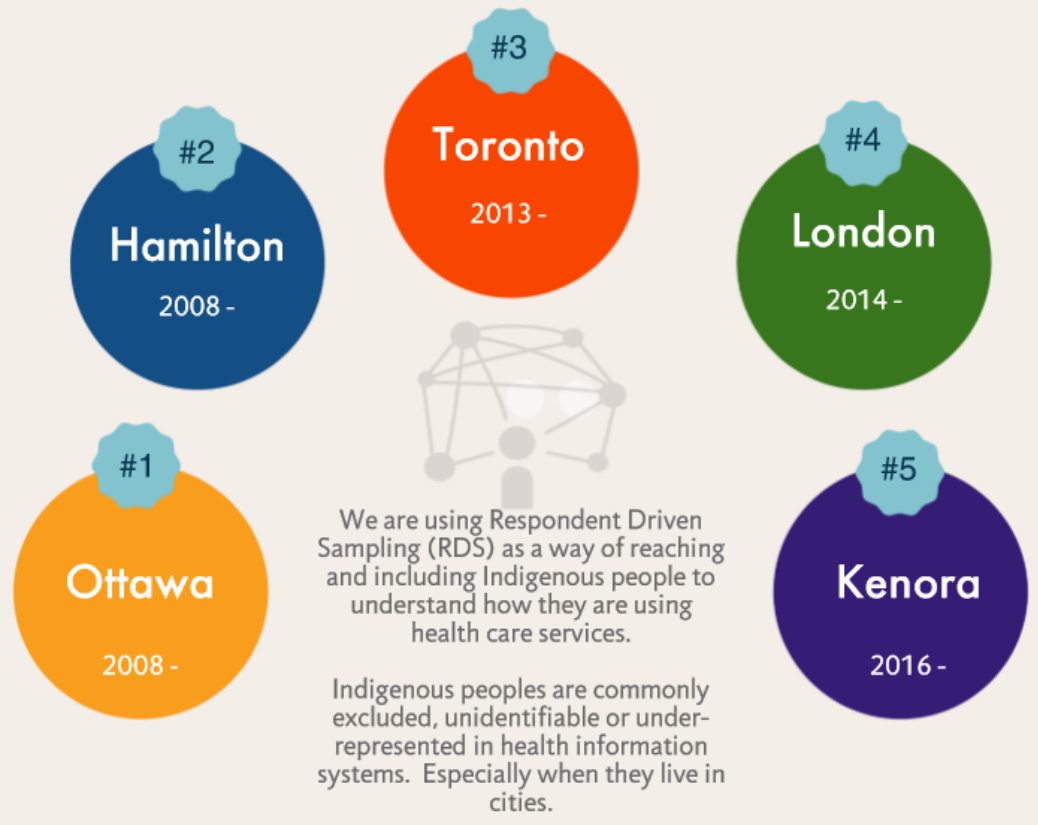
- City to establish a taskforce to review decolonization of Toronto City Hall



OUR HEALTH COUNTS

Urban Indigenous Health Database Projects

Urban communities involved in this ongoing study



Urban Plight Statistics

Striking levels of poverty, illness found in Aboriginal People living in urban areas: study

Toronto, December 8, 2011



TORONTO, Dec. 8, 2011 — More than 60 per cent of Canada's Aboriginal population live in urban areas and are experiencing high rates of illness, poverty and challenges in access to food and housing security, new research shows.

"We all continue to be shocked by the living conditions in places like Attawapiskat, but it's important to realize this is also happening right here in our backyards," said Dr. Janet Smylie, lead investigator of the study and a researcher at the Centre for Research and Inner City Health at St. Michael's Hospital.

The *Our Health Counts Urban Aboriginal Health Database project*, a first-of-its-kind health database for urban Aboriginal People in Ontario, was created to fill the gaps in Aboriginal health information and to understand the full extent of health issues and challenges experienced by this population.

http://www.stmichaelshospital.com/media/detail.php?source=hospital_news/2011/20111208_hn



Statistics from: City of Toronto's First Indigenous Health Strategy 2016-2021

Context

Toronto has the largest and most diverse urban Indigenous population in Ontario (Environics Institute, 2010). There is little local data on Indigenous health. However, national and First Nations databases indicate that Indigenous people fare worse than the non-Indigenous population on a myriad of health indicators (Gionet & Roshanasfshar, 2013; Olding et al., 2014).

Indigenous people living in Toronto face a disproportionate burden of challenges across the known social determinants of health, as well as barriers in accessing health services. Indigenous people experience higher rates of poverty, unemployment, homelessness, involvement with child welfare, food insecurity and challenges within the education system – all contributing to poor health outcomes (McCaskill et al., 2011; NCCAB, 2013; Olding et al., 2014; Steward et al., 2013). Despite these health inequities and hardships, Toronto's Indigenous community has tremendous strength and resilience.

INCOME (BEFORE TAXES) – PERCENTAGE OF INDIGENOUS POPULATION LIVING UNDER LOW INCOME CUT OFF



Our Health Counts Toronto: **90%**³
According to Statistic Canada's 2011 National Household Survey: **26%**⁴

Our Health Counts notes that the majority of Indigenous People living in Toronto did not participate in the 2011 NHS and those who did participate had higher incomes. This participation bias is created because the main NHS recruitment method is to send mail to fixed addresses using the voting registrar. People with low incomes are more likely to move frequently or be homeless, and therefore may not receive this mail.

PERCENTAGE OVER THE AGE OF 15 WITHOUT A CERTIFICATE, DIPLOMA OR DEGREE IN TORONTO

25%
ABORIGINAL COMMUNITY^{*11}

17.5%
GENERAL POPULATION¹²

**Our Health Counts Toronto notes that this percentage may be significantly higher.*

HOMELESSNESS

16%
OF HOMELESS POPULATION IDENTIFY AS ABORIGINAL²



LANGUAGE

TARP FOUND THAT
19%
OF ITS RESPONDENTS COULD SPEAK AN INDIGENOUS LANGUAGE¹⁴

MIGRATION AND MOBILITY

PERCENTAGE OF TORONTO'S INDIGENOUS COMMUNITY BORN OUTSIDE OF CITY:
73%¹³

AGE

39 MEDIAN AGE IN TORONTO	32 MEDIAN AGE OF ABORIGINAL IDENTITY IN TORONTO
15% GENERAL POPULATION UNDER 15 ⁵	22% ABORIGINAL POPULATION UNDER 15 ⁶

MENTAL HEALTH

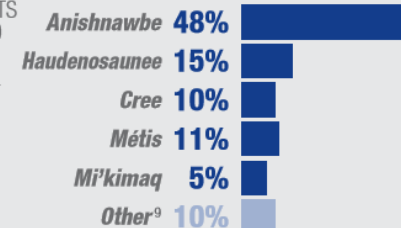
14%
OF INDIGENOUS MENTAL HEALTH PATIENTS IN HOSPITALS REPORTED BEING HOMELESS

IN CONTRAST TO

8%
OF PATIENTS FROM THE GENERAL POPULATION¹⁹

DIVERSITY

PARTICIPANTS IN THE 2010 TORONTO ABORIGINAL RESEARCH PROJECT IDENTIFIED AS:



Toronto Aboriginal Profile From Statistics Canada

A young population

- Nearly four in ten (38%) Aboriginal people were under the age of 25, compared to 32% of non-Aboriginal people.
- Only 5% of Aboriginal people were 65 years and over, compared to 11% of the non-Aboriginal population

Aboriginal children more likely than non-Aboriginal children to live with a lone parent

- Aboriginal children were more likely to live with a lone mother (34% Aboriginal versus 14% Non-Aboriginal)

Aboriginal youth less likely to be attending school

- Aboriginal youth aged 15 to 24 living in Toronto had lower school attendance rates than their non-Aboriginal counterparts (64% versus 73%)

Lower Educational Attainment

- Nearly one-quarter (23%) of Aboriginal men and one in five (19%) Aboriginal women 25 to 64 years of age had less than a high school education, compared to 12% of their non-Aboriginal male and female counterparts

Higher unemployment rates

- unemployment rate⁵ for the Aboriginal core working age population (aged 25 to 54) in Toronto was higher than that of the non-Aboriginal population (8.0% compared to 5.4%)

Total income lower for Aboriginal people

- three in ten (30%) Aboriginal people with income in Toronto had a total income of \$40,000 or over compared to about one-third (34%) of their non-Aboriginal counterparts

Over one in four Aboriginal people in Toronto living below the low-income cut-off

- over one in four (27%) Aboriginal people were living under the LICO, compared to 18% of non-Aboriginal people
- about one-third (32%) of Aboriginal children (aged 14 years and under) in Toronto were living under the LICO, compared to 23% of non-Aboriginal children

More than half of Toronto's Aboriginal population moved during the past 5 years

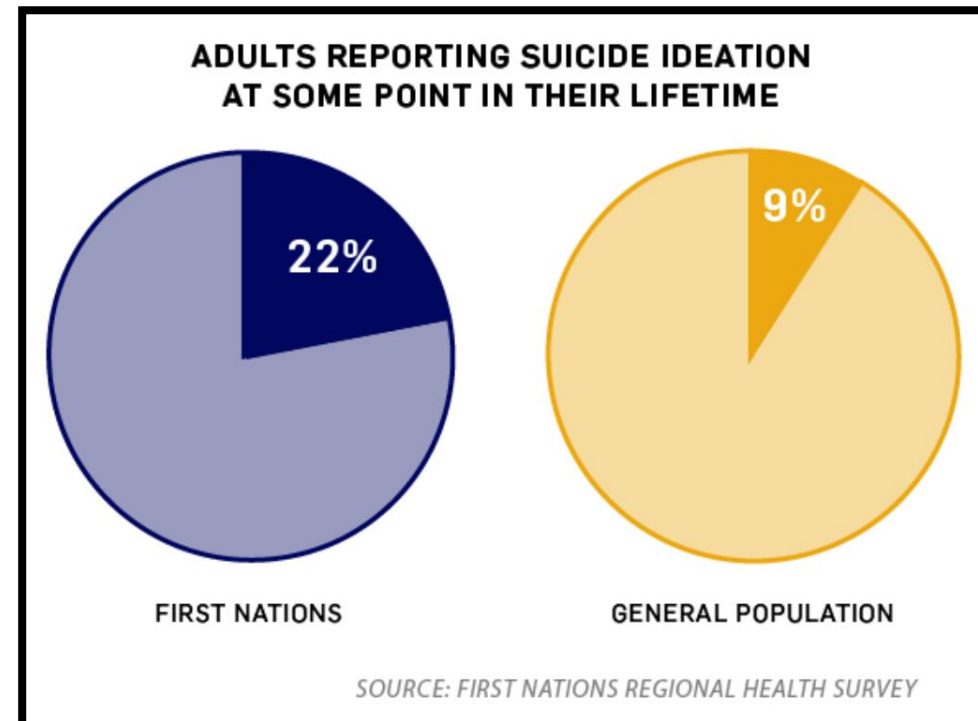
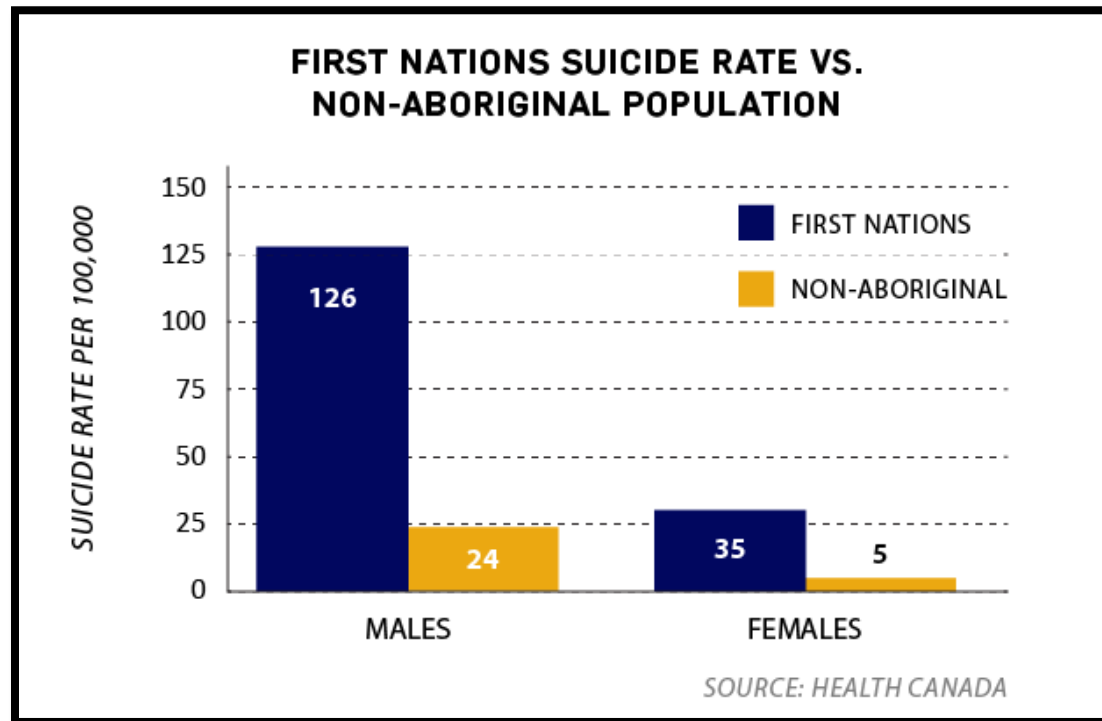
- About half (48%) of the Aboriginal population had lived at the same address five years ago, compared to 55% of the non-Aboriginal populations. The number of Indigenous people reported living in Toronto does not include all of the Aboriginal people who may have lived in Toronto at some point during the year, but only those who were living in Toronto on that particular day the census was conducted. It is important to remember that many people move between communities – for example, someone might move from a reserve community to a large city and back again within the same year.

One in eight live in homes needing major repairs

- about one in eight (12.4%) Aboriginal people lived in homes requiring major repairs. In comparison, the share of Toronto's non-Aboriginal population living in dwellings in need of major repairs was 5.7%

Community Struggles

The one statistic that summarizes the negative reality of Indigenous communities born from the historical injustices.



Recommendation #11

- City of Toronto to declare Indigenous matters a City priority.

Findings:

Apology from the Crown

Direction from the Crown

Federal



The screenshot shows a news article header from thestar.com. The navigation bar includes 'the star.com' and 'News · Canada'. The main headline is 'Harper officially apologizes for native residential schools'. Below the headline is a sub-headline: 'The federal government was wrong to tear thousands of aboriginal children from their parents and communities and force them into residential schools where they were subjected to maltreatment and abuse, Prime Minister Stephen Harper said today.'

https://www.thestar.com/news/canada/2008/06/11/harper_officially_apologizes_for_native_residential_schools.html

Provincial



The screenshot shows a news article header from thestar.com. The navigation bar includes 'the star.com' and 'News · Canada'. The main headline is 'Kathleen Wynne offers indigenous people 'a formal apology for the abuses of the past''. Below the headline is a sub-headline: 'Premier responds to Truth and Reconciliation Commission report by apologizing for "injustices inflicted upon indigenous communities."'

<https://www.thestar.com/news/canada/2016/05/30/kathleen-wynne-to-reveal-ontarios-response-to-truth-and-reconciliation-commission.html>



Statement of Apology – to former students of Indian Residential Schools

The treatment of children in Indian Residential Schools is a sad chapter in our history.

For more than a century, Indian Residential Schools separated over 150,000 Aboriginal children from their families and communities. In the 1870s, the federal government, partly in order to meet its obligation to educate Aboriginal children, began to play a role in the development and administration of these schools. Two primary objectives of the Residential Schools system were to remove and isolate children from the influence of their homes, families, traditions and cultures, and to assimilate them into the dominant culture. These objectives were based on the assumption Aboriginal cultures and spiritual beliefs were inferior and unequal. Indeed, some sought, as it was infamously said, “to kill the Indian in the child”. Today, we recognize that this policy of assimilation was wrong, has caused great harm, and has no place in our country.

One hundred and thirty-two federally-supported schools were located in every province and territory, except Newfoundland, New Brunswick and Prince Edward Island. Most schools were operated as “joint ventures” with Anglican, Catholic, Presbyterian or United Churches. The Government of Canada built an educational system in which very young children were often forcibly removed from their homes, often taken far from their communities. Many were inadequately fed, clothed and housed. All were deprived of the care and nurturing of their parents, grandparents and communities.

First Nations, Inuit and Métis languages and cultural practices were prohibited in these schools. Tragically, some of these children died while attending residential schools and others never returned home.

The government now recognizes that the consequences of the Indian Residential Schools policy were profoundly negative and that this policy has had a lasting and damaging impact on Aboriginal culture, heritage and language. While some former students have spoken positively about their experiences at residential schools, these stories are far overshadowed by tragic accounts of the emotional, physical and sexual abuse and neglect of helpless children, and their separation from powerless families and communities.

The legacy of Indian Residential Schools has contributed to social problems that continue to exist in many communities today.

It has taken extraordinary courage for the thousands of survivors that have come forward to speak publicly about the abuse they suffered. It is a testament to their resilience as individuals and to the strength of their cultures. Regrettably, many former students are not with us today and died never having received a full apology from the Government of Canada.

The government recognizes that the absence of an apology has been an impediment to healing and reconciliation. Therefore, on behalf of the Government of Canada and all Canadians, I stand before you, in this Chamber so central to our life as a country, to apologize to Aboriginal peoples for Canada’s role in the Indian Residential Schools system.

To the approximately 80,000 living former students, and all family members and communities, the Government of Canada now recognizes that it was wrong to forcibly remove children from their homes and we apologize for having done this. We now recognize that it was wrong to separate children from rich and vibrant cultures and traditions, that it created a void in many lives and communities, and we apologize for having done this. We now recognize that, in separating children from their families, we undermined the ability of many to adequately parent their own children and sowed the seeds for generations to follow, and we apologize for having done this. We now recognize that, far too often, these institutions gave rise to abuse or neglect and were inadequately controlled, and we apologize for failing to protect you. Not only did you suffer these abuses as children, but as you became parents, you were powerless to protect your own children from suffering the same experience, and for this we are sorry.

The burden of this experience has been on your shoulders for far too long. The burden is properly ours as a Government, and as a country. There is no place in Canada for the attitudes that inspired the Indian Residential Schools system to ever again prevail. You have been working on recovering from this experience for a long time and in a very real sense, we are now joining you on this journey.

The Government of Canada sincerely apologizes and asks the forgiveness of the Aboriginal peoples of this country for failing them so profoundly.

In moving towards healing, reconciliation and resolution of the sad legacy of Indian Residential Schools, implementation of the Indian Residential Schools Settlement Agreement began on September 19, 2007. Years of work by survivors, communities, and Aboriginal organizations culminated in an agreement that gives us a new beginning and an opportunity to move forward together in partnership. A cornerstone of the Settlement Agreement is the Indian Residential Schools Truth and Reconciliation Commission.

This Commission presents a unique opportunity to educate all Canadians on the Indian Residential Schools system. It will be a positive step in forging a new relationship between Aboriginal peoples and other Canadians, a relationship based on the knowledge of our shared history, a respect for each other and a desire to move forward together with a renewed understanding that strong families, strong communities and vibrant cultures and traditions will contribute to a stronger Canada for all of us.

On behalf of the Government of Canada
The Right Honourable Stephen Harper,
Prime Minister of Canada

June 11, 2008



Recommendation #12

- **City of Toronto to seek advice from the Crown (Federal & Provincial) on establishing an Indigenous Office.**
- The Municipality of Toronto has no standing when it comes to Indigenous issues. Both the Federal and Provincial governments have dedicated offices to deal with Indigenous issues. The City of Toronto is not congruent with other levels of government making it difficult for the government to comply with its fiduciary responsibility to implement Duty to Consult and Accommodate.
- Should the municipality of Toronto apologize? City of Toronto would require to be on a reconciliation path to determine answer.
- Note: An apology is not the central focus of reconciliation or the end point. Reconciliation is about healing and an apology is one point along the path and is by no means the pivotal reflection point.

Recommendation #13

- City to establish a tripartite meeting with the Federal and Provincial governments to improve Indigenous wellbeing in Toronto.

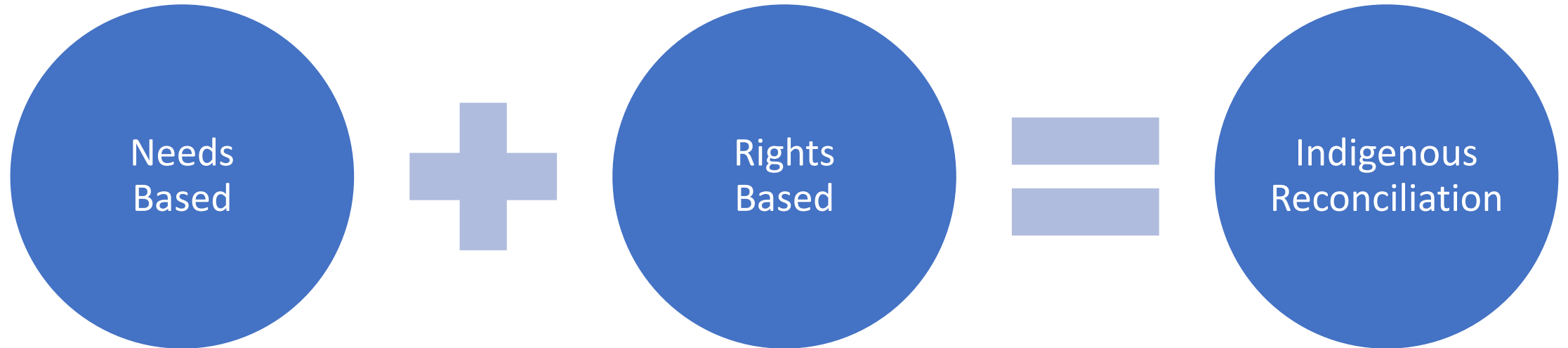
Findings:

Indigenous
Self-determination

Indigenous Peoples (First Peoples)

- Indigenous do not regard themselves as immigrants or minorities.
- They believe their involuntary “minority” status was forcibly imposed.
- They see themselves as relatively independent communities.
- Aboriginal peoples define themselves as descendants of the original occupants whose collective and inherent rights to self-determination over internal jurisdictions have never been extinguished but remain intact as a basis for entitlement and engagement.

The Indigenous Equation



To effectively work collaboratively with Indigenous communities two perspectives and approaches should be considered. The needs-based approach and the rights-based approach. The needs-based approach addresses the impact of the historical injustices. The rights-based approach respects the Nation status of the Indigenous peoples and the right to self-determination.

Indigenous Priorities

Needs-Based Priorities

- Historical Injustices
- Cultural genocide
- Impaired communities
- Structural issues
- Symptomatic issues
- Plight statistics
- Capacity building
- Holistic care
- Well-being
- Healing

Rights-Based Priorities

- Indigenous are not minorities or immigrants
- Indigenous are First Peoples
- First Nations are Nations within a Nation
- Inherent rights to self-determination
- Land rights
- Treaty rights
- Duty to consult and accommodate
- Constitutional rights
- Canadian policy on Indigenous rights to self-determination
- United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)
- Reconciliation

Canadian Constitution & Right of Self-Government

Section 35 of the Constitution Act, 1982 provides constitutional protection to the Aboriginal and treaty rights of Aboriginal peoples in Canada.

1982

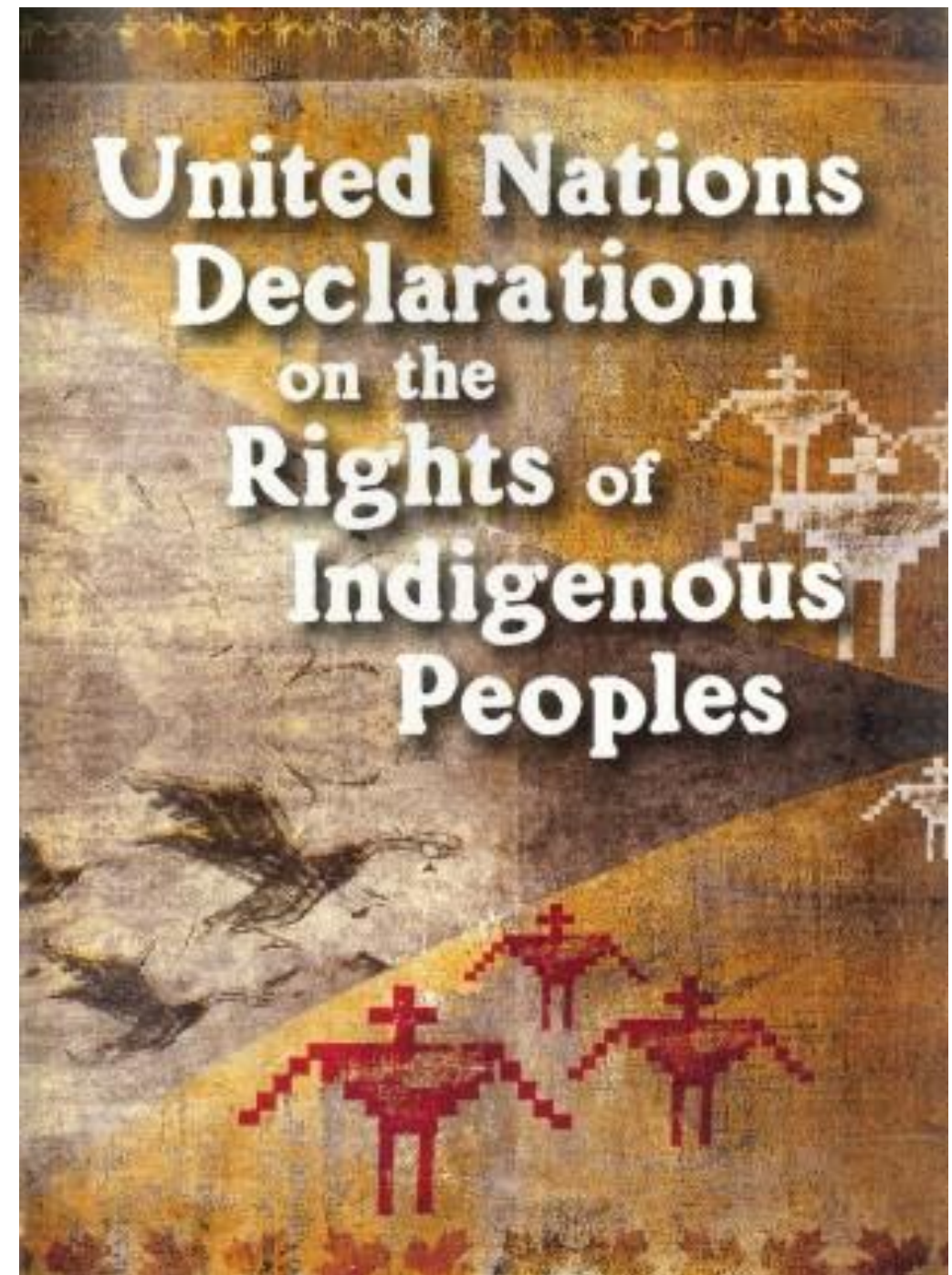
Since 1995 the Government of Canada has had a policy recognizing the inherent right of self-government under section 35 of the Constitution.

1995

Duty to Consult and Accommodate

- In Canada, the duty to consult and accommodate with Aboriginal peoples arises when the Crown contemplates actions or decisions that may affect an Aboriginal person's Aboriginal or Treaty rights. This duty flows from the honour of the Crown and its fiduciary duty to Indigenous peoples.
- The obligation to provide consultation and a decision-making process that is compatible with the honour of the Crown is **embedded in Section Thirty-five of the Constitution Act, 1982** and Treaties.
- The municipality of Toronto has no standing but it takes direction from the Crown. However, the City adopted the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) placing Toronto in the midst of rights-based issues.

- **City Actions**
- The City adopted the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) as part of the City's year-long proclamation on Truth and Reconciliation 2013 – 2014.
- The City in its 2003 Vision Statement on Access and Equity acknowledged the unique status and cultural diversity of the Aboriginal communities and their right to self-determination.



City of Toronto Recognizes Indigenous Unique Status & Right to Self-Determination

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Aboriginal Affairs

Pow Wow at Fort York, Toronto

Contact Information

Equity, Diversity & Human Rights
City Hall, 14th Floor
100 Queen St. W.
Toronto, ON M5H 2N2
Multilingual Services: 311

Telephone: [416-392-8592](tel:416-392-8592)
TTY: 416-338-0889
Fax: 416-696-4174
Email: diversity@toronto.ca

Human Rights Office
Telephone: [416-392-8383](tel:416-392-8383)
TTY: 416-397-7332
Fax: 416-696-4174
Email: humanrights@toronto.ca

Recognize unique status?

The City of Toronto acknowledges that we are on the traditional territory of the Mississaugas of the New Credit, the Huron-Wendat, the Haudenosaunee and home to many diverse Aboriginal Peoples.

Toronto has the largest Aboriginal population in Ontario and the 4th largest in Canada. Aboriginal Peoples hold a unique legal and constitutional position in Canada. The City of Toronto has affirmed this unique position in its vision statement on Access, Equity and Diversity: "The City recognizes the unique status and cultural diversity of the Aboriginal communities and their right to self-determination."

Recognize right to self determination?

From the City of Toronto Website

Aboriginal Peoples hold a unique legal and constitutional position in Canada. The City of Toronto has affirmed this unique position in its vision statement on Access, Equity and Diversity. "The City recognizes the unique status and cultural diversity of the Aboriginal communities and their right to self-determination."

Toronto recognizes and affirms the United Nations Declaration on the Rights of Indigenous Peoples.

NOW THEREFORE, I, Mayor Rob Ford, on behalf of Toronto City Council, do hereby proclaim **November 12, 2013 to November 12, 2014** as "**Year of Truth and Reconciliation**" in the City of Toronto.

Guiding Principles

- The City of Toronto recognizes the inherent rights of Aboriginal people as outlined in the Canadian Constitution.
- acknowledges that the City has grown on Aboriginal land and that there has always been Aboriginal people in this area and that they have contributed to the history of the City of Toronto.
- recognizes that Aboriginal people are First Nations, Métis and Inuit people and that there is large diversity within those groups.
- recognizes that Aboriginal people are part of the social fabric of the city.
- understands that many Aboriginal people living in Toronto are affected by historical and contemporary injustices which continue to have profound impacts on most, if not all, aspects of life.
- celebrating a strong sense of Aboriginal identity, through cultural expression, language, spiritual practice, and/or community relations, is fundamental to the well-being of the Aboriginal communities.
- respects the strength and capacity of Aboriginal organizations in Toronto and acknowledges that this has fostered positive change for Aboriginal people living in Toronto.

Recommendation #14

- City of Toronto to define how it is implementing Indigenous self-determination principles and the entire rights-based apparatus.



It is unclear how City of Toronto's words are matching its action as it relates to Indigenous rights-based priorities.

Findings:

City of Toronto Deficiencies

Toronto is Lacking Evidence of Fiduciary Responsibility Owed to Indigenous Communities

City of Toronto Deficiencies

City Resources	Status	Progress-to-date
Indigenous Strategy (City wide)	Does Not Exist	None
Indigenous Commitments	Established 2010	Some
Reconciliation Plan (City wide that goes beyond TRC)	Does Not Exist	None
Indigenous Action Plan (City Wide)	Does Not Exist	None
Indigenous Performance Indicators (City Wide)	Does Not Exist	None
Indigenous Relationship Protocol With Communities	Does Not Exist	None
Mechanisms to Implement Indigenous Self-determination Principles	Does Not Exist	None
A willingness to assign an urgency / priority level to address Indigenous socio-economic priorities Within the City of Toronto	Does Not Exist	None

This analysis is technically out of scope for this report. It is only being included to ensure the City of Toronto conducts its own due diligence analysis and reports back to the Indigenous communities. However, the AAAC and the City of Toronto were unable to produce evidence to support progress on these matters.

Evidence (Opinion) from Councillor Mike Layton

Toronto ▾
metro

News / Toronto

Indigenous presence at city hall needs to advance beyond symbolic gestures: Councillor

Toronto Coun. Mike Layton said there's been a lack of funding for projects related to the city's commitment to the Calls to Action found in the Truth and Reconciliation Commission report.

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"We've done a good job with the ceremonial pieces," said Layton, who co-chairs the city's Aboriginal Affairs Committee. "Where we've failed to deliver is on the more intense resource pieces around making sure that we have a reconciliation agenda that's recognized by the various divisions and implemented all the way up the ladder within the individual departments of the city."

"We've said we're making a commitment but we haven't gone ahead and actually assigned the resources to the tasks," he said, noting it's been three years since the city agreed to train staff on Indigenous cultural competency — and it still hasn't happened.

"I think we need a very strong voice for the Aboriginal community, someone that's going to help us break down these silos that have put the Aboriginal issue in one place and not across the corporation," he said.

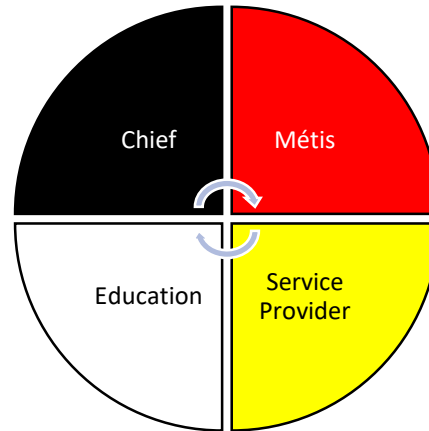
Recommendation #1 (repeated for effect)

- **City of Toronto to perform an evaluation of its Indigenous strategy, operations, and reconciliation efforts.**
- The City of Toronto needs to provide documentation and evidence on the following:
 - City wide Indigenous strategy document
 - Individual divisional strategies are insufficient evidence
 - City wide Indigenous operational plan document
 - Individual divisional plans are insufficient evidence
 - City wide reconciliation accord document
 - Using portions of TRC recommendations (Truth and Reconciliation Commission) is insufficient evidence. A Toronto reconciliation accord can include TRC recommendations but TRC recommendations cannot constitute the entire Toronto reconciliation accord. Toronto must customize its approach to match the needs of the local Indigenous communities. The word accord is being used as it denotes the meaning of partnership, consensus, and agreement. An accord requires a relationship with the Indigenous communities.
- Statements of commitments, TRC recommendations, and relying on City Divisional work does not constitute or replace the need for an overall City wide Indigenous strategy, operational plan and reconciliation accord.
- **City must be able to produce evidence of its leadership on the Indigenous file.** City Divisional work, while critical, is insufficient evidence to demonstrate leadership and fiduciary responsibility owed to Indigenous communities.

Consultation with the Indigenous Leadership

Consultation with Indigenous Leadership

- It is a difficult task to synthesize and summarize topics involving the Indigenous communities. There is much complexity and layers of understanding to absorb.
- To avoid as much miscommunication as possible we asked each Indigenous leader we consulted with to write a letter, in their voice, on their thoughts about what reconciliation means to them and the people they serve.
- Given the limited amount of time to complete this work we received four letters from the Indigenous leadership. These letters capture four distinct voices from the Indigenous communities:



- We ask the reader of this report to pause here and read each letter submitted:
 - **Jonathan Hamilton-Diabo**: Director, Indigenous Initiatives: Office of the Vice-President & Provost: University of Toronto
 - **Frances Sanderson**: Executive Director: Nishnawbe Homes Inc.
 - **Ava Hill**: Chief: Six Nations of the Grand River
 - **Tera Beaulieu & Todd Ross**: President & Chair/ Vice President: Toronto and York Region Métis Council

Recommendation #15

- City of Toronto to respond to each letter submitted by the Indigenous leadership regarding the feasibility of an Aboriginal Office.

Consultation with Indigenous Leadership

- We asked members of the Aboriginal Affairs Advisory Committee (AAAC) to fill out an anonymous survey (Survey Monkey) to capture their thoughts on Toronto City Hall. The survey focused on the following categories:
 1. **Trust** with City
 2. **Relationship** with City
 3. **Urgency** of City prioritizing Indigenous issues
 4. **Progress** of City on achieving Indigenous priorities
 5. **Indigenous** Knowledge within the City
 6. **Reporting Structure** of an Indigenous Office
- Seven members of the AAAC completed the survey. The results are contained on the next page along with commentary on results which match what was said in person during the consultations.

Aboriginal Affairs Advisory Committee Survey Results

Category	Survey Question	Result	Interpretation
Trust	How would you rate the level of TRUST between the Indigenous community and Toronto City Hall? 1 star being the lowest rating and 5 stars being the highest rating	2.43	Low level of trust between Indigenous communities and City Hall
Relationship	How would you rate the RELATIONSHIP between the Indigenous community and Toronto City Hall? 1 star being the lowest rating and 5 stars being the highest rating.	1.86	No authentic relationship between Indigenous communities and City Hall
Urgency	How would you rate the LEVEL OF URGENCY of Indigenous priorities within Toronto City Hall? 1 star being the lowest rating and 5 being the highest rating.	2.43	Low level of urgency to prioritize Indigenous issues within City Hall
Progress	How would you rate the LEVEL OF PROGRESS on Indigenous priorities within Toronto City Hall? 1 star being the lowest rating and 5 stars being the highest rating.	2.00	Little progress achieved by City Hall on Indigenous priorities
Indigenous Knowledge	How would you rate the level of KNOWLEDGE OF INDIGENOUS ISSUES within Toronto City Hall? 1 star being the lowest rating and 5 stars being the highest rating.	1.14	Knowledge of Indigenous issues almost nonexistent at City Hall
Reporting Structure	Where should an Indigenous Office be placed within the City structure?	100% of participants answered: Report directly to the Mayor's Office (includes City Manager and Council)	

Consultation Themes & Summary

- Indigenous leadership furious at the lack of progress by City Hall
- Very little trust, relationship, progress or urgency from City Hall on Indigenous priorities.
- Mayor not engaged; no City leadership on the Aboriginal file.
- Indigenous Office is required to champion Indigenous priorities.
- Lack of City leadership and progress on the Indigenous file requires Indigenous Office to report to the Mayor, City Manager and Council (City Leadership).
- Reconciliation requires that the Indigenous Office report to City Leadership
 - The damage committed by the Canadian government (including the municipality of Toronto) necessitates a healing process. This healing process requires political capital and leadership. To rebuild trust between the Indigenous communities and City Hall a reconciliation process requires an Indigenous Office to report directly to the City Manager, Mayor and Council. Anything less would not rebuild the trust necessary to heal and make progress.

Aboriginal Office Feasibility “The Lens”

Indigenous Communities Affirm:

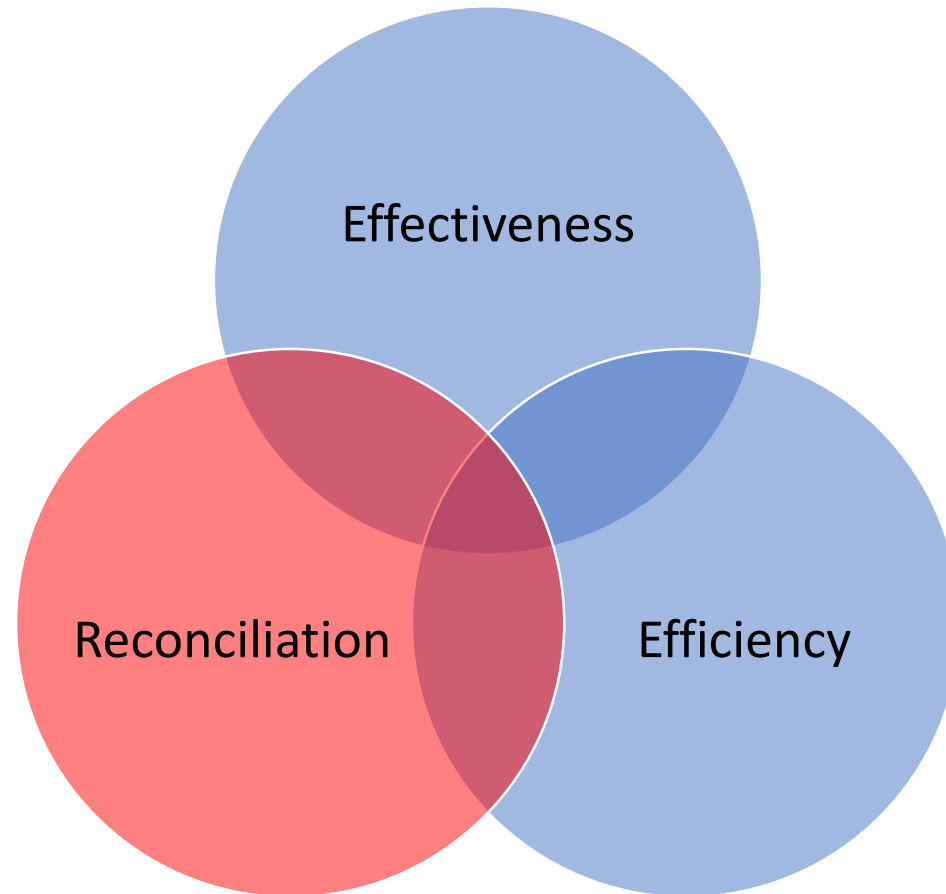
Aboriginals are not an equity or diversity issue. Aboriginals are not minorities.

Indigenous Communities Affirm:

Management of Aboriginal priorities cannot remain in the EDHR Division.

Indigenous Communities Affirm:

Reconciliation requires the engagement of City Leadership



Possible Indigenous Office Staffing Configuration

Staffing	Positions Required
Director	✓
Manager	✓
Administrative assistant	✓
Community Activator (external focus)	✓
City Activator (internal focus)	✓
Cultural Coordinator	✓
QA / Researcher / Analyst	✓

7 FTEs

Mandate of Office would be similar to other cities in the Jurisdictional scan and include the duties of Toronto EDHR Indigenous Consultant.

Community Recommendation #16

- City of Toronto to establish an Indigenous Office that reports directly to the City Manager, Mayor and Council.
- This recommendation is from the Indigenous communities and requires no evidence to support its existence. The evidence for this recommendation is simply the will of the Indigenous people. The community is stating their demands that reconciliation requires involvement from City Leadership. The City of Toronto must respond to this demand.

Analysis:

Putting it all Together

Lack of Resourcing

One Indigenous Staff Person is Insufficient



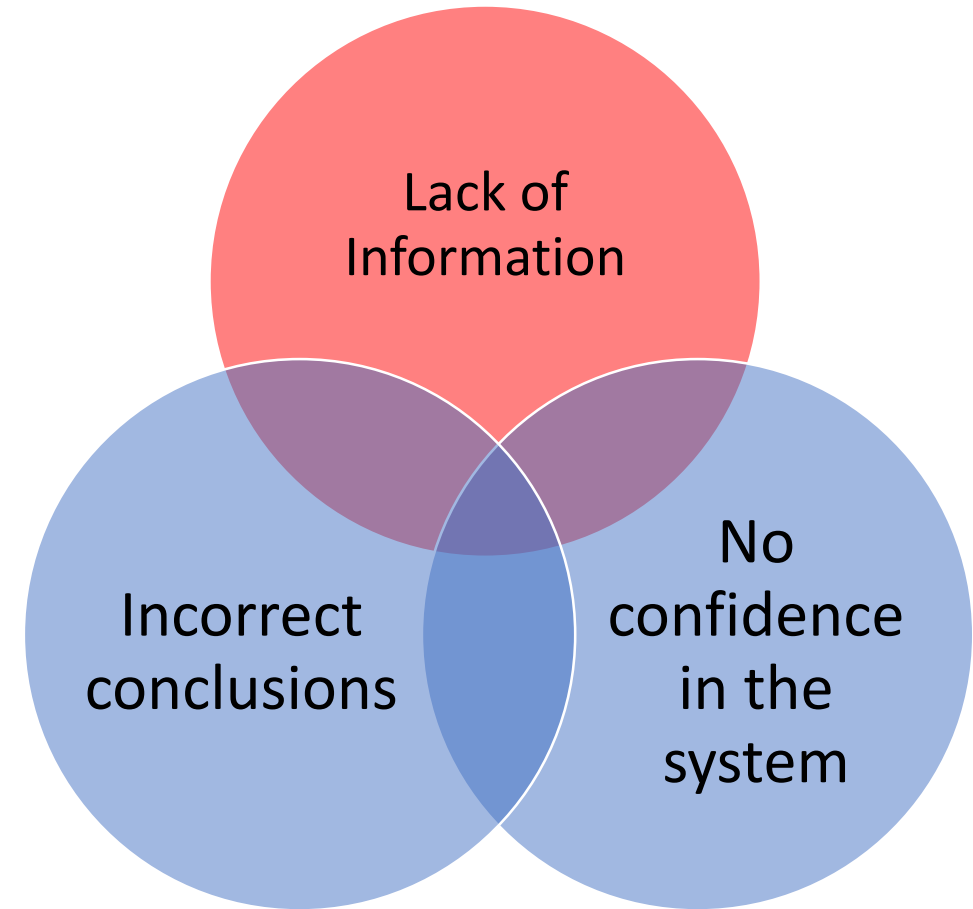
One person is insufficient to interface with a 10.5 billion dollar corporation and interface with Indigenous communities that are currently impaired due historical injustices.

3 Points of Failure Due Lack of Resourcing

- Information Failure
- Relationship Failure
- Rights-Based Failure

Information Failure Due Lack of Resourcing

- City Divisions could be doing great work but information is not being successfully communicated.
- Aggregating information from 44 operating divisions and offices requires resources.
- **Lack of Information is causing harm** to the system.



Relationship Failure Due Lack of Resourcing

- City does not have a productive relationship with the Indigenous communities. The feedback from the Indigenous communities on this matter is dismal.
- **Developing a relationship requires resources. The City simply does not know how to develop a productive relationship with the Indigenous communities.** The City has underinvested in the Indigenous file to the point it lacks the capacity to establish and maintain a relationship with the Indigenous communities.
- **A lack of a relationship is causing harm.** True reconciliation is unable to advance without a commitment of resourcing, trust and collaboration.

Rights-Based Failure Due Lack of Resourcing

- City has no capacity to implement rights-based priorities – the math in FTEs is simply not there (1 FTE is insufficient).
- The City's inability to share information means the Indigenous communities are not being informed – duty to consult and accommodate.
- When Indigenous communities are not being informed then it is impossible for the City to be honoring rights-based priorities and self-determination principles.
- As a result, the AAAC is not being fully informed as well. This means the City does not have the structures, systems or processes in place to manage rights-based priorities and self-determination principles.
- The AAAC is not a sustainable advisory committee if it does not receive sufficient information. Without information the AAAC overtime will become a 'token' position.
- **An AAAC that becomes a token position, will cause harm** by legitimizing the City's actions towards the Indigenous communities while being impotent to informing the process.
- The City has championed needs-based priorities at the expense of rights-based priorities. However, the needs-based work is not being informed by the Indigenous communities (there is a lack of information in the system). The AAAC is not being properly informed on what is happening within the City Divisions. As a result, the needs-based work maybe inappropriate and insufficient.
- As a result, Toronto is failing the Indigenous communities and is causing harm. The Indian Act, Residential Schools and the 60s Scoop where all instruments of the government that had no involvement of the Indigenous communities. Without an Indigenous locus of control (devoted resources) Toronto is acting unilaterally on behalf of the Indigenous communities. Given the past historical injustices this condition is not acceptable nor in keeping with rights-based priorities and self-determination principles.
- Self-determination is recognized by City Hall but there are no resources allocated to ensure it occurs. Toronto's words and actions are not aligned.
- 1 Indigenous administrative staff person is Insufficient to get the job done.

City Needs to Move Towards a Reconciliation Model

1. Bureaucratic Model “We know best model”

- A focus on efficiency and effectiveness only
- “Value” for money accountability
- “Value” is determined by government; “Value” is not determined by Indigenous communities

2. Reconciliation model “Healing model”

- A focus on efficiency, effectiveness and reconciliation.
- Trust, respect and collaboration.
- Rights-based priorities and self-determination principles
- Duty to consult and accommodate
- Aboriginal leadership and a future of promise (hope)

Exploratory Consideration #17

- City to explore restructuring the AAAC to include an accountability function and include a working group function to compliment its advisory function.

Recommendations

Recommendations to the City of Toronto

#	Description
Recommendation #1	City of Toronto to perform an evaluation of its Indigenous strategy, operations, and reconciliation efforts.
Recommendation #2	City of Toronto to create a locus of control for Indigenous priorities within the EDHR Division.
Recommendation #3	City of Toronto to change the name of EDHR to include the word Indigenous (First Nation, Metis & Inuit) and to change mandate to include Indigenous priorities.
Recommendation #4	City of Toronto to hold numerous community gatherings; City leadership to meet the Indigenous communities.
Recommendation #5	Mayor and City Manager to participate in a minimum of four AAAC meetings a year.
Recommendation #6	City Divisional leads to meet 4 times a year, in an internal staff meeting, to discuss Indigenous priorities.
Exploratory Consideration #7	City to explore creating a non-elected permanent Indigenous council seat.
Exploratory Consideration #8	City to explore installing a Chief Indigenous Reconciliation Officer for a 1 year term reporting to the City manager and Mayor.
Recommendation #9	City of Toronto to educate City staff on Indigenous historical & contemporary issues, culture and reconciliation.
Recommendation #10	City to establish a taskforce to review decolonization of Toronto City Hall.

Recommendations to the City of Toronto

#	Description
Recommendation #11	City of Toronto to declare Indigenous matters a City priority.
Recommendation #12	City of Toronto to seek advice from the Crown (Federal & Provincial) on establishing an Indigenous Office.
Recommendation #13	City to establish a tripartite meeting with the Federal and Provincial governments to improve Indigenous wellbeing in Toronto.
Recommendation #14	City of Toronto to define how it is implementing Indigenous self-determination principles and the entire rights-based apparatus.
Recommendation #15	City of Toronto to respond to each letter submitted by the Indigenous leadership regarding the feasibility of an Aboriginal Office.
Community Recommendation #16	City of Toronto to establish an Indigenous Office that reports directly to the City Manager, Mayor and Council.
Exploratory Consideration #17	City to explore restructuring the AAAC to include an accountability function and include a working group function to compliment its advisory function.

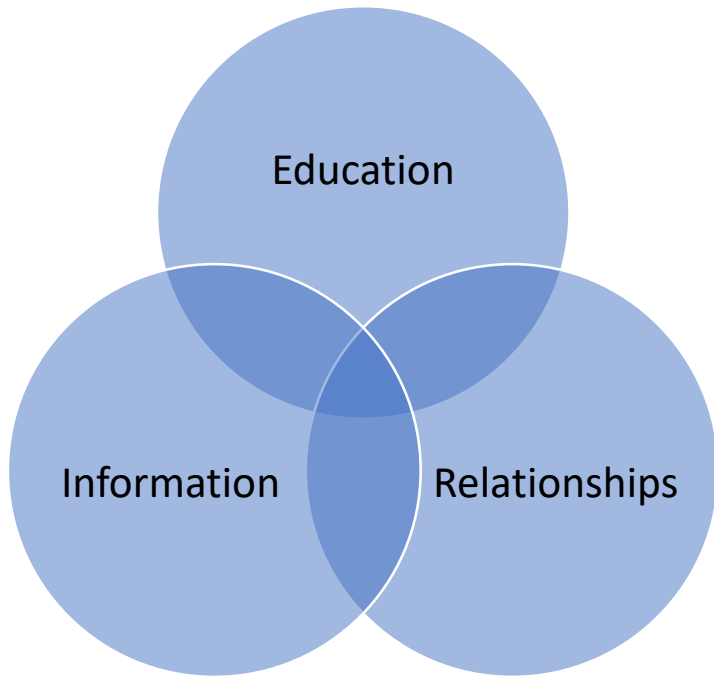
Final Thoughts

Simplified Critical Path

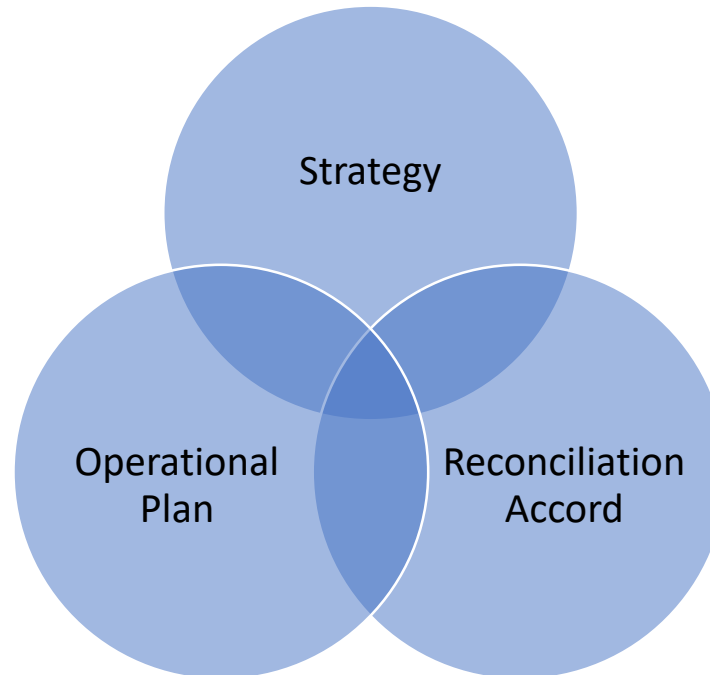
- Create a locus of control within the EDHR Division
 - Manager plus two consultants
- For one year strengthen (1) Indigenous relationships, (2) information management systems and (3) staff training on Indigenous issues.
- Assess placement of Indigenous office in one year

Simplified Timeline

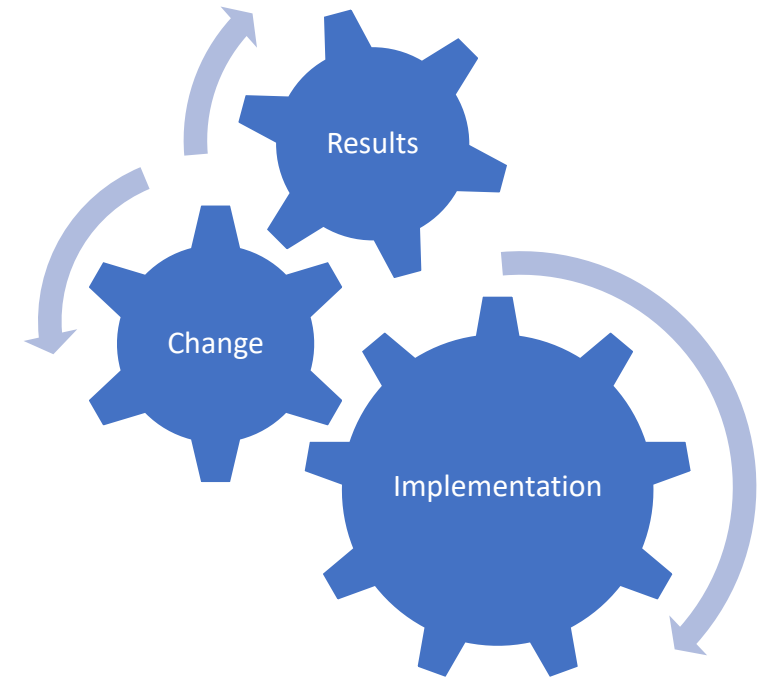
Year 1



Year 2



Year 3



Financial Impact & Sources

Financial Impact = Zero

- Locus of control (1 manager plus 2 consultants) can be financed from needs-based budget (i.e. City Divisions).
- City Divisions can reduce their Indigenous needs-based budget and transfer resources to fund locus of control within EDHR.
- As relationships are developed with the provincial and federal governments, through the locus of control within EDHR, additional dollars will be sourced overtime.

Funding Sources

- **Federal Government**

- INAC Urban Programming for Indigenous People (UPIP)

- **Provincial**

- \$250 million over three years to implement their Journey Together Plan

- **Private Foundations**

- 1) Toronto Foundation has signed onto the Philanthropic Community's Declaration of Action. They are currently looking at ways to support this declaration. Toronto based.
- 2) Laidlaw Foundation has signed onto the Philanthropic Community's Declaration of Action. They were once part of the Aboriginal Affairs Advisory Committee. Toronto based.
- 3) RBC Foundation diversity and inclusion, and Aboriginal People highlighted as 2 of 6 main areas
- 4) Inspirit Foundation Truth and Reconciliation highlighted as a priority area