

ACTIONS TO ADVANCE TRUTH AND JUSTICE FOR INDIGENOUS PEOPLE IN THE CITY OF TORONTO: RECONCILIATION ACTION PLAN 2022-2032

Date: March 16, 2022
To: Executive Committee
From: City Manager
Wards: All

SUMMARY

Indigenous People have been living on the territory of what is now known as Toronto for thousands of years. Today, Toronto has one of the largest and long-standing urban Indigenous populations in Canada - by some estimates between 70,000 and 100,000 First Nation, Métis and Inuit people. The Anishnabeg, the Haudenosaunee, the Chippewa, and the Seneca Peoples thrived here long before Europeans arrived, settled and colonized these lands,

Since colonization, Indigenous People have experienced many traumas, including displacement from their land, erasure of language and culture, residential schools, and systemic racism at every level of government and institution. The impacts of these traumas are present today, and are evidenced in the higher rates of houselessness, violence, suicide and poverty. Despite this, Indigenous People have shown incredible resilience and strength.

While the City of Toronto has made efforts over the past 10 years to improve relationships with Indigenous People, including statements of commitment to advance the calls to action and calls to justice from key inquiries, the City must do more to advance truth and reconciliation. The City must have concrete actions, processes that ensure accountability to Indigenous community members and organizations and commit resources to achieve these goals. The Reconciliation Action Plan (the Plan) is intended to do just that.

This report transmits the Plan to City Council. The Plan sets out a 10 year strategy that will be a guide for advancing truth, justice and reconciliation with Indigenous People in the City of Toronto.

This report sets out the context for the Plan and summarizes the actions contained therein. It also provides a summary of the engagement that was undertaken with Indigenous leaders and community members, and City staff in the development of the Plan.

The Reconciliation Action Plan is a living document and will continue to grow and evolve as needed in order to respond to changing needs of Indigenous communities in Toronto. As the relationship between the City and Indigenous communities in Toronto strengthens, the Plan may be adapted and reinterpreted. Indigenous community members will be partners throughout this process. Where required, updates to this Action Plan will be reported to City Council for adoption.

RECOMMENDATIONS

The City Manager recommends that City Council:

1. Adopt the Reconciliation Action Plan 2022-2032 attached in Attachment 1 to the report (March 16, 2022) as a guide to future discussions which will result in further recommendations to Council.

2. Direct the City Manager to ensure that City staff work towards the City's implementation of the following Strategic Actions contained within the Reconciliation Action Plan 2022-2032, in accordance with the Reconciliation Action Plan 2022 Year One Work Plan, in Attachment 2, which guides implementation of the strategic actions in the first year.

a. Actions to Restore Truth

- i. Conduct City-wide Reconciliation Audits
- ii. Enhance Indigenous Education
- iii. Apologize to the Métis
- iv. Establish a Commitment to Reconciliation with Businesses and Organizations

b. Actions to Right Relations and Share Power

- v. Improve Relationships with Treaty and Territorial Partners
- vi. Improve Relationships with Indigenous Organizations
- vii. Enhance Indigenous Civic Engagement
- viii. Advocate for Indigenous Peoples to Provincial and Federal Governments

c. Actions for Justice

- ix. Address Racism
- x. Promote Prosperity
- xi. Improve Community Safety and Well-being
- xii. Implement the Calls for Justice from the National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG)
- xiii. Support Indigenous Health and Well-being

- xiv. Increase Access to Affordable Housing
- xv. Support Indigenous Place-keeping
- xvi. Celebrate Indigenous Arts and Culture
- xvii. Support the Revitalization of Indigenous Languages
- xviii. Improve Access to Traditional Foods and Medicines
- ix. Return Land and Stewardship Rights

d. Actions to Make Financial Reparations

- xx. Improve Indigenous Economic Development
- xxi. Decolonize Honoraria Practices
- xxii. Enhance Indigenous Recruitment and Retention within Toronto Public Service
- xxiii. Provide Sustainable Fiscal Supports for Reconciliation

3. Direct the City Manager to work towards implementing the Actions set out in Recommendation 2 in consultation with Division Heads and the City Solicitor as appropriate, and bring forward future reports to City Council for consideration and direction.

4. Direct the Director, Indigenous Affairs Office, to ensure implementation of the following Actions for Indigenous Affairs Office:

- a. Advocate for Indigenous Peoples within the City of Toronto
- b. Increase Indigenous Community Engagement
- c. Enhance Communication between Indigenous Communities and City Divisions
- d. Support Capacity within the Toronto Public Service
- e. Implement Accountability Processes

5. Acknowledge that colonialism, forced assimilation, theft of lands and knowledge and many other harms perpetuated by governments have resulted in grave injustices and inequities for Indigenous People in Canada.

6. Acknowledge the City's role in contributing to the militarized action against Métis people in the 1880s and request the Mayor to apologize on behalf of the City.

7. Direct the Director, Indigenous Affairs Office to report to City Council bi-annually (every two calendar years) during the term of the Reconciliation Action Plan 2022-2032 on the progress and status of the implementation of the Reconciliation Action Plan 2022-2032, as well to provide any recommended changes to the Reconciliation Action Plan, including the Strategic Actions, reflecting Indigenous community needs or priorities.

8. Request the City Manager to direct the Director, Indigenous Affairs Office to consult with Division Heads in determining an appropriate approach to engagement and potential accountability mechanisms for the City's implementation of the Reconciliation Action Plan.

9. Direct the Boards of City Service Agencies (excepting the Toronto Library Board and the Toronto Police Services Board) to

- adopt the values and principles set out in Attachment 3 as a guide for future reconciliation efforts; and
- submit to the Indigenous Affairs Office every two years, details of the work being undertaken for and with Indigenous People and organizations in Toronto, as input into the Indigenous Affairs Office bi-annual reporting to City Council.

10. Request the Toronto Police Services Board, the Toronto Library Board and all City Corporations to commit to reconciliation efforts guided by the values and principles set out in Attachment 3 and consider bi-annual reporting by staff of these organizations on the work being undertaken to their respective boards.

11. Direct the City Manager to request the Director, Indigenous Affairs Office to undertake engagement to determine a different name for the Reconciliation Action Plan 2022-2032 and an appropriate ceremony to mark the beginning of the implementation of the Reconciliation Action Plan 2022-2032.

12. Direct the City Manager to work with the Toronto Police Services Board and the Toronto Police Chief on developing accountability measures for the implementation of the actions in the Reconciliation Action Plan, including Action 1 (Reconciliation Audit), Action 2 (Education) and Action 12 (National Inquiry into Missing and Murdered Indigenous Women and Girls);

13. Request the City Manager to direct the Director, Indigenous Affairs, to consult with Division Heads and the Aboriginal Affairs Advisory Committee on the development of accountability measures for the Reconciliation Action Plan and report twice yearly to the Aboriginal Affairs Advisory Committee on the development and implementation of accountability measures; and

14. Request the City Manager to direct City staff from the appropriate City Divisions, to consider Indigenous healing lodges and recognize their benefits and values, while developing and reviewing City by-laws, policies and processes.

FINANCIAL IMPACT

As a multi-year action plan, the Reconciliation Action Plan will require ongoing funding to ensure successful implementation.

The financial impacts of implementing the Reconciliation Action Plan will be shared across the City, as operating Divisions are responsible for delivering the programs and services described in the Plan.

The costs of implementation for the first year have been included in the 2022 Council Approved Operating and Capital Budgets. No additional resources will be required for implementation in the first year. Resources required for implementation beyond the first year will be included in future budget requests by participating Divisions.

Table 1 provides the 2022 Approved New and Enhanced Operating Budget requests from specific Divisions.

Table 1 - Summary of 2022 Approved New and Enhanced Requests to Implement Reconciliation Action Plan.

Division	2022 Budget Gross (\$000s)	2022 Budget Net (\$000s)	Notes
Indigenous Affairs Office	\$1,424.8	\$1,424.8	<p>Indigenous Funding Framework (\$959.4 thousand gross and net) - To support community needs not currently met through other funds (ex. Community Grants, Toronto Urban Health Fund), aspects of the reconciliation action plan not currently funded elsewhere (ex. MMWG, 2-Spirit, language, food sovereignty, land stewardship, sacred fires) as well as crisis related needs and groups that are small and emerging.</p> <p>Community Connections Funds - (\$200.0 thousand gross and net). To support meaningful engagement with Indigenous organizations, partners and rights holders; as well as support connecting, gathering and ceremony.</p> <p>Staffing - (\$265.4 thousand gross and net) - For 3 positions (\$240.7 thousand) and related staff support costs (\$24.7 thousand) to action and support implementation of the Plan.</p>

Division	2022 Budget Gross (\$000s)	2022 Budget Net (\$000s)	Notes
People & Equity	\$578.5	\$578.5	Staffing - For 7 positions focused on supporting Indigenous education and training and Indigenous health and well-being.
Parks Forestry & Recreation	\$419.9	\$358.1	Staff and Consulting - For 4 net new permanent Indigenous positions and Indigenous consultation services to facilitate Indigenous access to and co-stewardship of land, place-making projects and development of Reconciliation protocols and policies related to parks and ravines.
Economic Development & Culture - Indigenous Centre for Innovation and Entrepreneurship (ICIE)	\$700.0	\$700.0	<p>Provides funding in 2022 for the City's share of the start-up period of the ICIE in 2022-2024 and longer-term funding support for the ICIE operator.</p> <p>Operational expenses associated with the ICIE project during its start-up phase are partially funded through a five-year (April 1, 2019 through March 31, 2024) Contribution Agreement, valued at up to \$5.0 million, with the Federal Economic Development Agency for Southern Ontario (FedDev Ontario). For the duration of the Agreement (eligible and supported) operating costs for the ICIE project are shared by the City (49.33 percent) and FedDev Ontario (50.67 percent).</p> <p>Funds for 2022 and 2023 will be used for project management, facility development and fit-out, ICIE operator selection and capacity building, creating and implementing a branding, marketing and communication strategy; selection and hiring of ICIE staffing; programming development; and other start-up needs.</p>
Total	\$3,123.2	\$3,061.4	<p>Staffing: \$1,263.8 thousand gross and \$1,202.0 thousand net</p> <p>Program & Operating: \$1,859.4 thousand gross and net</p>

The 2022-2031 Council Approved Capital Budget and Plan for Parks, Forestry & Recreation includes \$362,000 in 2022 to address needs of Indigenous community, including amenities for the teaching lodge at Humber River, and identification and prioritization of additional sites and projects with a dedicated PFR Indigenous reference group.

The Chief Financial Officer and Treasurer has reviewed this report and agrees with the financial impact information.

RECONCILIATION AND EQUITY IMPACT

Indigenous People have been subjected to colonial trauma for hundreds of years, impacting generation after generation. The COVID-19 pandemic has shone a harsh light on these impacts and exacerbated many of the challenges already faced by Indigenous People in Toronto.

This Plan seeks to address these challenges through a range of actions, some short-term, others longer-term that require establishing and maintaining right relations, sharing power by including and respecting the perspectives, needs, and realities of treaty and territorial partners in planning and decision-making and meaningful engagement.

It is important to note that reconciliation and justice is not the same as achieving equity. Indigenous People are not seeking equity. Indigenous People have distinct Aboriginal and Treaty rights recognized under the Constitution Act, 1982. Other equity seeking groups do not have these same constitutional rights, which are born out of being the original occupants and stewards of the land. Seeking equity implies that Indigenous People have the same needs as other groups, although the historical context and needs are distinctly different.

Rather, Indigenous People are seeking to have their distinct Aboriginal and Treaty Rights protected.

DECISION HISTORY

At its meeting on June 8, 2021, City Council adopted Member Motion 34.42, which "requested the Director, Indigenous Affairs Office, in consultation with relevant staff, to report to the Aboriginal Affairs Advisory Committee and the Executive Committee on what further actions are needed to advance truth, reconciliation and justice, how the City will hold itself accountable to community in advancing these actions, and whether additional resources and funding are required to further the City of Toronto's work on reconciliation."

[Agenda Item History - 2021.MM34.42 \(toronto.ca\)](#)

City Council on December 16, 17 and 18, 2020 adopted the report from the City of Toronto's Economic and Culture Recovery Advisory Group entitled "Building Back

Stronger: Report of the Economic and Culture Recovery Advisory Group" that had as one of its four focus areas Anti-Racism and Inclusion, advocating for "specific interventions to make meaningful structural change and ensure that Black, Indigenous, and equity-deserving groups have better access to the city's economic and cultural benefits and opportunities."

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EC18.15>

At its October 27, 2020 meeting in consideration of the "COVID-19: Impacts and Opportunity Report from Toronto's Office of Recovery and Rebuild" (the TORR report), City Council directed the Chief People Officer, the Director of the Indigenous Affairs Office and the Executive Director, Social Development, Finance and Administration to report to the Executive Committee on options to strengthen the City's equity and reconciliation infrastructure in order to support City Divisions with the additional tools required to deliver on the unique needs of Toronto's diverse residents, including those who are part of Black, Indigenous and equity-seeking communities, given the disproportionate impacts of COVID-19 on these communities.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX17.1>

City Council on June 29 and 30, 2020 requested the Director, Indigenous Affairs Office, in consultation with relevant staff, to report to the Budget Committee for consideration in the 2021 Budget on the establishment of a permanent "Calls to Justice" Office as part of the City of Toronto's Response to the National Inquiry into Missing and Murdered Indigenous Women and Girls.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2020.EX14.11>

City Council on June 18 and 19, 2019 adopted Member Motion 8.23 that requested the Mayor, the City Manager and the Manager, Indigenous Affairs Office, in partnership with relevant staff and the Indigenous community, including the Aboriginal Affairs Committee and the broader Indigenous community, to consult on the role and responsibilities of the municipal government implementing the recommendations of the National Inquiry into Missing and Murdered Indigenous Women and Girls.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2019.MM8.23>

At its meeting on December 5, 2017, City Council formally expressed support for the establishment of the Indigenous Affairs Office and affirmed its commitment to Indigenous People.

[Agenda Item History - 2017.EX29.36 \(toronto.ca\)](#)

At its meeting on December 9, 2015, City Council in consultation with the Aboriginal Affairs Committee, identified eight Calls to Action from the Truth and Reconciliation Commission of Canada's report as priorities for implementation.

[Agenda Item History - 2015.EX10.16 \(toronto.ca\)](#)

In July of 2010 Toronto City Council adopted the report Statement of Commitment to Aboriginal Communities in Toronto – Towards a Framework for Urban Aboriginal Relations in Toronto. In that report it was recommended that an Action Plan be developed in consultation with the Aboriginal Affairs committee to give effect to the commitments contained in the report.

<http://app.toronto.ca/tmmis/viewAgendaItemHistory.do?item=2010.EX45.5>

COMMENTS

The lands that form what we now know as Toronto have been inhabited and stewarded by diverse Indigenous Nations for thousands of years before European settlement, including the Anishnabeg, the Chippewa, the Haudenosaunee and the Wendat.

Presently, Toronto is home to a diverse population of First Nation, Métis and Inuit people. Statistics Canada (2016 Census) estimates the population of Indigenous People in Toronto as between 40,000-50,000. However, Elders and agencies providing supports and services to Indigenous People claim much higher numbers – between 70,000 and 100,000.

Cities have an important role in advancing truth and reconciliation – over 80% per cent of First Nations, Métis and Inuit people in Canada live in urban areas. Recent data from Statistics Canada projects the overall Indigenous population across Canada to increase from 5.0 % in 2016 to 6.8 % in 2041, and the Indigenous population in Toronto to increase to 110,000 by 2041 (The Daily — Projections of the Indigenous populations and households in Canada, 2016 to 2041 (statcan.gc.ca). As noted above, population numbers of Indigenous People reported by Statistics Canada tend to underestimate the actual population of Indigenous People in Toronto, so this projected estimation may ultimately be much higher. As the largest city in Canada, with the fourth largest population of Indigenous People, as a centre for services for many First Nations, Métis and Inuit, the City of Toronto must take strong and committed actions.

Residential and Day schools, Indian Hospitals, the Sixties and Millennium Scoops and many other targeted efforts at erasure and assimilation have resulted in cumulative traumas that have been felt for generations on this territory and across Turtle Island.

The available data demonstrates that Indigenous Peoples continue to be oppressed in Toronto today. According to Our Health Counts, approximately ~35 % of Indigenous adults in Toronto were experiencing houselessness or precarious housing during the study. Furthermore, approximately 25 per cent % of Indigenous adults reported that they and others in their household did not have enough to eat. Almost 1 in 4 (24%) guardians/parents of Indigenous children in Toronto indicate having concerns about the progress of their child's physical, mental, emotional, spiritual and/or social development. Almost 6 in 10 Two-Spirit Indigenous adults have attempted to die by suicide. This is 2 times higher than those not identifying as Two-Spirit (3 in 10). Additionally, 1 in 10 Indigenous adults reported filing a missing person's report with the police for a child or family member, and 1 in 3 had a close friend or family member die as a result of violence caused by another person. (Source: Firestone, M., O'Brien, K., Xavier, C., Wolfe, S., Maddox, R., & Smylie, J. [Our Health Counts Toronto](#)). Much work still must be done to put us on the path towards truth and reconciliation.

Despite the cumulative effects of these traumas, Indigenous People in Toronto have demonstrated enormous resilience, energy, ingenuity and spirit.

The City of Toronto has made a number of commitments to Indigenous People over the past 10 years (see "The City's Commitments to Indigenous Peoples" below). These statements are important gestures, but unless specific, tangible actions are committed to, with sufficient resources attached, they ring hollow.

This Reconciliation Action Plan (the "Plan") provides a real opportunity for the City of Toronto to create and maintain meaningful relations with First Nations, Métis and Inuit People, to collaborate to restore truth, right relations and contribute to a just future for Indigenous Peoples and to decolonize our structures, processes and ways of working. The Plan is a guide to future discussions that will lead to reports to Council with more specific recommendations.

Background

The development of the City's Reconciliation Action Plan (the "Plan") has been a journey with ups and downs, twists and turns. The journey is often just as important as the destination, as we learn to engage meaningfully, develop relationships, address and resolve differences of opinion and walk together. This Plan (Attachment 1) can also be thought of as a beautiful Métis canoe, large and sometimes difficult to paddle through turbulent waters, but with all paddlers working together, it gets to its destination.

The Reconciliation Action Plan is a 10 year strategy that provides the foundation for actions that the City of Toronto will take from 2022-2032 and beyond to achieve reconciliation and justice for Indigenous People in Toronto. It was developed in close collaboration with Indigenous leaders and community members in Toronto, as well as senior staff and Indigenous employees at the City.

In the development of the Plan, Indigenous leaders and community members were emphatic that the Plan must go beyond general statements of commitment. It must set out clear short, medium and long-term measurable and achievable actions.

Committing to clear actions, implemented in partnership with Indigenous community partners, with evaluation and accountability measures in place is especially important in the context of this Plan, given the historic relationship that Indigenous Peoples have had with governments, characterized by broken promises and mistrust.

The Plan is a strategy document. It has been developed to provide a foundation on which relationships and partnerships will be built and the needs of Indigenous community in Toronto are addressed with measurable actions.

Although the Plan charts out actions for the next ten years, it is meant to be subject to a bi-annual (every two years) reporting process by City Staff to City Council, where City Council will approve modifications and adaptations to the Plan, as may be recommended by staff, to reflect future developments as the Plan is implemented..

The Plan was born out of a recognition that the City needs a way to connect, focus and expand our efforts across the organization. The Plan will help us do that, while ensuring we stay accountable to community and City Council.

The City will leverage its roles as a service provider, policy developer, partner, system navigator, convenor, negotiator and regulator to:

- Systematically align strategies, programs and investments to enhance Indigenous self-determination through input in City policy making.
- Reinforce how existing work advances Indigenous health, justice, and culture.
- Recommend strategies for financial reparations/economic prosperity.
- Empower strong collaboration and multi-sector leadership to work towards to righting relations and sharing power through respect and inclusion.

The Plan has gained extra importance during the pandemic, given the huge economic and health impacts of COVID-19 on Indigenous communities.

Indigenous people are in almost every risk category – from poor health outcomes to under-employment to overrepresentation in corrections, mental health, and child welfare systems. Moreover, they are often invisible in Toronto – millions of visitors, even residents are often unaware of the communities that have cared for the City for millennia.

When there is no Indigenous cultural representation, Indigenous peoples do not see their identities reflected in the environment. When this happens, Indigenous Peoples can feel like they don't belong in that space whether it's a room, a building, a neighborhood, or a city. A lack of belonging in turn limit the willingness of Indigenous people to access health, education or social services.

The actions in the Plan seek to increase visibility, to further self-determination, truth and reconciliation, and to decolonize the public realm serving as the foundation for a new way of living together in this city, as settlers and as Indigenous people.

This Plan as a whole furthers healing and well-being, and is the foundation that will help drive meaningful action and change.

The proposed 2022 work plan (Attachment 2) will focus on establishing processes, relationships and priorities (e.g. engagement, policy/guidance, accountability framework) and continuing critical work that has already begun (e.g. Indigenous housing, Indigenous crisis response pilot, begin construction of the Indian Residential School Survivors IRSS/Spirit Garden, and determine an operator for the Indigenous Centre for Innovation and Entrepreneurship).

Engagement

Engagement with Indigenous community leaders on the Reconciliation Action Plan began shortly after the establishment of the Indigenous Affairs Office in 2018. In late 2018, a series of individual consultations with Indigenous organizational leaders and community engagement sessions were held, including Inuit and Métis groups. Development of specific actions drew from many well-established Indigenous advisory groups such as: Toronto Indigenous Community Advisory Board, Leadership Advisory Circle for the Indigenous Centre for Innovation and Entrepreneurship, and the Toronto Indigenous Health Advisory Circle.

When the draft plan was completed, the Indigenous Affairs Office shared the document with leaders of Indigenous organizations in Toronto. The overall response was that it was not bold, or 'actionable' enough. Not long after, the Covid-19 pandemic began and attention was re-directed to support the direct needs of Indigenous community members.

When there was enough stability in the community again, a second draft was written, and a new round of community engagement strategies were initiated. This included five community engagement sessions, including an open invitation to review the draft and provide feedback, a survey for Indigenous youth, direct outreach to Indigenous experts on specific actions, and ongoing sharing of revised drafts to Indigenous leaders. Throughout this time, community members passionately shared what was important to them, and provided both detailed feedback to make specific actions stronger as well as big picture visions of the change they wanted to see in Toronto over the next ten years. Many revisions were made to reflect the input from these engagements. Between 2018 and 2020, conversations, sharing circles and other forms of engagement on the Plan have been ongoing since its inception, including:

- Approximately 30 one on one interviews with Indigenous community leaders.
- 4 Consultations with treaty and territorial partners.
- 17 Indigenous organizations provided individual or group feedback.
- 10 Community circles with First Nations, Métis and Inuit including youth, Elders, and Knowledge Keepers (including first time ever the City has engaged the Torontomuit).
- Two workshops with Indigenous organizations.
- Engagement session with the Toronto Indigenous Community Advisory Board.
- Ongoing consultation with Toronto Aboriginal Support Services Council (TASSC) and their member agencies.
- Input from over 12 Indigenous advisory circles.
- Regular updates on the development of the Plan were presented by the Indigenous Affairs Office to the Aboriginal Affairs Advisory Committee.
- The Indigenous Affairs Community of Practice (IACOP), Ambe Maamowisdaa (the City's Indigenous employee's circle) and City divisions, including senior leadership, were engaged.

In addition to these engagements, in 2021, the following targeted engagements took place:

- Three sharing circles with Indigenous community;
- One sharing circle with Indigenous organizations;
- One engagement with Native Women's Resource Centre of Toronto;
- Three one on one discussions with Indigenous earth workers;
- One engagement with language carriers;
- One engagement with an Elder for Two-Spirit People.

Role of the Indigenous Affairs Office

The Indigenous Affairs Office (IAO) will play a leading role in the implementation and evaluation of the Plan and will support the City Divisions in engaging with Indigenous communities, co-developing needed relationships, and implementing changes to policies and procedures in response to Indigenous community needs and directives. The Plan, however, belongs to all City Divisions and responsibility for its success does not lie with the IAO alone. The IAO will advise and facilitate connections between City staff and various Indigenous community partners and leaders when new initiatives are being designed in partnership with the community.

Over the next 10 years, the IAO will develop and obtain authority from City Council to implement culturally-safe mechanisms for Indigenous community engagement that will occur on a consistent basis such that community members are regularly enabled to guide the changes the City must take for reconciliation. To foster truth and transparency, the IAO will co-establish communication protocols to regularly inform community members of the work being done, while embracing community feedback and implementing community-led and designed accountability mechanisms (monitoring, evaluating and reporting).

The IAO is committed to doing this vital work in complete and open partnership with Indigenous community members, leaders, organizations, and treaty and territorial partners, and is prepared to adapt as better ways of working are identified.

Role of City Divisions

The Reconciliation Action Plan is a shared responsibility. Every City Division has a role to play in building relationships, prioritizing and implementing actions, and being accountable to the Indigenous community in Toronto and City Council.

The actions put forward in the Plan involve both working externally with Indigenous organizations, collectives, treaty and territorial partners, and individual community members, as well as working internally to address barriers and injustices to Indigenous People that are embedded in policies, programs and by-laws. Internal work also involves moving towards building cultural awareness through mandatory training and ongoing educational programming for City staff. This is a collective effort that requires the commitment of every City Division.

Role of Agencies and Corporations

Given the important role of the City's agencies and corporations as key service providers in the City of Toronto broader public service, this Plan will also provide a path for those entities to develop their own action plans for working with Indigenous communities.

From large agencies like the TTC delivering essential city-wide public transportation, to smaller agencies such as Heritage Toronto and the Association of Community Centres, working with and serving residents within communities and neighbourhoods, to the

Toronto Community Housing Corporation, the City's agencies and corporations are integral to the delivery of services and programs.

Some agencies have already been engaging and undertaking work with Indigenous organizations and communities. Others want to, but need some guidance on how to engage with Indigenous community in a meaningful way. While the actions in the Plan are intended to be implemented by City Divisions, agencies and corporations should use the values and guiding principles in the Plan to guide their work with and for Indigenous People.

The City's Commitments to Indigenous People

The commitments found in the Plan build on and are guided by the outcomes of a number of reports, inquiries and declarations that have occurred over the past decade. These include:

- the strategic directions provided in the Statement of Commitment to Aboriginal Peoples (2010), [Statement of Commitment to the Aboriginal Communities of Toronto – Annual Update 2015](#)
- the Calls to Action set out by the Truth and Reconciliation Commission's final report (2015), [97ba-Truth-and-Reconciliation-Commission-Calls-to-Action.pdf \(toronto.ca\)](#)
- the principles detailed in the United Nations Declaration on the Rights of Indigenous Peoples (2007), [UNDRIP E web.pdf](#)
- the Calls for Justice outlined by the National Inquiry into Missing and Murdered Indigenous Women and Girls (2019). [untitled \(mmiwg-ffada.ca\)](#)

These reports are the result of processes that laid bare the individual and collective traumas experienced by Indigenous People. Hundreds of testimonials by survivors and the loved ones of victims set the foundation for the calls to action and justice from these inquiries. Now what is needed is meaningful action guided by this work.

The Plan also recommitments and reaffirms the City's acknowledgement that the City of Toronto resides on lands and waters that have been occupied and stewarded by Indigenous Peoples since time immemorial, including the Wendat, Anishinaabek, Chippewa and Haudenosaunee, and is the current treaty land of the Mississaugas of the Credit.

It also recognizes the inherent rights of Indigenous Peoples that are recognized and protected by section 35 of Constitution Act, 1982.

Moving Toward Right Relations and Mutual Understanding

For reconciliation to be achieved, it is imperative that the work be grounded in values and principles that embody and promote trust, right relations, truth, humility and kindness. Without this, the implementation of the actions in the Plan will continue to be guided by colonial ways of seeing and doing.

Indigenous world views and ways of being, doing and knowing are markedly different from colonial systems. For example, the concept of “land” goes beyond what we see in the physical world. Land and water are living, breathing organisms. The land and water are our relatives, as are all living things – the flyers, the swimmers, the crawlers, the two-legged and the four-legged. Changing approaches to land and water in policy, procedures and programs will require mindfully shaking off colonial perspectives and adopting a more holistic and inclusive view.

The Reconciliation Action Plan therefore commits the City to working with and for Indigenous People based on a set of values and guiding principles that are focused on:

- Accountability
- Decolonization and Power-shifting
- Good Mind
- Inclusivity
- Kindness
- Right Relations and Right Relations in our Relationships with Each Other
- Respect
- Seven Grandfather Teachings – A fundamental set of values held by many Indigenous Nations that include the collective teachings of Wisdom, Love, Respect, Bravery, Honesty, Humility and Truth.
- Truth
- Ten Guiding Principles of Truth and Reconciliation as shared by the Truth and Reconciliation Commission, to assist Canadians moving forward.

All City employees must ground ourselves in these values in order to implement the Plan effectively. Some of these values are well understood, others will be new to many staff (decolonization and power shifting for example).

The Plan

There are 28 actions set out in the Reconciliation Action Plan, organized into five broad themes: restore truth, right relations and share power, contribute to justice, and make financial reparations.

The actions in the Plan vary in scope and timing, and reflect what we heard from Indigenous leaders and community members over the past three years.

- Some actions are longer-term and strategic in nature, requiring extensive engagement with Indigenous leaders, organizations and community members. Further direction from City Council may be required, and future requests for resources as part of the City's budget process may also be required for implementation.
- Some actions are a continuation of work already underway, and will leverage relationships, resources and initiatives that have already been established.
- Some actions are specific and short-term and can be implemented under the direction of the City Manager.

- Some actions are focused internally on City process, culture shifts and building the capacity and understanding in the Toronto Public Service of Indigenous ways of knowing, being and engaging.

Specific Action Areas

Restore Truth

Truth is essential for reconciliation. Before we can achieve the outcomes set out in the Plan, we must apply a critical lens to City policies, programs, by-laws and the language used in daily work and identify and acknowledge where colonial practices are embedded in city operations, and the City's role in the oppression of Indigenous People. Uncovering and baring these truths will involve difficult, sometimes emotional conversations.

Because uncovering and restoring truth is a journey, the proposed actions will, for the most part, be longer-term and address the systemic oppression of Indigenous People.

These actions include:

- Conducting City-wide Reconciliation Audits to identify and evaluate existing City policies, programs, and processes that create systemic barriers for Indigenous People. These audits will be completed by each Division, with the IAO working with communities in 2022 to create the tools for divisions to conduct their audits and priority Divisions beginning their audits in 2022 and 2023.
- Enhancing Indigenous education and learning through promoting e-learning modules, mandatory Indigenous competency training to all 37,000 City staff, increased mentorship and training opportunities for Indigenous staff, expanding education programs and initiatives and providing specific learning opportunities to the Toronto Public Service on the National Day for Truth and Reconciliation on September 30th.
- Emphasizing truth telling by apologizing to the Métis for the City's role in quashing Métis resistances and developing an education program with the Toronto-York Métis Council and Métis community members about the truth behind the apology.
- Establishing a commitment to reconciliation with businesses and organizations, acknowledging that businesses and organizations are an integral part of the fabric of Toronto and can contribute to advancing truth, justice and reconciliation.

Right Relations and Restore Power

Since the time Europeans arrived on this territory, the power imbalance has been tragically unequal. Treaties have been dishonoured, promises have been broken and relationships between Indigenous Peoples and colonial governments and systems have been mistrustful and paternalistic.

These broken relations must be mended. While the City does not necessarily have any authority over treaty relationships, it can take steps to right relations with treaty and territorial partners, urban Indigenous People and organizations. This will involve meaningful engagement, partnership, collaboration, and co-development with Indigenous organizations and communities.

The Two Row Wampum, which was meant to guide the relationship between the Haudenosaunee and the Dutch. The Two Row Wampum represents a model for people to live together in peace, where each nation will respect the ways of the other as they meet to discuss solutions to the issues that come before them. Now, more than ever, is a time to include the values and spirit of the Two Row Wampum to support a peaceful co-existence.

Key actions include:

- Respect Indigenous communities' right to self-determination and sovereignty by fostering and improving government-to-government relationships, with Treaty and territorial partners – those that have stewarded this land since time immemorial.
- Improving relationships with Indigenous organizations and collectives by respecting the perspectives, needs, and realities of the urban Indigenous population in planning and decision-making.
- Enhancing Indigenous civic engagement by increasing the representation and role of Indigenous people on municipal boards and committees; and collaborating with Indigenous governments, agencies, organizations, and collectives.
- Working with other levels of government and advocating with and for Indigenous communities at both the federal and provincial governments.

Actions for Justice

The City acknowledges that Indigenous oppression and genocide is rooted in the impacts of land dispossession and displacement and that Indigenous Peoples are experts in local land stewardship and carry thousands of years of collective knowledge of how to live in right relations with the land, water, and all its inhabitants.

Areas for specific focus include:

- Enhancing Indigenous community leadership to address the climate crisis (justice and environmental protection are highly intertwined concepts in Indigenous worldviews -- the community cannot find justice if nature does not).
- Developing a framework for approval by the Aboriginal Affairs Committee that will evaluate current real estate holdings to identify suitable options for enhanced Indigenous stewardship, control, and ownership.
- Facilitating the transfer of stewardship, control, and/or ownership of lands and waters to Indigenous Nations, communities, collectives, and organizations and agencies.
- Implementing the calls for justice from the National Inquiry into Missing and Murdered Indigenous Women and Girls.

- Increase access to affordable housing, including culturally appropriate wrap around services.
- Consider the importance of healing lodges as part of the housing spectrum for Indigenous People, especially those who have been recently incarcerated.
- Supporting the capacity for truth, reconciliation and justice within the Toronto Public Service through training promoting Indigenous self-determination, anti-racism and collaborative justice.
- Collaborating with the Indigenous community to develop initiatives enhancing mental health supports for Indigenous community members involved in the justice sector.

Actions to Make Financial Reparations

The City will collaborate with Indigenous organizations and communities to ensure economic prosperity for Indigenous people by:

- Supporting Indigenous employment
- Supporting the development and operation of the Indigenous Centre of Innovation and Entrepreneurship
- Collaborating with Indigenous community partners to develop new decolonized City procurement processes and enhance opportunities for Indigenous businesses through the Social Procurement Program
- Enhancing supports for Indigenous businesses in Toronto
- Convening an annual Indigenous Economic Forum to provide opportunities for relationship-building and networking, and;
- Advertising and sharing City of Toronto economic opportunities

Engagement: Nothing About Us Without Us

The City has made commitments to Indigenous communities that they will be engaged in a holistic and inclusive manner that ensures Indigenous peoples are included in the decision-making process and Indigenous capacity is being built. One of the key commitments in the strategy is to ensure that Indigenous peoples are being engaged in a way that promotes Indigenous sovereignty and wellbeing.

The City commits to work collaboratively and in partnership with Indigenous communities, groups and individuals across Toronto and beyond to promote new relationships and ways of working. It is critical that diverse Indigenous voices are engaged, including youth, women and Two-Spirited community members. All City of Toronto divisions have a responsibility to meaningfully engage Indigenous communities and organizations and the IAO will support this. To foster truth and transparency, the City will co-establish communication protocols to regularly inform community members of the work being done, while embracing community feedback and implementing community-led and designed accountability mechanisms.

Key actions in the Plan include:

- Hosting quarterly community sharing circles.
- Providing open "office hours" for community and partners.

- Exploring additional engagement approaches as identified by community and partners, for example focus groups, land-based gatherings, etc.
- Working with the Indigenous community to identify and regularly update a list of Indigenous facilitators/consultants who can support Indigenous engagement processes at the City.

The IAO will also work to improve communication between Indigenous communities and City Divisions.

Looking Forward (Implementing the Plan)

The implementation of this Plan is a collective effort, requiring full and complete commitment from the City of Toronto. A commitment to uncover the truth, mend and establish relations, have difficult conversations, and commit to work towards allocating funds and resources, improving access to land and water; and, recognizing and respecting Indigenous Peoples' right to self-determination. The COVID-19 pandemic and the recent confirmation of thousands of Indigenous children found in unmarked graves reminds us of the acute need for truth, justice and reconciliation.

The success of this Plan will require transparency and accountability – to Indigenous community and to City Council. In order to ensure that progress is being made on the implementation of the Plan, the IAO will collaborate with Indigenous community partners to establish accountability and reporting mechanisms, using Indigenous methods of evaluating and monitoring.

"Living Document"

Given that the Plan was created within a specific context and moment in time, it must be understood and implemented as a living document so it may continue to grow and be expanded upon as needed. In order for the actions and interpretations of this plan to remain culturally safe and grounded in the voices and visions of Indigenous communities, both the plan and the work plan to implement it, must be adapted and reinterpreted in changing contexts.

As mentioned above, the Plan will be brought to life as a type of living document through ongoing monitoring and evaluation, partnerships with Indigenous community, reporting to Indigenous community (formal and informal) and biannual reports to City Council. Bi-annual reporting to City Council will involve all City divisions, providing updates on progress and any changes to the Plan that are necessary. Regular reporting to Indigenous community will help to ensure that this Plan is accountable and abides by the principle of "nothing about us without us".

.The success of this Plan will require that the City resists perpetuating colonial systems, and being committed to change, through taking a critical look at its own processes, but also providing the resources necessary to bring the actions in the Plan to fruition. This will be imperative with the City being committed to furthering self-determination and elevating the visibility of Indigenous Peoples in Toronto.

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SIGNATURE

Chris Murray
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ATTACHMENTS

Attachment 1: Reconciliation Action Plan 2022-2032

Attachment 2: Reconciliation Action Plan 2022 (Year 1) Work Plan

Attachment 3: Reconciliation Values and Principles

Attachment 4: Other Jurisdictions' Actions to Achieve Truth, Justice and Reconciliation