



AGENDA

COMMUNITY DEVELOPMENT COMMITTEE

May 27, 2022, 9:30 AM
IN THE COUNCIL CHAMBER

Members

Councillor K. Penner, Chair
Councillor R. Pootmans, Vice-Chair
Councillor G-C. Carra
Councillor R. Dhaliwal
Councillor C. Walcott
Councillor T. Wong
Councillor J. Wyness
Mayor J. Gondek, Ex-Officio

SPECIAL NOTES:

*Public are encouraged to follow Council and Committee meetings using the live stream
www.calgary.ca/watchlive*

Public wishing to make a written submission and/or request to speak may do so using the public submission form at the following link: [Public Submission Form](#)

Members may be participating remotely.

1. CALL TO ORDER
2. OPENING REMARKS
3. CONFIRMATION OF AGENDA
4. CONFIRMATION OF MINUTES
 - 4.1. Minutes of the Regular Meeting of the Community Development Committee, 2022 April 27
5. CONSENT AGENDA
 - 5.1. DEFERRALS AND PROCEDURAL REQUESTS
None

6. POSTPONED REPORTS
(including related/supplemental reports)

None

7. ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- 7.1. Affordable Housing for Urban Indigenous Calgarians, CD2022-0706
- 7.2. Parks and Pathways Smoking and Vaping Restrictions, CD2022-0399
- 7.3. BiodiverCity Advisory Committee Updated Terms of Reference, CD2022-0583
- 7.4. Calgary Transit Recovery Strategy, CD2022-0675

8. ITEMS DIRECTLY TO COMMITTEE

8.1. REFERRED REPORTS
None

8.2. NOTICE(S) OF MOTION
None

9. URGENT BUSINESS

10. CONFIDENTIAL ITEMS

10.1. ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- 10.1.1. Long-Term Plan for Bridgeland Place, CD2022-0709
Held confidential pursuant to Sections 24 (Advice from officials) and 25 (Disclosure harmful to economic and other interests of a public body) of the *Freedom of Information and Protection of Privacy Act*.

Review By: 2024 May 27

- 10.1.2. Summary of Current Regulatory Proceedings, CD2022-0590
Held confidential pursuant to Sections 23 (Local public body confidences) and 24 (Advice from officials) of the *Freedom of Information and Protection of Privacy Act*.

Review By: 2024 May 13

10.2. URGENT BUSINESS

11. BRIEFINGS

- 11.1. Fibre Infrastructure Strategy Annual Update, CD2022-0531

12. ADJOURNMENT



MINUTES

COMMUNITY DEVELOPMENT COMMITTEE

**April 27, 2022, 9:30 AM
IN THE COUNCIL CHAMBER**

PRESENT: Councillor K. Penner, Chair
Councillor R. Pootmans, Vice-Chair
Councillor R. Dhaliwal (Partial Remote Participation)
Councillor C. Walcott (Remote Participation)
Councillor T. Wong
Councillor J. Wyness (Remote Participation)
Councillor A. Chabot
Councillor J. Mian (Remote Participation)

ABSENT: Councillor G-C. Carra (Personal)

ALSO PRESENT: General Manager K. Black
A/General Manager J. Chase
Legislative Coordinator M. A. Carro
Legislative Advisor S. Lancashire

1. **CALL TO ORDER**

Councillor Penner called the Meeting to order at 9:31 a.m.

ROLL CALL

Councillor Chabot, Councillor Dhaliwal, Councillor Mian, Councillor Pootmans, Councillor Walcott, Councillor Wong, Councillor Wyness, and Councillor Penner.

Absent from Roll Call: Councillor Carra

2. **OPENING REMARKS**

Councillor Penner provided opening remarks and a traditional land acknowledgement.

3. **CONFIRMATION OF AGENDA**

Moved by Councillor Pootmans

That the Agenda for the 2022 April 27 Regular Meeting of the Community Development Committee be confirmed.

MOTION CARRIED

4. CONFIRMATION OF MINUTES

- 4.1 Minutes of the Regular Meeting of the Community Development Committee, 2022 March 17

Moved by Councillor Wong

That the Minutes of the 2022 March 17 Regular Meeting of the Community Development Committee be confirmed.

MOTION CARRIED

5. CONSENT AGENDA

- 5.1 DEFERRALS AND PROCEDURAL REQUESTS

None

6. POSTPONED REPORTS

None

7. ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- 7.1 Regulated Taxi Meter Rate Adjustment, CD2022-0528

Kurt Enders, Checker Cabs, addressed Committee with respect to Report CD2022-0528.

Councillor Chabot rose on a Point of Order.

The Chair ruled on the Point of Order.

Moved by Councillor Chabot

That with respect to Report CD2022-0528, the following be approved:

That the Community Development Committee recommends that Council give three readings to the attached bylaw to amend the Livery Transport Bylaw 20M2021.

For (7): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, Councillor Chabot, and Councillor Mian

MOTION CARRIED

- 7.2 Corporate Affordable Housing Strategy Q2 2022 Update, CD2022-0478

Moved by Councillor Dhaliwal

That with respect to Report CD2022-0478, the following be approved:

That the Community Development Committee recommend that Council:

1. Endorse the investigation of the ideas presented in Attachment 2 – Affordable Housing Opportunities; and

2. Direct Administration to develop a refreshed Corporate Affordable Housing Strategy to be brought to the Community Development Committee by 2023 Q3.

For: (7): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, Councillor Chabot, and Councillor Mian

MOTION CARRIED

7.3 Affordable Housing Capital Program, CD2022-0484

A revised presentation entitled "CD2022-0484 Affordable Housing Capital Program Community Development Committee" was distributed with respect to Report CD2022-0484.

Moved by Councillor Chabot

That with respect to Report CD2022-0484, the following be approved:

That the Community Development Committee recommend that Council:

1. Direct Administration to include the updated Affordable Housing Capital Program, appended in Attachment 3, into the 2023-2026 service plans and budgets for Council's consideration at that time;
2. Approve a \$3.4 million funding transfer from the Southview project to the Rundle project in program P489_000, funded Pay-as-you-go, and a \$1.6 million funding allocation to the Rundle project in program P489_000 funded by the Fiscal Stability Reserve; and
3. Direct that Attachments 1 & 3 remain confidential pursuant to Sections 24 (Advice from officials) and 25 (Disclosure harmful to economic and other interests of a public body) of the *Freedom of Information and Protection of Privacy Act* to be reviewed by 2026 January 1.

For: (7): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, Councillor Chabot, and Councillor Mian

MOTION CARRIED

By General Consent, Committee returned to Item 7.2 to update the vote due to technical issues.

Councillor Penner thanked Bruce Irvine, Affordable Housing Manager, Calgary Housing for his years of commitment and service to The City of Calgary. Tim Ward was introduced as the new Affordable Housing Manager, Calgary Housing.

7.4 Problem Properties: Vehicle Enforcement, CD2022-0469

Moved by Councillor Dhaliwal

That with respect to Report CD2022-0469, the following be approved:

1. That the Community Development Committee forward this Report to the 2022 June 7 Combined Meeting of Council to allow for the required advertising.

2. That the Community Development Committee recommends that Council give three readings to the proposed bylaw for amendments to the Community Standards Bylaw 5M2004; and
3. That the Community Development Committee recommends that Council give three readings to the proposed bylaw for amendments to the Land Use Bylaw 1P2007.

For: (6): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, and Councillor Mian

Against: (1): Councillor Chabot

MOTION CARRIED

7.5 Mobility Trends in Calgary – Covid-19 Transportation System Monitoring (Verbal), CD2022-0501

A revised presentation entitled "CD2022-0501 Mobility Trends in Calgary COVID-19 Transportation System Monitoring" was distributed with respect to Report CD2022-0501.

Councillor Penner left the Chair at 11:30 a.m. and Councillor Pootmans assumed the Chair.

Councillor Penner resumed the Chair at 11:32 a.m.

Moved by Councillor Pootmans

That with respect to Report CD2022-0501, the following be approved:

That the Community Development Committee receive this Report for the Corporate Record.

For: (7): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, Councillor Chabot, and Councillor Mian

MOTION CARRIED

7.6 Industry Update on Electricity, Natural Gas and Telecommunications, CD2022-0471

A presentation entitled "Regulatory Presentation to Community Development Committee: Industry Update – CD2022-0471" was distributed with respect to Report CD2022-0471.

Moved by Councillor Chabot

That with respect to Report CD2022-0471, the following be approved:

That the Community Development Committee receive this Report for the Corporate Record.

For: (7): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, Councillor Wyness, Councillor Chabot, and Councillor Mian

MOTION CARRIED

Committee recessed at 11:58 a.m. and reconvened at 1:01 p.m. with Councillor Penner in the Chair.

ROLL CALL

Councillor Dhaliwal, Councillor Mian, Councillor Pootmans, Councillor Walcott, Councillor Wong, and Councillor Penner

Absent at Roll Call: Councillor Carra, and Councillor Wyness

7.7 2021 Flood Mitigation and Resilience Annual Update, CD2022-0324

The following documents were distributed with respect to Report CD2022-0324:

- A revised Attachment 4;
- A document from Charlie Lund; and
- A letter from Peggi McDougall, dated April 25, 2022.

Charlie Lund, Hillhurst Sunnyside Community Association, addressed Committee with respect to Report CD2022-0324.

Moved by Councillor Pootmans

That with respect to Report CD2022-0324, the following be approved:

That the Community Development Committee recommend that Council:

Request that the Mayor, on behalf of Council and their focus on climate resilience, communicate to the Government of Alberta the significance of updated Flood Hazard Area maps and a new reservoir on the Bow River for Calgary.

For: (5): Councillor Penner, Councillor Pootmans, Councillor Dhaliwal, Councillor Walcott, and Councillor Mian.

MOTION CARRIED

8. ITEMS DIRECTLY TO COMMITTEE

8.1 REFERRED REPORTS

None

8.2 NOTICE(S) OF MOTION

None

9. URGENT BUSINESS

None

10. CONFIDENTIAL ITEMS

10.1 ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

None

10.2 URGENT BUSINESS

None

11. BRIEFINGS

11.1 Hillhurst/Sunnyside Community Amenity Fund, CD2022-0343

11.2 CalgaryEATS! Food Action Plan 2022 Progress Update, CD2022-0460

11.3 2021 Watershed Management Update, CD2022-0188

12. ADJOURNMENT

Moved by Councillor Pootmans

That this meeting adjourn at 1:32 p.m.

MOTION CARRIED

The following Items have been forwarded on to the 2022 May 10 Combined Meeting of Council:

CONSENT

- Corporate Affordable Housing Strategy Q2 2022 Update, CD2022-0478
- Affordable Housing Capital Program, CD2022-0484
- 2021 Flood Mitigation and Resilience Annual Update, CD2022-0324

ITEMS FROM OFFICERS, ADMINISTRATION AND COMMITTEES

- Regulated Taxi Meter Rate Adjustment, CD2022-0528

The following Item has been forwarded to the 2022 June 7 Combined Meeting of Council:

PLANNING MATTERS FOR PUBLIC HEARING

- Problem Properties: Vehicle Enforcement, CD2022-0469

The next Regular Meeting of the Community Development Committee is scheduled to be held on 2022 May 27 at 9:30 a.m.

CONFIRMED BY COMMITTEE ON

CHAIR

CITY CLERK

Affordable Housing for Urban Indigenous Calgarians

RECOMMENDATION(S):

That Community Development Committee recommend that Council:

1. Direct Administration to engage relevant business units on the results of the Attachment 2 – *What we heard: Community engagement and research report* to inform development of a Recommendations Report with Indigenous community stakeholders.
2. Direct Administration to bring the Recommendations Report to Council for consideration and approval by Q2 2023.

HIGHLIGHTS

- The recommendations provide an update for Council on the work completed to date with Indigenous stakeholders to identify what The City's role could be to better support the delivery of affordable housing for urban Indigenous Calgarians. It will enable Administration to move forward in the development of a Recommendations Report with community stakeholders that will be brought to Committee and Council for approval.
- **What does it mean to Calgarians:** Indigenous people living in Calgary will have access to more affordable housing that is safe and culturally appropriate.
- **Why does it matter:** Urban Indigenous Calgarians continue to be over-represented in affordable housing need. According to the 2018 Point in Time Homeless Count, 20 per cent of those experiencing homelessness in Calgary identified as Indigenous, and the 2016 Federal Census indicated that non-reserve Indigenous households experience higher incidences of core housing need (19 per cent) as compared to non-Indigenous households overall (12.2 per cent).
- Foundations for Home: Calgary's Corporate Affordable Housing Strategy was approved in 2016 and directs Administration to collaborate with Indigenous leaders and look for opportunities to support Indigenous housing in Calgary.
- Strategic Alignment to Council's Citizen Priorities: A prosperous city
- Background and Previous Council Direction is included as Attachment 1.

DISCUSSION

Between 2006-2016, Calgary's urban Indigenous population grew by 35 per cent. Migration to Calgary's urban centre will continue to rise as the state of on-reserve housing stock deteriorates, and development of new housing is limited/non-existent. There is also a lack of culturally appropriate housing delivered for Indigenous Calgarians by Indigenous housing providers, which is a contributing factor to housing instability.

Key legislation and Council directives mandate Administration to create and sustain safe and viable communities for all Calgarians – for example, the Municipal Government Act; Foundations for Home: Calgary's Corporate Affordable Housing Strategy; Social Wellbeing Policy, and The City's Commitment to Anti-Racism. Thus, it is The City's responsibility to translate these strategies – with community stakeholders – to ensure Indigenous Calgarians have access to safe and affordable homes.

A high-level scan was undertaken to understand how municipalities across Canada are addressing Indigenous affordable housing needs. Most municipalities, including Calgary, are in the early stages of their work – for example, resourcing an Indigenous Relations Office to action

Affordable Housing for Urban Indigenous Calgarians

Canada's Truth and Reconciliation Commission declarations, developing relationships with Métis and First Nations, supporting mandates of local Indigenous advisory committees/collaboratives, and addressing Indigenous homelessness through community partnerships.

Urban Indigenous Engagement

In collaboration and alignment with the Indigenous Relations Office, a parallel engagement framework was applied to create ethical space for Indigenous stakeholders and The City of Calgary to work collaboratively in a genuine way. The first phase of engagement focused on working with Elders, Indigenous-serving housing providers and service organizations to set the strategic direction of the work, as well as identify gaps and barriers Indigenous Calgarians face when seeking and sustaining affordable housing. This work has been captured and summarized in Attachment 2 – *What we heard: Community engagement and research report – Understanding the affordable housing needs of Indigenous Calgarians: By Indigenous people for Indigenous people*, and includes the following key themes:

1. **Reconciliation:** Formally declare The City of Calgary and Affordable Housing priorities for advancing urban Indigenous housing.
2. **Natural Laws:** Honour and respect Indigenous worldviews that are built from Natural Laws/way of life; create parallels in research, planning and designs to better reflect Indigenous concepts of what home meant prior to colonization.
3. **Recognize the Land:** Build and create safe spaces for home with access to land that is culturally relevant/appropriate.
4. **Safe Spaces:** Design for a sense of community and places for seniors, youth and community to come together and be free of trauma.
5. **Colonization and External Racism:** Recognize external influences unique to Indigenous people; acknowledge racism and stereotyping.
6. **Supports:** Provide Indigenous programming and supports for people living in Calgary, as well as people moving from reserve.

In 2021 December, the What We Heard Report was taken to community stakeholders for validation. Through a metaphorical translation of a Niitstítapi (Blackfoot) Tea Dance ceremony, the urban Indigenous content of the report was validated, and permission was granted by Elders and community to move forward with the work.

Nation Engagement

The scope of this project is to understand affordable housing challenges for urban Indigenous Calgarians – it does not address on-reserve housing. However, due to the significant movement of people on and off-reserve, the What We Heard Report also captures initial conversations with Nation housing administrative leadership teams to understand the needs of their members choosing to live in the city.

Conversations were held with the housing administrative leadership of the Blackfoot Confederacy representing the Piikani, Kainawa and Siksika Nations; Group of 4 representing the Tsuut'ina and Stoney Nations; and the Métis Nation of Alberta Region 3. Each Nation identified their distinct emerging housing needs and how The City can better support development of affordable housing for Nation members living or wanting to live in Calgary. This information was also captured in the What We Heard Report and validated by Nation Administration.

Respectful Engagement with Nations

Based on the recommendation from the Indigenous Relations Office, Affordable Housing's work with the Nations will move forward in consultation with the Indigenous Relations Office and their

Affordable Housing for Urban Indigenous Calgarians

path forward with Mayor and Council regarding Nation-to-nation work. This respects the unique levels of governance and decision-making authority for the Nations and The City, as well as the role of the Indigenous Relations Office as the City lead for thoughtful and respectfully-aligned work.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- ☐ Public Engagement was undertaken
- ☐ Public Communication or Engagement was not required
- ☐ Public/Stakeholders were informed
- ☒ Stakeholder dialogue/relations were undertaken

To ensure meaningful and useful engagement with community, Elder Dr. Reg Crowshoe's governance model was applied – with permission – in the development of a parallel engagement framework to equally recognize Indigenous and non-Indigenous systems. Further details can be found in Attachment 3 – Parallel Engagement Framework.

IMPLICATIONS

Social

Affordable housing is vital in creating and sustaining safe and viable communities for all Calgarians. Thus, enabling and supporting the delivery of affordable housing that is safe and culturally appropriate for Indigenous Calgarians is critical, and a fundamental step in advancing The City's commitment to Truth and Reconciliation work.

To premise Indigenous worldviews and systems, this project and the supporting parallel engagement framework aligns with The City's Indigenous Policy:

1. Ways of knowing – The City will be present in the community.
2. Ways of engaging – The City will be more authentic when working with Indigenous people.
3. Ways of building relationships – The City will have a spirit of reciprocity in relationships with Indigenous people.
4. Ways towards equitable environments – The City will recognize and remove barriers to full participation for all Indigenous people.

Environmental

Climate change poses the greatest threat to populations that have been systemically disadvantaged or under-served – for example, those on low-incomes or experiencing homelessness. The provision of safe, adequate and affordable housing for urban Indigenous Calgarians will help contribute to building resilient communities better able to withstand the impacts of climate change.

Economic

Future recommendations based on this work may lead to investment in affordable housing development, which improves economic development by creating new jobs, attracting and retaining a stable workforce, and saving taxpayers money by reducing pressure on emergency

**Community Services Report to
Community Development Committee
2022 May 27**

**ISC: UNRESTRICTED
CD2022-0706
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Affordable Housing for Urban Indigenous Calgarians

services. People in affordable housing have greater chances to find and keep jobs, to learn and build skills, and be active participants in their communities.

Service and Financial Implications

No anticipated financial impact

\$0

The report recommendations currently have no impact to Operating or Capital budgets. There may be future impacts to budgets.

RISK

By undertaking this project at Council's direction, Administration made a commitment to identify how The City can better support the delivery of affordable housing for Indigenous people living in Calgary. Elders and community stakeholders have invested considerable time and effort on the work completed to date. Early trust and relationships have been built, and future work with community is dependent on continued progress of this project.

Council direction to engage relevant business units across the Corporation will enable Administration to co-create a Recommendations Report with community stakeholders. The Recommendations Report will include actionable projects with timing, budget and resourcing considerations, demonstrating genuine and long-term commitment to advance The City's Reconciliation work.

Should Council not continue with the work completed to-date, The City as a whole (including the Indigenous Relations Office) could face considerable reputational and relational damage with Elders, Knowledge Keepers, Indigenous housing providers and service agencies, as well as the Nations.

ATTACHMENT(S)

1. Background and Previous Council Direction
2. What we heard: Community engagement and research report – Understanding the affordable housing needs of Indigenous Calgarians: By Indigenous people for Indigenous people
3. Parallel Engagement Framework

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Chris Arthurs, Deputy City Manager	People, Innovation and Culture Services	Inform

Background

In 2016 June 28, Council and approved The City's *Foundations for Home: Calgary's Corporate Affordable Housing Strategy (2016 – 2025)* and supporting Implementation Plan. A City goal, as per the Strategy, is to increase the supply of affordable housing to ensure people at all income levels can live and work in every neighbourhood of our city.

The Implementation Plan identifies two actions that aim to support affordable housing needs of urban Indigenous Calgarians:

- **Strategic Direction #5 – Strengthen intergovernmental partnerships**
 - **Action:** Develop relationships with Indigenous leaders and look for opportunities for support or collaboration.
- **Strategic Direction #6 – Improve the housing system**
 - **Action:** Work with Indigenous community leaders on support required for Indigenous housing in Calgary.

The *Affordable Housing for Urban Indigenous Calgarians* project and the parallel engagement framework guiding the work enables Administration to carry out these actions in a manner that is meaningful for community stakeholders. The results from engagement culminated in the *What we heard: Community engagement and research report – Understanding the affordable housing needs of Indigenous Calgarians: By Indigenous people for Indigenous people* and will inform short-term and long-term recommendation(s) to The City on how to best support affordable housing for Indigenous people living in Calgary.

Previous Council Direction

DATE	REPORT NUMBER	DIRECTION/DESCRIPTION
2016 June 28	PFC2016-0512	<p>Corporate Affordable Housing Strategy</p> <ol style="list-style-type: none"> 1. Approve the Corporate Affordable Housing Strategy and confirm affordable housing as a Council Priority; 2. Approve the Implementation Plan in principle and direct Administration to bring forward budget recommendations for 2017 and 2018 for Council consideration through Action Plan mid-cycle adjustments; 3. Direct Administration to provide a progress update on the Implementation Plan to Council through the Priorities and Finance Committee by Q2 in 2017 and 2018; 4. Rescind the 2002 Corporate Affordable Housing Strategy (Council Policy CS007).
2017 May 16	PFC2017-0220	<p>Corporate Affordable Housing Strategy Q2 2017 Update</p> <ol style="list-style-type: none"> 1. Accept the report and its attachments as information; 2. Extend current funding for the Housing Incentive Program through to the end of 2019; 3. Rescind policy CSPA004 (The City of Calgary Homelessness Strategy); 4. Rescind policy CS001 (Acquisition of Affordable Housing Lands for Municipal Purposes).
2018 June 5	PFC2018-0584	<p>Corporate Affordable Housing Strategy Q2</p> <ol style="list-style-type: none"> 1. Receive the following update as per the annual Q2 reporting requirement established in PFC2016-0512 and accept the report and its attachments as information.
2019 July 2	PFC2019-0872	<p>Corporate Affordable Housing Strategy Q2 2019 Update</p> <p>Community Services briefing to Priorities and Finance Committee. This briefing meets the direction as per PFC2018-0584 to provide a progress update by Q2 2019 on the Foundations for Home: Corporate Affordable Housing Strategy 2016-2025 (the Strategy) and the accompanying Implementation Plan (the Plan). The City has met or exceeded all short-term 2018 targets and is on track to achieving the vision and objectives outlined in the Strategy. To ensure continued momentum, Administration will develop a refreshed Plan for 2021-2025, which will be completed in 2020.</p>

2022 April 27

CD2022-0478

Corporate Affordable Housing Strategy Q2 2022 Update

1. Endorse the investigation of the ideas presented in Attachment 2 – Affordable Housing Opportunities, and;
2. Direct Administration to develop a refreshed Corporate Affordable Housing Strategy to be brought to the Community Development Committee by 2023 Q3.



What we heard: Community engagement and research report

Understanding the affordable housing needs of
Indigenous Calgarians: By Indigenous people for Indigenous people

Calgary Housing, Affordable Housing
May 2022



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A note to our readers

How to read this report

This report has been written to preference the voices of community. Community is a term commonly used by Indigenous people in both writing and work on the ground. For us, community encapsulates Indigenous Elders, knowledge keepers, community members and those with lived experience. It also serves as an invisible circle, welcoming all people, institutions, organizations and activities that serve to make life better for all Indigenous people. By way of definitions, this report uses the term “the city,” meaning Calgary as a geographical area. We also talk about recommendations for “The City,” referring distinctly to the municipal government and The City of Calgary’s Affordable Housing division. For additional clarity, please see Appendix E: Indigenous/cultural glossary of terms.

The contents of this report have been smudged, validating the words as real. Guided by Elders from across Calgary, we have built this work from foundational teachings of oral process and traditional concepts, stories, ways of knowing and communicating. When possible, original dialogue and direct quotes from Elders are captured, including additional Elders’ teachings which can be accessed via video links throughout this report. Please take the time to read and listen to these important

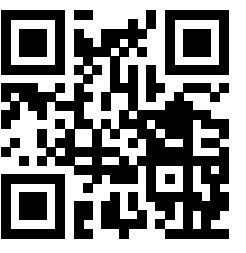
teachings; searching for the lessons between and within the lines of the stories.

Finally, awareness regarding Indigenous ways of knowing is key to understanding the parallel structure of our work and this report. Some of the terms referenced throughout this report – such as Natural Laws – may be new to readers. That’s okay. As Indigenous communities grow and change, many old concepts are beginning to re-emerge, and we are learning together how to apply these new (yet old) ideas.

If such terms and concepts are new to you, we recommend starting with the teachings found on page three of this report. If you are new to the basics of Canada’s history as told through an Indigenous lens, please start with *Appendix A: Historical context* of this report. Canada’s history with Indigenous communities is complex and Indigenous knowledge systems and learning are built on slow knowledge (i.e. taking the time to think); thus, we encourage readers to take the time to read this work in its entirety.

Thank you for listening to the community in this important work.

All my relations



Authors of this report

The process of declaring self-location in writing has become important as Indigenous communities seek to understand how documents (such as this one) are created. Perspective, worldview and ways of knowing are critical when attempting to reflect the voice of community in policy making.

As previously mentioned, the contents of this report have been smudged, validating the words as real. Having said that, there are limitations as theming and condensing was a part of the process in order to create an actionable report. We hope that the embedded videos and quotes offset these limits.

Key author: Sharon Goulet

Sharon is Red River Métis and member of the Métis Nation of Alberta. Born in the Treaty 1 territory, she is related to the Millers, Spences and Irwins who lived in the area during the time of Louis Riel. Many of Sharon’s family fled during the Red River Rebellion, which eventually led to the establishment of the provisional government by the Métis leader Louis Riel and his followers at the Red River Colony in 1869.

At a young age Sharon moved to the traditional territory of the Kanien’kehá:ka – or Montreal – with her family. The island called Montreal is known as Tiotia:ke in the language of the Kanien’kehá:ka, and it has historically been a meeting place for other Indigenous nations, including the omàmiwininì or Algonquin people. While in the area, Sharon completed a bachelor’s degree in Cultural Anthropology at McGill University.

During this time Sharon witnessed the Oka crisis that took place, which was a catalyst towards the eventual Royal Commission on Aboriginal People, Truth and Reconciliation Commission and today’s TRC Calls to Action.

Sharon later moved to Treaty 7 territory to complete her bachelor’s and master’s degrees in social work, focusing on Indigenous leadership, policy, and community development. Sharon has worked at The City of Calgary for the past 27 years in a variety of positions starting as the assistant to the Calgary Aboriginal Urban Affairs Committee, working in Indigenous community development, and working as the Indigenous Social Planner with Family and Community Support Services for 15 years. Sharon is currently an Issue Strategist with the Calgary Indigenous Relations Office. Sharon’s work has involved social planning, community development, research, and advocacy on issues that concern the Indigenous urban community.

Contributors

The following entities were core in the co-creation of this work:

- Elders’ Knowledge Circle
- Technical Advisory Group
- The City of Calgary
 - Calgary Housing, Affordable Housing division
 - People, Innovation and Collaboration, Calgary Indigenous Relations Office

Executive summary

In the spirit of respect, reciprocity and truth, The City of Calgary honours and acknowledges Moh'kinsstis and the traditional Treaty 7 territory of the Blackfoot Confederacy: Siksika, Kainai, Piikani, as well as the Îyâxe Nakoda and Tsuut'ina Nations. We acknowledge that this territory is also home to the Métis Nation of Alberta Region 3 within the historical northwest Métis homeland. Finally, we acknowledge all Indigenous people who live, work and play on this land.

This report has been created specifically for The City of Calgary's Affordable Housing division to use as a starting point; to build long and enduring relationships with Indigenous communities. From the community's perspective, this report also identifies what The City of Calgary's role could be in better supporting the delivery of affordable housing for urban Indigenous Calgarians now and into the future. This report may also be useful to local non-profit affordable housing providers and Indigenous and non-Indigenous social service providers to understand Indigenous housing needs. Finally, this report may inform provincial and federal work, as well as assist surrounding First Nations and Métis Nation to plan their housing work into the future.

As The City of Calgary's journey begins, this traditional gathering place provided us with an opportunity to listen to the original caretakers of this land. To initiate this work, from June 2020 to June 2021, The City engaged with Elders and knowledge keepers, Indigenous-serving housing providers and service organizations, Nation administrative leadership, as well as Indigenous Calgarians with lived experience.

This report is driven by these conversations, as well as key legislation and Council directives that mandate The City of Calgary to create and sustain safe and viable communities¹ for all Calgarians through a variety of policies and initiatives such as the *Municipal Government Act (MGA)*; *Foundations for Home: Calgary's Corporate Affordable Housing Strategy*; *Calgary Aboriginal Urban Affairs Committee's 10-Year Strategic Plan*; *The City's Commitment to Anti-Racism; Social Wellbeing Policy*; *Welcoming Communities Policy*; *Gender Equity, Diversity and Inclusion Strategy*; *Multicultural Communications and Engagement Strategy*; *Resilient Calgary Strategy*; and the *White Goose Flying Report*.

This *What We Heard: Community Engagement and Research Report* captures both urban and Nation-specific engagement conversations that speak to significant gaps in delivering safe and viable housing communities for Indigenous people in Calgary. The urban section represents the voices of stakeholders involved in affordable housing and service provision within Calgary. The Nation section recognizes the distinct emerging housing needs of each Nation, as well as understanding how The City can support the development of affordable housing for Nation members living or wanting to live in Calgary. Finally, appendices are available for the reader to understand the complex and changing relationship that Indigenous Canadians have had with the land, settlers and governments of the day, and how these have and continue to impact communities.

¹ *Municipal Government Act*: WHEREAS Alberta's municipalities, governed by democratically elected officials, are established by the Province, and are empowered to provide responsible and accountable local governance in order to create and sustain safe and viable communities

Part 1: Methodology (How we came to know) Indigenous affordable housing work across Canada

Overall, Canada's Indigenous population is growing faster than the general population. In Calgary, approximately 30,000 people (i.e. four per cent) of the population are Indigenous. Of that percentage, nearly half are under the age of 25. More than 53 per cent of Indigenous people reside in urban areas – this suggests a strong migration pattern, either from reserves to cities or notable mobility back and forth due to family, employment and housing requirements. Similar to the myriad social ills facing Indigenous communities, housing challenges can be traced to the impacts of Canada's campaign of colonization and genocide against Indigenous communities. Today we see the results of these colonial policies, such as systemic racism in housing complexes and the impacts of intergenerational trauma in community.²

In addition to stakeholder engagement, a high-level scan was undertaken to understand how other municipalities across Canada are beginning to understand their role in addressing these social challenges and demographic shifts through Indigenous affordable housing work. Most municipalities have resourced an Indigenous Relations Office to action Canada's Truth and Reconciliation Commission (TRC) declarations, created relationships with Métis and First Nations, supported mandates of their local Indigenous advisory committees, and built corporate responses to the TRC Calls to Action. Others are primarily involved in community collaboratives, with a focus on addressing Indigenous homelessness through community partnerships and programming.

Although most municipalities have affordable housing strategies and plans, there are few notable Indigenous considerations – most are operating from an equality versus equity lens for affordable housing development. Western funding programs – like The City of Calgary's Housing Incentive Program and Non-Market Housing Land Sale – are common across municipalities. However, there are exceptions that demonstrate movement in this work:

- In February 2021, Edmonton City Council approved a motion to develop an Indigenous Affordable Housing Strategy. This is an example of innovative thinking, premising an equity lens for The City of Calgary to replicate.
- In 2021, it was declared that the First Nations Housing & Infrastructure Council will assume authority and control over First Nations housing and infrastructure program delivery in British Columbia. This First Nation controlled organization was formally established in 2017 and is the first of its kind in the country to create a First Nations housing and infrastructure authority.

At the community level, innovative Indigenous-specific affordable housing models are emerging across the country.³ Municipalities can look to these promising practice models and find ways to enable and support delivery of housing programs that are safe and culturally-appropriate for Indigenous individuals and families.

² To learn more, please see Appendix A: Historical context
³ To learn more, please see Appendix B: Promising models for Indigenous affordable housing

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Stakeholder engagement

How we heard

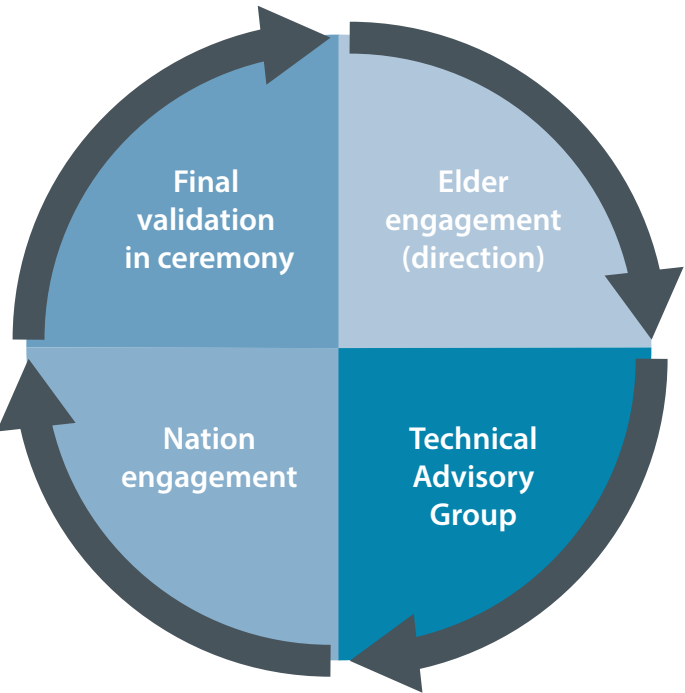
The stories and direction from this report are critical to understanding lived experiences of our Indigenous communities. Guided by a parallel oral governance model which includes a diverse Elders' Knowledge Circle, we premised Indigenous experience and advice moving forward on this work. Figure 1 demonstrates how our engagement process underscored the importance of iterative interactions as a cornerstone of our work – now and in the future.

Historically, research or (engagement) has been done on Indigenous people with results that are either meaningless or harmful to community. For engagement to be useful, it was critical to have housing understood and translated into Indigenous concepts that have meaning for community. Underscored by conceptual frameworks such as OCAP™ (ownership, control, access and possession) and FIBI (For Indigenous, By Indigenous), we worked in ethical spaces that enabled the co-creation and validation of community direction described in this report.

For stakeholders to own, protect and control how their information is to be used, Elder Dr. Reg Crowshoe's governance model was used with permission to parallel and translate the concerns and recommendations in ways that all parties could understand and support. To support the

iterative process, multiple engagement sessions took place from June 2020 to February 2021. Given the timing of this project during the global COVID-19 pandemic, all sessions were conducted virtually. In all, more than 14 unique sessions with more than 60 individuals were held. Notes from each session were shared and validated by participants throughout the process.

Figure 1: How we heard

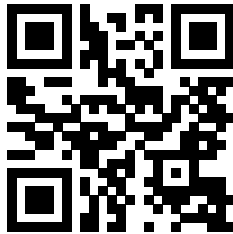


We began the engagement by offering tobacco to a group of Elders representing the Elders' Knowledge Circle. After accepting our request to meet, we coordinated a day-long circle with the Elders' Knowledge Circle. Following an opening smudge, the Elders were split into smaller groups. All sessions were recorded and transcribed. A smaller group of City staff listened to the recordings and identified the following key themes:

- 1. Reconciliation:** Formally declare The City of Calgary and Affordable Housing priorities for advancing urban Indigenous housing.
- 2. Natural Laws:** Honour and respect Indigenous worldviews that are built upon Natural Laws/way of life; create parallels in research, planning and designs to better reflect Indigenous concepts of what home meant prior to colonization.
- 3. Recognize the land:** Build and create safe spaces for home with access to land that is culturally relevant/appropriate.
- 4. Safe spaces:** Design for a sense of community and places for seniors, youth and community to come together and be free of trauma.
- 5. Colonization and external racism:** Recognize external influences unique to Indigenous people; acknowledge racism and stereotyping.
- 6. Supports:** Provide Indigenous programming and support for people living in Calgary, as well as people moving from reserve.

These six themes were advanced to a Technical Advisory Group (TAG) of urban Indigenous and non-Indigenous housing providers and service organizations. Four meetings were held to dive further into each theme and operationalize guidance from the Elders. Validation meetings were held with the TAG to ensure that their recommendations were articulated properly.

Initial conversations were also held with administrative and governance leadership of the Treaty 7-Blackfoot Confederacy, Treaty 7-G4 Nations and Métis Nation of Alberta Region 3/Local 87; all are interested in working long-term with The City of Calgary and other levels of government to build affordable housing for their community members living in Calgary. As Nations are designated as distinction-based by other levels of governments, we felt it best to co-create unique pathways for each community that reflect the desires of leadership and membership needs.



How we interpreted key themes

Cultural principles of a parallel approach

It is in ethical spaces that we can co-create meaningful solutions. Coined by Dr. Willie Ermine, ethical space is a complex and detailed process that provides cultural safety and protection to people using Western and Indigenous systems so that they can work together. Learning to create and use ethical space requires time, practice, as well as mutual respect and understanding. Some of the key elements of ethical space include:

- Identifying and using parallel processes from Indigenous and Western systems. A common example is a contract and a song – these are two different ways to signify a formal agreement; one used in the Western system and the other in the Indigenous system. Both ways must be respected and used as appropriate so that people from both systems feel the agreement is official, they are protected, and their ways are respected.
- Both Indigenous (oral) and Western (written) systems must respect one another and not impose their ways on the other system. One is not better than the other.
- Using parallel processes is not the same as combining systems. Oral and written both retain value and complement each other.

Accessing Elders and Indigenous cultural knowledge is essential for any journey together to have an effective and successful result. It is how we access lessons from our shared past and is required in order to engage in the other principles. There are many types of Elders, including sacred Elders and technicians, as well as other Indigenous knowledge keepers, helpers, and advisors – all of whom hold important traditional and contemporary wisdom to guide our work. Different types of people will be needed at different times, and for different types of work.

The cultural principles of a parallel approach include discipline, responsibility, respect, accountability and sanctified kindness – these principles are critical when working in this way. Parallel work preferences oral practice instead of the default written systems used by Western organizations. Communication, decision making and implementation of actions are all facilitated through ceremony or talking circles as required. As traditional knowledge and worldviews are embedded within oral practice, the use of venue, action language and song (VALS) are key components of any oral process.

The cultural principles of a parallel approach include discipline, responsibility, respect, accountability and sanctified kindness.

Contextually, the complementary parallels between the oral practice and the written practice can be seen in the following example of a community engagement meeting:

Oral (Indigenous)		Written (Western)
Smudge (venue)	↔	Call to order/agenda
Formation of the Circle (venue)	↔	Venue (meeting space)
Pipe ceremony (action)	↔	Oath of confidentiality and ethics
Advisors/Elders (language)	↔	Executive Director/Board
Ceremonial leaders (language)	↔	Administration
Assessors/Helpers (action)	↔	Workers
Song (rights and privileges)	↔	Certificate of completion

Key frames

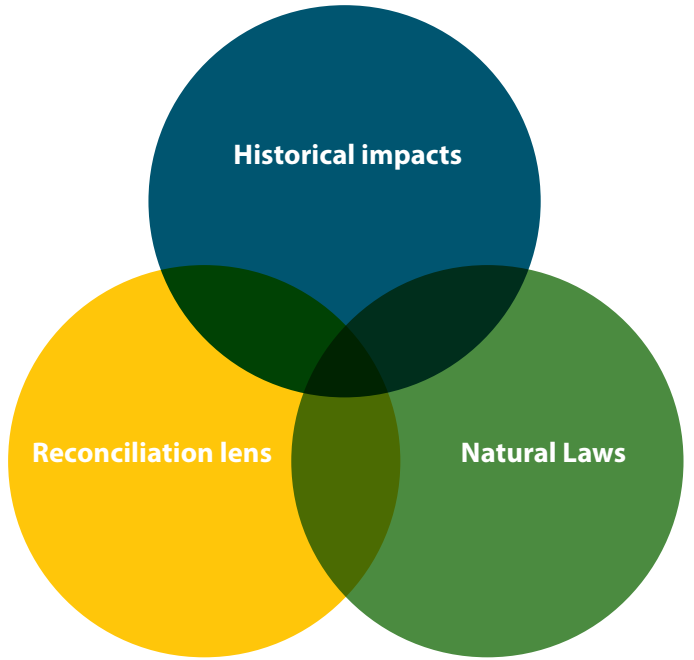
The following key frames were core to understanding the conversations; respecting oral process and traditional concepts such as stories, ways of knowing, and communicating. A reconciliation lens was also applied to honour the history of Indigenous people in Canada and the present-day environment as it relates to affordable housing.

Historical impacts

Historically, Indigenous communities operated from common cultural understandings. Sometimes understood as Natural Laws, communities had intricate governance structures including legal, educational, housing and family systems. This relational understanding – or *all my relations* – included the land and the homes that stood upon it. Most Indigenous communities today still understand themselves in relation to the land; hence the destruction wrought from colonial expansion has had devastating effects on entire communities.

New structures and policies such as residential schools, the *Indian Act*, and Métis land scrip brought Western governance and land systems into communities. These institutions further alienated Indigenous people from their knowledge systems and created the jagged worldviews that exist today, most often seen as intergenerational trauma. Intergenerational trauma is widespread and can be seen in the high rates of child welfare, homelessness and housing insecurity. Intergenerational trauma impacts entire communities and as such must be considered when approaching community housing work.

Figure 2: Key frames





Natural Laws

The words Siim’ohksin (Nitstitapi/ Blackfoot): Wahkotiwin (Nehiyew/Cree) – or Natural Laws – are words that we were given by our Elders to start creating our own stories around housing. With Natural Laws or relationships at the core, we have an opportunity to broaden our understanding – to work in the center of the iceberg instead of at its tip. Through Natural Laws, we can start to understand a path forward supported by anti-colonial and anti-oppressive theory. Most importantly, we preference approaches based on kindness, compassion and balance. This lens allows us to create our own story and shows us how to walk in this work – it challenges us to understand the interconnectedness of housing, instead of defaulting to an Indigenous approach which typically maintains a Western understanding at the core of the work.

Reconciliation lens

To some people, reconciliation is the re-establishment of a conciliatory state. However, many Indigenous people assert this initial state never existed between Canada’s original inhabitants and newcomers. To others, reconciliation is about coming to terms with events of the past in a manner that establishes respectful and healthy relationships between distinct peoples going forward.

Reconciliation can also be about making and keeping relatives, understanding how different values can and should co-exist as equals in thinking about planning, design,

and project development. A reconciliation lens strives to keep the work alive not by blending or premising one way above the other, but by establishing and maintaining a mutually respectful relationship between Indigenous communities and Western systems. For that to happen, we must start with the truth. There must be awareness of the past, acknowledgement of the harm that has been inflicted, and a focus on actions to change Western behaviors. This includes challenging norms, systems bias and complicity, and charting new ways of doing business.

The City of Calgary has several policies and principles that align with a reconciliation lens. Most notably, the *Social Wellbeing Policy* outlines clear guidelines when making decisions; developing plans, policies and strategies; and delivering City services. The Social Wellbeing Principles are as follows:

- The City will strive to provide equitable services. This includes removing barriers to access and inclusion.
- The City will advance the active and shared process of truth and reconciliation in collaboration with the community.
- The City will seek opportunities to support and grow culture in Calgary.
- The City will aim to stop problems before they start, using a prevention approach.

The following international and federal movements also lend themselves to a reconciliation lens within the housing context:

The United Nations (UN)

In 1948 the *Universal Declaration of Human Rights* affirmed housing rights in seven core human rights treaties. In 1996, the *International Covenant on Economic, Social and Cultural Rights* echoed the UN’s broadest recognition of the right to housing: “the right of everyone to an adequate standard of living for himself and his family, including adequate ... housing, and to the continuous improvement of living conditions.”

The *United Nations Declaration on Rights of Indigenous Peoples (UNDRIP)* report was adopted by the General Assembly in September 2007 with most (144) member states in favour, and four votes against. Canada later signed the declaration in 2010. While the document is not legally binding, it should be used in concert with the 1948 Declaration to inform the unique housing needs of Indigenous people.

Truth and Reconciliation Report (TRC)

In May 2015, the TRC report was released. The report presented a comprehensive historical record of the policies and operations of Canada’s residential schools, as well as a smaller report with 94 recommendations (i.e. “Calls to Action”) for the Government of Canada and other levels of government or institutions to consider.

While the TRC Calls to Action do not specifically identify housing, due to the cross-sectoral concerns Indigenous people face across all social determinants of health, the following three TRC Calls to Action provide a foundation on how The City of Calgary could better support the delivery of affordable housing for urban Indigenous Calgarians:

- **TRC Call 1** – We call upon the federal, provincial, territorial and Aboriginal governments to commit to reducing the number of Aboriginal children in care by: Providing adequate resources to enable Aboriginal communities and child-welfare organizations to keep Aboriginal families

together where it is safe to do so, and to keep children in culturally appropriate environments, regardless of where they reside.

- **TRC Call 43** – We call upon federal, provincial, territorial, and municipal governments to fully adopt and implement the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation.
- **TRC Call 57** – We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Aboriginal rights, Indigenous law, and Aboriginal–Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

Indigenous Housing Caucus, The Canadian Housing and Renewal Association (CHRA)

The Indigenous Housing Caucus was established in 2013. The mandate of the Caucus members is to work together towards better housing for northern, rural and urban First Nations, Métis and Inuit Peoples. The Caucus fills a gap in representation and planning for urban areas where many non-registered or non-affiliated Indigenous people live. They also aim to protect current housing stock and ensure affordability for Indigenous people in urban areas by aggressively building new units to close the gap in core housing need between Indigenous and non-Indigenous households.

In response to this gap, the Fourth Strategy was created by the Indigenous Housing Caucus Working Group in 2018. The Strategy⁴ recognizes the rights of the Indigenous people in urban, rural and northern communities (together with the housing and service providers that serve them) to have official political standing, and to have the recognized right to negotiate as an independent delivery entity.

⁴ To learn more about the Fourth Strategy please visit <https://chra-achru.ca/news/for-indigenous-by-indigenous-national-housing-strategy-released-by-chra-and-its-indigenous-housing-caucus-working-group/>



Part 2: What we heard

This section of the report summarizes key themes from external engagement, capturing both urban and Nation-specific conversations. As we begin to understand the opportunities before us, we acknowledge that the landscape of Indigenous relations is constantly shifting and evolving – as such, some of this work may take longer than others. As future-state work, incremental steps co-created by and for community will ensure authenticity in the work that lies ahead. Co-creation does not mean further research. As expressed by the Elders at the validation Tea Dance ceremony, “Its time for action!”

Many of the barriers identified by the Elders and Technical Advisory Group may seem insurmountable. We must remember that it took hundreds of years to get us to this place – thus, we must respect the time and effort it will take to rebuild **with** community. Change will come if we stay the course with ongoing relationship building, engagement, and respectful resourcing of co-created solutions.

The urban engagement section represents the voices of community members involved in affordable housing and service provision within Calgary. The Nation engagement section recognizes the distinct emerging housing needs of each Nation, as well as understanding how The City can support in the development of affordable housing for Nation members living or wanting to live in Calgary. These themes have been validated by each stakeholder group through an Indigenous process and approved by City of Calgary leadership.

Urban engagement

To honor the voices of those who shared their time with The City of Calgary, the six themes that follow represent the closest, paralleled version that can be tied to one or more of the strategic objectives outlined in *Foundations for Home: Calgary's Corporate Affordable Housing Strategy*.⁵ In many instances, the fit was awkward, particularly when the community began to speak from their side of the parallel; however, it was important to set boundaries for the conversation.

⁵ To learn more about The City of Calgary's affordable housing strategy, visit <https://www.calgary.ca/cs/olsh/affordable-housing/affordable-housing.html>

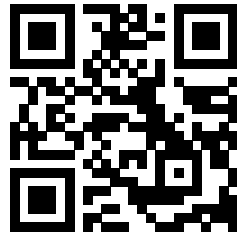
The following six themes were paralleled:

Oral (Indigenous)		Written (Western)
Theme 1: The City of Calgary (Affordable Housing) reconciliation	↔	Strategic direction 1: Get the Calgary community building
Theme 2: Natural Laws	↔	Strategic direction 6: Improve the housing system
Theme 3: Recognize the land	↔	Strategic direction 2: Leverage City land Strategic direction 6: Improve the housing system
Theme 4: Safe spaces	↔	Strategic direction 3: Design and build new City units Strategic direction 4: Regenerate City-owned properties
Theme 5: Colonization and external racism	↔	Strategic direction 5: Strengthen inter-governmental partnerships
Theme 6: Supports	↔	Strategic direction 6: Improve the housing system

Many concepts discussed expanded outside of the box, and for that we are grateful. Each theme is organized as follows:

1. Elders’ observations of “What is today” (i.e. what gaps they see).
2. The Elders’ vision of “What can be” (i.e. what they most hope for).
3. Gaps and barriers from a day-to-day service perspective (i.e. lived experience) as described by our Technical Advisory Group (built on Elders’ guidance).





Theme 1: The City of Calgary (Affordable Housing) and reconciliation

Elders' observations: What is today

Awareness is not enough – we need action.

When the Elders spoke of reconciliation, they talked about rebuilding ethical and mutually beneficial relationships based on truth **and** action. The reconciliation process is not a linear one. Reconciliation is a long-term and often difficult process that involves individuals and systems taking time to acknowledge the truth including: unpacking bias, understanding differences in worldviews, acknowledging wealth and power and creating spaces of allyship that gives those who have been oppressed voices in discussions and future development. Reconciliation requires that together we replace fear, build confidence and trust, and work together on common concerns.

The Elders talked about how The City of Calgary and Affordable Housing can start this journey by questioning what normal practice is, developing allyship with community, and supporting various International calls to action and directions under the *Truth and Reconciliation Report (TRC)* and the *United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP)*. While these documents are not legally binding, these International declarations can act as a guidepost to move in directions that support positive change in Indigenous communities. This guidance from Elders parallels best with the following objective in The City's Affordable Housing Strategy: get the Calgary community building.

Elders' vision: What can be

Creating opportunities for genuine and long-term engagement with Indigenous stakeholders.

These statements from Elders, highlight the important concepts and understanding upon which reconciliation in housing **must** be built:

“Who is working with our people?”

“Can we offer education and training so that the racism ends?”

“Can we be involved in these tables?”

The First Nations principles of OCAP (owner, access and possession) and FIBI (For Indigenous, By Indigenous) both underpin the premise of “Nothing about us, without us” which ensures that decision making at all levels is returned to the rightful communities. Elders envisioned being involved in the recommendations of this work – as well as other work – at The City of Calgary. They spoke to the importance of worldview in design and conceptualization of housing, screening of land, and the inclusion of important aspects of the culture once housing is built, such as smudging, singing and drumming, as well as ceremony and practice that protects and respects the spirit of a person in their home.

ELDERS' TEACHINGS

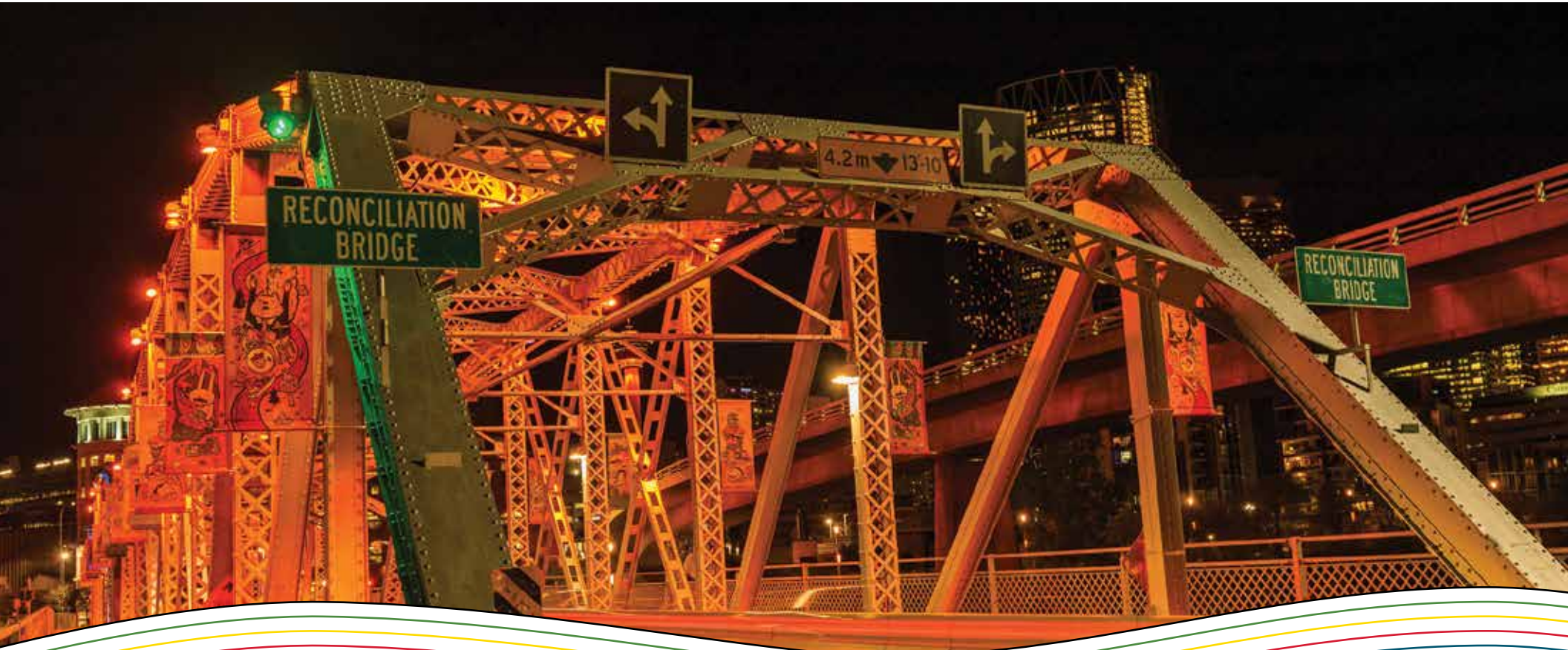
Home is two ways of thinking – Indigenous and Western

“Home is two ways of thinking – Indigenous and Western. For Indigenous people, everything is social so then we feel comfortable with other Native people. We are not alone. We can survive together.”

“Home is a place to live where I feel safe and can be myself, where I have pride. In the old days, families would purchase a design and a tipi for their kids when they got married. They taught their kids within the culture, about the design and this built a sense of pride in them. They knew what they would have to do to receive that tipi and learned how to care for it. The design and tipi was transferred to them in ceremony. They knew how to look after their place. They felt safe. These housing structures today – they are just boxes. All the ceremony, teachings and spirit was lost. We don't know how to connect back to the design, the teachings anymore. The pride and connection to Creator is not in that box.”



THEME 1: RECONCILIATION Technical Advisory Group – Lived Experience	
Barrier	Advancing the conversation
1. Indigenous Elders and community experts are not at the table.	Reconciliation means constantly engaging and listening to different perspectives. Elders and community experts want to sit in decision making spaces throughout the entire process – not just in tokenistic ways. Incorporating validation is essential to ensure we truly hear people – this may take longer than Western practice but is critical to reconciliation.



Theme 2: Natural Laws

Elders’ observations: What is today

Understanding what home meant prior to colonization through the construct of Natural Laws.

Before colonization, home was closely associated with relational attachments to both ancestral lands and family – immediate and extended. This connection to the spirit of home is still alive in many communities today but cannot be actualized due to the tremendous destruction of not only the land, but as well the loss of cultural affiliation and understanding of Natural Laws that guided Indigenous communities. When Elders spoke of Natural Laws, they were talking about a return to a way of life. A way of understanding ourselves and our worldviews that is beyond programming and challenges us to awaken to who we once were. The teachings of Natural Laws are organic and

embedded in everyday life. For example, Natural Laws teach us how to be ethical and kind people, how to parent, how to be in a relationship in a good way – even how to respect the structure and spirit of a home. This guidance parallels best with the following objectives in The City’s Affordable Housing Strategy: improve the housing system.

While for many Western people home is a location, Indigenous people have retained collective memories of their Nations and where they lived on the land prior to colonization. These are often found in creation stories and oral practice:

“Creation stories tell us how to treat each other. How we treat our responsibilities and to our home. These original stories tell people how to live, provide guidance and direction about what is right and what is our role as caretakers of the land as our home. Home is identity and it helps people understand who they are as Indigenous people. It’s a sacred account about how the world was formed. It’s about fragility and respect and thanks. About the sacred plants and burial practices. It teaches us that we come from somewhere.”

Elders' vision: What can be

Understanding worldview and creating parallels through Natural Laws.

Elders envisioned a time where our homes have their spirit back. Where we have the space to teach our people about smudging and we conduct ceremonies on our own terms. They saw our homes as safe places where children could learn from each other, the Elders, the land and all our relations. Elders envisioned Natural Laws/teachings being offered as part of daily life through important concepts such as traditional home transfer ceremonies, respecting the home, and understanding what home means in our ways. One way to do this is to bring back the process of

tipi transfers as a metaphor for transferring modern day homes and to helping people understand their rights and responsibilities. This would include homeownership; respect and caring for the home; values and payment for the privilege of having a home; the roles of women, men and children; and the role of Elders. Elders ultimately envisioned embedding the principles and practices of Natural Laws into housing systems, fostering a growth in identity, belonging and inclusion, as well as connection to the land.



ELDERS' TEACHINGS

Respecting Natural Laws

"Respect the home like you would a child. Respect the home's spirit, conduct ceremony in the home for protection; when you leave take your spirit with you, otherwise it will be trapped in the old home you lived in. Home is the same as Home Fire. The Home Fire ceremony welcomes people into their new home. Ceremony is conducted so that you enter in a good way and then can look after the home properly."

"Homeownership meant that in the past we respected all that nature gave us for us to have a home. The buffalo gave its life for us to have a home, so we respected it and our home. Our spiritual connection is lost. Our Natural Laws/teachings have been lost."

"Home teachings ensured we practiced our moral values/Natural Laws. Teachings were visible in the designs and songs that were passed down in community to younger people. They were held responsible by oral practice in community/Natural Laws."

Relationship to other teachers

"Everything on this earth is connected to the earth, land and the energies. The energies we send out from our mind, body and spirit is connected. We have a big responsibility on the energy we send out to the world. We need to send out positive energy to the world. Negative energy will affect our families and all our relations. Negative energy can affect our families."

"Pets and their teachings – pets are the first teachers for children to understand care, compassion, love and responsibilities."

"Natural Law means trying to be a good neighbour, keeping up your place and understand what expected of you as a house owner/renter. It's a two-way street."

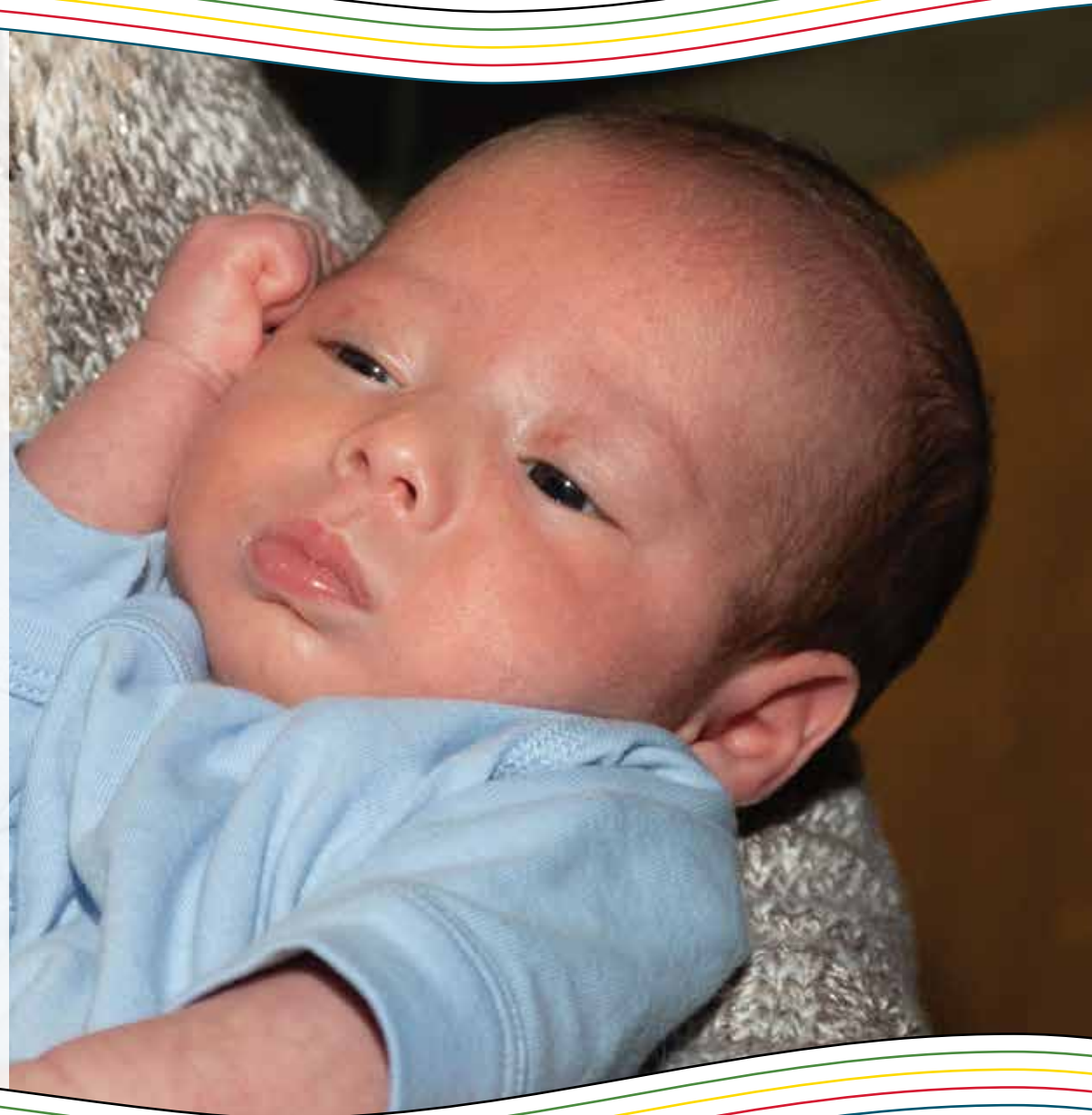
ELDERS' TEACHINGS

Traditional parenting

"Our values have been lost. Kids never ran in the house, we respected and fed people when they came to visit, we would help everyone. We have lost our way of life. We have lost our humility and have forgotten how to pray for everything – including our homes."

"Oral stories teach me about the Natural Laws and involve humans and animals and don't tell us what is right and what is wrong. They only show and demonstrate. The rest is up to us."

"Get and keep a job, look after your kids, learn the process to look after your space, cut the lawn and have pride in your place."



Relationship to the land and ceremony

"The transfer rules and ceremonies tie us to our Natural Laws. We interact with the land and all my relations. It is our responsibility to practice our ceremonies and allow our world to connect. The Sundance is about renewal. The ceremony allows people to ask for help and to heal. The Sundance, we believe it's a new year. We renew our ceremonies and the relationships. It's a renewal of the earth, the energy and relationship between the land the people."

"We need to bring our people the knowledge they need through ceremony and culture, so they start to regain that pride back. To bridge their identity as Indigenous people back to a place of pride in themselves and in their homes. Now we don't have pride or look after our places as we should."

"Western practices separate us from our natural relationship/laws with the land and our home. I am at odds with my spirit and the spirit of my home."

We are connected to all things on the land and all things have a spirit. We must treat everything with respect. Our words and thoughts are very powerful, and we create outcomes based on 'what we feed it.' For example, don't say things as you might make it happen. Ceremonies can help people through prayers – our lives are intertwined with prayers. Relationships to the land. Us humans are connected to the energy. We have a big responsibility to the energy we send out to the world."



ELDERS' TEACHINGS

Traditional economics of home

"In the past, a payment was made for the tipi, design and teachings. How do we re-build these Natural Laws? We were given a tipi from my dad and we take pride in this home. In 1932, my grandmother got the tipi and they paid with horses, cows, two wagon loads, and all we needed was given to us. That was the purchase amount and its comparable today in the amount of a home, and all you need. This hasn't changed; it's our perspective on responsibility for this space. What's missing today is the transfer of values and responsibility be a homeowner, whether it's a box or a tipi it doesn't matter. We are caught between a tipi and a structured home.

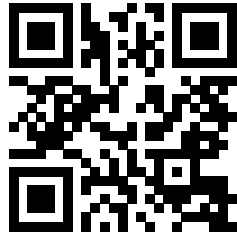
You can't just borrow a tipi – the transfer was given to one person. You can rent it through a "mini-transfer" but that comes with all the rights and responsibilities to care for it. If we do not protect our tipi/home, we will suffer the natural consequences. People need to understand this. We will lose our housing. Last year I heard of a family that didn't respect or look after their tipi. The tipi went up in flames. This is Natural Law."

"In the Indian Village there is still pride because of how the culture and teachings were passed down. That is being lost though in our younger people. Our homes now they are not taken care of in the same way as the teachings and transfers never happened. Where are all the values? How do we rebuild back the same sort of pride and knowledge into these landlord agreements?"

"We need to help our people understand the difference between natural and man-made laws and to respect them both. If you do, you will have success in housing wherever you go. You can apply all these teachings where you are staying. It gives them responsibility as well as rights. They understand their rights and can fight back against slum lords and other injustices like rent hikes."

THEME 2: NATURAL LAWS Technical Advisory Group – Lived experience	
Barrier	Advancing the conversation
1. Cultural spaces for ceremony and teachings are non-existent in Calgary.	Currently there are no spaces to accommodate large-scale ceremonies and practices that are not subject to Western rules and man-made laws. This is true of both housing spaces and overall, in community. It is difficult to offer cultural, Natural Laws teachings and ceremonies without leaving the city.
2. Funding is short-term and based on Western best practices.	Current funding systems/funders do not acknowledge or support (i.e. through budget) the necessary immersive teachings for clients such as Natural Laws. Funding is short-term, project-based, and based on Western best practices.
3. Indigenous resident voices are non-existent.	Currently Indigenous residents living in affordable housing are not in a position to inform or advocate how they envision important cultural aspects of their home.





Theme 3: Recognize the land

Elders' observations: What is today

Helping to regain our "homes" by regaining our relative – the land.

When the Elders spoke of land, they acknowledged the land as a relative and ancestor. While it has become popular to start with land acknowledgments, Indigenous people see the land from a deeper paradigm and wish for all Canadians to recognize our relative as we do. Elders want The City and the housing sector to understand that land was and still is our home, and that we have ties to the land through oral history and ceremony. As a key strategy, Elders talked about reframing housing by looking at the land as an integral focus part of the solution. They asked for land to be given back – free of charge – as an act of reconciliation.

As the original inhabitants of this land, the Elders spoke to the need for equity in service and assisting Indigenous people first through the provision of housing as a human right. They also spoke about delivering ongoing training to landlords and neighbours, so they understand and respect our relative as we do. Their guidance parallels best with the following objectives in The City's Affordable Housing Strategy: leverage City land and improve the housing system.

Elders' vision: What can be

Recognizing and reclaiming the land for safe, affordable housing and cultural supports for people choosing to live in urban spaces.

As a key strategy, we need to work with all levels of government including The City of Calgary to reclaim our land for housing. Migration patterns show that for many reasons, Indigenous people are moving into urban spaces. Oftentimes, the initial move from rural communities or reserves can create steep learning curves as people struggle to understand divergent Western values, lifestyle norms, and housing experiences. Sadly, Western expectations rob Indigenous people of safe, long-term housing – even though available housing rests on ancestral land. The spirit of it surrounds us and we are connected to it. We are relatives to the land and its spirit and need to re-create that connection so that people coming into the city feel supported and at ease on the land. We do this through ceremony, smudge and having our people around us and by being welcomed. We do this by having services available on-site that can help people be responsible renters and homeowners in the city, ensuring successful migration. Additionally, supports such as Indigenous housing navigators, employment, education and childcare/schooling programming and cultural guidance can create a "soft place to land". Finally, many Elders and housing residents articulated the importance of understanding home and land-based cultural supports as an integral part of housing – a construct that is often left out of mainstream models.

ELDERS' TEACHINGS

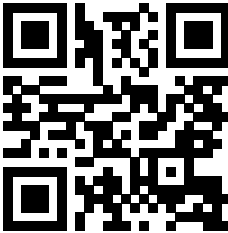
Kinship and culture

"There is culture shock coming from reserves. When we come into the city, a piece of us gets left behind because policy does not provide space for our cultural practices. On reserve we have kinship and culture. No one is homeless as they all have a place to go. In the city, the Western values around space size and nuclear family, as well as policy, makes it impossible for us to help our relatives – so they become homeless. Homes are scarce on reserves – so people need to make the transition easy to succeed."

"Home is how I sew my tipi. If the tipi rips, I repair it. I welcome anyone into it. When we are camping, if the door is open you are welcome to come in."

"Home is where we take care of each other. Its who we are as a people. We have no first or second cousins. We are all related, and we open our homes to our relatives."





THEME 3: RECOGNIZE THE LAND Technical Advisory Group – Lived experience	
Barriers	Advancing the conversation
1. Access to capital and operating funding is limited.	Indigenous organizations are interested in acquiring land and existing buildings to offer affordable housing; however, capital and operating funding is difficult to obtain.
2. Indigenous community (both urban and reserve) must compete for land and resources within Western systems and norms.	Indigenous organizations are required to compete against local and national developers with greater assets and experience. Housing systems, processes and structures should be paralleled or re-normed to preference Indigenous land acquisition, development, and capital spending. Land should be returned at nominal or no cost for Indigenous affordable housing and communal cultural spaces.
3. Indigenous people are excluded from real estate development in prime locations across the city.	Victoria Park, Fort Calgary and other areas of the city hold cultural significance for Indigenous people. Over time, new housing has been built in these areas without engagement and inclusion of Indigenous perspectives. Future efforts need to be made to include Indigenous people in the zoning, inclusion and identification of significant areas and be considered for Indigenous affordable housing.
4. Available land is not culturally relevant.	Land designated through The City of Calgary’s Non-Market Housing Land Sale is not culturally relevant nor appropriate to accommodate the preferences of Indigenous built forms, such as large communal housing or housing close to significant land or cultural sites.



Theme 4: Safe spaces

Elders’ observations: What is today

Creating safe spaces free of trauma.

When the Elders spoke of safe spaces, they talked about their vision of new or renovated buildings for Indigenous Calgarians that are free of new trauma, as well as designed as healing spaces with a sense of community, ethical space and culture. Elders talked about their experiences of trauma – many of them were survivors of residential schools, racism and colonization. Indigenous populations have historically been dispossessed of their traditional lands and their spiritual and cultural ways were banned by Canadian assimilation policies. These policies have devastated Indigenous lifeways; evident in the higher levels of poverty, poor health, low employment and education attainment – to name but a few.

Elders spoke of their poverty both in the monetary sense as well as their poverty of culture, and how built forms exacerbate these conditions. Many spoke of their income dictating their housing choices – for example, having to choose between location and daily necessities such as food. They spoke of downtown or other housing options across the city as unsafe for Indigenous seniors, single moms with kids and our youth. Elders spoke of daily trauma they faced – like their memories of residential schools where their culture felt squashed. They spoke of a lack of personal autonomy or control – where they were living in “square boxes” with no trust, fear for personal safety due to smoking, drugs, and violence, racism and discrimination, as well as lack of space to host extended family. Most importantly, they could not practice ceremony or culture for fear of reprisal or eviction. Their guidance parallels best with the following objectives

in The City’s Affordable Housing Strategy: design and build new City units, regenerate City-owned properties and improve the housing system.

Elders’ vision: What can be

Designing for a sense of community and spaces for seniors, youth and community to come together.

Elders envisioned the creation of homes or buildings/spaces where they can feel safe and part of a community. Prior to colonization, we lived together as one – with common ideals, cultures and practices that were free of racism and discrimination. In our homes we supported each other and acknowledged the role of extended family. Community provided us strength; networking created a sense of community. Through our culture, we honoured and recognized our Elders at the centre of our community and looked to them for guidance to transfer Natural Law teachings around home, parenting, and other important life skills.

Elders envisioned housing providers creating welcoming spaces with food, humour and culture; with open arms and respect. They wished for building designs that accommodated large common spaces to welcome and greet family, to practice culture and ceremony, and to have autonomy and control of our space so that we can start “being ourselves” again. From a practical perspective, these spaces should be in safe locations across the city such as in the suburbs, with yards and outdoor spaces close to sacred land sites, with access to education, shopping, transportation, as well as Indigenous and Western services.

ELDERS' TEACHINGS

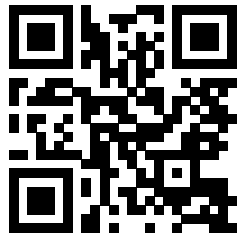
Home is safety

"I put up my tipi in the backyard for my grandson's birthday. All the guests came for the party. The neighbors must not have liked us because they started to turn on their ghetto blasters when we were singing. Someone phoned the police and when they came, they told us to be quiet. They didn't ask the neighbors to lower their ghetto blasters..."

"Home is safety and having opportunities in the city. A place to stay. Home is access to an Indigenous food bank in the building or close to where I live, house lending program regarding mowers, rakes, etc., and other supports."

THEME 3: SAFE SPACES
Technical Advisory Group – Lived experience

Barriers	Advancing the conversation
1. Lack of funding and long-term support within the social services system/ environment.	<ul style="list-style-type: none">Community agencies and non-profits are unsure of long-term funding support. If there are cuts to permanent supportive housing and no operational dollars, Indigenous people will be forced into homelessness and re-traumatized.What is available is not culturally appropriate/supportive. Indigenous families requiring supportive housing may have complex and long-term needs. Siloed approaches do not work, nor does short-term funding and programming. Collaborative care management approaches/wrap-around Indigenous service models – with no gaps in timelines – are the best approach, but short in supply.
2. Current building designs do not consider the cultural or support needs of Indigenous people living in the city.	<p>Ideally the following design aspects would be considered in building design:</p> <ul style="list-style-type: none">Larger green spaces and housing areas with land necessary to building ceremonial sites.Accessibility to Indigenous resources/agencies.Space to accommodate community housing designs for people who require close knit community spaces and support.Space to accommodate larger housing for larger families with age appropriate amenities close by.
3. Location of affordable housing options do not meet the needs of Indigenous Calgarians.	<p>Many locations are unsafe and/or are not designed to create community:</p> <ul style="list-style-type: none">Scattered-sites housing models are not suitable for many Indigenous seniors who prefer to live in a community. Also, scattered-site models can create difficulty in supporting Indigenous people culturally (i.e. providing ceremony spaces) when they first enter the housing system.Many communities are not accustomed to Indigenous residents. This can generate personal and systemic racism and discrimination. Nimbyism forces Indigenous residents to leave and go back to living in unsafe housing.There is a gap in supply and types of spaces that would make sense for Indigenous seniors.
4. Housing operational policies do not consider or support the needs of Indigenous people.	<ul style="list-style-type: none">Older Indigenous people are not considered in affordable housing policies. For example, many seniors have mobility concerns but are not able to access units that have accommodations such as wheelchairs ramps or adjustments to washroom (i.e. bathtubs and high seats).Indigenous people struggle to live in spaces where guest management policies are too strict, or too Western – rules can be systemically racist and discriminatory. Extreme rules are systemic and promote racism and discrimination – for example, not understanding the significance of smudging and ceremony inside units, as well as guest policies that do not accommodate extended family visits create difficulties for Indigenous tenants.Policies around second-stage housing (i.e. one-bedroom per child policy) create barriers and are not culturally supportive.



Theme 5: Colonization and external racism

Elders' observations: What is today

Challenging racism in housing as an affront against human rights for Indigenous peoples.

When the Elders spoke of colonization and racism, they talked about the ongoing impact of a colonial policies on their lives, and the lives of their families and communities. Whether outright racism or micro-aggression, each of them spoke about the challenges they face from other Calgarians, and from the systems that operate from racist paradigms. They hope for a future where housing is a human right and that Indigenous Calgarians can make a life free from trauma. Their guidance best parallels best with the following objective in The City's Affordable Housing Strategy: strengthen intergovernmental partnerships.

Elders' vision: What can be

Challenging and eradicating colonial practices in affordable housing complexes and act as an ally against externalized racism.

Elders talked about the unique experiences that have, and continue to flame Indigenous people's trauma, including Canada's history of colonialism and violence, residential schools, the Sixties Scoop, Métis scrip system,

and the Murdered and Missing Indigenous Women, Girls and Two Spirit movement and the recent discoveries of Indigenous children buried in unmarked residential school graves across Canada. Although other cultural groups have experienced colonial practices, the Elders felt strongly that as original people, we have been subjected to acts of genocide and a persistent movement to remove us from our ancestral lands. This history is important to understand as it is through an understanding of these cultural losses that authentic healing practices can be supported in Indigenous communities.

Elders envisioned a future free of landlord and neighbour racism. They hoped for better relationships with their landlord and neighbours, born of a greater understanding of Canadian history and an acceptance of our cultures. They hoped for spaces that were clean and safe, free of negative stereotyping and racism that keeps us from feeling part of a housing community. They hope for homes with dignity, instead of the dirty and broken-down drug houses many of them live in. Finally, they spoke about achieving the respect often denied as the First Peoples of this land.

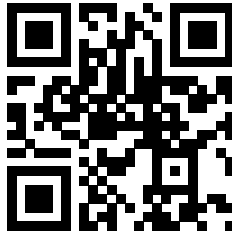
ELDERS' TEACHINGS

Being relatives with your landlord

"Home is making your space comfortable. Being relatives with your landlord. Teaching them about who you/we are, working together and having good dialogue, asking to smudge and explaining why, being proud of who we are and our home."

"Home is helping extended family who are struggling find housing. The landlords don't support or understand how we help our families as our way of life. We support our families because that's who we are, then we all get evicted. They need training and compassion. We live our values of courage, survival and perseverance; especially in tough times. "

"Home is a place with other Indigenous people – feeling safe with houses blessed by an Elder; looking after each other; decent housing with good managers who are not racist."



THEME 5: COLONIZATION AND EXTERNAL RACISM
Technical Advisory Group – Lived experience

Barriers	Advancing the conversation
1. Existing paradigms don't work.	Indigenous concerns are understood from a deficit and Western lens/paradigm. Voices are silent and reliant upon colonial systems that do not empower the Indigenous housing movement.
2. The landlord "system" doesn't understand the history and current realities of Indigenous people.	Some landlords operate from a perspective of systemic racism. Racism and stereotyping maintain fear and helplessness for Indigenous tenants, opening additional avenues for the escalation of abuse.



Theme 6: Supports

Elders' observations: What is today

Western programming must step aside so that Indigenous programming is privileged.

When Elders spoke of supports, they were talking about Indigenous programming and supports that go beyond housing, but act to heal the person and ensure long-term success. Often, that meant healing from trauma and re-learning who they are as Indigenous people through Elders, cultural immersion, and urban life skills. It meant helping the single mom and her children avoid a return to homelessness and domestic violence. It meant supporting our people moving from the justice system into housing where they could regain the balance that eluded them. It meant assuring education supports so that people could move out of poverty and into long-term success. This guidance from Elders best parallels with the following objective in The City's Affordable Housing Strategy: improve the housing system.

Elders' vision: What can be

Indigenous programming and support prioritized and supported long-term.

As a key strategy, there needs to be a significant addition of funding available for long-term Indigenous programming across the city. Indigenous people do best when they are supported by well-known, validated Elders with cultural and ceremonial knowledge, and land-based teachings. Western paradigms are often thought of as the norm; however, they are based in colonial constructs that serve to further create cultural and identity confusion for Indigenous people. Prior to colonization, Indigenous communities had thoughtful and effective systems that regulated individuals, families and communities through natural and man-made laws which alleviated conflicts and ensured a healthy transfer of responsibility. This was also true for housing. Our Elders imagined a return to Natural Law immersion through active teaching and role modelling of Indigenous ways of knowing.



ELDERS' TEACHINGS



Create a sense of community

“Home is choice. If we could have housing in certain sections of the city only for Indigenous, that will create a sense of community. Being around Indigenous and other services. Good parts of town, not just always in crappy locations.”

“Home is community. When we move in, we are always looking for that Indigenous person to feel at home. We don’t put one another out.”

THEME 6: SUPPORTS
Technical Advisory Group – Lived experience

Barriers	Advancing the conversation
1. Programming in affordable housing buildings is either non-existent, short-term or based in Western paradigms that don’t allow for whole person healing.	Indigenous people require an enduring presence/availability of cultural practices and supports that considers the role of intergenerational trauma and other colonial practices on individual, families and communities. This includes ongoing access to Elders’ teachings, ceremony and cultural immersion.
2. There is a deficit of Indigenous specific agencies in Calgary that can be approached to support the culturally specific service needs of facilities and tenants.	<p>There is a shortage of Indigenous agencies as well as a shortage of funding to expand existing long-term Indigenous services. Indigenous agencies are a critical part of the equation to support Indigenous people in accessing cultural teachings and ceremony.</p> <p>Non-Indigenous agencies are not appropriate providers when considering cultural programming needs. For example, smudge and ceremony are unknown to many landlords and non-Indigenous services. Elders and Indigenous service providers must be resourced to provide these cultural teachings.</p>





Nation engagement

Treaty 7 - Blackfoot Confederacy: Distinction-based housing

The City of Calgary, Affordable Housing engaged with the Blackfoot Confederacy administrative leadership to co-create recommendations which can guide future work in affordable housing. Affordable Housing recognizes the Blackfoot Confederacy as the regional managing organization for the Blackfoot Confederacy Nations of Kainai, Siksika and Piikani within Canada.

Governance and membership

The Blackfoot Confederacy has been established to bring the four Nations (three in Canada) together to deal with common issues with external entities such as the Government of Alberta (GOA), Indigenous Services Canada (ISC) and Assembly of First Nations (AFN). Formalizing the unification of the Blackfoot Nations facilitated an integrated and effective approach to implementing initiatives designed for the betterment of the lives of the Blackfoot people. The Declaration of Siksikaitsiitapiwa (or Blackfoot Confederacy) was signed in Lethbridge on May 25, 2000. As such, we will strive to work with the Confederacy, taking guidance from the Confederacy leadership for their membership living in Calgary.

About Piikani Nation

Piikani Nation consists of roughly 3,600 registered members. Of this population, roughly 40 per cent live off-reserve in urban centers that surround the Nation. Many people move off the reserve to fulfill their needs that cannot be met within the community, such as education, housing and employment. The Piikani Nation has a landmass of 466,778 square kilometres and two reserves – 147A where the town site is located, and 147B which is the timber reserve.

About Siksika Nation

Siksika Nation is located one hour’s drive east of Calgary, and three kilometres south of the Trans-Canada highway with administrative and business districts strategically located adjacent to Gleichen to accommodate visitor traffic. Siksika has a total population of approximately 7,500+ members. The Siksika Nation is in the process of developing a framework for self-government which will define and control the Nation’s own destiny, removing it from jurisdiction of *The Indian Act* which was legislated into force by the Canadian Government in 1876.

Kainai Nation

Kainai Nation is also known as the Blood or Kainaiwa Nation. The Kainai have a land base of 1,342.9 kilometres², bordered on all sides by the Old Man, St. Mary and Belly rivers in Alberta. According to the 2016 census, 1,000 people identify as having Kainai ancestry.

Examples of local distinction-based First Nations housing

Treaty 7 Urban Indian Housing Authority⁶

Treaty 7 Urban Indian Housing Authority is an Indigenous-operated, non-profit organization which provides subsidized rental units for low-to-moderate income families from Treaty 7 seeking accommodations in the urban areas. The program began in 1983 following a study indicating

⁶ For more information, please visit <https://t7housing.com/>

people from the Treaty 7 area were having difficulty in acquiring suitable housing in urban centres. After further research, the Treaty 7 Urban Indian Housing Authority was incorporated under the *Alberta Societies Act* in March 1985. In December of the same year, the first 15 homes were purchased in Lethbridge.

Today, the organization has grown to 165 units. Developments consist of self-contained units ranging in two- to four-bedroom units. Accommodations are available in Lethbridge, Cardston and Calgary and in various built forms, such as townhouses, duplexes, and single-family dwellings. Applicants are approved for a specific size of unit based on the family composition of the household.



BLACKFOOT CONFEDERACY Housing administration feedback	
Barriers	Advancing the conversation
Approximately 1,000 Blackfoot Confederacy members are currently without housing in Calgary.	The Blackfoot Confederacy has identified approximately 1,000 members that are living in Calgary who require supports. They are looking for immediate partnership options with The City of Calgary to help their members living in the city with affordable housing.
The Blackfoot Confederacy is building its housing infrastructure.	The Blackfoot Confederacy is building the necessary housing organizational structure and internal capacity to participate in The City of Calgary’s Non-Market Housing Land sale. First steps include the identification of long-term project(s) that meet the needs of the Blackfoot Confederacy members.

Stoney Nakoda Tsuut’ina Tribal Council Ltd (G4 Nations): Distinction-based housing

The City of Calgary, Affordable Housing has engaged with the G4 Nation administrative leadership to co-create the following recommendations which will guide future work in affordable housing. Affordable Housing recognizes G4 as the regional managing organization for Bearspaw, Chiniki and Wesley First Nations, and the Tsuut’ina Nation.

Governance and membership

G4 has been established to bring the four Nations together to deal with common issues, with external entities such as the Government of Alberta (GoA), Government of Canada, and Assembly of First Nations (AFN). As such, we will strive to work with G4 and take direction on common issues related to affordable housing for their members living within Calgary.

About Bearspaw, Chiniki and Wesley Nations

The original people of the mountains known in the Nakoda language as Îethka Nakoda Wîcastabi, which means speakers of the pure language. The people have been called by many different names historically and in current literature: Stoney Nakoda (incorrectly as Stony); Mountain Stoneys (or Sioux); Rocky Mountain Stoney (or Sioux); Warriors of the Rocks; or wapamathe. Historically, neighbouring tribes designated the Stoney Nakoda as

Assiniboine, a name that literally means “Stone people” or “people who cook with stones”. There are three Nations within the territory. They are Bearspaw First Nation, Chiniki First Nation and Wesley First Nation.

About Tsuut’ina Nation

The Tsuut’ina are a Dene (or Athabaskan) Nation whose reserve borders the southwestern city limits of Calgary, Alberta. The name “Sarcee” is believed to have originated from a Siksikáí’powahsin (Blackfoot language) word meaning boldness and hardiness. The Sarcee people call themselves Tsuut’ina (also Tsuu T’ina and Tsúùt’ínà), translated literally as many people or everyone (in the Nation). According to oral tradition, the Tsuut’ina split from a northern Nation, probably the Dane-zaa, and moved to the plains, where they have maintained close contact with the Blackfoots, Cree and Nakoda Sioux. Their acculturation to the plains culture distinguishes them from other northern Dene people, but they have retained their language, often known as Sarcee. In 1877, well-known leader Chief Bull Head reluctantly signed Treaty 7, which created the 280 kilometre reserve on which the Tsuut’ina now live. Today, Tsuut’ina territory is in southern Alberta, bordering the southwestern city limits of Calgary.

Examples of local distinction-based First Nations housing Taza Development⁷

Spanning 1,200 acres, Taza is one of the largest First Nation development projects in North America. With three distinct villages, its legacy encourages economic prosperity, entrepreneurial spirit and a shared vision for the future. Taza is founded on a set of standards that define an innovative framework to champion Tsuut’ina and all Indigenous communities to further transform and thrive.

⁷ For more information, please visit <https://togetherattaza.com/>

G4 NATIONS Housing administration feedback	
Barriers	Advancing the conversation
Approximately 200-300 G4 people are living in absolute homelessness and approximately 2,400 G4 members are living with other families, couch surfing or otherwise in need of independent family housing.	G4 supports the affordable housing needs of its members in the southwest and northwest of the city. While they operate 212 housing units within Calgary, the need is much higher. G4 has identified 700 homes requiring basic need supports and are looking for immediate partnership options with The City of Calgary to help their people. Evictions have also become an issue for members as they are facing challenges with increased housing costs in Calgary due to Covid-19.
The G4 would like support to build out their housing infrastructure. This would include engagement with G4 membership (both north and south) to understand immediate and long-term need.	G4 would like to build out the necessary housing infrastructure to participate in The City’s Non-Market Housing Land sale. This includes the identification of long-term project(s) that meet the needs of the G4 members as well as The City of Calgary’s Affordable Housing division.



Métis Nation of Alberta Region 3/Local 87: Distinction-based housing

The City of Calgary, Affordable Housing engaged with the Métis Nation of Alberta Region 3 (MNAR3) and Local 87 leadership to co-create recommendations which can guide future work in affordable housing. Affordable Housing recognizes the Métis Nation of Alberta as the provincial governance body for registered Métis citizens, and one of the three federally designated, distinction-based groups. As such, The City will strive to work with the MNAR3 leadership on affordable housing issues.

Membership and legal definition

As per the Métis National Council:

- Métis means a person who self-identifies as a Métis, is distinct from other Aboriginal peoples, is of historic Métis Nation ancestry and is accepted by the Métis Nation.
- Historic Métis Nation means the Aboriginal people then known as Métis or half-breeds who resided in the Historic Métis Nation Homeland.
- Métis Nation means the Aboriginal people descended from the Historic Métis Nation, which is now comprised of all Métis Nation peoples and is one of the Aboriginal peoples of Canada as defined in Section 35 of the *Constitution Act 1982*.

The Métis Nation of Alberta Region 3 works on behalf of registered local (Calgary) members first and foremost. As of January 2020, there were 42,868 Métis Albertans registered provincially.

Governance

Since its inception in 1928, the Métis Nation of Alberta (MNA) has been the Métis government and representative voice for Métis Albertans. Its geographical and legal boundaries comprise the entirety of the province of Alberta. The MNA is governed by a Provincial Council, comprised of a provincial president and vice-president, and six regional presidents and vice-presidents, all democratically elected. Together, this Council works toward the mandate of the MNA, which supports practices of transparency, accountability and inclusiveness for Métis Albertans in government policy and decision-making processes, and overall, promotes and facilitates the advancement of Métis people through self-reliance, self-determination and self-management.

Métis Nation of Alberta Region 3 is the regional governance structure for the following areas: Calgary, Airdrie, Medicine Hat, Lethbridge and Red Deer. Operating within each region are Métis locals. Métis Nation Local 87 is mandated to work in the Calgary area and offers social and cultural programming. Local 87 has a locally elected president and vice president who may bring local issues (e.g. housing need) forward to the regional presidents and vice presidents to carry forward to the provincial council table. This structure facilitates the promotion of local and regional interest for Métis people to the provincial table.

Demographics

In the past decade, the Métis population has nearly doubled. According to the 2016 Census, the Métis population (587,545) had the largest increase of any of the groups over the 10-year span, rising 51.2 per cent from 2006 to 2016. They represented 35.1 per cent of the total Indigenous population and 1.5 per cent of the total Canadian population. 96,865 Métis live in Alberta, representing more than 21.4 per cent of all Métis in Canada. The majority of Métis (70 per cent) reside in urban areas, an important consideration when discussing the potentialities of affordable housing within The City of Calgary boundaries. In 2006, Statistics Canada's Aboriginal People's Survey (APS) reported other notable information relevant to affordable housing; this information is as relevant today as it was then:

- The Métis population has a greater proportion of children less than 15 years of age compared to the Canadian population (25 per cent versus 17 per cent).
- Twice as many Métis (41 per cent versus 20 per cent) resided in smaller urban centers (population less than 100,000) than non-Indigenous people.
- While Métis live and work in virtually every community in Alberta, the highest populace is seen in Edmonton and Calgary, making up approximately 55 per cent of the total Indigenous population combined.

Examples of local distinction-based Métis housing

Métis Housing⁸ (MCHC and MUHC)

Métis Housing consists of two entities: Métis Capital Housing Corporation (MCHC) and the Métis Urban Housing Corporation of Alberta Inc. (MUHC). Both non-profit organizations are owned by the Métis Nation of Alberta (MNA). Established in 2007 by the MNA, MCHC is the institution responsible for the ownership and management of residential properties, with its head office based in Edmonton. To date, MCHC has acquired 341 units in five urban centres throughout the province. In addition to this residential program, MCHC also operates the Family Reunification Centre and a Senior's Lodge in Edmonton in cooperation and agreement with Government of Alberta.

The Métis Urban Housing Corporation (MUHC) provides affordable, adequate and appropriate rental housing for low-to-moderate income Indigenous families within the urban centres of Alberta. Their head office is in Edmonton. The primary focus is assisting Indigenous families in need to obtain affordable, adequate and suitable housing. The program is offered in partnership with the Canada Mortgage and Housing Corporation, under Section 95 of the *National Housing Act*.

⁸ For more information, please visit <https://www.metishousing.ca/>





MÉTIS NATION OF ALBERTA REGION 3/LOCAL 87
Housing administration feedback

Barriers	Advancing the conversation
Refocus the work – existing paradigms and relationships have not worked with The City.	<p>As most Métis citizens live in urban centers, it is logical to work with local government on citizen concerns such as affordable housing.</p> <p>Currently there are challenges with the existing working paradigm between the Métis Nation of Alberta Region 3 and The City of Calgary. There are opportunities for Affordable Housing and housing providers such as Calgary Housing Company to mitigate past problems with respect, recognition, inclusion, communication and planning opportunities with the MNAR3.</p>
Available land is not culturally or geographically relevant.	<p>There are 8,000 carded Métis Nation members in the Region 3/Calgary area. While housing options are available within Métis Urban Housing Corporation and other housing providers, there are long waitlists. Additionally, the existing options for land purchase may not be suitable from a cultural or form perspective. Preferred housing forms are:</p> <ul style="list-style-type: none">• Cooperative housing models (shared equity model) would be relevant for Métis people, as it would create a sense of ownership and a sense of community.• Métis seniors’ housing (i.e. 1-2 bedroom units).• Mixed-income housing which could connect families/youth to seniors – increasing social inclusion for seniors.• Extended family housing (i.e. 3-4 bedroom units).• Family reunification and wrap-around programming.• Teaching spaces and green spaces where Elders can teach, roof top gardens for teaching about medicines, artists-in-residence programs, and options for ceremonies such as sweat lodge.• Retail spaces for entrepreneurship and places for social enterprise.

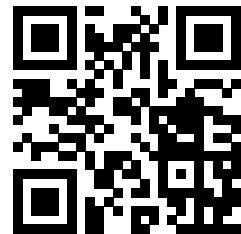
Part 3: Considerations for The City of Calgary’s role

Understanding the jurisdictional and legal complexities facing Indigenous communities and carving out the role of the municipal government in the urban Indigenous affordable housing landscape is new for most cities. There are many layers to understand when discussing affordable housing for Indigenous people.

Governed by democratically elected local officials, municipalities in Alberta are established by the province and empowered through the *Municipal Government Act (MGA)* to provide responsible and accountable local governance **to create and sustain safe and viable communities**. The MGA is a suite of operational strategies that guide service provision to all Calgarians living within Calgary’s boundaries. The most relevant City strategies and commitments to affordable housing work include (but are not limited to):

- Foundations for Home: Calgary’s Corporate Affordable Housing Strategy and Implementation Plan (2016 – 2025)
- Calgary Aboriginal Urban Affairs Committee’s 10 Year Strategic Plan (2014 – 2023)
- The City’s Commitment to Anti-Racism (2020)
- Municipal Indigenous Policy and the Ways Forward (2019)
- Diversity and Inclusion Strategy (2019)
- Social Wellbeing Policy (2019)
- Gender Equity (2019)
- White Goose Flying Report (2017)
- Indigenous Policy (2017)
- Welcoming Communities Policy (2011)
- Calgary Municipal Development Plan (2009)





By way of these Western mandates, it is The City's responsibility to translate these strategies – with community – to support **Indigenous people as Calgarians**. Particularly considering The City's Social Wellbeing Policy and Commitment to Anti-Racism, it has become increasingly important for The City to further examine its role in ensuring Indigenous Calgarians have access to safe and affordable homes.

While the provincial and federal governments⁹ have mandates to support the delivery of affordable housing for Indigenous Calgarians, ongoing shifts in priorities and responses at those levels of government demonstrate the need for The City to take on further responsibility to support Indigenous Calgarians who have been disadvantaged by Western housing systems.

Notwithstanding the myriad of jurisdictional nuances, municipalities have a clear role to support citizens living within their borders. Historically the jurisdictional divide has been used to create barriers to innovation. Demographics over time tell us that Calgary's urban Indigenous population will continue to rise as people make choices for themselves and their families. The youth population will continue to come into cities for education and employment; to raise their families. The lack of urban Indigenous affordable housing strategies will not stop these trends – it will simply mean that urban Indigenous peoples will continue to face inequality and lack of access to affordable housing.

⁹ For more information, see Appendix C: Provincial and federal governments - Roles and resources

Appendices





Appendix A: Historical context

Introduction

The City of Calgary is committed to understanding its role in better supporting the affordable housing needs of urban Indigenous Calgarians. Thank you for taking the time to read this contextual appendix that offers a snapshot of how life used to be before colonization, throughout and today. Not a full history, this appendix unpacks some key colonial experiences of Indigenous communities across Canada, with an eye to understanding affordable housing need, social trends, and paths forward of what could be.

This material may be new to some and may be well-known for others. A note to readers: many of the traumas that continue to face Indigenous people come from a dark time in Canada's history and could be triggering with many traumas persisting today in the form of settler colonialism. Please take care when reading and open yourself to hearing the story within an ethical and safe space.

Colonial impacts on housing for Indigenous people

Pre-contact: Constructs of home

There are many factors that have contributed to the current housing situation of Indigenous people in Canada. Prior to European contact, the concept of home in Indigenous communities had a significantly different meaning. Indigenous concepts of home extended far beyond bricks and mortar and were closely associated with relational attachments to both ancestral lands and family. Relationships and responsibilities were key, including connections to human kinship networks; relationships with animals, plants, spirits and elements; relationships with the Earth, lands, waters and territories; and connection to traditional stories, songs, teachings, names and ancestors. This difference in interpretation

becomes important when looking to address the cultural housing needs of Indigenous communities.

From a Western perspective, home is a location, a building. For Indigenous people, the concept of home originates from Creation stories, from collective memories of their Nations, and where they lived on the land prior to colonization. For example, Lindstrom¹⁰ talks about the Western concept of home as a commodity or an asset which is alien and inconsistent with many Indigenous perspectives. As articulated by Weasel Head,¹¹ Indigenous worldviews of home contain a strong relationship to the land. This relational aspect is also articulated by Indigenous people suffering homelessness, many wondering how they can be homeless on their traditional lands today:

[T]o be homeless means to be in a state of existence where there are no family or community support networks. Being homeless does not necessarily mean having a roof over one's head or having a home in the physical sense. Common and generally accepted societal definitions of the term "homelessness" do not reflect the participants' conceptualizations. They are utterly and hopelessly homeless when they feel abandoned by their family and the traditional Blackfoot community... Essentially, they were still homeless because support systems such as family were not present in their lives although they are housed.

This connection to home as a living entity is still alive in many communities but cannot be actualized due to the destruction of the land, as well as loss of cultural affiliation and understanding of Natural Laws that once guided Indigenous communities.

¹⁰ Lindstrom, 2019: 12

¹¹ Weasel Head, 2011: 122

¹² Ibid: 2

Western expansion and the colonial agenda

Colonization brought with it the destruction of a way of life that permeates the Indigenous housing landscape today. Affordable housing can play an important role in helping to rebuild spaces of cultural safety, relationship and identity by helping to address the effects of Canada's colonial policies that negatively impact housing outcomes for Indigenous people.

Residential schools

Residential schools within Canada operated for nearly 150 years, from the early 1840s into the 1990s. For multiple generations of Indigenous children, residential schools acted as physical homes – for as many as 15 years in some cases. While residential schools taught some basic academic content, the purpose of these schools was to transform Indigenous communities through assimilation, segregation and integration into mainstream Canadian society. Separation from family for months or years at a time resulted in children losing their language, culture and spiritual beliefs, as well as sense of belonging to a family or kinship networks.¹² Due to living for years in such harsh conditions, many parts of the child were lost, most notably cultural morals and values as they relate to a way of life. Returning to their communities, these children soon became parents, but found they were missing many – if not all – important cultural teachings, such as understanding and taking care of the most basic aspects of home.





After the residential schools slowly began to close, Indigenous communities began to see the devastating effects of the school’s mandate at a community level. As Fast and Collin-Vézina describe,¹³ “having no positive parental role models to draw from a whole generation of survivors were being created”; this opened the door to what is termed the Sixties Scoop.

The Sixties Scoop

The Sixties Scoop was a period in the 1960s after most residential schools were closed, and thousands of First Nations, Métis and Inuit children were removed from their parents and placed in non-Indigenous homes. Believed to be a conservative figure, a total of 11,132 Status Indian children were adopted out largely to Western, middle-class families between 1960 and 1990.¹⁴ This number does not account for Métis or non-status children who were also adopted during this period. Resulting from cultural disconnect, social problems started to increase such as substance abuse, poverty, low educational attainment and housing insecurity.

Intergenerational trauma

Research¹⁵ has documented the broad negative impacts of intergenerational trauma on Indigenous people and communities, and the relationship to housing and homelessness. The term intergenerational trauma is

used interchangeably with terms such as historical trauma, transgenerational grief, and historic grief. Maria Yellow Horse Brave Heart¹⁶ defines historical trauma as, “...cumulative emotional and psychological wounding across generations, including the lifespan, which emanates from massive group trauma”. According to Brave Heart et al.¹⁷

The historical trauma response (HTR) has been conceptualized as a constellation of features associated with a reaction to massive group trauma. Historical unresolved grief, a component of this response, is the profound unsettled bereavement resulting from cumulative devastating losses.

In response to this work, researchers¹⁸ are beginning to emphasize the importance of understanding the social, political and economic conditions faced by Indigenous people within the overall context of trauma and colonialism.

Intergenerational trauma helps to articulate in clinical terms the well-known and lived experiences felt daily by survivors of residential schools and their families. It can also open doors to policy makers, planners, developers and funders to provide the necessary resources to assist in healing. This would include access to affordable housing that is both physically safe and comfortable, as well as culturally supportive.

Indigenous urbanization and core housing need

Urbanization and housing challenges for Indigenous Calgarians

Research has shown that there will continue to be a flow of Indigenous people into cities. Nationally, we know that an overwhelming majority (87 per cent) of Indigenous families are not living on reserve lands – with 62 per cent located in urban areas, and another 25 per cent living in small towns, rural, remote and northern areas. There are many reasons why individuals and families leave their reserves – or in the case of Métis, their settlements/rural environments – and move to the city. For those¹⁹ who choose to leave their home communities, many are searching for educational or employment opportunities, as well as safe and permanent housing. However, migration can result in a reduction of social supports, culture and family connection; all which work to maintain health and well-being.

Estimates of core housing need among Indigenous households

For the last two decades, Calgary’s affordable housing need has been constant despite changing economic conditions. Affordable housing sits on a spectrum of need versus accommodation or supply. A household should be considered for affordable housing when it earns less than 65 per cent of the Calgary Area Median Income and spends more than 30 per cent of its gross income on shelter costs.

Additionally, a household in core housing need is one whose dwelling is considered unsuitable, inadequate, or unaffordable and whose income levels are such that they cannot afford alternative suitable and adequate housing in their community.

Federally, data demonstrates a disproportionate need for affordable housing by Indigenous Canadians. Considering that 4.9 per cent²⁰ of all Canadians identify as Indigenous, these numbers are disproportionately high.

Canada Mortgage and Housing Corporation²¹ estimates that 773,000 Indigenous households are living in urban, rural, or remote locations across Canada. Of these households, 118,500 (or 18.3 per cent) are in core housing need.²² According to the 2016 Canadian Census,²³ Calgary’s core housing need is higher among renters (both Indigenous and non-Indigenous) than among homeowners as renters who (on average) earn much lower incomes (almost five times lower). According to census estimates, local Indigenous core housing need is as follows:

- 2,305 Indigenous renters in Calgary are in core housing need.
- 515 Indigenous owners in Calgary are in core housing need.
- An additional 3,000 Indigenous people are homeless and seeking an appropriate place to live in Calgary.



¹³ Fast and Collin-Vézina, 2010: 131

¹⁴ Gough, Trocmé, Brown, Knoke and Blackstock 2005: 1

¹⁵ Brave Heart-Jordan, 1995; Brave Heart, 1998; Brave Heart, Chase, Elkins and Altschul, 2011; Sotero, 2006; Evans-Campbell, 2008 Solanto, 2008; Fast and Collin-Vezina, 2010; Gone, 2009

¹⁶ Brave Heart et al., 2011: 282

¹⁷ Ibid: 283

¹⁸ Brave Heart, 1998; Brave Heart et al., 1999; Evans-Campbell, 2008; Fast and Collin-Vezina, 2010; Gone, 2009

¹⁹ Individuals may be newly separated singles, youth or individuals struggling with substance abuse, or frustrated with lack of employment opportunities

²⁰ Canada, Statistic Canada, 2016

²¹ Figures do not include First Nation communities

²² Figures do not include on reserve First Nation communities which would elevate the number considerably

²³ Ibid: 8



Trends: Affordable housing and homelessness

Indigenous families are grossly overrepresented proportionally in the shelter system compared to the total homeless population.²⁴ In 2018, the Calgary Homeless Foundation point-in-time count identified 2,911 persons on one night, with almost half (41 per cent) having Indigenous ancestry. Unlike other populations, this number has not decreased but in fact, has risen over time. Patrick²⁵ suggests that in some cities (mainly in western Canada), Indigenous homelessness may represent one-quarter to one-half of the total homeless population, with Belanger²⁶ similarly reporting one in 15 (6.97 per cent) Indigenous people in urban centers being homeless compared to one in 128 (0.78 per cent) for the general population.

Employment and Skills Development Canada also found that in 2019, shelter users in Calgary were about 16 times more likely to be Indigenous than other members of the city’s overall population. This rate is also higher than the

national average, where shelter users are about 11 times more likely to be Indigenous than members of the general population. In a 2018-2019 report²⁷ commissioned by the Calgary Homeless Foundation, research also found that options for safe and affordable housing – and more particularly, culturally appropriate housing – was very limited, with only 273 permanent affordable or subsidized homes dedicated to Indigenous residents in Calgary. Most significant in the research was the higher incidence of unsuitability (crowding) and inadequacy (condition) of rental accommodations among all Indigenous renters. Finally, the incidence of core need tends to be much higher for certain Indigenous renter family types. Specifically, lone parent families comprise one in every two families in need, and multi-family households (including live-in seniors aged over 65) comprise one in every two in core need.

²⁴ The Calgary Homeless Foundation, 2018. Point-in-Time Count

²⁵ Patrick, 2014: 4

²⁶ Belanger et al, 2013: 4

²⁷ The entire series can be found by contacting the Foundation for specific housing issues faced by each of the Nations in Treaty 7

Appendix B: Promising models for Indigenous affordable housing

Introduction

The City of Calgary is committed to understanding its role in better supporting the affordable housing needs of urban Indigenous Calgarians. This appendix highlights promising housing models that have been developed by Indigenous communities/Nations across Canada. These innovative, future-focused models can act as a template for adaptation to local cultural and family need.

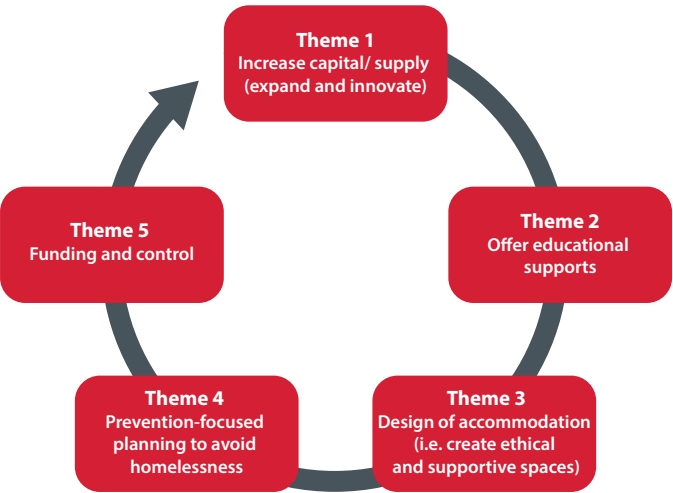
Core themes

“Understand there are two lifestyles, living on the reserve is one way. The other one is urban. The expectations are a little bit different; they don’t know the responsibilities and liabilities they need to do. They have to pay utilities, they have to maintain buildings, understand what noise bylaws are, damages and so on. It’s completely two different concepts of living on reserve and off reserve.” – First Nations elected official

Affordable housing is about people. As a prevention approach, affordable housing supports people of all ages, family compositions, and demographics — individuals and families who otherwise could not afford safe and stable homes. People in affordable housing have greater chances to find and keep jobs, to learn and build skills, and to be

active participants in their communities. For Indigenous people, affordable housing can help the healing process, while at the same time provide a steady foundation for the future.

National and regional studies have identified five core themes that continuously appear in housing models that appear to work for Indigenous housing. These successes are important to consider in part or full in the development of Indigenous affordable housing strategies, funding, development of planning.





Additional considerations for each theme as well as direction for tenants, landlords and developers can be found in the expanded table below.

Theme 1: Increase capital/ supply (expand and innovate)	<ul style="list-style-type: none">Projects should work across all levels of governments and with community to increase the supply of stable, safe, affordable housing to eliminate the gap in core housing need for Indigenous households.Projects require access to capital funds, other financial instruments, tools and programs to greatly increase the supply of new sustainable housing, as well as maintain and expand the numbers of Indigenous housing spaces in the city.Protect existing expiry of operating agreements in Indigenous affordable housing to ensure no net loss in rent geared to income units, refurbish existing stock, allow greater flexibility in remaining operating agreements, and stabilize portfolios and operations.
Theme 2: Offer educational supports	For tenants: <ul style="list-style-type: none">Assist and educate Indigenous people and families to address personal challenges, improving readiness to relocate to the urban centers should they wish.Assist Indigenous people and families moving into the city through ongoing educational rental readiness programs to better understand the rules and obligations of a mainstream rental tenancy. This could build on the Ky Naak Ku Kaan program delivered by the Piikani Nation.
	For landlords and developers: <ul style="list-style-type: none">Reduce landlord and developer discrimination and racism through enhanced understanding of the factors unique to Indigenous people as tenants and how they require different and creative solutions. Formal training could include transitioning from reserves, and cultural practices such as smudging and ceremony.

Theme 3: Design of accommodation (i.e. create ethical and supportive spaces)	<ul style="list-style-type: none">Design housing with space to include social supports onsite such as permanent office space for wrap-around service delivery, Elders counselling rooms, rental support or other options to help move families out of dependency.Ensure affordability through rent supplements and housing benefits. Include other affordable housing options to meet the needs of Indigenous families and individuals such as supportive housing, transitional housing, Elder housing and safe housing.
Theme 4: Prevention-focused planning to avoid homelessness	<ul style="list-style-type: none">There are currently only a small number of Indigenous transitional housing that enable migrating individuals moving to the city. Entry into the shelter and homeless system could be reduced if more Indigenous-specific transitional facilities could be funded and developed, potentially in partnership Indigenous service/housing providers.Create preventative pathways from one location (i.e. Nation, settlement, other regions) to the other (i.e. cities) to give people the best chance of preventing descent into homelessness.Over time, decrease Indigenous shelter beds and homelessness.
Theme 5: Funding and control	<ul style="list-style-type: none">There are few Indigenous affordable housing providers in Calgary. Expand these options by supporting the creation of additional Indigenous housing providers or expand the capacity and stock of the existing providers.Obtain funding for partnerships between Indigenous service organizations and housing providers to deliver culturally based support services for a holistic range of services.



Local designs/models

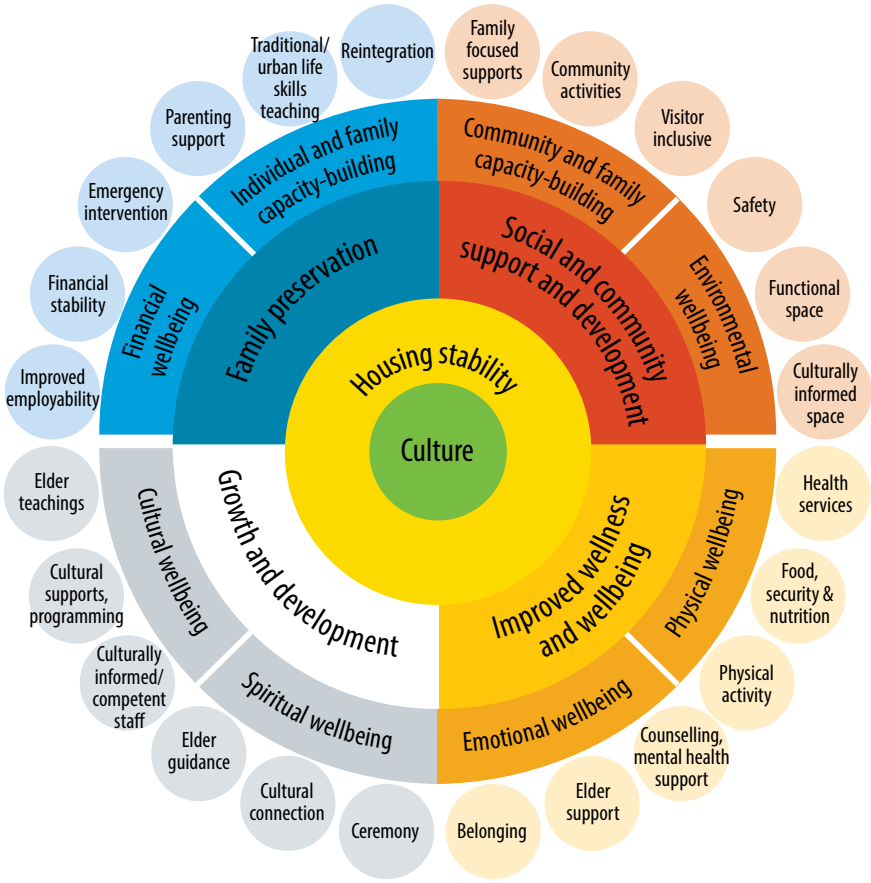
The following promising local and Nation developed housing models are examples of innovative, future-focused solutions to Indigenous housing concerns. These models are from the Treaty 6, 7, 8 and Métis Nation territories and have been developed with community and Elder involvement. All have some, if not all five core themes in their design.

Nookoowayî House – Indigenous Family Housing

Nookoowayî House is an Indigenous family housing program model co-created by the Calgary Homeless Foundation Aboriginal Standing Committee on Housing and Homelessness (ASCHH) and community. The model is focused on reducing homelessness and housing instability of Indigenous families (prevention). While still in conception phase, Nookoowayî would provide permanent supportive housing to families to support stability, increase individual and collective health and wellbeing, and integrate community within a cultural framework respectful of the diversity of Indigenous cultures. The foundation of the program is guided by the Indigenous family harm reduction model which identifies and supports the core issues of the family.

Ky Naak Ku Kaan

Ky Naak Ku Kaan is delivered by the Piikani Nation. To ensure that new tenants understand their tenancy obligation, they are first allocated a mobile home in a transitional program that prepares families who plan to apply for one of the new homes. Applicants are assigned one of 37 temporary trailer homes and must complete six months in compliance with tenancy agreement, before “graduating” into one of newly built homes. Over 200 new homes have been developed over the last three years.



Used with permission from the Calgary Homelessness Foundation:
Aboriginal Standing Committee on Housing and Homelessness (10/5/2021)

Ambrose Place, Niginan Housing Ventures

NiGiNan Housing Ventures is a registered non-profit charity formed to address housing needs and requirements of Indigenous people living in Edmonton. NiGiNan provides supportive affordable housing opportunities for individuals and families of Indigenous ancestry who have not been successfully served by any other organization in Edmonton.

Ambrose Place is NiGiNan’s first development and is one of the most successful housing programs for Edmonton’s hardest to house Indigenous persons. Ambrose Place provides housing and support services in a culturally sensitive environment to:

- Homeless Indigenous individuals and couples who have not been successfully housed in existing facilities.
- Indigenous individuals and couples who do not require supports but require safe and affordable housing.

Fourteen of the units on the fourth floor are available for those seeking safe, affordable housing, and the remaining 28 units on the second and third floors are supportive housing. Having both supportive housing and affordable housing units within the same building offers the opportunity for residents to move from supportive housing to independent living, while remaining within their existing community. The community facilities located on the first floor are available for use by all residents, and if they so choose, residents living in the 14 affordable housing units can purchase meals from the kitchen on-site on a regular basis.



Appendix C: Provincial and federal governments – Roles and resources

Provincial government

Provincial governments have played significant roles in the Indigenous affordable housing landscape. In 1978, Canada Mortgage and Housing Corporation launched the Urban Native Housing Program which operated provincially. This program provided support through subsidies to urban-dwelling Indigenous people who could not otherwise afford market rents in cities. As a result, from 1978 to 1995 the number of Indigenous-led housing corporations increased from five to over 100, creating just over 10,000 homes nationally.

In 1996, the federal government moved away from its dominant role in affordable housing – discontinuing new funding for affordable housing and transferred responsibility to the provinces and territories.²⁸ Three years earlier, the federal government also discontinued the Urban Native Housing Program, transferring the oversight of pre-existing operating agreements to provinces. Within provincial ministries, short-term, sector-by-sector initiatives arose to fill gaps left by the federal government. This specifically impacted Indigenous people living in cities, as it was falsely believed that they were under the jurisdiction of the federal government when, in fact, they never were.²⁹ These jurisdictional falsehoods continue to impact the urban housing needs of most (if not all) people living off-reserve (non-status and Bill C-31 individuals) most who have never benefitted from federal distinction based funding.

²⁸ Hulchanski, 2007: 4
²⁹ Dekruyf, 2017: 14

Below are some of the provincial departments, strategies and programs that form the landscape in Alberta:

Ministry of Seniors and Housing	Promotes the development of affordable housing to support access to housing options for Albertans with low income. In 2021, the Government of Alberta released <i>Stronger Foundations: Alberta’s 10-year strategy to improve and expand affordable housing</i> . The strategy outlines actions that aim to increase access for Indigenous communities to the Indigenous Housing Capital Program, and enhance support services for Indigenous tenants.
The Indigenous Housing Capital Program Funding (IHCP)³⁰	<p>The Government of Alberta, through the Alberta Social Housing Corporation (ASHC), provides capital funding over multiple years to increase the supply of affordable off-reserve, off-settlement and on-settlement housing units for Indigenous peoples in need. This funding is being delivered through the Indigenous Housing Capital Program (IHCP).</p> <p>Projects for Indigenous persons living off-reserve can be supported through this capital program. Municipalities, housing management bodies and/or not-for-profit organizations can partner with Indigenous governments and/or organizations in the development and delivery of Indigenous affordable housing projects.</p> <p>Note: The 2019 budget reduced IHCP funding significantly from \$120 million to \$35 million over four years (ending in 2022). The program has been redesigned as an economic development program with a focus on public-private partnerships and mixed-income. The province announced the program redesign in 2020.</p>

³⁰ Indigenous Housing Capital Program Guide, <https://open.alberta.ca/publications/9781460140642>



Federal government

The federal landscape is more complex with jurisdictional mandates for governments working to support their members living both on and off reserve/rural communities. This is the case for both First Nations and Métis Nation governments. Specifically:

- Under the **treaties**, the federal government is obliged to fund housing for individual members to live on reserve. The federal role in First Nations policy is set out in the On-Reserve Housing Policy, which was released in 1996. This 1996 policy still provides the framework for on-reserve housing programming today. All programming is administered by Indigenous Services Canada (ISC) and CMHC. Programs are almost always delivered by each First Nation under devolved authority.
- In 2016, the **Daniels Decision** ruled that Métis and non-status Indians are Indians for the purpose of Section 91 of the *Constitution Act, 1867*. This shifted the designation of the Métis Nation to distinction-based, affording supports that were not available prior to 2016.

In an **urban context**, the federal government has designed and administered major social housing programs through the Canada Mortgage and Housing Corporation (CMHC). Program supports are available to both on reserve and off reserve builds. Beginning in the mid-1990s, there was an increase in federal funding for organizations serving Indigenous people in cities. The next substantial increase occurred in 2016, almost 20 years later.

In 2019, the Government of Canada 2019 *National Housing Strategy Act* was released. Clearly informed by a human rights-based approach to housing the strategy states that, “housing rights are human rights” and that the plan “will contribute to United Nations Sustainable Development Goals and affirm the *International Covenant on Economic, Social and Cultural Rights*.” While many strategies have sun-setted over the past 20 years, some of the more relevant federal strategies for on and off reserve Indigenous housing and homelessness are briefly described as follows:

Urban Programming for Indigenous Peoples (UIP), 2017	For 20 years, the UAS marked the federal government’s major source of funds for urban Indigenous programming. In 2017, the Liberal government launched a redesigned budget investing \$118.5 million over five years in the UIP. ³¹ This program is still operational in modified form.
National Homelessness Initiative, 1999 Reaching Home: Canada’s Homelessness Strategy, 2018	<p>The National Homelessness Initiative was introduced in 1999 with dedicated funding to address homelessness for Indigenous peoples. In 2007, the strategy was rebranded the Homeless Partnering Strategy emphasizing transitional housing and supports. In 2016, the government doubled funding to combat Indigenous homelessness. In 2018, a separate stream of funding was developed to address Indigenous homelessness, which is now part of the National Housing Strategy.</p> <p>In 2020, the Government of Canada provided an additional \$236.7 million to help extend and expand the emergency response to the COVID-19 outbreak. This funding is in addition to the \$157.5 million announced in April 2020 to help communities address the immediate impacts of the pandemic. This new investment will enable communities to extend the emergency measures that have been successful in reducing the risk of potential outbreaks among people experiencing homelessness, as well as provide them the flexibility to deliver affordable housing solutions.</p>
National Housing Strategy: A Place to Call Home, 2017	In 2017, CMHC announced A Place to Call Home. The strategy includes a long-term vision and funding for social housing, with a focus on those in greatest housing need. There are Indigenous targets and commitments in most funding streams of the NHS for Indigenous urban housing and distinction-based planning and funding for Métis, Inuit and First Nations housing.

³¹ See Government of Canada, “Programming for Indigenous Peoples,” 29 May 2019, <https://www.sac-isc.gc.ca/eng/1471368138533/1536932634432>



Distinction-based funding supports for on-reserve housing

As key partners in this work, distinction-based groups (including the Métis Nation) in this territory also have legislative rights not available to the non-affiliated urban Indigenous populations. A distinctions-based approach intends to remedy the previous pan-Aboriginal or one size fits all approach to Indigenous policy and decision making. This approach ensures that the unique rights, interests and circumstances of the First Nations, the Métis Nation and Inuit are acknowledged, affirmed and implemented. As members of surrounding Nations move into Calgary, the municipal government may be invited to affordable housing project tables alongside other orders of government to contribute expertise and resources for these Nation members.

National housing strategies are being co-developed with First Nations, Métis and Inuit to guide longer term, community-based **on- and off-reserve social housing development**. Below are supports available for on-reserve development.

Capital Facilities and Maintenance Program	Administered by Indigenous Services Canada (ISC), CFMP is the main program through which the federal government supports community housing, as well as basic infrastructure such as roads, schools, and water and wastewater systems. First Nations band councils develop an infrastructure plan on a 20-year timeline, aligning it with community priorities and incorporating any projected population changes. In addition to this major program, ISC supports on-reserve housing through one-time initiatives.
On-Reserve Non-Profit Housing (Section 95) Program	CMHC delivers various programs related to housing to First Nations on reserves. The fund supports First Nations to build, buy, repair and administer affordable rental housing on reserve. Some aspects of the program include: <ul style="list-style-type: none">The Direct Lending Program provides low-interest loans and mortgage renewals for eligible social housing projects on reserve.The Residential Rehabilitation Assistance Program provides funds to First Nations to repair or convert homes on reserve (e.g. create secondary suites or modify homes for persons with disabilities).The Housing Internship Initiative for First Nations and Inuit Youth provides work experience and on-the-job training for youth living on- or off-reserve.CMHC provides training and resources to help First Nations communities design, build and manage their housing.

Family Violence Prevention Program (FVPP) ³²	Administered by Indigenous Services Canada, FVPP is a homelessness prevention program offered on reserves. It provides funding to First Nations to support the day-to-day operations of 41 emergency shelters across the country, as well as for community-driven proposals to prevent family violence.
Shelter Enhancement Program On-Reserve ³³	CHMC offers additional funds to First Nations to build and repair shelters and housing for people who are fleeing domestic violence. This program covers the capital costs of shelters only. The budget in 2016 marked a recent boost in funding of: <ul style="list-style-type: none">Up to \$33.6 million over five years.Up to \$8.3 million in ongoing funding to support shelter operations.\$10.4 million over three years to support the renovation and new construction of new shelters in communities.
Income Assistance Program (IAP)	Administered by Indigenous Services Canada, IAP provides funds to support the basic needs and transitional services for individuals and families who are ordinarily resident on reserves. The program provides clients (and their dependents, where applicable) with supports for basic needs and for transitioning into the workforce. Clients who demonstrate that they live on a reserve as defined by <i>The Indian Act</i> , are eligible for income assistance as defined by their province of residence, and have been confirmed by an assessment conducted by the program delivery agent. The federal program includes a shelter allowance to assist with rent and utilities to be disbursed if the First Nation in question charges its members rent and utilities.

³² For further information on the Family Violence Prevention Program see: <https://www.sac-isc.gc.ca/eng/1100100035253/1533304683142>
³³ For further information on the Shelter Enhancement On-Reserve program see: <https://www.cmhc-schl.gc.ca/en/Developing-and-Renovating/Funding-Opportunities/on-reserve-renovation-programs/shelter-enhancement-program>

Appendix D: Stakeholders

Community participants (external)

Elders Group	<ul style="list-style-type: none">Elders’ Knowledge Circle, Calgary
Technical Advisory Group (TAG) Indigenous serving housing providers and service organizations working in the following areas: <ul style="list-style-type: none">OperationsProgrammingResearch	<ul style="list-style-type: none">Aboriginal Friendship Centre of Calgary and AreaAwo Taan Healing LodgeCalgary Homeless Foundation Aboriginal Standing Committee on Housing & HomelessnessHorizon HousingMiskanawah Community ServicesOxford HouseSiksika Off Reserve Affordable Housing (SORAH)Trellis (formerly known as Boys & Girls Clubs of Calgary/Aspen Family & Community Network)University of Calgary
Indigenous Calgarians with lived experience Residents living in affordable housing surveyed to gain their perception on their housing experiences in the city	<ul style="list-style-type: none">Aboriginal Friendship Centre of Calgary and AreaElizabeth Fry SocietyHorizon HousingMiskanawah Community ServicesOxford HouseSiksika Off Reserve Affordable Housing (SORAH)Trellis (formerly known as Boys & Girls Clubs of Calgary/Aspen Family & Community Network)University of Calgary
Distinction-based Nations Administrative leadership within housing departments	<ul style="list-style-type: none">Métis Nation of Alberta Region 3 and Local 87Blackfoot ConfederacyTreaty 7-G4
Senior levels of government	Government of Canada <ul style="list-style-type: none">Indigenous and Northern Housing Solutions, Canada Mortgage and Housing Corporation Government of Alberta <ul style="list-style-type: none">Indigenous Housing Capital Program, Alberta Seniors and Housing

Appendix E:

Indigenous/cultural glossary of terms

Ceremony: Ceremony is the active demonstration of many of the aspects of cultures including rites of passage, healing, medicines and decision making.

Circle process: Circle process is a way of meeting or learning whereby the teacher (Elder or Knowledge Keeper) will share information. Listeners do not interrupt until the teaching is completed. The listeners can then – in a clockwise direction, ask a question about what they have heard. The teacher may respond. The next person then asks their question until the circle process returns to the first person. You may go around the circle in this fashion until everyone has asked their questions. Protocol dictates that no one interrupt or speak to the question or answer any other participant – only the Elder can.

Culture: Culture is the customs, arts, social institutions and achievements of a particular nation, people, or other social group.

Distinctions-based: Distinctions-based means the three federally recognized Indigenous groupings in Canada: First Nations, Métis and Inuit. Distinctions-based approach was intended to remedy the previous pan-Aboriginal or one size fits all approach to Indigenous policy and decision making.

Elders: Elder is an imperfect term used in English to refer to an Indigenous person who may not always be the oldest member of that group but who has been recognized as holding knowledge, language and practice that may assist community. Validated Elders are recognized by community and have been transferred orally and in ceremony the rights and privileges that they offer to assist individuals and community. This may include songs, bundles and other traditional certificates.

Equality: Equality means each individual or groups of people are given the same resources or opportunities.

Equity: Equity recognizes that each person or community has different circumstances and allocates the exact resources and opportunities needed to reach an equal outcome.

Ethical space: Ethical space is formed when two societies, with disparate worldviews, are poised to engage each other. This includes conversations that evolve opportunities to live, plan and manage ourselves, and our process from an Indigenous perspective and ultimately from the environment.





First Nation: First Nation refers to any of the groups of Indigenous peoples of Canada officially recognized by the federal government. The term is generally understood to exclude the Inuit and Métis. First Nation is the contemporary term for Indian.

Healing: Healing is the process of making or becoming sound or healthy again.

Healing practice: Healing practices were defined in part through the work of the Aboriginal Healing Foundation. Healing is defined not so much as an end state but instead a process. Healing takes work, it is ongoing and requires dedication. First and foremost, it requires commitment from the individual. No one can heal you or make you heal. Personal agency is stressed above all else. Healing is a journey, sometimes articulated as following the Red Road, the Sweetgrass Trail, or the Way of the Pipe.

Intergenerational trauma: Intergenerational trauma has been conceptualized as a constellation of features associated with a reaction to massive group trauma. Historical unresolved grief, a component of this response is the profound unsettled bereavement resulting from cumulative devastating losses. In response to this work, researchers are now beginning to emphasize the importance of understanding the social, political and economic conditions faced by Indigenous people within the overall context of trauma and colonialism.

Inuit: The Inuit or the people, singular: Inuk dual: Inuuk are a group of culturally similar Indigenous peoples inhabiting the Arctic regions of Greenland, Canada and Alaska. The Inuit languages are part of the Eskimo–Aleut family.

Knowledge Keepers: Knowledge Keepers are individuals who may not yet act as Elders but who hold some practice knowledge with respect to culture and oral practice.

Métis: The Métis are people of mixed Indigenous and Euro-American ancestry. According to the Métis National Council website, “Métis” means a person who self-identifies as Métis, is distinct from other Aboriginal peoples, is of historic Métis Nation ancestry and who is accepted by the Métis Nation.

Métis Land Scrip: Scrip is any document used in place of legal tender, for example a certificate or voucher, where the bearer is entitled to certain rights. In 1870, the Canadian government devised a system of scrip — referred to as Métis (or half-breed) scrip — that issued documents redeemable for land or money. Scrip was given to Métis people living in the west in exchange for their land rights. The scrip process was legally complex and disorganized; this made it difficult for Métis people to acquire land, yet simultaneously created room for fraud. In March 2013, the Supreme Court of Canada ruled that the federal government failed to provide the Métis with the land grant they were promised in the *Manitoba Act* of 1870. Negotiations between various levels of government and the Métis Nation concerning the reclamation of land rights continue.

Natural Laws: Natural Laws are found in the environment and hold the cultural principles, language, and perspectives embodied within Indigenous stories. Each region or culture has unique Natural Laws. At the same time many Natural Laws are universal and can be used regardless of culture. Natural Law tells us how to behave *as human beings and with each other*. Some examples are respect, honesty, truth and responsibility. Each culture has its own Natural Laws that guide every day life; however, colonization disrupted Indigenous Natural Laws and replaced them with western values that did not work within the cultural environment. One example is competition versus collective action. As collectivist communities, individual competition was not a value or natural law prior to colonization. Many of the imposed values or Natural Laws still do not resonate within Indigenous communities today and are the source of cultural confusion and ongoing trauma.

Oral knowledge: Oral knowledge is a system of education and communication contrasting written knowledge. Oral knowledge retains the history of Indigenous communities by passing cultural information from one generation to the next. For communities creation stories, connections to the land, historical accounts, traditional ecological knowledge, teachings, language, and culture stories have been kept alive through oral traditions for thousands of years. These stories and accounts have been passed from generation to generation without ever being transcribed.

Reconciliation: The TRC definition of reconciliation is about establishing and maintaining a mutually respectful relationship between Indigenous and non-Indigenous peoples in Canada.

Residential school: Residential schools were one part of a larger colonial policy of assimilation to remove the “Indian problem.” According to the Indigenous Healing Foundation over the period of 1800 to 1990 over 130 residential schools existed in Canada. In the early 1900s on average about one sixth of Indigenous children aged 6-15 attended the schools against their will.

Resurgence: Indigenous resurgence centers on three contentions: (1) That colonialism is an active structure of domination premised, at base, on Indigenous elimination; (2) That the prevailing normative-discursive environment continues to reflect this imperative; and (3) That Indigenous peoples must therefore turn away from this hostile environment and pursue independent programs of social and cultural rejuvenation.

Traditional knowledge: Traditional knowledge refers to the knowledge, innovations and practices of indigenous and local communities around the world. Developed from experience gained over the centuries and adapted to the local culture and environment, traditional knowledge is transmitted orally from generation to generation.

Treaty: Treaties are negotiated agreements that define the rights, responsibilities and relationships between First Nations groups and federal and provincial governments. The treaty system was a means by which the Crown gained sovereignty, without military intervention, over the west in order to open it up for settlers.



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Parallel Engagement Framework

Affordable Housing for Urban Indigenous Calgarians

Background

Administration is working with Indigenous stakeholders to identify what The City of Calgary's role could be to better support the delivery of affordable housing for Indigenous people living in Calgary.

To ensure genuine and meaningful engagement, it was critical to have housing understood and translated into Indigenous concepts that have meaning for community. A parallel engagement framework was developed based on Elder Dr. Reg Crowshoe's Blackfoot governance model to help facilitate understanding and dialogue between two worldviews. Underscored by principles such as OCAP™ (ownership, control, access, and possession) and FIBI (For Indigenous, By Indigenous), the framework equally recognizes Indigenous and non-Indigenous systems and enables The City and community stakeholders to work together in a culturally safe and ethical space.

Engagement Activities: Urban Indigenous Stakeholders

Engagement activities premised Indigenous worldviews and systems. To set the strategic direction of the work, Administration approached the Elders' Knowledge Circle to act as the project's Elders group. The Elders' Knowledge Circle is a knowledge society that connects elements of Indigenous and Western systems through the creation of ethical space and focuses on urban Indigenous issues in Calgary. Elders are from various Nations including Treaty Seven, Six, Eight, urban (those originally from outside of the Alberta area), Inuit and Métis.

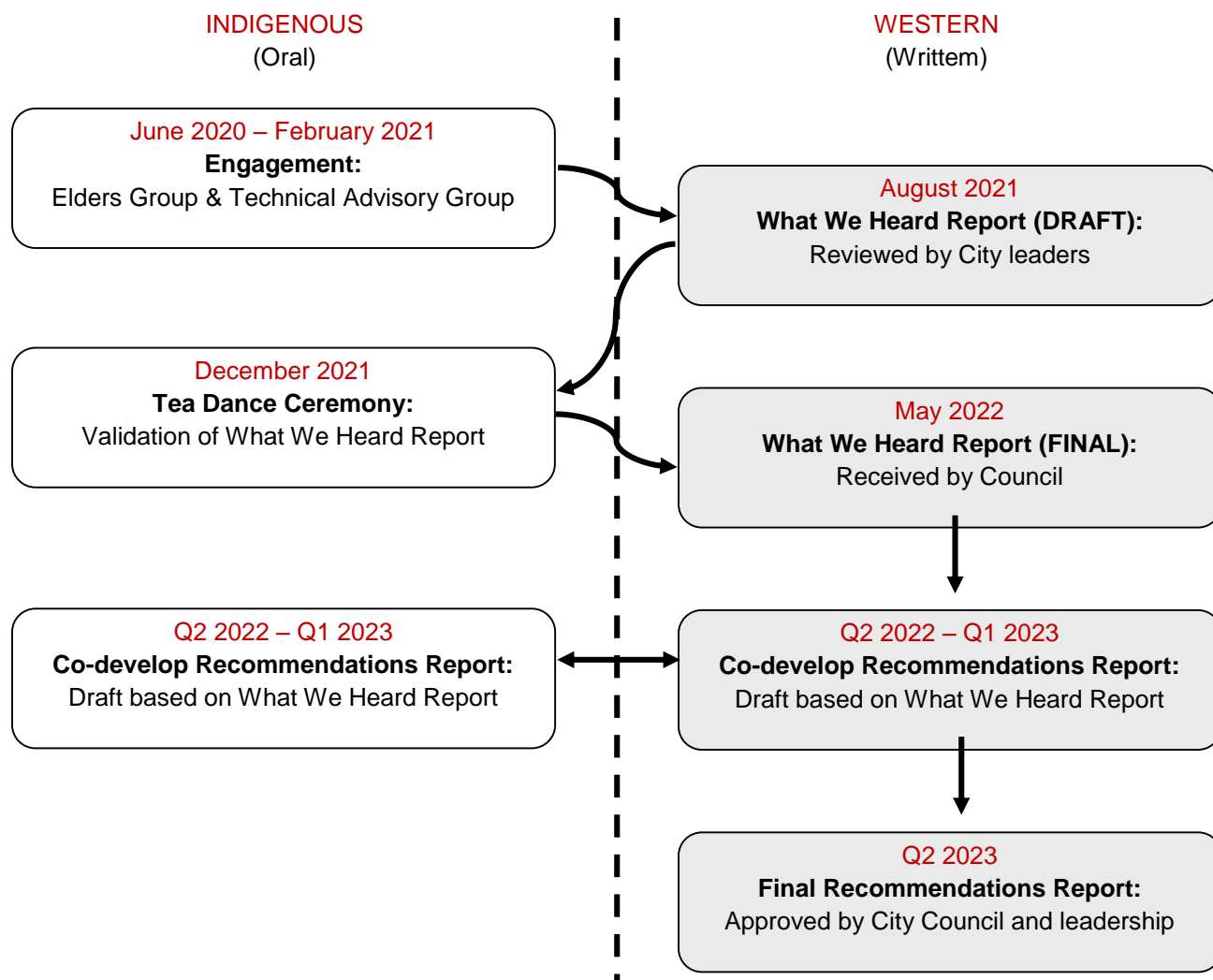
To dive deeper into the strategic directions set by the Elders group, a Technical Advisory Group (TAG) was formed and comprises of Indigenous-serving housing providers and service organizations. The TAG identified gaps and barriers Indigenous Calgarians face when seeking and sustaining affordable housing.

The strategic directions and input from community were transcribed, themed and summarized in the *What we heard: Community engagement and research report – Understanding the affordable housing needs of Indigenous Calgarians: By Indigenous people for Indigenous people*. The urban Indigenous content of the report was validated through a traditional Blackfoot tea dance ceremony, which enables Administration to move forward in this work with support and permission from community.

Given the timing of this project during the global COVID-19 pandemic, all sessions were conducted virtually. In total, more than 14 unique sessions with more than 60 individuals were held from June 2020 – February 2021.

Roadmap: A Parallel Process

The following roadmap outlines the parallel process guiding this work. It illustrates Administration's commitment to oral Indigenous practice, as well as its responsibility to The City process. It also parallels key project milestones/deliverables.





Affordable housing for urban Indigenous Calgarians

CD2022-0706

Community Development Committee

2022 May 27

The City's Mandate

- Municipal Government Act
- Calgary's Affordable Housing Strategy
- White Goose Flying Report
- Commitment to Anti-racism

The Goal

Identify what The City's role could be to better support the delivery of affordable housing for urban Indigenous Calgarians.

Key Deliverables

- What We Heard Report
- Recommendations Report
- Implementation Plan



Stakeholder Engagement

- Parallel Framework
 - OCAP™ and FIBI
 - Blackfoot governance model = ethical space
- Urban Indigenous stakeholders
 - Elders' Knowledge Circle
 - Indigenous-serving housing providers and non-profits
- Nation Administration stakeholders
 - Blackfoot Confederacy:
 - Siksika, Piikani, Kainai
 - Group of 4 (G4):
 - Chiniki, Bearspaw, Wesley, Tsuut'ina
 - Métis Nation of Alberta, Region 3

Indigenous (Oral)



Engagement:
Elders Knowledge Circle &
Technical Advisory Group



Tea Dance Ceremony:
Community validates (finalizes/approves)
What We Heard Report

Develop Recommendations Report:
Obtain community feedback & input

Western (Written)



DRAFT What We Heard Report:
Reviewed by City leaders

What We Heard Report:
Council receives report; direct next steps

Develop Recommendations Report:
Draft based on What We Heard Report

Final Recommendations Report:
Approved by City Council and leadership

Six Strategic Themes

1. Reconciliation
2. Natural Laws
3. Recognize the Land
4. Safe Spaces
5. Colonization & External Racism
6. Supports



That Community Development Committee recommend that Council:

1. Direct Administration to engage relevant business units on the results of the Attachment 2 – *What we heard: Community engagement and research report* to inform development of a Recommendations Report with Indigenous community stakeholders.
2. Direct Administration to bring the Recommendations Report to Council for consideration and approval by Q2 2023.

Parks and Pathways Smoking and Vaping Restrictions

RECOMMENDATIONS:

That Community Development Committee recommends:

- 1) That Council give three readings to proposed amendments to the Smoking and Vaping Bylaw 23M2018 with an effective date of 2022 August 1.
- 2) That Council give three readings to proposed amendments to the Business Licence Bylaw 32M98 with an effective date of 2022 August 1.

HIGHLIGHTS

- This report responds to Council direction to update amendments to the Smoking and Vaping Bylaw to restrict smoking and vaping in all parks and pathways controlled by The City.
- **What does this mean to Calgarians?** If approved, smoking and vaping will no longer be permitted in the City's parks and pathway system, except in designated areas during festivals and events.
- **Why does it matter?** Health experts have indicated that further restrictions will help to de-normalize smoking and vaping, thereby reducing their prevalence and leading to better health outcomes.
- The proposed amendments would maintain the ability to designate smoking/vaping areas at festivals and events.
- Administration is also recommending an amendment to the Business Licence Bylaw to align with recent provincial amendments and facilitate the regulation and enforcement of businesses selling vaping products.
- At the 2022 March 28 Combined Meeting of Council Administration was directed to report back no later than Q2 2022 to update the amendments to the Smoking and Vaping Bylaw 23M2018 with respect to restrictions for parks and pathways.
- Strategic Alignment to Council's Citizen Priorities: A healthy and green city
- Background and Previous Council Direction is included as Attachment 1.

DISCUSSION

Engagement and research undertaken in 2019 demonstrated strong support for prohibiting smoking and vaping in parks and pathways. Through a jurisdictional scan, Administration determined other municipalities across Canada have undertaken parks/pathways restrictions including Ottawa, Halifax, Vancouver and Edmonton.

While Administration was unable to locate strong data linking smoking/vaping in open outdoor spaces with second-hand smoke/vape health concerns, health experts who were engaged identified the potential for outdoor smoking/vaping prohibitions to limit modelling behaviour for children.

The proposed amendments to the Smoking and Vaping Bylaw (Attachment 2) maintain the ability for festivals and events to provide designated smoking/vaping areas as these saw strong support in research and engagement. The Interdepartmental Events Team

Parks and Pathways Smoking and Vaping Restrictions

works with festival and event organizers to ensure that designated smoking areas adhere to all appropriate legislation, limit the impact on youth, and limit exposure to second-hand smoke.

Administration is recommending that the Director/Chief Bylaw Officer have the ability to designate clearly identified smoking/vaping areas. This ability would serve to address potential concerns of leaseholders and/or those who work in City parks to provide discreet smoking/vaping areas for patrons/staff. Examples could include Calgary Parks staff working at depots located in City Parks or leaseholders such as restaurants or Community Associations who may wish to have designated smoking areas for their staff or patrons.

Administration is recommending a delayed effective date of 2022 August 1 for the amendments to the Smoking and Vaping Bylaw to afford time to communicate changes to the public, inform and work with leaseholders on Parks property, and ensure that Community Peace Officers and enforcement officers are well-prepared for the changes.

Administration is also recommending amendments to the Business Licence Bylaw to create a new business licence type specific to the retail sale of vaping products and add consultation with Alberta Health Services as a requirement for tobacco retailers (Attachment 3). Though these changes were not directed by Council they would facilitate the ability for Community Peace Officers to enforce regulations in alignment with recently enacted provincial regulations and provincial enforcement agencies.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- ☒ Public Engagement was undertaken
- ☐ Public Communication or Engagement was not required
- ☐ Public/Stakeholders were informed
- ☒ Stakeholder dialogue/relations were undertaken

Administration also worked with external consultants to conduct engagement and research on Calgarians' views on further smoking restrictions. Administration and the engagement consultants conducted three stakeholder workshops with participants representing industry, healthcare, and professional groups. An online survey was posted for three weeks between 2019 July and August which garnered 5,172 responses. A summary What We Heard report is included in Attachment 4.

In addition to the engagement conducted, Administration also commissioned a 1000-person, statistically representative telephone survey of Calgarians' views on smoking restrictions. A topline report of the research conducted can be found in Attachment 5.

If the recommendations in this report are approved by Council, Administration is planning further communication with Calgarians to raise public awareness of the bylaw amendments.

Parks and Pathways Smoking and Vaping Restrictions

IMPLICATIONS

Social

The Social Wellbeing Policy states that The City will ‘Strive to provide equitable services. This includes removing barriers to access and inclusion’, as well as ‘Aim to stop social problems before they begin using a prevention approach.’ The proposed regulations and enforcement will need to strike a balance in addressing these different aspects of the Social Wellbeing Policy. The proposed regulations and enforcement risk impacting marginalized Calgarians’ access to City-controlled parks and pathways and disproportionately exposing these people to bylaw enforcement and fines. This may be compounded by marginalized Calgarians’ limited access to privately-owned indoor spaces where they may choose to smoke or vape.

According to research published by the Canadian Public Health Association, individuals diagnosed with a mental illness, individuals who use cannabis, alcohol or other substances, members of the LGBTQ2S+ community, individuals of lower socio-economic status, as well as Indigenous Canadians have a higher prevalence of tobacco use. This research also suggests that the prevalence of smoking amongst the homeless population is considerably higher than other populations.

The potential for the bylaw to disproportionately affect these groups will need to be balanced against the Social Wellbeing Principle of prevention and stopping problems before they start. In this instance, health experts have indicated that restricting the modelling of smoking and vaping in public areas may help to prevent the normalization of the activity for children.

To balance the enforcement of these and other regulations, Community Standards Peace Officers receive training on how to support populations experiencing vulnerability. In 2022, bylaw services are prioritizing enhancing this training, requiring staff to complete Indigenous Awareness Training and are evaluating other courses to ensure that Peace Officers understand contextual factors and operate with a high degree of empathy.

Environmental

Cigarette butts are commonly referenced as the world’s most littered item. Further regulations prohibiting smoking in parks and on pathways may help to address the issue of litter in these spaces.

Discarded cigarette butts continue to be a major contributor to grass and wildfires and further regulations in greenspaces may help to address these concerns.

Economic

The proposed business licence category and approval step is not anticipated to have a large economic impact on retailers. Additional fees would depend on how existing businesses are operating, but in most instances adding a business licence category for

Parks and Pathways Smoking and Vaping Restrictions

vaping sales would not result in any increased fees. Under COVID-19 relief measures, all business licence fees have been waived until 2023 March.

Smoking rates have been falling over the past decades which may be due, in part, to more stringent smoking and vaping regulations. However, any decrease in economic activity needs to be measured against the health and societal benefits of decreased usage rates.

Service and Financial Implications

Existing operating funding - base

N/A

There are no current operating budget impacts associated with this report. If Council approves the recommendation, additional costs associated with bylaw enforcement as well as smoking and vaping area designation would be absorbed into the existing operating budget. Ongoing resource requirements are expected to be managed within the anticipated 2023-2026 Service Plans and Budget deliberations.

RISK

In some locations it may be challenging to determine the applicability and scope of the bylaw, for example in greenspaces not operated by The City and in locations where it is difficult to distinguish between pathways and sidewalks. This may lead to confusion for the public and/or enforcement challenges. To mitigate this risk Administration is proposing a delayed implementation to allow for extensive public communication and training of enforcement officers.

ATTACHMENT(S)

1. Previous Council Direction, Background
2. Proposed Wording for a Bylaw to Amend the Smoking and Vaping Bylaw
3. Proposed Wording for a Bylaw to Amend the Business Licence Bylaw
4. Smoking and Vaping Bylaw Engagement
5. Smoking and Vaping Research

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Jill Floen	Law	Consult

Background

This report responds to Council Direction to update amendments to the Smoking and Vaping Bylaw 23M2018 with respect to restrictions for parks and pathways.

Context

On 2022 March 29, Council directed Administration to update amendments to the Smoking and Vaping Bylaw 23M2018 with respect to restrictions for parks and pathways returning no later than Q2 2022.

On 2021 July 31, the Government of Alberta enacted the expected amendments to the Tobacco and Smoking Reduction Act. The amendments had minimal impact on the Smoking and Vaping Bylaw as most of the final regulations were already included in the bylaw.

On 2019 December 16, Council directed Administration to report back to Council through the Standing Policy Committee on Community and Protective Services with an update and bylaw recommendations subsequent to a provincial decision on amendments to the Tobacco and Smoking Reduction Act, expected to be introduced in the 2020 Spring session of the Legislature.

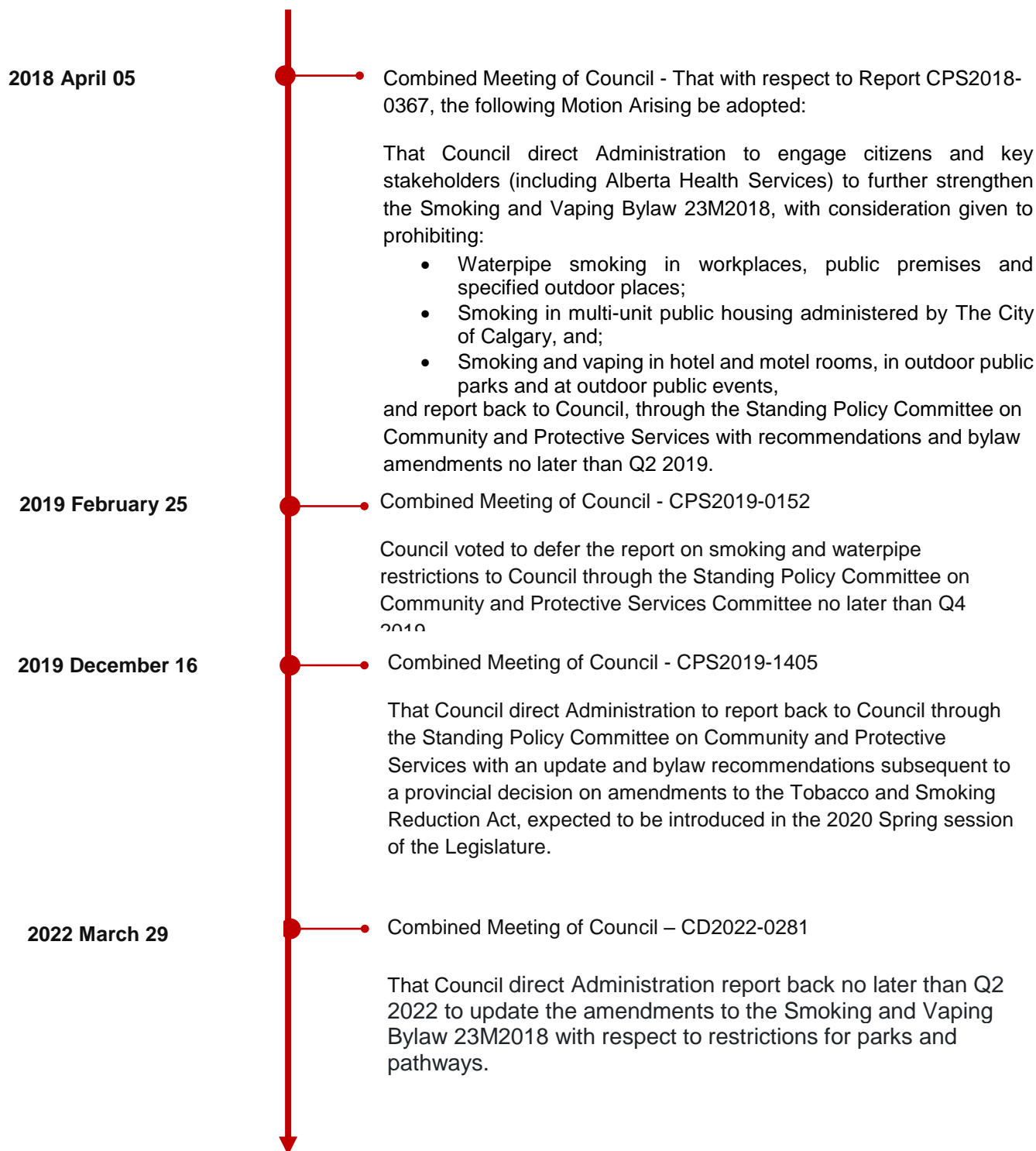
On 2019 February 25, Council approved Administration's request to defer the report on smoking and waterpipe restrictions to Council through the Standing Policy Committee on Community and Protective Services Committee no later than Q4 2019.

On 2018 April 5, Council adopted a Motion Arising, moved by Councillor Carra and seconded by Councillor Colley-Urquhart, directing Administration to engage citizens and key stakeholders (including Alberta Health Services) to further strengthen the Smoking and Vaping Bylaw 23M2018, with consideration given to prohibiting:

- Waterpipe smoking in workplaces, public premises and specified outdoor places;
- Smoking in multi-unit public housing administered by The City of Calgary, and;
- Smoking and vaping in hotel and motel rooms, in outdoor public parks and at outdoor public events,

and report back to Council, through the Standing Policy Committee on Community and Protective Services with recommendations and bylaw amendments no later than Q2 2019.

Previous Council Direction



**PROPOSED WORDING FOR AN AMENDMENT TO BYLAW 23M2018,
THE SMOKING AND VAPING BYLAW**

1. Bylaw 23M2018, the Smoking and Vaping Bylaw, as amended, is hereby further amended.
2. In section 2:
 - (a) the following is added after subsection 2(1)(c) as subsection 2(1)(c.1) and (c.2):
 - “(c.1) “*City Manager*” means the Chief Administrative Officer of The City of Calgary or the employee of The City of Calgary who has been delegated the authority to exercise the powers, duties, and functions of the Chief Administrative Officer under this Bylaw;
 - (c.2) “*Director, Parks and Open Spaces*” or “*Director*” means the *City Manager*,”
 - (b) The following is added after subsection 2(1)(j) as subsections 2(1)(j.1) and (j.2):
 - “(j.1) “*park*” means a public space controlled by the *City* and set aside as a park to be used for rest, recreation, exercise, pleasure, amusement, cultural heritage, education, appreciation of nature, and enjoyment and includes:
 - (i) playgrounds;
 - (ii) cemeteries;
 - (iii) natural areas;
 - (v) *sports fields*;
 - (vi) *pathways*;
 - (vii) trails; and
 - (viii) park roadways;but does not include golf courses;
 - (j.2) “*pathway*” means a multi-purpose thoroughfare controlled by the *City* that is set aside for use by pedestrians, cyclists and persons using wheeled conveyances, which is improved by asphalt, concrete, brick or any other surface, whether or not it is located in a *park*, and includes any bridge or structure with which it is contiguous, but does not include a sidewalk adjacent to a street;”

3. The following is added after subsection 3(b) as subsection 3(b.1):

“(b.1) in a *park* or on a *pathway*,”

4. The following is added after section 5 as sections 5.1 and 5.2:

“EVENTS

- 5.1 (1) Despite subsection 3(b.1), a person may *smoke* or *vape* a substance, other than *cannabis*, in a *park* at an event for which a permit has been granted by the *Director, Parks and Open Spaces*.
- (2) The *Director* may impose conditions on a permit granted pursuant to subsection (1).
- (3) The *Director* may suspend or revoke a permit issued pursuant to subsection (1) if the *Director* determines that a permit holder or any person at an event for which a permit has been issued has contravened any federal or provincial legislation or a City bylaw.
- (4) The holder of a permit issued pursuant to subsection (1) must ensure that:
- (a) the *smoking* or *vaping* is only permitted in a designated area, separate and fenced off from the remainder of the event;
- (b) alcohol is not consumed in the area designated for the *smoking* or *vaping*.

DESIGNATED SMOKING AND VAPING AREA

- 5.2 (1) The *Director, Parks and Open Spaces* may designate areas in *parks* where the *smoking* or *vaping* of substances, other than *cannabis*, is permitted.
- (2) Despite section 3(b.1), a person may *smoke* or *vape* in a *park* in an area designated by the *Director* pursuant to subsection (1).
5. This bylaw comes into force on August 1, 2022.

**PROPOSED WORDING FOR AN AMENDMENT TO BYLAW 32M98,
THE BUSINESS LICENCE BYLAW**

1. Bylaw 32M98, the Business Licence Bylaw, as amended, is hereby further amended.
2. The following is added after section 60.1 as section 60.2:

"VAPING RETAILER"

- 60.2 (1) Vaping Retailer means the *business* of selling, offering to sell or directing the sale to the public of any vaping product including vaping equipment, liquids or other substances intended to be vaped, and items ancillary to the activity of vaping.
- (2) A Vaping Retailer must *carry on business* from a *premises* but shall not *carry on business* from a *dwelling unit* or a *mobile business unit*."
3. In Schedule "A", under the headings indicated
 - (a) the following is deleted:

<u>Section</u>	<u>Business</u>	<u>Consultation or Approval</u>	<u>New Application Fee</u>				<u>Renewal Fee</u>			
			<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>
"59	Tobacco Retailer	Fire Planning	\$191	\$172	\$172	\$172	\$146	\$131	\$131	\$131"

and replaced with:

<u>Section</u>	<u>Business</u>	<u>Consultation or Approval</u>	<u>New Application Fee</u>				<u>Renewal Fee</u>			
			<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>
"59	Tobacco Retailer	Fire Health Planning	\$191	\$172	\$172	\$172	\$146	\$131	\$131	\$131"

(b) after:

<u>Section</u>	<u>Business</u>	<u>Consultation or Approval</u>	<u>New Application Fee</u>				<u>Renewal Fee</u>			
			<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>
"60.1	Trade Show Facility	Fire Planning	\$191	\$172	\$172	\$172	\$146	\$131	\$131	\$131"

the following is added:

<u>Section</u>	<u>Business</u>	<u>Consultation or Approval</u>	<u>New Application Fee</u>				<u>Renewal Fee</u>			
			<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>	<u>2019</u>	<u>2020</u>	<u>2021</u>	<u>2022</u>
"60.2	Vaping Retailer	Fire Health Planning	n/a	n/a	n/a	\$172	n/a	n/a	n/a	\$131"

4. This bylaw comes into force on August 1, 2022.



Smoking and Vaping Bylaw Engagement Stakeholder Workshops

Report Back: What We Heard - June 2019

Engagement overview – Stakeholder Workshops

Stakeholder workshops were held to facilitate targeted conversations with key stakeholders regarding potential increased restrictions to The City's Smoking and Vaping Bylaw and the resulting policy implications and regulations. Stakeholders attending the workshops participated in a modified world café format where they had the opportunity to provide feedback on a series of questions through small group table discussions and to learn about other stakeholders' varying perspectives. Stakeholder groups included business owners/operators, business organizations, educational institutions, festival and event organizers, and health and regulatory agencies. Participation was limited to two representatives from each stakeholder organization external to The City of Calgary.



Three stakeholder workshops were held over the afternoons and evening of June 17 to June 18, 2019. There were 35 participants that attended the workshops: ten at the June 17 afternoon session, 12 at the June 17 evening session and 13 at the June 18 afternoon session.

Summary of Input

TOPIC: Workplaces, Restaurants, Public Premises and Specified Outdoor Locations

Designated Areas	<ul style="list-style-type: none"> Participants indicated the need to consider providing designated smoking areas in order to prevent smoking in non-appropriate areas where there is greater risk for fire and inappropriate disposal. Also designated areas can reduce exposure of second-hand smoke to children and to people who choose not to smoke.
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TOPIC: Outdoor Public Parks, Events and Pathways

Strengthening Restrictions	<ul style="list-style-type: none"> Participants were generally in support of strengthening restrictions on smoking, vaping and waterpipe use in outdoor public parks, events and pathways. However, some participants didn't see an issue with smoking outside as long as it wasn't around children. Participants indicated that signage should be placed to indicate where designated areas are located in parks and at events. There was some confusion about why cannabis use was allowed in areas where smoking, vaping and water pipe use was not.
Youth	<ul style="list-style-type: none"> Participants suggested that there should be consideration for prohibiting smoking in all public areas where children may be (i.e. parks, paths, playgrounds, etc.). Participants indicated that they were concerned about the potential of modelling behaviour with children being able to see the smoking activities.
Clear Policy	<ul style="list-style-type: none"> Participants indicated that there needs to be clear definitions of parks in the bylaw that clearly demonstrate where anyone can go without restrictions (children, pets, adults, etc.).
Designated Areas	<ul style="list-style-type: none"> Participants felt that designated smoking areas at events should be provided and that they be visually separated, and away from designated cannabis and alcohol consumption areas.
Fire Safety	<ul style="list-style-type: none"> Participants felt that it is important to investigate the number of fires / grass fires that occur in parks to establish whether they were ignited by smoking, vaping and/or waterpipe use.



Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
June 2019

Engagement overview – Online Survey

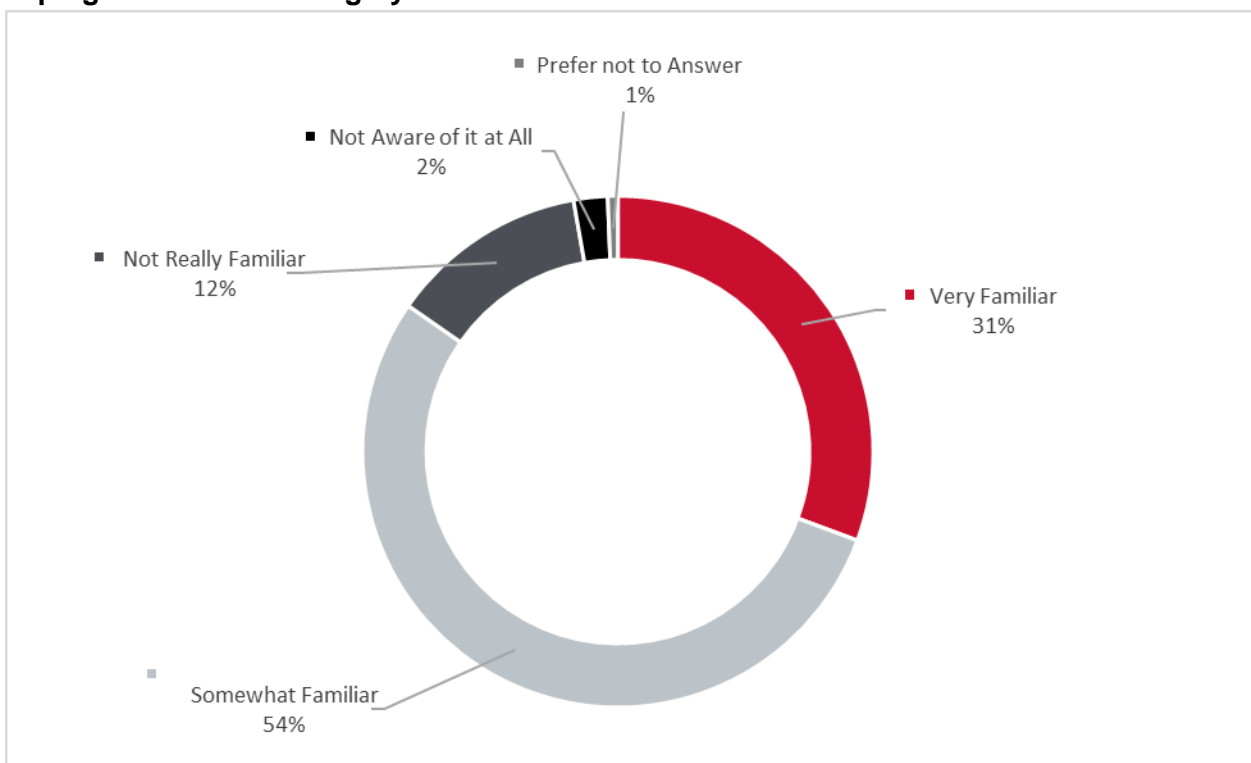


The City hosted a questionnaire on its online Engage platform to solicit feedback from Calgarians regarding a review of The City's Smoking and Vaping Bylaw and the resulting policy implications and regulations. Along with the questions, participants were provided with information regarding current legislation and terms and definitions relating to smoking methods and products. The questionnaire was hosted on The City of Calgary's online Engage portal from June 17 – July 7, 2019 and received 5,172 responses.

Summary of Input

Strengthening The City of Calgary's Smoking and Vaping Bylaw

1. Are you familiar with The City of Calgary's Smoking Bylaw that addresses smoking and vaping of tobacco in Calgary?

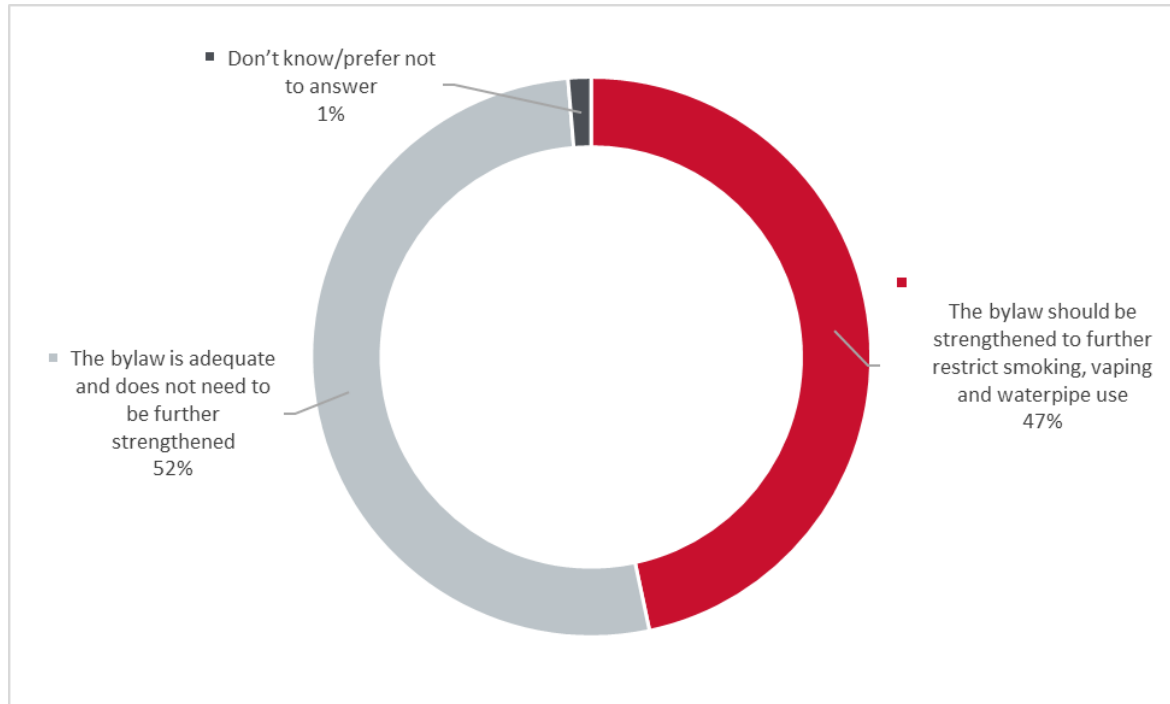




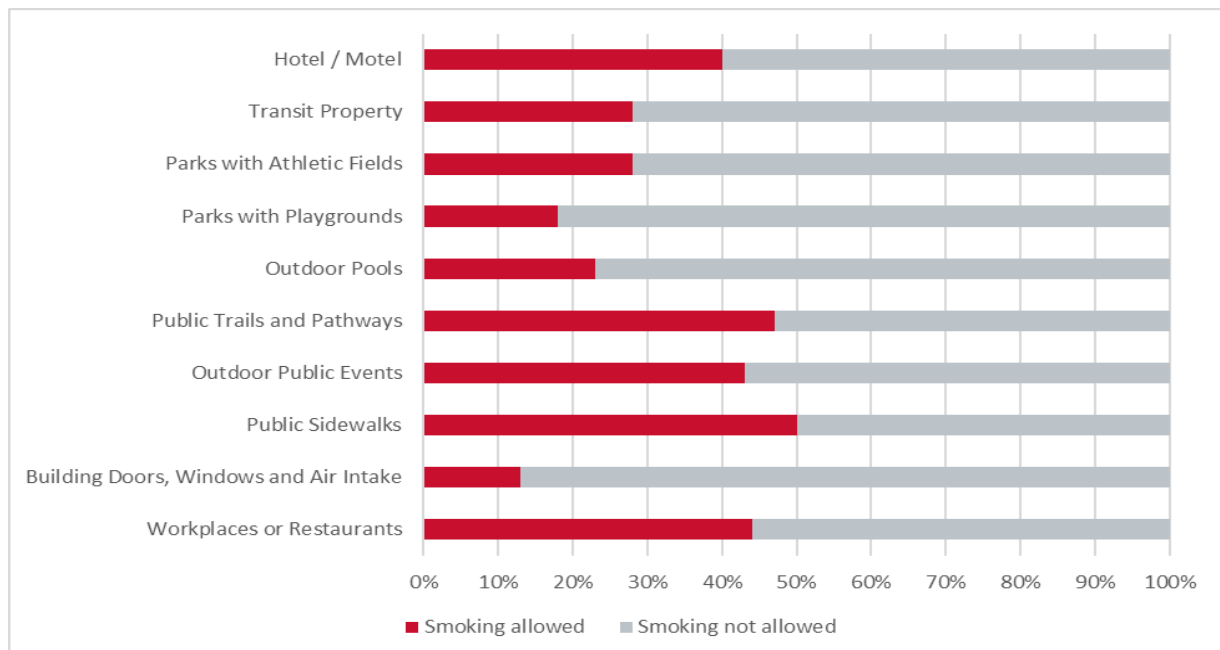
Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
June 2019

2. Based on your understanding of the Provincial and Municipal regulations, select the answer that best reflects your opinion about The City of Calgary's Smoking Bylaw:



3. For each of these types of spaces, please indicate whether you think smoking should be allowed or should not be allowed.





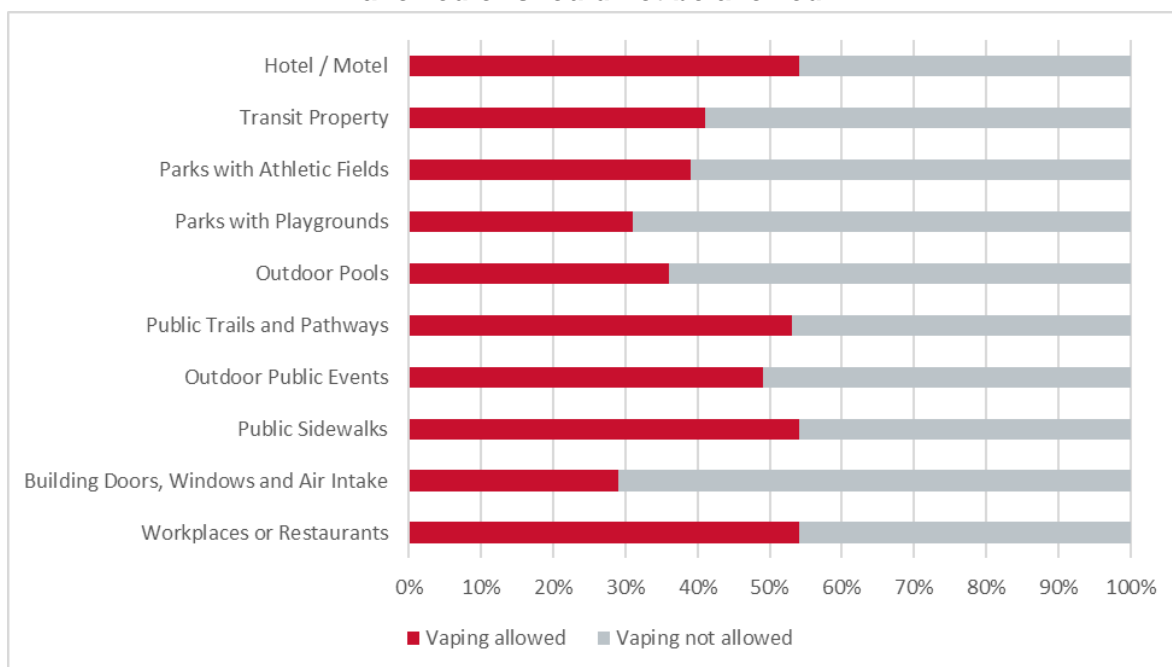
Smoking and Vaping Bylaw Engagement

Online Survey

Report Back: What We Heard

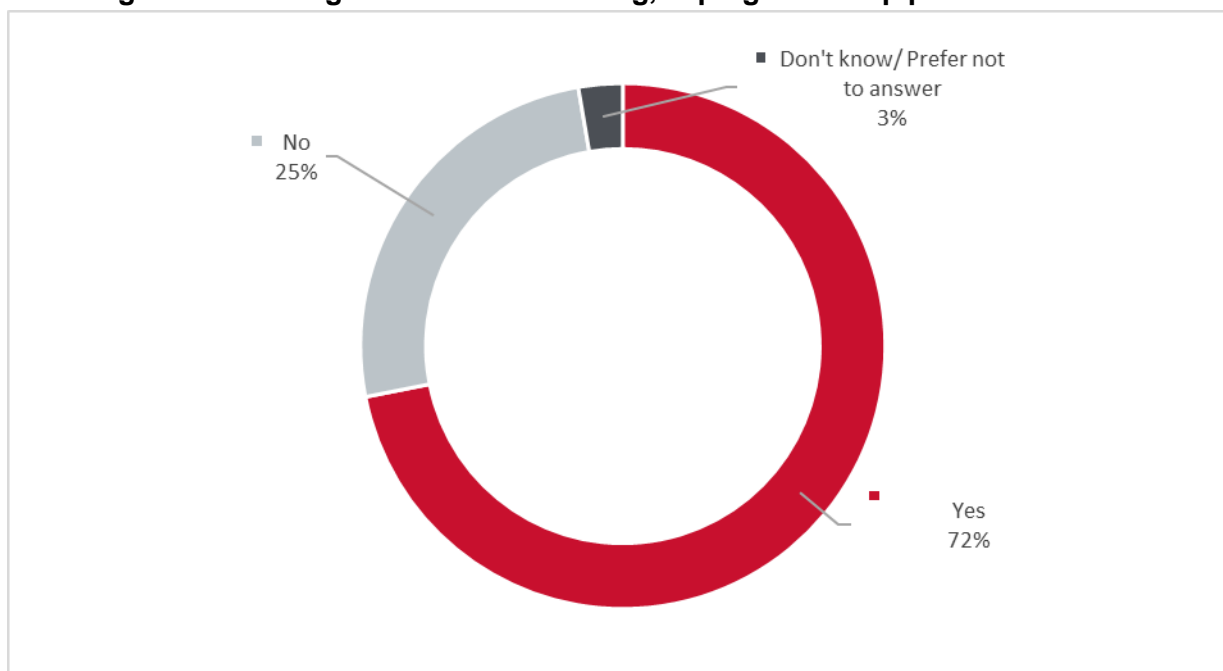
June 2019

4. For each of these types of spaces, please indicate whether you think vaping should be allowed or should not be allowed.



Designated smoking areas at outdoor public events

5. Should public events such as markets, festivals and concerts be allowed to have designated smoking areas where smoking, vaping or waterpipe use are allowed?



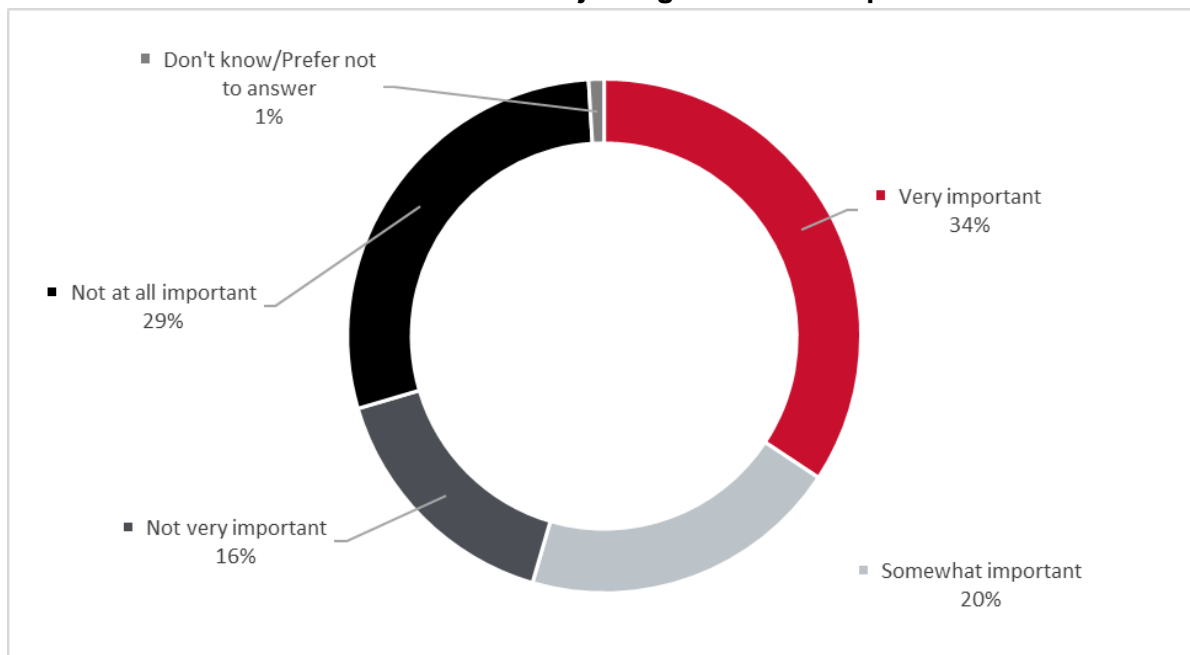


Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
June 2019

Enforcement of restrictions on smoking, vaping or waterpipe use in public

6. How important is it to you that The City has the resources to enforce restrictions on smoking, vaping or waterpipe use in public? This could mean hiring additional enforcement officers or adjusting enforcement priorities.



DEMOGRAPHIC QUESTIONS

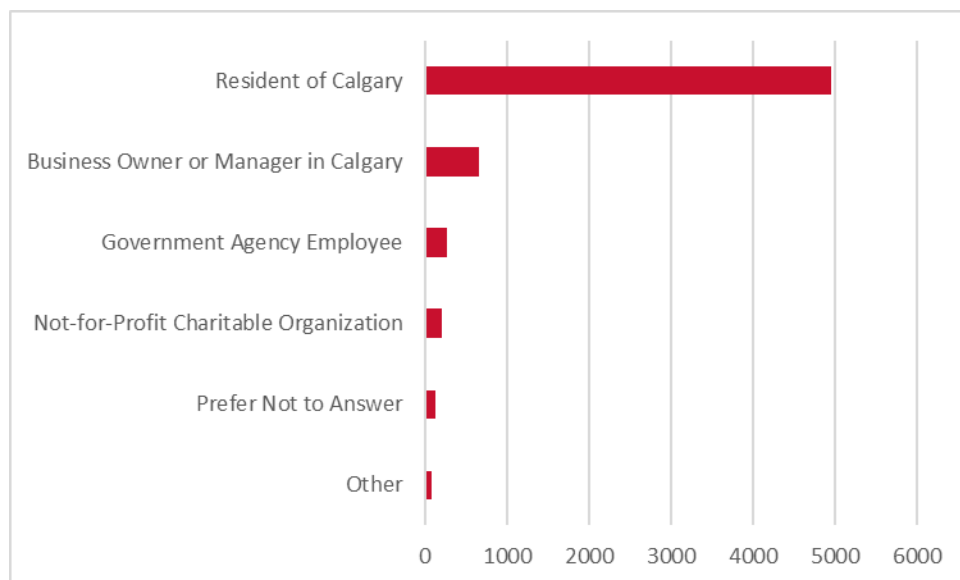
To help us better understand and analyze the feedback we receive, please answer the following questions. Note that your answers will not be in anyway linked to you or your household:

1. Which of the following apply to you (please select all that apply):

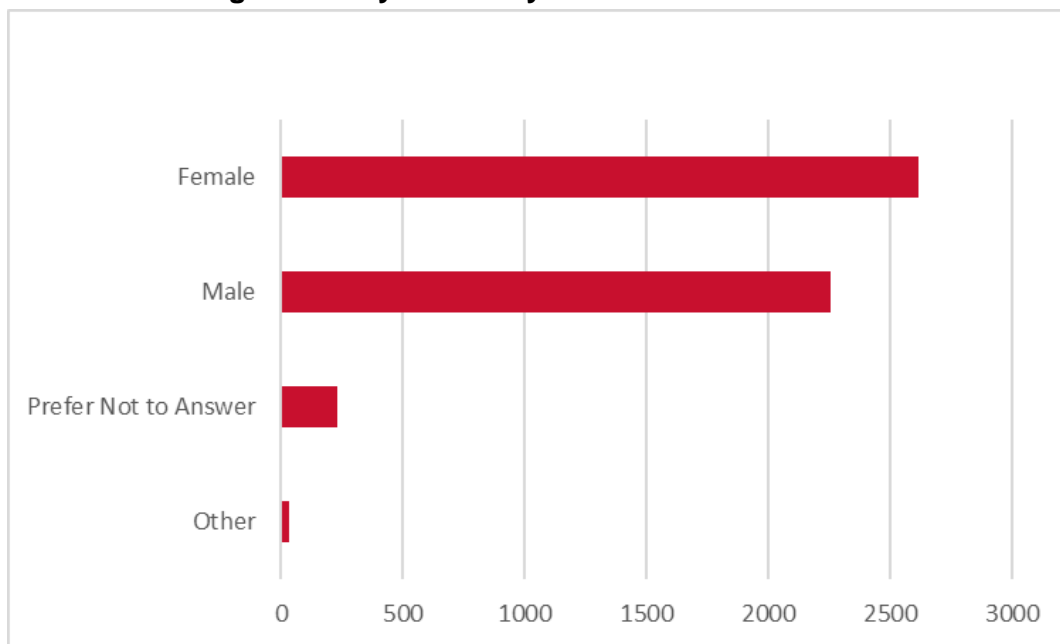


Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
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2. With which gender do you identify:

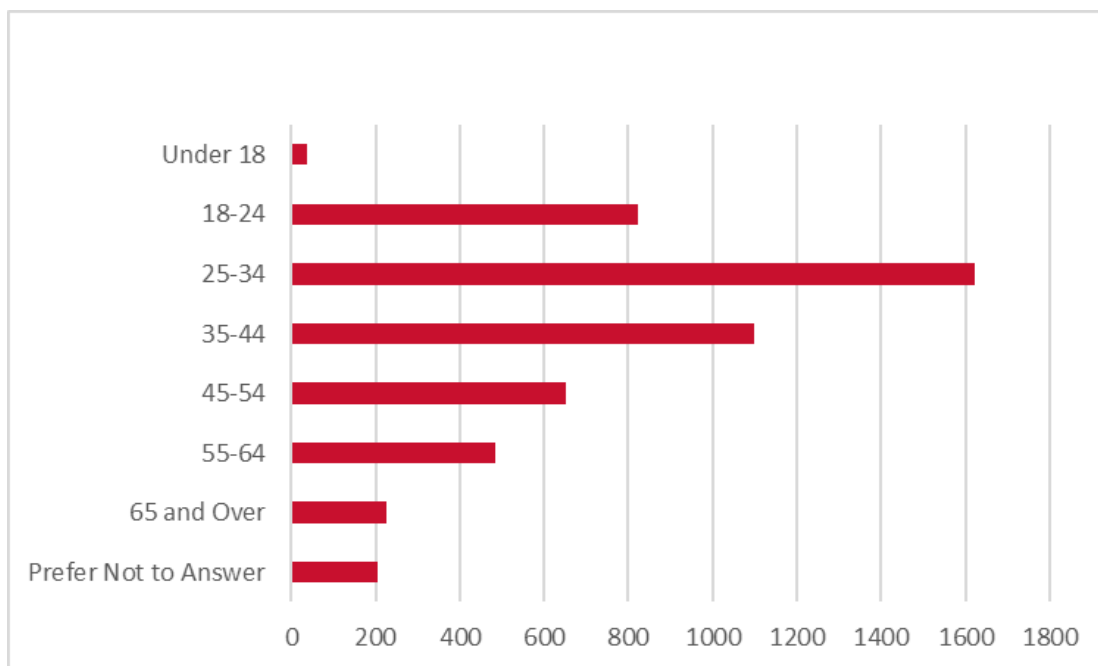


3. Please select your age range:

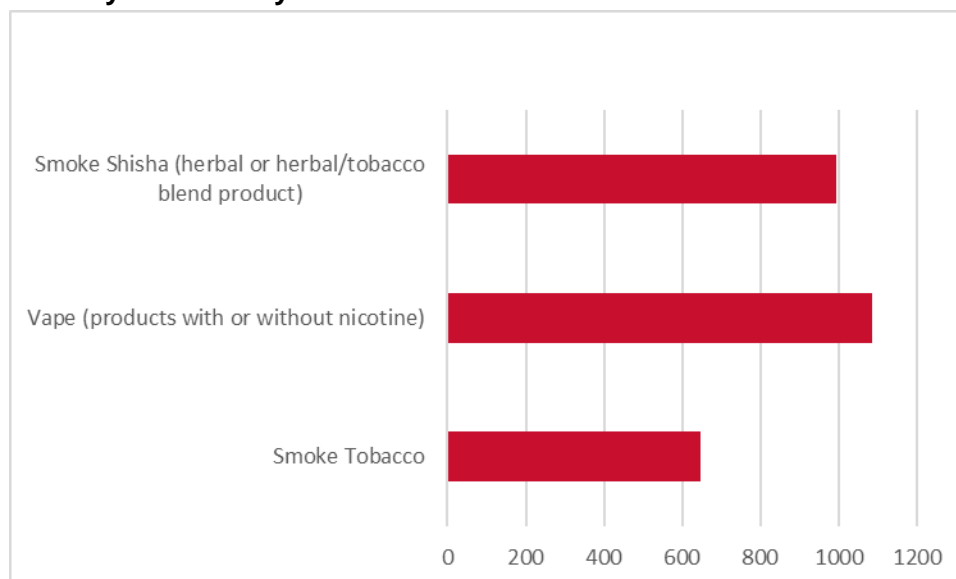


Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
June 2019



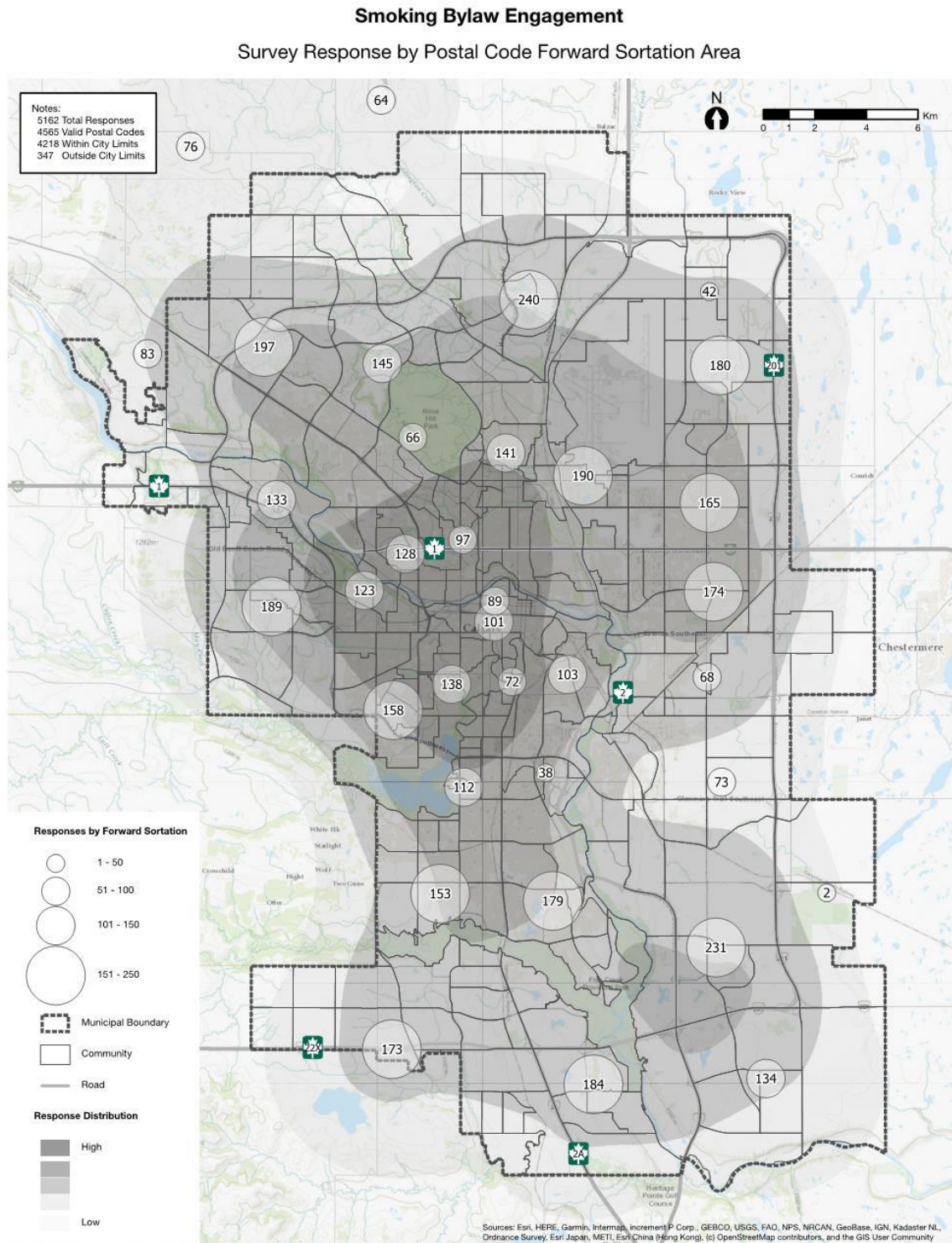
4. Do you currently:



Smoking and Vaping Bylaw Engagement Online Survey

Report Back: What We Heard
June 2019

5. What are the first three digits of your postal code?





Prepared for The City of Calgary by:

Contact:

Sarah Robertson
Vice President
Environics Research
613-793-2229

Sarah.Robertson@environics.ca
116 Albert Street Suite 300
Ottawa, ON K1P 5G3

Robert Hughes
Senior Research Associate
Environics Research
613-699-8905
robert.hughes@environics.ca
116 Albert Street Suite 300
Ottawa, ON K1P 5G3

ENVIRONICS
RESEARCH



Executive summary

The following are the key findings from quantitative research conducted with Calgary residents about potential changes to smoking, vaping and waterpipe bylaws.

Views about current smoking/vaping regulations

The current rules on smoking and vaping in public places are generally felt to be clear (63%), if not particularly well enforced (40%). Calgarians are divided about whether the current rules are adequate (40%) or need to be more restrictive (42%). Around one in three Calgarians say they have been personally bothered by smoking/vaping in public, and these individuals are much more likely to say stronger rules and better enforcement are required.

Majorities (56-79%) say both smoking and vaping should *not* be allowed in public parks, at outdoor events or at public transit stops; the minority who say they should be allowed in these spaces is slightly higher for vaping than for smoking. Opinion is divided about allowing smoking and vaping on sidewalks and in designated hotel and motel rooms.

Waterpipes (shisha)

There is widespread awareness of waterpipes (89%), and very low reported use (4% in the past month). As with smoking and vaping, majorities say it should *not* be allowed in public spaces like parks, outdoor events and public transit stops. The exception is workplaces and restaurants such as shisha lounges: two-thirds (66%) say waterpipe use should be allowed there.

However, when asked how waterpipe regulations (which do not currently exist) should compare to those for smoking/vaping, the findings appear contradictory: almost two-thirds (63%) say the rules should in fact be the same, mainly because all substances should be treated equally. This suggests the level of support in the question about allowing waterpipe use in workplaces and restaurants reflects the inclusion of shisha lounges in the wording.

Very few (12%) say the rules for waterpipes should be less restrictive than for smoking/vaping; the main reason given (volunteered) is the belief that waterpipes are less harmful to health than smoking/vaping.

Potential smoking/vaping bylaw changes

There is majority support for a ban on smoking and vaping at outdoor public events (65%), in hotel rooms (64%) and in outdoor public parks (63%); in each case, almost half of residents express strong support for an outright ban. The potential bylaw changes enjoy majority support among virtually every socio-demographic group, but support is especially high among women, older Calgarians and non-users (i.e. non-smokers and non-vapers). Reasons for supporting a ban reflect concerns about the health effects and risk of exposure, especially for children. Among the minority who oppose a ban (roughly one-third of residents), the most common reason given is a preference for adults to make their own decisions without government involvement.

There is also widespread support for allowing designated smoking areas at public events (86%). Notably, support for these types of alternate arrangements is lower among Calgarians who strongly support the ban on smoking/vaping but is nonetheless acceptable to three-quarters (78%) of them.

There is broad but modest support for increased resources being used on stronger enforcement of bylaws (67% support, 33% strongly).

Potential waterpipe (shisha) bylaw changes

By comparison to the majority support for smoking/vaping bans, support for a ban on waterpipe use in all public premises, including all workplaces and shisha lounges, is evenly split (46% support, 48% oppose). Women (52%) and residents aged 35 and older (53%) are the only socio-demographic segments who express majority support for a waterpipe ban.

One reason for the lower degree of support for a waterpipe ban is that Calgarians are less likely to perceive a health risk (32% very concerned) compared to smoking (67%) and vaping (54%). The segment most concerned about the health risks of waterpipe use is, in turn, significantly more likely than others to support a ban (66%).
(Continued...)

Potential waterpipe (shisha) bylaw changes (continued)

Overall concern about safety risks (aside from health-related risks) from waterpipe use is higher for public places like workplaces and restaurants (65%) than for shisha lounges (47%), further demonstrating that the public thinks about dedicated lounges differently than from other public spaces.

Calgarians are split on how concerned they are about the effects a potential waterpipe ban would have on businesses (47% concerned and 49% not concerned). Concern about the business impact is primarily expressed by the one in five residents who are strongly opposed to a waterpipe ban (70%, vs. less than half of others).

Subgroup differences

The survey findings vary in a consistent way by population segment. In most instances, concerns about smoking, vaping and waterpipe use and support for restricting their use in public places are more widespread among: women, residents aged 35 and older, those who have bothered by smoking/vaping in the past, and non-users.

There is widespread awareness of recent news about vaping (84%), with more than half of residents who voluntarily recall hearing about vaping-related illnesses and deaths in the US or Canada. It is unclear the extent to which this news may have impacted residents' views about smoking and vaping regulations, given the breadth of awareness.

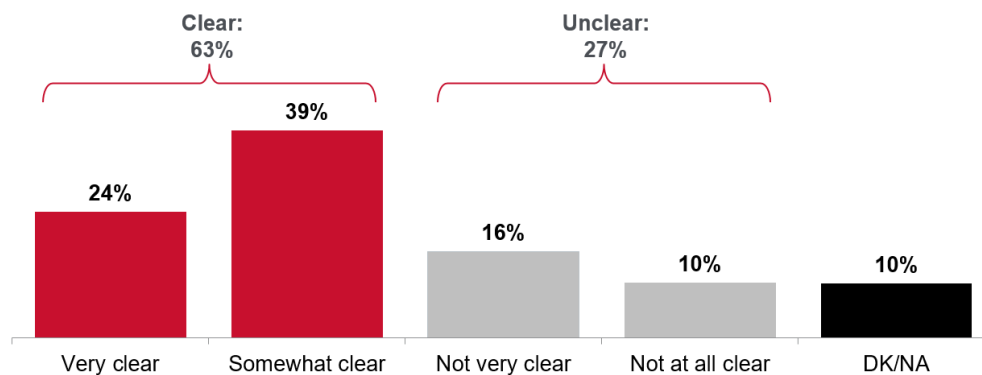


Attitudes toward smoking, vaping and waterpipe use in public



Clarity of smoking/vaping rules

A majority say the current rules about where people can smoke and vape in Calgary are clear, although only one in four find them very clear. Smokers and younger Calgarians are more likely than others to find the rules clear.



Perception that rules are clear is higher among:

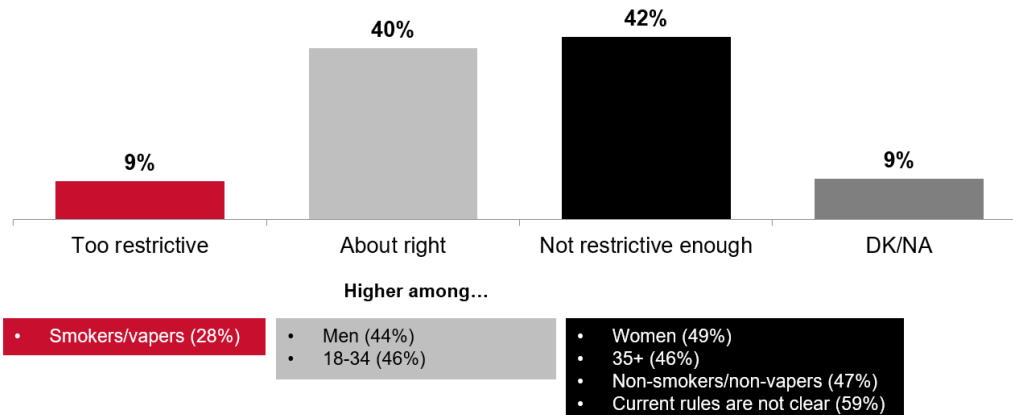
- Smokers/vapers (74%)
- 18-34 (72%)

Q1. Based on what you know or have heard, how clear are the current rules about where citizens can smoke and vape in Calgary? Are they...?
Base size: All respondents (n=1,012)



Restrictiveness of rules

Calgarians have mixed opinions about whether the current rules are adequate or not restrictive enough; only one in ten of all residents, but one-third of smokers, feel the rules are too restrictive. Belief that the rules need to be more restrictive is higher among women, residents aged 35+ and non-smokers/non-vapers.

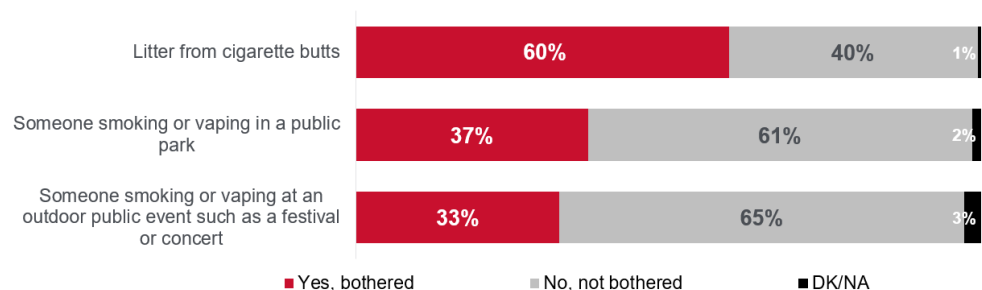


Q2. In your opinion, are the current rules...?
Base size: All respondents (n=1,012)



Personally bothered by smoking/vaping

Six in ten have been bothered by cigarette butt litter in the past six months. Fewer have been bothered by smoking/vaping in a public park or at an outdoor event, but these individuals are more likely to say the current rules are unclear, not restrictive enough and not well enforced.



Proportion who report being bothered is higher among:

- Non-smokers, non-vapers and non-users of waterpipes
- 18-54 years

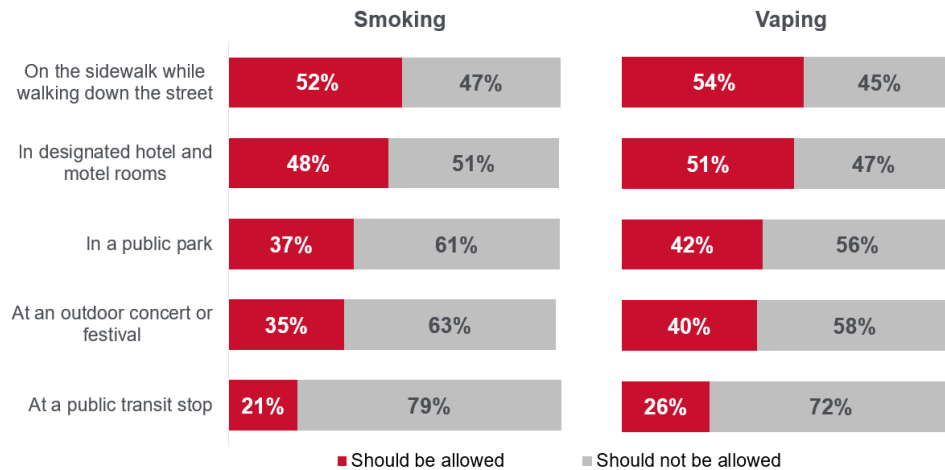
Negative experiences with smoking/vaping in a public place are linked to views about the adequacy of current rules. Those who have been bothered are more likely to say current rules about smoking/vaping in Calgary are unclear (33% vs. 21% of those not bothered), are not restrictive enough (64% vs. 23%), and are not well-enforced (59% vs. 32%).

Q4-Q6. In the past six months, has there been a time when you were personally bothered by...?
Base size: All respondents (n=1,012)

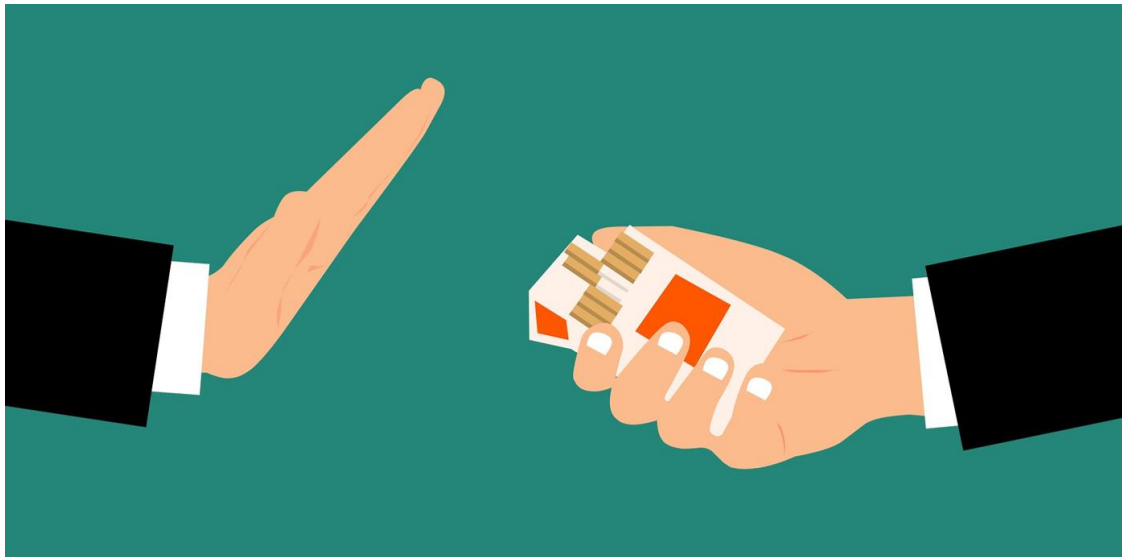


If smoking/vaping should be allowed

Majorities say smoking and vaping should *not* be allowed in parks, at outdoor concerns or transit stops; this view is more widespread for smoking than for vaping. Opinion is divided about allowing their use on sidewalks or in designated hotel rooms.



Q7-Q16. Do you think **smoking/vaping** should be allowed or should not allowed in the following places?
Base size: All respondents (n=1,012)
Responses of "don't know" have been excluded

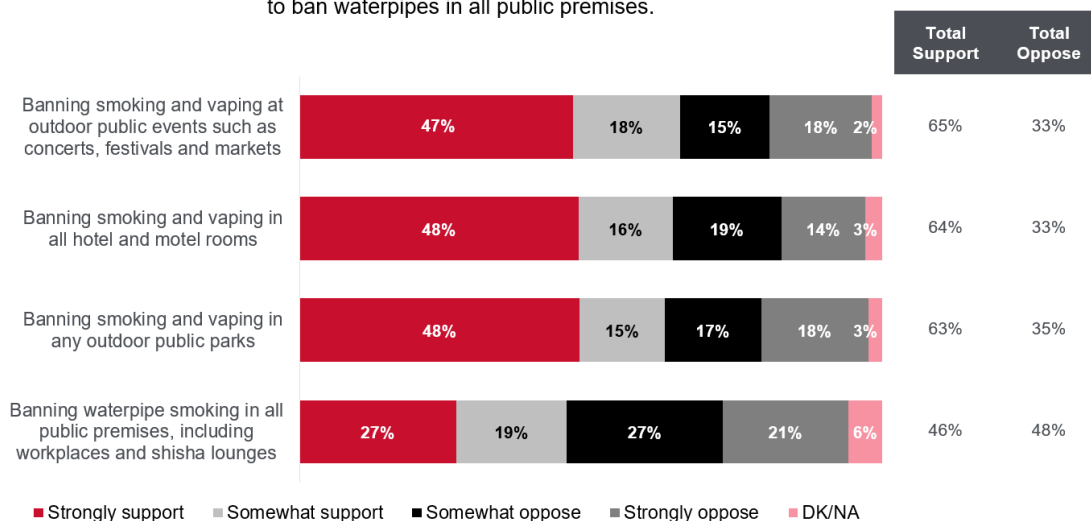


Potential bylaw changes



Support for bylaw changes

When asked directly, there is majority support for a ban on smoking/vaping at public events, in hotel rooms and in outdoor parks. Opinion is divided on whether to ban waterpipes in all public premises.



Q25-Q28. Calgary's City Council is considering changes to the Smoking and Vaping Bylaw. For each of the following, please tell me if you strongly support, somewhat support, somewhat oppose or strongly oppose it. Just a reminder that we are not talking about cannabis.
Base size: All respondents (n=1,012)



Reasons why support potential ban

Support for the potential ban on smoking/vaping in outdoor parks and events are driven by health concerns: exposure to secondhand smoke, reducing youth exposure and protecting people's health. Smaller proportions also mention the smell or simply being irritated by it.

Reason given	Support ban on smoking/vaping in outdoor public parks (n=335)	Support ban on smoking/vaping at outdoor public events (n=348)
To avoid secondhand smoke / stop exposure in the air	52%	71%
So children/young people are not exposed to it	42%	24%
Protect people's health	33%	32%
Don't like the smell	17%	12%
It bothers people / is an irritating habit	8%	10%
To reduce littering / not environmentally-friendly	5%	1%
Other	6%	8%
Don't know/refused	2%	1%

Q29. Why do you say you support..... (selected item).
Base size: Respondents who support a ban



Reasons why oppose potential ban

The minority who oppose a ban on smoking/vaping express a preference for autonomy over government regulation; they also feel non-users can avoid users in outdoor spaces (generally) and through designated smoking/vaping areas.

Reason given	Smoking/vaping in any outdoor public parks (n=173)	Smoking/vaping at outdoor public events (n=148)
Allows adults to make their own decisions / don't need government deciding for us	34%	43%
The outdoors is not a confined space / people can avoid others smoking and vaping if they want to	32%	16%
Should be allowed in a separate/designated space separated from non-users	26%	28%
Ban will harm businesses	1%	5%
Other	11%	10%
Don't know/refused	13%	16%

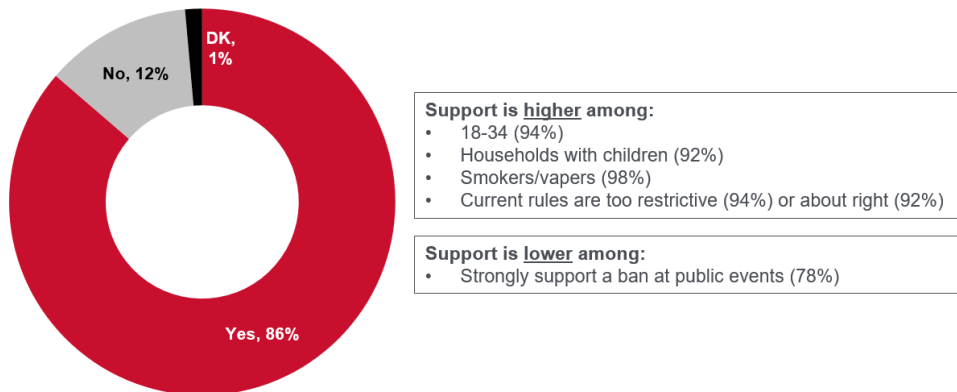
For both scenarios, men are significantly more likely than women to say they oppose the ban because adults can make their own decisions

Q29. Why do you say you oppose..... (selected item).
Base size: Respondents who oppose a ban



Support for designated smoking areas

A large majority of Calgarians, and almost all smokers/vapers, support designated smoking areas at public events. While support for designated areas is lower among those who most want smoking/vaping banned at public events, nonetheless three-quarters are fine with this approach.

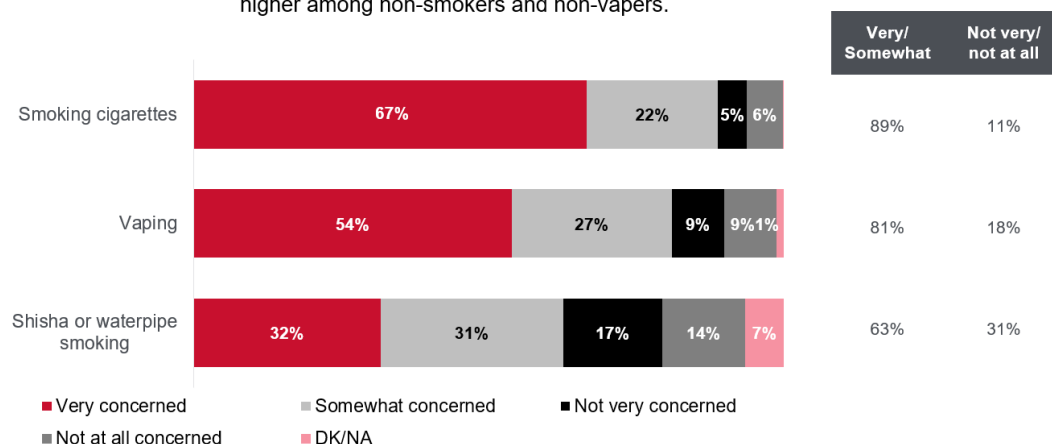


Q30. Should public events such as festivals, concerts and markets be allowed to have designated smoking areas where smoking, vaping or waterpipe use are allowed?
Base size: All respondents (n=1,012)



Concerns about health risks

Most Calgarians express at least some concern about the health risks of all three substances. However, the perceived degree of risk varies by substance: it is highest for smoking, followed by vaping, and lowest for waterpipes. Concern is higher among non-smokers and non-vapers.



Younger residents (18-34) are significantly **less** concerned about the health risks of vaping and waterpipe use than those aged 55+.

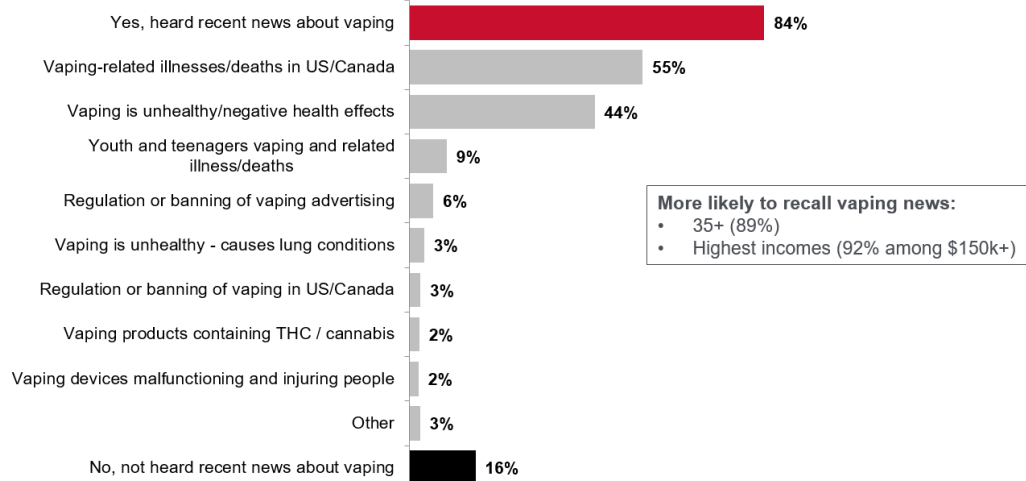
Support for a waterpipe ban is significantly **higher** among those very concerned about the health risks of shisha use (66%, vs. 46% somewhat concerned and 36% not concerned).

Q35-Q37. Would you say you are very concerned, somewhat concerned, not very concerned or not at all concerned about the health risks from each of the following?
Base size: All respondents (n=1,012)



Recall of news about vaping

There is widespread awareness of recent news about vaping, with more than half who voluntarily recall hearing about vaping-related illnesses and deaths in the US or Canada and a large group who have heard that vaping has negative health effects.



Q41. Have you seen, read, or heard anything in the news recently about vaping?

Q42. What have you seen, read, or heard? (**Note:** only responses provided by at least 2% of respondents are shown)

Base size: All respondents (n=1,012)

A wide-angle photograph of a lush green park under a bright blue sky with scattered white clouds. In the center, there is a covered picnic shelter with several picnic tables underneath. More picnic tables are scattered across the grassy area. A paved path winds through the park, and various trees, including tall evergreens and deciduous trees with green leaves, are scattered throughout the landscape. In the foreground, a wooden picnic table is partially visible, its surface slightly out of focus.

CD2022-0399

Parks and Pathways Smoking and Vaping Restrictions

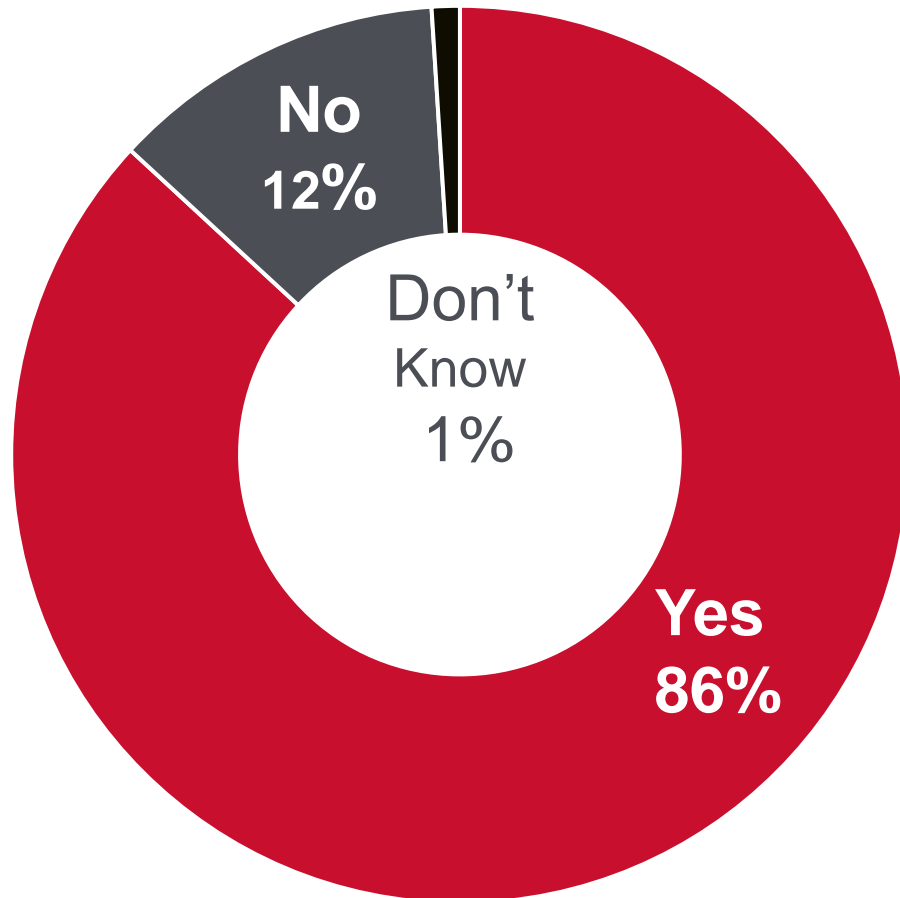
Presentation to the Community Development Committee

That Community Development Committee recommend:

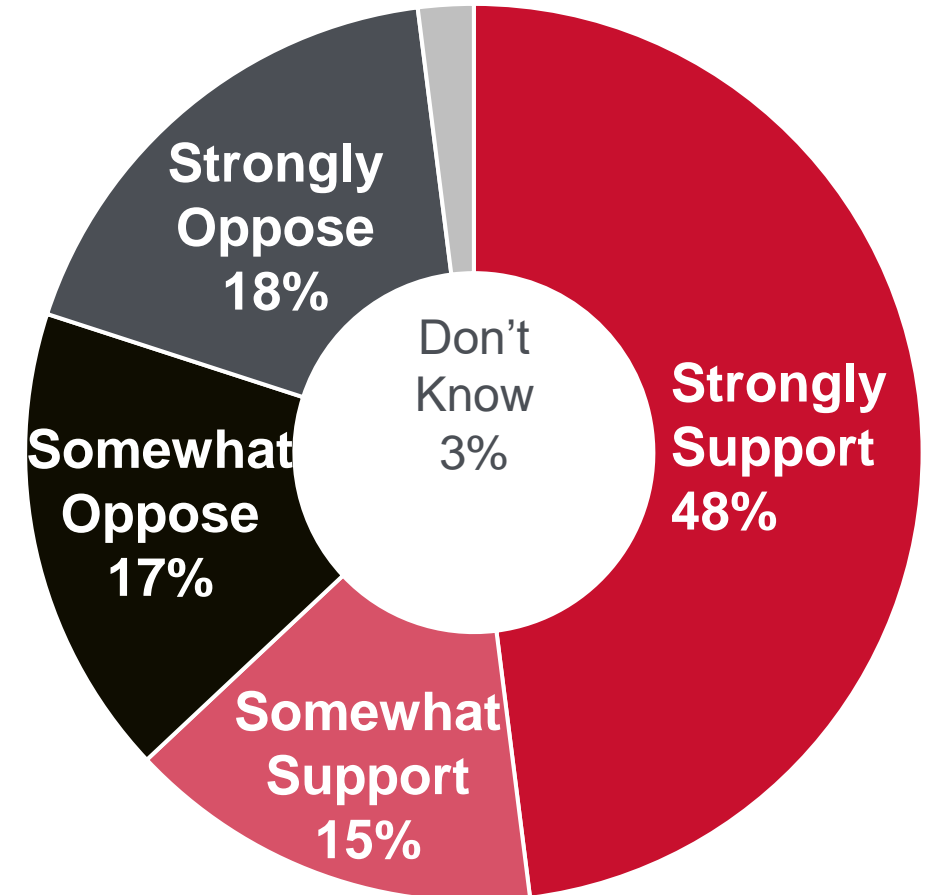
- That Council give three readings to proposed amendments to the Smoking and Vaping Bylaw 23M2018 with an effective date of 2022 August 1.
- That Council give three readings to proposed amendments to the Business Licence Bylaw 32M98 with an effective date of 2022 August 1.

Engagement and Research

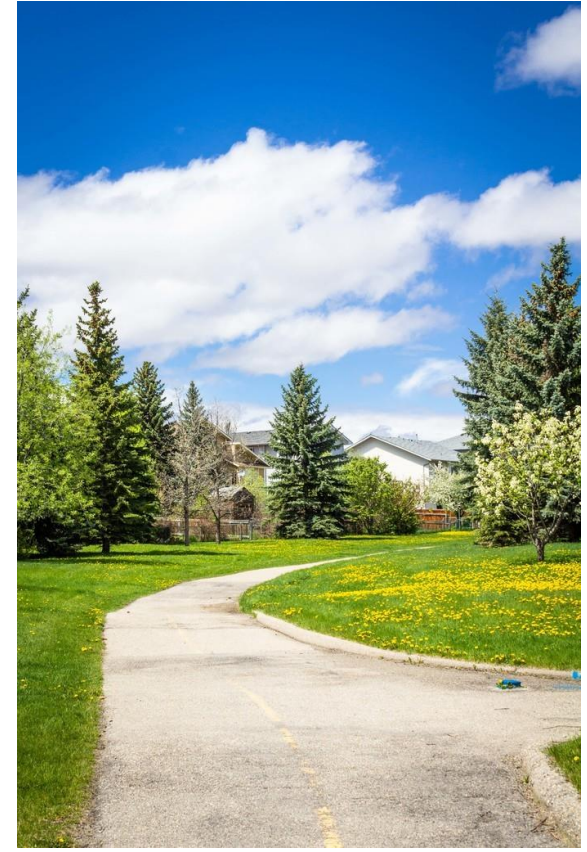
Should festivals/events be allowed to have designated smoking areas?



Support Banning Smoking/Vaping in Parks?



Parks and Pathways



Business Licence Amendments



That Community Development Committee recommend:

- That Council give three readings to proposed amendments to the Smoking and Vaping Bylaw 23M2018 with an effective date of 2022 August 1.
- That Council give three readings to proposed amendments to the Business Licence Bylaw 32M98 with an effective date of 2022 August 1.

BiodiverCity Advisory Committee Updated Terms of Reference

RECOMMENDATION:

That Administration recommend that the Community Development Committee:

1. Approve the revised Terms of Reference for the BiodiverCity Advisory Committee.

HIGHLIGHTS

This document outlines the changes made to the BiodiverCity Advisory Committee's Terms of Reference as directed by Council to better reflect the criticality of the work and improve the committee's ability to interface with Council and Administration.

- *What does this mean to Calgarians?* This will improve the decision-making of both Council and Administration in terms of impacts to biodiversity in Calgary, contributing to a richer more biodiverse city for residents.
- *Why does it matter?* Higher biodiversity is associated with improved resilience to natural disasters, pest outbreaks and the ability of Calgarians to connect with nature.
- Strategic Alignment to Council's Citizen Priorities: A healthy and green city
- Background and previous Council Direction (combined meeting of Council November 15, 2021): *That with respect to Report N2021-1207, the following be adopted: That Council directs Administration to work with the BiodiverCity Advisory Committee and the Anti-Racism Action Committee to revise each committee's respective terms of reference to better reflect the criticality of the work as well as each committee's ability to better interface with Council and Administration, and report back through Community Development in Q1 of 2022.*

DISCUSSION

The recent Climate Emergency declared by Mayor Gondek and council serves to highlight the need for timely, accurate information on issues pertaining to biodiversity and how these issues can help address the climate challenge the city is currently facing.

The BiodiverCity Advisory Committee's specific responsibilities include:

Advising Council on biodiversity issues and provide advice, collaborate with researchers and institutions to advance innovation in conserving Calgary's biodiversity and ensuring appropriate City of Calgary staff, Council, communities and local businesses have access to information to advance actions supported by Our BiodiverCity and the Durban Commitment and, support biodiversity, eco-literacy, or related initiatives in the community.

The updated Terms of Reference more accurately reflects the importance of the work the BiodiverCity Advisory Committee does and the need for improved timely communication with council members on issues related to biodiversity.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- ☐ Public Engagement was undertaken
- ☒ Public Communication or Engagement was not required
- ☐ Public/Stakeholders were informed

**Community Services Report to
Community Development Committee
2022 May 27**

**ISC: UNRESTRICTED
CD2022-0583
Page 2 of 2**

BiodiverCity Advisory Committee Updated Terms of Reference

☐ Stakeholder dialogue/relations were undertaken

IMPLICATIONS

Social

More focus on the BiodiverCity Advisory Committee at Council will likely result in more opportunities for Calgarians to connect with our Parks system, increasing the mental and physical health of our citizens.

Environmental

These updated Terms of Reference will provide more opportunity to involve impacts to biodiversity in Council and Administration decision making, improving the overall health and resilience of Calgary's natural systems.

Economic

Not Applicable

Service and Financial Implications

No anticipated financial impact

RISK

There are no anticipated risks with the minor changes in the Terms of Reference rewrite. The risk of not accepting these changes would be removing biodiversity impacts from the conversation when making decisions regarding City matters, leading to a less healthy and resilient Parks system.

ATTACHMENT(S)

1. Draft Revised Terms of Reference

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Doug Morgan	Operational Services	Inform

BiodiverCity Advisory Committee

Draft Revised Terms of Reference

Updated as discussed within the March 16, 2022 BiodiverCity Advisory Committee meeting, items in red text have been added/modified from the 2022-09-13 Terms of Reference.

Authority

Resolution of Council: *Biodiversity Policy* and *Our BiodiverCity, Calgary's 10-year biodiversity strategic plan* (CPS2015-0260, 2015 March 30).

Mandate

The BiodiverCity Advisory Committee provides Council and Administration with strategic advice on matters affecting urban biodiversity in The City of Calgary. The Committee advances the commitments and procedures identified within *Our BiodiverCity, Calgary's 10-year Biodiversity Strategic plan (2015-2025)*, *The Durban Commitment: Local Governments for Biodiversity*, and the *Climate Strategy*.

Specific responsibilities

The BiodiverCity Advisory Committee responsibilities include:

- Advise Council on the following matters:
 - Integration of biodiversity objectives into policies and programs as part of The City's operations, citizen outreach and community development.
 - Connecting biodiversity policy to related policy themes such as climate change, sustainable development, strong neighbourhoods, community resilience and human wellness.
 - Recognizing the financial, social and environmental implications of adding, removing or modifying ecological systems in developing Calgary and include consideration of these in municipal decision-making.
 - Making biodiversity conservation a common element in municipal decision-making by ensuring biodiversity goals are considered in appropriate City documents.
 - Connecting economic and social development to biodiversity and healthy natural systems.
 - Monitor and communicate biodiversity targets outlined strategic plans and policies
- To provide advice to council:
 - When the BiodiverCity Advisory Committee identifies risks and opportunities related to biodiversity.
 - Council requests advice.
 - Administration requests support for advice.
 - BiodiverCity Advisory Committee and Administration together identify where advice from the Committee will be useful.
- Collaborate with researchers and institutions to advance innovation in conserving Calgary's biodiversity.
- Ensure appropriate City of Calgary staff, Council, communities and local businesses have access to information to advance actions supported by *Our BiodiverCity* and *The Durban Commitment: Local Governments for Biodiversity*.
- Supporting biodiversity, eco-literacy, or related initiatives, in the community

-

Reports to

The BiodiverCity Advisory Committee reports to the Community Development Committee, and provides an annual progress report. Additional reporting may occur as matters arise.

Measurable objectives

In order to monitor its progress, the BiodiverCity Advisory Committee shall prioritize short, medium and long-term biodiversity initiatives and establish measurable outcomes and accountability for carried out actions.

Composition

The BiodiverCity Advisory Committee is comprised of 15 members appointed by resolution of Council at the annual Organizational Meeting of Council:

- 5 members who represent the technical industry or research field with a background in biology, ecology, horticulture, applicable field in engineering (e.g. waste management, storm water management, hydrology, etc), planning, economics, community health, recreational management or similar.
- 2 members who represent the ecological literacy field with a background in art, education and/or communications.
- 2 citizens-at-large with an interest in biodiversity and ecological literacy.
- 1 youth (18 to 30 years of age) with an interest in biodiversity and ecological literacy.
- 5 members of City Administration from any of the following Departments: Planning and Development Services; Law; Operational Services; Infrastructure Services; Community Services; People, Innovation & Collaboration Services; Corporate Planning & Financial Services.

Resources

City Administration representatives from Calgary Parks will act as a resource to the BiodiverCity Advisory Committee.

Subcommittees

The BiodiverCity Advisory Committee may establish subcommittees to undertake specific time-limited tasks as necessary. Subcommittees shall establish a terms of reference and measurable outcomes.

Term

One year for youth member and two years for all other members.

Council may stagger the initial appointments and appoint five members for one-year terms in the first year.

A public member may serve a maximum of six consecutive years.

Despite the above, a public member may serve until his or her successor is appointed. The service of a member beyond the appointed term shall not count toward the limit on the length of service set out above if the additional service is one year or less.

When an appointment is made to fill a public member vacancy:

- If the balance of the term to be served is one year or less, that service shall not count toward the limit on the length of service; and

- If the balance of the term to be served is more than one year, that service shall count toward the limit on the length of service.

A public member may serve more than six consecutive years by a two-thirds vote of Council.

Quorum

A minimum of 50% + 1 member of which a minimum of three members representing City Administration is required.

Chair

Chair and Vice-Chair are nominated and elected by the BiodiverCity Advisory Committee and may serve up to two consecutive terms in each position.

Meetings

Meetings are open to the public. The BiodiverCity Advisory Committee meets monthly, or as determined appropriate by the BiodiverCity Advisory Committee to meet a given timeline for an initiative. A meeting may be called or cancelled at the call of the Chair and notice provided via email.

Procedures

Minutes will be prepared by City Administration staff.

The BiodiverCity Advisory Committee will follow the Procedure Bylaw and may establish its own policies and procedures. The BiodiverCity Advisory Committee must pass a resolution to establish policies and procedures, and the resolution must be documented in minutes.

Code of Conduct

Citizen members of the BiodiverCity Advisory Committee must abide by the *Code of Conduct for Citizen Members Appointed to Council Established Boards, Commissions and Committees* (CC045).

<i>Adopted</i>	<i>2015 July 27</i>	<i>CPS2015-0608</i>
<i>Amended</i>	<i>2015 October 19</i>	<i>Organizational Meeting of Council</i>
<i>Amended</i>	<i>2017 May 08</i>	<i>PFC2017-0312</i>
<i>Amended</i>	<i>2021 Sep 13</i>	<i>CP2021-1201</i>

Calgary Transit Recovery Strategy

RECOMMENDATION(S):

That the Community Development Committee recommend that Council receive this Report for the Corporate Record.

HIGHLIGHTS

- Calgary Transit has developed a recovery strategy focusing on increasing service, public safety, and improving the customer experience on transit as it builds back better and safer after the COVID-19 pandemic.
- What does this mean to Calgarians? To increase ridership, Calgary Transit wants to build back a better and safer public transit system.
- Why does it matter? Improvements to the customer experience is a crucial part of citizen's desire to take transit which is critical to the sustainability of system.
- To build ridership, Calgary Transit's recovery strategy is divided into four pillars: service recovery, service investments, safety investments, and customer experience investments.
- Key investments include increasing service frequency, introducing on-demand service in new communities, continued investments in public safety, and discounted monthly passes in August and September.
- Strategic Alignment to Council's Citizen Priorities: A city that moves
- Supporting information is included in Attachments 1 to 3.

DISCUSSION

With the loosening of pandemic restrictions, Calgary Transit has been focusing on restoring transit service, and looking to implement new and innovative ideas to increase ridership. Calgary Transit has created a recovery strategy that will be a focus for 2022-2023 and is divided into the following pillars:

- Service recovery
- Service investments
- Safety investments
- Customer experience investments

Attachment 1 provides a high-level description of initiatives that will be undertaken in these pillars. The recovery strategy provides a roadmap for Calgary Transit to action immediately to continue to grow ridership.

Service Recovery

Service recovery will focus on building back better transit to meet current customer demands. Calgary Transit's current ridership is approximately 59 per cent of pre-COVID levels with approximately 85 per cent of pre-covid service. It is anticipated that ridership will continue to grow throughout the summer months to approximately 65 to 70 per cent of pre-covid levels by the fall.

To accommodate the growing ridership, Calgary Transit will increase service to 90 per cent pre-COVID levels in September and will be hiring an approximant additional 300 operators by the

Calgary Transit Recovery Strategy

end of 2022. This is in addition every operator who was laid-off in 2020 being provided the opportunity to return in 2021.

To support the service increase, investments will be made to improving light rail vehicle (LRV) reliability to support the availability of LRVs for service. However, with the aging LRV fleet, full four-car train service cannot be guaranteed.

Calgary Transit will continue to monitor ridership and customer demand for service and adjust as necessary to ensure service is meeting customer needs (see Attachment 2 for ridership trends and projections, and the demand for transit service by various rider groups).

Service Investments

To build back better to maintain existing ridership and attracting new, Calgary Transit will be focusing on using innovative solutions to drive more existing and new service into communities. Calgary Transit's investment in new service will include:

- Introducing On Demand service in four to six new communities. This service will not replace existing service but provide service to new communities that currently do not have transit service. Review, assessment, and planning will take place in 2022 and service will be introduced in 2023.
- Installing floating bus stops to provide customers fully-accessible transit service without having to temporarily move bus stops to facilitate temporary patios.
- Investing in Calgary Transit's data gathering and storage to be able to make data driven service decisions to ensure any adjustments to service would benefit customers.

Safety Investments

Customer perception of safety on the transit system will play an important role in influencing whether customers will return to using transit as things reopen. Calgary Transit is committed to providing a safe and clean system for all Calgarians. To build on that commitment, Calgary Transit will be:

- Recruiting of new Transit Security Guards who will provide highly trained uniformed presence on the transit system and providing customer service and support to Peace Officers to help improve customer safety.
- Upgrading lighting at some stations and Park and Ride lots to help improve visibility and safety during the later hours. Customer concerns around dimly lit stations was identified through the customer research program, especially amongst the female demographic.
- Upgrading current CCTV monitoring system to include new features to help detect incidents automatically and alert security agents to improve dispatch times.
- Hiring a third-party consultant to investigate the feasibility of implementing a closed system, which includes highlighting impacts to the customer experience, accessibility, and neighbouring communities.

Customer Experience Investments

With the dramatic reduction of ridership due the pandemic, Calgary Transit is focusing on improving the customer experience to welcome back customers and attract new riders through incentives and marketing strategies. To achieve this Calgary Transit will be:

Calgary Transit Recovery Strategy

- Partnering with Arts and Culture, Recreation, and Festival & Events to bundle transit fares into admission prices when possible.
- Introducing new Calgary Transit ambassadors on the system to engage with customers, answer questions, and provide service information.
- Offering half price monthly passes during the month of August and September as an incentive to take transit. August's promotion will focused on encouraging customers to buy a monthly pass to explore the city and attend local events. September's promotion will be focused on using transit to return to the workplace and school.
- Encouraging multimodal travel options by equipping the remaining 47 per cent of 40- and 60-foot buses with bike racks. This means every bus, except for shuttle buses, will have bike racks. In addition, the pilot allowing bikes on the CTrain without time restrictions will run from May 16 to August 31, 2022.
- Partnering with local companies to activate stations to provide an enhanced customer experience. Utilizing traditional and social media to generate excitement about the transit experience.

STAKEHOLDER ENGAGEMENT AND COMMUNICATION (EXTERNAL)

- ☐ Public Engagement was undertaken
- ☐ Public Communication or Engagement was not required
- ☐ Public/Stakeholders were informed
- ☒ Stakeholder dialogue/relations were undertaken

Since the height of the pandemic, customer reports have increased regarding their perception of safety on the transit system. Calgary Transit receives feedback from customers through various touch points including social media, the call centre, 3-1-1, and in person interactions. Calgary Transit's ongoing customer research program also provides an opportunity for customers to provide feedback on all Calgary Transit services through surveys done in-person or on the phone. Results of the surveys help Calgary Transit determine customer priorities and what areas can be improved. Key findings from the surveys will be shared in the RouteAhead 10-year report later in 2022.

IMPLICATIONS

Social

Taking transit is more than just going from point a to b. Transit plays an important role in connecting customers with the people and places that they care about. Calgary Transit is committed to strengthening Calgary's community and are proud to be part of making a difference in Calgary.

The pandemic has resulted in a significant decrease in ridership and an increase in social disorder on the transit system. While progress has been made, social disorder is a complex issue and is not limited to Calgary Transit (Attachment 3). Calgary Transit has been working closely with Community Standards and local support agencies to ensure Calgary Transit is taking a compassionate approach to provide support to the population experiencing vulnerabilities while ensuring the transit system is safe for customers

Calgary Transit Recovery Strategy

Environmental

Public transit provides an alternative form of transportation that is environmentally friendly. Transit contributes to a significant reduction in greenhouse gases (GHG) and will help The City meet the Council approved GHG reduction strategy of 15 Metric tons of carbon dioxide equivalent (MTCO₂e) by 2050. A 25 per cent expansion of transit use contributes 2.1 MTCO₂e to the reduction of GHG. Continuing to promote high-quality transit helps shift Calgarians out of single occupancy vehicles into lower or no emissions modes. The City of Calgary uses a wind power contract for the CTrain, enabling zero-emissions door-to-door travel in Calgary for CTrain customers. A single bus can carry as many people as 41 cars: with emissions per passenger-kilometre close to one quarter the level of cars.

Making transit a more convenient transportation choice by improving the customer experience through increased service frequency and incorporating multimodal connections (bikes on CTrain and buses) will help to attract more customers.

Service and Financial Implications

Other: Tax-Supported, Federal, and Provincial funding.

The service recovery program is funded from operational savings that are being re-invested into the recovery program as well as assistance from multiple levels of government.

Funding for the initiatives may be adjusted as ridership and revenue fluctuate.

RISK

During the COVID-19 pandemic, Calgary Transit saw an increase in social disorder concerns, due to reduced ridership, the closure of other public facilities, and the continuing opioid epidemic. As The City now moves into a recovery phase, there remains a public perception that travel using Calgary Transit and the levels of security on-board vehicles or around stations is generally unsafe. Failure of The City to act in a sustainable and visible manner will have severe impacts on ridership and revenues, along with long term negative reputational impact on Calgary Transit.

ATTACHMENT(S)

1. Calgary Transit Recovery Strategy
2. Supporting Information on Ridership Trends
3. Safety and Security Metrics

Department Circulation

General Manager/Director	Department	Approve/Consult/Inform
Doug Morgan	Operational Services	Approve
Katie Black	Community Services	Consult

**Transportation Report to
Community Development Committee
2022 May 27**

**ISC: UNRESTRICTED
CD2022-0675
Page 5 of 5**

Calgary Transit Recovery Strategy

Carla Male	Corporate Planning & Financial Services	Inform
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Calgary Transit Recovery Strategy

CD2022-0675
Attachment 1

Service Recovery	
Project Name	Description
Restore Service	Restoring service to 90 per cent by September 2022 and 100 per cent by the end of 2023.
Light Rail Vehicle assessment and refurbishment	Improving components of some CTrains to help improve reliability and ability to provide service and completing a reliability and condition assessment of older CTrain models.
Data collection	Data gathering to help support recovery and make informed decisions about service based on ridership and customer demand.

Service Investments	
Project Name	Description
On Demand	Hire consultant to assess and review feasibility of expanding the on demand service in four to six new communities.
Park and Ride	Upgrade the Park and Ride reservation system and install parking sensors to provide customers with real-time parking availability.
Automatic Passenger Counters - CTrain	Install automatic passenger counters on all CTrains to provide real-time boarding information to help ensure service/capacity is meeting customer demand.
Brookfield MAX Yellow Station	Build MAX Yellow station at southbound 1 Street at 7 Avenue S.W. Originally planned to be constructed in 2019 but delayed due to budget.
Service Support	Resources to support the RouteAhead report that is due to council later this year. Bring in resources from Green Line to do some preliminary work related to Green Line service investments.
Floating bus stops	CT is working with Roads team to provide floating bus stops along with temporary patios to allow full accessibility to the transit service. This initiative avoids moving bus stops around within a corridor, offering consistency to our customers.

Calgary Transit Recovery Strategy

CD2022-0675
Attachment 1

Safety Investments	
Project Name	Description
Transit Security Guards	Provide highly trained uninformed presence on the transit system, providing customer service and support to Peace Officers to help improve customer safety
Customer Safety Initiatives	Continue to support the Safety 4 All initiative and other customer safety initiatives in collaboration with community partners.
CCTV system upgrades	Upgrading CCTV system features to include incident detection to help with monitoring of CTrain stations and improve dispatch response times.
Lighting upgrades	Upgrading lights at some CTrain stations and Park and Ride lots to improve visibility and safety.
Customer/Employee safety initiatives	Hiring a third-party consultant to investigate the feasibility of implementing a closed system, which includes highlighting impacts to the customer experience, accessibility, and neighbouring communities. In addition, address safety issues with manhole covers at CTrain stations. Replace operator seat in newer model of CTrain to improve ergonomics for operators.
Employee safety training	Safety training for all operators.

Customer Exp. Investments	
Project Name	Description
Communications/Marketing	Support ridership recovery through a variety of communications and marketing campaigns, events, and partnerships.
Service Ambassadors	Hire service ambassadors to be available to answer customer questions and provide service information at CTrain stations.
Discounted Fares	Offer discounted monthly pass and reserved parking for August and September to attract new riders and help retain current customers.
Bikes on Transit	Install bike racks on all buses and support bikes on CTrain pilot that allows bikes on the CTrain at all hours.
Enhanced system cleaning	Enhanced cleaning of the system will help ensure the system is clean and safe for customers as they return to taking transit.

Attachment 2: Supporting Information on Ridership Trends

Figure 1 below shows the ridership trends and projections based on latest forecasts.

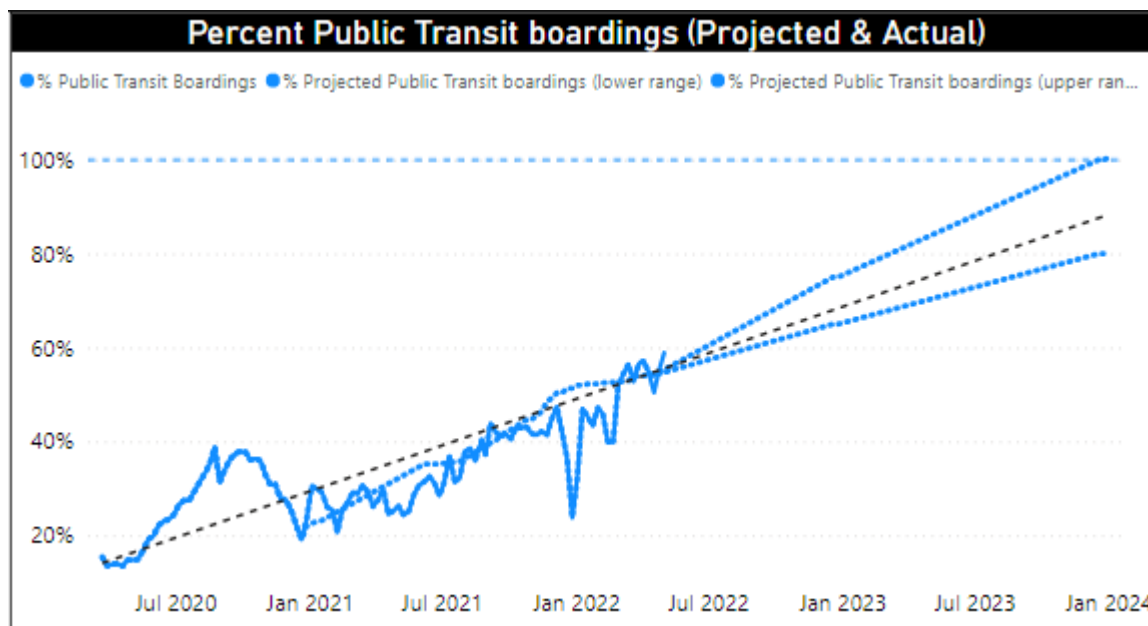
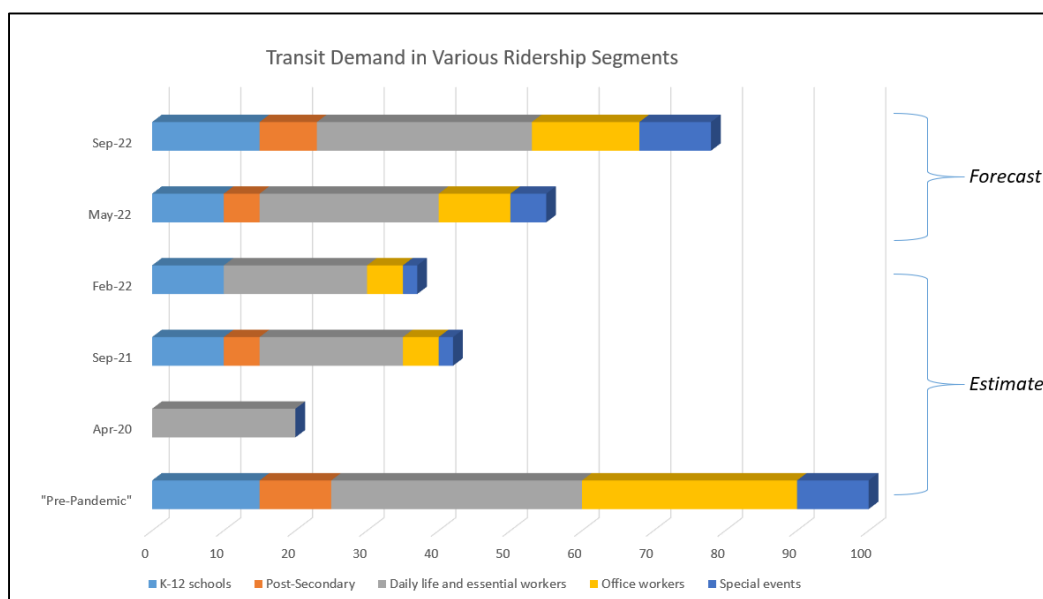
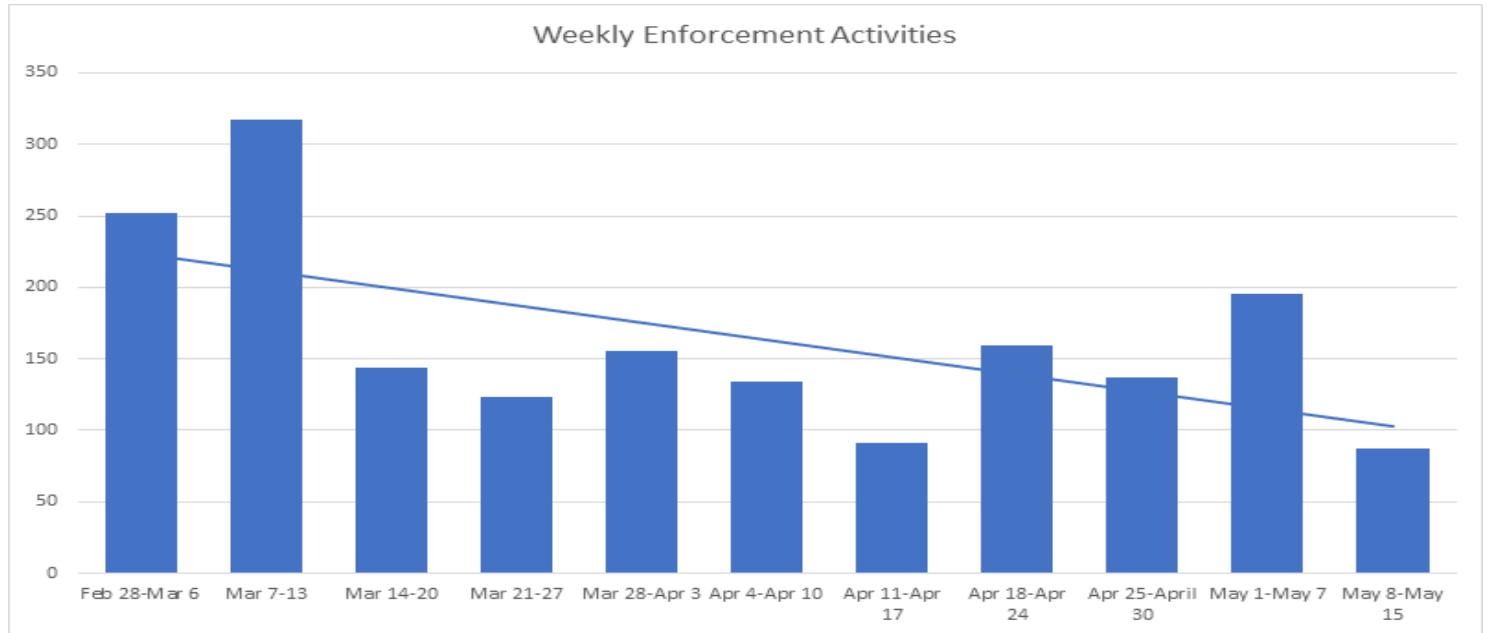


Figure 2 below 1 shows public transit service demand by various ridership segments.



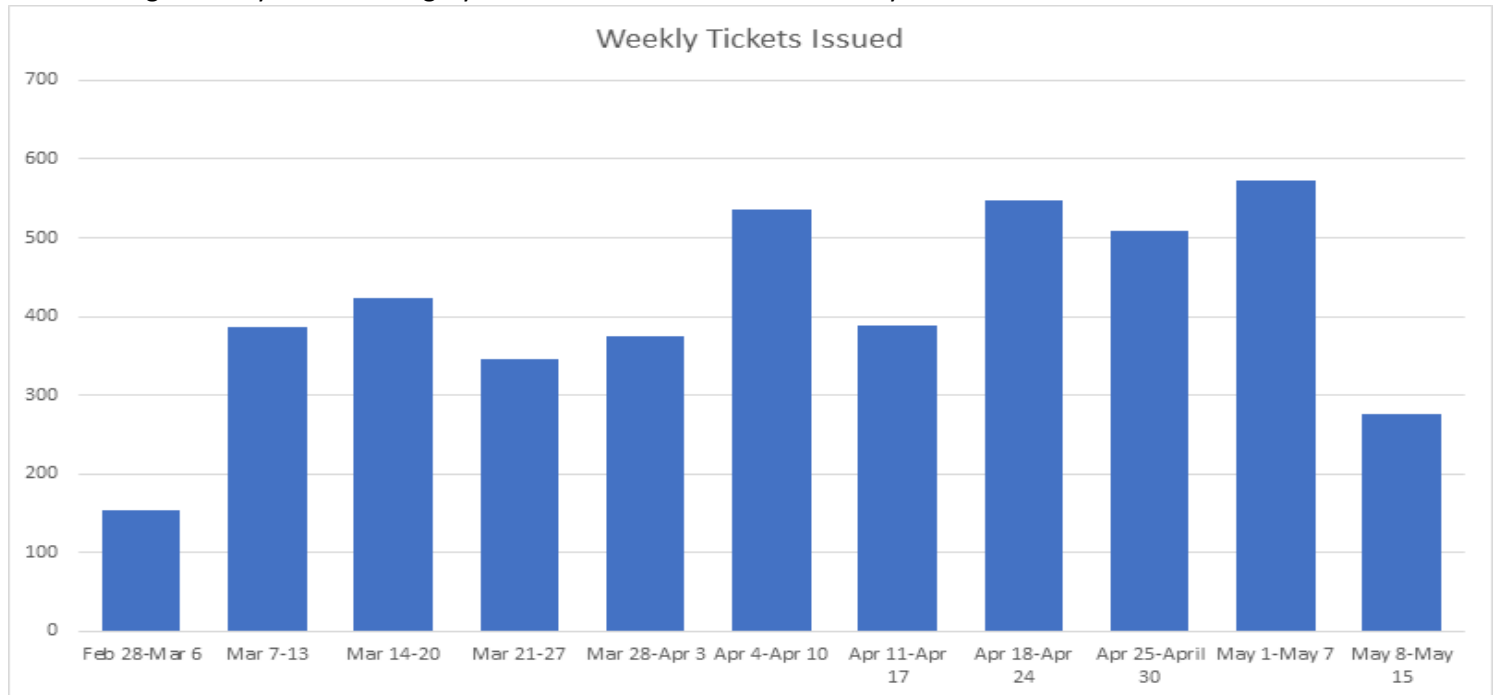
Weekly Enforcement Activities

Weekly Enforcement Activities include arrests, warrants executed, criminal code charges laid, and trespassing notices.



Weekly Tickets Issued

Includes Regular Duty Tickets – Calgary Transit Peace Officer and Paid Duty Officers.



A long-exposure photograph of a city street at night. In the background, the historic Calgary City Hall with its clock tower is illuminated in warm orange light. Behind it, modern glass skyscrapers are lit up with blue light. In the foreground, a multi-lane highway shows blurred streaks of red, green, and yellow light from passing vehicles. Trees on the right are decorated with white lights.

Calgary



Calgary Transit Recovery Strategy

May 27, 2022

Recommendation

“That the Community Development Committee recommend that Council accept this report for information.”

Build Back Better

Service Recovery



- Restoring Service
- Improvements to existing CTrain cars
- Using data to provide service based on new ridership patterns

Service Investments



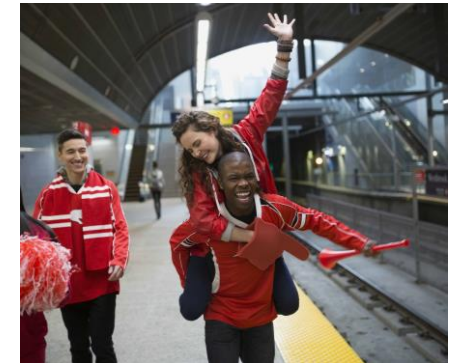
- On Demand in new communities
- Upgrading Park and Ride
- Automatic People counters on CTrain
- Floating bus stops

Safety Investments



- New Transit Security Guards
- CCTV System Upgrades
- Station Lighting Upgrades
- Feasibility assessment for closed system

Customer Experience Investments



- Discounted Fares
- Event Partnerships
- Bikes on CTrain
- Service Ambassadors
- Enhanced System Cleaning

Recommendation

“That the Community Development Committee recommend that Council accept this report for information.”

BRIEFING

Page 1 of 1

Item # 11.1

Chief Financial Officer's Briefing to
Community Development Committee
2022 May 27

ISC: UNRESTRICTED
CD2022-0531

Fibre Infrastructure Strategy Annual Update

PURPOSE OF BRIEFING

In 2015 September, Council approved the Fibre Infrastructure Strategy (GP2015-0485) with an annual update. This report serves as the 2021 update to the Community Development Committee on the progress, challenges, and future strategic direction regarding The City of Calgary's fibre.

City fibre is the foundation of all networks which City business units rely on to deliver services. Demand for connectivity is expected to increase as more and more business units turn to technology to create efficiencies.

The COVID-19 pandemic caused one of the most disruptive events in our lifetimes and continues to apply pressure to economic, social, and technological domains. City fibre supplies critical communications infrastructure to support business unit demands for services and provides capabilities to pivot when extreme conditions arise.

SUPPORTING INFORMATION

For over 20 years, The City of Calgary Information Technology (IT) business unit has been leveraging capital works projects to take advantage of economies of scale to deploy fibre optic to support City services. The Fibre Cable Duct and Wireless (FCDW) steering committee was established in 2002 to provide governance for The City's fibre infrastructure. Membership of the FCDW committee includes the directors of Transit, Roads, Water Services, Transportation Infrastructure, Facility Management, and IT.

As of the end of 2021, The City had deployed a total of 650 kilometers of fibre optic throughout Calgary. The City of Calgary's fibre optic "...is where Calgary stands out from the crowd. Calgary has the most extensive network in Canada..." as noted in Calgary Economic Development's article "Calgary: A leading city in 5G and connectivity" on 2021 March 15.

The primary focus of The City's Fibre Infrastructure Strategy is to connect all City buildings, facilities, and assets. The excess capacity in City fibre optic has been licensed to civic partners, universities, school boards, businesses, and carriers. All revenue is transferred to the Information Technology Reserve and is used for future fibre builds for City services and to support operating costs.

ATTACHMENT(S)

1. Attachment 1 – Fibre Infrastructure Strategy Annual Update

The City of Calgary

Fibre Infrastructure Strategy

Annual Update

2022 May 27

Chief Financial Officer's Department - Information Technology

Executive Summary

On 2015 September 28, the Fibre Infrastructure Strategy was presented and unanimously approved by Council. This report serves as the 2021 annual update.

In 2020, the pandemic caused one of the most disruptive events in our lifetimes. Connectivity became a lifeline to many citizens and businesses. Despite vaccinations and therapeutics, the COVID-19 pandemic is still prevalent in our society applying pressure to economic, social, and technological domains. City fibre supplies critical communications infrastructure to support business unit demands for services and provides capabilities to pivot when extreme conditions arise. City fibre also provides these capabilities to other essential providers such as Alberta Health Services and power utility providers increasing the resiliency of these services to our citizens.

By the end of 2021, over 900 facilities and assets (e.g. traffic controllers) have been fibre-connected while avoiding third-party communication costs estimated to be \$8 million per year.

In 2021, revenues saw a modest increase due to several reasons, including the effects of the pandemic and shifting priorities both internally and externally.

The total capital budget approved for the 2019 to 2022 budget cycle is \$12 million. An additional \$6 million in capital infrastructure funding through the Government of Alberta Municipal Stimulus Program was invested in 2021 to accelerate fibre builds.

We have interviewed large cities across Canada and have learned that The City of Calgary has the most advanced fibre optic network in Canada. This capability is a differentiator that The City will be able to leverage for years to come.

Background

The Fibre Infrastructure Strategy is critical to ensure The City of Calgary continues to provide fibre optic to deliver next-generation municipal services in a cost-effective manner.

Investment in City fibre is even more important today and into the next business cycle as The City's dependence on technology and data increases. City fibre is fundamental to delivering City services which contributes to resiliency, service growth, and innovation and is the foundation of all networks which City business units rely on to ensure The City continues to excel as a smart, safe, and prosperous city now and into the future.

2015 – 2021 Accomplishments

a. Connecting Assets

As of the end of 2021, over 900 facilities and assets (e.g. traffic controllers) have been fibre-connected, increasing business-unit capabilities with unlimited bandwidth and avoiding third party communication costs estimated to be \$8 million per year.

Current trends indicate that devices like traffic controllers, sensors, and antennae are connecting at a faster rate. The Internet of Things (IoT) is expected to increase demands for connectivity far into the future.

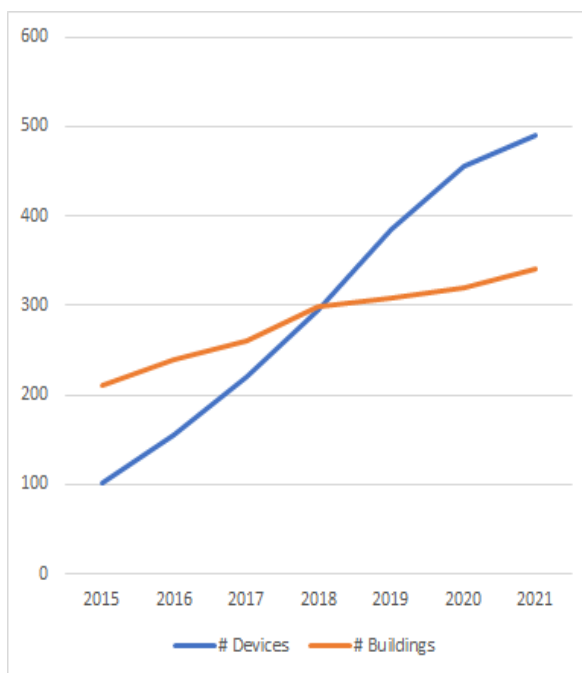


Figure 1: 2020 Trends in Number of Assets Connected with City Fibre

b. Enabling Networks

City fibre enables numerous networks for City business units, civic partners, post-secondary institutions, and external agencies. The City alone has more than 20 different networks specific to its applications. As an example, the network that operates the Light Rail Transit is much different than the network that ensures clean water, but both rely on City fibre.

City fibre allows business units to upgrade their networks quickly and easily to enable new types of services. For instance, Calgary Police Service was able to upgrade their network to facilitate body cameras and other new innovations due to the capacity that City fibre provides.

The Calgary City Net (CCN) is The City's largest, most resilient network which provides high bandwidth, redundancy, and security for business units. CCN's success is represented by the rate of adoption by business units. During the last budget cycle, the CCN's bandwidth demands have increased 1000% (see Figure 2) as business units deploy connected devices to enrich and modernize their services.

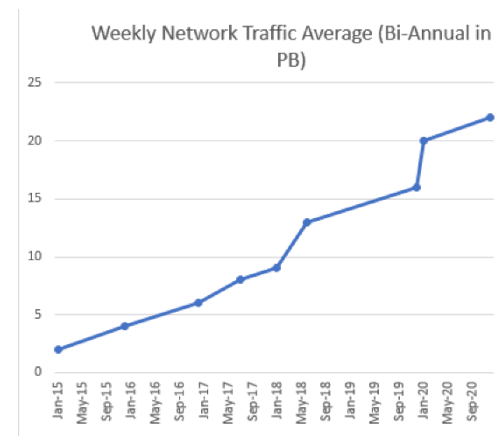


Figure 2: CCN: Bandwidth Consumption for City services [1 Petabyte (PB) = 1 million Gigabyte]

c. Increasing Resiliency

City fibre increases the resiliency of City services which, in turn, enriches citizen confidence. When a city owns its fibre, it can respond with greater agility during extreme events. This was exemplified during the 2013 flood where a catastrophic loss in network resources was mitigated due to the control, agility, and capacity afforded through City fibre. This could not have been achieved without full control of the fibre asset.

City fibre increases the resiliency of all services that leverage it. As an example, the Roads department can monitor and control traffic signals remotely through their Management Information System for Transportation network. The more reliable the network, the more reliable the service. Back in 2015, the network was only up 65% of the time. Now that a significant portion is on fibre optics, the network is up 99% of the time. City fibre now reaches close to 40% of traffic controllers, resulting in an increase of service uptime and improving traffic flow through the city.



Figure 3: Traffic Network Uptime

City fibre also enhances the resiliency of mission-critical networks operated by other agencies that offer critical services to citizens. Healthcare and power utility organizations license City fibre to strengthen the resilience of their services.

d. Other Notable Accomplishments

- The University of Calgary's research on City Fibre as a Sensor was published in the Journal of Applied Geophysics (December 2020).
- The University of Calgary's research on Quantum Key Distribution was published in "*Quantum teleportation across a metropolitan fibre network*" in Nature Photonics (2016) with an acknowledgment of the use of The City's fibre.
- The City won the Ministers Award for Municipal Excellence for Municipally Owned Internet of Things Wireless Network (2018). This network is enabled by City fibre.
- The City won the Minister's Award for Municipal Excellence for Municipally Owned Fibre Infrastructure (2016).
- City fibre is a key element to delivering on business-friendly initiatives for Living Labs in conjunction with Calgary Economic Development.
- The Calgary Internet Exchange is rapidly growing, in part, due to City fibre making Internet faster for everyone.
- Calgary Economic Development includes City fibre as a technology enabler to attract companies to Calgary.

City Fibre Strategy Alignment

Connectivity plays an important role in all aspects of our society: economic, social, health, education, resilience, and next-generation municipal services. Just as we move people, goods, and services, fibre optics moves information – the digital version of people, goods, and services.

Stranded Facilities

Connectivity demands for field computing, the Internet of Things, 5G, and smart-city solutions are increasing every day, and this should be considered the new normal. These new demands emphasize the change in society and how cities need to adapt quickly.

Smart and resilient cities will be impacted by the rapid evolution and adoption of technology and reliance on data. What this means for The City is that connectivity through fibre and wireless will experience sustained and continuous demand incenting a greater integrated approach in the planning process for both public and private sectors. By incorporating digital infrastructure into an integrated solution, The City can mitigate new technology being “bolted on” to assets with a preferred, seamless, and aesthetically attractive solution emerging.

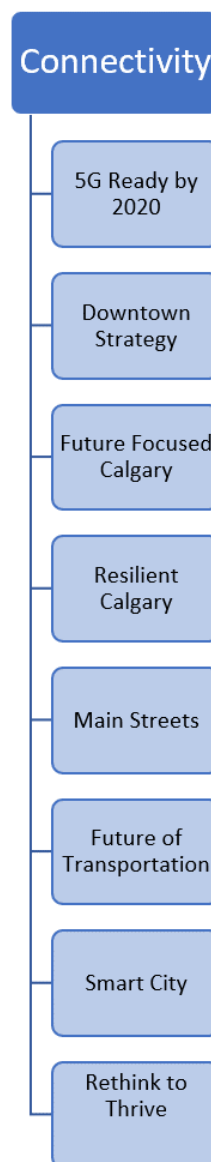
Cost Avoidance

Building infrastructure and self-provisioning services is always weighed against leasing infrastructure and services. Comparing the two scenarios is difficult to do with one metric or model; rather, a comparison on various models provides insights into how The City avoids third party service costs. The following are some cost-avoidance scenarios:

1. City fibre avoids leasing third party fibre at a cost of \$28 million per year.
2. The City's Calgary City Net fibre network avoids approximately \$8 million per year in third-party network services.
3. City fibre-connected traffic controllers avoids operating costs of \$2.3 million per year.

Revenues

As part of the Fibre Infrastructure Strategy, The City operates as a dark fibre optic provider and licenses excess fibre optic capacity to other public-sector organizations, businesses, and/or carriers. This revenue is growing and serves to finance further construction activities. In 2021, revenues reached \$1.2 million and steady growth going forward is anticipated.



Recurring Revenue

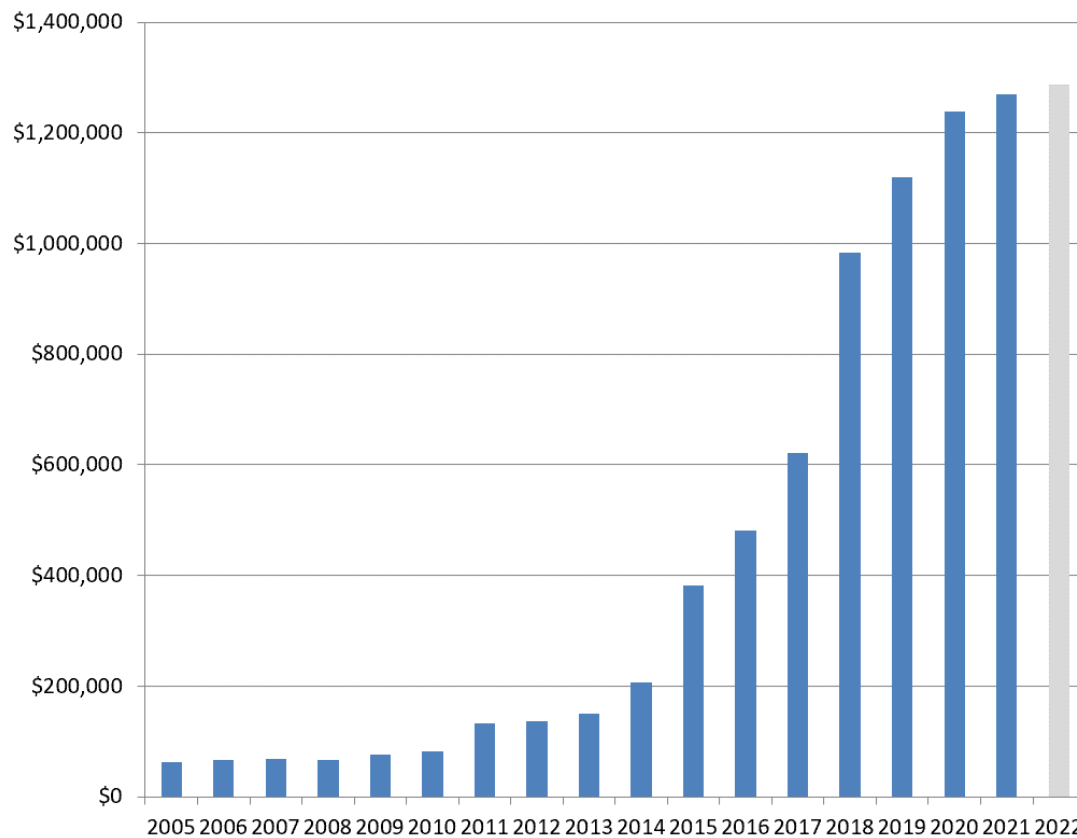


Figure 4: Recurring Revenue

Future Opportunities

Smart City, Economic Diversity, Digital Economy, Innovation, Collaboration

As The City of Calgary, in collaboration with community stakeholders, builds our communities' smart-city strategy, continued investment in digital infrastructure is key to success. A smart city invests in technology and data solutions to provide excellent services to citizens.

To support Council's Business-Friendly directive, and as part of the smart city focus of diversifying our economy, The City of Calgary has partnered with Calgary Economic Development to create the "Calgary as a Living Lab" initiative. As one of the largest owners of infrastructure in Calgary, The City has formalized the process to open our infrastructure (where suitable) for companies and researchers to test, try, and demo their products in real-world environments. The goal is to accelerate the commercialization of new products, services, and research findings. It is not intended

as a route for City solutions as there are avenues for those requests through existing procurement channels. For example, The City provided access to the Shepard Landfill for companies like Loughheed-Martin and NASA to test drone technologies. The Calgary Film Centre was used by an augmented reality software company to demo their products to potential clients.

The Living Labs program is achieving success with numerous projects assisting companies with advancing their technology.

Regulatory, Legislation and Advocacy

Consistent with the 2015 Fibre Infrastructure Strategy, The City's participation as an advocate in the regulatory and legislative domain is still a priority to ensure that municipal interests are represented.

In previous reports, we highlighted the importance of the legislative review of the Telecommunications, Broadcasting and Radiocommunications Acts. This review was initiated to modernize the Acts in relation to how technology is evolving in our society.

Early indications suggest that some proposed legislative amendments will have significant ramifications to municipalities. The most significant risk municipalities face is loss of jurisdictional control over some components of municipal infrastructure and assets. Administration will continue to monitor the initiative for any changes.

One Calgary (2019- 2022) Operating and Capital Budgets

Due to the economic conditions at the time, the One Calgary (2019-2022) capital budget for fibre was significantly decreased compared to the Action Plan (2015-2018) budget. Revenues derived from dark fibre licenses are applied to the operating budget. Modest increases in revenue are expected.

Operating Budget:

The 2021 annual operating expenditure for The City's Fibre Team was \$1.89 million. The estimated annual operating expenditure for 2022 is \$1.83 million.

Capital Budget:

Total capital budget approved for 2019-2022 is \$12 million. These funds are committed for new fibre projects such as intelligent intersections, stranded facilities, and next-generation City infrastructure.

An additional \$6 million in capital infrastructure funding was obtained through the Government of Alberta Municipal Stimulus Program and invested in City fibre in 2021.

Future Opportunities

As network and fibre deployments continue to expand rapidly, there may be future opportunities for partnerships and collaborations that provide funding to expand the fibre infrastructure.

In the 2019-2022 budget cycle, the Fibre Infrastructure Team will continue to focus on:

- a. Leveraging capital projects such as Greenline, Bus Rapid Transit's Airport Trail, etc.
- b. Collaborating with stakeholders such as Transportation, Water, Facility Management, Integrated Civic Facilities, Calgary Police Service, Calgary 911, Planning and Development, Real Estate & Development Services, and ENMAX.
- c. Pursuing alternate funding sources such as grants or joint builds.
- d. Establishing partnerships to leverage opportunities to expand the fibre plant or generate additional revenues through technology advancements like 5G, automated meter reading, smart city applications, etc.
- e. Reducing deployment costs by leveraging ENMAX's utility pole infrastructure.
- f. Promoting and marketing dark fibre through speaking engagements.

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