

CALGARY ABORIGINAL URBAN AFFAIRS COMMITTEE ANNUAL UPDATE AND INDIGENOUS POLICY

EXECUTIVE SUMMARY

This report provides an update on the progress of Calgary Aboriginal Urban Affairs Committee's (CAUAC) strategic plan 2014-2023 for 2016 (Attachment 1). CAUAC and Administration focused on the development of the Indigenous Policy Framework (IPF) (Attachment 2), an Indigenous Policy (Attachment 3) and an implementation plan for the Calls to Action from the Truth and Reconciliation Commission (TRC) identified in the White Goose Flying report.

Calgary is built on the traditional territory of the Niitsitapi (the Blackfoot people) who occupied the land since time immemorial. The sustained presence and connections to the land of the Niitsitapi people is documented and captured in their stories of creation and oral history. The Niitsitapi were later joined by the Lakota Sioux people of Stoney and the Beaver people of Tsuut'ina. Together, these nations entered into Treaty 7 with the Crown in 1877. Shortly after making Treaty 7 government policies were legislated to acculturate and assimilate 'Indians' into mainstream society – this practice is known as colonization. At time of treaty, nations in Treaty 7 were removed from their traditional lands and relocated to reserves, while their children were placed in residential schools where their native languages and their traditional, cultural and spiritual practices were forbidden, resulting in historical and intergenerational trauma.

The Indigenous Policy Framework informs the Indigenous Policy providing context for The City's future work with Treaty 7 Nations and urban Indigenous communities (First Nations, Métis and Inuit). The Indigenous Policy Framework, the Indigenous Policy and the White Goose Flying Report collectively represent Calgary's shared path to reconciliation.

The City of Calgary plans, advises and makes decisions on matters of both historical and contemporary Indigenous significance on an ongoing basis. Informed by CAUAC's Indigenous Policy Framework, the Indigenous Policy would enhance The City's internal efforts to strengthen understanding, engagement opportunities, relationships and culturally appropriate approaches. The framework, developed with the engagement of City stakeholders, CAUAC, Treaty 7 Traditional Knowledge Keepers and urban Indigenous people (First Nations, Métis and Inuit), assisted in the development of the policy and contributed towards a historic understanding of the shared land. The policy itself will support The City to strengthen respectful relationships with Indigenous communities (First Nations, Métis and Inuit).

The Indigenous Policy creates a collective 'One City, One Voice' approach. Stakeholder engagement recommended that the framework and policy be organized into categories that incorporate an Indigenous lens rather than a traditional corporate approach:

- Ways of Knowing;
- Ways of Engaging;
- Ways of Building Relationships; and
- Ways Toward Equitable Environments.

The Implementation Plan for the White Goose Flying recommendations has been informed by engaging The Corporation to identify activities and tasks that Administration can undertake to address the Calls to Action that are within The City's jurisdiction. Several business units are

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currently collaborating with each other on their implementation plans while other business units have already taken action.

ADMINISTRATION RECOMMENDATIONS

That SPC on Community and Protective Services recommends that Council:

1. Receive Calgary Aboriginal Urban Affairs Committee's Strategic Plan 2014 – 2023 (Attachment 1), for information;
2. Receive Calgary Aboriginal Urban Affairs Committee's Indigenous Policy Framework (Attachment 2), for information; and
3. Approve the Indigenous Policy (Attachment 3).

RECOMMENDATION OF THE SPC ON COMMUNITY AND PROTECTIVE SERVICES, DATED 2017 APRIL 05:

That Council:

1. Receive Calgary Aboriginal Urban Affairs Committee's Strategic Plan 2014 – 2023 (Attachment 1), for information;
2. Receive **for information and Adopt in Principle the** Calgary Aboriginal Urban Affairs Committee's Indigenous Policy Framework (Attachment 2); and
3. Approve the **Revised** Indigenous Policy (Attachment 3), **after amendment, as follows:**
 - a. **Delete Section 3.1 (p), on page 6 of 13 of The Council policy in its entirety and by renumbering the definitions accordingly; and**
 - b. **Amend Schedule 1 to the Policy, Traditional Knowledge Keeper Protocols, on page 12 of 13, Section C, Honorariums, in the last sentence by deleting the word "shall" following the word "Honorariums" and substituting with the word "will".**

PREVIOUS COUNCIL DIRECTION / POLICY

On 2016 June 20 through CPS2016-0377, Council directed Administration to work collaboratively with the Calgary Aboriginal Urban Affairs Committee to develop detailed implementation plans to take action on the five streams of recommended Truth and Reconciliation Calls to Action identified in that report.

On 2015 April 1, through CPS2015-0334, Council directed Administration to support the Calgary Aboriginal Urban Affairs Committee in developing an Aboriginal Policy Framework to be brought back to the SPC on Community and Protective Services no later than 2017 April.

On 2015 July 27, NM2015-17 directed Administration to report back to Council through the SPC on Community and Protective Services no later than May 2016, in conjunction with the CAUAC

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Annual Report, with recommendations on moving forward with Truth and Reconciliation Commission (TRC) Calls to Action that are within The City's jurisdiction, and to provide an update to Council on progress on the review of the TRC recommendations and next steps no later than November 2015.

On 2014 February 10 through PFC2014-0083, Council approved the Calgary Aboriginal Urban Affairs Committee's revised Terms of Reference and 10-Year Strategic Plan. Council directed CAUAC to report annually to Council starting in 2015, through the SPC on Community and Protective Services, on progress towards its Strategic Plan.

BACKGROUND

CAUAC strategically transitioned in 2014 to utilize a systems-based approach where Indigenous citizens are seen as an asset to The Corporation, moving away from the vulnerable and needs-based narrative. The shift in focus enabled the development of the CAUAC 10 Year Strategic Plan 2014-2023 which outlined eight goals for CAUAC and The Corporation. Strategy 7.7 is to create a City of Calgary Indigenous Policy Framework, allowing Treaty 7 Nations to be engaged in and provide advice on place-based projects related to traditional lands of Treaty 7 and the historical, traditional and cultural significance left behind by their First Nations ancestors.

The Indigenous Policy Framework informs the efforts of Council and Administration in Ways Forward with Treaty 7 First Nations and urban Indigenous communities (First Nations, Métis and Inuit). It is a living document intended to assist in City policy and practices.

The Indigenous Policy mobilizes The City to focus on matters of historical, traditional and cultural significance with Treaty 7 Nations. Matters of contemporary significance will be guided by urban Indigenous communities (First Nations, Métis and Inuit). In the spirit of reconciliation the policy is structured in traditional ways to sustain active and shared processes without being prescriptive or restrictive, through:

- **Ways of Knowing** - cross-cultural awareness, sharing/exchanging knowledge;
- **Ways of Engaging** - engagement processes including Traditional Knowledge Keepers;
- **Ways of Building Relationships** - leadership-to-leadership, seeking common interest; and
- **Ways Toward Equitable Environments** - Indigenous lens to relevant policies and practices.

The development of the Indigenous Policy Framework and the Indigenous Policy has shifted The City's conversation regarding what Indigenous communities have to share and how Indigenous ways can benefit, inform and enhance The City in planning, advising and decision-making.

CAUAC's White Goose Flying report identified five streams of recommended Truth and Reconciliation Commission Calls to Actions for The City. The implementation plan for the Calls to Action has identified future activities and tasks to work towards reconciliation. While new

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ways of working are defined and new relationships form, The Corporation's culture continues to evolve and practices shift towards greater inclusion efforts with Indigenous people.

Complementary to this work is The City's review of its delegated responsibility regarding First Nations consultation through the provincial government's Guidelines on Consultation with First Nations on Land and Natural Resource Management. A cross-departmental team is in place and is developing process and protocols regarding this delegated responsibility. Within this review The City's observations around regulatory processes continue to identify complex expectations regarding how to manage responsibilities and consultation efforts with Treaty 7 First Nations. Recommendations regarding processes that support our delegated responsibility and align with the Indigenous Policy will be presented to the Administrative Leadership Team by The City's Resilience and Infrastructure business unit.

INVESTIGATION: ALTERNATIVES AND ANALYSIS

Indigenous Policy Framework and Indigenous Policy

The Indigenous Policy Framework situates The City of Calgary within the traditional territory of the Niitsitapi and the people of Treaty 7 at the confluence of the Elbow River and the Bow River. This geographic and historic reference is a critical starting point in understanding the path The City of Calgary should take in building relationships with Indigenous communities. The Indigenous Policy Framework informs the Indigenous Policy but the framework does not form part of the policy itself.

The Indigenous Policy addresses gaps in The City's current practices, processes and protocols by outlining Ways Forward. Acknowledging the difference between engagement and consultation, the Indigenous Policy addresses *engagement* - a non-binding process based on the desire of staff and leadership to consider in projects and initiatives, historical information about the land base of Treaty 7 and information provided by Traditional Knowledge Keepers, as well as input on contemporary issues from urban Indigenous communities (First Nations, Métis, and Inuit). *Consultation* by contrast is a legal regulatory process managed by the provincial government regarding First Nations historical lands, traditions and culture where development projects may impede Aboriginal and Treaty rights.

The intent of the Indigenous Policy is for The City to:

- sustain active and shared process of reconciliation through listening to, learning from, and acting on Ways Forward with Indigenous communities in planning, advising and decision-making;
- strengthen understandings, relationships, and opportunities with Treaty 7 First Nations on matters of historical, traditional and cultural significance due to their traditional territory; and
- strengthen understandings, relationships and opportunities with Indigenous communities (First Nations, Métis, and Inuit), on matters of contemporary significance.

The anticipated benefits to The Corporation as a result of the Indigenous Policy are:

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- meaningful Indigenous relationships;
- informed decision-making opportunities by Council and senior leadership;
- corporate training which includes Indigenous knowledge and awareness;
- business plans and budgets that reflect Indigenous Policy implementation;
- existing and new policies and/or practices enhanced by intersecting with Indigenous communities and worldviews;
- opportunities to inform future initiatives, protocols, strategies and efforts flowing from the Indigenous Policy; and
- recognition, respect and sharing of rich Indigenous histories, cultures and languages with the citizens of Calgary.

Implementation Plan for Truth and Reconciliation Commission Calls to Action

The White Goose Flying Implementation Plan is being refined, helping current and future generations understand the history and impacts of residential schools and establishing mutually respectful relationships. It focuses on the Calls to Action that are within The City's jurisdiction, with nine business units and two key partners (identified below in Stakeholder Engagement) having identified activities and tasks they will undertake to address the calls to action. Administration will continue to determine timelines, funding and resources needed for implementation.

During Aboriginal Awareness Week in June 2017 CAUAC, with the support of Administration, will contribute to the Commonwealth Association of Museums (CAM) Triennial Symposium by hosting the Indigenous Heritage Round Table. One of the international symposium's outcomes is to recognise significant Canadian arts and heritage workers, particularly Indigenous people, to explore and showcase contemporary Indigenous heritage practice in Canada. CAM is expecting 120 delegates from 20 countries. The symposium recognizes the TRC's Call to Actions: #67 "Museums and Archives seeks ways to adopt the United Nations Declaration on the Rights of Indigenous Peoples" and # 79 on "Commemoration of heritage perspectives".

Stakeholder Engagement, Research and Communication

The development of the Indigenous Policy Framework and Indigenous Policy brought together diverse groups of people for several collective discussions. The groups included Treaty 7 Traditional Knowledge Keepers, urban Indigenous people including First Nations, Métis and Inuit, CAUAC members and City staff from 20 business units who are working on projects that have Indigenous content: Calgary Community Standards, Calgary Growth Strategies, Calgary Neighbourhoods, Calgary Parks, Calgary Recreation, City Clerk's, Community Planning, Corporate Analytics and Innovation, Customer Service & Communications, Environmental & Safety Management, Facility Management, Finance, Human Resources, Intergovernmental & Corporate Strategy, Law, Real Estate & Development Services, Resilience & Infrastructure, Roads, Transportation Infrastructure, and Water Resources. There is a strong desire by City staff to ground the policy in a framework and mobilize new ways of working towards sustainable dialogue and mutually beneficial relationships with Treaty 7 First Nations and urban Indigenous people.

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The White Goose Flying Implementation Plan is being collaboratively developed with stakeholders including Calgary Heritage Authority, Calgary Neighbourhoods, Calgary Parks, Calgary Public Library, Calgary Recreation, City Clerk's, Customer Service & Communications, Human Resources, Planning & Development, Transportation Infrastructure and the Office of The Mayor.

Strategic Alignment

The Indigenous Policy, the Indigenous Policy Framework and the White Goose Flying Implementation Plan all align with the following:

- **2015-2018 Council Priorities;** "Review The City's heritage process to improve the protection and enhancement of heritage assets" and "Work with heritage-based community groups to raise awareness and conserve Calgary's cultural landscapes."
- **ImagineCalgary;** "By 2020, all public institutions and systems create and implement an Aboriginal policy."
- **Municipal Development Plan (2015);** '2.3 Creating great communities, 2.3.3. Heritage and Public Art. Objective - to protect historical resources and promote public art.
- **Cultural Plan for Calgary;** Will conserve and celebrate Calgary's built, natural and Indigenous Heritage.
- **One City, One Voice;** "When we think and act as One City rather than one business unit, department or division, we live up to their expectations of us, of our organization and of ourselves."
- **Engage Policy (2013);** The City of Calgary Council and Administration recognizes that decisions are improved by engaging citizens and other stakeholder groups where appropriate.
- **Fair Calgary Policy;** "The City of Calgary will acknowledge unique historical place and contemporary experiences of Aboriginal people in the history of this community through planning and communication."
- **Investing in Partnerships Policy;** Through Partnership and collaboration, The City benefits from Partners' knowledge and expertise to deliver more effective programs and services in targeted areas, develop and advance strategies, and construct and manage Assets. Partnerships leverage and multiply The City's investments through Partners' ability to bring volunteer resources and other funding to the table.
- **Cultural Landscape Policy;** "Parks will develop an education and interpretive component to celebrate the history of First Nations, while maintaining significance of the individual artefacts."
- **Flag Policy;** Council accepted the recommendation to fly the Treaty 7 Flag at the Municipal Complex.
- **Truth and Reconciliation Commission** Final Report June 2015 and its 94 Call to Action.

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Social, Environmental, Economic (External)

Social

The Indigenous Policy Framework, the Indigenous Policy and the White Goose Flying Implementation Plan create a new culture for The Corporation. The work supports Indigenous people to participate in and benefit from the full range of The City's planning and decision-making while also supporting the broader community to understand our shared history in the spirit of reconciliation. The City will also benefit from the diverse perspectives of Indigenous community members integrated in everyday decision-making.

Environmental

To ensure land stewardship and protection, the Indigenous Policy Framework and Indigenous Policy provide a basis for shared knowledge about the environment based on Treaty 7 principles and Indigenous relationships to the land. These relationships to the land are grounded in stories of creation, natural laws and Indigenous principles and are interdependent with ecology including land, water, air and the universe.

The White Goose Flying Implementation Plan has many activities and tasks that identify, protect and manage cultural sites within Calgary and surrounding areas using a collaborative approach with Calgary Heritage Authority, Calgary Parks and Planning & Development.

Economic

The Indigenous Policy and the White Goose Flying Implementation Plan will strive to address economic disparities experienced by Indigenous people through improved employment opportunities and inclusion of Indigenous people in cultural expression, public art projects, heritage preservation, infrastructure and sports and recreational opportunities.

Financial Capacity

Current and Future Operating Budget:

The City continues to evaluate the budget implications of the Indigenous Policy and the White Goose Flying report, which will depend on the initiatives undertaken. Any operating budget requirements will be brought forward for Council consideration as part of future budget cycle approval process.

Current and Future Capital Budget:

Potential capital costs will depend on the initiatives undertaken. Any capital budget requirements will be brought forward for Council consideration as part of future budget cycle approval process.

Risk Assessment

The proposed Indigenous Policy and the White Goose Flying Implementation Plan speak to The City's reputation as an inclusive city particularly in light of the engagement undertaken. People across the country are watching to see that The City implements this work in spirit of reconciliation.

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There could be cost implications for The City to fully implement the Indigenous Policy and the White Goose Flying Implementation Plan. The current economic climate makes it challenging to commit additional resources to new projects.

The Indigenous Policy implementation would be undertaken by The City as our commitment towards Indigenous inclusion. However, the City must ensure it is able to comply with the delegated responsibility to consult with Treaty 7 and the evolving Indigenous Policies as determined by the Provincial and Federal Government. There is risk that The City's Indigenous Policy, as a voluntary action, could be seen as less important when compared to the legislated responsibility imposed by the Crown, therefore the Indigenous Policy may not be fully implemented in a timely manner.

REASONS FOR RECOMMENDATIONS:

The Indigenous Policy Framework and Indigenous Policy will clarify and improve consistency in The City's practices, procedures and relationships with Indigenous communities. They will support The City to forge a new direction to recognize the value of bridging Indigenous and non-Indigenous Calgarians through sustained dialogue and mutually-beneficial relationships. Stakeholders across The City have expressed a desire to collaborate, to be culturally competent, to have character, and to show commitment in Indigenous corporate matters.

ATTACHMENTS

1. Calgary Aboriginal Urban Affair Committee (CAUAC) Strategic Plan 2014 - 2023
2. Indigenous Policy Framework for The City of Calgary
3. Indigenous Policy