

Co-creating an Indigenous Relations Governance Model for The City of Calgary

RECOMMENDATION:

That the Standing Policy Committee on Community and Protective Services recommend that Council direct Administration to work with the Indigenous community to co-create an Indigenous relations governance model for The City of Calgary that aligns with the *Indigenous Policy* and includes relevant Indigenous governance best practices and provide a progress report back to Council no later than Q4 2021.

RECOMMENDATION OF THE STANDING POLICY COMMITTEE ON COMMUNITY AND PROTECTIVE SERVICES, 2020 NOVEMBER 18:

That Council adopt the Recommendations contained in Report CPS2020-1102.

HIGHLIGHTS

- Feedback gathered through the Calgary Indigenous Relations Office (Calgary IRO) engagement process, the Calgary Aboriginal Urban Affairs Committee (CAUAC) governance review and the Indigenous governance best practices review, highlights the need for The City to develop a new and integrated Indigenous relations governance model that is co-created with the Indigenous community and informed by Indigenous governance best practices.
- **What does this mean to Calgarians?** The City of Calgary is working to strengthen relationships with Indigenous people and incorporate Indigenous practices in civic functions. The co-creation of an Indigenous relations governance model is an important component of increasing opportunities for Indigenous participation.
- **Why does this matter?** It is important The City of Calgary has strong relationships with Indigenous peoples, is reflective and responsive to its citizens and continues to implement the Truth and Reconciliation Calls to Action.
- Council directed Administration to report back on the progress of meaningful engagement with First Nations, Métis, Inuit and urban Indigenous Calgarians on the establishment of the Calgary IRO. In addition, Council directed Administration to provide an update on the governance review of CAUAC.
- An exploration of Indigenous governance best practices highlights the importance of culturally grounded governance that is guided by traditional principles and practices, with contemporary elements to manage today's realities. There is no single Indigenous governance model that can be universally applied. Indigenous governance systems are as diverse as Indigenous peoples.
- On 2019 September 11, through Briefing CPS2019-0923, Administration committed to reporting back on the "outcome of the Calgary IRO engagement and, the CAUAC governance review" at SPC on CPS in Q2 2020. This timeframe was impacted due to COVID-19.
- Strategic Alignment to Council's Citizen Priorities: A well-run city.
- Background and Previous Council Direction is included as Attachment 1.

DISCUSSION

The Opportunity and the Challenge

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The City has an opportunity to weave the outcomes of the Calgary IRO engagement process and the establishment of the Calgary IRO; the learnings from the CAUAC governance review; the findings from an Indigenous governance best practice review; and, emerging community priorities (e.g. anti-racism activities) to co-create a new and integrated Indigenous relations governance model.

Changing the way that The City approaches the governance of Indigenous relations is fundamental to meaningfully implementing the Truth and Reconciliation Calls to Action as committed to in the *White Goose Flying* report.

Given the diversity of Indigenous people in the Calgary area and the complexity of Indigenous governance systems, The City's challenge is to foster the development of an Indigenous relations governance model that meets the needs of Treaty 7 First Nations, the Métis Nation of Alberta, Region 3, the Inuit and the urban Indigenous community.

The engagement process and establishment of the Calgary IRO, the CAUAC governance review activities and the Indigenous governance best practices honour Indigenous voices and incorporate cultural protocol in a meaningful way.

Summary of Completed Work

Calgary IRO Engagement

Administration undertook meaningful engagement with First Nations, Métis, Inuit and urban Indigenous Calgaryans on the establishment of the Calgary IRO. Between 2019 June and November, approximately 120 people, the majority of whom were Indigenous, were engaged to gather information and feedback, utilizing Indigenous engagement methods (i.e. storytelling, oral validation). Attachment 2 details the process and engagement findings.

Through the engagement, the Calgary IRO core functions were validated and its foundation established. Additionally, key teachings around the importance of the establishment and nourishment of good relationships were shared. The concept of being a "good relative" was conveyed, highlighting the critical role The City has in instilling a spirit of reciprocity and authenticity in working with Indigenous communities.

CAUAC Governance Review

As directed by Council, Administration contracted an external consultant to conduct a governance review of CAUAC. The review consisted of a series of engagements with Indigenous Elders, Knowledge Keepers, CAUAC members, City Administration and City Council (approximately 30 people were engaged) as well as a review of current and historical CAUAC documents.

The primary recommendations from the review advise The City develop an Indigenous governance model; engage with the Indigenous community in the evolution of the model and its validation; clarify roles and responsibilities within existing Indigenous relations functions; and, work to embed Indigenous practices within The City's processes. Additional details on the recommendations can be found in Attachment 3.

Indigenous Governance Best Practices Review

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Based on the outcomes from the Calgary IRO engagement and the findings from CAUAC governance review, an Indigenous governance best practices review was undertaken to inform the overall Indigenous relations governance approach.

The number of Indigenous governance best practices that were identified through the review highlighted that Indigenous governance is diverse and complex. All Nations have different historical and contemporary political dynamics, traditions and systems. Indigenous governance models are as diverse as Indigenous peoples.

The review emphasizes that a non-colonial Indigenous relations governance model be developed for The City that is representative of Treaty 7 Nations, Métis and urban Indigenous community, includes validated Elders and is guided by Indigenous natural law and Indigenous governance principles, practices, ethics and protocols. More information can be found in Attachment 4.

Next Steps

Administration is recommending that an Indigenous relations governance model be co-created with the Indigenous community, informed by the Calgary IRO engagement findings, the CAUAC governance review findings and the Indigenous governance best practices review. Learnings and priorities identified through The City's work on anti-racism will also be incorporated into the new model.

Further engagement with representatives from the Indigenous community, CAUAC and City stakeholders is planned to occur between Q4 2020 and Q2 2021. A progress report on the development of an Indigenous relations governance model will be provided Q4 2021.

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

Stakeholder dialogue and relations are an integral component of the previous, current and planned engagement activities related to The City's Indigenous relations.

The *Indigenous Policy's Four Ways Forward* (Ways of Knowing, Ways of Engaging, Ways of Building Relationships and Ways Towards Equitable Environments) and the Council approved IRO core functions were used as foundational components for both the IRO targeted engagement and the CAUAC governance review.

IMPLICATIONS

Social

The recommendation to work with the Indigenous community to co-create an Indigenous relations governance model for The City of Calgary is centred on establishing and maintaining strong relationships with First Nations, Métis, Inuit and urban Indigenous Calgarians. This is a fundamental component of reconciliation and contributes to the implementation of the Calls to

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Action as committed to in the *White Goose Flying* report. Through the establishment and continued growth of strong relationships, The City can better understand the realities of Indigenous peoples and support the full inclusion of Indigenous peoples in civic life. As articulated during the engagements held to date, Indigenous values (including integrity, humility, respect, honour for oral tradition and validation from Elders, connection, spirituality, inclusion, consensus-building) illustrate the beneficial social impact the diverse perspectives of Indigenous peoples can have on everyday decision-making.

Environmental

The National Centre for First Nations Governance identifies responsible land stewardship as one of the pillars of effective governance based on the Indigenous understanding of the interconnectedness of all people, objects and the environment. Land stewardship is anticipated to be an incorporated principle of the new Indigenous relations governance model.

Economic

In alignment with The City's Economic Resilience Strategy, the recommendation creates opportunity for Indigenous peoples to be directly involved in co-creating an Indigenous relations governance model that can influence the development of meaningful partnerships between The City and the Indigenous community, including potential economic partnerships. Addressing economic reconciliation was identified by Indigenous engagement stakeholders as an important priority for The City.

Service and Financial Implications

No anticipated financial impact

Budget for the Calgary IRO was approved within the One Calgary 2019-2022 business plan. The governance work outlined in this report can be incorporated into annual workplans and does not require investment above and beyond current budget.

RISK

Considerations of risk for creating an Indigenous relations governance model for The City include:

Identified Risk	Strategies to Ensure Success
<ul style="list-style-type: none"> ▪ Lack of buy-in for the new Indigenous relations governance model 	<ul style="list-style-type: none"> ▪ Meaningful involvement of the Calgary Indigenous community in the co-creation of the governance model that meets the needs and is considered legitimate by Treaty 7 First Nations, the Métis Nation of Alberta, Region 3 and the urban Indigenous community ▪ Ongoing relationship-building activities with Indigenous communities
<ul style="list-style-type: none"> ▪ Perpetuation of colonial governance functions and 	<ul style="list-style-type: none"> ▪ Engagement efforts will be led by culturally competent and respected Indigenous staff

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practices; limited inclusivity	<ul style="list-style-type: none"> ▪ Ensure that essential knowledge, past learnings and teachings are woven into future structures
<ul style="list-style-type: none"> ▪ Inconsistent, rushed, superficial or culturally inappropriate engagement 	<ul style="list-style-type: none"> ▪ Comprehensive engagement plans that are culturally appropriate ▪ Prioritize the recognition of the diversity of Indigenous people in Calgary and area ▪ Take the time to get it right
<ul style="list-style-type: none"> ▪ A fractured Indigenous relations governance approach 	<ul style="list-style-type: none"> ▪ Maintain a broader view of the overall governance landscape, with a focus on the preferred future state ▪ Incorporate engagement and review learnings, providing a basis for a meaningful Indigenous relations governance model for The City

ATTACHMENTS

1. Previous Council Direction, Background
2. Calgary Indigenous Relations Office Engagement Phases, Alignment and Findings
3. Summary of CAUAC Governance Review Recommendations
4. Summary of Indigenous Governance Best Practices

Department Circulation

General Manager	Department	Approve/Consult/Inform
Not applicable		