



File #: AR-22-015, Version: 1

TAMRMS#: B09

**7.2**

## Payhonin Reconciliation

Presented by: Dana Stromberg, Indigenous Relations Coordinator, Community Relations

### RECOMMENDED MOTIONS

1. That the report dated January 2022 entitled St. Albert Indigenous Advisory Committee Report, developed by pipikwan pêhtâkwan (formerly known as Gwin Communications) and attached to the January 17, 2022 CLSC Agenda Report entitled "Payhonin Reconciliation" be received for information;
2. That the Community Living Standing Committee recommend to Council:
  - (a) that a bylaw be passed to create a new Council Committee focusing on Indigenous relations, consistent with the recommendations in the St. Albert Indigenous Advisory Committee Report; and
  - (b) that Council direct Administration to prepare such a bylaw for consideration at the Community Living Standing Committee meeting on April 11, 2022.

### PURPOSE OF REPORT

#### ALIGNMENT TO PRIORITIES IN COUNCIL'S STRATEGIC PLAN

Corporate Business Plan 2021-2022: Administrative Priority Area #1: Regional Collaboration

- Indigenous Reconciliation - Establish Advisory Committee and explore synergistic opportunities.

#### ALIGNMENT TO LEVELS OF SERVICE DELIVERY

N/A

#### ALIGNMENT TO COUNCIL (OR COMMITTEE) DIRECTION OR MANDATORY STATUTORY PROVISION

On July 5, 2021 Council unanimously passed the following motion:

AR-21-320 "That up to \$100,000 in one-time funding be approved, from the Stabilization Fund, for emergent Indigenous needs".

The intention for \$50,000 of these funds be used for the purpose of a third party consultant to develop foundational framework and recommendations to present to Council for a potential Committee of Council focusing on Indigenous relations.

## BACKGROUND AND DISCUSSION

The 2019 Payhonin Reconciliation Engagement Report (attached) summarizes the work of the Reconciliation Circle and includes 14 recommendations to bring forward actions to the truth, healing and reconciliation in the City of St. Albert. Two of the recommendations relate to establishing an Indigenous-led Council Committee to support the City in furthering the reconciliation plan and provide support to administration in reconciliatory works. Those recommendations read as follows:

- **Payhonin Recommendation #2:** The Reconciliation plan should be overseen by a Council committee that is co- chaired by Indigenous people or representatives of Indigenous organizations and include a number of representatives from Indigenous communities.
- **Payhonin Recommendation #3:** Establish sustainable funding for the committee and ongoing programming related to truth and reconciliation, for example, per capita budgeting.

An external consultant, pipikwan pêhtâkwan, was contracted to collaborate with local and regional Indigenous leadership to develop a foundational framework for a council committee that could potentially provide ongoing guidance to St. Albert Council and Administration in our efforts to restore right relations

pipikwan pêhtâkwan established a short-term working group comprised of local and regional Indigenous leadership in September 2021 and began the engagement sessions. Their final report includes recommended recruitment strategy, candidate selection guide, terms of reference, and committee priorities.

Representatives from pipikwan pêhtâkwan will present summary of work completed and the recommendations from their report.

## STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT

Representatives from pipikwan pêhtâkwan will present summary of engagement and communications that were completed in their work.

## IMPLICATIONS OF RECOMMENDATION(S)

Financial:

There is no financial implication at this time. The Committee Bylaw will include a recommendation for the establishment of a \$10,000 annual budget to support the Committee as per Payhonin Recommendation #3. This is similar to existing Committee of Council's budgets where the funds would be intended for use by the Committee outside of administration purview and existing programming and service costs.

Please note that the establishment of the Committee of Council is not contingent on this funding.

Legal / Risk:

None at this time

Program or Service:

The establishment of the proposed Committee of Council will provide direction, guidance and support to Council and Administration on:

- The City's reconciliatory actions and efforts to address relevant Calls to Action in the Truth and Reconciliation Commission of Canada; and
- Furthering collaboration with the Indigenous community and integration of input, though an Indigenous lens, into Policy and other City programming, ceremony and initiatives; and
- Initiatives of other levels of government or community trends that could affect the Indigenous community; and
- Other collaborative efforts and sharing of voices for overall truth, growth and reconciliation for the community as a whole.

Organizational:

As recommended in the report and in alignment with Payhonin Recommendation #5 (which was approved in the 2022 budget), support is required to ensure the Committee has dedicated resources to adequately develop strategy, actions, and provide guidance on City programming focused on truth, healing and reconciliation. This support would be provided through existing administration resources.

## **ALTERNATIVES AND IMPLICATIONS CONSIDERED**

That it not be recommended to Council that a Committee of Council focusing on Indigenous relations be established.

Report Date: January 17 2022  
Author(s): Dana Stromberg  
Department: Community Relations  
Acting Chief Administrative Officer: Kerry Hilts

# I St. Albert Indigenous Advisory Committee Report

January 2022

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For the City of St. Albert  
By pipikwan pêhtâkwan

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# St. Albert Indigenous Advisory Committee

## Introduction

Reconciliation with Indigenous People, organizations, communities, and governments is a priority for the City of St. Albert. In 2019 the City published the “*Payhonin Reconciliation St. Albert*” report (<https://stalbert.ca/site/assets/files/4879/payhonin-reconciliation-stalbert-engagementreport-2019.pdf>). This report is based on a series of engagements that took place in St. Albert in 2018-2019, focused on developing and implementing an action plan for reconciliation in St. Albert. This report outlines a series of 14 recommendations for the city regarding reconciliation with Indigenous People. The second recommendation coming from this report is to establish a Committee of Council co-chaired by Indigenous People or representatives of Indigenous organizations, which would include a number of representatives from Indigenous communities.

In spring 2021, pipikwan pêhtâkwan began working with the City of St. Albert to support the city’s reconciliation efforts, specifically on the development of an Indigenous Committee of Council. From September 2021 to December 2021, pipikwan pêhtâkwan engaged Indigenous community members from St. Albert and the surrounding area to develop the Indigenous Committee of Council’s Terms of Reference, recruitment strategy, candidate selection guide, and immediate priorities. The following details the results of that engagement. pipikwan pêhtâkwan is honoured and humbled to lead this work along with the City of St. Albert. We are excited to share this report as an important step for the City in moving forward with reconciliation and working with Indigenous communities in St. Albert and the surrounding area in a good way.

## Methodology

pipikwan pêhtâkwan was tasked with engaging with members and representatives of Indigenous communities in and around St. Albert. Participants in the Indigenous Advisory Committee were identified through conversations between pipikwan pêhtâkwan and the City of St. Albert Administration. Participants included community members that have existing relationships with the City of St. Albert and others were new to working with St. Albert through conversations with partners (i.e. Confederacy of Treaty Six First Nations). Engagement took the form of focus groups and one-on-one interviews.

pipikwan pêhtâkwan approached the engagement with Indigeneity and equity. Focus groups were conducted in a circle process to ensure each participant had a chance to speak, add onto other’s ideas, or to pass. The

intention was to ensure each participant had an equal opportunity to participate. Four focus group sessions were conducted. Along with focus groups, we provided the opportunity for one-on-one discussions for participants who were unable to participate in a focus group session. It was important to recognize the multitude of commitments participants have and provide flexibility to ensure participation. The last method was to provide each participant an opportunity for their input and feedback directly into the documents.

## **Focus Groups**

Each focus group had a different objective to lead the development of all documents. The following is the breakdown of each focus group session.

### *Focus group session #1*

The first session started with introductions and a short presentation on the project, process, and intended outcomes. Participants were then broken into two groups to discuss (1) examples or experiences of what went well or didn't go well in other committees, councils, or groups in which they have participated; and (2) any guidelines, values, or principles that should be incorporated into the terms of reference for the Indigenous Committee of Council.

### *Focus group session #2*

The second session was focused on identifying and discussing priorities and strategies for a potential Indigenous Committee of Council for 2022 and beyond.

### *Focus group session #3*

The third session focused on identifying the committee composition, recruitment strategy, and candidate selection guide. This was the first session that was entirely focused on document development.

### *Focus group session #4*

The fourth and last session was focused on reviewing the draft Terms of Reference for the Indigenous Committee of Council.

## **Interviews**

Several of the Indigenous Advisory Committee participated in an interview at various points in the process. The interviews provided flexibility as many of the participants have competing priorities and could not commit to the designated time for the meetings.

## Summary Findings

Through the conversations with the participants, we were able to develop important pieces for the Terms of Reference, Recruitment Strategy, Candidate Selection Guide, and the 2022 priorities. The following are the important aspects of those conversations.

## Values and Principles

The values and principles were identified by the Indigenous Advisory Committee as important for each Indigenous Committee of Council member to understand and follow. The following values and principles were identified and are in the draft Terms of Reference:

### *Ceremony and Protocol*

- Ceremony and protocol are essential components of Indigenous governance and decision-making. The Committee will infuse ceremony and protocol throughout the works of the Committee, as members feel appropriate. This could include, but not limited to, opening each meeting with an opening prayer, conducting the meeting in a circle, or scheduling at least one committee meeting to be focused on ceremony.

### *Community engaged*

- The Committee will create mechanisms to engage the Indigenous communities in St. Albert and the surrounding area to connect with community members have a voice at the Committee.

### *Action focused*

- The Committee will focus on turning the discussion and dialogue from committee members into action. The Committee should provide action-oriented recommendations to the City of St. Albert.

### *Accountability and Empowerment*

- The Committee members will be accountable to Indigenous communities and empower and amplify community voices in committee conversations and discussion.

### *Equitable and Accessible*

- The Committee will have members that represent the diversity of the Indigenous communities in and surrounding St. Albert; meaning Committee members may not be residents of St. Albert. The committee meetings will be open for all Indigenous community members to access and the public, which is a standard practice with other Committees of Council.
- The Committee will strive to represent the diverse, lived experience of Indigenous communities, including but non limited to, gender, age, and culture.



### *Respect and Reciprocity*

- Ensure everyone has an equal opportunity and voice to speak in meetings. The Council's discussions should encourage respectful dialogue.

### **Membership**

An important topic for the Indigenous Advisory Committee was membership composition. The following is the proposed membership composition that can be found in the Terms of Reference:

The members of the Committee will consist of, at least, one from each of the following communities:

- A First Nation from the surrounding area (Alexander First Nation, Alexis Nakota Sioux, Enoch Cree Nation, Paul First Nation, Michel First Nation) (up to 5; which is one per Nation)
- St. Albert- Sturgeon Métis Local #1904 (1)
- Confederacy of Treaty Six (1)
- Métis Nation of Alberta Region 4 (1)
- Inuit (1)
- Urban Indigenous Community members (up to 7)

With the proposed composition, there could be a maximum of 16 members for the Indigenous Committee of Council, not including St. Albert administration, leadership, and elected leadership. It should be noted that Indigenous Elders and Youth are expected to fill the urban Indigenous community member spots. Additionally, for the members that are representing a specific organization or First Nation, the expectation is to work individually with that partner to identify a potential member of the Indigenous Committee of Council.

### **Candidate Competencies**

The Indigenous Advisory Committee identified four core competencies that Indigenous Council of Committee members should have. The expectation is not that each member has an equal representation of these competencies, but rather the Committee of Council, as a whole, should strive to have a balance of these competencies. The following are the competencies identified by the Indigenous Advisory Committee:

#### *Community Engaged*

Successful candidates should have a connection to the Indigenous community they represent. This recognizes the accountability, responsibility, and reciprocity that each committee member will need to engage and amplify community voices within the Committee.

### *Lived Experience*

The candidates are encouraged to share their experiences as Indigenous People. This could range from cultural activities, learning about their identity, impacts of intergenerational trauma, etc.

### *Credentials*

Successful candidates will need to share how their credentials will support and contribute to the Committee. Credentials can include, but not limited to, educational achievements (diplomas, degrees, etc.), training, and professional development.

### *Community Wellness*

Successful candidates will need to show an understanding of what community wellness means to Indigenous communities within and around St. Albert. Community wellness may have different meanings for different community members. It is important to have a diverse perspective of community wellness to represent the different intersections of the community.

## **2022 Priorities**

The Indigenous Advisory Committee and pipikwan pêhtâkwan have identified priorities that the City of St. Albert City and the Indigenous Committee of Council should undertake within the first year of implementation. The following are the immediate recommendations identified by pipikwan pêhtâkwan:

1. Approve the Indigenous Committee of Council.
2. Recruitment
3. Approve the use of honorarium for the Indigenous Committee of Council.
4. Secure Administrative Support to ensure the Indigenous Council has the resources to focus on developing strategy and action items.
5. Conduct an initial planning session
6. Maintain existing informal relationships

The following are the immediate recommendations identified by the Indigenous Advisory Committee:

1. Define what reconciliation and Indigenization looks like for City Council.
2. Develop a mechanism to engage Indigenous communities in St. Albert and the surrounding area.
3. Host an annual gathering.
4. Explore needs and options for an indoor space.
5. Update sections of the Terms of Reference

## Looking Forward

Throughout this process, there was a resounding emphasis about making this Committee of Council different. This new Indigenous Committee of Council needs to move towards decolonization, focus on action, and be accountable to the Indigenous community. The recommendations outlined in this report moves towards these objectives, but these should be seen as a starting point. The work towards decolonization, Indigenization, and reconciliation is not an endpoint, but rather an ongoing process that is complex and cyclical.

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# PAYHONIN RECONCILIATION ST. ALBERT



ENGAGEMENT REPORT  
AUGUST 2019

## EXECUTIVE SUMMARY:

In late 2018 and early 2019, engagement took place to understand the appropriate structure to bring forward actions relations to the truth, healing and reconciliation in the City of St. Albert. This report summarizes the conversations that took place with organizations, residents and staff in the form of recommendations.

## KINANÂSKOMITIN / MARSEE / THANK YOU'S

We thank the members of the Reconciliation St. Albert Circle, especially the knowledge keepers Hazel McKennett and Tom Ghostkeeper. Sadly, Elder Ghostkeeper passed on to the spirit world while this project was underway. His dedication to Reconciliation in St. Albert, advice and guidance throughout the process will be remembered and hopefully his vision realized through the actions that will come forward.

We express our sincere gratitude to the Indigenous communities and allies for taking the time to meet with the consulting team and municipal staff. We'd especially like to thank Michif Cultural Connections, who provided the foundation upon which this Reconciliation initiative was built. Their continuous effort to bring education, culture and language to the process cannot be overlooked. Their consistent programming and innovation are not only commendable but truly one of the reasons that Reconciliation is underway. We give a special mention to the St. Albert Public Library, Poundmakers Lodge, the St. Albert RCMP Detachment, the St. Albert Arts and Heritage Foundation (Musée Héritage Museum) and the Art Gallery of St. Albert and the St. Albert – Sturgeon County Métis Local for their contributions and efforts.

## INTRODUCTION

Reconciliation is a priority of the City of St. Albert. Based on a desire for further work to be completed, a taskforce was established, renamed and expanded. The intention is to establish a structure that will establish and implement an action plan for Reconciliation in St. Albert.

The City of St. Albert plays a very important role, both as a decision maker for how the community is planned and evolves but also as a provider of services and programs. Municipal services and decisions affect the daily lives of residents, business owners and neighbours. Whether it be investment in capital infrastructure, land-use decisions, or economic development, many of the decisions made today will impact the lives of future generations living in the St. Albert area. It is important local government actions are informed not only through engagement with residents, but with a clear understanding and respectful consideration of First Nations and Metis concerns.

In the local government context, there are minimum legislated requirements for Indigenous consultation and notification, such as statutory documents or land developments. As reconciliation within municipalities has evolved in the past decade, we are seeing examples of innovative and collaborative planning and development between Indigenous groups and Municipal governments. By

sharing information more freely and consulting Indigenous groups earlier in decision-making processes, communities are reaping the benefit of more voices, diversity of ideas and ultimately broader community understanding of the complexity of issues being addressed.

#### PAYHONIN: WHAT'S BEHIND THE NAME?

Payhonin is a Cree word for gathering place and is a traditional Indigenous description of the valley where St. Albert is located. Many stories passed down through the Nehiyaw people describe numerous places at certain lakes and along the Sturgeon River valley as places of Payhonin to rest, camp or use as navigable coordinates in their travels. One way to think of the term Payhonin is referring not to a specific location like St. Albert, but to a place for something to happen. Each reference to Payhonin has context for a given place and time.

In the case of our working circle, we are using Payhonin to refer to our community's collective journey toward reconciliation. Payhonin is a term that may be interpreted in different ways. Members of the Indigenous community have different perspectives on use of the term. As we continue on our journey toward reconciliation, we invited community members to share their thoughts on the term Payhonin and what it means to them. Our conversations about Payhonin will help increase our understanding of the term, provide context for our respective viewpoints, and foster conversations on how we can move forward in this work together.

#### LAND ACKNOWLEDGMENT

A Land Acknowledgement is an opportunity for the City of St. Albert to recognize that we are residing and working in First Nation and Métis traditional territory. This statement was discussed with the Reconciliation Committee, Mayor and Council, Indigenous organizations and public at large both in person and through an online survey. The team decided on two versions. A formal land acknowledgement that would be available on print materials and should be widely displayed throughout Municipal spaces, especially meeting areas. The other, an informal land acknowledgement that could be used at the start of a meeting, if no other order of government have also acknowledged Indigenous land in a respectful manner.

<b>Formal Land Acknowledgement</b>	<b>Informal Land Acknowledgement</b>
Council Meetings	In Camera & Administrative Meetings
Sports & Tourism Events	Committee Meetings
Public Announcements	At the commencement of programming
Large Public Gatherings	Small Public Gatherings
Central meeting places and public spaces in print	Internal Website

It is recommended that the land acknowledgment starts off the conversation, if there is a prayer or blessing, it should take place immediately afterwards by the Master of Ceremonies or host of the event.

These land acknowledgements are to be used as a guide, as it is always encouraged that individuals should take the time to understand the land that they are visiting, working or living upon and its history. Well researched and authentic land acknowledgements that respect the uniqueness of St. Albert and the Indigenous people who live here, are most appreciated and impactful. It is not the intention that these suggested Land Acknowledgement Statements be used as a script that is mechanically recited over and over again at various events. That would turn the statement into an empty gesture or checkmark, rather than a genuine effort to establish a foundation of reconciliation for all discussions.

The land acknowledgement statements were the result of a dialogue on suggested wording and edited as the engagement process progressed. Throughout the engagement period, these land acknowledgments evolved through four versions ending on the current proposed land acknowledgment. These words should be treated as a living document, checked on a frequent basis, responsive to changing terminology and recognizing Indigenous innovations both historically and in the present.

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#### FORMAL LAND ACKNOWLEDGEMENT

*We respectfully acknowledge that we are on Treaty 6 territory, traditional lands of First Nations and Metis peoples. As treaty People, Indigenous and non-Indigenous, we share the responsibility for stewardship of this beautiful land.*

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#### INFORMAL LAND ACKNOWLEDGEMENT

*We respectfully acknowledge that we are on Treaty 6 territory, traditional lands of First Nations and Metis peoples.*

#### KEY RECOMMENDATIONS:

##### Short Term (0-6 months):

Clarify decision-making processes to make it easier for Indigenous groups and people to provide input into municipal decisions:

**Recommendation 1:** Develop a detailed or comprehensive Reconciliation plan for St. Albert.

**Recommendation 2:** The Reconciliation plan should be overseen by a Council committee that is co-chaired by Indigenous people or representatives of Indigenous organizations and include a number of representatives from Indigenous communities.

**Recommendation 3:** Establish sustainable funding for the committee and ongoing programming related to truth and reconciliation, for example, per capita budgeting.

**Recommendation 4:** Adopt the Land Acknowledgements, both formal and informal, to be used at City of St. Albert gatherings, events, on print material, and throughout municipal spaces.

Expand or establish communication channels to Indigenous groups and individuals and provide earlier notification and involvement where appropriate:

**Recommendation 5:** Establish a City of St. Albert full time equivalent position to work on reconciliation initiatives with the Committee as well as maintain relationships with Indigenous organizations and people in St. Albert.<sup>1</sup>

**Recommendation 6:** With administrative support, request leadership to leadership, nation-to-nation meetings with Indigenous organizations. The goal is to establish a regular dialogue about opportunities, issues and upcoming decisions.

### Medium Term (6-12 months)

Build municipal organizational capacity to support increased Indigenous relations competency:

**Recommendation 7:** City of St. Albert administration consistently offer training opportunities both online and in-person to ensure that all Municipal staff have access.

**Recommendation 8:** Include Indigenous Awareness workshops and Blanket Exercises, as part of new Council orientation to orient Council and senior leadership to reconciliation and respectful relations with Indigenous organizations and people.

**Recommendation 9:** Seek input on project-specific methods of dialogue with Indigenous communities, prior to commencing broader engagement, in order to follow proper and respectful protocols.

**Recommendation 10:** Amend the flag policy to have the Treaty 6 and Métis flags hung next to the Canadian flag, followed by the provincial and municipal flags, recognizing that First Nations and Métis Nations are sovereign entities. This should apply to all flags that are under the control of the City of St. Albert and located in both indoor and outdoor venues.

### Long Term (12 months and further)

Cultivate a culture of Reconciliation:

**Recommendation 11:** Report annually on reconciliation efforts and submit to the City of St. Albert Council and the National Centre for Truth & Reconciliation. Include information about learnings and progress made toward improving the relationships with Indigenous peoples.

**Recommendation 12:** Recognize and celebrate success and learnings as achieved, not only by the City as a whole, but individual staff and community members who contribute to Reconciliation.

<sup>1</sup> In keeping with the seven generations planning.



Invest in infrastructure that contributes to reconciliation:

**Recommendation 13:** Consider the installation of two additional flag poles at all Municipal flagpole locations to have Métis and Treaty 6 flags permanently flying.

**Recommendation 14:** Consider permanent spaces, both indoor and outdoor, for delivery of Indigenous cultural programming and space for Indigenous organizations and their administrations to be housed.

## PROJECT VISION

The project was initiated by St. Albert City Council on September 11, 2017, when it passed the following motions in support of the Truth and Reconciliation Commission's Calls to Action Report.

The goal of the motion was to address the Calls to Action identified in the report that relate to the City of St. Albert. Administration had established an internal Indigenous Reconciliation Task Force to begin to address the actions identified by Council. That Taskforce evolved with the inclusion of Elders and other community partners, to a Circle. The Circle continues to be committed to moving forward & addressing the Calls to Action related to municipal level of government.

Reconciliation is an ongoing process. This project is the first of three phases. One of the most important aspects recognized was for the City of St. Albert to move through this process in a respectful manner recognizing Indigenous cultural traditions and protocols to enable a positive move forward with Indigenous communities. Based on our initial meetings and informal consultations with Indigenous

*That the City of St. Albert supports all Calls to Action in the Truth and Reconciliation Commission of Canada Report; and*

*That Administration facilitate a meeting with local Indigenous Elders to seek advice regarding the creation of an Indigenous Relations Advisory Committee and to address the relevant Calls to Action, at the municipal level, of the Truth and Reconciliation Commission of Canada, and to provide advice to Council and Administration on matters of interest to Indigenous peoples; and*

*That following the consultation with local Indigenous Elders, possibly including youth, that Administration prepare a report summarizing the learnings from the meeting and a proposed approach to developing a plan to address the relevant Calls to Action of the Truth and Reconciliation Commission; and*

*That an Indigenous Cultural Awareness Workshop be conducted with Council during 2018; and*

*That Administration consult with local Indigenous Elders to develop an inclusive acknowledgement statement for civic events, ceremonies and functions.*

communities, City of St. Albert administration learned that the process of how the City engages and who they engage with as well as the process and protocol are extremely important.

### THREE PHASED APPROACH TO RECONCILIATION

#### PHASE 1 – INFORMATION GATHERING

#### PHASE 2 – RECONCILIATION ACTION PLANNING

#### PHASE 3 – IMPLEMENTATION AND EVALUATION

### MUNICIPAL RECONCILIATION

The Truth and Reconciliation Commission of Canada mission was to inform all Canadians about the scope and legacy of the colonial systems imposed upon all Indigenous people in Canada. In June 2015, the Commission released a report that contained 94 calls to action.

The Truth and Reconciliation Commission of Canada defines Reconciliation as “an ongoing process of establishing and maintaining respectful relationships”. The Commission further explains that “concrete actions that demonstrate real societal change” and “revitalization of Indigenous law and legal traditions” that will inform the reconciliation process, are crucial parts of this process.

Reconciliation is a process, involving symbolic and practical actions, that contribute towards the development of respectful relationships between Indigenous and non-Indigenous people. It is more than language, it is government and public servants taking the time to understand, value and use Indigenous histories, realities and ways of knowing in its operations.

Municipal governments can play an important role in Reconciliation. While there are specific recommendations for local governments, an even more important action is the righting of relationships with Indigenous peoples and groups. Municipalities, by nature, are the front facing level of government that offer services that affect people’s daily lives. This interaction offers an opportunity to have ongoing, continual partnership and relationship building.

The report identifies additional Calls to Actions for all levels of government associated with administrative costs, health care practitioners, adequate funding for victim services, annual reporting on progress toward reconciliation, school funding for denominational schools for Aboriginal spiritual beliefs and practices, collaboration on telling the history of Aboriginal athletes, and support for the North American Indigenous Games.<sup>2</sup>

A neighbouring municipality, the City of Edmonton, have commenced their reconciliation activities by training more than 10,000 city employees about the history and impact of colonialism on Indigenous people. They are presently engaging the broader City of Edmonton population through community conversations to learn more about how they can strengthen relations with urban Indigenous people. Similar sized municipalities in Alberta, the City of Grande Prairie and the Regional Municipality of Wood

<sup>2</sup> 5

Buffalo are currently undertaking reconciliation activities. The City of Grande Prairie has “Truth and Reconciliation with Indigenous people” as a priority item for their Youth Council and the Regional Municipality of Wood Buffalo is in the process of developing a reconciliation framework to inform their activities in the future.

Other Municipalities, such as the Town of St. Paul, together with surrounding First Nations, formed a reconciliation committee who hosted racism forums to address the division that existed between Indigenous and non-Indigenous people. Supportive collaborations, such as seeking recognition as an Indigenous Municipality, is underway at the Improvement District No. 17 which may result in increased infrastructure funding.

Smaller centres such as the Town of Devon and the Town of Canmore have focused their efforts on bringing in education opportunities for staff and residents. The Town of Canmore brought in the Kairos Blanket Exercise and the Town of Devon recently welcomed the Michif Cultural Connections.

Other steps taken by Municipalities in Alberta include (but are not limited to):

1. Education and awareness activities, such as:
  - Using arts and culture to raise awareness and generate dialogue on reconciliation;
  - Delivering informative and experiential workshops;
2. Supporting youth dialogue to explore common goals and opportunities for action, exchange of community ideas and challenges to improve systemic processes and shared capacity building;
3. Cultural events and community gatherings that feature connection, engagement, participation, cultural sharing and skills development, such as:
  - Healing/talking circles;
  - Culture camps and/or gatherings of participants with a focus on incorporating cultural elements and language into the dialogue;
  - Performances;
  - Feasts;
  - Resilience and strength-themed events or programs, including activities that speak to sense of self, sense of family, sense of community and sense of culture, language and connection to land.

These steps that are taking place all across Alberta is the start of transformational change. Federation of Canadian Municipalities Past-President, Clark Somerville said it best: “Only by shining light on our dark past can we ensure a brighter future for all of Canada’s children” (Somerville, 2017).

## #PAYHONIN

I \_\_\_\_\_, in the spirit of reconciliation with Indigenous Peoples, solemnly pledge to:

1. Learn more about Indigenous Peoples, their experiences and their history;
2. Actively support positive change in our relations in St. Albert;
3. Examine colonial structures in our institutions that limit the full participation of Indigenous Peoples;
4. Look for ways, both personally and professionally, to implement Truth and Reconciliation Commission calls to action;
5. Find ways to address the Indigenous-related myths and misconceptions with my fellow Canadians;
6. Not perpetuate stereotypes in my conversations or observations; and
7. Encourage others around me to keep reconciliation an ongoing effort.

Building on earlier work of municipal staff and St. Albert Indigenous communities, along with input collected from December 2018 to May 2019, the Apakosis Consulting team heard from over one hundred staff and residents about their preferred pathway to reconciliation within the City of St. Albert municipal government.

During the same period, an online survey collected input from 178 residents and staff. As well, a review of reconciliation actions in other municipal governments was undertaken. The consulting team also met with the City of St. Albert's Mayor and Council and senior leadership team and collected input from staff to hear their perspectives as they relate to incorporating reconciliation, especially skills-based training into their work.

The online survey and in-person engagement events (focus groups, talking circles and a number of meetings and interviews) brought forth rich input that resulted in items ranked in importance to the community. Overall, there is a desire to see more education and awareness. The community wants more information about reconciliation, especially the history of residential schools, where there were two located in St. Albert. In terms of the structure, there is a desire to see a committee that is led by Indigenous representatives that have a direct line of communication to Mayor and Council and has adequate staff and financial support.

There is an overall agreement that relations are **somewhat positive** and there is a general interest about existing Indigenous programs and educational opportunities. Equally important is that there exists a strong sense of interest within the Indigenous community to share Indigenous culture with all.

While feedback is positive, the majority of Indigenous interviewees cited negative experiences within the boundaries of the City of St. Albert, especially in customer service interactions, highlighting the relationship the front-line role customer service experience plays in reconciliation. These experiences inspired the Circle to establish a pledge, encouraging citizens of St. Albert to step forward and commit themselves to further understanding and action.

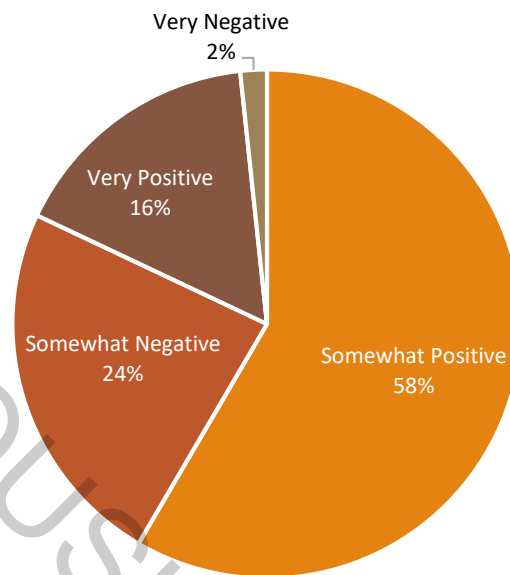
### THE METHODOLOGY

The methodology principles included ensuring that meaningful Indigenous participation and knowledge, rooted in Indigenous ways of knowing. These principles are based on both traditional knowledge and academic literature on Municipal-Indigenous relations, Treaty 6 First Nation cultural protocols, Métis cultural protocols and reconciliation initiatives by other local levels of government in Canada.

The following table provides an overview of the engagement connections that took place from December 2018 to June 2019.

Engagement Events/ Interviews/ Meetings	Date(s)	Total Number of Individuals Engaged
Business Luncheon/Breakfast	January 31, 2019 and February 27, 2019	12
Michif Institute	February 1, 2019	1
Musée Heritage	February 5, 2019	1
RCMP	February 1, 2019	2
Poundmakers	February 26, 2019 and April 9, 2019	4
Elder Ghostkeeper	December 20, 2019	1
Sturgeon County – St. Albert Metis	January 16, 2019 and February 20, 2019	12
Public Library & Musée Heritage	January 22	2
Michel Band	February 19, 2019	1
Ministerial Circle	March 20, 2019	8
Payhonin Reconciliation Circle (City of St. Albert staff, Elders, Arts and Heritage Foundation, Michif Institute, RCMP and St. Albert Library)	December 11, 2018, January 23, February 5, 19, 25, March 5, 19, April 16, 30, May 16, June 13, 2019.	8
Launch Event	April 17, 2019	Approximately 100
Talking Circles	May 6, 7, 8, 9 and 10, 2019	Approximately 78
Focus Groups	May 4, 11, 14 and 16, 2019	15
Surveys	May – June, 2019	178 respondents
<b>Total Engaged Individuals</b>		<b>423</b>

### Current relations between Indigenous peoples and non-Indigenous people in St. Albert today as:



*Note:* The survey results show reflects the internal and external surveys conducted with residents and staff from April - July 2019

RECONCILIATION IS THE PROCESS OF ACKNOWLEDGING THE PAST AND NOT ALLOWING THE BELIEFS OF PREJUDICE AND RACIST POLICY DICTATE HOW WE HONOR INDIGENOUS CULTURE IN A COMMUNITY FOUNDED BY THE MÉTIS AND OTHER INDIGENOUS CULTURES THAT WERE SETTLED IN THIS AREA.

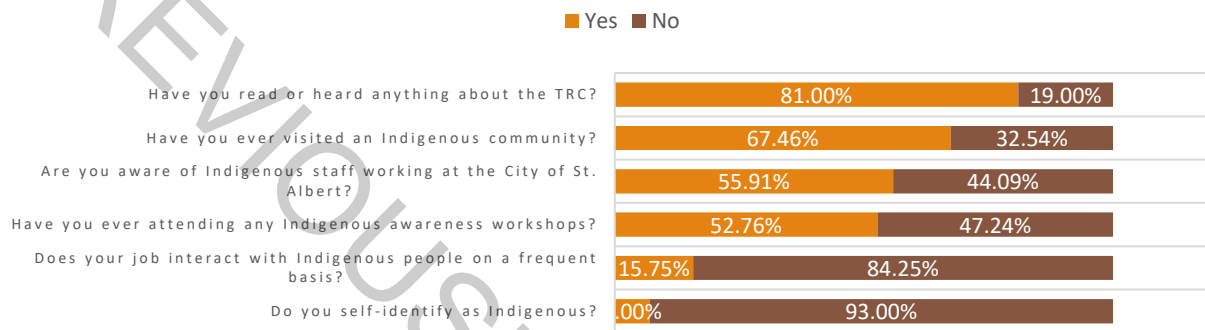
Survey Respondent

For Indigenous respondents, Circle members and community leaders, we heard loud and clear that being inclusive of Indigenous people, symbols and governance methods is what is necessary to move reconciliation forward. Inviting Indigenous governance methods into Municipal practices, will allow for decisions about reconciliation activities to be founded by traditional Indigenous laws, instead of colonial decision-making practices. What Indigenous laws and processes bring to the table an alternate and diverse method of problem solving. Indigenous laws derive from “the Creator, the land, and their own customs and decision making processes.” (Morales & Nichols, 2018) This unique perspective should be spearheaded by someone who works within the City of St. Albert, that can establish continual and respectful relations with Indigenous leadership and communities (Recommendation 4). The majority of key recommendations that are proposed in this report relate to shared governance through the Reconciliation Committee as the foundation of reconciliation.

WHAT STAFF HAD TO SAY

Staff throughout the City of St. Albert have been open and willing to discuss their role as a public servant in the journey of reconciliation. The majority of respondents (75%) were interested and excited at the prospect of taking Indigenous Awareness training; those who were not had for the most part received extensive training from previous employers.

INTERNAL STAFF SURVEY



The general feeling amongst staff is to be cautious when interacting or reaching out to Indigenous communities due to lack of awareness and fear of being disrespectful, which has impeded the City of St. Albert’s ability to strengthen relationships with Indigenous organizations and leadership. There is a strong desire to do the best job possible and achieve right relations with Indigenous residents and community groups.

LIMITATIONS

Municipalities in Alberta are faced with a challenge. How to implement reconciliation within municipal processes and policies, when many of those procedures are directed by the Provincial and Federal Government. The Government of Alberta has a significant role to play in the success of reconciliation initiatives, especially those related to land management and decision making. It is important that all parties understand that local governments are bound to legislative procedures established by the province.

In order to fully implement the Calls to Action, specifically the enactment of the United Nation’s Declaration on the Rights of Indigenous Peoples, there is need for dynamic legislative and policy shifts throughout provincial and federal jurisdictions.

CONCLUSION

Reconciliation is a journey. This report represents the first phase of gathering information on how to proceed in a manner that respects the cultures of Indigenous communities and peoples. On-going Indigenous input into decisions and services is an essential component of municipal community-

building. As Council and staff anticipate and respond to the needs of the community, it is important for them to provide avenues for sharing information, feedback and active and ongoing dialogue with Indigenous communities. Many of the decisions made by Council affect different people in different ways, welcoming more voices and diversity of opinion helps make better decisions.

Establishing an Indigenous Advisory Committee of Council (referred throughout this report as the Reconciliation Committee) and developing a reconciliation action plan that considers Indigenous voices in decision making processes will help Council, staff and the community to have better conversations with Indigenous partners about how best to community-build together. In addition to the action plan and committee, some of the other key considerations include:

- offering opportunities for Indigenous governance methodology as the foundation of reconciliation and relationship building, and
- following the guiding principles of reconciliation in all activities, not just those associated directly with reconciliation.

These are practical and preliminary actions that would show that the City of St. Albert has taken the time to understand, value and use Indigenous histories, realities and ways of knowing as it relates to their role as a neighbour and in their role as a municipal government. Both roles play an important role in reconciliation.

As the order of government closest to people, there are numerous opportunities for public education and ongoing, continual partnership and relationship building with Indigenous communities. Across Canada, there are many examples of innovative and collaborative planning and development between Indigenous groups and municipal governments. Communities, both Indigenous and non-Indigenous are reaping the benefit of more voices, diversity of ideas and ultimately broader community understanding of the complexity of issues being addressed. Reconciliation is not only a dialogue starter, but a business and social economic development driver. The opportunity for a positive and fruitful relationship with Indigenous communities is dependent upon the follow-through of the public engagement-based recommendations.



## GUIDING PRINCIPLES OF RECONCILIATION

- 
1. Engage Elders
  2. Engage Youth
  3. Do so respectfully
  4. Do so positively
  5. Recognize traditional lands, the right way
  6. Participate in an Indigenous Cultural Awareness Workshops
  7. Understand the best way to keep talking with Indigenous residents and partners
  8. Develop a Reconciliation plan

## APPENDICES

NINE CALLS TO ACTIONS THAT MENTION MUNICIPAL OR ALL LEVELS OF GOVERNMENT  
(SPECIFICALLY MUNICIPAL ARE IN DARK RED)

**#40** We call on all levels of government, in collaboration with Aboriginal people, to create adequately funded and accessible Aboriginal-specific victim programs and services with appropriate evaluation mechanisms.

**#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.

**#47** We call upon federal, provincial, territorial and municipal governments to repudiate concepts used to justify European sovereignty over Indigenous peoples and lands, such as the Doctrine of Discovery and terra nullius, and to reform those laws, government policies, and litigation strategies that continue to rely on such concepts

**#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.

#64 We call upon all levels of government that provide public funds to denominational schools to require such schools to provide an education on comparative religious studies, which must include a segment on Truth and Reconciliation Commission of Canada Aboriginal spiritual beliefs and practices developed in collaboration with Aboriginal Elders.

#75 We call upon the federal government to work with provincial, territorial and municipal governments, churches, Aboriginal communities, former residential school students, and current landowners to develop and implement strategies and procedures for the ongoing identification, documentation, maintenance, commemoration and protection of residential school cemeteries or other sites at which residential school children were buried. This is to include the provision of appropriate memorial ceremonies and commemorative markers to honour the deceased children.

#77 We call upon provincial, territorial, municipal and community archives to work collaboratively with the National Centre for Truth and Reconciliation to identify and collect copies of all records relevant to the history and legacy of the residential school system, and to provide these to the NCTR.

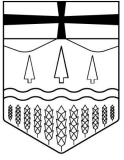
#87 We call upon all levels of government, in collaboration with Aboriginal peoples, sports halls of fame, and other relevant organizations, to provide public education that tells the national story of Aboriginal athletes in history.

#88 We call upon all levels of government to take action to ensure long-term Aboriginal athlete development and growth, and continued support for the North American Indigenous Games, including funding to host the games and for provincial and territorial team preparation and travel.

## REFERENCES

Morales, S., & Nichols, J. (2018). Reconciliation beyond the Box: The UN Declaration and Plurinational Federalism in Canada. *Centre for International Governance Innovation Online*.

Sommerville, C. (2017, April). Reconciling Canada Together. *Municipal World*.



File #: AR-21-320, Version: 1

TAMRMS#: B06

**7.5**

## Indigenous Relations

Presented by: Cindy de Bruijn, Senior Manager, Community Relations, Office of the Deputy Chief Administrative Officer

## RECOMMENDED MOTION

That \$100,000 in one-time funding be approved, from the Stabilization Fund, for emergent Indigenous needs.

## PURPOSE OF REPORT

There are a number of emergent needs to support the City's efforts in restoring right relations with the Indigenous community. This one-time funding will enable Administration to proceed with some time-sensitive work until an operating business case is brought forward to Council for their consideration in November, as part of the 2022 budget process.

## ALIGNMENT TO PRIORITIES IN COUNCIL'S STRATEGIC PLAN

N/A

## ALIGNMENT TO LEVELS OF SERVICE DELIVERY

N/A

## ALIGNMENT TO COUNCIL DIRECTION OR MANDATORY STATUTORY PROVISION

N/A

## BACKGROUND AND DISCUSSION

Since the Kamloops recovery of children in unmarked graves in early June, there has been significant demand for St. Albert's effort to support the calls to action in the Truth and Reconciliation Report and implement the Payhonin Report recommendations, which requires additional resources. While a 2022 Operating Business Case to support these efforts long-term has been developed for Council's consideration during November budget deliberations, there are immediate needs that require funding in order to be addressed in the interim.

Administration would like to work with an external consultant who specializes in elevating Indigenous voices, to collaborate with local and regional Indigenous leadership in order to build a committee framework that could potentially provide ongoing guidance to St. Albert Council and Administration in our efforts to restore right relations. This draft committee framework would be brought forward for Council's consideration in Q4 2021. The cost to conduct proper protocol, engagement, and facilitation for this possible committee framework is an estimated \$50,000.

In conversation with the Métis Local President, it was identified that when the City of St. Albert begins to permanently fly both the Treaty 6 and Métis flags after proper ceremony and protocol on September 13, 2021 it would be a prime opportunity to host a series of daily events for six days, enabling the community to remember the past, engage in meaningful discussions, and reconcile a new path forward. This would be done in partnership with the Indigenous community, including the Métis Local and regional Indigenous organizations. The cost for sourcing an external consultant who provides Indigenous-based solutions in coordinating events of this nature, and the required program expenses, would be an estimated \$50,000.

### **STAKEHOLDER COMMUNICATIONS OR ENGAGEMENT**

Both of these initiatives would require guidance from experienced consultants and significant engagement with the Indigenous community. Through collaboration, we would be looking to the Indigenous community for advice in formulating the best approach forward.

### **IMPLICATIONS OF RECOMMENDATION(S)**

#### Financial:

Funds would be sourced from the Stabilization Fund for these one-time expenses.

#### Legal / Risk:

None at this time.

#### Program or Service:

None at this time.

#### Organizational:

The current staffing allocation does not have enough capacity to do this additional work.

Administration would benefit from external expertise to ensure the work is done respectfully.

### **ALTERNATIVES AND IMPLICATIONS CONSIDERED**

If Council does not wish to support the recommendation, Administration would not pursue any immediate work and await the decision of the Operating Business Case during budget deliberations.

Report Date: July 5, 2021

Author: Cindy de Bruijn

Department: Office of the Deputy Chief Administrative Officer

Deputy Chief Administrative Officer: Kerry Hilts

Chief Administrative Officer: Kevin Scoble