



## Report to Council

### From the Office of Councillor Zoë Royer and Councillor Amy Lubik

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Date: January 1, 2021

Subject: Request for Council Support to Implement Recommendations to Further Port Moody's Commitment to Reconciliation in Tangible and Meaningful Ways

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#### Purpose

To request that Council reiterate our stated commitment to reconciliation and move forward with concrete actions to address reconciliation, historical wrongs and systemic inequities, the municipal actions stated in the Truth and Reconciliation Commission, and initiate meaningful collaboration with the Traditional Stewards of the Land Port Moody resides on in order to meaningfully acknowledge Territory and develop a lasting and respectful understanding.

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#### Recommendation

**THAT a task force be created, with honourariums, composed of members of First Nations whose territory Port Moody is located on, as well as Indigenous, First Nations, Inuit and Metis community members, to review the actions proposed in the report dated January 1, 2021 from Councillor Zoe Royer and Councillor Amy Lubik regarding Request for Council Support for Meaningful Action on Reconciliation in order to address strengths and gaps in actions and policies;**

**AND THAT staff be directed to organize a Blanket Exercise for Council and the Executive Leadership Team to better understand Indigenous History and the role governments have had in undermining Indigenous Sovereignty, and that this practice be put into policy as required for all subsequent Councils.**

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#### Executive Summary

A jurisdictional scan has been done to understand what is being done to take concrete and meaningful action to address Reconciliation across BC. This report outlines potential steps the City of Port Moody could take. In order to find out which policies and actions would work for Port Moody and where there are gaps in actions and policy, we are requesting two initial steps be taken: That the City of Port Moody strike a task force to consult with local Indigenous, First Nations, Inuit and Metis Community members and members of the Nations whose unceded territories Port Moody is on. This work should include an honorarium for members, and be facilitated by Indigenous-led organizations or Indigenous consultants. And that Staff be directed

to organize a blanket exercise for Council and the Executive Leadership Team to better understand Indigenous History and the role governments have had in undermining Indigenous Sovereignty, and that this practice be put into policy as required for all subsequent councils.

A number of Truth and Reconciliation Commission Calls to Action have been noted throughout this report as they are believed to be within the authority of municipal government. These, along with a series of recommendations could form the basis of an action plan for the Task Force, and future Council consideration.

## Background

Port Moody is currently the site of community-led reconciliation initiatives, which the city has whole heartedly embraced; however, there is still much more that is needed to be done to address the ongoing damages of colonialism. Acting on Reconciliation is a stated priority of Port Moody, and we have been looking for concrete actions to work on this meaningfully, with an opportunity to address the actions of the Truth and Reconciliation Commission (TRC) that are directed specifically to municipalities and advocate for those that are outside of our jurisdiction.

Furthermore, the City is currently working with local First Nations, such as participating on working groups on water quality with Tsleil-Waututh First Nation. And while we endeavor to build stronger relationships with those whose traditional territory we inhabit, we have not yet established strong government to government relationships.

Recommendations in this report are the result of a jurisdictional scan of what other communities have been doing to address reconciliation and answer the call of the TRC. They are intended to provide a foundation; however, it is imperative that we consult with Indigenous community members and members of the Nations whose unceded land Port Moody is on.

Therefore, it is proposed that the City of Port Moody strike a task force on Reconciliation to be comprised of Indigenous Community members and members of the Territories whose land we are on in order to review recommendations in this report and provide feedback on whether this approach fits for Port Moody, what we might be missing and other feedback they may have.

We are also asking that honoraria be provided for task force members, as much of the heavy work involved in Reconciliation is not paid. The work is intended to provide a framework to address the systemic issues recommended by the TRC and to establish respectful and meaningful relationships with the Traditional Keepers of the Land we call Port Moody.

In 2007, the Indian Residential Schools Settlement Agreement<sup>1</sup>, the largest class-action settlement in Canadian history, began to be implemented. One of the elements of the agreement was the establishment of the Truth and Reconciliation Commission of Canada to facilitate reconciliation among former students, their families, communities and all Canadians.

Between 2007 and 2015, the Government of Canada provided \$72 million in funds to support the Truth and Reconciliation Commission's work. Over the course six years, the Commission

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<sup>1</sup> <http://www.residentialschoolsettlement.ca/settlement.html>

traveled to all parts of Canada and heard from more than 6,500 witnesses. They also hosted seven national events across Canada to engage the public, educate people about the history and legacy of the residential school system, and share and honour the experiences of former students and their families.

In December 2015, the TRC released its entire 6-volume final report. All Canadians were and are encouraged to read the summary or the final report to learn more about the terrible history of Indian Residential Schools and its sad legacy shared at the National Centre for Truth and Reconciliation website.

The Commission made 94 recommendations to all levels of government, associations, faith groups, and the people living in Canada to facilitate embracing truth and reconciliation. The Yellowhead Institute, in their 2019 Calls to Action Accountability statement, reiterate “As the Truth and Reconciliation Commissioners made clear in their Executive Summary, the actual process of reconciliation would only be possible through meaningful action on the part of non-Indigenous people in Canada.

“A critical part of this process”, the [TRC] argued, “involves repairing damaged trust by making apologies, providing individual and collective reparations, and following through with concrete actions that demonstrate real societal change.” The 94 Calls to Action represent these concrete actions.”

## Discussion

There is a lot of work that local governments can do right now, and there is work we need to do in the community to build truth and reconciliation into the fabric of our society. A large part of that will be listening; and the recommendations already laid out by the Truth and Reconciliation Commission can guide us. “Calls to Action” believed to be within the authority of a municipal government are explained below, with concrete actions the City of Port Moody can and should take:

*#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.*

The Declaration on the Rights of Indigenous Peoples (UNDRIP or DOTROIP) is a non-legally-binding resolution passed by the United Nations<sup>2</sup> in 2007. It delineates and defines the individual and collective rights of Indigenous peoples<sup>3</sup>, including their ownership rights to cultural and ceremonial expression, identity, language, employment, health, education and other issues. It "emphasizes the rights of Indigenous peoples to maintain and strengthen their own institutions, cultures and traditions, and to pursue their development in keeping with their own needs and aspirations". It "prohibits discrimination against Indigenous peoples", and it "promotes their full and effective participation in all matters that concern them and their right to remain distinct and to pursue their own visions of economic and social development".

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<sup>2</sup> [https://en.wikipedia.org/wiki/United\\_Nations](https://en.wikipedia.org/wiki/United_Nations)

<sup>3</sup> [https://en.wikipedia.org/wiki/Indigenous\\_rights](https://en.wikipedia.org/wiki/Indigenous_rights)

The goal of the declaration is to encourage countries to work alongside Indigenous peoples to solve global issues, like development, multicultural<sup>4</sup> democracy and decentralization<sup>5</sup>. According to Article 31, there is major emphasis for Indigenous peoples to be able to protect their cultural heritage and other aspects of their culture and tradition to preserve their heritage from over-controlling nation-states.

It establishes a universal framework of minimum standards for the survival, dignity and well-being of Indigenous peoples of the world and it elaborates on existing human rights standards and fundamental freedoms as they apply to the specific situation of Indigenous peoples.

Though Canada is a signatory on this document, the federal government has yet to bring UNDRIP into law. Bill C 262 has been stalled in the Senate since June 2019<sup>6</sup>. This needs to be rectified.

Our provincial government passed the legislation<sup>7</sup> in November 2019 to implement the UN Declaration, which the Truth and Reconciliation Commission confirm as the framework for reconciliation. The BC *Declaration on the Rights of Indigenous Peoples Act*<sup>8</sup> aims to create a path forward that respects the human rights of Indigenous peoples while introducing better transparency and predictability in the work we do together.

This new legislation may well bring with it actions for municipal governments; however, these are not yet apparent after reaching out to multiple ministries. In absence of guidance, Port Moody and other local governments can develop and enact an equity framework that ensures that decisions and policies are made with consideration of how they impact all people who have been systemically marginalized. This is not simple, quick work, but it is imperative to begin. Many guides have been created meaning Port Moody will not have to reinvent the wheel.

#### Incorporation of UNDRIP into the OCP

In 2020, Ucluelet and Courtenay passed resolutions to incorporate the UN Declaration of the Rights of Indigenous Peoples (UNDRIP) into their Official Community Plan (OCP). Ucluelet's 2020 OCP is unique in that they prioritize Region and Neighbours, Relationship and Reconciliation early on in their OCP. The link<sup>9</sup> to the council report begins on page 33 and their OCP begins on page 38 (with edits made to their OCP shown in red); one of the goals being to strengthen their working relationship with First Nations.

Some proposed changes to the Ucluelet OCP which the City of Port Moody could emulate:

- writing which attempts to be more inclusive of Indigenous perspectives (Part 1) New text and policy relating to Indigenous relations and interests.

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<sup>4</sup> <https://en.wikipedia.org/wiki/Multiculturalism>

<sup>5</sup> <https://en.wikipedia.org/wiki/Decentralization>

<sup>6</sup> <https://www.cigionline.org/articles/senate-halts-recognition-indigenous-rights-national-indigenous-peoples-day>

<sup>7</sup> <https://www.leg.bc.ca/parliamentary-business/legislation-debates-proceedings/41st-parliament/4th-session/bills/first-reading/gov41-1>

<sup>8</sup> <https://declaration.gov.bc.ca/>

<sup>9</sup> <https://ucluelet.ca/phocadownload/2020-08-18%20Regular%20Council%20-%20Web%20Version%20redacted.pdf>

As steps to recognize the rights of Indigenous peoples and implement the Calls to Action from the Truth and Reconciliation Commission, the text and policies being recommended in the draft OCP point to avenues for approaching reconciliation at the local, community level.

- “Policy 1.1 The District of Ucluelet adopt the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation.”
- “Policy 1.7 Provide education to municipal employees on the history of Indigenous peoples, including the history of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties (including the Maa-nulth Treaty) and Aboriginal Rights, Indigenous law, and Aboriginal-Crown relations. This will include skills-based training in intercultural competency, conflict resolution, human rights and anti-racism.”
- “Policy 1.9 Develop, in partnership with First Nations Governments, a protocol for referral and input on proposed developments and/or operations which might impact their lands, resources and/or culture.”
- “Policy 3.37 Develop, in partnership with the Governments of First Nations Whose Unceded Land the Community is on, a protocol for referral and input on development proposals within the areas of high archaeological and cultural potential identified on.”
- “Policy 3.45 Invite input from the *Tsleil-Waututh* and *Kwkwetlem Nations* on *hə́ŋqəmiḥəm* translations of street (and park) names and explore opportunities for a bilingual street sign (and park naming) program.” (This policy has been adapted to a Port Moody context).
- Policy 3.134 Include Indigenous housing needs in the development of a community Affordable Housing Needs Assessment.”
- “Policy 3.135 Work with regional Indigenous governments and housing providers to identify where opportunities may exist to support and/or partner on meeting all community housing needs.

*“These additions to the (Ucluelet) OCP will help define a clearer path for taking steps toward reconciliation and opening conversations which it is hoped will lead to a more inclusive and equitable community.”*

From Advancing Equity and Inclusion: A Guide for Municipalities (Cities of All Women Initiative)<sup>10</sup>:

“In the current climate, equity and inclusion in municipalities is imperative. Unfortunately, systemic and persistent forms of discrimination have created cities and towns that don’t work for everyone. When not promptly addressed, these issues grow and become more difficult to resolve. Our communities are experiencing growing inequities in resources, access, and power.

Indigenous peoples, women, racialized people, people with disabilities, people living in poverty, youth, seniors, newcomers, and LGBTQ communities face barriers when accessing health,

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<sup>10</sup> <https://www.cawi-ivtf.org/sites/default/files/publications/advancing-equity-inclusion-web.pdf>

employment, and housing. At the same time, Francophones and residents living in rural areas have reduced access to services. This inequity costs municipalities socially and financially.

Women's organizations have brought attention to the ways in which women and girls from diverse backgrounds experience the city. Their work highlights that municipalities are stronger when the aspirations and contributions of women and girls are taken into account. Women and girls face additional challenges if they are also racialized, Indigenous, young, living with a disability, or living in poverty. By applying an equity and inclusion lens that addresses gender differences, as well as other social inequities (income disparities, racism, ableism, homophobia, ageism, etc.), municipalities can better respond to the aspirations of ALL people."

Understanding the diverse histories of the traditional keepers of the land we call home requires study and reflection. Understanding the impact colonialism has had on people requires a painful openness about what people truly experienced and the ongoing legacies of displacement, residential schools, Indian Hospitals, and other practices that caused intergenerational trauma.

The Blanket Exercise is a way for local government officials and staff to learn about the past experientially. This is a popular exercise for local governments and other government employees who deal with systems that may perpetuate systemic oppression.

The purpose behind the Blanket Exercise<sup>11</sup> proposed as an initial recommendation is to place participants in the shoes of Indigenous Peoples in Canada, from the time of pre-contact with Europeans to present day.

"The Blanket Exercise offers an opportunity to view history through the lens of those whose experience is different from what many of us were traditionally taught in our education as children", said a recent participant in the exercise Vice President of Quality, Safety and Strategy, Beth Vachon. "It is only through shared understanding and truthful acknowledgement that we as a health care system can begin our journey of reconciliation, trust and respect for all."

The exercise begins with all participants standing on the many connected blankets spread out across the floor. The blankets represent the land and the connections Indigenous Peoples had with it and each other. The participants are encouraged to walk along the blankets and explore, just as Indigenous Peoples did at the time of pre-contact. One of the facilitators takes on the role of the narrator, explaining the history of Indigenous Peoples, while another facilitator has the role of a European.

In order to encourage more communication and collaboration between local governments and Indigenous communities, in 2018, Alberta Municipal Associations<sup>12</sup> were provided with funding for municipalities to partake in these exercises. This is an essential exercise for Port Moody leadership to experience, to deepen our understanding of why we must take action and should be required of all new councils to awaken our commitment to reconciliation.

## Procurement

Port Moody should also consider actions that acknowledge that we continually profit from being based on unceded Indigenous territories. Actions other jurisdictions are taking include could also include making sure Indigenous businesses be considered a priority, as we do with local businesses. This gives the traditional stewards some say over what happens on the land and

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<sup>11</sup> <https://www.saskhealthauthority.ca/news/stories/Pages/2018/Mar/KAIROS-Blanket-Exercise.aspx>

<sup>12</sup> <https://rmalberta.com/news/apply-to-host-a-blanket-exercise-on-indigenous-history-and-culture/>



allow them to see benefits. It may be easier to enact this not by saying we could choose Indigenous businesses over others, but to set a percentage target for inclusion of Indigenous businesses<sup>13</sup> as sign of respect and cooperation.

*THAT Staff be directed to incorporate Indigenous businesses in procurement contracts by targeting a certain amount of business to Indigenous-owned businesses.*

We all have unconscious biases, no matter where we grew up, what we have experienced, and how much work we have done. Skills based training on implicit bias offers the opportunity for growth and understanding and serious self reflection to better serve our community with minds as open as they can be. It is important that this training be provided to people in leadership positions to make decisions, but also that it be provided to staff. In order to make systemic change, this cannot be done once and assume we have solved reconciliation and racism. The training must be ongoing and required for any changes in staff and leadership, which Council has already supported. This speaks to the TRC Recommendation that follows:

*#57: THAT We call upon federal, provincial, territorial, and municipal governments to provide education to public servants on the history of Indigenous Peoples, including the history and legacy of residential schools, the United Nations Declaration on the Rights of Indigenous Peoples, Treaties and Indigenous rights, Indigenous law, and Indigenous -Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.*

Other TRC Recommendations for future Task Force and Council consideration:

*#43: THAT Port Moody adopt the United Nations Declaration on the Rights of Indigenous Peoples as the framework for reconciliation;*

*AND THAT Port Moody call on the Federal Government to adopt and implement UNDRIP into legislation as a framework for reconciliation, and bring the resolution to the Federation of Canadian Municipalities;*

*AND THAT Port Moody create and adopt an equity in all policies framework;*

*#47: AND THAT 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.*

In previous years, the BC Government has provided grants<sup>14</sup> for Indigenous cultural safety and humility training; however, this has been over subscribed and a positive thing. However this leaves many communities behind, including Port Moody, if we do not have funding. No community should have to make the hard choices of whether to build capacity for reconciliation and anti-racism and other core services, or put this work on hold because there is no capacity to apply for grants. For this reason, Port Moody should appeal to the province through UBCM to

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<sup>13</sup> <https://policymagazine.ca/indigenous-procurement-too-important-to-fail/>

<sup>14</sup> <https://www.ubcm.ca/assets/Funding~Programs/LGPS/CEPF/CEPF-2019-Indigenous-Cultural-Safety-Program-Guide.pdf>

make sure all local governments have the ability to take part in such training. Examples of programs that can be made widely available include San'yas training<sup>15</sup>.

Furthermore, there has been much in the news of late regarding racial injustice in policing. Port Moody Police are already convening a working group to address how they can better serve our community. In addition, one of the recommendations from the National Inquiry into Missing and Murdered Indigenous Women and Girls report<sup>16</sup>, along with Truth and Reconciliation Calls to Action is for first responders to be required to undergo Trauma Informed Practice Training<sup>17</sup>. Such training ensures they are better equipped to serve those who may be distrustful of officials because of systemic violence they or their community have experienced. Port Moody Council should propose this training to our Police Department, as well as ask that such training be required and funded by the province.

From the recent article *Pandemic policing: Highlighting the need for trauma-informed services during and beyond the COVID-19 crisis* (Jones, 2020)<sup>18</sup>:

“There has been a move towards trauma-informed services in multiple systems whose services are provided by police, medical doctors, nurses, teachers, and social workers, to name a few. Trauma-informed practices are best described as understanding the psychological and physiological impacts of trauma in a strengths-based framework. This becomes increasingly important in a policing context during the COVID-19 pandemic.

The potential for increased intimate partner violence, child abuse, trauma, and other Adverse Childhood Experiences (ACEs) may have implications for years to come that will impact justice systems, health care, and education. Having trauma-informed police services may mitigate this and provide police with the skills to identify and address issues early on to work towards getting the necessary supports to families in need.”

Further suggested motions for future Task Force and Council consideration:

*THAT Staff be directed to provide options to Council, Senior Leadership, Frontline Staff and First Responders to receive cultural sensitivity and humility training and anti-bias/anti-racism training and that this be a requirement of all new councils and staff;*

*AND THAT Port Moody write a submission to UBCM requesting funding for all local government officials to take this training and/or programs be developed to make sure all local government staff have access to such training (such as online learning, ie San'yas Training);*

*AND THAT Council call on the province through UBCM and the Ministry of Indigenous Affairs and Reconciliation to provide such training to all municipal public servants and advocate to the provincial government to mandate anti-bias/ anti-racism training and trauma-informed practice training for all Police, Law Enforcement Officers, and First Responders;*

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<sup>15</sup> <http://www.sanyas.ca/>

<sup>16</sup> <https://www.mmiwg-ffada.ca/wp-content/uploads/2019/06/National-Inquiry-Master-List-of-Report-Recommendations-Organized-By-Theme-and-Jurisdiction-2018-EN-FINAL.pdf>

<sup>17</sup> <https://www.jibc.ca/trauma-informed-practice-tip>

<sup>18</sup> <https://journalcswb.ca/index.php/cswb/article/view/129/376>



*AND THAT Council request the Port Moody Police department incorporate Trauma Informed Practice Training into their programs;*

*AND THAT Staff investigate opportunities to state in job postings language to the effect of “as part of its commitment to reconciliation and equity [we] are actively seeking applications from individuals within equity seeking groups (including Indigenous, People of Colour, People living with disabilities, women, LGBTQ2S+-identified individuals and others).” Port Moody could look at this for hiring and perhaps committees, which in standing with the human right tribunal;*

*#75: AND THAT We call upon the federal government to work with provincial, territorial, and municipal governments, churches, Indigenous 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;*

*AND THAT Port Moody affirm their dedication to culturally sensitive archeology within its jurisdiction and working with local Indigenous People to provide education to the public regarding the histories of the traditional stewards of this Land;*

*#77: AND THAT 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 National Centre for Truth and Reconciliation.*

Call to Action #79 states: We call upon the federal government, in collaboration with Survivors, Indigenous organizations, and the arts community, to develop a reconciliation framework for Canadian heritage and commemoration. This would include, but not be limited to: i) Amending the Historic Sites and Monuments Act to include First Nations, Inuit, and Métis representation on the Historic Sites and Monuments Board of Canada and its Secretariat. ii) Revising the policies, criteria, and practices of the National Program of Historical Commemoration to integrate Indigenous history, heritage values, and memory practices into Canada’s national heritage and history. iii) Developing and implementing a national heritage plan and strategy for commemorating residential school sites, the history and legacy of residential schools, and the contributions of Indigenous peoples to Canada’s history. One action we could take

*THAT Port Moody work with the Heritage Society to develop heritage plans that document the legacy of the traditional stewards of this Land, including the impact of displacement and residential schools, should knowledge-keepers be comfortable to provide such, and share this education respectfully with staff and the community.*

Lastly and of equal importance is that many communities begin meetings with Territorial Acknowledgements. This is an important step to recognizing awareness of the fact that we gather on unceded territory, and this needs to be backed up with understanding of why we do this and the injustices that were perpetrated by those who colonized the land. There are many roots to understand and ground our practices in reconciliation.

*THAT Port Moody establish relationships with Kwikwetlem and Tsleil-Waututh Nations and work to establish meaningful partnerships, including land acknowledgements.*

## Summary

Through two initial motions for action, we are requesting: 1) The City of Port Moody strike a task force to consult with local Indigenous, First Nations, Inuit and Metis Community members and members of the Nations whose unceded territories Port Moody is on, in order to find out which policies and actions would work for Port Moody and where there are gaps in actions and policy. This work should include an honorarium for members, and be facilitated by Indigenous-led organizations or Indigenous consultants; and that 2) Staff be directed to organize a blanket exercise for Council and the Executive Leadership Team to better understand Indigenous History and the role governments have had in undermining Indigenous Sovereignty, and that this practice be put into policy as required for all subsequent councils.

A number of Truth and Reconciliation Commission Calls to Action have been noted in this report as they are believed to be within the authority of municipal government. These, along with a series of noted recommendations could form the basis of an action plan for the Task Force, and future Council consideration.

## Other Option(s)

THAT the report dated January 1, 2021, from Councillor Zoe Royer and Councillor Amy Lubik regarding Request for Council Support for Meaningful Action on Reconciliation be received for information.

## Financial Implications

- Cost of providing workshops and Training for Council and staff
- Honorariums for task force participants
- Remuneration for task force facilitators

## Communications and Civic Engagement Initiatives

- Outreach to invite community members to take part in the task force
- Press Releases distributed as events and training occur
- The Port Moody Website be updated to reflect the pre-colonial history of the Traditional Keepers of this Land as information becomes available

## Council Strategic Plan Objectives

- Striving toward Reconciliation
- Defending Diversity
- Community Health
- Reducing Inequities