

From: **"Mochrie, Paul"** <Paul.Mochrie@vancouver.ca>

To: **"Direct to Mayor and Council - DL"**

Date: 11/23/2021 4:15:12 PM

Subject: [Update on the reviews of Missing Murdered Indigenous Women and Girls Calls for Justice and Red Women Rising](#)

Attachments: ACCS - GM - Memo (Council) - MMIWG & Red Women Rising Recommendations Review - Phase I Update (RTS 13910) (2021-11-23).pdf

Dear Mayor and Council,

Attached please find a staff update on the reviews of Missing and Murdered Indigenous Women and Girls Calls for Justice and Red Women Rising. Key points include:

- ☐ Background on the Missing and Murdered Indigenous Women and Girls Inquiry Calls for Justice and the Red Women Rising report;
- ☐ Explanation of the work to date and next steps, including the anticipated final report date in June 2022; and
- ☐ Brief description of two Action While Planning investments for consideration in the 2022 budget process.

If you have any further questions, please get in touch with Sandra directly at sandra.singh@vancouver.ca, and she will ensure that your queries are responded to in the regular roll-up.

Best,
Paul

Paul Mochrie (he/him)
City Manager
City of Vancouver
paul.mochrie@vancouver.ca



The City of Vancouver acknowledges that it is situated on the unceded traditional territories of the xʷməθkʷəy̓əm (Musqueam), Skwxwú7mesh (Squamish), and səliłwətał (Tsleil-Waututh) Nations.

MEMORANDUM

November 23, 2021

TO: Mayor & Council

CC: Paul Mochrie, City Manager
Karen Levitt, Deputy City Manager
Lynda Graves, Administration Services Manager, City Manager's Office
Maria Pontikis, Director, Civic Engagement and Communications
Katrina Leckovic, City Clerk
Anita Zaenker, Chief of Staff, Mayor's Office
Neil Monckton, Chief of Staff, Mayor's Office
Alvin Singh, Communications Director, Mayor's Office
Mary Clare Zak, Managing Director, Social Policy & Projects Division

FROM: Sandra Singh, General Manager, Arts, Culture and Community Services

SUBJECT: Missing and Murdered Indigenous Women and Girls (MMIWG) & Red Women Rising
Recommendations Review – Phase I Update

RTS #: 13910

PURPOSE

The purpose of this memo is to provide an update to Mayor and Council on the work to develop recommendations for City response to both the Missing and Murdered Indigenous Women and Girls (MMIWG) and Red Women Rising (RW) Report recommendations.

BACKGROUND

Direction to staff

The Urban Indigenous People's Advisory Committee (UIPAC) passed a motion in June 2019 requesting staff to review the Calls for Justice. Council subsequently passed a motion in Sept 2019 directing staff to review recommendations from *Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls* ('Calls for Justice') and (2) *Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside within the city of Vancouver* ('Red Women Rising'). Council directed staff to identify areas of alignment with City priorities and identify where there are gaps (RTS# 013910).

In 2019 \$135,000 was allocated to advance this review and funding was carried forward into 2020. An additional \$50,000 was approved by Council in the 2021 budget because the social planner assigned had to suspend work on the project for six months to join the City's emergency response to COVID.

General historic context

Systemic and structural racism has shaped laws and policies causing violence and genocide on Indigenous Peoples especially Indigenous women, girls, and 2SLGBTQQIA+ all of which has created cycles of intergenerational trauma to future generations.

An historical timeline of key events and actions leading to genocide and violence of Indigenous women, girls, and 2SLGBTQQIA+ Peoples is provided in [Appendix A](#). This timeline spans over 500 years where numerous acts and policies were enacted to achieve the goal of genocide and assimilation (The *Calls for Justice* noted 3 types of genocide: "biological, physical and cultural"), and portrays the action taken by Indigenous Peoples and non-Indigenous allies to address and dismantle systems and structures that continue to cause harm to Indigenous women, girls, and 2SLGBTQQIA+ Peoples. As settler populations and governments begin to awaken to the truth about systemic and structural harms, there is a movement to understand the plight of Indigenous women and take action to correct the wrongs that have been committed and are still being committed today.

In 2008, Canada established a commission on Truth and Reconciliation (TRC) to hear from the Indigenous Peoples and document their stories. In 2013 the City of Vancouver declared itself as a City of Reconciliation and the City of Reconciliation framework was adopted in 2014 to address Calls to Action, which is the guiding policy for this project. Actions taken by government and documents produced have daylighted the need to prioritize Reconciliation and the safety of Indigenous women and 2SLGBTQQIA+ including: Missing Women Commission of Inquiry 2008 and the Forsaken Report (2012), as well Canada and Vancouver's adoption of UNDRIP (2021).

The National Inquiry into Missing and Murdered Indigenous Women and Girls began in 2016. In 2017, the UIPAC and City staff co-hosted a working group with Indigenous staff and Indigenous community members to identify supports for Indigenous women, girls, and 2SLGBTQQIA+, as well as the families and survivors. These included provision of a space for families and survivors (Saa-ust Centre) as well as a recommitment from the City to provide annual funding to support the Mother's Day Powwow. Vancouver and Richmond hosted space for testimony to be heard during the National Inquiry into MMIWG.

The *Calls for Justice* and the *Red Women Rising* reports were released in 2019 and together include 431 recommendations to end violence against Indigenous women, girls, and 2SLGBTQQIA+ Peoples. These reports, together with the TRC, and UNDRIP speak directly to the rights of Indigenous Peoples to maintain, control, identify, and protect their cultural heritage, and to the responsibility of Canada's governments to integrate Indigenous heritage into their policies and practices.

More decolonized and Indigenous-led approaches to research and data analysis are foundational to implementing many of the recommendations. In 2021, a report by an Indigenous Public Health Policy Masters Student from UBC in the Healthy City Scholar program (HSC) provided guidance to City staff with respect to data collection. The purpose of the HSC report

was to investigate the need for MMIWG and violence mapping within Vancouver, and to investigate culturally safe ways for the City to conduct Indigenous research. The report, [Decolonizing the City of Vancouver's Research Methodology: Investigating Culturally Safe Ways to Gather Data About Violence Against Indigenous Women, Girls, and 2SLGBTQQIA+ Peoples](#), includes recommendations focused on research ethics, community-led research, training, hiring, data collection and data management. The City has created a new position in Social Policy focused on Indigenous research and data who will be advancing work in these areas in alignment with the pathways for implementation outlined below.

Project Structure

To advance the work on the Council direction, ACCS hired an Indigenous Planner in 2020 who then established a MMIWG Advisory Committee made up of Indigenous matriarchs who have been leading MMIWG work: Elder Reta Blind, Skundaal, Carol Martin, Gladys Radek, Cecelia Point, Jody Leon, Marlene Jack, Mandy Nahanee and Viola Thomas.

An internal working group has also been established and is comprised of the following departments and organizations: Arts Culture & Community Services; City Manager's Office (Equity and Intergovernmental Relations); Development, Building & Lands; Engineering Services; Finance, Risk & Supply Chain Management; Parks and Recreation; Planning, Design and Sustainability; Real Estate & Facilities Management; Vancouver Fire Rescue Services; Vancouver Public Library; and the Vancouver Police Department.

Project Development

The project started January 2020 and was interrupted by the onset of the COVID pandemic in March 2020. During the first 6 months of COVID, staff was seconded to City of Vancouver's Emergency Operation Centre in recognition of the profound impacts of COVID on communities experiencing marginalization in the DTES. As part of the EOC response, MMIWG/RWR-assigned staff put into action several *Calls for Justice* (CFJ) and *Red Women Rising* (RWR) report recommendations. Examples include the project management and administrative support for Moccasin Mafia, an Indigenous grass group led by Indigenous women with a focus on women's safety across Vancouver. Moccasin Mafia continue to reach out to Indigenous women in the DTES and other parts of Vancouver.

With the closure of the EOC in August and the return to Departmental supervision, staff focused on analyzing internal strategies, frameworks and policies to assess which recommendations has been enacted and to what extent.

2021 Project Timeline: Phase I

In Phase I, staff examined the recommendations that are relevant to the City of Vancouver and what actions have been taken to implement the recommendations to date.

Activities for Phase I:

- Establish MMIWG Advisory Committee.
- Review reports and identify relevant recommendations to City of Vancouver.

- Assess existing strategies, frameworks and policies to see which recommendations had been enacted.
- Convene Directors/Managers Table:
 - Review of MMIWG and RWR and Educational components;
 - Each Department assesses activities undertaken that align with various recommendations.
- Analysis of data obtained from eleven City departments/organizations.
- External Advisory reviews and provides feedback.
- Phase I update to City Manager and General Managers (November 2021)
- Memo to Council November 2021.

In Phase II, which starts now, staff will examine gaps that arose from Phase I and identify collective opportunities to close gaps in actions.

Phase II Activities:

- Further analysis of data from 11 departments/organizations on actions taken to date.
- In-depth conversations with departments/organizations to further understand implementation and what outcomes were achieved.
- Examining upcoming projects and programs of work to ensure greater alignment with recommendations and measure impacts of outcomes going forward.
- Bringing together of External Advisory and Directors Table to share workplans and discussions.
- Final Report to Council: June 2021.

Calls for Justice and *Red Women Rising* recommendations that most align with City actions and activities were assessed by project staff. Four Pathways to begin City-wide implementation emerged from the recommendations: (1) Learning & Action; (2) Building Relationships; (3) Resources; and (4) Meeting Socio-Economic Needs.

Please see [Appendix B](#) for more detail on the Four Pathways to implementation. While there is substantial work underway, the actions undertaken by departments need to be better integrated across the City to ensure better outcomes for Indigenous women, girls and 2SLGBTQQIA+ Peoples. In order to ensure more cross-departmental integration, the Pathways that have emerged show how various departments within the City can amplify their actions with better coordination and better integration. These Pathways cut across departments and organizations City-wide and will provide direction on how activities can be improved to fully align with the CFJ and RWR.

Phase I Update

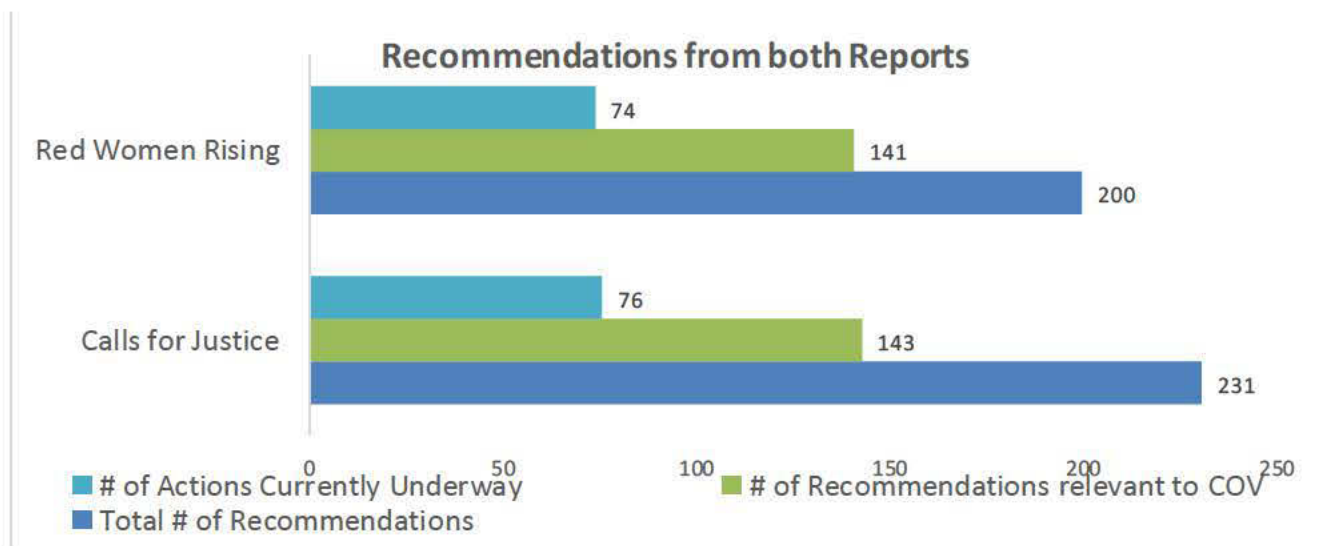
As part of Phase I of work, staff have reviewed each of the 431 recommendations and identified the following themes:

Culture and Tradition	Education	Transportation	Indigenous Economic Wellbeing
Safety and Security	Justice	Housing	Healing and Wellness

These themes were used to examine the City's policies, plans, priorities, and practices. The objective of this examination was to identify actions already underway that support the recommendations and to lay the groundwork to then identify gaps.

Of the 431 recommendations, 284 are relevant to local government. Currently, City departments and related bodies (Parks and Vancouver Public Library) are undertaking work or delivering services that are considered meaningful to the implementation of 150 of these 284 City-related recommendations (See table below). Project staff consider this work underway in support of the implementation of the recommendations.

Many of these actions are being worked on by multiple departments in different ways and are not counted each time the recommendations is worked on but only counted once. Alignment of and prioritization of actions for greater impact is a critical next step that is taking place in the second phase of work.



Specific information about these activities will be provided in the final report to Council in late spring 2022.

While City departments are undertaking significant work related to the *Calls for Justice* and *Red Women Rising*, which is commendable and a strong start, work to date has been siloed and thus do not allow for maximum impact of the action.

Current Engagement Activities

The initial analysis of the CFJ and RWR recommendations were presented to MMIWG Advisory Committee in the spring of 2021. At that time, members requested to see City actions that align with the CFJ and RWR recommendations.

Phase I results were presented to the MMIWG Advisory and to the UIPAC October 2021. The MMIWG Advisory Committee has indicated that they want to have more engagement to understand the actions that the City is planning to undertake. They are concerned that without

deeper engagement with them through this next phase, recommendations will not reflect the voices of Indigenous women on the ground and may not have the impact intended; committee members want to ensure that this will happen. Engaging the staff group with the Advisory Committee in a meaningful way is a critical piece of work for the next phase.

The UIPAC has also made MMIWG a standing agenda item and staff has been and will be able to provide frequent updates and receive feedback on the MMIWG work throughout both phases. Staff also attends, advises, and provides updates to the Union of BC Indian Chiefs (UBCIC) MMIWG Coalition meetings and at the Pacific Association of First Nations Women (PAFNW) Indigenous Women's Council. Staff also attends and supports several MMIWG events that are hosted within the city by community members and groups.

NEXT STEPS

Phase II, which is now underway, will see staff and the Advisory Committee examine how to prioritize and align recommendations to meet community need. Staff will identify potential actions that cut across multiple departments and will work with colleagues to prioritize actions amongst departments and groups. This will ensure a more strategic approach to implementation of any Council approved actions. Phase II will include more consultation with the external advisory, so that we know our actions are having an impact on Indigenous women, girls and 2SLGBTQQA+ Peoples.

Staff will complete the work in the spring with a planned report back to Council in June 2022. The report back will include clear recommendations for City departments and civic bodies on priority actions, where these can benefit from improved alignment, and the resource needs and timelines to achieve them.

Once staff have direction from Council on how to proceed with regard to implementation, staff will ensure there is a process to report back to community in a transparent way on the overall implementation of the recommendations and for community to provide feedback on the effectiveness of the actions taken. The overall aim of such ongoing engagement is to ensure that the actions the City takes to implement the recommendations have meaningful impact in community, specifically Indigenous women, girls and 2SLGBTQQA+ Peoples.

ACTION WHILE PLANNING RECOMMENDATIONS FOR 2022 BUDGET

While the work to develop recommendations are underway and will not be completed until late spring 2022, women continue to go missing on a regular basis. Accordingly, staff have included in the 2022 Budget process, consideration for \$300,000 to support two initial activities: (1) a grant to Moccasin Mafia to Watari and (2) funding to support Indigenous-led organizations to hold events to mark days of recognition for the MMIWG Calls for Justice. These two recommended Action while Planning investments align with CFJ and RWR recommendations related to Safety and Security and Education, respectively.

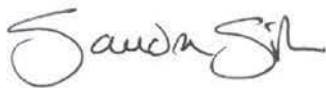
Further, on December 8, staff will present to Council for consideration the first phase of a Vancouver Social Infrastructure Strategy, titled *Spaces to Thrive*. The purpose of *Spaces to Thrive* is to create the City's first social infrastructure plan that will provide transparency to residents on needs, priorities for investment, targets and implementation plans. Staff identified opportunities to respond to the *Calls for Justice* as part of *Spaces to Thrive* in advance of the

report back on the full analysis of the CFJ and RWR recommendations as these relate to social infrastructure. Further details are included in the *Spaces to Thrive* report.

FINAL REMARKS

The work to develop responses to the MMIWG Calls for Justice and RWR recommendations is expansive given how far-reaching and foundational the systems are that have created the significant inequities and danger experienced by Indigenous women. The careful review of the 284 collective recommendations that apply to local government requires time and staff appreciate Council's patience as they work internally with City colleagues across departments and with community members to ensure that the recommendations that will eventually be brought to Council are meaningful and impactful.

If Council has any further questions or needs additional information, please feel free to contact Sandra Singh directly at sandra.singh@vancouver.ca.

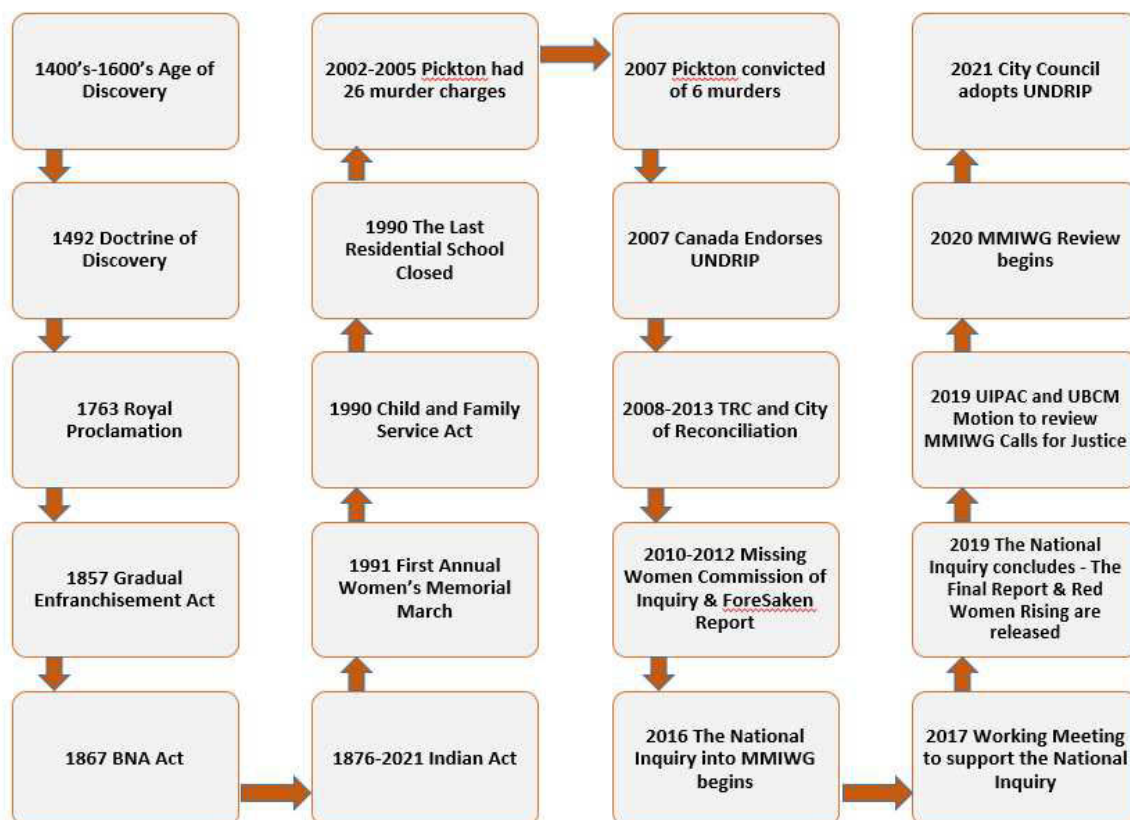


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APPENDIX A

This timeline¹ demonstrates key events and actions leading to genocide and violence of Indigenous women, girls, and 2SLGBTQQIA+ Peoples. As the timeline moves into present day actions taken by Indigenous Peoples and Governments to raise awareness and address these harms will be identified.

This review of history will be very limited, but placing this work within historic context is necessary to the context of why Indigenous women, girls and 2SLGBTQQIA+ Peoples are missing and murdered. The past cannot be overlooked when attempting to implement transformational practices for the future or we risk – at least – ineffectual actions that waste resources and time and that – at worst – create or perpetuate harm. Learning more about key events and key actions that *Calls for Justice* (CFJ) report refers to as, “physical, cultural, and biological” harms to Indigenous Peoples, is an alignment with several *Calls for Justice & Red Women Rising* (RWR) recommendations which call for improved awareness of historical context.



Indigenous Sovereignty

Indigenous Peoples including First Nations and Inuit peoples governed and thrived on the lands now known as Canada since time immemorial. Colonization drastically disrupted the self-determined lives and cultures of Indigenous Peoples across Canada. The Métis are a nation of

¹ Each section header is hyperlinked for further reading and citation

peoples with their own languages and creation stories that stem from the marriages of European men (usually French-Canadian, Scots and Orcadian) and Indigenous women (usually Cree, Saulteaux and Dene). Métis is not just about having ancestry that is Indigenous it relates to a community of people who self-identify as being Métis and recognizes that their ancestors made a political decision to identify as Métis based on shared histories and culture.

The Age of Discovery

The years between the early 1400s and the early 1600s are referred to as the 'Age of Discovery'. Early European explorers were funded by European Crowns to discover and colonize lands for the purpose of creating and maintaining wealth. One of the key events in the age of discovery was the "discovery" of the "new world" by European explorers, otherwise known today as North and South America.

Doctrine of Discovery

In order to lay claim to the "new world". A Papal Bull known as the Doctrine of Discovery was passed in 1492. This Papal gave Christian explorers the right to lay claim to the lands they discovered that were not inhabited already by Christians. If the original inhabitants could be converted they might be spared if not they would be enslaved or killed. The Doctrine with its intent to destroy lives and steal the lands of "uncivilized" Peoples gave birth to the ongoing colonization, extinguishment and assimilation of Indigenous Peoples and homelands today.

1400-1600 Fur Trade

The Fur Trade was an exchange between Indigenous Peoples and Europeans. The Indigenous Peoples traded furs for goods such as tools and weapons. Beaver fur, which was used in Europe to make felt hats, became the most valuable of these furs. With the assistance of Indigenous hunters in the fur trade, exports of furs to Europe generated huge profits for a relatively small expense.

Indigenous women including Metis women played a very important part in the fur trade. From creating and strengthening relationships between the European and Indigenous men, to helping navigate, dressing furs, even cooking and setting up camps, Indigenous women had played a big role in the success of fur trade.

As colonies grew and European conflicts spread to North America, both French and British colonial and military leaders began to depend heavily upon their new Indigenous allies for help in defending their colonies and attacking their enemies.

1763 Royal Proclamation

After a seven year war with France the British Crown created the Royal Proclamation 1763 to appease Indigenous Peoples who supported British efforts. The Royal Proclamation established strict procedures for British territorial expansion in North America. At this time colonialists had yet to "discover" what is now known as British Columbia. Due to this many argued that the Royal Proclamation did not apply to British Columbia.

1840 Bagot Commission Report

Under a commission led by Sir Robert Bagot, recommendations were made to control "Indian Affairs" through the assimilation and education of "Indian" children. The Bagot Commission report proposed that separating "Indian" children from their parents was the best way to assimilate them into Euro-Canadian culture. This was a clear plan of colonial control.

1857 Gradual Civilization Act

Two key documents currently still being used to carry out the intent of Doctrine of Discovery are the 1857 Gradual Civilization Act, and the British North American Act of the 1867. The Gradual Civilization Act sought to assimilate Indigenous people into Canadian settler society by encouraging enfranchisement. In this sense the act was a failure, as only one person voluntarily enfranchised.

1867 British North American Act

The BNA Act stated that the federal government had jurisdiction over “Indians and Lands reserved for Indians.” It was created to carry out the colonization of Indigenous homelands and further assimilation of Indigenous Peoples. Non-Indigenous settlement of what is now Canada expanded as the British gained control of French colonies and the Dominion of Canada was formed in 1867. Newcomers began occupying the traditional territories of Indigenous Peoples in increasing numbers.

1876 Indian Act

The Indian Act 1876 is the result of the 1857 Gradual Civilization Act and the BNA Act 1867. The Indian Act is one of the most discriminatory and violent acts committed against Indigenous women and 2SLGBTQQIA+ Peoples. Although, there have been various revisions since the onset of its creation, the underlying intent to subjugate and decimate the lives of Indigenous women and 2SLGBTQQIA+ Peoples is embodied within the act and is still in effect today.

The Indian Act authorizes the Canadian federal government to regulate and administer in the governance and day-to-day lives of registered “Indians” and reserve communities.

Reserve System

Under the Indian Act, an Indian Reserve is land held by the Crown “for the use and benefit of the respective bands for which they were set apart” under treaties or other agreements. Many First Nations (Indian Bands) include several separate portions of land as their reserve.

A reserve is not to be confused with a First Nation’s traditional territory. Sometimes reserves were located on Indigenous traditional territories but might only included a small portion of their territories. Often times “reserves” were located away from Indigenous Peoples traditional territories. Indian Agents were given full authority to administer laws and “Indians” were only allowed off the reserve if they had a pass given by the said Indian Agent.

Reserves are governed by the Indian Act, and residence on a reserve is governed by band councils as well as the federal government. The band council is a colonial governance structure imposed on Indigenous Peoples by the Indian Act.

Gendered Violence in the Indian Act

The Indian Act has been highly critiqued for its gender bias as another means of terminating ones’ Indian status, thus excluding women from their rights. A woman’s status was entirely dependent on their husband. As is explicitly stated in Section 12 (1) (b) of the Indian Act, “a woman who married a person who is not an Indian... [is] not entitled to be registered.” This also applied to her children and grandchildren. The woman would lose her status, and with it, she would lose treaty benefits, health benefits, the right to live on her reserve, the right to inherit her family property, and even the right to be buried on the reserve with her ancestors. This section was amended in 1982.

Residential Schools

For more than two hundred years, from the early 1600s to the 1800s, religious orders run mission schools for Indigenous children — the precursors to the Government of Canada's residential school system.

Although the last Indian residential school which was located in Saskatchewan, closed in 1996, the intergenerational trauma passed on by each survivor and their parents is still being felt today. It has been recorded that there are more Indigenous children in foster care than at the height of residential school. Each Indigenous mother with a child in foster care is a direct outcome from residential schools and the Indian Act.

What is presented in this timeline is the truth and what we are doing with the MMIWG2S work is to motivate the settler population to reconcile the violence and deaths that have been and still being committed against Indigenous Peoples, in particular Indigenous women.

The last residential school was closed in 1996 in Saskatchewan.

Section 88

Provincial laws of general applicability were first imposed on First Nations in 1951 when a number of revisions to include Section 88 into Indian Act Section 88 of the Indian Act provides that a provincial law of general application, subject to certain restrictions, is applicable to First Nations people living within any province, regardless of the federal government's constitutional responsibilities. Section 88 essentially provides provinces with the legal capacity to administer provincial child and family services to people outside their constitutional jurisdiction.

The extension of provincial child welfare jurisdiction on reserve is viewed by many as another attempt at cultural genocide, which continues to contribute to the destruction of Indigenous cultures.

1992 1st Annual Women's Memorial March

For so long Indigenous communities had been looking for their loved ones and were not seeing support from the justice system. In February 14th 1992 the first Annual Women's Memorial March held place. Elder Reta Blind, the late Harriet Nahanee, Skundaal and Carol Martin had marched through the streets to raise awareness on the violence against Indigenous women and Two-Spirit Peoples and how they were strategically targeted by law, policy, services, and through public interaction, and that nothing was being done about it.

2002-2007 Willy Pickton Trial

Between 1978 and 2001, at least 65 women disappeared from Vancouver's Downtown Eastside. Robert Pickton, who operated a pig farm in nearby Port Coquitlam, was charged with murdering 26 of the women. He was convicted on 6 charges and sentenced to life in prison.

One example of systemic and structural racism is found within the investigation of murders Pickton committed at his farm in Coquitlam BC. Women had been going missing at alarming rates and people had come forward to say they that he was involved. Their concerns were not followed up with in a thorough manner. Although Pickton was arrested in 2002 for 26 murders

and charged with 6 of them in 2007, many systemic and structural barriers were identified within the trial such as inaction of police and RCMP.

2008-2015 The National Truth and Reconciliation Commission

The Truth and Reconciliation Commission of Canada was a truth and reconciliation commission active in Canada from 2008 to 2015, organized by the parties of the Indian Residential Schools Settlement Agreement.

June 2013-June 2014 Year of Reconciliation

This year-long initiative was created as a way to mend the past, build shared understanding, and create a legacy for meaningful change in society. The initiative included a series of gatherings, intercultural dialogue and storytelling workshops, public education, and cultural and arts programs

2014 City of Reconciliation

The City of Vancouver was designated a City of Reconciliation when the framework was adopted by Council on July 8, 2014.

2016 Canada adopted UNDRIP

The United Nations Declaration on the Rights of Indigenous Peoples provides a road map to advance lasting reconciliation with Indigenous peoples. It shows that further steps must be taken to respect, recognize and protect the human rights of Indigenous Peoples and to address the wrongs of the past. In 2016, the Government of Canada endorsed the Declaration without qualification and committed to its full and effective implementation.

2010 Missing Women Commission of Inquiry

The Lieutenant Governor in Council issued an Order in Council establishing the Missing Women Commission of Inquiry to evaluate the response of law enforcement to reports of missing and murdered women.

2012 The Foresaken Report from the Missing Women Commission of Inquiry

The Report concluded that years of inadequate and failed police investigations allowed Pickton to prey undetected for years on women in the sex trade on Vancouver's troubled Downtown Eastside.

2016-2019 The National Inquiry into Missing Murdered Indigenous Women and Girls

The Federal Government launched a national inquiry into missing and murdered Indigenous women and girls, independent from the federal government. The commissioners were mandated to examine the underlying historical, social, economic, institutional and cultural factors that contribute to the violence. As well as examine practices, policies and institutions such as policing, child welfare, coroners and other government policies/ practices or social/economic conditions. And to examine and report on institutional policies and practices that have been put in place as a response to violence, including those that have been effective in reducing violence and increasing the safety of Indigenous women and girls.

The Inquiry looked at systemic changes in these areas:

- Poverty
- Inadequate housing
- Inadequate health care

- Lack of access to safe transportation
- Inadequate access to legal aid to enforce fundamental rights
- Over-criminalization and over-incarceration
- Ongoing structural discrimination within child protection systems
- Policing
- Racism
- Discrimination
- Systemic predominance of male leadership at the expense of women leadership
- Systematic de-funding of women's and Indigenous women's organizations

2017 Working Meeting to Support The National Inquiry into MMIWG

In 2017 the City held a working meeting motioned by the Urban Indigenous Peoples Advisory Committee to support the National Inquiry. This working meeting identified ways that the City could support families and survivors of MMIWG2S.

2019 UIPAC and 2019 UBCM Motion for City staff to review CFJ

Recognizing the need to authentically and meaningfully respond to the MMIWG Calls for Justice and the RWR Report recommendations is a key reflection of the ongoing commitments established in the City's commitment to reconciliation with Indigenous Peoples. In anticipation of the release of the MMIWG Final Report in June of 2019, the City Manager approved funding to advance this work in the spring of 2019.

2019 Reclaiming Power and Place: The Final Report of the National Inquiry into MMIWG

The National Inquiry's Final Report reveals that persistent and deliberate human and Indigenous rights violations and abuses are the root cause behind Canada's staggering rates of violence against Indigenous women, girls and 2SLGBTQQIA+ people. The two volume report calls for transformative legal and social changes to resolve the crisis that has devastated Indigenous communities across the country.

2019 Red Women Rising Report: Indigenous Women Survivors in Vancouver's Downtown Eastside

The Downtown Eastside Women's Centre (DEWC) released *Red Women Rising: Indigenous Women Survivors in Vancouver's Downtown Eastside* based on the lived experience, leadership, and expertise of Indigenous survivors. This comprehensive report is the culmination of a participatory process with 113 Indigenous women and 15 non-Indigenous women regarding the National Inquiry into Missing and Murdered Indigenous Women and Girls.

APPENDIX B - PathWays

Pathway :1 Learning & Action

This pathway is focused on increased training for City staff to raise awareness and deepen understanding on the systemic issues that inhibit effective engagement of Indigenous women, girls and 2SLGBTQQIA+ Peoples. It also includes data that is collected, how that data is used to drive decisions within departments, and how reflective this data is of what is happening in community.

Current Activities

Most departments are implementing staff training to raise awareness and deepen understanding on the systemic issues that inhibit effective engagement of Indigenous communities. The linkage of this training (learning) to how it impacts decisions (action) is the next step and can be part of phase 2 of this project.

An Example is the Women's Legacy Project and how it is guided by Indigenous women experts. The project also includes an education component for City staff.

Identified Gaps

- Lack of consistent training across the City that ensures everyone has the same knowledge;
- No identified training with a gendered lens and focus on Indigenous women, girls and Two-Spirit people;
- Most of the training is not followed by how this training should/will impact the work the employee is doing – lack of connection to implementation;
- Phase 2 will examine these in greater detail and examine how to turn knowledge into action.

Emerging Practices

City staff are expanding their learning on Indigenous histories including Indigenous women, girls and Two-Spirit, and showing up to do the work in the Legacy Project Steering committee.

A Keiltsuk, Nisga'a and Haisla Nation and Legacy Project Steering Committee member provided a comment and feedback on her experience on the Legacy Steering Committee, which demonstrates the effectiveness of this emerging practice and impact on Indigenous women:

"It has felt like a safe and inclusive process and I've enjoyed the honesty. For me personally, it has brought up a lot of experiences in housing that are often not spoken about. I remember thinking to myself, I have to do my research about the bylaws and who the people are, and also being very fearful because I was under represented and not being able to speak about where I was coming from made me feel very small. Now I ask, where is the work that you've done to understand our history and where we as Indigenous are coming from. People are just starting to do that work. The amount of work we need to do to show up to other's meetings is huge, this project is showing the City's willingness to show up and do that work."

– Barbara Lawson-Swain Heiltsuk, Nisga'a and Haisla Nations

Pathway 2: Building Relationships

This pathway is focused on building solid, reciprocal relationships with Indigenous staff and Indigenous communities. Every department is doing some form of engagement and often relies on Indigenous staff for building relationships with Indigenous communities.

Current Activities

Examples are that often City events will include an opening from an elder and/or territorial welcome from host nations. Many City staff are working on their territorial acknowledgements. As well City staff are updating and consulting with UIPAC on projects and plans that align with UIPAC.

Identified Gaps

- City staff are wondering if they are headed in right direction and require feedback;
- Actions being done by departments are not coordinated and therefore impacts are not coordinated and may actually contradict each other;
- Often engagement is done at the end of the project to confirm and update rather than people leading the work or designing the process;
- Most of the current engagement strategies lack cultural safety;
- Need to move from engagement to relationships that are based on listening, hearing, and respect as identified in the City of Reconciliation Goals.

Emerging Practices

The City received constructive feedback from UIPAC it led to working meetings between UIPAC members, the ACCS General Manager and Social Policy Director and staff. Three meetings were held with identified actions to deliver on the concerns raised.

Pathway 3: Meeting Socio-Economic Needs

This pathway focuses on how the City prioritizes meeting the needs of Indigenous communities especially Indigenous women, girls, and Two-Spirit Peoples. Many departments are doing some work in meeting the needs of Indigenous community in some way.

Current Activities:

Examples are the washroom trailers that came out of the Emergency Operation Centre as part of what community identified as a need. Another example is that communities need space to hang posters etc. to raise awareness of MMIWG and staff from ACCS and Engineering have discussed and will be implemented changes to postering for missing women and also are working to identify places for banners. As well as staff's support of Moccasin Mafia administration, funding and project management from 2020-2021 are actions that align with the CFJ and recommendations.

Identified Gaps:

- Most of this work is not led by or driven by Indigenous community's self-identified needs;
- Indigenous community is often consulted by in the later stages of the project where there is little influence that they can have;
- Most interventions are one time solutions and do not directly address systemic issues and barriers;
- Most of the interventions that are within the City's jurisdiction do not have direct impact on Indigenous communities specifically preventing violence against Indigenous women, girls, and Two-Spirit peoples.

Emerging Practices

- The City is seeking information on dates of importance that may result specifically in increased posters/signage etc. in the community so that crews can be aware ahead of time and ensure posters/signage are not removed.
- As well, the flexible support and funding of peer work that came out of the City's Covid Emergency Response for Moccasin Mafia provides resources for community-led responses to support evolving needs at their discretion. This action is aligned with the CFJ to fund already successful grass roots initiatives.

Pathway 4: Resources

Most departments are seeking advice from Indigenous community including Indigenous women, girls, and 2SLGBTQQIA+ Peoples and Indigenous staff to support their departments work. This pathway includes how Indigenous peoples are hired, retained, and consulted by city departments as well as how budgets are allocated.

Current Activities

An example is how staff works with the MMIWG Advisory Committee. Each committee member are paid as consultants and staff has created and maintained relationships with the members in various ways. An important way to connect with community is by attending and supporting community led events. Community engagement is essential in hearing background context needed to advocate for the community to receive the support they need to meet their needs. Having conversations with community helps to examining what is needed to fully implement the recommendations.

Identified Gaps

- Often Indigenous employees are the only one in their department and shoulder the responsibility for a significant amount of work;
- This model shifts responsibility from everyone to understand and learn and implement differently to the Indigenous planner;
- There is very little money and stability attached to these items;
- The City needs to change the way we budget to focus more on projects that effectively serve or are led by Indigenous communities.

Emerging Practices

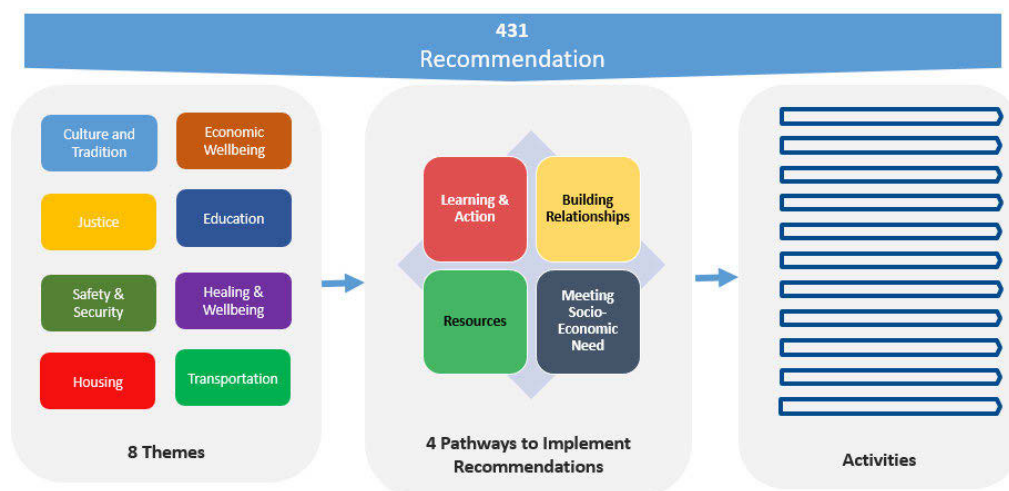
The ongoing funding and providing of space to run the Sa'aust Centre is an important service investment by the City. The process to create it was also community-led: the MMIWG Advisory Committee was hired and paid as consultants for their expertise to support the City in their response to MMIWG.

Applying the Themes and Pathways to City Work

Below is an example of how the 8 themes and 4 pathways work, using recommendation 1.9 as an example: *"...Call upon all govt to develop laws, policies, and public education campaigns to challenge the acceptance & normalization of violence."*

The themes that correlate to this CFJ are (1) Justice; (2) Safety & Security; and (3) Education. The Four pathways will be applied and the activities underway are:

- Grant funding recommendations for ant violence groups;
- HR has an anti-violence policy;
- Communications Department has a communication strategy for the 16 days of violence;
- UN Safe Cities for Women and Girls scoping study is underway and recommendations will arise from this study;
- Cultural Services is using art to challenge social norms on violence through support of several organizations and projects.



Ex. **Recommendation 1.9**

Call upon all govt to develop laws, policies, and public education campaigns to challenge the acceptance & normalization of violence

