

Corporate Report

DEPARTMENT/ DIVISION	City Manager's Office - Corporate Strategic Services	REPORT NO.	R 108/2019
DATE PREPARED	05/06/2019	FILE NO.	
MEETING DATE	06/24/2019 (mm/dd/yyyy)		
SUBJECT	Third Annual Report Responding to Seven Youth Inquest		

RECOMMENDATION

With respect to Corporate Report No. R 108/2019 (City Manager's Office - Corporate Strategic Services), we recommend that the Third Annual Report as described in Attachments A, B, and C be approved and submitted to the Ontario Chief Coroner;

AND THAT any necessary by-laws be presented to City Council for ratification.

EXECUTIVE SUMMARY

The Inquest into the Deaths of Seven First Nations Youth (the "Inquest") concluded on June 28, 2016 when the Jury rendered its verdict. The Jury issued 145 recommendations including 31 directed to the City (among other parties to the Inquest).

While the recommendations are not legally binding, the Inquest's main purpose was to prevent future deaths of First Nations youth who must live away from their home communities to attend high school in Thunder Bay.

The recommendations are aimed at improving or implementing programs within the City of Thunder Bay with respect to its physical, social and cultural infrastructure so that everyone coming to Thunder Bay is:

- treated equitably;
- included and engaged;
- safe; and
- able to access opportunities to succeed.

The City of Thunder Bay had standing at the Inquest and has responded to the Jury's recommendations. Highlights of efforts to date can be found below under the heading Highlights of Efforts to Date.

DISCUSSION

The Inquest into the Deaths of Seven First Nations Youth (the “Inquest”) concluded on June 28, 2016 when the Jury rendered its verdict. The Jury issued 145 recommendations including 31 directed to the City (among other parties to the Inquest).

A complete copy of the Jury’s verdict and recommendations was sent to the Mayor and Members of Council via email from the Director – Corporate Strategic Services on June 28, 2016.

The Inquest, which began on October 5, 2015, investigated the deaths of seven First Nations youth: Jethro Anderson, Reggie Bushie, Robyn Harper, Kyle Morrissette, Paul Panacheese, Curran Strang, and Jordan Wabasse.

In a letter (November 3, 2016), Ontario Chief Coroner Dirk Huyer, MD, explained that the purpose of an Inquest is to “look for lessons that can be learned from the deaths that may contribute to a safer future for the living. Juries often make recommendations based on these learned lessons and, while they are not binding, it is hoped that implemented recommendations will prevent future deaths in similar circumstances.”

The Chief Coroner requested response by the anniversary of the Inquest – June 28, 2017. He further wrote: “We trust they (the recommendations) will be given careful consideration for implementation and, if not implemented, that your organization provides an explanation.”

On January 18, 2017, the Chief Coroner was advised by the City Manager that the Director of Corporate Strategic Services is the member of the City’s Executive Management Team who is leading the City’s response to the Inquest.

Recommendations Directed to the City of Thunder Bay

This Report is intended to provide an overview of actions being undertaken in response to the 31 recommendations directed to the City among other parties and the steps Administration is taking as detailed in Attachment A – City of Thunder Bay Third Annual Report Responding to the Seven Youth Inquest at June 24, 2019.

This Chart (Attachment A) provides a high level outline of actions that have been undertaken in response to the recommendations directed to the City and provide the following information:

- Recommendation number as identified in the Jury’s verdict;
- High level description of the recommendation;
- Parties to the Inquest named on the recommendation;
- Actions City Administration is undertaking; and
- Information on current status.

The recommendations are aimed at improving or implementing programs within the City of Thunder Bay with respect to its physical, social and cultural infrastructure so that everyone coming to Thunder Bay is:

- treated equitably;
- included and engaged;
- safe; and
- able to access opportunities to succeed.

Guiding Statements

Wherever the recommendation is directed to the City and other partners, the first step was to meet with the parties to discuss the approach in keeping with the intent of the Guiding Statements.

Recommendation 7 from the Jury states that, in moving forward with any initiatives that respond to the Inquest recommendations, the parties should be guided by the following:

- All of the Treaty Partners, including Indigenous communities and governments, Canada and Ontario, must respect the treaty rights of others and work together towards fulfilling treaty obligation;
- First Nations governments exercise inherent control over their education systems;
- First Nation communities seek to have a greater responsibility to govern their own spiritual, cultural, social, and economic affairs;
- Without the improvements of conditions in First Nations reserve communities, a gap in education outcomes between Indigenous and non-Indigenous students will remain;
- Canada should support individual First Nations communities as they develop local solutions to the effects of colonial policy; and
- In order to ensure timely delivery of publicly funded services to First Nations children, where jurisdictional divisions or disputes within or between governments threaten to delay or impede the provision of services, Jordan's Principle* should apply.

**Child first principle intended to ensure that First Nations children do not experience delay, denial or disruption of services that are normally available to all other children. A members motion (M-296) endorsing the adoption of Jordan's Principle was unanimously passed in the House of Commons in 2007. Truth and Reconciliation Commission Call to Action 3 states: We call upon all levels of government to fully implement Jordan's Principle.*

Locally, Nishnawbe Aski Nation (NAN), through the Office of Grand Chief Alvin Fiddler, and City of Thunder Bay – City Council, have provided the political leadership to bring together the parties at a number of different tables to review and discuss various recommendations.

On August 1, 2017, Fort William First Nation, the City of Thunder Bay and Nishnawbe Aski Nation signed a Statement of Commitment to First Nation Youth and Families. The City's

response to the Seven Youth Inquest continues to be informed by that Commitment, which recognizes, among other statements, that “the safety and well-being of First Nation students attending high school in Thunder Bay is a priority and demands immediate action.”

Highlights of Efforts to Date

Implementation of the City’s response to the Seven Youth Inquest is being undertaken by an internal team led by the Director of Corporate Strategic Services, the City Clerk who manages the Aboriginal Liaison Office, and the Director of Recreation & Culture. The internal team also includes the Director of Human Resources & Corporate Safety and the Supervisor – Staffing, Development & Support Services; the Manager of Transit; Program Supervisor – Children and Youth; Coordinator – Planning, Projects & Development (Community Services); the Aboriginal Liaison; the Crime Prevention Council Coordinator; the Thunder Bay Drug Strategy Coordinator; and Legal Services.

With the agreement of partners, the City of Thunder Bay has led working groups and meetings regarding a number of recommendations such as Recommendation 49 (one-on-one meetings with education partners), Recommendation 100 (youth partners’ forum), Recommendation 112 (racially-motivated incidents), Recommendation 115 (watercourse / river safety audit) and Recommendation 116 (public awareness). In other cases, the City has participated in working groups and meetings called by other partners responding to the Inquest such as Ontario Recommendation 78 (coordination of services), and Recommendation 91 (missing person investigations and searches).

In addition to activities described in the First Annual Report R61/2017 (Corporate Strategic Services) and Second Annual Report R82/2018 (Corporate Strategic Services), Attachment A to this Report provides an update on the status of all 31 recommendations directed to the City among other parties.

Of the 31 recommendations directed to the City:

- 25 recommendations could reasonably be expected to be implemented in one to two years (short-term). Of those:
 - 20 have been implemented
 - 1 alternate recommendation has been implemented
 - 4 already had the content or intent of recommendation in place.

- 6 recommendations could reasonably be expected to be implemented in two to four years (medium-term). Of those:
 - 1 is implemented (#75)
 - 5 are at various stages of implementation (#110, #112, #114, #116, #139)

Specific highlights of efforts to date include:

- Met one-on-one with representatives of the education sector to discuss outreach and orientation of students who are new to Thunder Bay. A broad range of City functions, with coordination from the Aboriginal Liaison Office, participate in annual orientation events and activities each semester.
- Youth Inclusion Program (YIP). Funding for five years (\$5.6 million) approved by Public Safety Canada. The YIP is being jointly implemented through Community Services and Corporate Strategic Services. The YIP will address youth safety, youth crime reduction and well-being, through youth engagement/participation in recreational, pro-social and cultural opportunities, with a focus on providing positive role models and mentors to Indigenous youth attending school in Thunder Bay. A Program Manager was hired in January 2019. Two Youth Navigators, two Program Supervisors and two Coordinators have also been hired and the framework for the YIP is being established. Youth programming began in June 2019. A third-party evaluator has been hired to conduct a comprehensive evaluation of the program over five years. Additional information is provided in Attachment B to this Report.
- Joined Wake the Giant Initiative. Mayor Mauro brought a memo to City Council on June 4, 2019 recommending the City join the movement, endorsing its objectives and displaying the decals in City of Thunder Bay facilities. Community Services awarded a \$10,000 Event Development Grant to support the Wake the Giant music festival. Corporate Strategic Services and the Youth Inclusion Program will provide additional support to the Wake the Giant movement to enhance cultural awareness and education efforts.
- Hosted a Youth Partners Forum (January, 2017) to explore coordination of city-wide youth recreation programming;
- Developed and launched a Youth Opportunities TBay Facebook page in February, 2017 for community groups to share opportunities and supports for youth;
- Promoted P.R.O Kids, a non-profit charitable organization dedicated to helping economically disadvantaged children and youth access community recreation activities, to increase applications from Indigenous service organizations and families;
- Approved a grant in January 2017 for a sports equipment lending library hosted by Matawa Learning Centre that would be open to all First Nations youth attending school in Thunder Bay;

- Developed a process for tracking Indigenous youth applications and hires, effective July 1, 2018, as part of the Corporation's Employment Equity efforts.
- Reproduced the Declaration of Commitment to Urban Aboriginal People for posting in all City buildings (45 locations) and initiated process to read Declaration at Council's Committee of the Whole meeting closest to National Aboriginal Day, most recently June 18, 2018.
- Created an Anti-Racism resources section on the City website (www.thunderbay.ca/antiracism);
- Launched the Incident Reporting and Referral Service Pilot Program for people who have experienced or witnessed acts of racism in the community. People wishing to report incidents are able to speak to trained staff who will listen to their story and provide referrals to services. A researcher was hired to analyse the data and prepared a report on the first year of implementation. Funding for the Program was extended into 2019.
- In May 2017 conducted Crime Prevention Through Environmental Design training and audits of watercourse / river areas known to be frequented by youth, with 50 participants from all named parties. Recommendations were made to increase safety and security. Actions to date include:
 - lightning enhancements along prioritized river areas
 - removal of overgrown vegetation/ongoing maintenance plan
 - establishment of Project Floodway/TBPS river patrols
 - removal of graffiti
 - increased event programming at the river locations including Jane's Walks at Vickers Creek, clean-ups all locations
 - increased river patrols by on-call staff from schools
 - Nibii Mamowechitiwin Youth Event, September 2018- recognizing the significance of water to Indigenous Culture. Over 150 youth participated, along with elders and representatives from all named parties.
 - direct linkage to North West Community Mobilization Network to address situations of acutely elevated risk
- Implemented a First Nation Secondary School Pass (FNSSP) Pilot Program for the 2017-2018 school year. This subsidized pass is meant to help overcome barriers faced by students who come to Thunder Bay from northern communities with respect to transportation issues to and from school, as well as when accessing City programs and recreational service opportunities. In 2017, 236 students were involved in the program. The

FNSSP Pilot Program was extended for the 2018-2019 school term to provide additional time to assess the program's effectiveness and costs. In 2018-2019, 328 students were involved in the program. As part of the 2020 budget, the program will be recommended to continue for the 2019-2020 school term. An internal review of the Transit Division's Fare and Revenue Strategy is underway and Administration will be providing a separate report to City Council later in 2019 that will include recommendations for all discounted fare pass programs.

- Granted the former Grandview Lodge building and property to Matawa First Nations Management. This grant helped Matawa achieve its dream of developing a Student Education and Care Centre, which opened in September 2018.
- Provided funding for the filming of a documentary video *Chi Pi Kaaki Too Yang – Coming Together to Talk*, a youth-led project by Thunderstone Pictures. In April 2019, City staff helped coordinate a community event for over 200 Thunder Bay youth to screen the film and have youth-facilitated conversations about racism, reconciliation, challenges faced by youth, misconceptions/stereotypes, and recommendations for moving forward.
- Redeveloped staff Aboriginal/Indigenous Cultural Awareness training programs to enhance the current training curriculum and include skills-based training related to intercultural competency, conflict resolution, human rights and anti-racism. The training program will launch in the fall of 2019, and will include a mandatory three-hour training session for all current City staff and all new City staff. A six-hour training session will be delivered to all front-line/customer-facing staff.
- Facilitated development of the *Am I Missing* public awareness campaign for Recommendation 91. Campaign included an educational video, poster and postcards, which have recently been translated into Ojibwe, Ojicree and Cree for distribution to northern communities.
- A submission was made to Smart Cities Challenge for intelligent video surveillance, command centre, and integrated smart city technology network infrastructure. Submission unsuccessful.

Longer-Term Efforts

The Wayfinding Plan was developed to create an integrated system that orients people to their locations and directs them to selected primary destinations. Consultation and engagement sessions were held with Fort William First Nation band council and members. The project team collaborated with Fort William First Nation artists both as an acknowledgement that the

wayfinding system is on the traditional lands of FWFN and as a sign of welcome to the many other First Nation individuals who visit or live in Thunder Bay. The wayfinding materials depict important animals and places featured in Anishinaabe culture, stories and teachings that were considered appropriate by Fort William First Nation's Chief and Council. The sides of the proposed kiosks include words of welcome/Biindigen printed in both English and Ojibwe. The plaques on the front of the kiosks read "You are on the traditional territory of Fort William First Nation, signatory to the Robinson Superior Treaty of 1850.

For the longer term, orientation and outreach, and efforts to address anti-Indigenous racism and further inclusion will remain an ongoing focus.

This work is consistent with the Anti-Racism & Inclusion Accord signed June 19, 2018, by the Chief Executive Officers/Chief Administrative Officers of 11 major organizations in Thunder Bay.

This coalition was led by City Manager Norm Gale with co-chair Ken Ogima, CEO, Fort William First Nation. By signing the Accord, the senior administrative leaders committed their organizations to:

- Address racism against Indigenous and racialized persons by setting short- and long-term goals to meet the recommendations from the Seven Youth Inquest, the National Inquiry into Missing and Murdered Indigenous Women and Girls, and the calls to action from the Truth and Reconciliation Commission of Canada.
- Support an ongoing process of truth & reconciliation throughout the organization and in our community by developing and maintaining respectful relations with Indigenous governments, organizations and individuals.
- Report on goals annually, beginning in June 2019.

In March 2019 four additional organizations joined the coalition, bringing the coalition membership to 15.

The creation of the new position – Manager, Indigenous Relations & Inclusion was approved by City Council in 2018. The Manager, who began her employment with the City on May 27, 2019, will provide strategic advice and direction to strengthen the City's relationship with Indigenous communities and organizations, support the Executive Management Team and other senior management levels on Indigenous affairs and relationships, and lead a corporate team in achieving the City of Thunder Bay's Anti-Racism & Inclusion Accord.

Annual Report Card from Aboriginal Legal Services

On February 19, 2019, Aboriginal Legal Services released their year-two report into Progress made on the 145 recommendations from the Seven Youth Inquest in Thunder Bay. Overall grade

for collective efforts improved from C⁺ after year 1 to B⁺ after year 2. City of Thunder Bay improved from a C⁺ in 2017 to an A⁻ in 2018.

Communications

Subject to Council's approval, this Third Annual Report will be provided to the Office of the Chief Coroner, shared with the public on the City's and NAN's website and provided to our partners. An overview of the City's efforts to respond to the Inquest will be shared through the City's communication channels including the August/September *MyTbay* citizen newsletter and Facebook page.

FINANCIAL IMPLICATION

The 2019 Budget included an allocation of \$120,000 for costs related to the Inquest. In 2019, these funds will allow Administration to continue the First Nation Secondary School Transit Pass, enhance cultural training, continue implementation of the river and watercourse safety audit recommendations, provide contributions to a social media campaign to raise awareness of the challenges faced by youth coming to Thunder Bay from the northern communities for education, and develop a campaign to address racially-motivated incidents.

The 2018 Budget included an expansion of \$168,000 for costs related to the Inquest.

CONCLUSION

It is concluded that the Third Annual Report as described in Attachment A, B and C should be approved for submission to the Ontario Chief Coroner together with the completed Chart of Responses to Jury Recommendations template provided by the Ontario Chief Coroner (Attachment D);

BACKGROUND

The Inquest started on October 5, 2015, and concluded on June 28, 2016. The City was granted standing at the Inquest and provided evidence through a panel presentation by former City Manager Tim Commisso, Karen Lewis, Director – Corporate Strategic Services, John Hannam, City Clerk, and Donna Sippala, Director – Recreation & Culture (Acting).

The City provided evidence with respect to the general operation of the municipality including funding, its Strategic Plans, and its ability to pass by-laws with respect to the economic, social and environmental well-being of the municipality.

Evidence also described programs and initiatives supported by the City including:

- Diversity Thunder Bay

- Thunder Bay Anti-Racism & Respect Committee
- Aboriginal Liaison Strategy
- Elder's Advisory Council
- Thunder Bay Crime Prevention Council
- Thunder Bay Drug Strategy
- Recreation and Facilities Master Plan
- Thunder Bay Youth Strategy
- Respect. Initiative
- P.R.O. Kids
- Children's Charter
- Inspire Thunder Bay Culture Plan

As well, the City gave evidence on initiatives undertaken in response to the goals established by the various City Strategic Plans adopted by City Council over the years including:

- Declaration of Commitment between the City and Urban Aboriginal People
- Declaration of Commitment between the City and Fort William First Nation
- Involvement in orientation and welcoming students coming to Thunder Bay for high school
- Development of the respect. Positive Youth Identity campaign
- Development of options for a youth centre
- Establishment of a youth centre in partnership with Wasaya Group Inc.
- Support of a youth centre within the Thunder Bay Indian Friendship Centre, now known as the Thunder Bay Indigenous Friendship Centre
- Sponsorship of the Fall Feast and Festival of Services
- Short documentary film series "Walk a Mile" curriculum and training
- Aboriginal Youth Development program
- Support for the development of Student Living Centres for students of Dennis Franklin Cromarty High School and Matawa Learning Centre

On June 12, 2017, Committee of the Whole approved the City of Thunder Bay's First Annual Report as contained in Report R61/2017 (Corporate Strategic Services) on the Seven Youth Inquest for submission to the Ontario Chief Coroner.

On June 25, 2018, Committee of the Whole approved the City of Thunder Bay's Second Annual Report as contained in Report 82/2018 (Corporate Strategic Services) on the Seven Youth Inquest for submission to the Ontario Chief Coroner.

REFERENCE MATERIAL ATTACHED:

Attachment A – City of Thunder Bay Third Annual Report on Seven Youth Inquest at June 24, 2019

Attachment B – Update on Youth Inclusion Program

Attachment C – Response to Jury Recommendations to City - Template provided by Ontario Chief Coroner at June 24, 2019

Attachment D – Letter from Ontario Chief Coroner Dirk Huyer, MD, dated November 3, 2016, providing response codes for responses to the recommendations

PREPARED BY: Lee-Ann Chevette – Coordinator, Crime Prevention Council

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER)	DATE:
Norm Gale, City Manager	June 14, 2019