



**City of Kingston
Report to Council
Report Number 20-060**

To:	Mayor and Members of Council
From:	Peter Huigenbos, Commissioner, Business, Environment & Projects
Resource Staff:	Colin Wiginton, Cultural Director, Cultural Services
Date of Meeting:	March 3, 2020
Subject:	Update Report, Engage for Change: #YGK Reconciliation Journey, Phase II Review and Phase III Proposal

Council Strategic Plan Alignment:

Theme: 5. Foster healthy citizens and vibrant spaces

Goal: 5.4 Support the potential for Indigenous cultural space.

Executive Summary:

The purpose of this report is to provide Council with an update regarding the project “Engage for Change: #YGK Reconciliation Journey” that began in 2016. Work on Phase I was completed in 2018 and Council approved a second phase of work to be pursued in 2018 and 2019. Phase II has now been completed and this report outlines what was achieved. This report also presents a series of next steps related to a third and final phase of Engage for Change that includes initiatives to be pursued in 2020 and 2021.

Starting in 2015, with the development of a First Peoples Recognition Statement, Council recognized the need to pursue reconciliation in ways that involve partnering with the Indigenous community to foster communication, trust and understanding in order to build relationships that are sustainable as well as mutually beneficial and that allow for increased agency and self-determination. Through Engage for Change, Council has also continued to offer support to Indigenous-led community programming, engagement initiatives and consultation.

Council’s commitment to reconciliation was captured once again as part of the City of Kingston’s Strategic Plan, 2019-2022. The strategic priority that seeks “to foster healthy citizens and vibrant spaces” also includes a goal to support the potential for an Indigenous cultural space through Engage for Change. Significant progress has been made toward that goal as part of Phase II of

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Engage for Change. City staff have begun to identify sites/spaces within existing City facilities or through a commercial lease that could be made available immediately to the Indigenous community for the purposes of meeting and programming. Viable options will be brought forward at a community meeting for consideration and assessment of suitability. City staff will report back to Council no later than Q4 2020 with the results of the discussions with the community regarding cultural space.

The City of Kingston is home to a diverse group of First Nation, Inuit and Métis peoples who come from many different Nations and communities across Canada. Over the past four years, members of the local Indigenous community have participated in two phases of the Engage for Change, giving direct input into Indigenous initiatives that are supported by the City of Kingston and making recommendations for how the City and the Indigenous community can move forward together in a good way. As Phase II comes to a close, the local Indigenous community in Kingston is calling for symbolic changes that would allow them to see their culture reflected in and around the municipality. The local Indigenous community is also looking for substantial and systemic change that would see the creation of a community cultural centre/gathering space in the long-term as well as the development of formal protocols for working with the Indigenous community as an outcome of Phase III of Engage for Change (see overview tables below).

Overview of Engage for Change, Phases I through III

Phase I (2016-2017)	Phase II (2018-2019)	Phase III (2020-2021)
<ul style="list-style-type: none"> • Facilitate community based educational talking circles • Co-develop with teachers grade 7-8 curriculum • Support Community programs/events • Public Presentations and Community Events • Create Engage for Change blog and video series 	<ul style="list-style-type: none"> • Consult with community around community cultural centre/gathering space • Support community-led programming • Support educational training partnerships • Expand Engage for Change blog to include community information and calendar • Support other City Departments/projects • Support internal process and policy alignment 	<ul style="list-style-type: none"> • Provide interim meeting/gathering space • Support community to build capacity for managing community space • Support community programs/events • Foster cultural inclusion at City Hall • Continue expanding Engage for Change community resources website • Create departmental champions and deploy e-learning • Consult on relationship protocols

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It is also recommended the City of Kingston continue to consult with the Indigenous community during this third phase of work but in ways that bring together the local urban Indigenous community in Kingston with representatives from the host Nations with historic ties to this region. This strategy has itself emerged out of the consultations that have already taken place within the context of Engage for Change, including the need to strengthen relations between the host Nations as the traditional caretakers of these lands with those people who find themselves assuming a caretaker role today as well as those Indigenous persons who call Kingston home but make their land-based connections somewhere else.

Funding for Phase III of Engage for Change is proposed to draw upon previously approved capital budgets. The total budget will include \$65,000 in unspent capital from 2018-2019 and \$100,000 in capital approved as part of the 2020 budget process for a total budget of \$165,000 in 2020. An additional \$50,000 has also been included in the 15 year capital plan to support the completion of this work in 2021, pending approval as part of the 2021 budget process. Staff will report back on the use of this funding, as approved, and will also work to identify and pursue external partnerships, grants and funding opportunities, where possible, to reduce or complement the total municipal investment required.

Recommendation:

That Council continue to strengthen relations with the local urban Indigenous community as well as the host Nations with historic ties to this region through shared activities that support reconciliation at a local level; and

That Council direct staff to continue to work toward developing processes, procedures, policies and protocols that define how Indigenous knowledge is considered and respected within the work of the City of Kingston; and

That Council direct staff to pursue the initiatives that comprise Phase III of Engage for Change: #YGK Reconciliation Journey, as outlined in Report Number 20-060, using capital budgets totaling \$165,000 previously approved as part of the annual budget processes in 2018 and 2020; and

That the Commissioner of Community Services, or the Cultural Director as his/her designate, be authorized to execute any legal agreements as needed related to Engage for Change, under delegated authority, to the satisfaction of the Director of Legal Services, to enable the City of Kingston to work with community organizations to support the initiatives as proposed in Report Number 20-060; and

That Council direct staff to report back no later than Q4 2020 with an update regarding the establishment of an immediate, short-term community-led gathering space and again in Q2 2021 with a status update regarding Phase III of Engage for Change: #YGK Reconciliation Journey.

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Authorizing Signatures:

ORIGINAL SIGNED BY COMMISSIONER

**Peter Huigenbos, Commissioner,
Business, Environment &
Projects**

ORIGINAL SIGNED BY CHIEF
ADMINISTRATIVE OFFICER

**Lanie Hurdle, Chief
Administrative Officer**

Consultation with the following Members of the Corporate Management Team:

Paige Agnew, Commissioner, Community Services	Not required
Brad Joyce, Acting Commissioner, Corporate Services	
Jim Keech, President & CEO, Utilities Kingston	Not required
Desirée Kennedy, Chief Financial Officer & City Treasurer	
Sheila Kidd, Commissioner, Transportation & Public Works	Not required

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Options/Discussion:

In July 2013, Council approved the development of a collaborative commemoration project between the City of Kingston and the Alderville First Nation, located on Rice Lake near Peterborough. The Cultural Services Department has functioned as the lead on this initiative and, as work progressed, questions emerged regarding the current state of relations between the City of Kingston and the local Indigenous community.

The Purposeful Dialogues Report (undertaken as a findings report by the Cultural Services Department in 2015) identified that there is a growing urban Indigenous population in Canada with an estimated 7,000 people in Kingston who publically identify as First Nations, Métis or Inuit. This report, which was previously shared with Council through [Report Number 17-041](#), outlined a series of recommended steps for the City of Kingston to take to strengthen the relationship of the municipality with the local Indigenous community in Kingston.

In 2015, the City of Kingston also partnered with the local Indigenous community to develop a recognition statement appropriate to the Kingston context. This recognition statement was approved by Council through [Report Number 15-264](#) and has been shared at the start of each City Council meeting since that time.

In that same year, the Truth and Reconciliation Commission of Canada released its report that included 94 'Calls to Action' intended to respond to the legacy of residential schools and advance the process of Canadian reconciliation. Shortly thereafter, staff began planning for Canada's Sesquicentennial and it was in that context that the initiative "Engage for Change: #YGK Reconciliation Journey" was developed and approved through [Report Number 16-207](#). The intent of Engage for Change from the outset was to respond to the findings identified as part of the Purposeful Dialogues report and to build on the work the City had completed to date to ensure Indigenous peoples are recognized as a vital part of the Kingston community.

In 2017, the City of Kingston received \$83,600 in funding in support of Engage for Change from the Government of Canada through the Canadian Heritage Celebration & Commemoration Program - Canada 150 Fund. At that juncture, the purpose of the project was to increase cultural competency related to Indigenous issues in Kingston and across Canada and to develop a relationship protocol to guide the City of Kingston in working with the local Indigenous community (see Table 1).

Table 1: Engage for Change, Purpose**Engage for Change: #YGK Reconciliation Journey**

Purpose: Re-frame the relationship between Indigenous and non-Indigenous people in Kingston with the goal of supporting a community that integrates Indigenous Peoples' identities, voice, language and culture, while showcasing the city's contemporary community story in an inclusive historic context.

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The protocol, as proposed, was meant to be brought to Council for consideration and approval in 2018; however, it became clear during the first phase of work related to Engage for Change that the development of a relationship protocol was premature and that there were pressing community needs that need to be addressed. As a result, Engage for Change was transformed from an 18 month initiative to an extended project involving three phases.

Engage for Change, Phase I

What is now considered the first phase of Engage for Change (2016-2017) was reported on through [Report Number 18-091](#). This first phase of work focused on community education through facilitated talking circles, support for Indigenous-led community events and information sharing, as well as support for curriculum development (see Table 2). Participants in the project included both Indigenous and non-Indigenous residents, and this was beneficial but it also emerged that there needed to be more in-depth consultation with the Indigenous community itself regarding the formation of an Indigenous community council/committee as well as the creation of an actionable plan to develop a community-led gathering space. A brief summary of the Phase I initiatives are provided in the sections that follow.

Table 2: Engage for Change, Phase I

Engage for Change: #YGK Reconciliation Journey

Phase I: Increase cultural competency in relation to Indigenous issues in Kingston and across Canada, building what residents know, how residents feel and how well residents put this knowledge into practice.

Outcome: Development of a relationship protocol between the City of Kingston and the local Indigenous community.

Community-Based Talking Circles

A major focus of Phase I of Engage for Change was the facilitation of ten talking circles that involved 315 community members over the course of 2017. Each talking circle was supported by a community partner and provided an opportunity for Kingston residents to learn about Indigenous history, the concept of reconciliation and to offer input into next steps along a shared path of reconciliation. Three Things Consulting Inc. facilitated these talking circles, which were designed with input from community partners and local Indigenous leaders.

Curricular Program, Reconciliation and Residential Schooling

Phase I of Engage for Change included partnerships between the City of Kingston and seven local schools to facilitate a year-long inquiry-based, curricular project on the concept of reconciliation for 227 grade seven and eight students.

Public Presentations and Community Events

Phase I of Engage for Change supported public performances featuring a variety of Indigenous artists from Kingston and beyond as part of the 2016/2017 Grand OnStage program. Through Engage for Change, the City of Kingston also provided support to community events such as the

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Katarokwi Indigenous Community Powwow, First Capital Day, National Indigenous Peoples Day and Canada Day.

Digital Content

The final component of Phase I of Engage for Change was the development of a [project page](#) on the City of Kingston website along with a stand-alone Engage for Change [blog](#) and Engage for Change [video series](#).

Engage for Change, Phase II

As previously outlined, Council approved the expansion of Engage for Change as a multi-phase project that continued into 2018 and 2019. The project continued to focus on several priority community needs:

- the formation of an Indigenous community council/committee to work with the City of Kingston on Indigenous initiatives;
- the development of an actionable plan that would result in the creation of an Indigenous community gathering space;
- continuing support for Indigenous cultural education and engagement initiatives as well as the development of cultural sensitivity training within the City of Kingston itself;
- the provision of Indigenous community information and educational resources to be made available online; and
- sustained funding to support the co-ordination and presentation of Indigenous cultural events and community programming.

Those needs became the primary focus of the engagement work undertaken during Phase II of Engage for Change, with particular attention being paid to consultation with the Indigenous community to define actionable next steps toward the formation of a community council/committee as well as the creation of a community cultural centre or gathering space (see Table 3).

Table 3: Engage for Change, Phase II

Engage for Change: #YGK Reconciliation Journey

Phase II: Make the local Indigenous community itself the focus of the work in order to hear their needs, foster discussion and identify priority areas for action.

Outcome: The City of Kingston to work in partnership with the local Indigenous community in ways that foster trust and understanding to build a sustainable relationship that is mutually beneficial and allows for increased agency and self-determination.

In May 2019, Council approved Kingston's Strategic Plan 2019-2022 that identifies a strategic priority that seeks "to foster healthy citizens and vibrant spaces" and includes a goal to support the potential for an Indigenous cultural space through Engage for Change. The support Council

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has shown was incorporated into the messaging around Phase II of Engage for Change and represented an important expression of Council's commitment and intent.

Engage for Change, Phase II, Financials

The second phase of Engage for Change included eight initiatives that are outlined below in Table 4. This work was supported with funding approved by Council in 2018 that totalled \$200,000, which included unspent Sesquicentennial funding from 2017 along with new commitments from the Working Fund Reserve. As outlined in Table 4, \$135,000 was expended in support of Engage for Change, Phase II and it is being recommended the remaining funding, totalling \$65,000, be carried forward into 2020 to support Engage for Change, Phase III.

Table 4: Engage for Change, Phase II, Initiatives and Financials

Engage for Change: Phase II (2018-2019)	Budget	Funding Source	Projected Actuals 2018-2019
1. Facilitated Engagement and Consultation	\$125,000	Capital Budget, Engage for Change	\$82,000
2. Community-led Programming	\$40,000	Capital Budget, Engage for Change	\$30,000
3. Talking Circle Partnerships	\$20,000	Capital Budget, Engage for Change	\$18,000
7. Cultural Training	\$10,000	Capital Budget, Engage for Change	\$0 (Additional work pending)
8. Internal Process Alignment	\$5,000	Capital Budget, Engage for Change	\$5,000
Total for Engage for Change initiatives	\$200,000		\$135,000
4. Recognition Statement Review	Staff time	Existing operating budgets	n/a
5. City of Kingston Smudge Policy	Staff time	Existing operating budgets	n/a
6. Resources Website	\$25,000	Existing capital budgets, outside Engage for Change	\$2,500 (additional work pending)

As indicated, some of the initiatives have come in under budget and/or require more work to complete. The following sections provide more detailed information about the work done during

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the second phase of Engage for Change, beginning with Initiative #2, Community-led Programming through to Initiative #8, Internal Process Alignment. This is followed by a review of Initiative #1, Facilitated Engagement and Consultation as it draws together aspects of all of the other initiatives and sets the stage for the proposed work to be undertaken in Phase III of the Engage for Change Project.

Initiative #2, Community-led Programming

The City of Kingston committed to providing support, both financial and in-kind, to community-led programming over the course of Engage for Change, Phase II. In total, \$30,590 was distributed to help support 17 Indigenous community-led events. These events reached over 3,800 people and provided opportunities for community education, celebration and ceremony and were made possible in partnership with community organizers as well as not-for-profit community sponsors. The community-led programming supported as part of Engage for Change, Phase II included the following events:

- Kingston National Indigenous Peoples Day, 2018 and 2019
- World's Indigenous Peoples Day, 2018 and 2019
- Busing for the community to attend the annual Tyendinaga Powwow, 2018 and 2019
- Sisters in Spirit Vigil for Missing and Murdered Indigenous Women and Girls, 2018 and 2019
- Katarokwi Indigenous Day of Wellness, 2018 and 2019
- Dia de los Muertos Community Gathering, 2018 and 2019
- Water Walk (Belle Park, Kingston to Tsi Tkerhitoton Park, Tyendinaga), 2019
- Indigenous Languages Research Symposium, 2019
- Prisoner's Justice Day Film Screening and Healing Circle, 2019
- Bi-Weekly Community Drum Circles, November 2019 to June 2020
- Indigenous Languages Research Symposium, 2019

Initiative #3 Talking Circle Partnerships

The intent of the City-led talking circles that formed the backbone of Engage for Change, Phase I was expanded in Phase II to provide additional opportunities for community education and awareness of Indigenous culture, regional and national history and the process and challenges of reconciliation. The funding focused on assisting community groups and partners to secure appropriate Indigenous facilitators and educators and \$17,680 in funding was distributed to support 14 community education events. Those events engaged over 2,400 people and included support for the following:

- Kingston Frontenac Public Library
 - Educational Talking Circle, 2018
- Kingston Canadian Film Festival film screenings
 - 2018, *We Can't make the same mistake twice*
 - 2019, *Falls around her*
- Community Harvest
 - Harvest Day (2018) and Indigenous food teachings (2019)
- Educational Indigenous Showcase, Limestone District School Board and Algonquin & Lakeshore Catholic District School Board, 2019

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- Kingston Writersfest
 - 2019 “Hope Matters” and “Treaties and Ashes: Stories of Indigenous Experience”
- One Roof Youth Services Hub
 - Kairos Blanket Exercise, 2019
- Kingston Indigenous Language Nest & Loving Spoonful
 - Language Nest, January through December 2019

Engage for Change, Phase II also assisted in the development of an Elder/Traditional Knowledge Keeper/Grandmother-in-Residence position in support of the Grand OnStage program. This role, initially created in 2018 and now expanded to a four-year term, positions Grandmother-in-Residence as a resource to share her knowledge and traditional teachings and to offer cultural support to patrons and artists in tandem with the Grand OnStage season. [Grandmother Kathy Brant](#) from Tyendinaga Mohawk Territory was selected by a jury of peers to fulfill this role that will continue until 2021.

Initiative #4, Recognition Statement Review

During Engage for Change, Phase II, staff planned to work with members of the Indigenous community to review the City of Kingston Recognition Statement that is shared at the beginning of each City Council meeting and to collaborate on any revisions that may be deemed necessary by the community. As the formation of community councils and committees was a topic that remained under review in Phase II, staff’s capacity was directed to the larger community consultation and this component was deferred and now forms part of the proposed Phase III work. This remains important legacy work that needs to be done based on what was approved by Council in 2015 through [Report Number 15-264](#) and that included the cultural sensitivity, awareness and safety training the community asked of Council that took place during the recent Special Council Meeting held on January 28, 2020.

Initiative #5, City of Kingston Smudge Policy

Over the course of Engage for Change, Phase II, staff reviewed policies from a number of Ontario-based institutions/organizations that provide examples for how the burning of traditional medicines can be accommodated within public buildings. Discussions have also continued with colleagues in Facilities Management & Construction Services regarding the current limitations of the air handling systems within City facilities as well as costs associated with any potential future consideration toward upgrading those systems. Staff continues to work on the draft policy regarding the use of traditional medicines within City-owned facilities. In the long-term it is intended the policy will identify which City-owned facilities can support the use of traditional medicines as well as to identify which City-owned facilities might be able to accommodate such uses in the future (either in newly built facilities or as part of scheduled renovations). At present, the “large hall” within the Rideau Heights Community Centre and Library is the only City-owned public space that can be booked for this use because of how the air handling systems were designed. The Kingston East Community Centre, currently being developed, also includes plans to provide a similar space. Beyond the City of Kingston proper, there are a few selected sites that currently have spaces where traditional medicines can be used for public meetings, including the Central Branch of the Kingston Frontenac Public Library and some meeting spaces within the Kingston Community Health Centre.

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Initiative #6, Resources Website

During Engage for Change, Phase II, the Engage for Change blog was expanded to include a [community events calendar](#). This calendar, which is currently being beta tested, allows anyone to submit an upcoming Indigenous community event and to provide links to external event pages and/or websites. Currently, the City of Kingston is hosting the Engage for Change blog and community calendar; however, it is expected they will be transferred to the community so they can be managed and maintained by the community as it moves toward the creation of a cultural centre or gathering space.

Initiative #7, Cultural Training

Council received cultural sensitivity, awareness and safety training at a Special Council Meeting held on January 28, 2020. That meeting was organized in response to the commitment Council made at the time the Recognition Statement was approved and, since that time, Council has also endorsed the Ten Common Commitments of the Canadian Coalition of Municipalities Against Racism and Discrimination (CCMARD) through [Report Number 16-026](#) and has also supported efforts to foster a workplace that does not discriminate on the basis of race or any prohibited grounds under the Human Rights Code in Ontario through [Report Number 18-008](#). These initiatives have included providing opportunities for staff training and education on topics of equity, diversity and inclusion and, as part of Engage for Change, Phase II, Council also directed staff to explore options for the implementation of a training module for City staff that would focus on cultural sensitivity, competency and safety training. Initial work has been done with the Human Resources & Organizational Development Department to research the development of an e-Learning course to be shared with staff across the Corporation and it is also being recommended as part of Engage for Change, Phase III, that departmental liaisons be identified within the City of Kingston to support Indigenous-related projects across the Corporation and that these same people be trained to act as facilitators within their respective departments.

Initiative #8, Internal Process Alignment

As Engage for Change has evolved, it has become a respected program and process within the local Indigenous community. The relationship building that has occurred through Phase I and II of Engage for Change has allowed staff from the Cultural Services Department to extend their experiences and to support work happening in other areas and departments within the Corporation. As such, and with a particular focus on building corporate awareness, capacity and community relationships, staff involved in Engage for Change have been able to support projects including the [Belle Park Master Plan](#), the development of way finding signage as part of the implementation of the [Waterfront Master Plan](#), the on-going consultations being led by Housing & Social Services regarding the Early Learning and Child Care Service Plan, as well as offering support to the Third Crossing project in relation to Nation-to-Nation consultations as well as relationship building with the local Indigenous community. The Cultural Services Department also led the formation of an interdepartmental Indigenous Working Group as a mechanism for capturing, aligning and supporting a diverse array of work that is being done across the Corporation that impacts and/or involves the Indigenous community. Staff across the Corporation are increasingly committed to working with the Indigenous community in a variety of ways to foster meaningful engagement and to ensure respectful inclusion in project planning,

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development and delivery as well as continued meaningful participation in City-led events. It is important this alignment continue to evolve and it is anticipated the development of a departmental liaison program alongside cultural training for City staff will support these efforts.

Initiative #1, Facilitated Engagement and Consultation

Central to the success of Engage for Change is the on-going work related to engagement and consultation with the local Indigenous community. As part of [Report Number 18-091](#), Council approved that this work would be led by a third-party facilitator with the skill and experience needed to engage respectfully with the Indigenous community in Kingston. Through [Report Number 18-377](#), Council approved hiring the First Peoples Group to assist with Engage for Change but also with the community engagement around the project 'Your Stories, Our Histories'.

First Peoples Group is a Certified Aboriginal Business with three central areas of expertise: (1) reconciliation, (2) facilitation and (3) training. Building reciprocal relationships between Indigenous and non-Indigenous communities has been a focus of their work. Clients of First Peoples Group have included the International Association for Public Participation (from whom City of Kingston staff have received engagement training), Parks Canada and Canadian Heritage.

The [team from First Peoples Group](#) that has worked with the City of Kingston on Engage for Change and Your Stories, Our Histories includes Guy Freedman (Project Lead, Senior Advisor, Facilitator), Bob Watts (Senior Advisor, Facilitator), Melissa Hammell (Project Manager, Facilitator) and Cassidy Caron (Associate, Facilitator).

Between February 2019 and December 2019, staff worked with the First Peoples Group to host a variety of meetings, gatherings, community events and talking circles for the purposes of hearing more about community needs, fostering discussion and identifying priority areas for action. In support of each engagement session, the local Indigenous community was invited to participate through social media, posters in community spaces and through personal invitations. Special efforts were also made to host meetings in accessible venues located on transit routes.

Total attendance at these events was 318 persons, though many community members attended all of the events, contributing to the conversation and sharing at every opportunity. As a result of this, the number of unique individuals who participated is fewer than 318 and there was consistent attendance from the same 20-30 community members. The engagement events and community consultation sessions referred to in the sections that follow are more fully detailed in the document 'Engage for Change: Phase II, What We Heard Report' (Exhibit A).

In addition to the community gatherings, circles and meetings, input was also sought through project tables at community events, including the Kingston National Indigenous Peoples Day (June 2019), Princess Street Promenade (August 2019), Movies in the Square (August 2019) and the Multicultural Arts Festival (September 2019). These events provided an opportunity for community members to speak with staff about the project, about upcoming opportunities to participate in the consultation and to provide input and comments on the directions of the

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project. Over 255 people provided direct feedback through these events and the input received aligned closely with the information and insights shared at the facilitated consultation events.

Challenges Connected to Community Engagement and Consultation

Generally speaking, as with many examples of community consultation, challenges have emerged regarding who is participating and who is being engaged. It was flagged by people attending sessions during Engage for Change, Phase II, that the same 20-30 people continue to show up to offer insights, express needs and to share concerns about the future development of a cultural centre and community council/committee. Community members have expressed concern about the voices not being heard, especially children and youth. In discussions with First Peoples Group, it has been determined these concerns may be reflective of issues such as community trust and internal community tensions as well as the capacity of different community members and sectors to participate in meetings that are City-led and where they might not feel welcome.

Another concern that has been discussed is the need to be aware that no single member of the community can speak on behalf the community as a whole. The local Indigenous community is incredibly diverse and those people who have participated acknowledge the need for this work but they have also placed onus on the community itself to be organized and to participate in the process of engagement and consultation in order to identify community priorities and to guide the work required.

Challenges, Katarokwi Native Friendship Centre

Another challenge also shared throughout the engagement and consultation process is the continuing hurt and trauma still felt by many within the community around the loss of the Katarokwi Native Friendship Centre in Kingston. According to the Ontario Federation of Indigenous Friendship Centres (OFIFC), Friendship Centres are defined as community hubs where Indigenous people living in towns, cities and urban centres can access culturally-based and culturally-appropriate programs and services every day. They function as dynamic hubs of economic and social convergence that create space for Indigenous communities to thrive. They are also intended to function as “incubators for young Indigenous people attaining their education and employment goals, they are sites of cultural resurgence for Indigenous families who want to raise their children to be proud of who they are, and they are safe havens for Indigenous community members requiring supports” (ofifc.org).

In 1992, in recognition of the growing Indigenous community in Kingston, the OFIFC opened The Katarokwi Native Friendship Centre (KNFC). After twenty-one years, the Centre lost its OFIFC funding in September 2013 and has since ceased operations and the at-risk programming funded by the OFIFC shifted over to the Métis Nation of Ontario's (MNO) office in Kingston to administer in March 2014. In the context of the Engage for Change engagements and consultation sessions, it has been heard many times that the loss of the Friendship Centre in Kingston has resulted in significant tension, suspicion, grief and frustration among community members. Many people have reflected upon the need to conduct a healing circle to address the hurt and trauma around the loss of the centre and to allow the community to move forward with a vision for what a new cultural centre or community-led gathering space might bring. This is discussed in more detail later on in this report.

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Challenges, Local Urban Indigenous Community and Nation-to-Nation Relations

Along with issues related to participation, representation, hurt and trauma, the fact that the local Urban Indigenous community is so diverse also provides challenges. Of the 7,000 people who identify as Indigenous, some people represent First Nations while others are Métis or Inuit. Also, the City of Kingston is located on the traditional territory of the Anishinaabe and the Haudenosaunee Peoples. This area has long been a place of gathering and has had visitors from across Turtle Island. It remains a gathering place today and the dynamic nature of the local urban Indigenous community also creates a diversity of approaches and understandings of traditional practices and teachings. Similar dynamism can be found in urban Indigenous communities across the country.

Through Engage for Change, the City of Kingston has committed to providing support for the community in ways that speak to and align with the community's diversity and also its shared values. The City also remains committed to respecting Nation-to-Nation relations and to honouring and respecting the enduring relations between those host Nations as well as the lands with which they are associated. The descendants of the Anishinaabe and the Haudenosaunee Peoples on whose traditional territories Kingston was built were forcefully displaced through colonial processes and are today members of Alderville First Nation and the Tyendinaga-Mohawks of the Bay of Quinte. Additionally, the City of Kingston maintains relations with the Huron-Wendat of Wendaki, the Mohawk Council at Akwesasne, the Algonquins of Pikwàkanagàn, the Algonquins of Sharbot Lake, the Algonquins of Ardoch and the Six Nations of the Grand River.

First Peoples Group has guided staff and the community to reflect on and appreciate the depth of these relationships, including the fact they must be honoured in the practices and approaches that are brought forward in care and support for the land, the resources and the diversity of peoples who make Kingston home today. The relation of Nations and visitors to these lands are key ideas that have emerged through Engage for Change, Phase II, as is the fact that both Indigenous and non-Indigenous peoples with ties to Kingston and the region travel a shared path forward and have a joint responsibility toward caring for the land and its inhabitants.

Next Steps, Engage for Change, Phase III, Seeking Symbolic, Substantive and Systemic Change

Since the inception of Engage for Change, the City of Kingston has pursued a shared path of reconciliation with the community to the best of its abilities. Reconciliation is a process. It is not something that happens quickly or that can be forced. Nor can it be easily charted into a series of well-understood next steps or prescribed to occur within a set timeline. Reconciliation is an on-going and enduring process and it requires that the City of Kingston consider how it will include reconciliation and Indigenous knowledge as part of 'business as usual' moving forward (see Table 5).

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Table 5: Engage for Change, Phase III**Engage for Change: #YGK Reconciliation Journey**

Phase III: The co-creation of change that is symbolic, substantive and systemic as a joint effort between the City of Kingston, Indigenous community members and the host Nations with historic ties to this region.

Outcome: Reconciliation is an on-going and enduring process on the part of the City of Kingston working with the community that fosters agency and self-determination and that includes Indigenous knowledge as part of 'business as usual' moving forward.

With the help of First Group, it has been identified that it would be helpful to consider next steps in relation to Engage for Change as a series of approaches to supporting, implementing and realizing change on a shared path of reconciliation. The First Peoples Group has also helped to articulate three distinct categories needed to affect change: (1) symbolic change, (2) substantive change and (3) systemic change. In order to be successful, it has also been articulated that change in any and all of these categories must be conceived of as a co-creation between the City of Kingston, Indigenous community members and the host Nations with historic ties to this region.

Symbolic Change

Symbolic change includes the actions and recommendations that allow Indigenous residents and Indigenous visitors to Kingston to see themselves, their families and their relations reflected in the City and its history.

Substantive Change

Substantive Change includes longer-term and more complex commitments to supporting Indigenous Culture, reclamation and revitalization and in responding to community needs and concerns. The priority need for a community gathering/meeting space and Council's commitment to support this development is part of a longer-term substantive change that will take time to realize.

Systemic Change

Systemic change is a much larger and much more difficult process. Systems are complex and they reproduce similar ways of working and thinking in order to maintain a stable status quo. Altering systems is the deep work of reconciliation, changing processes and redefining how organizations/governments/Nations can work together. Systemic change lives beyond the persons who create it as it becomes part of the structure of an organization or a society. In the context of Engage for Change and the commitment to reconciliation in Kingston systemic change is supported through the co-development of protocols for respectful Indigenous relations in and around Kingston and the incorporation of Indigenous knowledge into all aspects of City business. In the next steps proposed for Engage for Change Phase III systemic change is advanced through the development of protocols with host Nations that would inform the way that

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the City and Indigenous communities work together as well as the creation of a local council of Indigenous Kingston residents who would work with the City of Kingston on shared initiatives.

Proposal, Engage for Change, Phase III

The third, and what is anticipated to be the final phase of Engage for Change is planned to be pursued in 2020 and continue into 2021. The initiatives that are being proposed were developed in consideration of the feedback received throughout Phase II and also with the guidance and leadership provided by First Peoples Group. The initiatives are outlined in the sections that follow with budget allocations to follow.

Initiative #1, Continued Community Engagement and Consultation

One of the core objectives of Engage for Change, Phase II, was to work with the community to outline next steps toward the creation of an advisory council or committee that would work with the City of Kingston on projects of shared interest. This work is geared toward systemic change and, over the course of Engage for Change, Phase II, it became clear that next steps would require action in several focus areas, including the following efforts on behalf of the City of Kingston:

- a. Work with traditional territory/host Nations to understand and learn more about how to care for the land, how to respect the traditions of this region and how to support the Indigenous caretakers located in Kingston who are already participating in a respectful and valued way with the care for the land.
- b. Continue to work with local Indigenous community members as residents and caretakers of the land to understand how we can continue to build our relationship as we work together on projects of shared interest.
- c. Engage directly with long-standing and emerging community partners and Indigenous-led organizations, committees and/or councils to review governance, operational and committee structures that might be developed into a model for an Indigenous-led community advisory council/committee as well as a model for Urban Indigenous engagement in City projects and decision making processes.
- d. Target consultation with youth within the local Indigenous community to ensure their visions and needs are reflected in any future councils, advisory committees or community spaces.

The latter point is of particular importance coming out of the most recent round of community engagement and consultation in order to ensure better representation and cross-generational dialogue and involvement.

In relation to this initiative, First People's Group has shared best practices about how to approach this next phase of consultation. In particular, they have outlined best practices in relation to fostering Nation to Nation relationships as outlined in Exhibit A. These best practices will be used as guidelines for the ongoing engagement and consultation work of Engage for Change moving forward into Phase III.

In addition, First People's Group have also reviewed the composition of urban Indigenous councils/committees from Calgary, Vancouver and Surrey, and these and other emerging

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examples will continue to be reviewed to identify approaches and practices that though developed elsewhere might help to inform the creation of a community council/committee in Kingston.

Initiative #2, Community Cultural Centre/Gathering Space

Through the strategic planning process Council engaged in in 2019, it identified a desire to foster healthy citizens and vibrant spaces with a goal to support the potential for an Indigenous Cultural Space through Engage for Change. That desire aligns with the focus of much of Engage for Change, Phase II that considered actionable steps toward the development of such a space as an initiative that helps the City of Kingston and the local Indigenous community to work together toward achieving substantive change. In this moment, it is important to differentiate between what can and should be achieved in the short-term with the help of the City of Kingston versus what needs to be achieved in the long-term, which is the development of a permanent community culture centre or gathering space by and for the community. That work would require a much longer timeline that could be as long as 10 years as shown in Table 6.

Table 6: Creation of a Community Cultural Centre, Anticipated Project Timeline

1-3 Years	3-5 Years	5-10 Years
<ul style="list-style-type: none"> • City of Kingston provides access to interim community space • City of Kingston provides resources to support operations and maintenance • City of Kingston and community collaborate to develop committee to oversee operations and devise governance model 	<ul style="list-style-type: none"> • City of Kingston supports continuing operations and maintenance of interim community space • City of Kingston and community collaborate to develop community capacity, including staffing, planning and fundraising • Community defines scope for the design of a permanent community cultural centre • Site selection and land acquisition process 	<ul style="list-style-type: none"> • Community-led design/bid/build phase • Business plan validated and governance structure confirmed and established • Strategic planning process completed • project funding confirmed • Construction completed and community cultural centre opened

Given the input provided during Engage for Change, Phase II, it became clear the local Indigenous community needs more time and opportunity to talk about the path forward regarding the creation of a community cultural centre and its future governance. It was often stated over the past year that “we need to start small” and build capacity within the community to match the vision. At this juncture, the community has asked that the City of Kingston continue to support the vision of a community cultural centre by helping to build capacity around operations, programming and especially governance. In the short-term, the community appears to be open to the City of Kingston providing a space where the work can start. This would take

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the form of providing access to a City-owned facility or access to a commercially-owned space through a lease agreement. Once provided, the community can begin the process of programming a dedicated space while building the capacity to determine what a permanent community cultural centre should look like and how it can be resourced and governed in the long-term in a sustainable way. In order to assist in this process, it is proposed the City of Kingston will work toward achieving the following:

- a. Support the local community in their proposed plan for a healing ceremony/circle as a way to acknowledge the past and start a new process of moving forward toward a shared community cultural centre/gathering space.
- b. Identify sites/spaces within existing City facilities or through a commercial lease in Q2 2020 that can be made available immediately to the community for the purposes of meeting and programming. Initial discussions have already begun with the Facilities Management & Construction Services Department as well as with the Business, Real Estate and Environment Department to identify potential properties. Viable options will be brought forward at a community meeting for consideration and assessment of suitability. Staff will report back to Council no later than Q4 2020 with the results of the discussions with the community for an interim gathering space.
- c. Support the community in the operation of the interim gathering space, including negotiating financial support within approved budgets for any associated rent, utilities, insurance and maintenance. An initial rental or lease agreement would be pursued for a three-year term for a city property or a privately owned property. This term extends outside of the timeline of Engage for Change, Phase III but speaks to the timelines required to develop a more permanent plan for a community cultural centre created by and for the community as outlined in Table 6.
- d. Work with the community and with community organizations and partners to determine an immediate site-booking and support structure for the programs to be run out of the space.
- e. Engage directly with Indigenous community members as well as with Indigenous-led organizations and community partners to discuss opportunities for alignment around a future community cultural centre.

It is hoped that discussions with the community regarding future planning will involve other groups identified over the course of Engage for Change, Phase II as needing to be involved, including Alderville First Nation, Tyendinaga–Mohawks of the Bay of Quinte, Queen's University, St. Lawrence College, Royal Military College, Ontario Federation of Indigenous Friendship Centres, the local chapter of the Ontario Native Women's Association, Métis Nation of Ontario – Kingston, Highway 15 Land Council, Katarokwi Grandmother's Council, the Caretakers of Belle Island and the Katarokwi Learning Centre.

The First People's Group's consultation report emphasizes the value of community gathering spaces/places for Urban Indigenous Peoples. These spaces are essential to community members as they create social, cultural and kinship connections amongst people who might otherwise remain isolated and separated from cultural knowledge and community support. The cities of Lethbridge, Calgary and Edmonton have all supported the creation of Urban Indigenous community gathering spaces/places and though each city's situation is unique, the processes

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deployed in each will continue to be reviewed in relation to the creation of an Urban Indigenous community gathering space/place in Kingston.

Initiative #3, Fostering Inclusion at Kingston City Hall

Symbolic change allows Indigenous community members to see themselves and their families in the history and stories that we tell as a community. Over the course of 2019, First Peoples Group worked with staff on both the Engage for Change and the Your Stories Our Histories Projects and through many community engagement events some key steps were identified to help support symbolic change within the community and specifically at Kingston City Hall. The broader community recommendations will be brought forward to Council through a report on the outcomes of the Your Stories, Our Histories Project (expected in April 2020) as well as in the Cultural Heritage Strategy (expected mid-summer 2020). As part of Phase III of Engage for Change, staff are proposing a focus on fostering inclusion at Kingston City Hall. It is proposed that this will include the following:

- I. The creation of an Indigenous history and culture exhibition to open in 2021 as part of the renovation plans ([Report Number 20-049](#)) for the Market Wing space on the first floor of Kingston City Hall. This work is expected to be led by an Indigenous curator and to involve creative input from the Indigenous community. The costs associated with this exhibition have been included as part of the 15 year capital plan and specifically the capital budget proposed for Cultural Services in 2021.
- II. The renaming, painting and installation of Indigenous community art in an existing City Hall public meeting room in recognition of Indigenous culture and history – for this purpose staff are proposing the large meeting room on the first floor of City Hall currently known as the Stationview Room. The timeline for this work would be determined in consultation with Facilities Management & Construction Services. The renaming of this room would be led by Indigenous community members supported by staff and in consideration of the City of Kingston Naming Policy.

Initiative #4, Community Programming, Education and Event Support

During Engage for Change, Phase II, \$48,270 in funds were distributed in support of community programming, education and events. Several of the community programs and events that were funded requested support to access meeting and gathering space and it is anticipated those same programs and events could be supported through the use of an interim community cultural space proposed as part of Engage for Change, Phase III (Initiative #2). Additionally, one of the programs supported during Phase II was successful in receiving 2020 project funding through the City of Kingston Heritage Fund and other community projects/event planners have been encouraged to make similar applications for funding in 2021.

At this time, staff are proposing that the City of Kingston continue to invest in key community events as a component of symbolic change, such as National Indigenous Peoples Day (which has already been accounted for as part of the Cultural Services Department's operating budget in 2020), Katarokwi Indigenous Day of Wellness, community busing to the Tyendinaga Powwow, the Sisters in Spirit Vigil, World Indigenous Peoples Day, the Prisoner's Justice Day Healing Circle, the Water Walk and Orange Shirt Day.

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Initiative #5, Resources Website

Going forward, staff will continue to work with community partners to develop the Engage for Change blog and community calendar to include resources, listings and other relevant information as well as providing some support toward systems navigation. Discussions regarding the resources website will be included as part of on-going community engagements and consultations (Initiative #1) and will help to contribute to both symbolic and systemic change, especially assuming the community is able to take over the management of the resources website in the long-term.

Initiative #6, Internal Process Alignment, Departmental Liaisons, Building Cultural Awareness

As part of Engage for Change, Phase III, staff will pursue work internal to the City of Kingston including the expansion of the interdepartmental Indigenous Working Group to include departmental liaisons whose work is focused around Indigenous-related projects across the Corporation at a departmental level. These departmental liaisons will receive in-depth cultural awareness training and will assist their colleagues to move forward with respect for Indigenous knowledge, community needs, values and inclusion. Members of the Corporate Management Team and Directors will also receive in-depth cultural awareness training as a way to help bridge the strategic priorities identified by Council with the needs of the community. Staff are also continuing to look at how e-Learning can be used to provide basic cultural awareness training more broadly to staff across the Corporation who also need to understand the significance of reconciliation and their role in its pursuit.

When this proposed initiative was shared with community members as part of the Engage for Change, Phase II closing circle on December 12, 2019, it was agreed by those in attendance that such efforts would be welcomed by the community. It is important that Council be engaged in this kind of training along with members of the Corporate Management Team and Directors from across the Corporation. Having departmental liaisons identified within key City departments was also seen as a positive step forward as is the investment in e-Learning for City staff as a whole. As a component of this Initiative, it is also important that the policy governing the use of traditional medicines within City buildings be finalized along with the review of the City of Kingston recognition statement. These proposed next steps are part of the high-level changes that are required to define and frame the relationship between the City of Kingston and Indigenous peoples that will help to create systemic change in the long-term.

Funding, Engage for Change, Phase III

It is being proposed that Phase III of Engage for Change be funded using previously approved capital funds. Council has already approved \$100,000 as part of the 2020 capital budget to support this work and staff also has access to \$65,000 in funding previously approved to support Phase II of Engage for Change. The total budget for Phase III of Engage for Change is \$165,000 as outlined in Table 7 and, as was previously the case, the costs associated with the development of the resources website have been included in existing approved Cultural Services capital accounts dedicated to digital engagement initiatives so is shown but not included as part of the project totals.

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The funding amounts allocated to support Engage for Change, Phase III will be refined and assessed as the project moves forward with an update to be brought to Council in Q2 2021. The Cultural Services Department has also included an additional \$50,000 for Engage for Change, Phase III in 2021 as part of the City of Kingston's 15 year capital plan, pending approval as part of the 2021 budget process. The need for these funds going forward will be included as part of the report to be submitted to Council in 2021 and, as always, work to identify and pursue external partnerships, grants and funding opportunities, where possible, to reduce or complement the total municipal investment required will continue.

Table 7: Engage for Change, Phase III, Initiatives and Financials

Engage for Change: Phase III Initiative	Budget	Funding Source
1. Community Consultation	\$35,000	Previously approved Capital Budget, Engage for Change
2. Gathering/Meeting Space	\$90,000	Previously approved Capital Budget, Engage for Change
3. Fostering Inclusion at Kingston City Hall	\$5,000	Previously approved Capital Budget, Engage for Change
4. Community-led Programming, Education and Events	\$20,000	Previously approved Capital Budget, Engage for Change
6. Internal Process Alignment, Departmental Liaisons, Building Cultural Awareness	\$15,000	Previously approved Capital Budget, Engage for Change
Total for Engage for Change initiatives	\$165,000	Includes \$65,000 carried over from Phase II plus \$100,000 specific to Phase III approved as part of the 2020 Capital budget
5. Resources Website	\$22,000	Previously approved Capital Budget, outside of Engage for Change

Next Steps

In terms of next steps, with the approval of Council, staff intend to pursue the work as outlined in this report with particular focus on helping to establish an immediate, short-term community cultural centre/gathering space. It is anticipated significant work will also be required to support

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the community to build its capacity, not only related to managing this gathering space but also in terms of developing a vision and plan that would result in the creation of a community cultural centre by and for the community. Staff will also actively pursue the other initiatives as described that include supporting community programs/events; fostering cultural inclusion within Kingston City Hall; continuing to expand the resources website; supporting cultural awareness training and consulting on the creation of relationship protocols. The latter is expected to be labour-intensive but rewarding in terms of moving reconciliation forward at a local level by fostering systemic change.

In Q4 2020, staff will report back to Council with an update regarding the establishment of an immediate, short-term community cultural centre/gathering space and again in Q2 2021 with a status update regarding Phase III of Engage for Change: #YGK Reconciliation Journey along with any future recommendations and financial implications.

Existing Policy/By-Law:

Engage for Change helps Council fulfill its strategic priority to foster healthy citizens and vibrant spaces and specifically, the goal of supporting the potential for an Indigenous cultural centre. It also references a number of strategies, plans and initiatives developed by the City of Kingston in recent years, such as the Kingston Culture Plan, the Public Engagement Framework and the concurrent project 'Your Stories, Our Histories'. It is also intended to animate the corporate motto "where history and innovation thrive" and to position Kingston as being one of Canada's most inclusive and welcoming communities and a leader in its approach to working with Indigenous peoples who live in the Kingston region.

Notice Provisions:

None

Accessibility Considerations:

None

Financial Considerations:

The proposed work related to Engage for Change, Phase III will draw upon previously approved capital budgets that includes \$65,000 in unspent capital from 2018-2019 plus \$100,000 in capital approved as part of the 2020 budget process for a total budget of \$165,000 in 2020. An additional \$50,000 has also been included in the 15 year capital plan to support the completion of this work in 2021, pending approval as part of the 2021 budget process. Staff will also work to identify and pursue external partnerships, grants and funding opportunities, where possible, to reduce or complement the total municipal investment required.

Contacts:

Colin Wiginton, Cultural Director, Cultural Services 613-546-4291 extension 1357

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Other City of Kingston Staff Consulted:

Jennifer Campbell, Manager, Cultural Heritage, Cultural Services

Speros Kanellos, Director, Facilities Management & Construction Services

JC Kenny, Director, Communications & Customer Experience

Deanne Roberge, Director, Human Resources & Organizational Development

Kathy Gray, Acting Manager, Real Estate, Business, Real Estate & Environment

Exhibits Attached:

Exhibit A First Peoples Group, Engage for Change: Phase II, What We Heard Report
(January 15, 2020)



FEBRUARY 11, 2020

ENGAGE FOR CHANGE: PHASE II

WHAT WE HEARD REPORT

MELISSA HAMMELL
FIRST PEOPLES GROUP
291 Dalhousie St. Ottawa ON K1N 7E5

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Executive Summary

During Phase I of Kingston's Engage for Change project, a series of community consultations involving Indigenous Kingston residents highlighted two distinct recommendations for areas requiring further community engagement. The two themes to explore further included 1) the need for Indigenous specific spaces in the city and 2) the need for an Indigenous council or advisory committee who could work with the City of Kingston for the benefit of all Indigenous peoples living in Kingston.

Phase II of the project included several community gatherings, events, and consultations to gain the valued perspective of the Indigenous community on these two main themes. Participants shared their vision of what a culturally safe and inclusive space for Indigenous people in the community of Kingston might look and feel like; a place for the community to gather, learn and share their culture with other community members. They also spoke about the formation of an Indigenous advisory committee, inclusive of Elders, to guide and the relationship between the City of Kingston and Indigenous city residents.

There were some challenges with the consultation, namely with low-turnout and confusion regarding who speaks for the community. This was not unsurprising and, as such, FPG recommends that Phase III of Engage for Change start by renewing relationships with traditional territory nations as a way to address those challenges by creating a protocol for future engagement, organization and communication that brings together representatives of the host Nations with Indigenous peoples living in Kingston as caretakers of the land.

Keeping in mind the community's request for this journey forward to be slow, steady and thoughtful, this report will outline the following recommendations which have been categorized into actions that can be taken within the next 5 years to create symbolic, substantive and systemic change.

1. Symbolic Change:

- 1) Continue to support Indigenous community events and educational opportunities
- 2) Create and implement a plan for sustainable funding of Indigenous community events and programming
- 3) Work with community to review the wording and use of the recognition statement
- 4) Place the recognition statement as well as links to Indigenous resources on the City of Kingston home page.
- 5) Dedicate a room at City Hall in recognition of local Indigenous history and culture
- 6) Name a significant project or landmark to acknowledge the continuity of Indigenous history, culture and language in the area.

2. Substantive Change:

- 7) Support the local Indigenous community in their proposed plan for a ceremony to acknowledge the past and start a new process of moving forward together towards the vision of a shared cultural gathering space
- 8) Identify a preexisting, culturally accessible space that could be used by the local Indigenous community to gather for events and ceremony and to organize next steps for the creation of a council and future space for the community
- 9) Work with the community to finalize the smudge policy
- 10) Review current policy and plan for future policy that would allow for a sacred fire on designated public property
- 11) Support the community in developing a long-term plan (with 1, 3, 5, and 10-year projections) to create a permanent Indigenous cultural centre / gathering space in Kingston.

3. Systemic Change:

- 12) Develop departmental cultural liaisons to support community projects and shared initiatives
- 13) Create and roll out a cultural safety training plan for all City staff and Councillors
- 14) Request a meeting with traditional territory Nations to validate Engage for Change outcomes and to speak about working together toward the creation of a framework that outlines a protocol for Indigenous relations in and around Kingston
- 15) Support the creation of an Indigenous council that includes representation from traditional territory Nations and the local Indigenous community, including Elders and youth.

Introduction

This report is a summary of the results of engagement with the urban Indigenous community in Kingston. First Peoples Group (FPG) led the engagement on behalf of the City of Kingston between February and December 2019. The purpose of the engagement was to bring together the Indigenous community in Kingston to discuss the creation of an Indigenous community committee or council to work with the City of Kingston on shared initiatives as well as to expand conversations regarding the potential creation of a community gathering space or cultural centre in the city.

Three community talking circles were held throughout the year: an opening circle to launch the process in February, an August “what we heard” circle regarding the building of a community space, and a finally a community conversation in December to close the process. The engagement process provided participants with a culturally safe opportunity to share their ideas about the needs of the Indigenous community in Kingston and its relationship to the City.

This report captures a summary of the three community talking circles that occurred within the engagement, as well as results from a drop-in session and survey about the building of an Indigenous cultural centre or space in Kingston. A total of 56 people participated in the talking circles, and 48 people attended the drop-in session to contribute to the conversation about building a cultural space.

Participants discussed the opportunities and challenges of starting a council and opening a cultural centre. They shared creative ideas, voiced concerns, and made a number of recommendations for how the City of Kingston can collaboratively move forward with the community in a good way. Participants expressed excitement about the possibility of a community space dedicated to Indigenous culture and talked through many different options for realizing that goal. Recommended actions are listed at the end of the report under headings of symbolic, substantive and systemic changes that can be pursued over the next five years.

Context for Engagement

“The Engage for Change project seeks to re-frame the relationship between Indigenous/First Peoples and non-Indigenous people in Kingston – especially as it relates to history, knowledge and culture.”¹ The first phase of the project (2016-2018) focused on community engagement and education on the topic of reconciliation. Talking circles were held across the city which included both Indigenous and non-Indigenous participants. Two actionable recommendations that came out of these community talking circles were the creation of a cultural space built for and by the Indigenous community in Kingston, as well as the formation of an Indigenous council or committee that would work with the City of Kingston on shared initiatives.

¹ <https://www.cityofkingston.ca/explore/culture-history/history/engage-for-change>

As part of the second phase of Engage for Change (2019), First Peoples Group was hired to facilitate a series of engagements with Indigenous community members to explore and plan for these two recommendations.

Overview of the Engagement Process

The planned process for engagement for Phase II of the project started in February 2019 and concluded in December 2019. Various meetings, gatherings, community events, and talking circles were hosted during this time. For each engagement session, the Indigenous community was invited to participate through social media, and through personal invitation by email. Special efforts were made to host the events in areas and venues that were easily accessible and reduced barriers for Indigenous participants.

Engagement sessions facilitated by FPG included an Engage for Change opening circle, a drop-in session to explore options for a cultural centre, a talking circle about the creation of a cultural centre and a “what we heard” closing circle. A community conversation about forming a council was also planned, however, there were no members of the Indigenous community present. At the end of September, it was noted that Indigenous community members were feeling overcommitted with number of Indigenous events and engagements during the harvest season. This may be what contributed to the community not coming out to this conversation. It is our opinion that it was more an issue of scheduling than disinterest. Comments about the formation of a committee or council were made at both the opening and closing circles and are summarized in this report.

Community conversations were held in circle out of respect for traditional practices. Talking Circles (also known as Sharing Circles) are a traditional form of group dialogue that allow for community members to discuss an issue or resolve conflict in non-hierarchical way. Chairs are set up in a circle so communication can happen face-to-face. The facilitator defines a problem and poses a question to the group, and then passes a stick, stone, or feather around the circle to hear from each person. The person holding the object is the only person who speaks, and the rest of the community is encouraged to practice deep listening. All voices in the circle are valued with equal importance.

In the opening circle, Guy Freedman, the President of FPG, introduced the following teaching about traditional Indigenous ways of coming together as community to explain why this format was culturally appropriate:

The Okanagan people from the west coast of British Columbia have a deep tradition called En'owkin. Okanagan Elder, author, educator, artist, and activist Jeannette Armstrong speaks of a process that enables us to experience collaboration as the most natural and right way to do things. It is done when there are community issues that need to be solved or actions to be decided on.

- **The point of the process** is not to persuade the community that you are right, as in a debate; rather, the point is to bring you, as an individual, to understand as much as possible the reasons for opposite opinions.
- **Your responsibility** is to see the views of others, their concerns and their reasons, which will help you to choose willingly and intelligently the steps that will create a solution — because it is in your own best interest that all needs are addressed in the community.

Many Indigenous communities have teachings and processes similar to the Okanagan people. Closer to these territories, they have long houses and council fire, all that employ ways of DEEP listening as a way to come to agreement for the good of all.

Today, while few of us may be experts in this beautiful way of being, our intent is to practice deep listening as a way of uncovering innovative solutions.

That is our goal.

Talking circles encourage dialogue, respect and the co-creation of learning content. The energy created from taking turns to talk gives everyone in the circle a sense of interconnectedness. When everyone has their turn to speak, when all voices are heard in a respectful and attentive way, the learning atmosphere becomes a rich source of information, identity, and interaction.

Challenges

The following challenges were noted throughout the engagement process, each of which can be overcome as relationships between the City and Indigenous communities in and around Kingston are strengthened.

The most common challenges with this engagement was low participation at the engagement events. Engagement sessions were held at different times of the day and different locations in order to accommodate a variety of community schedules and reduce barriers to attend. There was an average of 12 Indigenous community members at each talking circle, and one meeting where no one from the Indigenous community showed up. Community members talked about the frustration of missing so many important voices around the table and suggested that moving forward with a plan for action on creating a council and a cultural space would demonstrate commitment by the City and draw more people to the conversation.

At each talking circle, it was noted that the youth voice was missing. Attempts were made to reach out to local Indigenous groups who work with youth to organize for youth to participate, however, this did not result in youth being present. As relationships are further

established and an Indigenous council is formed, it is imperative to have a strong youth voice involved who can help make a plan for reaching more youth.

Lastly, FPG also noted that descendants of the original inhabitants of the territory were not present at the initial meeting nor throughout the engagement process. Leadership from both Tyendinaga and Alderville First Nations were invited to the Opening Circle and expressed support for the consultation process, however, could not attend the planned engagements.

Each of these challenges can be traced to questions of Indigenous identity and diversity. Who are the 7000 + Indigenous people in Kingston? Where do they come from? Who speaks for the community? Who are the Elders and Knowledge Keepers? Who will lead the way forward?

These challenges are not unique to Kingston. Historical lack of recognition of original inhabitants and the lack of inclusion of neighbouring First Nations has led to lack of participation by these Nations. There is a mistrust of government by Indigenous peoples due to colonial policies that were created to control the Indigenous population. Today, municipalities all across Canada are responding to the Truth and Reconciliation Calls to Action and are learning that relationships with Indigenous peoples living in both urban areas and close-by First Nations need to be (re)built and nurtured over a long period of time. These relationships are complex and require distinctions-based solutions with room for everyone at the table.

FPG recommends that Phase III of Engage for Change begin by putting a plan in motion to restore and renew relationships with traditional territory Nations in order to answer these questions both historically and in terms of present-day relations. This Indigenous-led framework or agreement would define relationships, roles and responsibilities of everyone who passes through or calls Kingston home including current residents (with a specific focus on the needs of the urban Indigenous community), the municipal government, and Indigenous Nations that have historical ties to the land.

The *Next Steps* section of this report highlights what other municipalities are working on in terms of Nation-to-Nation relationship-building and further expands on this recommendation for Phase III of Engage for Change.

Understanding the need for Urban Indigenous Spaces & Organizations

Throughout Canada, there is an increase of rural to urban migration of Indigenous peoples. Though statistics about Indigenous identity are difficult to collect, it is widely accepted that over 60% of Indigenous peoples in Canada live in urban centres.

Though many Indigenous peoples who live in cities maintain close ties to their home communities— an integral part of sustaining their traditional cultural practices and identities – this isn't the case for all Indigenous peoples. Urban Indigenous peoples may not have such connections to their communities or ancestral homelands for a number of reasons, including those that involve colonial policies implemented by the Government of Canada. In many cases, Indigenous peoples without close ties to a particular community outside the urban context endure a constant struggle to establish a form of collective identity in the city and have a shared feeling of being “placeless.”

Katherine Neal (2018), explains the importance of carving out spaces or places for urban Indigenous peoples and states that ‘place’ can be conceptualized as, “a social construction and relational site, a ‘meeting-up’ point of relations.”² Neal proceeds by explaining the importance of Urban Indigenous organizations and spaces in unifying Urban Indigenous peoples and carving out places for solidarity and knowledge sharing within city boundaries:

Urban Indigenous organizations and spaces come to symbolize places of resilience and sustainability as they promote the preservation of Indigenous cultures and languages in an urban context... Urban Indigenous-run organizations ‘actively enable people to belong and, though highly mutable, facilitates one’s feeling at home.’³

Neal, continues to explain that urban Indigenous organizations, which ultimately have spaces throughout cities, play “a critical role in promoting kinship relations between Indigenous peoples of different cultural backgrounds, a vital part of identity-construction and reinforcement.”⁴

Urban Indigenous spaces become important for individuals who are not related by kinship networks or connected to their ancestral homelands to meet, socialize and engage in cross-cultural interactions. Neal explains that:

Kinship networks often manifest in the city between Indigenous peoples of shared ancestral backgrounds, culminating in a form of social organization. The diversity of urban Indigenous communities poses a challenge to the development of social relations between Indigenous people who fall outside these kinship ties, both linguistically and

² Neal, Katherine. (2018). Feeling ‘at home’: Re-evaluating Indigenous identity-making in Canadian cities. Retrieved from: <https://journals.uvic.ca/index.php/platforum/article/view/18314/7696>. Pg. 81.

³ Neal. (2018). Pg. 82.

⁴ Neal. (2018). Pg. 82.

culturally. For individuals who feel isolated from their kinship roots, urban Indigenous organizations and spaces can provide them with the opportunity to re-identify as Indigenous by partaking in cultural activities and engaging with the urban Indigenous community.⁵

Ultimately, urban Indigenous organizations and spaces create a heightened sense of community in cities and ***“come to symbolize places in which individuals can engage with and situate themselves in the broader urban community without having direct access to a “traditional” land base.”***⁶

Many municipalities across Canada are responding to the Truth and Reconciliation Calls to Action and are working with local Indigenous communities to co-create a better future for Indigenous people living in and around urban centres.

Case Study: City of Calgary

The City of Calgary, located on Treaty 7 territory, home to the Kainiai, Siksika, Piikani, Tsuut’ina and Stoney Nakoda Nations as well as Métis peoples, has undertaken a number of initiatives to better collaborate and respect their Indigenous Nation neighbours as well as seek to serve the large urban Indigenous population in the city – the fifth largest urban Indigenous population in Canada.

Gathering Space

In 2014, a reconciliation workshop was held in response to the Truth and Reconciliation Commission Calls to Actions. An outcome of the workshop was a call for a safe place for Indigenous peoples to gather. From this call, the Indigenous Gathering Place Society of Calgary was originated. The group has stated that in two years’ time, Calgary will be home to a new Indigenous Gathering Place.⁷

Indigenous Gathering Place Society is a non-profit organization in Calgary that has been created to guide the development of an Indigenous gathering place in Calgary. The society is comprised of a seven-member board of directors alongside many volunteers. The vision of the society is, “a space where we share, connect, heal, renew and celebrate Indigenous culture. A place to protect Indigenous practices, languages; and Elders’ wisdom, oral and written teachings among all nations and all our relations.”⁸

Urban Indigenous Coalitions

The Calgary Aboriginal Urban Affairs Committee is a collaborative effort between the City of Calgary and the Indigenous community to address and resolve issues pertaining to urban Indigenous residents.

⁵ Neal. (2018). Pg. 82-83.

⁶ Neal. (2018). Pg. 83.

⁷ <https://www.calgaryjournal.ca/news/4449-calgary-s-first-indigenous-gathering-place-will-allow-urban-indigenous-people-to-thrive.html>

⁸ <https://www.indigenousgatheringplace.com/>

Mission: “The Calgary Aboriginal Urban Affairs Committee is authorized, on behalf of City Council, to investigate areas of concern to people of Aboriginal ancestry and to make recommendations on policies. These recommendations are meant to help give urban Aboriginal people a more meaningful role within the governance of the Calgary community.”⁹

Indigenous Policy Framework

In 2017, the City of Calgary published the “Indigenous Policy Framework for The City of Calgary.”¹⁰ The policy was directed by City Council and completed by a project team from the City with a consultant who brought together a group of diverse individuals to support the policy development process.

The Indigenous Policy Framework for the City of Calgary is intended to support internal efforts primarily by City Council and Administration to sustain meaningful and mutually beneficial ways forward together with Treaty 7 First Nations and urban Indigenous peoples in the Calgary.

What We Heard Reports

This section of the report summarizes key themes and messages heard at each event, regarding the two themes of cultural centre/community gathering spaces and creation of a community council or committee.

Engage for Change Opening Circle

Date: February 10, 2019

Time: 1:00 – 3:00 p.m.

Location: Rideau Heights Community Centre & Library

Number of Participants: 22

In February 2019, the City of Kingston hosted the launch of Phase II of the Engage for Change process. Guy Freedman and Melissa Hammell from FPG led an opening circle attended by Mayor Bryan Paterson, Elder Barbara Hooper, City staff, members of the Indigenous community in Kingston and two representatives from the Métis Nation of Ontario. Closing comments were made by Bob Watts from FPG.

⁹ <https://www.calgary.ca/CSPS/CNS/Pages/First-Nations-Metis-and-Inuit-Peoples/Calgary-Aboriginal-Urban-Affairs-Committee/Calgary-Aboriginal-Urban-Affairs-Committee.aspx>

¹⁰ <https://www.calgary.ca/CSPS/CNS/Documents/CAUAC/Indigenous-Policy-Framework.pdf?noredirect=1>

Opening circles foster respectful dialogue and allow participants to open up and share their thoughts, feelings, and unique perspectives, in a safe, respectful and culturally appropriate environment.

The Engage for Change Opening Circle identified common thoughts amongst participants including the need for the community to either develop or utilize existing environments and spaces that can be used by the Indigenous community to gather, hold ceremonies, and different types of programs. These spaces need to be culturally safe and in areas of the city where Indigenous people can easily access and use when they need to. Many participants voiced the need for the space to have access to land to be able to conduct ceremonies such as a sweat lodge, or to offer medicine walks. Participants also commented on the need for both new and existing community spaces be equipped to allow Indigenous for cultural practices such as smudging or smoking pipes indoors.

Participants felt that for these spaces to be safe for them that the staff that work in them need to have cultural safety training. Programs that are held in these spaces need to be Indigenous specific and meet the needs of Indigenous people who live in urban areas. Indigenous participants also felt a strong need for non-Indigenous people living in Kingston to understand their history and culture. Continued and even increased support of Indigenous events like National Indigenous Peoples Day, by the city and the rest of the community is seen as a good path forward in reconciliation.

When talking about Indigenous spaces in Kingston, the history of the closing of the Friendship Centre was brought up several times. Participants mentioned still experiencing feelings of hurt that the centre had closed, and more than one participant suggested that a healing circle or ceremony would be necessary to close that chapter before making plans for the next space.

Many people spoke about the need for an Indigenous committee or council to liaise with the City about Indigenous space, events and other opportunities. There were different ideas about how this could happen—whether it could be guided by the current Grandmother’s circle, led by an elected group of representatives, or could include members from already existing Indigenous groups, organizations and local resources. Once the circle was open for more fluid conversation one participant asked: “Who can speak for Indigenous people in Kingston?”, which led to comments about the City’s relationship with local host Nations, Tyendinaga and Alderville. Indigenous city residents (who are not members of those First Nations) articulated the need for a formal process to include all Indigenous voices in processes that affect them.

Indigenous Spaces Drop-in Sessions

Date: July 10, 2019

Time: 2:00 – 4:00 p.m. & 6:00 - 8:00 p.m.

Location: Kingston Frontenac Public Library

Number of Participants: 48

After the opening circle, it was determined that the main focus of the engagement needed to be the call for a community space for Indigenous residents of Kingston to gather, to offer services, to house Indigenous groups and businesses, and possibly to educate the public about Indigenous culture. To prepare for this conversation, FPG researched several different models for Indigenous cultural centres that already exist in Canada. Ten sites were chosen to profile at a drop-in session where participants were asked to provide feedback about what they are looking for in their own Indigenous cultural space. For each sample cultural centre, a poster was created that showed images of the centre and highlighted how it was used by local Indigenous communities. Drop-in participants were asked to review the 10 posters and were offered three different ways to participate in the conversation: to discuss their thoughts with consultants and city staff who were present, to use sticky notes to comment directly on to the posters, and to fill in a detailed survey. Paper and electronic packages that included copies of the posters and the survey were made available to members of the public to fill in after the event as well.

To help focus the conversation about the importance of Indigenous space, the following questions were asked both in-person and in a formal survey:

- How are you involved with the Indigenous community in Kingston? Why is the building of an Indigenous cultural space in Kingston important to you?
- What are your hopes for an Indigenous cultural space in Kingston? What do you see happening in this space? Who will use it and how?
- Who do you see owning and operating the space? Where do you see yourself within the space? How would you like to be involved in the planning and operation of the space? How would you like the City of Kingston to support this project?
- What are some of the challenges or barriers to building and operating an Indigenous cultural space in Kingston? How can we overcome these barriers as a community?
- Is there anything else you would like to share?

At the drop-in session, there was also a station set up where participants could respond to a series of simpler “5 W” questions by leaving notes on Bristol board:

- Why is the building of an Indigenous space so important?
- Who would use the space?
- Who would operate the space?
- What would an Indigenous space look like?
- What would happen in this space?
- Where would this space be located?

Forty-eight people participated in the two drop-in sessions that were held consecutively on the same date. Over 100 comments were received on the posters and at the '5W' station. Twenty people filled in detailed surveys.

The following is a summary of themes and messaging that came out of the comments and surveys from the drop-in sessions:

Why is the building of an Indigenous space so important?

- We need a place we can call home
- Essential for reconciliation
- To unite the community/ies
- Cultural reclamation
- Community gathering place
- Celebrate, share and showcase our culture
- Builds bridges between Indigenous and settlers
- For this and for future generations

What would an Indigenous Space look like?

- Indigenous architecture, design, builders etc. Indigenous teachings throughout - beautiful showcase of culture
- A mix of indoor and outdoor spaces and uses - perhaps two sites: urban & rural
- A hub for several grassroots organizations and activities
- Possibility of an Indigenous community space *and* interpretive area/building
- Sacred Fire / place for ceremony is important
- Ceremony, healing, gathering, education, training, programming
- A SAFE, accessible, user-friendly space to gather, share and learn together

Who would use the space?

- First Nations, Inuit and Métis are all considered and welcomed
- Inclusive of 2SLGBTQ
- All relations welcome
- A warm, welcoming place of belonging for all ages and stages of the medicine wheel
- General public invited to participate in educational programming if and when appropriate

Who would operate the space?

- Indigenous leadership from the Kingston area Nations, supported by the city
- 10-20-person council that is representative of the whole region
- Uses a well-thought out consensus model
- Indigenous-led, self-determined, and governed is very important
- All genders represented in leadership and Elders

Where would this space be located?

- Urban *and* rural

- Possibility of Faith United Church land on Hwy 15
- Needs to be easily accessible by public transportation
- Zoning for outdoor fire, possibility of a sweat lodge

What would happen in this space?

- Bringing together of Indigenous orgs, services, businesses, individuals, families, etc. / multi-use cultural programming space with childcare
- Potential for new social enterprise to support community and space
- Culture, traditions, including authentic teachings, talking circles, visiting Elders, sacred fires, feasts, ceremonies and celebrations
- Systems navigation / partnerships with resources for housing, health, wellness
- Invite settlers to participate - have a cultural education component in the spirit of reconciliation
- Display or interpretive area to showcase Indigenous culture and our role in care taking the land
- Space where Indigenous voices and perspectives are heard, understood and honoured
- Land-based teachings and ceremonies
- Community garden
- Sacred fire on-site
- Language learning and practice
- Local art displayed
- Drop-in component
- Programming for parents
- Training and support
- Health, wellness and healing from intergenerational trauma

Values:

- Indigenous-centred, led, designed, staffed
- Community solution and strengths-based focused
- Inclusivity where all, regardless of their education, lifestyle, gender, age are welcome
- Healing space with programming and ceremony
- Green - putting Mother Earth first
- Whole person and whole community focused
- Multi-nations languages taught, used, heard
- Honouring of and operating/living by the 7 Grandfather Teachings
- Authentic teachings and knowing where teachers/Elders are from

Challenges

- Land, building, money
- Longevity and sustainability
- Mistrust between city and community
- Healing still needs to be done around Friendship Centre closing
- Local lateral violence erodes the vision and intentions

- Intergenerational trauma / need adequate support with healing before and during process
- Regional politics between urban and rural communities

How to overcome these barriers as a community

- Work together to create a healthy centre for the right reasons
- Well-researched consensus model and mirroring
- Positions elected by community
- Elected council advised by Elders
- Strong governance structure
- Supportive allies
- Dialogue, compromise and basic agreements
- Start small and slow with vision and planning for expansion
- Remaining inclusive and strengths-based
- In-depth consultation
- Lateral violence training / mediation
- Ceremony to put the past behind us and start a new process together

Ownership and Operation

- Indigenous owned/run, supported by city
- Coalition of local Nations could invest and run it
- City should own to avoid past issues
- Collective/Cooperative ownership between communities would ensure a neutral environment
- Non-profit status (grants & tax receipts)
- Space run by an (elected?) governance council of qualified Elders who advise a community-based working board (which could include allies as well?)
- Board should include professionals (CPA, legal), cultural expertise plus a municipal leader who can drive appropriate actions within city/county
- Indigenous operated and run with a well-thought-out governance structure to ensure financial and operational accountability

These findings were presented at a community talking circle in August 2019.

Indigenous Spaces Talking Circle

Date: August 15, 2019

Time: 6:00 – 9:00 p.m.

Location: Rideau Heights Community Centre

Number of Participants: 20

In August 2019, Indigenous community members gathered to hear the results of the Indigenous Spaces Drop-in Sessions and to participate in a talking circle to comment and add further to the discussion.

Participants expressed enthusiasm at seeing their ideas around a cultural community centre compiled and were grateful to the City for providing the opportunity to have this conversation. One participant thanked City staff for their deep listening and respectful dialogue with members of the Indigenous community and asked that it be noted that it wasn't the City who "took away our Friendship Centre" but that it was generous of the city to help facilitate the possibility of there being a place for the Indigenous community in Kingston to gather.

The closed Friendship Centre was a topic that came up a few times around the circle. One participant said that he was happy to see so many people out who were involved with the centre when it was open. He emphasised the importance of moving on from that experience in a good way: "When you're walking forward, don't look backwards because you are going to trip and fall". A suggestion was made to hold a ceremony to help the community to heal from that experience and to start fresh with one another.

Some participants expressed sadness over the lack of participation in these opportunities for community consultations, commenting that "it is always the same 25 people who come out to these kinds of sessions". One participant commented that while they are grateful for City being catalyst, it is the Indigenous community itself that needs to be organizing and driving this project. "There are at least 5000 Indigenous people in Kingston!", said one participant, "How do we get the other 4575 people here to have a voice?" It was also noted that the youth voice was missing from the room, and several people commented on the need to have the youth involved, if not leading this conversation.

Reacting to the summary of the drop-in session that was presented by Power Point, several people commented that they like the idea of an Indigenous resource hub, or one-stop-shop for culture and services. As in the opening circle, almost everyone mentioned either the importance of having access to the land, and/or the importance of having policies and equipment in place to allow for ceremonial lighting of medicines (tobacco, sage, sweetgrass, cedar) to be lit indoors.

Reflecting on the slides as whole, one person commented that the vision that the community had created for a cultural centre has "beautiful potential", but that there would need to be a guarantee of longevity and a plan for sustainability: "We don't want space now if it's going to be taken away in the next election". Someone else reiterated the point to "start small and go slow", and that they would like to see a plan with 1, 3, 5, and 10-year projections and milestones.

The group then turned its focus to the "how" of the summary and again started to talk about the formation of a council or committee to work with the city to build such a space. Again, slow and steady was the message, with one participant noting that they "...like the idea of a council, but it can't just happen overnight".

Community members around the circle agreed that the values of a council (and the cultural centre itself) need to be rooted in cultural teachings and that if followed in a good way would prevent lateral violence¹¹ from happening: “Everything we do from the start to ongoing needs to be rooted in the Seven Grandfather Teachings, and the [Guiding Principles] of the Inuit”.

One participant reiterated that the process must be guided by Elders, acknowledging Grandmother Kate Brant’s presence in the room as an example of someone who lives by the Seven Grandfather Teachings: “She is teaching us to be kind, love ourselves, and move forward.... We are in circle to find a way to talk to each other in our best way, because that is what Kate teaches us”. Kate herself responded with the following teaching:

I call myself a Grandmother [as opposed to an Elder] because I still have Elders that I learn from; they tell me that all human beings were given the same original instructions: (1) to be kind to all human beings and creation (2) to be grateful (3) take care of mother earth. Where do you start? With yourself. And it works out from there. I know exactly who I am. So, no matter what others have to say – negative or positive – it doesn’t touch me. My teachers tell me love is not just a feeling but a way of being. The epitome of most strong elder is that you can feel the love before they enter into the room. Every human being has to rise to that level. Be the love.”

It was apparent as community members spoke that there is a deep respect for Elders and Knowledge Keepers who live in or pass through Kingston and a hunger for the traditional teachings they carry. FPG sees a future cultural community space as a place of belonging where the Indigenous community can come to learn and share, which will lead to a stronger and healthier community.

Closing Circle

Date: December 12, 2019

Time: 6:00 – 8:00 p.m.

Location: Kingston Frontenac Public Library

Number of Participants: 14

¹¹ Lateral violence is defined by the Native Women’s Association of Canada (NWAC) as a cycle of abuse that is rooted in factors such as colonialization, oppression, intergenerational trauma and ongoing experiences of racism and discrimination. It can occur within oppressed societies and usually involves a demonstration of negative behaviours within the community that have traditionally been used by the oppressor to hold power over the oppressed. Within Indigenous communities, examples of lateral violence include bullying, gossiping, feuding, shaming, and blaming other members of one’s own social group as well as having a lack of trust toward other group members.

In December, the Indigenous community was invited to participate in a final community conversation to wrap up the year-long Engage for Change Phase II process. City staff and FPG co-presented a Power Point presentation that outlined all of the activities and engagements that were supported during Phase II of Engage for Change in 2019.

One of the initiatives staff outlined was the creation of an Indigenous community events and activities calendar that is currently in beta testing and could be updated by the public. The idea was developed in response to a need identified by the community and the fact that there is no one central location where all community events and activities can be listed, without having to access social media. Participants were in favour of this idea though there were a couple comments about where the calendar should be hosted with the long-term hope that such a site would be Indigenous -owned and operated (such as a future cultural centre).

City staff also shared that City Councillors would be receiving Cultural Awareness Training by FPG in February and that the city would be looking into how to make more Indigenous training opportunities available to all City staff as per the Truth and Reconciliation Call to Action #57¹². All participants were in agreement that having City staff trained in awareness and having Indigenous champions within various departments would make a very positive impact on the City's relationship with the Indigenous community. Participants expressed curiosity about the FPG training curriculum and Melissa offered to share the training materials with whomever would like to see them.

When City staff talked about the recommendations that would be brought forward to Council in 2020, a conversation was had about the project being community-led. Participants raised concerns about there being "too much diversity" within the Indigenous community to be able to agree on who would take the lead on the process. There wasn't natural agreement about how a committee or council could be formed and who would be on it. Participants talked again about mistrust and the past hurt from the closing of the Friendship Centre, and about the fear of lateral violence and inability to organize in a good way. They agreed that having assistance from the City, at least to start, would be helpful, and that a protocol for how to work together in a good way would need to be established.

An immediate action that was suggested was for the City to provide space on an interim basis to address the immediate need to bring the community together to do the long-term planning that is needed for such a big project. One participant said that "baby-steps" would be needed to "figure this out together in a good way". Many agreed and said that if they had a preliminary space to work out of, that the community would be able to come together to take a lead on these conversations.

¹² TRC Call to Action #57: We call upon the federal, territorial, and municipal governments to provide education to public servants on the history of Aboriginal peoples, including the history and legacy of residential schools, UNDRIP, Treaties and Aboriginal rights, Indigenous law, and Aboriginal-Crown relations. This will require skills-based training in intercultural competency, conflict resolution, human rights, and anti-racism.

Finally, the conversation turned once again to the provision of Indigenous cultural spaces within the City of Kingston. City staff addressed the suggestion that had come forward from the community for a permanent Indigenous-themed installation within Kingston City Hall, perhaps in the form of a public meeting room that would receive an Indigenous name and would be remodeled with Indigenous design elements. City staff also talked about immediate next steps for finding a space for the Indigenous community to gather. Participants around the closing circle agreed that even though the long-term plan will be for the community itself to own and operate such a space, that they would accept if the City were to offer an interim space where ceremonies and planning could happen in the near future and would be open to drafting agreements for how the City could best work with the Indigenous community towards a positive partnership in the future.

Next Steps and Recommendations

The City of Kingston has done a lot of innovative work when it comes to commemorating the First Peoples who lived on the land where the city was built, consulting with local First Nations and Métis communities for large-scale projects that affect the land and water, and working with the urban Indigenous community towards better relations. This can be seen in projects such as Alderville First Nation Commemoration Project¹³; the thorough consultation regarding the building of the Third Crossing¹⁴; and its commitment to reframe its relationship with both host Nations and the urban Indigenous community through the award-winning, multi-phase Engage for Change¹⁵ process.

As the City transitions to Phase III of Engage for Change, First Peoples Group offers the following recommendations based on observations from engagement with the urban Indigenous community in 2019. FPG acknowledges that these changes cannot happen overnight, echoing the community's call for a slow, steady, and community-directed process. Recommendations have been categorized into actions that can be taken within the next 5 years to create symbolic, substantive and systemic change that would be co-created through the combined efforts of the City of Kingston working with the local Indigenous community with the support and guidance of the host Nations.

What We Heard: Co-Creating Symbolic Change

The Indigenous community in Kingston would like to see themselves and their ancestors reflected in Kingston's presentation of history, cultural and heritage. Suggestions from the community include:

¹³ <https://www.cityofkingston.ca/city-hall/projects-construction/alderville-first-nation-commemoration>

¹⁴ <https://thirdcrossing.cityofkingston.ca/engagement/indigenous-consultations>

¹⁵ <https://www.cityofkingston.ca/explore/culture-history/history/engage-for-change>

- More Indigenous public art & murals
- Streets or public places named after Indigenous people or families
- Traditional Indigenous languages used in public places
- Sustainable funding for Indigenous cultural events and programs
- Space provided for an expanded Indigenous cultural celebration
- A room at City Hall that commemorates local Indigenous history and culture
- Kingston waterfront celebrated and protected
- Land acknowledgement and links to Indigenous resources easy to find on City website

	FPG Recommendations	1-3 yrs.	3-5 yrs.
1.	Continue to support Indigenous community events and educational opportunities	✓	
2.	Create and implement a plan for sustainable funding of Indigenous community events and programming	✓	✓
3.	Work with community to review the wording and use of the recognition statement	✓	
4.	Place the recognition statement as well as links to Indigenous resources (such as the Engage for Change website and new community calendar) on the City of Kingston home page.	✓	
5.	Dedicate a room at City Hall in recognition of local Indigenous history and culture	✓	
6.	Name a significant project or landmark to acknowledge the continuity of Indigenous history, culture and language in the area.	✓	✓

What We Heard: Co-creating Substantive Change

The local Indigenous community is enthusiastic about co-creating an Indigenous cultural gathering space in Kingston that is:

- safe, inclusive, accessible, user-friendly;
- a multi-purpose hub of activity;
- a place to celebrate, share and showcase First Nations, Inuit & Métis culture;
- Indigenous owned and operated;
- a mix of indoor and outdoor spaces and uses—perhaps two sites;
- welcoming to new and visiting Indigenous families and individuals;

- a place for ceremony, healing, gathering, education, training, programing and cultural reclamation.

A permanent community space is a longer-term vision and the local Indigenous community is adamant about moving towards that vision with purposeful intention, organization and with culture at the centre of all stages of planning, design and implementation. The Indigenous community would eventually have full ownership of such a space but welcomes assistance from the City of Kingston to get the process started.

FPG recommends that once protocols are established for how the City and the Indigenous community will work together moving forward, that a detailed plan be developed for the creation of such a space.

	FPG Recommendations	1-3 yrs.	3-5 yrs.
7.	Support the local Indigenous community in their proposed plan for a ceremony to acknowledge the past and start a new process of moving forward together towards the vision of a shared cultural gathering space	✓	
8.	Identify a preexisting, culturally accessible space that could be used by the local Indigenous community to gather for events and ceremony and to organize next steps for the creation of a council and future space for the community	✓	
9.	Work with the community to finalize the smudge policy	✓	
10.	Review current policy and plan for future policy that would allow for a sacred fire on designated public property	✓	✓
11.	Support the community in developing a long-term plan (with 1, 3, 5, and 10-year projections) to create a permanent Indigenous cultural centre / gathering space in Kingston.	✓	✓

What We Heard: Co-creating Systemic Change

In order to shift the historical narrative and reframe relationships between Indigenous and non-Indigenous people in Kingston, high-level work needs to be done to define the relationship between the City of Kingston, the Indigenous peoples who once inhabited the land that the city is on, and the Indigenous peoples who currently live in Kingston. This systems change requires cultural education and training within the Corporation, and formal support for Nation-to-Nation relationships through policy and protocol.

First and foremost, First Peoples Group recommends the creation of a plan for the City of Kingston to restore, renew and strengthen historic ties to Mohawks of the Bay of Quinte (Tyendinaga Mohawk Territory) and Alderville First Nation (Alderville and Sugar Island 37 A reserves) in order to create a protocol that defines the relationship between Kingston and its original territorial host Nations, as well as roles of responsibilities of the Indigenous community members who call Kingston home. A first step would be to reach out to Tyendinaga and Alderville to validate the Engage for Change process and outcomes and to get their advice on how to move forward with the creation of a community council. FPG recommends a series of planned meetings with territorial First Nations as part of Phase III of Engage for Change and outlines Best Practices for consideration in the next section of this report.

At the municipal level, FPG recommends the creation of a training plan that would eventually allow for all City staff to attend in-person Indigenous cultural safety training. This process could start with staff representatives from key departments taking on a lead role and acting as a cultural liaison for the community particularly to support projects and shared initiatives relevant to the community. Together, these departmental champions would work to build capacity within the City and to roll out the training plan for the rest of their teams. It is also recommended that following the City Council cultural training in January, that one Councillor also take on a champion role on behalf of all of the Councillors, taking a lead on a Nation to Nation relationship building.

	FPG Recommendations	1-3 yrs.	3-5 yrs.
12.	Develop departmental cultural liaisons to support community projects and shared initiatives	✓	
13.	Create and roll out a cultural safety training plan for all City staff and Councillors	✓	✓
14.	Request a meeting with traditional territory Nations to validate Engage for Change outcomes and to speak about working together towards the creation of a framework that outlines a protocol for Indigenous relations in and around Kingston	✓	
15.	Support the creation of an Indigenous council that includes representation from traditional territory Nations and the local Indigenous community, including Elders and youth	✓	✓

Further Considerations

In addition to the recommendations above, FPG offers the following exploration of best practices for building and maintaining a Nation-to-Nation relationship with traditional host Nations; as well as examples of other municipalities who have supported urban Indigenous communities in creating cultural spaces, councils and agreements for working together.

Best Practices

These best practices outlined below are derived from an initiative supported by the Federation of Canadian Municipalities (FCM) who, through the Community Economic Development Initiative (CEDI), have supported 14 successful municipality – First Nation partnerships across Canada. The *“Stronger Together: A Toolkit for First Nations – Municipal Community Economic Development Partnerships”*¹⁶ resource, developed by FCM has a focus on building relationships for the purposes of joint economic development ventures, however, the resource also lays out a number of best practices for building strong Nation-to-Nation relationships in general that the City of Kingston should consider when initiating a relationship or partnership with the Mohawks of the Bay of Quinte First Nation and members of the Mississauga Anishinabeg of the Ojibway Nation (Alderville First Nation).

Mutual understanding, respect and trust are the basis of a strong relationship. Begin by investing in learning about the history, traditions and priorities of the host and neighbouring First Nations in and around the City of Kingston. Consider the following best practices:

- ✓ Identify opportunities for collaboration to instigate partnership building. Before reaching out to express interest in developing a Nation-to-Nation relationship with Tyendinaga and Alderville First Nations, the City of Kingston should have answers to the following questions:
 - Why do you want to form a partnership? What benefits do you hope to see from a stronger relationship?
 - What is your current relationship with these communities? Are there issues or conflicts that need to be addressed?
 - What are the potential areas or issues where you could collaborate?
- ✓ Admit what you do not know and show a willingness to learn. These attitudes help to establish a positive relationship.

At the beginning of the relationship building process, participants should be people with a direct role in building a government-to-government relationship. Consider the following best practices:

¹⁶ <https://fcm.ca/sites/default/files/documents/resources/tool/stronger-together-toolkit-cedi.pdf>

- ✓ Involve as many elected officials and senior staff members in the relationship building process as possible from each community.
 - It is essential that the mayor and chief(s) endorse the process and attend important meetings.

Relationship agreements publicly declare a commitment to a long-term friendship, the beginning of a Nation-to-Nation relationship and expresses a willingness to heal past wrongs and renew relationships between communities. Consider co-developing a relationship agreement between the City of Kingston and Tyendinega and between the City of Kingston and Alderville First Nation. Consider the following best practices:

- ✓ Agree on a type of partnership to ensure that the collaborative arrangement is appropriate to the local situation.
- ✓ In a protocol agreement or friendship agreement include a vision statement, a set of shared values or principles and a commitment to maintain the relationship.
- ✓ Consider including a formal commitment that protects the relationship from change in leadership.

Consider the following best practices in order to sustain momentum in the long term:

- ✓ **Invest in building mutual trust and respect.**
 - Trust is the basis of a strong relationship. Elected officials and staff need to appreciate, understand and respect their neighbour's governance, priorities and culture. This occurs by sharing community stories, meeting each other often and using tools such as dialogue and consensus to support healthy, respectful discussions and decision making.
- ✓ **Develop a broad network of supporters and champions.**
 - Increasing the number of people and organizations that understand and support the relationship will provide encouragement to the partnership's long-term success. Communities can expand their networks by having regular progress reports to councils and the general public; briefing new staff and councillors; holding joint events and meetings in each community; working with the media; and regularly reaching out to local businesses, partners and community members to engage them in the process.
- ✓ **Make formal commitments (such as council resolutions, a Friendship Accord) and governance structures (such as a joint working group with a terms of reference.)**
 - This creates a public record of the partnership and supports transparency and accountability. Communities should continue this by recording minutes from each meeting and developing a clear scope and terms of reference for each joint initiative.
- ✓ **Address difficult issues as they arise.**
 - It is important to address challenges and issues directly, rather than letting them build up over time. It can be helpful for the leadership to sit down together without staff to get things back on track if there are problems to address.

Additional Examples of Successful Nation-to-Nation Relationships

Aside from the 14 partnerships supported through FCM, the following provides an overview of additional examples the various ways local governments and neighboring First Nations are working together to build Nation-to-Nation relationships.¹⁷

1. Musqueam Indian Band and the City of Vancouver

Musqueam Indian Band and the City of Vancouver are leaders in First Nations-municipal collaboration. As neighbours, the city and the band share the benefits of a good intergovernmental working relationship. Vancouver was the first city in Canada to proclaim a Year of Reconciliation, in 2013-2014. With Musqueam Indian Band, the city held a series of workshops, and public education and cultural activities to celebrate the relationship. The two communities work together in a number of ways and continue to strengthen their relationship through active collaboration and by developing protocols and activities such as a joint council dinner held once a year.

2. City of Nanaimo & Snuneymuxw First Nation

In the past, the relationship between the City of Nanaimo and Snuneymuxw First Nation (SFN) was characterized as extremely strained. However, the two communities have come together and forged a positive working relationship after coming to the realization that non-collaboration and conflict between them needed to be remedied. The communities engaged in continuous dialogue and worked toward co-developing an MOU between the City and SFN which was signed in 2005. The MOU commits the two parties to establish a government-to-government relationship based on mutual respect and cooperation. The City and SFN have since signed a Protocol Agreement which serves as the principal working document which the City and SFN will use as the basis for developing further process arrangements and other agreements between them.

3. City of Powell River & Sliammon First Nation

Community leaders from the City of Powell River and Sliammon First Nation came together determined to find a solution to previous lack of consultation by the City. The two governments have now committed to collaboration and cooperation and have signed a Community Accord and a Protocol Agreement on Culture, Heritage Protection and Economic Development.

4. District of North Vancouver & Tsleil-Waututh Nation

The District of North Vancouver (DNV) and Tsleil-Waututh Nation (TWN) have an agreement that commits the governments to the co-management of the land, outlines a number of

¹⁷ Apolonio, Jaime. (2008). Forging strong relationships among municipal, regional and First Nation governments in British Columbia. Retrieved from:
https://dspace.library.uvic.ca/bitstream/handle/1828/1142/apolonio_jaime.pdf?sequence=1

initiatives, and stipulates target timelines for the implementation of these initiatives. A joint Steering Committee, comprised of representatives from each party, used consensus building to establish priorities and to develop the plan for co-managing the land. The success of this partnership was attributed to the strong political will and support from DNV and TWN councils, as well as the commitment and flexibility of those elected officials and staff involved.

5. City of Campbell River & Campbell River Indian Band

The City of Campbell River and the Wei Wai Kum First Nation have a successful partnership in the area of local tourism. The two have come together to build a cruise ship terminal making Campbell River a viable cruise ship destination.

6. City of Vernon & Okanagan Indian Band

The City of Vernon and Okanagan Indian Band (OKIB) have a signed Protocol Agreement that outlines “the overall intention of the Band and the City to enter into a more formal arrangement respecting a long term, cooperative working relationship” and articulates three fundamental purposes: effective, adequate communications; cooperation which is aimed at mutual benefit; and partnerships which create lasting benefits.

Examples of Urban Indigenous Gathering Spaces

Lethbridge

The City of Lethbridge is currently undergoing community engagement initiatives to support the development of the City’s future Indigenous cultural centre. The City of Lethbridge’s Indigenous Relations Advisor recently presented to City Council about the functions of the proposed centre which will include land-based learning, access to elders and a documented history on display for the local Indigenous nations and other Indigenous cultures who call Lethbridge home. It is also hoped that the space will have an accessible community kitchen, a large, open space for people to gather for social and ceremonial purposes, and resources to support urban Indigenous peoples.¹⁸

Edmonton

A key finding following a number of engagements with urban Indigenous peoples and groups in Edmonton in 2019 was that the urban Indigenous community is seeking a public gathering space where Indigenous peoples can freely access their culture, language and traditional knowledge. This recommendation along with others that were gathered throughout the engagements have been compiled into a City Plan which is going to the Edmonton Metropolitan Regional Board for approval prior to October 2020.¹⁹

¹⁸ <https://lethbridgeherald.com/news/lethbridge-news/2020/01/23/council-hears-update-on-proposed-indigenous-cultural-centre/>

¹⁹ https://www.edmonton.ca/city_government/documents/PDF/City_Plan_WhatWeAreHearing_IndigenousEngagement.pdf

Examples of Urban Indigenous Councils

Vancouver:

The City of Vancouver has an Urban Indigenous Peoples' Advisory Committee which has a mandate to advise City Council and staff on enhancing access and inclusion for urban Indigenous peoples to fully participate in City services and civic life.²⁰ The committee is comprised of 15 members who represent urban Indigenous Peoples with at least three members identifying as Métis. The committee:

- Ensures that effective communication and consultation of Vancouver's urban Indigenous communities play a major role in the efforts of the committee to fulfill its mandate;
- Strives to develop and maintain a positive relationship with other individuals, groups, agencies, and others, who are addressing issues of concern to urban Indigenous Peoples in Vancouver;
- Advises Council and staff on the City of Reconciliation Framework as it is developed, implemented and updated.

Surrey:

The City of Surrey has a committee that advocates on behalf of all urban Indigenous people in Surrey. The mission of the Surrey Urban Indigenous Leadership Committee (SUILC) is to be the collective voice of the urban Indigenous population in Surrey.²¹ The Surrey Urban Indigenous Leadership Committee is comprised of representatives from urban Indigenous organizations, the Surrey RCMP, Métis Nation British Columbia and the local Métis Chartered community, the Surrey School District, local universities, the local health authority and the First Nations Health Authority.

A core value of the committee is to respect the political autonomy of the Coast Salish First Nations in Surrey. This means that the Committee will not represent those First Nation governments nor speak on their behalf. Land-based First Nation governments with a historic and current connection to the territory that now includes the City of Surrey have a standing invitation to participate in any and all meetings of the SUILC.

Examples of Urban Indigenous Strategies

Hamilton:

The City of Hamilton has developed an Urban Indigenous Strategy that aims to strengthen the City's relationship with the Indigenous community. The Strategy also aims to promote a better understanding among all residents about Indigenous histories, cultures, experiences

²⁰ <https://vancouver.ca/your-government/urban-indigenous-peoples-advisory-committee.aspx>

²¹ <https://www.surrey.ca/community/20594.aspx>

and contributions.²² The strategy was developed in 5 different phases and presented to City Council in July 2019. The strategy was endorsed and fully supported. The Urban Indigenous Strategy team will collaborate with City staff, community partners and the Indigenous community to now develop an implementation plan.

The City of Hamilton Urban Indigenous Strategy outlines guiding principles on which the City of Hamilton will carry out the actions of the Urban Indigenous Strategy, including a commitment to having a trusting relationship with Indigenous communities where communication and collaboration are key in addressing the unique needs and issues of Indigenous people.

Surrey:

In 2015, the Surrey Urban Indigenous Leadership Committee facilitated the development of a Surrey Urban Aboriginal Social Innovation Project which has an objective to build and strengthen relationships at all levels of the community so as to improve the economic participation, educational attainment, and health outcomes for the Indigenous population in Surrey.²³ What followed the project was the Social Innovation Strategy which includes five strategic objectives as well as goals and strategies for change.

Conclusion

The history and legacy of the City of Kingston vis-a-vis its relationships with Indigenous peoples is complex. Kingston is home to a diverse group of First Nation, Inuit and Métis peoples who come from many different Nations and communities across Canada. Today there exists a strong commitment by the Mayor and Council to restore and renew these relationships. In a time when municipalities across the country are responding to the Truth and Reconciliation Calls to Action, Kingston is leading the way with its respectful engagement with Indigenous peoples. Great work has been and is being done by City staff to get to know the urban Indigenous peoples and come to understand their dreams and aspirations on how to make Kingston an inclusive place for all.

The land that Kingston is built on is also ‘home’ to members of the Mohawks of the Bay of Quinte First Nation and members of the Mississauga Anishinabeg of the Ojibway Nation (Alderville First Nation), many of whom still have ties with the area. Real reconciliation is not possible without focusing on how to develop a more modern relationship with the peoples who called the area occupied by Kingston now their original homes.

Over the past three years, Indigenous Kingston residents have participated in two phases of the Engage for Change process, giving direct input into Indigenous initiatives that are supported by the City and making recommendations for how the City and the Indigenous community can move forward together in a positive way. As Phase II of the process comes to

²² <https://www.hamilton.ca/city-initiatives/strategies-actions/urban-indigenous-strategy>

²³ <https://www.surrey.ca/community/18417.aspx>

a close, First Peoples Group has outlined recommendations for symbolic changes which would allow the Indigenous community to see their culture reflected in and around the municipality; substantial changes such as the collective movement toward the creation of a permanent Indigenous cultural space; and the development of formal protocols for systemic changes within the City of Kingston and in the relationship between Indigenous and non-Indigenous peoples in and around the Kingston area.

Future State

In ten-year's time, we see this systems change within the City of Kingston to be naturally in place, with relationships between the City and territorial Nations restored and renewed. The framework for relating to one another will include a protocol for how the City and the local Indigenous community communicate and work together to take care of the territory, its land, waters and peoples. The local Indigenous community will have created vibrant, inclusive spaces to serve and celebrate their culture. They will see their stories reflected in Kingston's culture and heritage narrative, and will be proud to live, work, study and play in this beautiful place.

We at First Peoples Group are optimistic not only for Kingston - but for other Canadian cities - to work together with First Nations, Métis and Inuit to build better cities and ultimately a better country. While Canada is on a path toward reconciliation, we believe we must look at the state of Canada differently. We believe that Canada needs to move from reconciliation towards what we at First Peoples Group call [re]Confederation. Doing so gives us all the opportunity to come together to build a better, new and more complete Canada. One that goes beyond reconciliation, one that re-imagines and modernizes confederation.

Appendix A: Exploring Indigenous Spaces Survey Package



EXPLORING INDIGENOUS SPACES

Phase II of Engage for Change (2018-2019)

Launched in 2016, the City's Engage for Change project is working to re-frame the relationship between Indigenous/First Peoples and non-Indigenous people in Kingston – especially as it relates to history, knowledge and culture. In Phase I of the project, the Indigenous community clearly articulated the need for an Indigenous community space. In Phase II of Engage for Change, we are delving into the details with a series of facilitated consultations to explore and to begin to plan what this space could look like and to consider how a related support council or advisory board could function.

Thank you for joining together to bring your ideas and give your input on what this future Indigenous cultural space in Kingston could be, how it should be organized and run, who it should serve and who should be involved in its creation.

To guide the creative process, we will feature 10 Indigenous cultural spaces across Canada to give inspiration on form and function. These spaces are beautifully representative of the people who use them, and those who helped to create them were committed to honoring the visions of the people and bringing them to life. Using these examples, as well as others you may have personally experienced, we will start to collect ideas and inspiration for Kingston's new community space.

Once you have read through some samples, and thought through what an Indigenous space in Kingston could be, please fill in the following anonymous questionnaire. You can pass it back in at this location, return to any branch of the KFPL, bring to Kingston

City Hall, or scan and email it to Jennifer Campbell at jlcampbell@cityofkingston.ca by July 31, 2019.

Questionnaire

We welcome you to share your ideas below. You can hand the form back in at this location, return to any branch of the KFPL, bring to Kingston City Hall, or scan and email it to Jennifer Campbell at jlcampbell@cityofkingston.ca by July 31, 2019.

How are you involved with the Indigenous community in Kingston? Why is the building of an Indigenous cultural space in Kingston important to you?

What are your hopes for an Indigenous cultural space in Kingston? What do you see happening in this space? Who will use it and how?

Who do you see owning and operating the space? Where do you see yourself within the space? How would you like to be involved in the planning and operation of the space? How would you like the City of Kingston to support this project?

What are some of the challenges or barriers to building and operating an Indigenous cultural space in Kingston? How can we overcome these barriers as a community?

Is there anything else you would like to share?

Wabano Centre for Aboriginal Health, Ottawa ON

The Wabano Centre for Aboriginal Health is a revolutionary space for Indigenous gathering and holistic healthcare. Designed by world-renowned Indigenous architect Douglas Cardinal, the Wabano Centre is a 25,000 square foot facility described as “the heart, identity and expression of Indigenous peoples in the city of Ottawa”.¹

The Wabano Centre is a primary health clinic with holistic wrap-around services and programs and services such as patient navigators, a housing team, expanded mental health services and social enterprise programming and serves over 15,000 Indigenous people every year. Furthermore, it offers delicious Indigenous inspired catering, stunning artwork, functional boardrooms, meeting spaces and a breathtaking “Grand Gathering Space”.

In addition to its architecture, the Wabano Centre features various designs and components reflective of Anishnaabe culture and history. For example, the main gathering space features a medicine wheel ceiling and 8-point star floor design, all held up by pillars representing the 13 full moons and their traditional teachings. Throughout the building, the Wabano Centre is adorned with Indigenous art, even including work done on the exterior, such as a mural completed in collaboration between community members and renowned Métis artist Christi Belcourt. The Wabano Centre also honors history with the only permanent installment in Canada of the Indian Residential School system experience.

- **Not-for-profit**
- **Core funded by the Ministry of Health and Long-term Care**
- **Over 40 programs funded by dozens of other government and private grants**
- **Indigenous-led by a Board of Directors, Executive Director and team of managers**
- **100 employees, 90% Indigenous**
- **Provides many opportunities for Canadians to learn about Indigenous culture**
- **Features event rental and chocolate-making social enterprises that create revenue**

¹ <https://wabano.com/>



University of Victoria First Peoples House, Victoria BC

In adopting its 2007 strategic plan *A Vision for the Future - Building on Strength*, the University of Victoria pledged to "build on our commitment to our unique relationship with Canada's First Peoples." Thus, the First Peoples House (FPH) was designed by Alfred Waugh, one of the few registered First Nations architects in Canada.

The FPH is a social, cultural and academic centre that also serves as a home-away-from-home for Indigenous students that aims to provide a safe and welcoming place for learning, sharing and community-building.

The FPH design reflects both traditional and modern values of the Coast and Straits Salish peoples, as well as influences from the Interior Salish. The foyer and corridors of the FPH are embellished with Salish art and artefacts and the building's exterior consists of western red cedar planks which resemble pre-contact longhouses. In addition, the two entrances to the FPH are sheltered by a timber canopy of wild grasses and Indigenous plant life.²

Those who enter the First Peoples House are expected to do so with a good mind and heart and with respect for the ancestors, the original caretakers of the land and each other. The FPH has been recognized for its innovative, sustainable and community-oriented design, having received multiple awards at both the local and international level.

- **provides a welcoming space for the community and an academic and cultural centre for Indigenous students, faculty and staff**
- **the 1,161 sq m building houses the Office of Indigenous Affairs, Aboriginal student counselling services, a ceremonial hall, classroom and office space, and student and elders' lounges**
- **achieved the gold-level standard in environmental design and sustainability and the Canada Green Building Council officially recognized the building, opened in 2010, with gold-level certification in its Leadership in Energy and Environmental Design (LEED) green building program**
- **The usage of all First Peoples House rooms must meet the objectives of Indigenous education and/or Indigenous cultural resurgence--first priority is always given to UVic courses, and then to other university and external bookings**

² <https://www.uvic.ca/services/indigenous/house/history/index.php>



McMaster University Indigenous Studies Department, Hamilton ON

The Indigenous Studies department at McMaster University serves as a creative example of how a tradition has been modernized to reflect the contemporary needs of Indigenous peoples. Putting Haudenosaunee Worldview and Knowledge into motion, the traditional longhouse architecture of the Ceremonial Room - the central component of the department space - maintains both the practicality and integrity of Haudenosaunee culture. The ceiling of the Ceremonial Room is said to represent the back of the turtle which, in Haudenosaunee Creation Story, is what Sky Woman is gently lowered onto by geese after falling from the sky.

Located in the heart of the Indigenous Studies department space, the Ceremonial Room is used as a gathering space for meetings, studying, feasts, ceremonies and more. In addition to the Ceremonial Room, the Indigenous Studies department at McMaster also houses a communal kitchen, Elders' lounge, student lounge, library, outdoor space, medicine garden and offices of the Indigenous Studies Program and Indigenous Student Services faculty and staff. These components are all situated around the Ceremonial Room, reflecting Indigenous concepts of time, space and the interconnectedness of all beings.

The department's three main objectives are:

- To recruit and assist Indigenous students in obtaining a degree in their area of interest
- To increase awareness of Indigenous culture and issues
- To work collaboratively with Aboriginal communities

Also located on McMaster University's campus is the Outdoor Learning Classroom. This space was created for the Indigenous Studies Program and can seat up to 150 people. Located on the edge of Cootes Paradise forest, the space consists of four tiers of large flagstone rocks set into the natural slope, overlooking a diversity of trees and wildlife. At the base of the seating is a large medicine wheel set into the ground, with the white segment pointing towards true north.

Traditional plants and medicines, as well as culturally significant trees encircle the entire space. Featured are trees such as oak, maple and white pine, which represents the Great Law of Peace in the Haudenosaunee nation. Located within the garden bed near the entrance of the space are three decorative rectangular plaques depicting wampum belts of Haudenosaunee treaties, including the Two Row Wampum belt and the Dish With One Spoon wampum agreement.



The Indigenous Hoop Dance Gathering Place, Hamilton ON

The Indigenous Hoop Dance Gathering Place (IGP) is located at Mohawk College in Hamilton, Ontario. Similar to McMaster, the IGP serves as an outdoor learning classroom and is the result of meaningful community engagement with Indigenous community and a part of an overarching strategy to formalize partnerships through a Two Row wampum agreement approach. This place was made possible through the collaboration of Brook McIlroy Architects; Mohawk College; Indigenous students of the College, Elders and members of the Six Nations community.

The IGP structure is comprised of four elements: an open-air pavilion, a water garden, a fire circle and a traditional garden. The IGP is inspired by Indigenous concepts of inclusiveness, sun and moon calendars, the medicine wheel, and the Haudenosaunee Creation Story. This site allows for views from surrounding buildings and seats 60+ people. In addition, the IGP features a Hoop Dance which employs as a tool for teaching, a venue for traditional ceremonies, a place to meditate or quietly study.³

- **The \$650,000 project was supported by the college, the Mohawk Students Association and a private donor**
- **Serves as a space for teaching, music, story-telling, ceremony, relaxation and contemplation**
- **Developed through an inclusive and iterative community consultation process including Elders, the HOOP Dance creates a unique outdoor space with deep layers of meaning woven into the fabric of its elements**
- **Set in the college's main courtyard, the HOOP Dance Gathering Place was designed with a holistic consideration to landscape, architecture, and the wider context within the college and the city**

³ <https://www.mohawkcollege.ca/indigenous-students/indigenous-gathering-place-igp>



Indian Residential School History and Dialogue Centre, Vancouver BC

The Indian Residential School History and Dialogue Centre is located at the University of British Columbia. This Centre was built with the intention of creating an institution of **memory to address the experiences** of the Indian Residential School survivors of Indian Residential Schools on the West Coast and serves a number of purposes.

First, to provide a more accessible place on the west coast for former students and survivors of the Indian Residential School System, their families and communities to access records and other historical material that the Truth and Reconciliation Commission and others have gathered.

Second, to have a place for former students and survivors, and their families and communities, to discuss their experiences, the history, and its effects and implications.⁴

The structure itself is constructed of various traditional building materials such as charred cedar plank siding, woven cedar walls, douglas fir support beams and copper roofing. The design also features a beautiful outdoor water trough made of sandblasted glass, which flows into a water feature in the ground.

- **The Centre aims to facilitate a variety of engagements and support informed dialogue and more transparent information practices, research and pedagogy.**
- **Funded and assisted by over 15 partners including several UBC Departments, the United Church of Canada, Library and Archives Canada, the First Nations House of Learning, the Vancouver Holocaust Education Centre and the National Centre for Truth and Reconciliation**

⁴ <https://aboriginal.ubc.ca/indian-residential-school-centre/>



Lu'ma Native Housing Society, Vancouver BC

The Lu'ma Native Housing Society, established in 1980, is an urban centre for housing located in Vancouver, British Columbia. The name "Lu'ma" means "new beginnings" in Coast Salish. The objective of the Society is to ensure a continued supply of adequate, low-cost housing to Indigenous peoples who have low to moderate incomes and to create the conditions necessary for urban Indigenous peoples to improve health & wellness outcomes and disparities.⁵ The centre owns and operates just less than 500 housing units throughout Vancouver and now strives to address a broader mandate of addressing social determinants of health. As a result, the centre also runs several programs including: the Lu'ma Medical Centre; the Aboriginal Patients' Lodge; Community Voice Mail; the Aboriginal Children's Village; and Aboriginal Youth Mentorship & Housing Program.

"The Aboriginal Patients' Lodge is a shining example of a best practice in Canada that highlights not only the needs of health and wellness for Aboriginal communities, but demonstrates the capacity of the Aboriginal community when governments allow the community to create its own solutions to critical problems."⁶

- **Guided by a volunteer Board of Directors**
- **the First Aboriginal community entity in BC responsible for funding Aboriginal projects that provide front-line homelessness services to the Aboriginal community**
- **100% Indigenous specific programming**
- **Traditional Elders / Healers share cultural knowledge and teachings and engage patients in practices, ceremonies, and wholistic ways of healing from trauma**
- **Funders include City of Vancouver, Vancouver Coastal Health, Vancity, BC Association of Friendship Centres and private foundation donations**

⁵ <http://lnhs.ca/luma-native-housing/>

⁶ <http://lnhs.ca/>



Enaahtig Healing Lodge and Learning Centre, Victoria Harbour ON

The Enaahtig Healing Lodge was built in 1995 after a needs assessment by the Barrie Area Native Advisory Circle demonstrated a gap in services for Indigenous healing and learning. As a result, the Enaahtig Healing Lodge was envisioned and now serves as one of Ontario's only Indigenous healing lodges.

The Enaahtig Healing Lodge overall, aims to provide a safe environment for holistic healing and learning practices that are grounded in Indigenous cultural principles, for Indigenous individuals and families, in order to promote healthy and balanced communities and nations. Every aspect of the programming are designed, developed and delivered by trained Indigenous professionals and overseen by an Indigenous advisory council to ensure content is culturally appropriate.

Located in a farm setting, the Enaahtig Healing Lodge is surrounded by nature in a farm setting and utilizes land-based learning, and teachings of the four seasons and four quarter cycle, in its program model.

- Not-for-profit
- Core funded by the federal Department of Justice, several provincial (Ontario) departments as well as Ontario's Trillium Foundation, the Aboriginal Healing and Wellness Strategy and the Ontario Federation of Indigenous Friendship Centres
- Offers call-in and/or drop-in service
- Has been recognized as a "tobacco-free champion" by the Simcoe Muskoka District Health Unit for its residential smoking-cessation program for Indigenous peoples
- Employs an Aboriginal cultural approach built on Aboriginal best practices
- Indigenous-led by a Board of Directors supported by an Elders Advisory Council



Blackfoot Crossing Historical Park, Siksika AB

The Blackfoot Crossing Historical Park is situated on the Siksika (Blackfoot) Treaty No. 7 territory, the location of the signing of the Treaty No. 7. This place is a Canadian National Heritage Site and internationally recognized for its historical and archaeological significance.

The Blackfoot Crossing Historical Park was completed in 2007 and made possible by a successful commemoration of the Treaty. No. 7 in 1977. This event was a catalyst for bringing the Siksika's vision of a worldclass tourist attraction, that would honor their rich history, into reality.

Featured in its interior design are countless incorporations of Siksika culture and knowledge. For example, upon entering the structure there are stone walls which represent chiefs, as well as an Eagle Feather Fan, Teepee Sky Light, and a dramatic drop off which symbolizes a buffalo jump. Other details include horse blanket carpet designs in the conference room, colors that represent the prairie soil, grass and flowers, and wood panelling that symbolizes the sedimentary layers of a riverbank. Outside, you can find an amphitheatre based on the sunburst design.

The park offers a Conference Centre, library, restaurant and gift shop, and features interactive exhibits, educational programs, guided tours of the exhibit and valley outside, and a tipi village. It is also very eco-friendly!

- **Privately funded by revenue generated and from the Siksika Nation**
 - **Indigenous-led by a Board of Directors**
 - **Provides many opportunities for Canadians to learn about Siksika (Blackfoot) culture**
 - **64,000-square-foot interpretive centre and museum building with a collection of more than 3,500 artifacts**
 - **Offers one and two night sleepover tours**
-



Indigenous Gathering Place, Calgary AB

While it is not yet finished, exciting plans are underway for the creation of an Indigenous Gathering Place (IGP) in Calgary, Alberta. As the first gathering space for Indigenous peoples in Calgary, the IGP will serve as an urban hub for sharing, connecting, healing, renewing, and celebrating Indigenous culture, and the protection of traditional Indigenous practices, languages, wisdom of Elders, and written and oral teachings.

The IGP will be *led* by Indigenous peoples, Elders and Youth and will strive to achieve the seven grandfather teachings: respect, courage, love, truth, humility, honesty and wisdom. In addition, it will utilize guiding principles such as the Two Row Wampum Treaty to guide the relationship of Indigenous and settler/western knowledge-systems within the IGP.

To ensure meaningful consultation, Elder and Youth involvement has been key in the development of the IGP. Community conversations and surveys, monthly public meetings and facilitated discussions, and ceremonial practices such as powwows, pipe ceremonies and feasts have been integral to the engagement process. In addition, conversations with community partners and meetings with City of Calgary Mayor and Councillors, administrative staff and provincial representatives have been key in developing a shared vision for the IGP.

The completed IGP will be situated on ten acres of natural landscape, in a site of much significance to the Niitsitapi (Blackfoot) and the people of the Treaty 7 (which includes the Siksika, the Piikani, and the Kainai, from the Blackfoot Confederacy, as well as the Tsuut'ina, and the Lyarhe Nakoda). This location was determined through ongoing engagement with Indigenous Elders of these nations.



Indigenous Friendship Centres

Friendship Centres are Canada's most significant off-reserve Indigenous service delivery infrastructure and are the primary providers of culturally enhanced programs and services to urban Indigenous residents. For over half-a-century, Friendship Centres have been facilitating the transition of Indigenous people from rural, remote and reserve life to an urban environment. For many Indigenous people, Friendship Centres are the first point of contact to obtain referrals to cultural based socio-economic programs and services.

The National Association of Friendship Centres (NAFC) supports a network of 112 Friendship Centres coast-to-coast-to-coast that are led by Provincial and Territorial Associations (PTAs) such as the Ontario Federation of Indigenous Friendship Centres (OFIFC).

- The Friendship Centre movement began in the mid-1950's as numbers of Indigenous people moving into larger urban areas increased
 - Originally volunteer led, by 1972 they evolved from providing referrals to 'front-line' social service delivery vehicles
 - Friendship Centres provide culturally appropriate services for Indigenous people living in urban centres
 - They serve as a place for Indigenous peoples and all Canadians to come together, to share traditions and to learn from each other
-