

Corporate Report

DEPARTMENT/ DIVISION	City Manager's Office - Corporate Strategic Services	REPORT NO.	R 93/2020
DATE PREPARED	07/16/2020	FILE NO.	
MEETING DATE	08/10/2020 (mm/dd/yyyy)		
SUBJECT	Fourth Annual Report Responding to Inquest		

RECOMMENDATION

With respect to Corporate Report No. R 93/2020 (City Manager's Office - Corporate Strategic Services), we recommend that the Fourth Annual Report as described in Attachments A, B and C be approved and submitted to the Ontario Chief Coroner;

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

EXECUTIVE SUMMARY

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

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

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

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

Attachment A provides the City's Fourth Annual Report, which describes actions in response to the recommendations directed to the City.

Attachment B details the City's completed Chart of Responses to Jury Recommendations template provided by the Ontario Chief Coroner for 2020, 2019, 2018 and 2017.

Attachment C is a letter received from the Ontario Chief Coroner, dated November 3, 2016, requesting that parties named in the recommendations respond on implementation and providing response codes.

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

DISCUSSION

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

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

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

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

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

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

Recommendations Directed to the City of Thunder Bay

This Report is intended to provide an overview of actions being undertaken in response to the 31 recommendations directed to the City among other parties and the steps Administration is taking as detailed in Attachment A – City of Thunder Bay Fourth Annual Report Responding to the Seven Youth Inquest at June 24, 2020.

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

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

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

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

Guiding Statements

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

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

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

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

Action 3 states: We call upon all levels of government to fully implement Jordan's Principle.

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

On August 1, 2017, Fort William First Nation, the City of Thunder Bay and Nishnawbe Aski Nation signed a Statement of Commitment to First Nation Youth and Families. The City's response to the Seven Youth Inquest continues to be informed by that Commitment, which recognizes, among other statements, that "the safety and well-being of First Nation students attending high school in Thunder Bay is a priority and demands immediate action."

Highlights of Efforts to Date

Implementation of the City's response to the Seven Youth Inquest is being undertaken by an internal team comprised of the Director of Corporate Strategic Services, the Manager of Indigenous Relations & Inclusion, the City Clerk, the Director of Recreation & Culture, the Director of Human Resources & Corporate Safety, the Supervisor – Staffing, Development & Support Services, the Manager of Transit, Program Supervisor – Children and Youth; Coordinator – Planning, Projects & Development (Community Services), the Crime Prevention Council Coordinator, the Thunder Bay Drug Strategy Coordinator and Legal Services.

Given the longer term impacts on outreach, orientation and implementation of various related commitments, as of this Report, the lead for the Corporation's response to the Inquest will formally transfer to the Manager of Indigenous Relations & Inclusion from the Director of Corporate Strategic Services. The Manager of Indigenous Relations & Inclusion will conduct an analysis of the Inquest recommendations that will inform the City's Anti-Racism and Inclusion Accord implementation planning moving forward.

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

In addition to activities described in the First Annual Report R 61/2017 (Corporate Strategic Services), the Second Annual Report R 82/2018 (Corporate Strategic Services) and the Third Annual Report R 108/2019 (Corporate Strategic Services), Attachment A to this Report provides an update on the status of all 31 recommendations directed to the City among other parties.

Of the 31 recommendations directed to the City:

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

- 6 recommendations could reasonably be expected to be implemented in two to four years (medium-term). Of those:
 - 1 is implemented (#75)
 - 4 have plans or materials completed for implementation (#110, #112, #116, #139)
 - 1 has been identified as a need following implementation of three sites, though work is on hold due to COVID-19 (#114)

Update on Recommendations Being Implemented

While progress has been somewhat slowed in 2020 due to the Corporation's emergency response to COVID-19, planning and work has continued on the longer-term recommendations with a number in place for launch with the school year in September or as and when school resumes.

Highlights of efforts in the fourth year of response to the recommendations of the Inquest for medium-term recommendations being implemented include:

Recommendation 110

A Wayfinding Plan has been developed to create an integrated system that orients people to their locations and directs them to selected primary destinations. Consultation and engagement sessions were held with Fort William First Nation band council and members. The project team collaborated with Fort William First Nation artists both as an acknowledgement that the wayfinding system is on the traditional lands of FWFN and as a sign of welcome to the many other First Nation individuals who visit or live in Thunder Bay. The wayfinding materials depict important animals and places that are featured in Anishinaabe culture, stories and teachings and were considered appropriate by Fort William First Nation's Chief and Council. The sides of the kiosks include words of welcome printed in both English and Ojibwe, the language of FWFN. The plaques on the front of the kiosks read "You are on the traditional territory of Fort William First Nation, signatory to the Robinson Superior Treaty of 1850." Progress on implementation has been slowed by response to COVID-19. Indigenous spaces and presence is identified as an action item in the draft Indigenous Relations and Inclusion Strategy, which will further respond to this Recommendation and include Indigenous community input.

Recommendation 112

Inquest partners have worked collaboratively to develop a public education and awareness campaign on racially-motivated crimes against Indigenous persons. The campaign builds on a previous hate-motivated crime campaign and is informed by research on hate crimes, local incidents, and focus group work, including youth input. The campaign includes posters, postcards, and radio, print and social media ads. The

campaign launch will coincide with the return of Indigenous youth to Thunder Bay for their education in August. Alternatives will be discussed if youth are not returning to Thunder Bay due to concerns about COVID-19.

Recommendation 114

Working group meetings have been held regularly through the coordinated effort of the Northwest Local Health Integration Network. This recommendation was included as an action in Thunder Bay Drug Strategy (TBDS) Strategic Plan 2017-2020. Three safe sobering sites (KO, NNEC, Matawa) are operational and include shared services among the three groups, as well as use of existing resources within each group. Funding, however, has only been secured for three years (2018/19, 2019/20, 2020/21), and efforts to find ongoing funding are important moving forward. Updated local level data was collected from the hospital, police and Superior North EMS, as well as provincial level data related to intoxicated youth. The review of this data indicated a need for a fourth safe sobering site (to serve all other youth not currently served by the existing sites). Inquest partners engaged community stakeholders and conducted a survey related to the development of a fourth site and determine interest. A draft Project Charter and Planning Committee has been established, but work has been on hold due to COVID19.

Recommendation 116

Inquest partners have worked collaboratively to develop a public education and awareness campaign to increase the community's understanding of the challenges that Indigenous youth face when they come to Thunder Bay for their education. These challenges include social and health challenges, racism, discrimination and stereotyping, and difficulties around navigating an urban environment with which they are unfamiliar. The campaign includes posters, postcards, a video, and radio, print and social media ads. The campaign launch will coincide with the return of Indigenous youth to Thunder Bay for their education in August. Alternatives will be discussed if youth are not returning to Thunder Bay due to concerns about COVID-19.

Recommendation 139

The Corporation offers enhanced Indigenous Cultural Awareness training to all new employees. In consultation with the Indigenous community and the Corporation's union representatives, CTB has redeveloped the staff Indigenous Cultural Awareness training module and learning offerings to enhance the current training curriculum that includes skills-based training related to the history of Indigenous peoples and residential schools, intercultural competency, conflict resolution, human rights and anti-racism. The training program will launch in fall 2020, and will now include a mandatory six-hour training session for all existing City staff and all new City Staff.

In winter of 2020, the Walk a Mile training curriculum will begin to undergo a comprehensive evaluation and review of completed participant surveys, with recommendations for future use.

Highlights of efforts in the fourth year of response to recommendations already implemented include:

Recommendation 75

On August 28, 2018, Public Safety Canada announced \$5.6 million in funding for the five-year Youth Inclusion Program (YIP). YIP is designed to achieve positive outcomes for youth (primarily 12 – 24 years), improving their mental and physical health, resiliency, life skills, through community outreach, engagement, participation in recreational, social and cultural opportunities, and exposure to positive role models/mentors, especially for Indigenous youth from remote northern communities attending school in Thunder Bay. YIP achieves this in partnership with many community partners. By June 2019, YIP had established itself in the Vale/Limbrick neighbourhood, offering weekly community BBQs throughout the summer and regular youth programming. In addition, by Fall 2019, YIP established a presence in the Windsor/Picton/Blucher neighbourhood offering weekly community meals in partnership with Our Kids Count through January 2020, as well as youth programming. In February 2020, YIP leased a separate unit in the Windsor/Picton/Blucher to accommodate youth group programming and serve as their administrative headquarters. YIP worked with the First Nations, Metis, and Inuit Graduation coaches at Hammarskjold, Superior C.V.I, Westgate C.V.I, and St. Patrick High School to facilitate monthly ‘Lunch and Learns’ to support youth with school and build relationships with students who may need YIP support. Today, YIP actively supports 56 primary participants (youth at risk of reoffending, substance use, and expressing mental health concerns). In addition, between June 2019 to March 31 2020, YIP supported over 1,100 secondary participants and 250 additional participants through youth programming/community outreach.

While COVID-19 required suspension of in-person programming mid March to June 2020 to protect employees, youth and their families, YIP Navigators conducted virtual check-in with primary clients, delivered virtual programming reaching viewers from local and remote northern communities. YIP supported multiple City/community initiatives, including but not limited to, Indigenous Sport and Wellness Ontario’s (ISWO) Youth Basketball Invitational Tournament (April 2019), promotion of the ‘Wake the Giant’ cultural awareness orientation (spring 2019), weekly BBQs at Evergreen A United Neighbourhood (summer 2019), ISWO’s Wellness Warrior Train the Trainer’ sessions (Aug/Oct 2019), the development of a Community Safety Plan (Jan/Feb 2020), and a very successful virtual Youth Week (May 2020). Between March to June, YIP in partnership with others, collated and distributed on a weekly basis program supplies to support youth participation in various online skill development workshops and Roots to Harvest Student Nutrition Packages to approximately 150 participant homes. A mandatory independent third party evaluation plan for the YIP program received final approval from Public Safety Canada.

Recommendation 91

In August 2019, Inquest partners relaunched the “Am I Missing” public awareness campaign that was developed in 2018. The updated campaign included a billboard, interior posters for City of Thunder Bay public transit (buses), posters, postcards, a video and social media posts. The postcards were translated into Cree, Oji-cree and Ojibwe for distribution into all First Nations communities within northwestern Ontario’s NAN territory. The goals of the campaign are to raise community awareness about potential

risk factors associated with missing persons, educate the community about how to respond in the event of a missing person, and clarify that it is unnecessary to wait 24 hours before reporting a missing person. Work is underway to update and re-launch the 2020 campaign, which will be launched to coincide with the return of Indigenous youth to Thunder Bay for their education in August. Alternatives will be discussed if youth are not returning to Thunder Bay due to concerns about COVID-19.

Recommendation 115

Inquest partners came together in 2019 to revisit priority river areas identified for safety and security audits. A re-assessment of the improvements to lighting, landscaping and other upgrades was conducted with the Safety and Security Specialist who led the initial audits, and no further improvements were identified. Work will continue on an ad-hoc basis with inquest partners, who will continue to monitor and encourage greater positive activity/use within these natural river areas, in an effort to continue to improve safety for all users. The Thunder Bay Police Service continued with Project Floodway, their initiative that includes regular patrols of these priority river locations. Project Floodway data shows a significant decline in incidents at these locations since it was launched in 2017.

Outreach and Orientation

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

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

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

- 1) Address racism against Indigenous and racialized persons by setting short- and long-term goals to meet the recommendations from the Seven Youth Inquest, the National Inquiry into Missing and Murdered Indigenous Women and Girls, and the calls to action from the Truth and Reconciliation Commission of Canada.
- 2) Support an ongoing process of truth & reconciliation throughout the organization and in our community by developing and maintaining respectful relations with Indigenous governments, organizations and individuals.
- 3) Report on goals annually, beginning in June 2019. The 2020 report is delayed due to COVID-19 and will be presented to Council by September 2020.

Since March 2019, ten additional organizations joined the coalition, bringing the membership to 21.

The Manager of Indigenous Relations & Inclusion, Regina Mandamin, leads a corporate team in achieving the Corporation's commitments under the Anti-Racism & Inclusion Accord. The Manager also provides strategic advice and direction to strengthen the City's relationship with Indigenous communities and organizations and supports the Executive Management Team and other senior management levels on Indigenous affairs and relationships.

Communications

Subject to Council's approval, this Fourth Annual Report will be provided to the Office of the Chief Coroner, shared with the public on the City's and NAN's website and provided to our partners.

FINANCIAL IMPLICATION

The 2020 Budget included an allocation of \$120,000 for costs related to the Inquest. These funds were included to allow Administration to continue the First Nation Secondary School Transit Pass, enhance cultural training, continue implementation of the river and watercourse safety audit recommendations, provide contributions to a social media campaign to raise awareness of the challenges faced by youth coming to Thunder Bay from the northern communities for education, and develop a campaign to address racially-motivated incidents. The COVID-19 variance report at Q2 2020 shows a savings of \$15,000 on this budget due to cancellation of school in spring 2020, which led to a savings on the subsidy for the First Nation Secondary School Transit Pass.

CONCLUSION

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

BACKGROUND

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

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

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

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

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

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

On June 12, 2017, Committee of the Whole approved the City of Thunder Bay's First Annual Report as contained in Report R 61/2017 (Corporate Strategic Services) on the Seven Youth Inquest for submission to the Ontario Chief Coroner.

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

On June 24, 2019, Committee of the Whole approved the City of Thunder Bay's Third Annual Report as contained in Report R 108/2019 (Corporate Strategic Services) on the Seven Youth Inquest for submission to the Ontario Chief Coroner.

REFERENCE MATERIAL ATTACHED:

ATTACHMENT A – CITY OF THUNDER BAY FOURTH ANNUAL REPORT ON SEVEN YOUTH INQUEST AT JUNE 24, 2020 – HIGHLIGHTS OF WORK TO DATE

ATTACHMENT B – RESPONSE TO JURY RECOMMENDATIONS TO CITY - TEMPLATE PROVIDED BY ONTARIO CHIEF CORONER AT JUNE 24, 2020

ATTACHMENT C – LETTER FROM ONTARIO CHIEF CORONER DIRK HUYER, MD, DATED NOVEMBER 3, 2016, PROVIDING RESPONSE CODES FOR RESPONSES TO THE RECOMMENDATIONS

PREPARED BY: KAREN LEWIS, DIRECTOR – CORPORATE STRATEGIC SERVICES

THIS REPORT SIGNED AND VERIFIED BY: (NAME OF GENERAL MANAGER) Norm Gale, City Manager	DATE: July 30, 2020
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