

**SUBJECT: City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol
and Implementation Plan (2022-2026)**

File Number ACS2022-RCF-GEN-0004

**Report to Community and Protective Services Committee on 31 March 2022
and Council 13 April 2022**

**Submitted on March 8, 2022 by Dan Chenier, General Manager, Recreation,
Cultural and Facility Services**

**Contact Person: Luc Lavictoire, Manager, Business and Technical Support
Services, Recreation, Cultural and Facility Services**

613-580-2424 ext. 23149, luc.lavictoire@ottawa.ca

Ward: CITY WIDE / À L'ÉCHELLE DE LA VILLE

**OBJET : Ville d'Ottawa – Protocole culturel civique relatif à la Nation
Anishinabe Algonquine et plan de mise en œuvre (2022-2026)**

Dossier : ACS2022-RCF-GEN-0004

Rapport au Comité des services communautaires et de protection

le 31 mars 2022

et au Conseil le 13 avril 2022

**Soumis le 8 mars 2022 par Dan Chenier directeur général, Direction générale des
loisirs, de la culture et des installations**

**Personne ressource : Luc Lavictoire, Gestionnaire, Direction des services de
soutien technique et aux activités, Direction, générale des loisirs, de la culture et
des installations**

613-580-2424 ext. 23149, luc.lavictoire@ottawa.ca

Quartier : CITY WIDE / À L'ÉCHELLE DE LA VILLE

REPORT RECOMMENDATION(S)

That the Community and Protective Services Committee recommend that Council:

- 1. Receive and approve the City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol and Implementation Plan attached as Document 1 and as outlined in this report;**
- 2. Direct staff to initiate the recommended actions towards achieving the objectives outlined in the Implementation Plan section of Document 1;**
- 3. Direct staff to report back to Community and Protective Services Committee and Council on the status of Implementation Plan actions by Q2 2024.**

RECOMMANDATION(S) DU RAPPORT

Que le Comité des services communautaires et de protection recommande au Conseil :

- 1. De recevoir et d'approuver le document Ville d'Ottawa – Protocole culturel civique relatif à la Nation Anishinabe Algonquine et plan de mise en œuvre, présenté ci-joint comme document 1 et tel que décrit dans le présent rapport;**
- 2. De demander au personnel de prendre les mesures recommandées visant à réaliser les objectifs décrits dans la section Plan de mise en œuvre du document 1;**
- 3. De demander au personnel de rendre des comptes au Comité des services communautaires et de protection et au Conseil sur l'état des mesures à prendre relativement au Plan de mise en œuvre avant le T2 de 2024.**

BACKGROUND

In February 2012, City Council unanimously approved the Renewed Action Plan for Arts, Heritage and Culture in Ottawa (2013-2018). This Plan was developed in full collaboration with artists, cultural communities and a wide range of stakeholders and citizens. The renewal process brought together the strongest diversity of representation and participation ever for municipal cultural planning purposes in Ottawa, including:

- Anishinabe Algonquin Host Nation communities,
- First Nations, Inuit and Métis individuals and communities,
- Representatives of the Anglophone and Francophone cultural mosaic,

- Diverse citizenry from rural, suburban and urban neighbourhoods, including racialized communities,
- New Canadians, and
- Arts, heritage, festival and fair representatives.

The approved Plan identified four major strategies:

1. Celebrate Ottawa's unique cultural identity and provide access to culture for all
2. Preserve and develop cultural and creative places and spaces
3. Get the word out about Ottawa's vibrant local culture and unique identity
4. Invest in local culture and build cultural leadership

The first strategy included a focus on honouring and recognizing First Nations, Inuit and Métis cultural identities, and it highlighted the following recommended action:

- Recognize the Anishinabe Algonquin Nation as the Indigenous (Host Nation) community in Ottawa by developing civic protocol, communication and cultural partnership opportunities

In February 2018, City Council unanimously approved the City of Ottawa Reconciliation Action Plan. This plan addresses the Truth and Reconciliation Commission Calls to Action, confirms the City's commitment to reconciliation, and is a direct result of a relationship built on trust and collaboration between the City, the Indigenous communities in Ottawa, and many community partners. The plan includes 14 actions in the areas of culture, employment, children's services and education/awareness building.

One of the eight approved Reconciliation Action Plan culture actions is:

- Complete and launch an Anishinabe Algonquin Civic Cultural Protocol

The development of a City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol is based on a solid foundation of working relationships that began in 2010 during the Culture Plan renewal process. Working relationships between the City of Ottawa Cultural Development and Initiatives Unit (CDI) and the Anishinabe Algonquin Host Nation have strengthened through the partnered development and implementation of many cultural and heritage initiatives including:

- Commemorative Artwork at Ottawa City Hall unveiled in June 2016
- Inaugural municipal honouring statement (including land acknowledgement) that honours the Anishinabe Algonquin Host Nation, First Nations, Inuit and Métis peoples and communities developed collaboratively and shared for use with

Ottawa Public Health, Ottawa Public Library and the Ottawa Carleton District School Board in 2016

- Permanent presence of Anishinabe Algonquin Nation Flags at City Hall since June 21, 2018
- Learning visits to Anishinabe Algonquin First Nation reserves for City of Ottawa employees and cultural partners in May 2014, July 2018 and October 2018

There has been significant progress on other cultural actions in the City's Reconciliation Action Plan undertaken by the City, including the following:

- Provided support and facilitation services to First Nations Child and Family Caring Society of Canada to explore development of a Reconciling History Walking Tour with Indigenous community members and other public and private sector partners in 2018, and to develop and install a commemorative plaque relating to the Indian Residential School System in 2022
- Contracting of an Indigenous Liaison in 2018 to encourage Indigenous artists to submit their work for acquisition into the City of Ottawa Art Collection, and engagement of an Anishinabe Algonquin mentor in 2021 to work with emerging Anishinabe Algonquin artists for the Main Library project
- Re-allocation of funds from the municipal cultural funding program budget to support projects and organizations that proposed activities and programming focused on reconciliation since 2018
- Establishment of a Municipal Commemoration Policy Advisory Group that includes Indigenous representation (Anishinabe Algonquin Nation members and a member endorsed by the Ottawa Aboriginal Coalition) to guide the development of a new, comprehensive municipal commemoration policy for Ottawa

In addition to Reconciliation Action Plan culture actions, a sampling of other City cultural initiatives includes the following:

- Support for "A Winter Village" (Indigenous festival-celebration) and First Peoples' Artist Forum (2013)
- Support for the development of the Truth and Reconciliation Commission of Canada Closing Event Launch and installation/official ceremony to present the Witness Blanket at Ottawa City Hall (2015)
- Development of greater access to municipal peer-assessed cultural funding and awards programs for Anishinabe Algonquin Host Nation, First Nations, Inuit and Métis cultural initiatives (2016-2021)

- Investment in projects that celebrate Indigenous culture through municipal cultural funding programs (2016-2021)
- Planning and implementation of an Inuit Culture Awareness Session in collaboration with Ottawa Inuit Children's Centre, Nunavut Sivuniksavut, and Tungasuvingat Inuit (2017)
- Delivery of 'Defining Ottawa Together: Culture in the Official Plan', a public engagement session to connect culture and land-use planning, including Anishinabe Algonquin Nation and urban Indigenous participation, and facilitation of an Indigenous breakout group in collaboration with Community and Social Services (2019)
- Support for ISARUIT, Inuit Women's Sewing Centre, through a strategic cultural partnership focused on the use and visibility of the Inuktitut language within a session focused on issues that Inuit face upon relocation to Ottawa (2020)

Document 3 provides a list of Indigenous cultural actions implemented by the City since 2012.

DISCUSSION

Anishinabe Algonquin Host Nation

The Anishinabe Algonquin Nation is a sustainable, flourishing and self-governing nation with its own social, political, economic, and cultural systems. Ottawa is built on land that is part of the unceded, ancestral Territory of the Anishinabe Algonquin Nation, and the Anishinabe Algonquin Nation is the Host Nation in Ottawa. Anishinabe Algonquin Nation Elders, Chiefs, representatives and community members have described Ottawa as a place of special spiritual, cultural, historical, social and economic significance to the Anishinabe Algonquin Nation. There are 11 Anishinabe Algonquin First Nations federally recognized according to the Indian Act, two in Ontario and nine in Quebec. Seven of these First Nations are represented by the Algonquin Anishinabeg Nation Tribal Council; three are represented by the Algonquin Nation Programs and Services Secretariat, and the Algonquins of Pikwakanagan First Nation completes the representation.

The City of Ottawa was established on January 1, 1855, when Bytown was formally incorporated as a city adopting the name of Ottawa which means "to trade" in the Anishinabemowin-Algonquin language.

Urban First Nations, Inuit and Métis Peoples in Ottawa

Ottawa carries special significance for many First Nations, as an important trading area for Indigenous peoples in North America for thousands of years. Today, Ottawa is home to a great diversity of urban First Nations, Inuit and Métis people who are drawn here for education, health and employment opportunities, as well as to be close to friends and family who have previously relocated to this city. Ottawa has one of the largest Inuit populations outside of the North.

The City of Ottawa is committed to the respectful and meaningful engagement of and collaboration with all peoples and communities that it serves including Anishinabe Algonquin Host Nation, First Nations, Inuit and Métis peoples and organizations. Cultural partnerships and actions that highlight and support urban First Nations, Inuit and Métis artists, cultural workers and organizations have been actively underway since 2012

Context for Working in Collaboration

The establishment of a City of Ottawa – Anishinabe Algonquin Nation Civic Cultural Protocol is set within a broad, existing context of ‘since time immemorial’ concepts, local, provincial, national and international guidelines and legislation. Together, these documents provide the foundational contextual information that is essential to deepen understanding, facilitate relationship building and support collaboration with the Anishinabe Algonquin Host Nation. Documentation and concepts include:

1. Aboriginal Rights and Title (since time immemorial concepts regarding inherent collective Aboriginal rights recognized and affirmed under Section 35 of the Constitution Act, 1982)
2. The United Nations Declaration on the Rights of Indigenous Peoples (adopted by Government of Canada, 2016)
3. Constitution Act (Constitution of Canada), 1982
4. Truth and Reconciliation Commission of Canada Calls to Action, 2015
5. Reclaiming Power and Place: Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls, 2019
6. Ontario Municipal - Aboriginal Relationships, 2009 (Province of Ontario)
7. Political Accord between First Nations and the Government of Ontario, 2015
8. Ontario Municipal Act
9. Ontario Provincial Policy Statement

10. The Plan for Canada's Capital 2017-2067 (National Capital Commission)
11. Renewed Action Plan for Arts, Heritage and Culture, 2013-2018 (City of Ottawa)
12. Reconciliation Action Plan, 2018 (City of Ottawa)

City of Ottawa – Anishinabe Algonquin Nation Civic Cultural Protocol

The City of Ottawa – Anishinabe Algonquin Nation Civic Cultural Protocol frames the relationship between the City of Ottawa and the Host Nation on cultural matters and provides a guide for interaction, partnership development and shared action in the areas of arts, heritage and culture. It has been in development since 2016 in full collaboration with the Algonquin Anishinabeg Nation Tribal Council, the Algonquin Nation Programs and Services Secretariat and the Algonquins of Pikwakanagan First Nation - the three bodies that represent the eleven federally recognized Anishinabe Algonquin First Nations.

The cultural protocol, including its principles and commitments, is a living document to be reviewed for relevancy, accuracy and scope every five years. A commitment to continuous improvement and renewal will help to ensure relevance, accountability, transparency, inclusiveness and responsiveness from all parties.

Inaugural Implementation Plan (2022-2026)

The inaugural implementation plan outlines objectives and actions in 19 areas of cultural work, and was developed by the City's Cultural Development and Initiatives Unit with the participation and collaboration of the following City of Ottawa cultural and connected service areas:

- City Archives
- Cultural and Heritage Programs and Spaces
- Cultural Funding and Support
- Community Recreation and Cultural Programs
- Office of Protocol and Intergovernmental Affairs
- Ottawa Public Library
- Public Art Program
- Public Information and Media Relations, Events and Communications

The framework for the implementation plan mirrors the mandates of these City of Ottawa cultural and connected sections. Guidelines were identified, objectives and

actions were crafted and consultation/engagement with Anishinabe Algonquin First Nations was undertaken.

Guidelines are existing professional standards that will help to guide work in specific cultural areas. Objectives are the identified results to be achieved. Actions are the specific activities through which the objectives will be accomplished in a determined time period with specific resources.

This inaugural five-year implementation plan (2022 – 2026) will be reviewed annually to measure results and to re-assess needs, priorities and opportunities. Staff will report back to Committee and Council on the status of Implementation Plan actions by Q2 2024, and the plan will be renewed in 2026,

Anishinabe Algonquin Nation Consultative Culture Circle

In order to facilitate City of Ottawa cultural engagement with the Host Nation, the establishment of an Anishinabe Algonquin Nation Consultative Culture circle is underway through strategic cultural partnerships with the Algonquin Anishinabeg Nation Tribal Council, the Algonquin Nation Programs and Services Secretariat and the Algonquins of Pikwakanagan First Nation.

Elders, knowledge keepers and cultural representatives, from each of the eleven federally recognized Anishinabe Algonquin First Nations will gather together in this circle, providing a mechanism for meeting and dialogue. The Circle will monitor implementation of the civic cultural protocol and implementation plan and will also respond to specific questions from various City of Ottawa departments. This best practice model will provide a valuable opportunity for municipal services to receive guidance and advice directly from Anishinabe Algonquin First Nation culture keepers.

Some Canadian Examples of Anishinabe Algonquin Host Nation Recognition

National Arts Centre (NAC):

With the support of the City of Ottawa Cultural Development and Initiatives Unit, the National Arts Centre established an Algonquin Advisory Council in February 2017 to focus on respectful inclusion of Anishinabe Algonquin content and meaningful participation of representatives and community members in NAC programs.

National Capital Commission (NCC)

The NCC Plan for Canada's Capital (2017-2067) recognizes the Anishinabe Algonquin Nation as the Host Nation of Canada's national government. The Plan supports the development of a strong nation-to-nation partnership, built on mutual respect and trust,

so that residents of the Capital and all Canadians will recognize and appreciate the fundamental importance of the Anishinabe Algonquin Nation, its rich history, language and culture, to the Capital Region and the Ottawa River watershed.

The NCC Plan will help to strengthen Anishinabe Algonquin cultural traditions through placemaking and partnerships that bring Algonquins to the forefront of life in Canada's thriving and connected capital.

City of Vancouver

On June 21, 2014, the City of Vancouver formally acknowledged its location on the unceded traditional territory of the Musqueam, Squamish and Tsleil-Waututh First Nations.

Culture|Shift: Blanketing the City in Arts and Culture was approved in 2019 as the new, City of Vancouver ten-year (2020-2029) Culture Plan. The Plan places focus on the critical importance of telling the truth about Vancouver's colonial history and working with Musqueam, Squamish, and Tsleil-Waututh Host Nations to ensure that their presence and voices are woven throughout.

Partnership and engagement with Vancouver's urban Indigenous communities is also identified as essential. Vancouver plans to draw on the wisdom of local Nations and urban Indigenous peoples to illuminate the role culture plays in shaping place and a shared sense of belonging for all people on unceded lands.

City of Calgary

On April 24, 2017, the City of Calgary officially adopted an Indigenous policy, acknowledging that the City is situated in the traditional territory of the Niitsitapi and the people of Treaty 7 at the confluence of the Elbow River and the Bow River. The Indigenous Policy identifies all cultural, traditional and historical activity on the land as "matters of historical significance" which are important for City planning and decision making.

The City of Calgary commits to sustain an active and shared process of reconciliation through engaging and building relationships towards equitable environments with Treaty 7 Host Nations and urban Indigenous peoples.

FINANCIAL IMPLICATIONS

There are no financial implications as a result of the recommendations in this report.

LEGAL IMPLICATIONS

There are no legal impediments to adopting the recommendations outlined in this report. Staff has researched various concepts relating to Indigenous Law and included this in the Protocol and Implementation Plan for educational and contextual purposes. This information does not constitute legal advice and is not intended to affect the interpretation of the rights, legal obligations, or jurisdiction of the City of Ottawa, nor of the Anishinabe Algonquin Nation.

COMMENTS BY THE WARD COUNCILLOR(S)

This is a City-Wide Report

ADVISORY COMMITTEE(S) COMMENTS

The City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol and Implementation Plan was presented to the Arts, Culture and Recreation Advisory Committee on June 25th, 2019. Committee members received the presentation with interest and provided the following reflections and recommendations: Recognition that Ottawa carries special spiritual, cultural, historical, social and economic significance to the 11 federally recognized Anishinabe Algonquin First Nations Recognition that arts, heritage and culture can serve as connectors among Anishinabe Algonquin First Nations and with the City of Ottawa The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls should be reviewed and referenced within the protocol document

CONSULTATION

The City of Ottawa – Anishinabe Algonquin Civic Cultural Protocol and Implementation Plan has been developed in full collaboration with the Anishinabe Algonquin Nation, and with City of Ottawa cultural and connected service areas.

Document 2 outlines the breadth and scope of these internal and external consultations.

Development of the cultural protocol and implementation plan has contributed greatly to building and strengthening the relationship between the City of Ottawa and the Anishinabe Algonquin Nation, nurturing and fostering opportunities for mutual learning and collaboration through the process.

ACCESSIBILITY IMPACTS

The intent of the Anishinabe Algonquin Nation Civic Protocol, described in this report, is to improve access to City cultural funding programs and services, as well as to foster a respectful relationship with the Host Nation with regards to cultural policy development and decision making. To ensure equal access to Indigenous and non-Indigenous people of all abilities, documents relating to the Protocol will be made available in accessible formats and in the Anishinabemowin- Algonquin language.

INDIGENOUS GENDER AND EQUITY IMPLICATIONS

This report carries distinct Indigenous protocol considerations related to the Anishinabe Algonquin Nation, the Host Nation on whose unceded Territory Ottawa is built. Developed in full collaboration with the Anishinabe Algonquin Host Nation, the City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol takes an important step towards undoing the erasure of the Anishinabe Algonquin peoples and contributes to reconciliation by closing gaps in cultural outcomes for the Anishinabe Algonquin people living in the City of Ottawa and on reserve. This, in turn, removes barriers towards equity, diversity and inclusion in the development and delivery of cultural services for all in the City of Ottawa.

RISK MANAGEMENT IMPLICATIONS

There are no specific risks associated with the recommendations of this report.

RURAL IMPLICATIONS

This is a City-Wide report. Opportunities to develop rural partnerships within the 19 cultural areas of work identified in the inaugural Implementation Plan will be explored.

TERM OF COUNCIL PRIORITIES

The City of Ottawa – Anishinabe Algonquin Nation Civic Cultural Protocol and Implementation Plan connect and contribute to the following 2019-2022 Term of Council Priorities:

- **Thriving Communities:** Promote safety, culture, social and physical well-being for our residents – Outcomes - Ottawa's programs, services and facilities better reflect the needs of Host Nation, First Nations, Métis and Inuit; and Ottawa is inclusive and culturally diverse
- **Service Excellence Through Innovation:** Deliver quality services that are innovative and continuously improve to meet the needs of individuals and communities.

- Thriving Workforce: Promote Service Excellence by supporting a workforce that is healthy, diverse, adaptive and engaged.

SUPPORTING DOCUMENTATION

Document 1 - City of Ottawa - Anishinabe Algonquin Nation Civic Cultural Protocol and Implementation Plan including:

- **Document 2** - Annex One (City of Ottawa - Anishinabe Algonquin Host Nation Civic Cultural Protocol Collaborative Process)
- **Document 3** - Annex Two (Anishinabe Algonquin Host Nation, First Nations, Inuit and Métis Cultural Actions 2012-2020 – City of Ottawa Arts and Heritage Development Branch)

DISPOSITION

Staff from the Cultural Development and Initiatives Unit (Arts and Heritage Development Branch) will implement any direction received from Committee and Council with respect to this report in collaboration with the Anishinabe Algonquin Host Nation and with those City of Ottawa cultural and connected service areas identified in the Implementation Plan.