

**The National Inquiry into
Missing and Murdered Indigenous Women and Girls**

Written Submissions of the Government of Canada

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Written Submissions of the Government of Canada

1. Overview

1. Through the Commission hearings over the last year and a half, the Government of Canada (Canada) has been provided with an opportunity to hear the voices of families of missing and murdered Indigenous women and girls and survivors of violence, and to listen. Family members and survivors shared their experiences of violence, exclusion, and racism through individual acts, as well as institutional policies and practices. Canada has heard the truths of families of missing and murdered Indigenous women and girls, and of other witnesses, and acknowledges these lived experiences. Canada seeks to honour the courage, strengths and resilience that witnesses exemplified by committing to improve laws, policies, programs and initiatives to reduce and prevent violence against Indigenous women and girls.

2. In November 2015, Canada made a commitment to work toward a renewed relationship with Indigenous Peoples, based on recognition of rights, respect, co-operation and partnership as the foundation for transformative change. One of five specific commitments toward that renewal was the creation of a national inquiry into missing and murdered Indigenous women and girls,¹ as the Prime Minister said:

... because those touched by this national tragedy have waited long enough. The victims deserve justice, their families an opportunity to be heard and to heal. We must work together to put an end to this ongoing tragedy.²

3. When the Commission began its work in September 2016, it was with the commitment of the federal, and all 13 provincial and territorial governments, for the first time in the history of Canada. Governments tasked the Commissioners with, *inter alia*, inquiring into and reporting on systemic causes of violence against Indigenous women and girls and institutional policies and practices in response to that violence; and making recommendations on concrete and effective action that can be taken to remove systemic causes of violence and to increase the safety of Indigenous women and girls.³

4. Ending the unacceptably high numbers of Indigenous women and girls who are missing and murdered, or who face disproportionately high levels of violence as well as a higher vulnerability to violence, will require changing the underlying conditions and the continuing effects of colonization. As the Minister of Justice has said:

...we first must acknowledge and act on the understanding that the current circumstances faced by Indigenous people ... are inseparable from the historic and contemporary impacts of colonialism and the denial of Indigenous rights. It is in such a context that disempowerment, hopelessness, cycles of violence, and desperation grow. It is also in that context that a criminal justice system has emerged with structures, patterns, and norms that are often alienating, unresponsive, and not culturally relevant.⁴

5. As the Commissioners heard from federal government witnesses during the institutional hearings, Canada has begun to take action across sectors to address the legacies of colonization, working with Indigenous partners, provinces and territories. While recognizing that these actions in and of themselves are not enough to address the effects of historic wrongs, they provide examples and practices to build on, and have increased government's understanding of how law, policies, systems and practices may have contributed to the vulnerabilities of Indigenous women and girls to violence. The witnesses further identified challenges and gaps in their respective areas that may inform the Commissioners' recommendations in the Final Report.

6. In addition to the evidence of the seven federal government witnesses who testified,⁵ these submissions refer to Overviews of other relevant policy and program initiatives⁶ filed pursuant to Rule 33 of the National Inquiry's *Legal Path: Rules of Respectful Practice*, including actions announced in June 2018, in response to the National Inquiry's Interim Report.⁷

7. Canada's submissions highlight the work undertaken to date seeking to prevent violence against Indigenous women and girls by: the Royal Canadian Mounted Police (RCMP), Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC), Indigenous Services Canada (ISC) (including the First Nations and Inuit Health Branch (FNIHB)), Public Safety Canada (PS), Justice Canada (JUS), the Public Prosecution Service of Canada (PPSC), the Correctional Service of Canada (CSC), Status of Women Canada (SWC), Employment and Social Development Canada (ESDC), Public Health Agency of Canada (PHAC), Health Canada (HC) and the Canadian Mortgage Housing Corporation (CMHC).

8. Canada looks forward to the Commissioners' recommendations for concrete and effective actions that can be taken to remove systemic causes of violence and to increase the safety of Indigenous women and girls in Canada, and ways to honour and commemorate missing and murdered Indigenous women and girls in Canada. Canada also looks forward to the Commissioners' evaluation of actions taken to date in response to violence experienced by

Indigenous women and girls in Canada, directly and indirectly, including the identification and examination of practices that have been effective in reducing violence and increasing safety.

2. Recent Actions

A. *Toward Recognition of Rights*

9. The work of governments in supporting the recognition and implementation of Indigenous rights is critical to advancing fundamental change in the conditions underlying the intergenerational cycles of violence and victimization affecting Indigenous women, girls and 2SLGBTQQIA individuals. This includes supporting the rebuilding of Indigenous nations, Indigenous self-determination, and the inherent right of self-government, which requires the inclusion of women within those decision-making processes, and the restoration and respect for the role of Indigenous women. As the Minister of Crown-Indigenous Relations and Northern Affairs said:

This is what recognition of rights, self-determination and reconciliation are all about. Together we are working to a future in which healthy, prosperous, self-determining and self-governing Indigenous nations are driving a better future for Canada and all Canadians.⁸

10. In May 2016, Canada announced its full support of the *United Nations Declaration on the Rights of Indigenous Peoples* (UN Declaration) and committed to its full and effective implementation in accordance with the Canadian Constitution. To this end, Canada has taken a number of steps toward implementation. This is aligned with the UN Declaration itself which contemplates that its implementation can be achieved through various domestic legislative and policy measures. For example, the Government has provided full support for Bill C-262, *An Act to ensure that the laws of Canada are in harmony with the United Nations Declaration on the Rights of Indigenous Peoples*; released the *Principles Respecting the Government of Canada's Relationship with Indigenous Peoples*; and established a structure of ongoing engagement with the Assembly of First Nations (AFN), Inuit Tapiriit Kanatami (ITK) and the Métis National Council (MNC) through the Permanent Bilateral Mechanisms process.⁹

11. Canada released the *Principles Respecting the Government of Canada's Relationship with Indigenous Peoples*¹⁰ (*Principles*) in July 2017. The *Principles* are drawn from Supreme Court of Canada jurisprudence related to how s. 35 of the *Constitution Act, 1982* should operate.

They are grounded in s. 35, and the UN Declaration, and informed by the final report of the Royal Commission on Aboriginal Peoples, and the Truth and Reconciliation Commission's Calls to Action. The *Principles* are a starting point to support efforts to end the denial of Indigenous rights and seek to advance fundamental change whereby Indigenous Peoples increasingly live in strong and healthy communities with thriving cultures. They emphasize that Indigenous perspectives and rights must be incorporated in all aspects of the relationship between Canada and Indigenous Peoples, as part of Canada's work to decolonize federal law, policies, systems and practices.¹¹

12. On February 14, 2018, the Prime Minister committed to make the recognition and implementation of rights the basis for all relations between Indigenous Peoples and the federal government, which would be supported by a Recognition and Implementation of Indigenous Rights Framework.¹² Based on engagement sessions and feedback from Indigenous partners, governments, industry stakeholders, and other Canadians, Canada continues to refine its proposals for such a Framework.

B. Toward a New Fiscal Relationship and Greater Indigenous Control

13. Canada is also working with First Nations, Inuit and Métis to advance a new fiscal relationship which includes a relationship built on mutual respect and accountability, enabling long-term planning in communities, supporting strong Indigenous institutions, and increasing First Nations, Inuit and Métis control of the delivery of programs and services. Concrete examples of some of these efforts are:

- FNIHB has been working with partners to increase First Nations and Inuit control over the design, planning, delivery and evaluation of community programs and services, through investments in governance, capacity and health infrastructure supports along with the wider array of health services. Most First Nations and Inuit health programs are now delivered by First Nations and Inuit organizations via multi-year contribution agreements or as part of self-government or land claim agreements. In her testimony, Dr. Valérie Gideon cited the transfer of health services to the British Columbia First Nations Health Authority as a promising practice.¹³
- The Government of Canada and the AFN have engaged with First Nation Chiefs and Administrators on a new, long-term fiscal relationship. The report, *A new approach: Co-*

development of a new fiscal relationship between Canada and First Nations, was received by the government on December 17, 2017. ISC is now working with First Nations to move ahead on a number of proposals from this report including funding flexibility, through the creation of 10-year grants, with the goal of providing 10-year grants to up to 100 First Nations by April 1, 2019.¹⁴

- ESDC worked with and incorporated the views of First Nations, Inuit and Métis during the conception, design and implementation of programs that will serve their communities regarding the implementation of the new Indigenous Skills and Employment Training Program. This process is an initial step leading to the transfer of administrative responsibilities over Indigenous labour market development to First Nations, Inuit and Métis. Where self-government agreements are in place, ESDC is working with CIRNAC to flow program funding directly to self-governing nations.¹⁵

C. Working in Partnership

14. As governments work toward supporting the recognition and implementation of Indigenous rights, Indigenous Peoples and the federal, provincial and territorial governments must at the same time reform past practices and build new models of collaboration. In this regard, many federal government departments and agencies are working more closely in partnership with Indigenous Peoples and communities to ensure that the needs of Indigenous individuals are met and that no further harm is done.

15. Examples of working in partnership to reduce violence against women, directly and indirectly, include:

- Beginning in fall 2016, ISC led a multi-pronged engagement process to seek input from a range of partners about how to improve First Nations child and family services and reform the program, including the re-establishment of the National Advisory Committee on First Nations Child and Family Services Program Reform, and reinvigorating the tri-partite regional table discussions to discuss options in every region, involving First Nations leaders, organizations and provinces/territories.¹⁶ ISC is working with Indigenous organizations across the country to introduce co-developed Indigenous child and family services federal legislation, and to ensure that the distinct cultures, needs and aspirations of First Nations, Inuit and Métis people are understood and reflected in the co-developed federal

legislation .¹⁷

- In May 2018, SWC established the Indigenous Women's Circle, to discuss ways of addressing systemic inequalities that disproportionately impact Indigenous women and girls. The 18 members of the Circle include First Nations, Métis, Inuit, youth, and Elders, with representation from across the country.¹⁸
- In January 2016, the RCMP's Circle of Change Advisory Committee was formed to provide ideas, input and guidance to support and advance the RCMP's efforts in addressing violence against Indigenous women and girls. The Committee is composed of up to 12 Indigenous individuals recognized as leaders in their fields, which include policing, criminal justice, child welfare, health and education. As Commissioner Lucki explained during her testimony, to date the committee has provided valuable advice in different areas, including changes to the Missing Persons Intake and Risk Assessment form, the Missing Persons investigation course¹⁹ and the revitalization of the Indigenous Heritage room at the RCMP Training Academy (Depot) in Regina.²⁰ In addition, the RCMP Commissioner's National Aboriginal Advisory Committee and each Commanding Officer's Aboriginal Advisory Committee provide invaluable advice and guidance.²¹
- CSC created the Commissioner's National Aboriginal Advisory Committee, which advises on the needs of the Indigenous offender population and of Indigenous communities, and the National Elders Working Group, that advises on spiritual, traditional and cultural protocols and practices and provides recommendations on policy, procedures and interventions impacting Indigenous offenders.²²

16. Working in partnership requires federal public servants to increase their own knowledge and awareness of Canada's history and treatment of Indigenous Peoples, and understanding and appreciation of Indigenous Peoples' worldviews and cultures. Having done so, they can better assess where there might be a disproportionate impact in a law, policy or program. In that vein, federal government departments and agencies have implemented Indigenous cultural competency training. Examples include:

- As John Phelps, Chief Prosecutor in the Yukon, explained cultural awareness training is mandatory for all staff in the PPSC offices in the Yukon and Northwest Territories, and for the lawyers in the office in Nunavut.²³

- Commissioner Lucki testified about the mandatory training for all RCMP employees, as well as the Division training that is specific to the First Nations, Métis and Inuit communities being served. In addition, she spoke about the cultural awareness training provided to cadets at Depot, which now includes a Blanket Exercise.²⁴
- Dr. Gideon spoke about the cultural competency and cultural safety training required for all nursing staff hired by FNIHB. Cultural competency refers to the knowledge of Indigenous culture, history and socioeconomic conditions. Cultural safety training ensures a safe and non-judgmental environment and sensitizing staff to a patient's experiences, values and their ways of communicating.²⁵
- The Kumik, or Elder's Lodge, referred to in the Algonquin language as 'Kiche Anishnabe Kumik', was created at ISC in 1990, to respond to difficult working conditions of Indigenous employees. The Kumik is open to both Indigenous and non-Indigenous employees to stimulate a greater understanding and appreciation of Indigenous culture, philosophy and practices, through visiting Elders, workshops and events.²⁶

D. Closing Gaps in Services and Outcomes

17. Part of closing gaps in services and outcomes requires a greater understanding of the differential impact of law, policies, systems and practices. The socio-economic conditions that Indigenous people continue to experience, especially women and children, arising from systemic and institutional barriers caused by colonialism, will continue to perpetuate the higher vulnerability to violence and victimization until they are addressed. One measure to address this need for a greater understanding is the announcement of a cross-country engagement on the development of a new federal anti-racism strategy.²⁷

18. Gender-based analysis plus (GBA+) is also an important tool to help foster fair outcomes. One significant step forward is the launch of It's Time: Canada's Strategy to Prevent and Address Gender-Based Violence (GBV), following an engagement process that included survivors, front-line workers, researchers, and advocates. The Strategy includes a range of initiatives to address GBV against Indigenous women and girls, such as funding to respond to the unique needs of Indigenous survivors, cultural competency training for federal law enforcement officers, and working with Indigenous organizations to undertake research initiatives.²⁸ As the Minister of Status of Women said:

Gender-based violence remains a significant yet preventable barrier to equality. Canada will only reach its full potential when everyone has the opportunity to thrive, no matter who they are or where they come from. To achieve this, we need to work together to prevent gender-based violence.²⁹

19. In addition, through the Action Plan on Gender-Based Analysis, Canada's implementation across all government departments will be strengthened. In Budget 2018, no budget decision was taken without being informed by GBA+. To ensure that gender remains a key consideration for future governments, the federal government will introduce new GBA+ legislation to make gender budgeting a permanent part of the budget-making process.³⁰

20. Closing gaps in services and outcomes also requires a greater understanding of which community initiatives are working to address underlying causes of violence against Indigenous women and girls. Throughout the hearings, the Commission has heard of amazing community-led promising practices that are making a difference in the lives of Indigenous youth and adults. There are also a number of community and nation revitalization projects that are international examples of success in community development, some featured on websites such as that of CIRNAC.³¹ Many of these promising practices are supported by government programs and initiatives.

21. A number of federal departments and agencies are also working to provide clients with a better service experience. For example, ESDC's Service Transformation Strategy is a department-wide, multi-year modernization plan that aims to make services more responsive to current and emerging client needs, including those of Indigenous clients, through such innovations as bundling services and enabling access through multiple online options. Another example is the Scheduled and Mobile Outreach Services offered in urban and rural Indigenous communities to inform Indigenous clients about the programs and services for which they may be eligible and to assist them in applying for them.³²

i. Child Welfare and Supports for Families³³

22. Work is underway for a full-scale reform of the First Nations Child and Family Services program to address the crisis of the over-representation of Indigenous children in child welfare, to develop Indigenous-led solutions and ensure that Indigenous child and family services are truly child-centred, community-led, and prevention-focused.³⁴

23. In January 2018, the Minister of Indigenous Services held an emergency meeting with leaders from the AFN, ITK and MNC, regional Indigenous leadership, as well as provincial and territorial governments.³⁵ At this meeting, the Government of Canada committed to Six Points of Action:

- Continuing the work to fully implement all orders from the Canadian Human Rights Tribunal;
- Shifting the programming focus to prevention and early intervention;
- Exploring the potential for co-developed federal child welfare legislation;
- Supporting Inuit and Métis Nation leadership to advance culturally-appropriate reform;
- Developing a data and reporting strategy with provinces, territories and Indigenous partners; and
- Accelerating the work of trilateral technical tables that are in place across the country.

24. Budget 2018 investments³⁶ were made soon after Canada's commitment to the Six Points of Action, with an emphasis on keeping children safe and within their culture. In order to be responsive to the second point of action, ISC has a new dedicated stream of funding for Community Well-Being and Jurisdiction Initiatives to support First Nation communities in developing and delivering prevention services to improve the well-being of children and families and explore jurisdictional models.³⁷ Examples of promising initiatives include: (1) the expansion of the Family Group Conferencing offered by Ma Mawa We Chi Itata Centre in Winnipeg to support and empower families to develop a plan for the child and family; and (2) the Child Advocate Office in Manitoba.³⁸ In 2018-19, ISC has committed to funding over 20 pilot and project initiatives across the country.³⁹

25. As part of the Six Points of Action, the Minister of Indigenous Services, along with AFN National Chief Perry Bellegarde, ITK President Natan Obed, and MNC President Clément Chartier, announced on November 30, 2018, that Canada will introduce co-developed federal legislation on Indigenous child and family services in early 2019.⁴⁰

26. As a key step toward self-determination of Indigenous Peoples, Canada has signed Memoranda of Understanding (MOUs) with specific First Nations to work toward enabling their jurisdiction over child and family well-being. For example, most recently Canada signed a MOU

with Secwepemc (Shuswap) Nation Tribal Council and the province of British Columbia. This MOU provides a framework that charts the path forward in recognizing and implementing Secwépmc jurisdiction. Another example is in Manitoba, where Canada signed an agreement with the Assembly of Manitoba Chiefs (AMC) to recognize and reaffirm jurisdiction over child and family services and focus on collaboratively achieving concrete outcomes in child welfare.⁴¹

27. ISC has also been in discussions to support Inuit and the Métis Nation leadership in their work to advance meaningful, culturally-appropriate reform of child and family services.⁴²

28. ISC's Income Assistance Program provides financial assistance to help cover essential needs for eligible individuals and families living on reserve. Following Budget 2018, ISC is engaging with First Nations to better understand how to make the Program more responsive to their needs and to help identify the supports required to better transition from income assistance to employment and/or education. The engagement strategy includes targeted outreach to women as well as measures to enable women's participation, such as child care and transportation.⁴³

29. ISC's Urban Programming for Indigenous Peoples provides funding to Indigenous organizations, including Friendship Centres, Inuit and Métis organizations, as well as regional coalitions, to deliver programs and services to urban Indigenous Peoples, in a few key areas. For example, the Mokami Status of Women Council project in Newfoundland and Labrador supports women-to-women mentoring programs, which have been well-documented to provide long-term positive effects on women's economic prosperity. This project will develop a holistic grassroots empowerment program aimed at addressing some of the key barriers that prevent Indigenous women in transition from participating fully in the economy.⁴⁴

30. In September 2018, ESDC's Canadian Benefit for Parents of Young Victims of Crime replaced the former Federal Income Support for Parents of Murdered or Missing Children grant to better support parents whose child dies or disappears as a result of a probable *Criminal Code* offence. This new benefit is more inclusive and flexible.⁴⁵

31. Finally, Canada's first ever Poverty Reduction Strategy, which was developed in collaboration with the AFN, ITK, and MNC, includes a chapter dedicated to Indigenous Peoples. As part of the Strategy, Canada will work with National Indigenous Organizations (NIOs) and other organizations to co-develop indicators of poverty and well-being, including non-income-

based measures of poverty that reflect the multiple dimensions of poverty and well-being experienced by First Nations, Inuit and Métis.⁴⁶

ii. Health and Mental Wellness⁴⁷

32. As Dr. Gideon explained in her testimony before the Commissioners, there are two main areas of activity for ISC's FNIHB related to violence against Indigenous women and girls. First, primary care which can prevent or respond to health needs of First Nations, including victims of violence or at risk of violence. Second, mental wellness services that reduce risk factors, increase protective factors and support individuals, families and communities.⁴⁸ Dr. Gideon pointed to a number of promising practices in both health and mental wellness, including:

- Clinical Care Guidelines – educational tools designed to assist nurses working in remote and isolated communities.⁴⁹
- Digital Health Technologies⁵⁰ – to make a range of health care services and training available to First Nations communities and members that would otherwise be inaccessible, such as improved connectivity, Telehealth and Digital Health Records.⁵¹
- Hope For Wellness Helpline – a 24-hour, 7-days a week counselling and crisis intervention by experienced and culturally competent counsellors.⁵² The Helpline has received 6,782 calls from its inception in 2016 to August 2018. An online chat counselling service was recently launched in April 2018 to supplement the telephone line and to increase access.
- Mental Wellness Teams – over 60 multidisciplinary community-based teams that offer a range of culturally competent mental wellness services, including on-the-land activities, outreach, assessment, treatment, counselling, case management, referral, and aftercare.⁵³
- The Indian Residential Schools (IRS) Resolution Health Support Program that provides former IRS students and their families with access to mental health counselling and emotional and cultural supports.⁵⁴
- Youth Solvent Abuse Centres which follow a continuum of care approach for youth (12 to 25 years of age) and their families.⁵⁵
- Implementation of the ITK National Inuit Suicide Prevention Strategy.⁵⁶

33. A key priority for the FNIHB is the implementation of Jordan's Principle, so that all First Nations children can access required products, services and supports, including the creation of a 24/7 Call Centre.⁵⁷ As of November 2018, 171,000 requests have been approved for First

Nations children across the country.⁵⁸ Additionally, as of September 2018, Inuit children can access the health, social and educational products, services and supports they need, while Canada works with ITK, Inuit organizations, provinces and territories to develop a long-term Inuit-specific approach to better address the unique health, social and education needs of Inuit children.⁵⁹

34. FNIHB also offers programs that address the social determinants of health to close gaps in health outcomes. This includes a cluster of programs to support community-based services in areas including prenatal health, postnatal health and newborn care, nutrition, early literacy and learning, and physical, emotional and mental health. Examples of programs include the Aboriginal Head Start on Reserve, a midwifery program to return birthing to the community, and mental health counselling for victims of violence.⁶⁰ In addition, FNIHB provides programs on sexually-transmitted and blood-borne infections, including those contracted through intravenous drug use including the misuse of opioids, inadequate housing, poverty and sexual violence.⁶¹

35. Dr. Gideon testified to the “significant growing momentum to effect change”, but also stated that she did not want to minimize the challenges and issues that Indigenous individuals and communities are having with respect to health services.⁶² In that regard, she testified to the need for more coordination across levels of government and within government offering more “single window entry points” for individuals, families and communities in order to access the supports needed.⁶³ Dr. Gideon further spoke to challenges that are being addressed, such as: primary care nursing shortages in remote communities, lack of after-care in communities and the need for culturally safe spaces in health facilities.⁶⁴

36. Health Canada plays an important role in the funding and delivery of initiatives focused on the prevention, treatment, harm reduction and enforcement measures addressing problematic substance use, which can increase vulnerability to violence. In December 2016, the Minister of Health announced the new Canadian Drugs and Substances Strategy, which takes a public health approach to problematic substance use and emphasizes collaboration between sectors. The Strategy recognizes the underlying social factors that require health and social service responses, and placed a particular emphasis on reducing the stigma associated with problematic substance use. Health Canada’s prevention efforts focus on raising awareness and funding for research

studies and community-based projects through the Substance Use and Addictions Program. As one example, the University of Calgary is exploring adapting a telehealth model for opioid replacement therapy delivery in remote areas, including Indigenous primary care settings, to reduce barriers.⁶⁵

37. PHAC provides funding to promote healthy living and address significant public health issues where the evidence shows there are large health disparities experienced by Indigenous individuals. Examples include:

- The Aboriginal Head Start in Urban and Northern Communities (AHSUNC) program provides \$29.1M annually to community-based organizations to deliver comprehensive childhood development programming to over 4600 Métis, Inuit and First Nations children living off-reserve and their families at 134 sites across Canada. These community-based programs seek to provide cultural-based programming and language, instill pride and self-esteem among children and build community capacity. The AHSUNC Strategic Fund of \$3M annually supports the program.⁶⁶
- The Community Action Program for Children and Canada Prenatal Nutrition Program provide \$54.3M and \$27.2M annually respectively to improve the health of mothers, young children (0-6 years) and their families facing conditions of risk, which may include situations of violence and neglect. The programs enable communities to develop a continuum of supports, including counselling and referral to intervention services for women living in situations of abuse.⁶⁷
- The Fetal Alcohol Spectrum Disorder (FASD) Initiative provides national leadership and coordination in terms of public and professional awareness, prevention and capacity building to address the disorder. PHAC works with provincial and territorial governments, national FASD organizations, health organizations, Indigenous organizations, and others to develop nationally applicable tools, resources and knowledge in order to raise awareness and to build prevention and intervention capacity amongst health and allied professionals.⁶⁸
- Through the Family Violence Prevention Investment, PHAC is seeking to improve the public health response to family violence through guidance and training for professionals, and to deliver and measure the impact of community-based initiatives that support the health of survivors, including projects designed to reach Indigenous survivors. One example is a

school-based intervention project aimed at strengthening the health of northern and Indigenous youth experiencing teen dating violence in the Northwest Territories, led by Fostering Open eXpression among Youth (FOXY).⁶⁹

- The Innovation Strategy program supports projects that reduce systemic barriers to health. In the past year, three funded projects had a specific focus on improving mental health in Indigenous communities, including The Fourth R – Promoting Youth Wellbeing through Healthy Relationships, a culturally-based program designed for and with Indigenous youth.⁷⁰

38. PHAC is working with the AFN who will conduct a specific First Nations Incidence Study of Reported Child Abuse and Neglect in tandem with the Canadian Incidence Study of Reported Child Abuse and Neglect. The reports will be available in 2021. Another PHAC initiative works with the three territories on a Pan-Northern Administrative Data Development Project to help inform territorial governments' service delivery, policy and programs. Finally, Budget 2018 included \$6M over 5 years to support the Métis Nation in gathering health data and developing a health strategy.⁷¹

iii. Education⁷²

39. Canada is committed to continue working in partnership with Indigenous Peoples to close the educational achievement gaps that persist between Indigenous Peoples and non-Indigenous Canadians.

40. Building on an extensive two-year engagement and co-development process, ISC worked with the AFN and First Nations partners to establish a new policy and funding approach for First Nations elementary and secondary education. Beginning in 2019-2020, a new formula-based funding model is being implemented based on provincially-comparable funding, plus additional funding for expanded language and culture programming, full-time kindergarten, and other initiatives that respond to the unique needs of First Nations students.⁷³ The new approach will provide greater funding equity, predictability and sustainability to ensure First Nations have the means to achieve their education goals and ambitions. It will also equip First Nations with greater flexibility to shape their education programming to meet local or regional priorities, such as expanded language and culture programming or land-based learning activities.

41. In addition to the Elementary and Secondary Education Program, ISC has a range of other education programs including, High-Cost Special Education Program, the Education Partnerships Program and the First Nations Enhanced Education Infrastructure Fund.⁷⁴ These programs help eligible students with high-cost special needs to access quality culturally-sensitive programs and services, advance student achievement in First Nations and provincial schools, and provide financial and advisory assistance to First Nations in the development of educational facilities.⁷⁵

42. Canada is working with the AFN, ITK, and MNC on the following education initiatives:

- On September 17, 2018, to improve early learning and childcare for Indigenous children, leaders and ministers jointly released a co-developed Indigenous Early Learning and Child Care (ELCC) Framework. The Framework sets out a shared vision, principles and a path forward for Indigenous ELCC – where all Indigenous children have the opportunity to experience high-quality, culturally-rooted early learning and child care programming.⁷⁶
- As part of Budget 2017, a review is being conducted on federal supports for post-secondary education for Indigenous students. This proposes to advance Indigenous-led approaches to post-secondary education which will incorporate student support, understanding of local needs, and community-based programs and services to holistically support Indigenous students to attain a post-secondary credential.⁷⁷

iv. Employment and Training⁷⁸

43. The new ESDC Indigenous Skills and Employment Training Program, referred to above, will be launched in 2019. The program is comprised of four distinct labour market strategies (First Nations, Inuit, Métis Nation, and urban/non-affiliated Indigenous peoples), and places greater emphasis on overall client outcomes and progression along the skills development continuum to close employment, earnings and skills gaps between Indigenous and non-Indigenous peoples. NWAC, and the youth and women's groups of other NIOs, as well as Pauktuutit Inuit Women of Canada, were engaged in the process to ensure the new program responds to the unique needs of First Nations, Inuit and Métis women and assists them in gaining greater skills and finding jobs that will support long-term career success.⁷⁹

44. Examples of other federal government programs supporting skills development, job

training and employment are:

- ESDC's Skills and Partnership Fund encourages stakeholders to partner with Indigenous organizations to support the well-being of Indigenous women and families.⁸⁰ A successful initiative under this program is Inuit Qanuinnirmut Ikajuqtiit's *Innovation Health and Social Service Worker Training* (Ontario and Nunavut) to create innovative, culturally-appropriate curriculum and provide training in health and social service professions for Inuit living in Ottawa and Iqaluit.⁸¹
- CMHC partners with Indigenous organizations to help transition First Nation and Inuit youth from school to employment through supporting the development of skills and employment opportunities in two programs: (1) the Housing Internship Initiative for First Nation and Inuit Youth; and (2) the On-the-Job Training Initiative. These programs contribute to the empowerment of Indigenous women and are part of Canada's capacity-building efforts to close the gap between the living conditions of Indigenous and non-Indigenous peoples.⁸²
- One of the three priorities of SWC's Women's Program is improving women's and girls' economic security and prosperity. An example of a promising practice under this priority is: Old Town Storytellers Foundation – K'yuuksxw - Waking Up to Change – addressing institutional barriers to women's economic independence in the Upper Skeena in northern British Columbia while honouring the traditional system of care of the Gitksan.⁸³

v. Housing⁸⁴

45. In November 2017, Canada launched a 10-year, \$40 billion National Housing Strategy (NHS) focused on achieving better housing outcomes. Over the next decade, the NHS will remove 530,000 families from housing need, cut chronic homelessness by 50% and change the face of housing in Canada.⁸⁵ Canada is working with First Nations, Inuit, and Métis Nation partners to co-develop distinction-based housing strategies, grounded in the principles of self-determination, reconciliation, respect, co-operation and partnership.⁸⁶

46. CMHC currently provides funding assistance to individuals in rural and northern areas through:⁸⁷ (1) the Section 95 On-Reserve Non-Profit Rental Housing Program (Section 95); and (2) a suite of renovation programs including the Residential Rehabilitation Assistance Program (RRAP). Delivery of these programs is done in consultation with First Nations as each community selects the homes to be renovated and establishes the types of homes to be

constructed. Over the last 10 years, CMHC has facilitated the creation of over 6,700 homes through the Section 95 Program and supported the renovation of more than 8,900 homes in participating First Nations communities.⁸⁸

47. In the off-reserve and urban contexts, federal funding primarily flows through the provinces and territories under bilateral agreements with CMHC. Social Housing Agreements provide provinces and territories with responsibility to administer social housing operating agreements under housing programs, including the Urban Native Non-Profit Housing Program. In the last 10 years, \$358.6M in subsidies have supported the operation of over 2,700 housing units.⁸⁹

48. ISC works with First Nation governments and communities to support adequate and sustainable housing, clean drinking water and community infrastructure including schools, roads and wastewater systems that are essential to healthy, safe and prosperous communities.⁹⁰ ISC also provides indirect support to First Nations through the Housing component of the Capital Facilities and Maintenance program (providing some \$143M per year to improve housing on-reserve).⁹¹ Beyond this annual core funding, additional time-limited funding is addressing urgent housing needs on reserve and supporting capacity development and innovation projects, such as the five year housing strategy to address a housing crisis in the Piikani Nation.⁹²

49. ESDC has engaged with key partners, including Indigenous organizations, on the renewal of the Homelessness Partnering Strategy, a community-based program aimed at preventing and reducing homelessness by providing direct support and funding to 61 designated communities, and to organizations across Canada. One of the six streams of funding is directed to homelessness of Indigenous individuals. An expanded and redesigned program is to be launched on April 1, 2019.⁹³

E. Responses to Violence

50. The Commissioners have also heard of many promising practices in response to violence that are making a difference in the lives of Indigenous women and girls. Many of these promising practices are funded by federal government programs and initiatives.

i. Community Safety⁹⁴

51. Indigenous communities are identifying solutions to address community challenges and increase community safety. Canada is supporting some of these initiatives.

52. One example is PS's innovative Aboriginal Community Safety Planning Initiative (ACSPI), which supports Indigenous communities to identify their safety risks and develop integrated, comprehensive, community-led responses. The Community Safety Planning Initiative is focused on building a community's capacity to identify lasting solutions to specific challenges and histories, to create a safe living environment through establishing a common vision so that all members of the community are engaged on a path to a safer, healthier community. A community-driven safety plan, supported by community leadership, brings an Indigenous community together with a common vision for the future to better implement the changes needed within that community to support women.⁹⁵

53. Over 150 Indigenous communities have been engaged regarding the ACSPI, and 44 have completed a community safety plan (CSP). PS recently conducted a pilot project with five communities that have completed plans, and with other federal departments, and ministries in provincial governments that have a role to play in implementing components of CSPs. From these partners' perspectives, CSPs help to more effectively target funding and ensure they are supporting projects the community has identified as a priority.⁹⁶

54. In addition, the National Crime Prevention Strategy at PS works closely with partners and stakeholders in the provinces and territories to develop and implement crime prevention programs. Specific funding is also available under the Northern and Aboriginal Crime Prevention Fund, the Crime Prevention Action Fund and the Youth Gang Prevention Fund.⁹⁷ PS has published a ToolKit on adapting evidence-based crime prevention programs to specific local contexts and cultures, as well as another paper on community readiness and mobilization strategies for specific communities including Indigenous communities.⁹⁸

55. Canada's Indigenous Justice Program supports community-based programs in Indigenous communities, in the areas of prevention, diversion and reintegration. Much of their work focuses on addressing the root causes of violence, and can include bringing together victim, offender and community to repair harm where possible using Restorative Justice processes. Programs also

work to prevent violence in Indigenous communities, for example by providing respectful relationship training in schools, as well as civil and family mediation services to address conflict. Programs work closely with justice system partners, such as police, Crown prosecutors and judges, as well as other community service providers to help build healthier and safer communities. Funding is delivered in partnership with provinces and territories to 196 Indigenous community-based programs reaching over 750 communities.⁹⁹

56. Funding is also available through the Justice Partnership and Innovation Program (JPIP) for projects that contribute to improving community safety, such as projects to break intergenerational cycles of violence and abuse flowing from the residential schools legacy. Currently, the program specifically contains an additional component for community-based projects that contribute to reducing violence against Indigenous women and girls through the development of models and programs, awareness activities, pilot projects, tools and resources to empower Indigenous women, to reduce vulnerability to violence and to build healthy relationships.¹⁰⁰

57. An important aspect of responding to violence and increasing community safety is raising awareness within Indigenous communities about violence against Indigenous women and girls. These efforts recognize the broad impacts of violence on victims, offenders and witnesses, but also other community members. Examples of this important work include:

- The RCMP partners with organizations to raise awareness about violence against Indigenous women and girls. In 2013, in conjunction with NWAC, a hitchhiking poster was created to raise awareness of the risks. In 2014, in collaboration with NWAC and AFN, three more posters were created: two regarding missing persons and the third about domestic violence.¹⁰¹
- To raise awareness about human trafficking within Indigenous communities, the RCMP continues to raise awareness among Indigenous communities of the nature and scope of the criminal problem, including specific at-risk factors.¹⁰²
- Justice Canada worked with Indigenous partners to produce two Indigenous-specific family violence prevention booklets in the *Abuse is Wrong* series, one for First Nations and Métis Peoples,¹⁰³ and one for Inuit,¹⁰⁴ focusing on the fact that family violence is not part of traditional Indigenous culture or values. These booklets have been used by many Indigenous

organizations in community awareness workshops and counselling programs.

- Justice Canada has also worked with the Aboriginal Research Centre to create an online tool for Indigenous communities looking for promising and innovative practices developed by other Indigenous communities facing similar challenges.¹⁰⁵

ii. Policing¹⁰⁶

58. The Commission heard evidence about the lack of trust of many Indigenous individuals in police. This lack of trust can have serious negative consequences, including fear of reporting and under reporting of crime, both of which can impede investigations.

59. Canada recognizes the importance of culturally-competent police services in addressing issues such as sexism, racism and discrimination. As a result, PS will provide up to \$1.25M over two years to fund organizations with expertise in law enforcement and policing to lead a review of police policies and practices concerning their relations with the Indigenous people they serve.¹⁰⁷

60. During the Institutional Hearing on Police Policies and Practices, the Commission heard evidence from three RCMP witnesses: Commissioner Brenda Lucki, Acting Inspector Dee Stewart and Deputy Commissioner Brenda Butterworth-Carr.

61. RCMP Commissioner Lucki preceded her testimony with an apology to the families of missing and murdered Indigenous women and girls:

...I'm sorry that for too many of you, the RCMP was not the police service that it needed to be during this terrible time in your life. It is very clear to me that the RCMP could have done better, and I promise to you we will do better. You are entitled to nothing less than our best work in your communities, I believe it's never too late to do the right thing, and I want this apology to be just one more step in the RCMP's commitment to reconciliation.¹⁰⁸

62. Commissioner Lucki spoke about the importance of collaboration, consultation and partnerships to the RCMP in policing Indigenous communities. Each community is unique and has different priorities that must be taken into account.¹⁰⁹ She also spoke about communication as key to building trusting relationships between the police and Indigenous communities. As an example, Commissioner Lucki spoke about the success of Communication Protocols entered into between Chiefs and Detachment Commanders that set how and when communication would

occur, both formally and informally, including on specific matters, such as a death in the community, a flood or fire.¹¹⁰

63. Efforts have been undertaken at the national, divisional and detachment levels across Canada to address violence against Indigenous women and girls. In that regard, the May 2017 report entitled *Working Together to End Violence Against Indigenous Women and Girls* provides a national scan of RCMP initiatives with respect to: policing, outreach and prevention and special initiatives.¹¹¹ Commissioner Lucki testified about the importance of community outreach in recruitment, promoting awareness and building trust.

64. The Commissioner acknowledged that the RCMP needs to make positive changes to ensure that its core values are respected. She explained that an important part of her five-year plan would be culture change.¹¹² She made a series of commitments focused on improving and strengthening the RCMP's internal culture, transparency, cultural awareness and sensitivity, communication with families and the RCMP's consultation, partnerships and relationship-building with Indigenous Peoples. Commissioner Lucki stressed the importance of working together – that change requires collaboration – that the police cannot effect change on its own.¹¹³

65. Commissioner Lucki also spoke about the new National Office of Investigative Standards and Practices, which was announced by Canada as one of the responses to the National Inquiry's Interim Report. This new Office will act as an oversight body for high profile and major case investigations, including missing and murdered Indigenous women and girls investigations.¹¹⁴

66. Acting Inspector Stewart, Officer in Charge of "E" Division (British Columbia) Indigenous Policing Services testified about the RCMP's efforts in developing positive relationships with Indigenous communities, the programs employed by the RCMP to achieve this goal, and the importance of working with families and communities for effective policing.

67. Acting Inspector Stewart gave examples of programs that have been key in bridging the gap between Indigenous communities and the RCMP and building positive police-community relationships, such as:¹¹⁵

- Aboriginal Canoe Journeys Program – RCMP Members facilitate canoe trips for Indigenous youth;

- Ageless Wisdom Program – developed to assist Indigenous individuals and communities with issues, such as fraud, personal safety and elder abuse;
- Aboriginal Pre-Cadet Program – Indigenous individuals (ages 19-29) attend the RCMP Training Academy in Regina (Depot) for three weeks to experience first-hand what it is like as an RCMP member in training; and
- BC Eagle Feather Protocol – RCMP detachments offer Indigenous victims, witnesses, suspects and police officers the option of swearing legal oaths on an Eagle feather.

68. Deputy Commissioner Butterworth-Carr, Commanding Officer of “E” Division, the largest Division of the RCMP, testified about the importance of relationships with families and communities for effective policing.¹¹⁶ The Deputy Commissioner explained several changes that have been made to RCMP practices and policies concerning the investigations of missing persons, sudden death and homicide cases to both improve the quality of the investigations and the RCMP’s interactions with families. For example, Deputy Commissioner Butterworth-Carr described:

- the development of the RCMP’s National Missing Persons Strategy in 2014, which was informed in part by the recommendations from the Highway of Tears Symposium and her own work with families;¹¹⁷
- the updated Missing Persons Policy that was published in 2016 and includes changes such as: a mandatory Missing Persons Intake and Risk Assessment Form that must be completed by the member who receives the initial complaint; the requirement that members develop a schedule in consultation with the family/reporting party/complainant to provide updates on the status of the investigation and document each update on the file; and the requirement that members follow provincial directives for referral and access to available victim services, taking into consideration cultural needs, where possible;¹¹⁸
- the provisions of the Human Deaths Policy that require all reportable deaths occurring in RCMP jurisdiction to be treated as suspicious and investigated thoroughly; members performing next of kin notifications must provide information on the resources and services available to assist families, such as victim services and, if the deceased is First Nations, Inuit or Métis, members must consider seeking guidance from Elders for cultural protocol; and where the family requests to view the scene, members should facilitate and assist their

attendance to the location, including if they wish to perform a ceremony at the scene;¹¹⁹ and

- the development of a Family Guide to support families of homicide victims or missing persons where foul play is suspected to explain the steps of an investigation, how families can be kept informed and how families can access victim services.¹²⁰

69. Deputy Commissioner Butterworth-Carr also testified about emerging best practices in the investigations of missing persons, sudden death and homicide cases. These include:

- integrated homicide units, such as BC's Integrated Homicide Investigation Team, where the RCMP partners with municipal police services and they combine their resources and expertise to effectively respond to complex cases;¹²¹
- historical homicide units that have particular expertise in investigating historical cases and participate in multi-agency working groups to share best practices and develop strategies in historical investigations;¹²²
- special projects and joint task forces that allow investigators to collaborate on multiple investigations, manage large-scale investigations and identify possible linkages between cases;¹²³
- the evolution of these special projects to include outreach components, such as Alberta's KARE Proactive Unit's ongoing engagement with frontline partner agencies in providing exit strategies for youth involved in or at risk of sexual exploitation, and Manitoba's Project Devote's Family Liaison Officer, who works with families of missing and murdered persons as their main contact with police, acts as a navigator for families going through the legal system, provides families with support in court, and makes referrals to support agencies and engage with families before any information is released to the media;¹²⁴ and
- the enhanced specialized investigative services offered by the National Centre for Missing Persons and Unidentified Remains (NCMPUR) and the National Missing Persons DNA Program that provide analytical and scientific support to missing persons and unidentified remains investigations.¹²⁵

70. Deputy Commissioner Butterworth-Carr acknowledged that many challenges remain in investigating major crimes, especially with investigating historical cases. With each passing year, investigators' abilities to advance these cases can be compromised by the deterioration of physical evidence, including DNA samples, the erosion of multimedia information and the

relocation or deaths of key witnesses and suspects. While these factors do not mean that historical cases are unsolvable, they add to the difficulty of successfully concluding the investigations.¹²⁶

71. She also identified challenges to effective communication with families during major case investigations. Many families are separated geographically and in some cases, police do not know the extent of the entire family unit or the internal dynamics that may exist. She explained that identifying one person as a designated family contact can assist police with providing timely updates to the family, but even this does not guarantee that all family members will be updated as often as they would like. The Deputy Commissioner welcomed recommendations for how the RCMP can further improve their communications with families.¹²⁷

72. Public Safety Canada's First Nations Policing Program¹²⁸ (FNPP) provides support for the provision of policing services in First Nation and Inuit communities across Canada through agreements, with Canada providing 52% of eligible costs and the balance paid by the province or territory. As of 2016, the FNPP funds 185 policing agreements covering a population of over 430,000. The Program serves approximately 60% of First Nations and Inuit communities (over 450 communities). Prior to the establishment of the FNPP, many Indigenous communities did not have access to dedicated community policing services. The Program has been shown to have a positive, measurable effect on the safety of First Nation and Inuit communities that it serves, including the reduction in violent incidents and increase in police-community trust. Engagement is continuing on further ways to enhance public safety in Indigenous communities.

73. Under the FNPP, most Self-Administered Police Service Agreements, where the First Nation or Inuit community manages its own police service, were renewed as of 2018 for a multi-year period, ranging from three to ten years, with some agreements having been renewed for one year to allow time for subsequent negotiations. PS officials continue to engage with provincial and territorial counterparts, and with First Nation and Inuit communities, to renew current one-year agreements for a longer period, with the objective of concluding agreements of up to ten years in duration. Negotiations for longer-term agreements involving RCMP services funded pursuant to the FNPP are also ongoing.¹²⁹

iii. Criminal Justice¹³⁰

74. Canada continues its comprehensive review of the criminal justice system,¹³¹ to ensure “that we are increasing the safety of our communities, getting value for money, addressing gaps and ensuring that current provisions are aligned with the objectives of the criminal justice system.”¹³² Justice Canada held roundtables across the country, including with Indigenous leaders and communities, from May 2016 to January 2018. The final report on the results of the provincial and territorial roundtable discussions emphasized two areas of concerns; (1) the need for better data that links information across the justice sectors and the related social systems; and (2) the fact that most people who come in contact with the criminal justice system are vulnerable and/or marginalized individuals, often struggling with issues the criminal justice system is not best placed to address, and which may be worsened by incarceration.¹³³

75. Many participants also identified local programs that are working to help both victims and offenders access the services they need, including through restorative justice and community-based collaborative approaches.¹³⁴ A final report on the criminal justice system review will be released in the winter of 2018/19.

76. While work continues on the criminal justice system review, amendments to the criminal law continue to be put forward to strengthen protections. Bill C-75, *An Act to Amend the Criminal Code, Youth Criminal Justice Act and other Acts and to make consequential amendments to other Acts*,¹³⁵ tabled in the House of Commons on March 29, 2018, contains three provisions that are relevant to intimate partner assaults involving Indigenous women:

- Clause 227 would amend subsection 515(6) of the *Criminal Code* to establish a reverse onus on bail for persons alleged to have committed an offence involving violence against their intimate partner (IPV) if that person has been previously convicted of an IPV offence.
- Clause 297 would create a new provision in the sentencing part of the *Criminal Code* that would allow the Crown to seek a higher maximum penalty where an offender is being convicted of a second or subsequent IPV offence.
- Clause 296 would amend the sentencing provisions in subparagraph 718.2(a)(ii) to specify that evidence that an offender abused their intimate partner in committing an offence is an aggravating factor for sentencing purposes. It will also clarify that “intimate partner” includes current and former spouses/common-law partners and dating partners.

77. The Youth Justice Fund supports projects to address issues faced by youth in the criminal justice system. Funding is used to help maintain an array of programs and services put in place to implement the *Youth Criminal Justice Act* and to position the youth justice system to respond effectively to emerging issues in keeping with the Act, including the over-representation of Indigenous youth. One example of an initiative currently being funded is: STR8 UP 10,000 Little Steps to Healing Inc.'s "Provincial Gang Strategy Phase 1 (Saskatchewan)" which will develop a community-based, integrated provincial Indigenous gang strategy for Saskatchewan, in partnership with the Saskatchewan Ministry of Justice.¹³⁶

78. Recent pilot projects with therapeutic courts seek to address the complex social and personal issues, such as addiction, poverty, impaired emotional or anger-management skills, limited literacy, cognitive impairments (including fetal alcohol spectrum disorder), mental illness, history of abuse, etc.¹³⁷ Some problem-solving courts have a dedicated focus on drug addiction, mental health issues, or domestic violence. Others are Indigenous-specific courts, such as Toronto's Gladue Court, the Tsuu T'ina Peacemaking Initiative in Alberta, the Cree and Indigenous courts in Saskatchewan, that specifically provide a culturally-safe courtroom environment, and consider alternatives to incarceration for Indigenous offenders. Community courts, which seek to rehabilitate the offender through the betterment of his or her community, are also being tested in some provinces and territories, such as the Yukon Community Wellness Court, and a community court opened in downtown Vancouver in 2008.¹³⁸

79. CSC works collaboratively with criminal justice partners, agencies, organizations and Indigenous communities to support the rehabilitation and safe reintegration of Indigenous offenders into the community.¹³⁹ CSC's correctional programs are designed to address risk factors, which have been linked to criminal behaviour. CSC interventions are guided by the most recent evidence in correctional research, relevant theory and current practices, and are offered to Indigenous and non-Indigenous men and women offenders. The Risk-Need-Responsivity Model, which is the foundation of CSC programming, includes an examination of an individual offender's Aboriginal social history that must be considered in CSC's decision-making processes.¹⁴⁰

80. Bill C-83, an *Act to amend the Corrections and Conditional Release Act*, was tabled in

the House of Commons on October 16, 2018. This Bill includes the following proposed changes: (1) the elimination of segregation and the introduction of a new correctional model;¹⁴¹ and (2) the obligation of CSC to consider systemic and background factors unique to Indigenous offenders in all decision-making.¹⁴²

81. Programs such as the Integrated Correctional Program Model, the Aboriginal Corrections Continuum of Care model (that works with Elders, Aboriginal Liaison Officers, Aboriginal Community Liaison Officers, Aboriginal Correctional Program Officers, Aboriginal Community Development Officers, and the Pathways program), Healing Lodges and trauma-informed mental health services, work together toward effective rehabilitation.¹⁴³

82. In addition, PS's Indigenous Community Corrections Initiative supports community-based organizations in the rehabilitation and reintegration of Indigenous offenders returning to their communities.¹⁴⁴

iv. Human Trafficking and Sexual Exploitation¹⁴⁵

83. The evidence heard by the Commission about the sexual exploitation of Indigenous women and girls, its link to human trafficking and to racism and violence is a serious concern for Canada.

84. Canada's Human Trafficking Task Force, led by PS and involving the RCMP, the Canada Border Services Agency (CBSA), Justice Canada, SWC, ESDC and other federal partners, was responsible for overseeing the implementation of the 2012 National Action Plan to Combat Human Trafficking. Work is ongoing on the development of a new national strategy to counter human trafficking, informed by the evaluation of the 2012 National Action Plan.

85. PS undertook targeted national consultations in September and October 2018 to gather views on the development of a new national strategy to counter human trafficking. The consultations brought together experts, including law enforcement organizations, provinces and territories, victims and survivors, Indigenous organizations, academics and criminal justice and victim service providers to share their knowledge and insight on this issue. During the month of September, more than 200 individuals participated in-person in the regional roundtables, held in Vancouver, Winnipeg and Montreal, and the national summit and survivor roundtable, held in

Toronto. A separate roundtable with representatives of sex trade organizations was held in Ottawa in October. In addition, 42 written submissions were received from survivors and others from the private sector, academia and federal/provincial agencies, as well as civil society organizations.

86. Feedback received through these consultations is supporting Canada's efforts toward determining priorities, identifying key gaps and challenges, emerging issues, trends, and federal, provincial and territorial and private sector interdependencies in the federal response to human trafficking, to inform the development of a new National Strategy to combat human trafficking. PS is in the process of collating the results of the consultations which will be made public in the coming weeks.¹⁴⁶

87. Further, in response to the National Action Plan evaluation, Canada announced \$14.51M over five years, beginning in 2018-19, and \$2.89M per year ongoing, to establish a National Human Trafficking Hotline. This hotline is intended to provide an accessible point of contact through which potential victims can report human trafficking incidents and seek support. The contribution agreement with the recipient organization, the Canadian Centre to End Human Trafficking, was signed at the end of October. The Centre is now working on the design, development and implementation phase, with a goal of having the National Human Trafficking Hotline operational (i.e., ready to receive calls and refer victims and survivors to appropriate, localized supports and services) in the first half of 2019.¹⁴⁷

88. PS also provides funding under the Contribution Program to Combat Serious and Organized Crime that has been used for projects in the area of human trafficking, including emergency housing protocol initiatives for victims/survivors and a series of Indigenous healing gatherings.¹⁴⁸

89. Assistant Commissioner Joanne Crampton testified about the RCMP's efforts to combat human trafficking. She referred to the clandestine nature of the offence and the particular vulnerability of Indigenous women and girls due to several risk factors, including poverty, violence and isolation.¹⁴⁹ When the human trafficking specific provisions were added to the *Criminal Code* in 2005, the RCMP established the Human Trafficking National Coordination Centre (HTNCC). The HTNCC is a resource for Canadian law enforcement agencies in their

efforts to combat and disrupt individuals and criminal organizations involved in human trafficking.¹⁵⁰

90. Assistant Commissioner Crampton spoke to efforts, both nationally and at a Divisional level, to raise awareness in the law enforcement community, governments, non-governmental organizations (NGOs), youth and Indigenous communities. Of particular note is the “I Am Not For Sale” campaign which was rolled out in 2010. As part of this campaign, three types of human trafficking awareness toolkits were developed, tailored to the specific audience: youth, the general public and law enforcement. These toolkits contain, among other things, human trafficking awareness posters, a DVD (either a 13 or 20 minute human trafficking dramatization) and victim assistance guidelines.¹⁵¹

91. In 2011-12, there was a mass distribution of the awareness campaign to First Nations, Inuit and Métis communities. A specific poster featuring an Indigenous female was created for this purpose.¹⁵² In addition, the “I Am Not For Sale” DVD provided as part of the toolkits includes a vignette of an Indigenous female who has left the reserve, is hitchhiking to Winnipeg and is picked up by a trafficker.¹⁵³

92. Efforts are also undertaken at the Divisional level through initiatives, training, partnerships and working groups to address human trafficking of Indigenous women and girls.¹⁵⁴ Assistant Commissioner Crampton spoke about the importance of divisional initiatives to address human trafficking, particularly in Indigenous communities, because “our culture and landscape is very different from province-to-province, territory-to-territory, and we need to be cognizant of that”.¹⁵⁵

93. One example of a promising outreach practice is the RCMP’s involvement in Operation Love Bomb – the Love Bomb project is a unique Crime Prevention/Awareness tool to assist in combatting sexual exploitation and human trafficking. The play called the Love Bomb was presented in Indigenous communities in British Columbia in 2016-17, including along the Highway of Tears and in Haida Gwaii and starting in October 2018 will be travelling to communities in Alberta and Saskatchewan, and other communities in British Columbia. RCMP officers take part in the “talk-back” sessions at the end of the play, which involve audience participation in discussions.¹⁵⁶

94. Assistant Commissioner Crampton addressed the importance of partnerships, including joint initiatives with other police services, NGOs and governments to successfully combat human trafficking.¹⁵⁷ Examples of several recent successful projects include: Project Protect, Project Griffon, Operations Northern Spotlight and Project Hellbender.¹⁵⁸

95. The Assistant Commissioner also spoke to interrelated challenges and gaps that have been identified which Canada is seeking to address, such as: data collection; a centralized point of contact for victims to report human trafficking related incidents and seek support; increasing knowledge and awareness and interjurisdictional issues.¹⁵⁹ As explained above, these challenges are also identified in the recent evaluation of the 2012 National Action Plan, and consultations on a new national strategy will identify key issues, priorities, gaps and challenges and identify potential actions and initiatives to address changes, trends and gaps.

v. Shelters and Family Violence Prevention¹⁶⁰

96. Through the Family Violence Prevention Program (FVPP), ISC funds a network of 41 shelters, and reimburses the Governments of Alberta and Yukon for costs to shelter Indigenous families and children fleeing violence.¹⁶¹ ISC also provides core funding to the National Aboriginal Circle Against Family Violence for their role as a national coordinator by supporting shelters and their staff through training and prevention activities. In addition, Pauktutit Inuit Women of Canada was funded to commission a study on Violence Against Women and Shelter Service Needs across the Inuit Nunangat, which is expected to be completed in 2018.¹⁶²

97. ISC also funds over 300 community-driven family violence prevention projects annually under the FVPP. Between 2013 and 2017, funding was provided to more than 1,200 prevention and awareness activities. These projects include public awareness, financial management skills, healthy parenting and relationships, anger management and social skills development.¹⁶³

Examples of successful projects include:

- NunatuKavut Community Council's Empowering Indigenous Women and Girls project brings Southern Inuit women and girls from remote communities together for knowledge sharing, cultural awareness and capacity development.
- The Atlohosa Native Family Healing Services in Ontario implemented the Strong Hearted Helpers program which takes a strength-based approach to developing and promoting

healthy relationships to end the cycle of domestic violence.

98. Since 1988, CMHC has assisted with the construction or renovation of 41 shelters which provide over 228 beds for victims of family violence. Budget 2016 invested \$10.4M to construct five additional new shelters on reserve for a total of 40 beds. The five projects consist of emergency shelters and second stage (longer-term accommodation) shelters. Shelters are managed and operated by local organizations/authorities, and operating funds for the ongoing day to day operations of shelters serving victims of family violence in First Nations communities are provided by ISC.¹⁶⁴

99. Under bilateral agreements with the provinces and territories, CMHC has provided contributions that have helped to construct or renovate close to 4,800 beds/units for victims of family violence. Budget 2016 provided an additional \$89.9M to provinces and territories for shelters and transition houses which resulted in 5,512 beds/units being newly renovated and another 356 beds/units being constructed.¹⁶⁵

vi. Victim Services and Supports¹⁶⁶

100. Canada's Federal Victims Strategy (FVS) seeks to increase access to justice for victims and survivors of crime, and give victims a more effective voice through program funding, policy development and criminal law reform to encourage the development of new approaches in service delivery.¹⁶⁷ For example, the Child Advocacy Centres Initiative seeks to minimize system-induced trauma and support longer-term wellbeing for young victims and witnesses and their families. Since its inception in 2000, one of the FVS' principal areas of focus has been on the unique needs of Indigenous victims of crime, ensuring networking across Canada and increasing access to culturally-responsive victim services.

101. Justice Canada has worked extensively with provinces and territories and with Indigenous community groups on the development of specialized services for Indigenous victims and survivors of violence. These collaborative efforts are seeking to ensure that Indigenous victims and survivors have increased access to meaningful safety planning strategies, specialized victim services, and culturally-grounded counselling in communities. The Victims Fund provides grants and contributions to support various projects and initiatives, including those that focus specifically on Indigenous victims.¹⁶⁸

102. The FVS has also undertaken work to increase access to specialized services and supports for families of missing and murdered Indigenous women and girls, and to raise awareness about the unique needs of the families of missing and murdered Indigenous women and girls. In her testimony, Naomi Giff-MacKinnon, Senior Policy Analyst for the Policy Centre on Victim Issues of Justice Canada, shared with the Commission information on the new Family Information Liaison Units (FILUs) initiative. FILUs are a new service for families of missing and murdered Indigenous women and girls that work directly with families to gather the outstanding information they seek from government agencies and organizations related to the loss of their loved one and refer them to other existing community-based supports. She described how FILUs are seeking to overcome the barriers that families experience in accessing information and support, and are designed with input from family members and community organizations that have the expertise and experience in supporting families of Indigenous women and girls.¹⁶⁹

103. Justice Canada provided funding to provincial and territorial governments to establish FILUs within their existing victim services divisions.¹⁷⁰ Indigenous partners play a critical role in advising on processes and procedures for the FILUs, and in some jurisdictions, in their delivery. Ms. Giff-MacKinnon explained that from outreach to information sharing, FILU teams work closely with family members to ensure their approach is trauma-informed and culturally-responsive. She explained the role of FILUs in relation to the National Inquiry, that families (including non-traditional families of the heart) can access FILU services and the different models for service delivery that exist across the country in recognition of regional differences. FILUs have been described as a new promising practice, and have been well received by families in receipt of services.¹⁷¹ In June 2018, Canada announced additional funding to extend the timelines for FILUs to March 31, 2020.¹⁷²

104. At the Institutional Hearing on Government Services, John Phelps, Chief Federal Prosecutor of the PPSC for the Yukon Region, shared with the Commission information on the PPSC's court-based Crown Witness Coordinator (CWC) program in the three Territories. The program was created in 1991 to bridge the cultural gap between prosecutors and Indigenous victims in the Northern regions.¹⁷³ He explained the important role of CWCs in working with victims and witnesses who are appearing in court including how they are contacted, kept

informed, and supported during a prosecution.¹⁷⁴

105. Mr. Phelps explained that the CWC program is an essential aspect of the PPSC's work to combat violence against Indigenous women and girls. In prosecutions, CWCs assist in applying the law, such as seeking information to support protection orders, special conditions in interim judicial release orders or testimonial aids where possible and appropriate. He talked about the *Canadian Victims Bill of Rights (CVBR)* and the work of the PPSC to implement it, such as changes to the PPSC Deskbook to clarify the obligations of prosecutors, and the creation of checklists for CWCs, to ensure that victims are provided all necessary information.¹⁷⁵ As one example, after the prosecution is concluded, CWCs will meet with victims to refer them to ongoing community-based trauma or counselling supports.¹⁷⁶

106. Mr. Phelps also addressed the importance of relationship building in Northern communities and PPSC's assignment of CWCs and prosecutors to those communities for a duration of generally two years to ensure continuity, familiarity with the community and development of relationships.¹⁷⁷ Mr. Phelps discussed the number of CWCs in each jurisdiction. While all CWCs in Nunavut are Inuit, he addressed the challenge of recruiting Indigenous CWCs in the Yukon and NWT.¹⁷⁸

107. Mr. Phelps clarified that, while it was technically possible that a victim of violence who failed to testify under subpoena could be charged under the *Criminal Code*, this was not general practice and has never been done in his corporate memory. The PPSC Deskbook contains "strict conditions to be very wary of re-victimizing somebody". One of the safeguards is that charges in this situation would be approved by a Chief Federal Prosecutor, and this requirement is being added to the Deskbook.¹⁷⁹

108. In terms of victim services, CSC provides information for victims about the offender who harmed them. Several Commissioner's Directives sets out responsibilities to uphold victims' rights and ensuring timely and effective information sharing. The Restorative Opportunities Program and Victim-Offender Mediation Services provided by CSC are available under appropriate circumstances. Victims may register with the CSC and the Parole Board of Canada, and CSC can then disclose information about the offender's correctional plan and progress. CSC's victim services reflect the Federal/Provincial/Territorial *Canadian Statement of Basic*

Principles of Justice for Victims of Crime, which guide governments as they develop legislation and policy.¹⁸⁰

3. Conclusion

109. Canada recognizes that the efforts undertaken to date are not enough to address the effects of historic wrongs, including violence against Indigenous women and girls, and that more concrete actions will be required to change the underlying conditions and the continuing effects of colonization. Canada is committed to taking concrete action to ensure that federal law, policies and practices contribute to preventing violence against Indigenous women and girls, and to address the underlying causes.

110. Canada thanks all of the families and survivors who shared their voices and their lived experiences with the Commission, to honour the lives of their loved ones, as part of the Commission's important work as the first national inquiry. Canada has heard all of these voices, and their experiences of violence, exclusion, and racism through individual acts, as well as institutional policies and practices. Canada seeks to honour the courage, strengths and resilience that these contributions have exemplified by committing to improve laws, policies, programs and initiatives to reduce and prevent violence against Indigenous women and girls.

111. Canada looks forward to the National Inquiry's recommendations on concrete and effective actions that can be taken to remove systemic causes of violence and to increase the safety of Indigenous women and girls, and to guidance on the many earlier recommendations, to end this national tragedy for future generations of Indigenous women, girls and 2SLGBTQQIA individuals.

DATED AT OTTAWA, this 13th day of December 2018.



Per: Anne Turley / Anne McConville
Counsel for the Government of Canada

ENDNOTES

¹ References in the text to women and/or girls include 2SLGBTQQA individuals who identify as women/girls or who are perceived as women/girls.

² <https://pm.gc.ca/eng/news/2015/12/08/prime-minister-justin-trudeau-delivers-speech-assembly-first-nations-special-chiefs>.

³ PC 2016-0736 - <http://orders-in-council.canada.ca/attachment.php?attach=32424&lang=en>.

⁴ <http://www.justice.gc.ca/eng/news-nouv/speech.html>.

⁵ The following federal government witnesses testified in order of appearance: John Phelps, Chief Prosecutor of the Yukon, Public Prosecution Service of Canada (May 28-29, 2018); Naomi Giff-MacKinnon, Senior Policy Analyst, Policy Centre on Victim Issues, Justice Canada (May 28-29, 2018); Dr. Valérie Gideon, Senior Assistant Deputy Minister, First Nations and Inuit Health Branch, Indigenous Services Canada (May 30-31, 2018); Commissioner Brenda Lucki, RCMP (June 25-26, 2018); Acting Inspector Dee Stewart, Officer in Charge of RCMP “E” Division Indigenous Policing Services (June 27-28, 2018); Deputy Commissioner Brenda Butterworth-Carr, Commanding Officer of RCMP “E” Division (June 28-29, 2018); and Assistant Commissioner Joanne Crampton, RCMP Federal Policing Criminal Operations (October 15, 2018).

⁶ The following Overviews were submitted pursuant to Rule 33 of the National Inquiry’s *Legal Path: Rules of Respectful Practice* and are annexed to these submissions: (1) Annex 1 - Overview of Department of Justice Canada Policy and Program Initiatives to reduce violence and increase safety for Indigenous women, girls and 2SLGBTQQA people (Justice Canada Overview); (2) Annex 2 - Overview of Indigenous Services Canada policy and program initiatives concerning Family and Child Welfare – Family Supports and Domestic Violence (ISC CFS Overview); (3) Annex 3 - Overview of Status of Women Canada Policy and Program Initiatives to reduce violence and increase safety for Indigenous women, girls and LGBTQ2 and gender non-binary individuals (SWC Overview); (4) Annex 4 - Supplemental Overview of the First Nations and Inuit Health Branch (FNIHB Supplemental Overview); (5) Annex 5 - Overview of Health Canada’s Approach to Problematic Substance Use (Health Canada Overview); (6) Annex 6 - Overview of the Public Health Agency of Canada’s Context and Select Key Activities Relate to Indigenous Health (PHAC Overview); (7) Annex 7 - Employment and

Social Development Canada Overview of Programs and Emerging Best Practices Related to Preventing Violence and Increasing Safety for Indigenous Women and Girls (ESDC Overview); (8) Annex 8 - Overview of Indigenous Services Canada Housing Initiatives (ISC Housing Overview); (9) Annex 9 - Overview of the Canada Mortgage and Housing Corporation Initiatives (CMHC Overview); (10) Annex 10 - Overview of Public Safety Canada's Programs and Policies to Enhance Safety in Indigenous Communities (PS Overview); (11) Annex 11 - Overview of Correctional Service Canada Programs, Policies and Interventions (CSC Overview); and (12) Annex 12 – Correctional Service of Canada's Response to Custodial Issues for Women Panel, September 19, 2018 (CSC Response).

⁷ <https://www.canada.ca/en/indigenous-northern-affairs/news/2018/06/government-of-canada--national-inquiry-into-missing-and-murdered-indigenous-women-and-girls.html>.

⁸ https://www.canada.ca/en/indigenous-northern-affairs/news/2017/12/speech_of_ministercarolynbennettdduringtheassemblyoffirstnationss.html.

⁹ <https://www.aadnc-aandc.gc.ca/eng/1309374407406/1309374458958>; <https://www.rcaanc-cirnac.gc.ca/eng/1499711968320/1529105436687>; <https://www.rcaanc-cirnac.gc.ca/eng/1511969222951/1529103469169>.

¹⁰ <http://www.justice.gc.ca/eng/csj-sjc/principles-principes.html>.

¹¹ Annex 1 - Justice Canada Overview, pp. 18-19.

¹² Remarks by the Prime Minister in the House of Commons on the Recognition and Implementation of Rights Framework, 14 February 2018, <https://pm.gc.ca/eng/news/2018/02/14/remarks-prime-minister-house-commons-recognition-and-implementation-rights-framework>.

¹³ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 18, 26-30. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, pp. 2-3; Annex 4 - FNIHB Supplemental Overview, p. 2.

¹⁴ <https://www.sac-isc.gc.ca/eng/1499805218096/1521125536314>.

¹⁵ Annex 7 - ESDC Overview, p. 9.

¹⁶ Annex 2 - ISC CFS Overview, pp. 4-7.

¹⁷ <https://www.sac-isc.gc.ca/eng/1536260064233/1536260142039>.

¹⁸ Annex 3 - SWC Overview, p. 6.

¹⁹ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 87-88. See Also: Exhibit 2 - Overview of the Testimony of Commissioner Brenda Lucki, Part 2 Institutional Hearings, Volume VI, p. 9; Exhibit 14 - Missing Persons Investigations Modules 1 & 5, Part 2 Institutional Hearings, Volume VI.

²⁰ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 77-78.

²¹ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 51-53. See Also: Exhibit 2 - Overview of the Testimony of Commissioner Brenda Lucki, Part 2 Institutional Hearings, Volume VI, p. 9.

²² Annex 11 - CSC Overview, p. 5.

²³ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, pp. 77-78. See also: Exhibit 2 - Overview of the Public Prosecution of Canada (PPSC) Crown Witness Coordinator (CWC) Program, Part 2 Institutional Hearings, Volume I, p. 4.

²⁴ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 71-72, 75, 86-87. See also: Exhibit 2 - Overview of the Testimony of Commissioner Brenda Lucki, Part 2 Institutional Hearings, Volume VI, p. 17.

²⁵ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 36, 38.

²⁶ <https://www.aadnc-aandc.gc.ca/eng/1100100013748/1100100013749>.

²⁷ <https://www.canada.ca/en/canadian-heritage/campaigns/anti-racism-engagement/deepening-understanding-developing-ideas.html>.

²⁸ Annex 3 - SWC Overview, pp. 2-3. See also: <https://www.canada.ca/en/status-women/news/2017/06/its-time-canadasstrategytopreventandaddressgender-basedviolence.html>.

²⁹ <https://www.canada.ca/en/status-women/news/2017/06/its-time-canadasstrategytopreventandaddressgender-basedviolence.html>.

³⁰ Annex 3 - SWC Overview, pp. 5-6.

³¹ <https://www.rcaanc-cirnac.gc.ca/eng/1100100014455/1536167863275>.

³² Annex 7 - ESDC Overview, p. 10.

³³ Further information about Canada's efforts regarding child welfare and supports for families may be found in Annex 2 – ISC CFS Overview; Annex 4 - FNIHB Supplemental Overview; Annex 6 - PHAC Overview; and Annex 7 - ESDC Overview.

³⁴ Annex 2 - ISC CFS Overview, p. 10.

³⁵ Annex 2 - ISC CFS Overview, pp. 3-11.

³⁶ Budget 2016 invested an additional \$634.8M over five years, and \$176.8M ongoing to address immediate funding gaps and provide greater support for prevention services and front-line service delivery. Budget 2018 invested an additional \$1.4 billion over six years to address funding pressures facing First Nations child and family service agencies and increase prevention resources for communities, so that children are safe and families can stay together.

³⁷ The current funding envelope for Community Well-Being and Jurisdiction Initiatives is approximately \$105M for 2018-19.

³⁸ Annex 2 - ISC CFS Overview, pp. 12-14.

³⁹ A list of initiatives, ISC has committed to fund to date in 2018-19 can be found in Annex 2 - ISC CFS Overview, Annex C.

⁴⁰ <https://www.canada.ca/en/indigenous-services-canada/news/2018/11/government-of-canada-with-first-nations-inuit-and-metis-nation-leaders-announce-co-developed-legislation-will-be-introduced-on-indigenous-child-and.html>.

⁴¹ Annex 2 - ISC CFS Overview, p. 16.

⁴² Annex 2 - ISC CFS Overview, pp. 16-17.

⁴³ Annex 2 - ISC CFS Overview, p. 20.

⁴⁴ Annex 2 - ISC CFS Overview, pp. 18-21.

⁴⁵ Annex 7 - ESDC Overview, p. 12.

⁴⁶ Annex 7 - ESDC Overview, p. 7.

⁴⁷ Further information about Canada's health and mental wellness initiatives and activities may be found in the Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volumes III and IV; Annex 5 - Health Canada Overview; Annex 6 - PHAC Overview; and Annex 4 -FNIHB Supplemental Overview.

⁴⁸ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 14-17 and pp. 51-56. See also Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, p. 5.

⁴⁹ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 40-41. See also: Adult Care: Clinical Practice Guidelines for Nurses in Primary Care

<https://www.canada.ca/en/indigenous-services-canada/services/first-nations-inuit-health/health-care-services/nursing/clinical-practice-guidelines-nurses-primary-care/adult-care.html> and Clinical Practice Guidelines for Nurses in Primary Care - Pediatric and Adolescent Care <https://www.canada.ca/en/indigenous-services-canada/services/first-nations-inuit-health/health-care-services/nursing/clinical-practice-guidelines-nurses-primary-care/pediatric-adolescent-care.html>.

⁵⁰ Budget 2018 renewed \$99.8M over five years for FNIHB's funding of digital health technologies. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, p. 7.

⁵¹ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 43-47. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, pp. 7-8.

⁵² Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, p. 62. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, p. 10; Annex 4 - FNIHB Supplemental Overview, p. 7.

⁵³ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 62-64. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, pp. 10-11; Annex 4 - FNIHB Supplemental Overview, p. 10.

⁵⁴ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 54-58. Hansard 357, November 23, 2018, p. 23819

- <http://www.ourcommons.ca/Content/House/421/Debates/357/HAN357-E.PDF#page=17> ; and Hansard 306, June 1, 2018, p. 20098 - <http://www.ourcommons.ca/Content/House/421/Debates/306/HAN306-E.PDF>. See also: Exhibit 29 - Indian Residence Schools Resolution Health Support Program Policy Framework, Part 2 Institutional Hearings, Volume III.

⁵⁵ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, p. 65. See also: Exhibit 25 - Overview of the First Nations and Inuit Health Branch, Part 2 Institutional Hearings, Volume III, p. 11.

⁵⁶ Annex 4 - FNIHB Supplemental Overview, p. 7.

⁵⁷ Annex 4 - FNIHB Supplemental Overview, p. 5.

⁵⁸ <https://www.canada.ca/en/indigenous-services-canada/services/jordans-principle.html>.

⁵⁹ See <https://www.canada.ca/en/indigenous-services-canada/services/jordans-principle.html>.

⁶⁰ Annex 4 - FNIHB Supplemental Overview, pp. 2-5.

⁶¹ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 166-167; Annex 4 - FNIHB Supplemental Overview, pp. 5-6.

⁶² Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 74-75.

⁶³ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume IV, pp. 81-82.

⁶⁴ Transcripts of the Testimony of Dr. Gideon, Part 2 Institutional Hearings, Volume III, pp. 65, 68-69.

⁶⁵ Annex 5 – Health Canada Overview, p. 3.

⁶⁶ Annex 6 - PHAC Overview, pp. 2-3.

⁶⁷ Annex 6 - PHAC Overview, p. 3.

⁶⁸ Annex 6 - PHAC Overview, pp. 3-5.

⁶⁹ Annex 6 - PHAC Overview, pp. 6-8.

⁷⁰ Annex 6 - PHAC Overview, pp. 9-10.

⁷¹ Annex 6 - PHAC Overview, pp. 12.

⁷² Further information on Canada's efforts in education may be found in Annex 2 - ISC CFS Overview; and Annex 7 - ESDC Overview.

⁷³ Annex 2 - ISC CFS Overview, p. 24.

⁷⁴ Annex 2 - ISC CFS Overview 2, pp. 22-24.

⁷⁵ Annex 2 - ISC CFS Overview, p. 22.

⁷⁶ Annex 7 - ESDC Overview, pp. 6-7.

⁷⁷ Annex 2 - ISC CFS Overview, p. 25.

⁷⁸ Further information on Canada's employment and training programs may be found in Annex 7 - ESDC Overview; Annex 9 - CMHC Overview; and Annex 3 - SWC Overview.

⁷⁹ Annex 7 - ESDC Overview, p. 6.

⁸⁰ Annex 7 - ESDC Overview, pp. 8-9.

⁸¹ The new training curriculum will be accredited by the Indigenous Certification Board of Canada and geared toward preparing Inuit in both Ottawa and Iqaluit for either front-line or management positions.

⁸² Annex 9 - CMHC Overview, pp. 3-4.

⁸³ Annex 3 - SWC Overview, p. 5. See also: <https://www.swc-cfc.gc.ca/fun-fin/success-reussites/otsf-en.html>.

⁸⁴ Further information about Canada's efforts on housing may be found in Annex 8 - ISC Housing Overview; Annex 9 - CMHC Overview.

⁸⁵ Annex 9 - CMHC Overview, pp. 5-7; Annex 8 - ISC Housing Overview, p. 2.

⁸⁶ Budget 2017 and Budget 2018 committed additional monies specifically for Indigenous-led housing strategies: \$600M over three years to support First Nations housing on reserve as part of a 10-year First Nation Housing Strategy being developed with First Nations; \$400M over 10 years to support an Inuit-led housing plan in Nunavik, Nunatsiavut and Inuvialuit, in addition to the \$240M over 10 years in Budget 2017 for housing in Nunavut; \$500M over 10 years to support the Métis Housing Strategy. A draft Métis Nation Housing Strategy and draft Housing Accord was provided to ISC in August 2017 by Métis Nation officials at the Métis Nation Housing Conference. See: Annex 9 - CMHC Overview, pp. 6-7; Annex 8 - ISC Housing Overview, pp. 2-3.

⁸⁷ Annex 9 - CMHC Overview, pp. 2-3.

⁸⁸ Budget 2016 provided additional funding of \$120M over two years, which allowed CMHC to work with First Nation communities to renovate or retrofit an additional 5,717 homes.

⁸⁹ Annex 9 - CMHC Overview, p. 3.

⁹⁰ Budget 2016 allocated \$4.6 billion over five years to improve First Nations community infrastructure, and Budget 2017 allocated an additional \$4 billion over 10 years. See also: Annex 9 - CMHC Overview, p. 5; Annex 8 - ISC Housing Overview, p. 2.

⁹¹ Annex 8 - ISC Housing Overview, pp. 2-3.

⁹² Budgets 2016, 2017 and 2018 included additional time-limited funding. See also: Annex 8 - ISC Housing Overview, pp. 2, 5.

⁹³ Annex 7 - ESDC Overview, p. 7.

⁹⁴ Further information about Canada's efforts in community safety planning may be found in Annex 1 - Justice Canada Overview; Annex 10 - PS Overview.

⁹⁵ Annex 10 - PS Overview, pp. 7-12.

⁹⁶ Annex 10 - PS Overview, p. 10.

⁹⁷ PS hosted a call for proposals under these funds this summer to solicit proposals for both direct interventions and projects to strengthen community readiness among vulnerable populations, including Indigenous communities, to prevent or reduce the impacts of youth gangs, youth violence, youth bullying and cyberbullying in communities. See: Annex 10 - PS Overview, pp. 1-3

⁹⁸ Annex 10 - PS Overview, pp. 1-3. See also:

<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2017-h04-cp/index-en.aspx>;

<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/2017-h02-cp/index-en.aspx>.

⁹⁹ Annex 1 - Justice Canada Overview, pp. 6-7.

¹⁰⁰ Annex 1 - Justice Canada Overview, pp. 4-5.

¹⁰¹ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 60.

¹⁰² Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 58-59. See also: Exhibit 9 - *I'm Not For Sale* posters, Part 2 & 3 Institutional Hearings, Volume XV.

¹⁰³ *Abuse is Wrong in Any Culture for First Nations and Métis Peoples* (developed with the National Aboriginal Circle Against Family Violence) - http://www.justice.gc.ca/eng/rp-pr/cj-jp/fv-vf/culture2/pdf/cult_fn_met.pdf. This is available in English, French and Michif.

Denesuline, Montagnais, Ojibway, and Plains Cree versions are in development. See also: Annex 1 - Justice Canada Overview, pp. 3-4.

¹⁰⁴ *Abuse is Wrong in Any Culture – Inuit* (developed with Inuit contractors) -

http://www.justice.gc.ca/eng/rp-pr/cj-jp/fv-vf/culture/pdf/cult_inuitEN.pdf. This is available in English, French, Inuktitut, Inuinnaqtun and Labradorimiut. See also: Annex 1 - Justice Canada Overview, pp. 3-4.

¹⁰⁵ Annex 1 - Justice Canada Overview, pp. 3-4.

¹⁰⁶ Further information about Canada efforts in policing may be found in the Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volumes VI and VII; Transcripts of the Testimony of Acting Inspector Dee Stewart, Part 2 Institutional Hearings, Volumes VIII and IX; Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volumes IX and X; Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV; and Annex 10 - PS Overview.

¹⁰⁷ <https://www.canada.ca/en/indigenous-northern-affairs/news/2018/06/government-of-canada--national-inquiry-into-missing-and-murdered-indigenous-women-and-girls.html>.

¹⁰⁸ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, p. 34. See also: Exhibit 2 - Overview of the Testimony of Commissioner Brenda Lucki, Part 2 Institutional Hearings, Volume VI, p. 8.

¹⁰⁹ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 48-50.

¹¹⁰ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 56-58 and Volume VII, pp. 279-280. See also: Exhibit 2 - Overview of the Testimony of Commissioner Brenda Lucki, Part 2 Institutional Hearings, Volume VI, p. 10.

¹¹¹ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, pp. 58-59. See also: Exhibit 7 - Working Together to End Violence against Indigenous Women and Girls - National Scan of RCMP Initiatives, Part 2 Institutional Hearings, Volume VI.

¹¹² Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VII, p. 183.

¹¹³ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VI, p. 91.

¹¹⁴ Transcripts of the Testimony of Commissioner Lucki, Part 2 Institutional Hearings, Volume VII, pp. 254-255. See also: <https://www.canada.ca/en/indigenous-northern-affairs/news/2018/06/government-of-canada--national-inquiry-into-missing-and-murdered-indigenous-women-and-girls.html>.

¹¹⁵ Transcripts of the Testimony of Acting Inspector Stewart, Part 2 Institutional Hearings, Volume VIII, pp. 150-182. See also: Exhibit 94 - Nicola Canoe Pull 2018; Exhibit 95- RCMP "Ageless Wisdom" Brochure; Exhibit 96 - RCMP Aboriginal Pre-Cade Training Program Overview, 2018; Exhibit 98 - Nova Scotia RCMP Eagle Feather Protocol, Part 2 Institutional Hearings, Volume VIII.

¹¹⁶ Transcripts of the Testimony of Deputy-Commissioner Butterworth Carr, Part 2 Institutional Hearings, Volume IX, pp. 278-279 and Volume X, pp. 26, 37, 220-222.

¹¹⁷ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume X, pp. 98-100. See also: Exhibit 112 - RCMP's National Missing Persons Strategy, Part 2 Institutional Hearings, Volume IX.

¹¹⁸ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 100-107. See also: Exhibit 103 - RCMP Operational Manual chapters 37.3 & 37.3.1 & Exhibit 104 – RCMP Missing Persons Intake and Risk Assessment Form, Part 2 Institutional Hearings, Volume IX.

¹¹⁹ Transcript of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 114-117. See also: Exhibit 109 – RCMP Operational Manual chapters 41.3 & 41.3.1, Part 2 Institutional Hearings, Volume IX.

¹²⁰ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 129-130. See also: Exhibit 110 – “Family Guide: Support for Families of Homicide Victims or Missing Persons where Foul Play is Suspected”, Part 2 Institutional Hearings, Volume IX.

¹²¹ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 95-97. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 3-4.

¹²² Transcript of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 118-120. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 13-15.

¹²³ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 120-122. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 15-20.

¹²⁴ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 122-125. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 18, 20.

¹²⁵ Transcripts of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 108-114. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 7-9.

¹²⁶ Transcripts of the Testimony of Deputy Commissioner Brenda Butterworth-Carr, Part 2 Institutional Hearings, Vol. IX, p 148. See also: Exhibit 100 - Overview of the Testimony of Deputy Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, p. 13.

¹²⁷ Transcript of the Testimony of Deputy Commissioner Brenda Butterworth-Carr, Part 2 Institutional Hearings, Vol. IX, pp. 155-158. See also: Overview of the Testimony of Deputy-Commissioner Butterworth-Carr, Part 2 Institutional Hearings, Volume IX, pp. 21-23.

¹²⁸ Annex 10 - PS Overview, pp. 206-7.

¹²⁹ An additional investment of up to \$291.2M over five years was announced on January 10, 2018. See also: Annex 10 - PS Overview, p. 7.

¹³⁰ Further information about Canada's efforts on reform and review of the criminal justice system may be found in Annex 1 - Justice Canada Overview; Annex 10 - PS Overview; Annex 11 - CSC Overview; and Annex 12 – CSC Response.

¹³¹ <https://pm.gc.ca/eng/minister-justice-and-attorney-general-canada-mandate-letter>.

¹³² Annex 1 - Justice Canada Overview, pp. 19-20.

¹³³ Annex 1 - Justice Canada Overview, p. 20.

¹³⁴ For examples of relevant programs, see http://www.justice.gc.ca/eng/rp-pr/other-autre/tcjs-tsjp/WWH_EN.pdf, at pp. 14, 17-18, 21-22, 24.

¹³⁵ <http://www.parl.ca/DocumentViewer/en/42-1/bill/C-75/first-reading>.

¹³⁶ Annex 1 - Justice Canada Overview, pp. 7-9.

¹³⁷ Annex 1 - Justice Canada Overview, p. 16.

¹³⁸ Annex 1 - Justice Canada Overview, p. 16.

¹³⁹ Annex 11 - CSC Overview, p. 5.

¹⁴⁰ Annex 11 - CSC Overview, pp. 3-4.

¹⁴¹ Annex 12 – CSC Response, p. 10.

¹⁴² Annex 12 – CSC Response, p. 5.

¹⁴³ Annex 11 - CSC Overview, pp. 6-20.

¹⁴⁴ Annex 10 - PS Overview, p. 5. Budget 2017 allocated \$8.7M over five years.

¹⁴⁵ Further information about Canada's anti-human trafficking initiatives may be found in the Transcripts of the Testimony of Assistant Commissioner Crampton and Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 & 3 Institutional Hearings, Volume XV; Annex 10 - PS Overview.

¹⁴⁶ Annex 10 - PS Overview, pp. 3-4. See also: 2016-2017 Horizontal Evaluation of the National Action Plan to Combat Human Trafficking,

<https://www.publicsafety.gc.ca/cnt/rsres/pblctns/vltm-nap-ht/index-en.aspx>.

¹⁴⁷ Annex 10 - PS Overview, p. 4.

¹⁴⁸ Annex 10 - PS Overview, p. 4.

¹⁴⁹ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 40. See also: Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 1-3.

¹⁵⁰ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 43- 44. See also: Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 6-23.

¹⁵¹ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 52-57. See also: Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 12.

¹⁵² Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 58.

¹⁵³ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 53.

¹⁵⁴ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 61-65. See also: Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 13, Annex A.

¹⁵⁵ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, p. 62.

¹⁵⁶ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 64-67. See also: Exhibit 10 - "Operation Love Bomb", Part 2 and 3 Hearings, Volume XV.

¹⁵⁷ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 70-74.

¹⁵⁸ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 70-74. See also: Exhibit 3 - Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 13-18.

¹⁵⁹ Transcripts of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp. 74-83. See also: Exhibit 3 – Overview of the Testimony of Assistant Commissioner Crampton, Part 2 and 3 Hearings, Volume XV, pp.18-21.

¹⁶⁰ Further information about Canada’s efforts regarding shelters and family violence prevention may be found in Annex 2 - ISC CFS Overview; Annex 9 - CMHC Overview; and Annex 1 - Justice Canada Overview.

¹⁶¹ Annex 2 - ISC CFS Overview, p. 7; Annex 2 - ISC Housing Overview, p. 8.

¹⁶² Annex 2 - ISC CFS Overview, p. 17.

¹⁶³ Annex 2 - ISC CFS Overview, pp.17-18.

¹⁶⁴ Annex 9 - CMHC Overview, pp. 4-5; Annex 2 - ISC CFS Overview, p. 17.

¹⁶⁵ Annex 9 - CMHC Overview, p. 5.

¹⁶⁶ Further information about Canada’s efforts regarding victim services and supports may be found in the Transcripts of the Testimony of John Phelps and Naomi Giff-MacKinnon, Part 2 Institutional Hearings, Volumes I and II; Annex 1 - Justice Canada Overview; and Annex 11 - CSC Overview.

¹⁶⁷ Annex 1 - Justice Canada Overview, pp. 9-15.

¹⁶⁸ Annex 1 - Justice Canada Overview, pp. 10-11.

¹⁶⁹ Transcripts of the Testimony of Naomi Giff-MacKinnon, Part 2 Institutional Hearings, Volume I, pp.140-145. See also: Exhibit 14 - Overview of Family Information Liaison Units, Part 2 Institutional Hearings, Volume I.

¹⁷⁰ Transcripts of the Testimony of Naomi Giff-MacKinnon, Part 2 Institutional Hearings, Volume I, pp. 150-153. See also: Exhibit 14 - Overview of Family Information Liaison Units, Part 2 Institutional Hearings, Volume I, pp. 2-3.

¹⁷¹ As one example, see <https://www.cbc.ca/news/canada/manitoba/60s-scoop-clara-dantouze-family-meets-rcmp-1.4840452>.

¹⁷² Annex 1 - Justice Canada Overview, p. 13. See also: June 5, 2018, announcement of additional funding to extend the timelines for the FILUs - <https://www.canada.ca/en/indigenous-northern-affairs/news/2018/06/government-of-canada--national-inquiry-into-missing-and-murdered-indigenous-women-and-girls.html>.

¹⁷³ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, p. 53.

See also: <https://www.ppsc.gc.ca/eng/tra/tr/09.html>; Exhibit 2 - Overview of the PPSC CWC Program, Part 2 Institutional Hearings, Volume I, pp. 1-2.

¹⁷⁴ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, pp. 53-65.

¹⁷⁵ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, pp. 66-69.

¹⁷⁶ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, pp. 228-229. See also: Exhibit 2 - Overview of the PPSC CWC Program, Part 2 Institutional Hearings, Volume I, p. 4.

¹⁷⁷ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume II, pp. 323-324.

¹⁷⁸ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume I, pp. 74-77, 81; Volume II, pp. 57-58, 276-277.

¹⁷⁹ Transcripts of the Testimony of John Phelps, Part 2 Institutional Hearings, Volume II, pp. 313-314.

¹⁸⁰ Annex 11 - CSC Overview, pp. 2-3.